

The Augusta Canal Master Plan

Part 2: Technical Plan



Prepared for
The Augusta Canal Authority
by The Joint Venture of
CityDesign Collaborative and Lane, Frenchman and Associates

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The Augusta Canal Master Plan

Part 2: Technical Plan

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The opinions, findings, and conclusions in this publication are those of the authors and not necessarily those of the Department of Transportation, State of Georgia, the Federal Highway Administration, the Department of the Interior, or the National Park Service.

Preface

This Master Plan has been prepared by the Augusta Canal Authority in response to the mission which was defined in its legislative mandate. The Plan identifies actions to preserve and interpret the Canal and related resources, while also proposing strategies to extend the influence of the Canal and its setting to enhance the natural and urban environment of Augusta. It is recognized that the scope of many of these proposals is large and, in many cases reaches beyond the boundaries of the Canal proper. Further, it is acknowledged that significant time may be required to bring the entire Plan to fruition. However, this larger, long term vision is offered in the interests of making the most of the Canal and its potential for the community.

The Augusta Canal Master Plan is intended to be used as a long term guide to the preservation and development of the Augusta Canal in order to maximize its benefits to the community. The Master Plan can, and in all likelihood will, be modified and amended from time to time in the future to meet changing needs of the community or changing factors affecting the Canal. The Augusta Canal Authority has no powers of zoning or land use restriction, and therefore cannot adopt any legislation of this nature to implement or further the Master Plan. The Master Plan will be available to the local governments having jurisdiction for their use in updating their growth management plans and in the event that they desire to amend current land use legislation as they may deem appropriate and in accordance with their legal authority.

Neither the owners of land bordering on the area covered by the Master Plan nor any other third parties should take actions in regard to their land or interests in reliance upon the Master Plan and the uses shown thereon. Not only is the Master Plan subject to change, but development in accordance with the Master Plan is subject to various factors including, but not limited to, the availability of funds, the ability to acquire additional tracts of land or easements necessary to carry out the projects, the preparation of detailed plans and specifications for the various projects, and the ability to acquire all necessary permits and approvals for the construction of improvements.

Part 2:

Technical Plan

The Augusta Canal Master Plan includes two documents, which are available, on request, from the Augusta Canal Authority:

- o **Part 1: Summary Plan** -- provides an overview of the Master Plan, highlighting major resources, the context for the project, and the scope and impact of the proposals;
- o **Part 2: Technical Plan** -- provides details of the Plan, including a full description of resources, themes, existing context, planning proposals, and implementation recommendations.

In addition to these documents, selected supplementary details regarding costs and resources are available for review at the Augusta Canal Authority.

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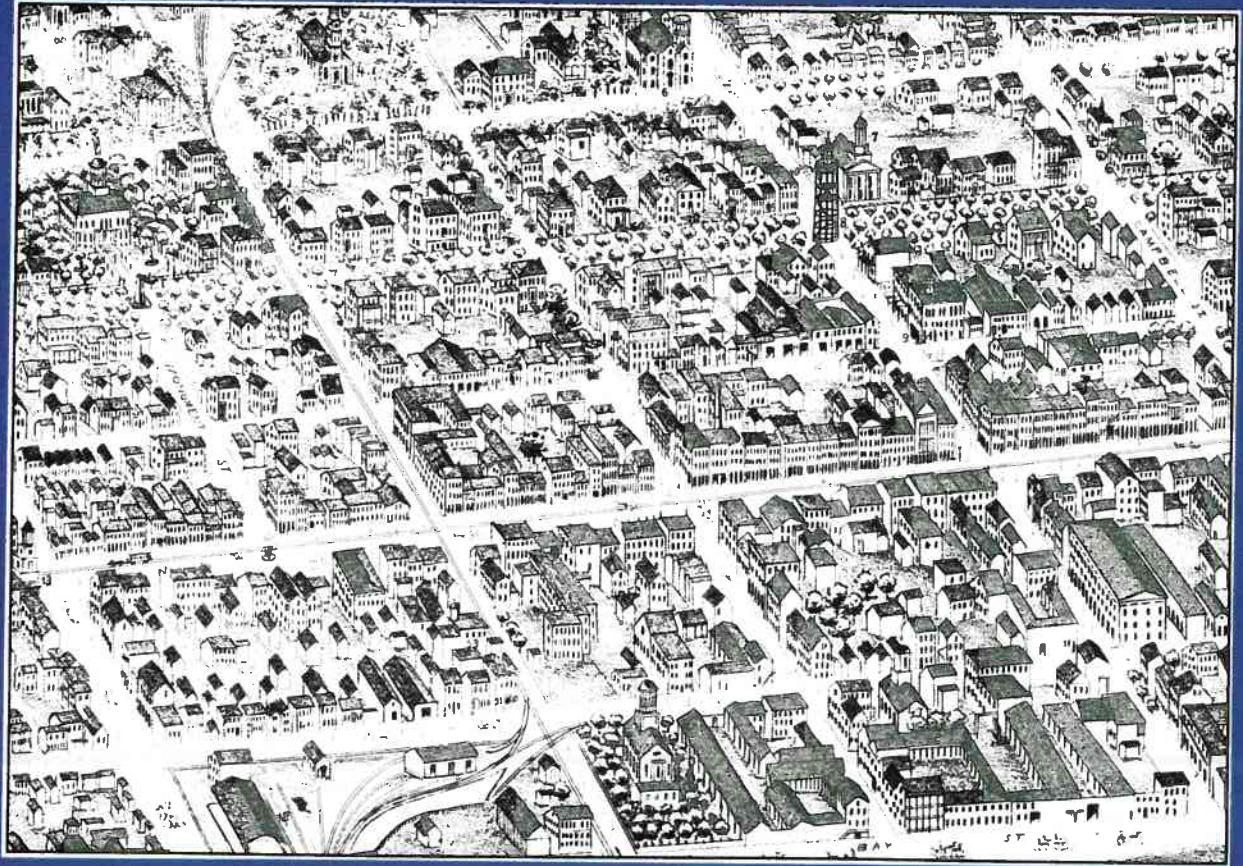
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Section 1: Executive Summary



Section 1: Executive Summary

This section summarizes the findings and recommendations of the Augusta Canal Master Plan and provides an abbreviated synopsis of this report. The contents of Section 1 include:

- o **The Augusta Canal** reviews natural and man-made resources.
- o **Scope of the Plan** highlights the elements of the Plan.
- o **Implementation Approach and Costs and Benefits** review the actions which are recommended and their attributes.
- o **Action Agenda** identifies initial commitments.

Additional detail on each topic that is reviewed is provided in the subsequent Sections of the Plan.

It is hard for us, who live at the cusp of the 21st century, to appreciate the scope and significance of a project like the Augusta Canal for the people whose lives were changed by it:

- o For **Henry Cumming, who originated the concept in the 1840's**, the Canal was a way of insuring the competitiveness of the City of Augusta and creating public and private prosperity, using technologies which had been pioneered in the North
- o For **those who built the Canal**, including slaves, convicts, and immigrants, the work involved back-breaking digging with primitive tools.
- o For **the entrepreneurs, who took large risks to build and manage factories**, the payoff was profit. The initial 1845 Canal facilitated transportation of cotton to downtown and enabled construction of the initial mills. The 1875 expansion allowed the City to rebound from the decline which followed the War, reaching preeminence in the South for cotton manufacturing and resulting in a transformation of the social, economic, and physical setting of the community.
- o For **the city fathers of Augusta**, the Canal was a reliable source of water and a way to insure continued civic economic growth and well-being.
- o For **citizens of Augusta**, the economic activity which the Canal prompted was an effective antidote to economic decline of the Reconstruction era, bringing job opportunities, new housing, and a new vitality to the city.

Even textile manufacturers in the North were affected, as the economic efficiencies which the Canal enabled hastened their economic decline. Few current projects have the potential to have such profound community and social impacts. Indeed those which might are often stymied by public protest, environmental dissent, or inappropriate development.

The Canal remains intact today, along with much of its associated setting, and offers not only a resource which should be preserved for posterity, but also an opportunity to use this resource as a catalyst for a contemporary transformation of the man-made and natural environment.

This Plan proposes that the Canal, crossing natural and man-made areas and adjoining the Savannah River, should be a point of focus to reinvest in historic settings, to attract contemporary development, and to use its spectacular setting for recreation and environmental learning. In many ways, this type of transformation, if pursued with creativity and diligence, could have a comparably dramatic effect on the character and form of Augusta to that which occurred in the 19th century when it was built and enlarged.

The theme and purpose of the Plan which follows is to encourage today's Augustans, assembling a public-private partnership, to recapture the entrepreneurial spirit of Cumming and also leave their imprint on the future, using the Canal as the rallying point.

The Augusta Canal



The Augusta Canal is a resource of state and national significance, crossing important natural and urban areas which have been pivotal to the evolution of the city, state, and country. A crossing point for Native Americans and on the trail of Hernando De Soto, Augusta's site was the economic focus for the Georgia Colony, an early capital of Georgia, the locus for Revolutionary War battles, the home of signers of the Declaration of Independence, and a destination for George Washington and the Marquis de Lafayette.

The development and use of the Canal are intertwined with the growth and evolution of Augusta. The Canal, along with its natural and man-made settings, illustrates dramatically how the city's location, at the junction of the Piedmont Plateau and the Coastal Plain, enabled it to evolve from its 1736 beginnings as a strategic frontier outpost into a major economic center of the South in the latter part of the 19th Century. The Canal crosses a variety of settings, starting at the rapids of Bull Sluice, where the topographic shift of the Fall Line is visually evident, continuing through unspoiled natural areas, and ending at the edges of downtown Augusta and its neighborhoods.

The Augusta Canal System is one of the most intact canal systems in the United States. Its original multipurpose mission — **Transportation, Water Supply, and Hydro-power** — makes it especially unique as one of the best national examples of an efficient and fully integrated industrial canal system. The transportation aspects of this resource are particularly significant. The Canal was a major route for people, materials and, most importantly, cotton being transported to the city from up-river. Drawings and paintings of the day depict wooden barges drawn effortlessly down the Canal by mules plodding along the raised towpath. The Canal is, to this day, the source of Augusta's municipal water supply and a provider of power for industry.

When not filled with commercial traffic, the canal was used evenings, weekends and holidays as a recreational waterway, with residents of the town making the Lock and Dam area their destination for picnics and outings. In recent years the recreational value of the Canal has been rediscovered by Augustans for biking, hiking, boating, and fishing.

Above: The view from the top of the bluff above the rapids of Bull Sluice, showing the headgates and dam. (JV)

The Natural Environment

The Canal's natural setting is the Savannah River watershed, recognized as a unique and important ecological setting. Hundreds of acres between the Canal and the River are undeveloped, in public ownership, and have the potential to be used for public benefit, interpretation, and enjoyment.

The Savannah River rapids cross the granite ledges which separate the Piedmont from the Coastal Plain. The shallows have been used since the dawn of time as a major river crossing point for both man and beast, evidenced by the earliest known site of native American pottery on Stallings Island, a National Historic Landmark immediately upstream of the Canal. The rapids, pools, and the agitation of water over rocks provides indispensable feeding and spawning grounds for a wide variety of fish and other aquatic life. In turn, this ready food source drew other animals and man to the area. The Canal setting is representative of this Fall Line environment, particularly the undeveloped land which lies between the towpath and the river, upstream from the Sibley Mill. The most unspoiled natural area is the "island", formed by the Canal and river, which lies between the Water Works and the Lock and Dam area. This setting provides habitat and ranging areas for a wide variety of wildlife. The Phinizy Swamp and adjacent Merry Brick ponds, just to the southeast of Augusta and connected to the Canal system by Beaver Dam Ditch, make up a nationally recognized bird refuge.



Above: Along the upper canal reaches, dense underbrush and tree canopy extend to the water's edge. (JV)



The Man-Made Environment

Many of the industrial and related worker housing areas which developed after the Canal was completed are substantially intact, have high physical integrity, and are closely related to the Canal's development and use.

The King, Sibley and Enterprise Mills, in particular, are living examples of the industrial movement which brought the textile industry out of New England and into the reconstructed South after the War Between the States; ironically, much of it with "Yankee Ingenuity" and northern capital. Taken alone, the Sibley Mill, patterned after the Confederate Powder Works with its castle-like parapets and intricate ironwork, is one of the outstanding mills in the country in terms of architectural detail and ornamentation.

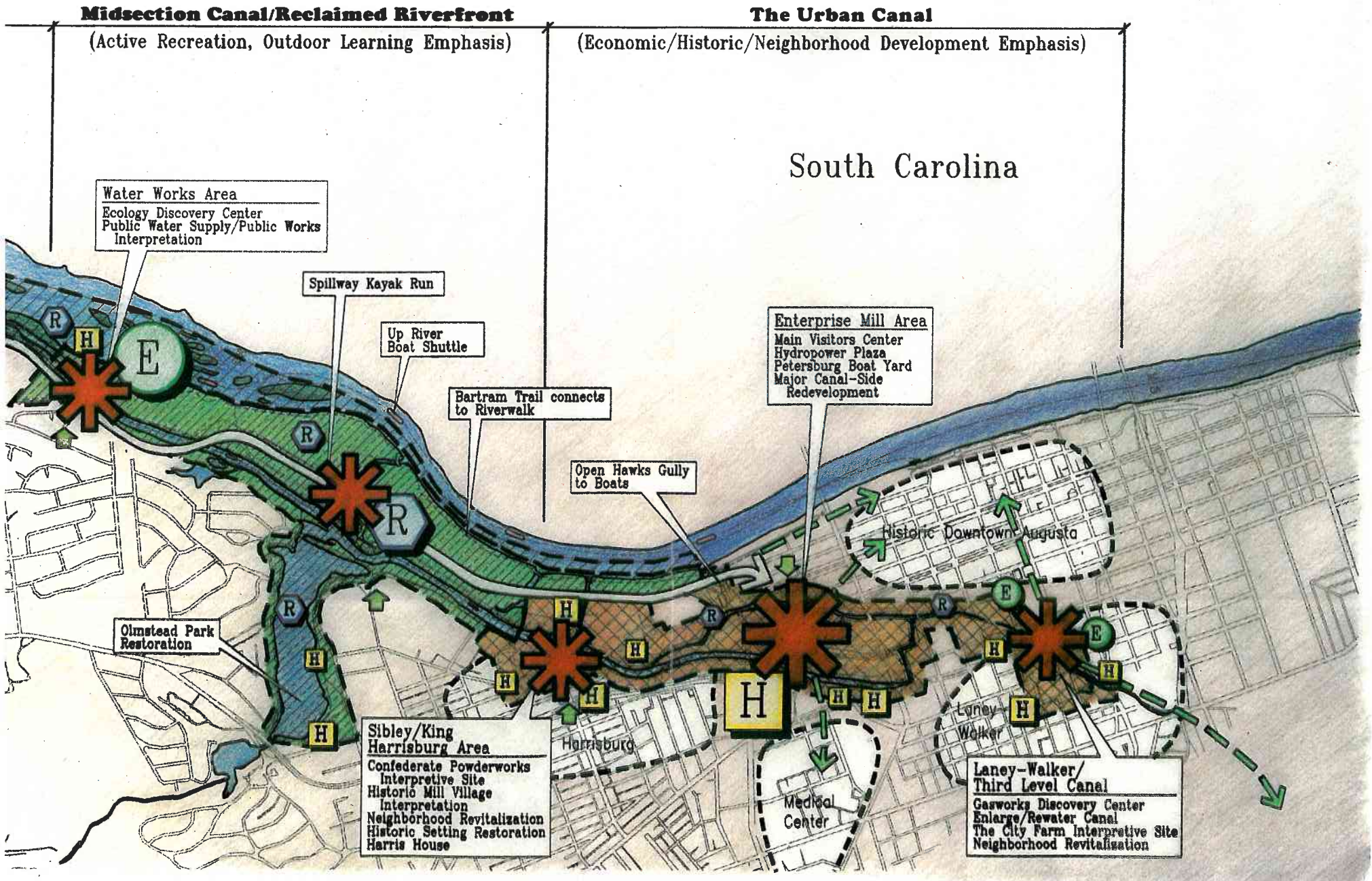
Above: The Confederate Powderworks chimney and the ornate facade of the Sibley Mill reflect both past and present activities and aspirations dependent on the Augusta Canal. (JV)

Both King and Sibley remain in full operation, taking advantage in good American pragmatic fashion, and each in its own way, of the most contemporary means and methods available to remain competitive in a fierce international marketplace for cotton textiles.

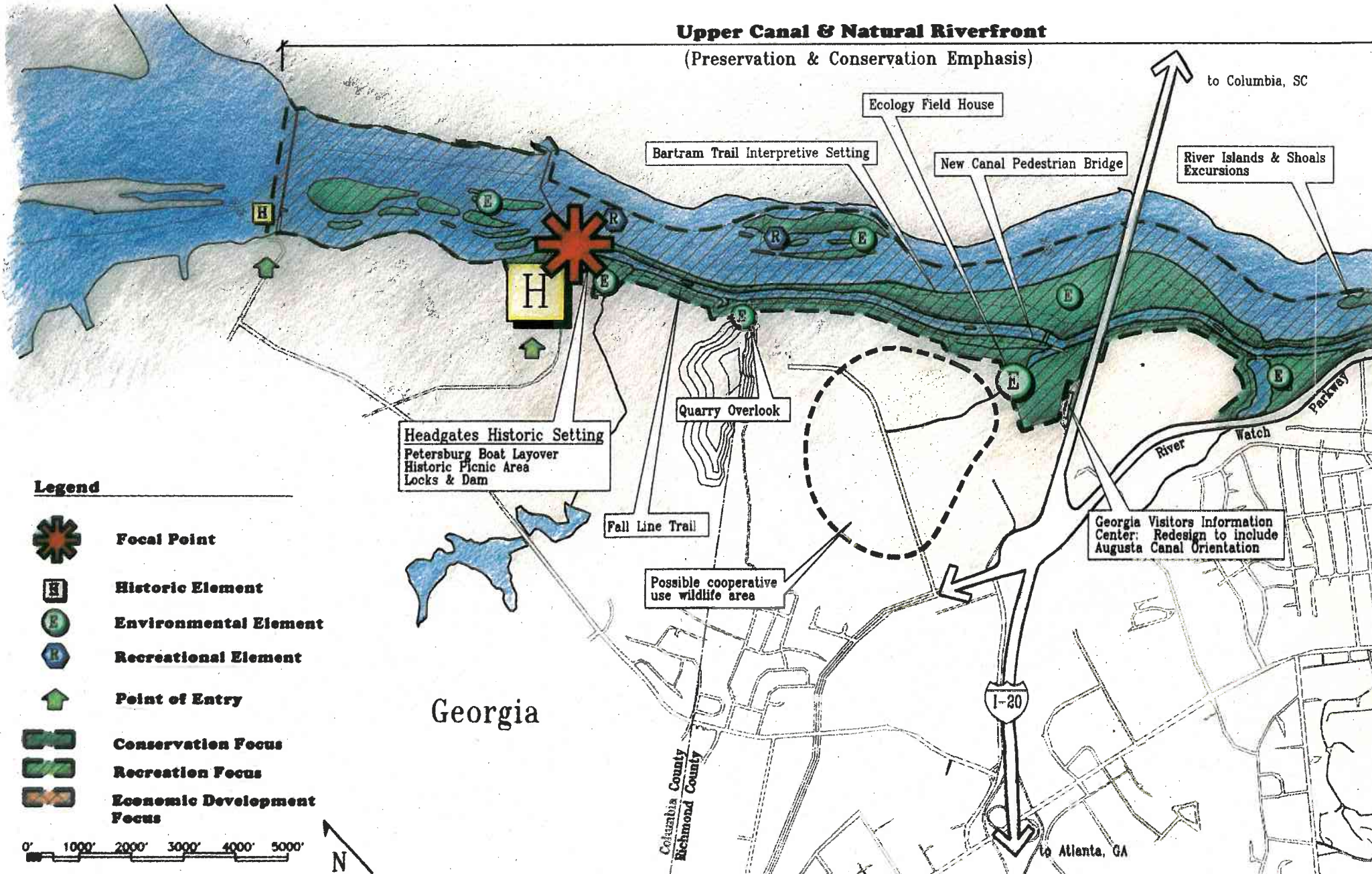
The imposing chimney preserved at the entry to the Sibley Mill marks the site of the Confederate Powder Works, significant not only as the last known remaining built remnant of the Confederacy, but also as a site of a tremendous engineering effort requiring uncommon industrial and practical ingenuity.

The neighborhoods of Harrisburg, West End, and Laney-Walker are each closely related to the Canal's growth and development, containing associated worker housing, historic churches, and other community institutions which retain the scale and associations of their original development. Meadow Garden, the house of signer of the Declaration of Independence George Walton, sits adjacent to the Canal, managed by the Daughters of the American Revolution.

Figure 1: The Recommended Plan

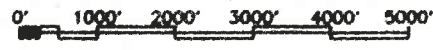


Upper Canal & Natural Riverfront (Preservation & Conservation Emphasis)



Legend

-  **Focal Point**
-  **Historic Element**
-  **Environmental Element**
-  **Recreational Element**
-  **Point of Entry**
-  **Conservation Focus**
-  **Recreation Focus**
-  **Economic Development Focus**



Georgia

Columbia County
Richmond County

I-20

to Atlanta, GA

to Columbia, SC

Scope of the Plan

The recommended Plan uses Augusta's heritage and resources to increase the vitality and livability of the City. The Plan will create a major destination which will be significant not only for its resources but also for the programs and experiences which are offered to visitors and residents. The Plan is illustrated on Figure 1. The Plan evolved from a participatory process which incorporated views and comments from Augustans from all walks of life. The Plan responds to the major goals which were articulated in this process, incorporating several concurrent initiatives:

- **Define and Designate an Augusta Canal National Heritage Park** — The core of the Plan is an historic corridor of national importance extending from the Stevens Creek Dam to 7th Street, including the first, second, and third level Canals, related control structures, and key adjacent historic structures and settings. This corridor should be recognized as a National Heritage Corridor, a Heritage Partnership, or a National Historic Site or Park, subject to further discussions with the local Congressional delegation and the National Park Service.
- **Create a Multi-Use, Riverfront Park of Regional and State-wide Importance** — The area between the Canal and the Savannah River is of special importance as a unique natural and environmental resource and should be established as a park which combines natural settings and man-made recreational areas along a public, accessible greenway. The character of this river-related area varies widely. West of the Water Works it is undeveloped and of importance because of its natural and unspoiled character, which renders it an environmental resource which enhances the historic Canal setting. East of the Water Works, where the Savannah Riverfront has been adversely affected by former landfill and construction activities, there is a unique opportunity to reclaim impacted lands to create an attractive and appropriate entry to

Augusta, establishing a wide variety of recreation uses, linked to the riverfront. Along the entirety of the Canal corridor, there are multiple opportunities to link existing recreational areas and to create buffer zones to protect the historic character of the Canal.

- **Develop the potential of the corridor as a highly accessible Educational Resource** — The heritage and recreational aspects of the Plan have the potential for extraordinary positive educational impact. The Heritage Park can be designed to both preserve key resources and communicate to visitors the compelling story of the Canal and the adjacent districts. The natural portions of the Park offer a setting which is ideal for the establishment of an Augusta Ecology Discovery Center which can not only place citizens in touch with the rich diversity of the adjacent eco-system but also serve as a nucleus for wide-reaching educational, cultural, and research programs dealing with the natural environment.
- **Facilitate Economic Development at the Edge of Augusta's Downtown** — The Heritage Park, with its historic and natural attractions, has the potential to attract significant visitation from the surrounding region and beyond. These visitors will benefit the City's economy and positively change its development climate. The Plan capitalizes on these impacts by including a coordinated development and preservation initiative along the corridor to take advantage of its location near the Medical Campus, attracting housing and employment to transform the edge of the downtown into supportive and active development. Housing infill and neighborhood enhancement are important elements of this strategy.

Implementation Approach

The Plan incorporates a long term capital development and management strategy which will require a public-private partnership. Although many details of this partnership must be negotiated in detail over time, commitment to the concept will have dramatic positive effects on the development and use potentials within the city.

The Plan recommends establishment of the Augusta Canal National Heritage Park (ACNHP) to be recognized by all relevant units of government as having national, regional, state, and local importance. The proposed boundary of the ACNHP is shown in Figure 2. This special heritage area should be eligible for technical and financial assistance from the Department of the Interior, subject to its federal designation. The Augusta Canal has been recognized as a Regionally Important Resource (RIR) by the State of Georgia; the proposed boundary and management procedures in this Plan should also be adopted by the State. The ACNHP area, as delineated in this Plan, should be adopted as a special overlay district by the City of Augusta, as well as by Richmond and Columbia Counties.

Within the boundary of the ACNHP, the Plan recommends a diverse range of actions, designed to accomplish the following mission:

- o **Preservation** — of the historic resources which comprise the Augusta Canal and its related urban settings;
- o **Conservation** — of the natural setting of the Canal and river frontage, protecting the Canal and River environment and establishing appropriate buffer zones, as well as recommending suitable land uses for important resource areas;

- o **Education and Interpretation** — about the history of the Canal, communicating the values of its environmental setting and social history to visitors, residents, and users as well as developing educational programs, activities, and supporting facilities which use these resources for maximum public benefit;
- o **Recreation** — through creation and enhancement of parklands, greenways, transportation linkages, and other facilities serving the public.
- o **Economic Development** — including increased tourist activities as well as productive real estate opportunities.

Achievement of this multi-purpose mission will require a public-private partnership: the public side of this partnership will involve city, county, state, and federal governments, while the private aspects of the partnership will involve existing property owners and prospective developers. Many aspects of this partnership have been started during the planning process with the cooperative involvement of the National Park Service, key state and local agencies, adjacent owners, and other entities.

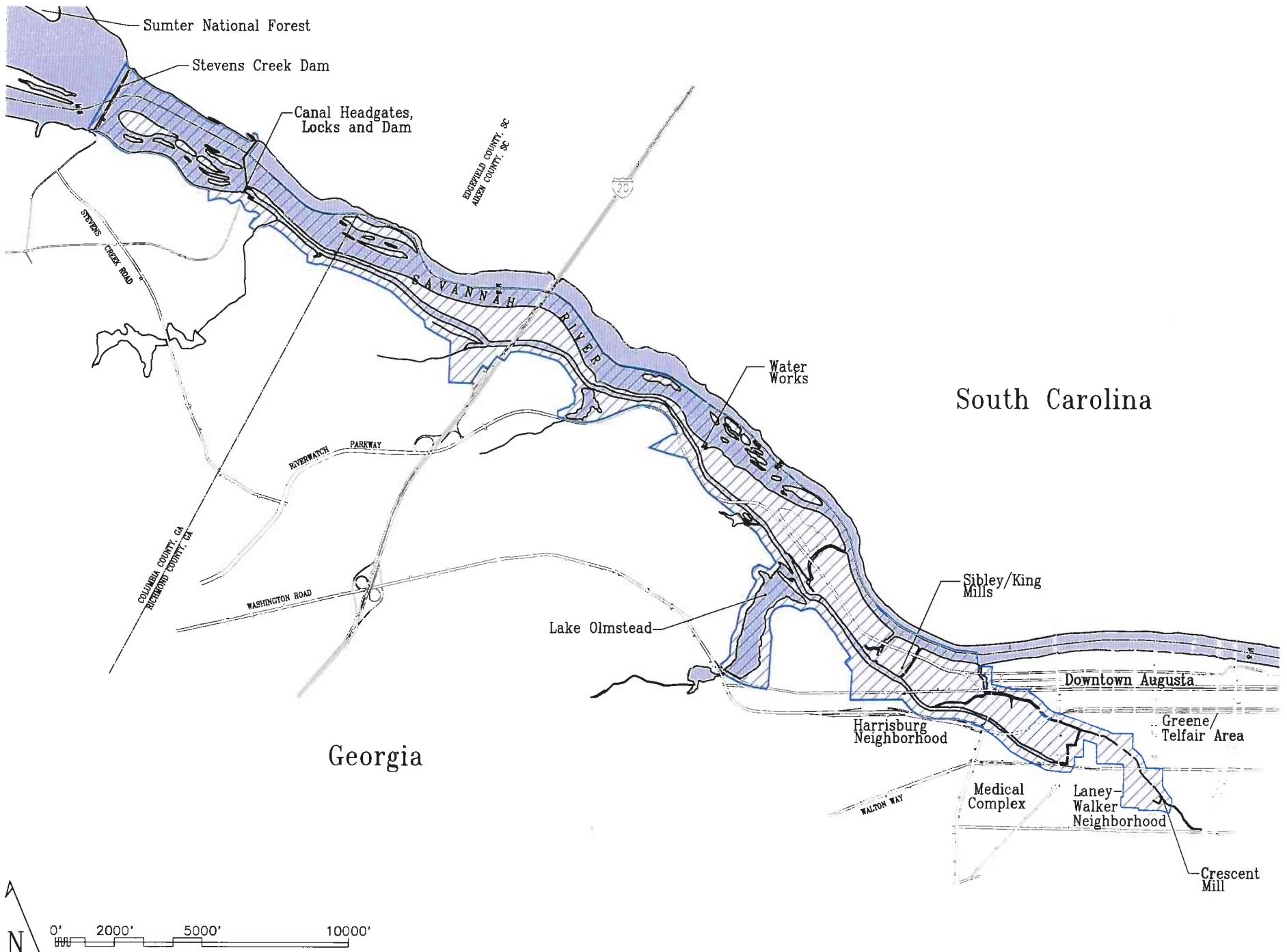
The Plan recommends that the leadership for the project continue to be provided by the **Augusta Canal Authority**, a state-enabled body whose five members are appointed by the Mayor and City Council of the City of Augusta. As the implementation process progresses, the Authority, dependent on the ultimate scope of the project and the degree of involvement of other parties, may require amendment and/or expansion to insure broader representation from Federal, State, and County entities than is now possible with the Augusta Canal Authority, as presently constituted.

Costs and Benefits

The estimated capital costs for the total Augusta Canal Master Plan are approximately \$186.5 million for the recommended Plan. Of these costs, the Core Public Improvements represent \$43.3 million, and Additional Public and Private Investments represent \$143.2 million. The capital costs include:

- o **Historic Preservation** — The historic preservation costs include improvements to the Canal and selected buildings and sites, and are estimated at \$13.6 million.
- o **Parks and Recreation** — The parks and recreation costs include trails, boat landing areas, landscaping, and related access roads, and are estimated at \$20.3 million.
- o **Education and Interpretation** — The education and interpretation costs include exhibits, signage, interpretive shelters, visitor centers, wayside exhibits, the City Farm Proposal, and the Petersburg boat landing. The estimated costs are \$9.4 million.
- o **Special Educational Attractions** — these costs include the Petersburg Living History Fleet and the Ecology Discovery Center, and are estimated at \$21.5 million.
- o **Other Related Costs** — these costs include mitigation, community facilities, facade grants, and other miscellaneous costs, and are estimated at \$13.7 million.
- o **Economic Development** — the economic development costs include private and quasi-public development initiatives that range from housing and commercial development to recreational and tourism projects. These projects represent \$108.0 million in investment which results from the implementation of the Plan.

Figure 2: The Proposed Augusta Canal National Heritage Park Boundary



Action Agenda

The full implementation of the Plan will require many and complex actions of multiple parties. The initial commitments which are recommended to launch this process include the following:

- 1 The Augusta Canal Authority should accept the Plan** and submit it to the co-sponsoring agencies.
- 2 The Plan should be adopted by the City of Augusta and endorsed by Columbia and Richmond Counties**, including recognition of the coordinating role of the Augusta Canal Authority.
- 3 Zoning regulations should be modified by the appropriate agencies** to comply with the recommendations of this Plan.
- 4 Negotiations, supported by the local officials and the state Congressional delegation**, should be initiated with the National Park Service to pass federal legislation defining and authorizing the Augusta Canal National Heritage Park, based upon the scope and boundary indicated in this report.
- 5 The Augusta delegation to the Georgia Legislature should support creation of a State Park** to include the property between the Canal and the Savannah River, to be established in partnership with the City of Augusta, the owner of the land, and the federal government.
- 6 The City of Augusta should develop appraisals of its holdings within the proposed project** to establish the value of its contribution to the proposed partnerships to be established through (3) and (4), above. The City should also be prepared to devote revenues from hydropower generation on the Canal to support the development of the Plan.
- 7 In parallel with the foregoing steps, detailed management and implementation plans should be developed for each key venue described by the Plan.** Existing agencies at all levels should be encouraged to take early actions to implement portions of the Plan in tandem with negotiations regarding long term management and funding responsibilities.
- 8 Once the partnership for project development and management has been established, the partners should agree upon, and formalize through memoranda of understanding, detailed phasing, capital development, and management responsibilities.** Insofar as possible, this should be consistent with the recommendations of this Plan and should be formulated according to mutually agreed priorities.
- 9 Active, open contacts should be established with adjacent and affected landowners to develop and foster sustained public/private communication and cooperation** which will facilitate implementation of the Plan to everyone's mutual benefit.
- 10 Initial feasibility and detailed planning studies should be undertaken** to integrate the recommendations of the Plan with other, ongoing public actions. Such studies should include the following:

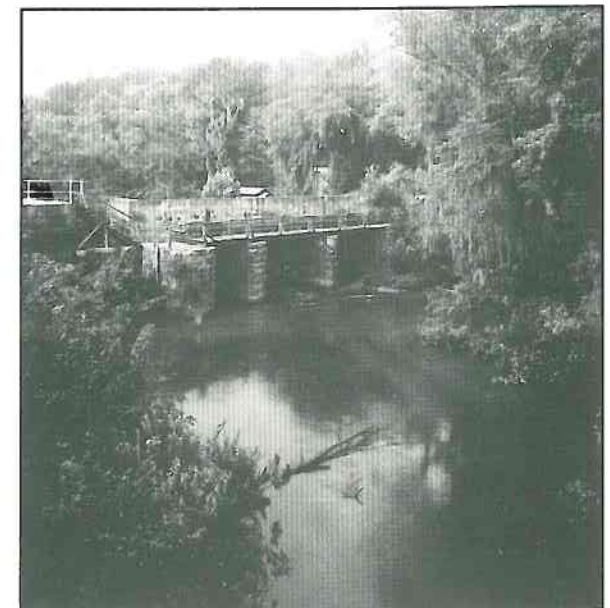
Access alternatives along the 15th Street corridor to accommodate future traffic from tourism and new development.

Economic and land development plan for the Enterprise Mill vicinity to identify public actions necessary to attract reinvestment.

Housing and neighborhood rehabilitation plan in the Laney-Walker/Third level Canal area to capitalize on the rewatering and rehabilitation of the Canal.

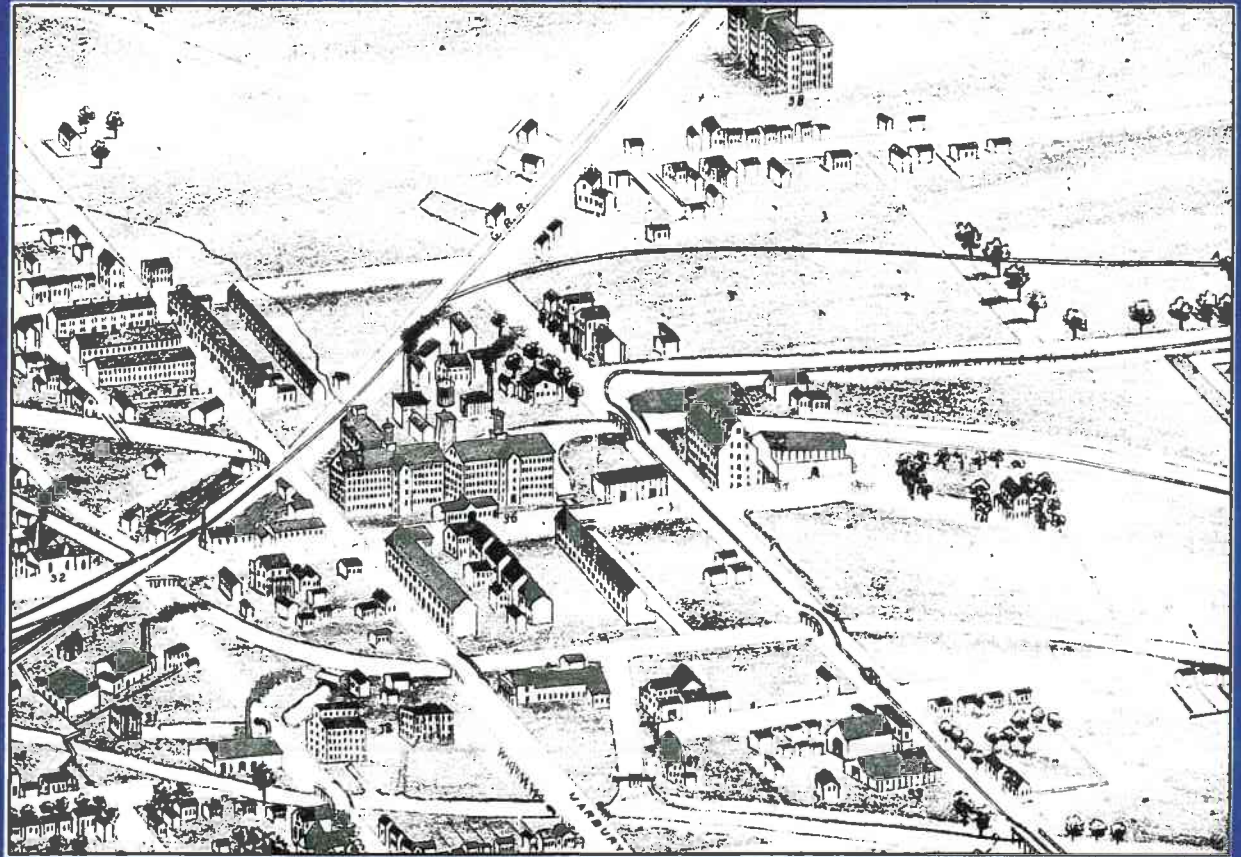
Design of bikeway and trail from the headgates to downtown Augusta to create a continuous trail along the length of the corridor.

Master Plan for Lake Olmstead to restore and rehabilitate this open space which is strongly linked to the Canal.



Above: The 1846 Headgates backwater before it was filled in. (HAER)

Section 2: The Augusta Canal



Section 2: The Augusta Canal

This section reviews the resources which exist along the Augusta Canal corridor and identifies their potential for use and interpretation in the Plan. The presentation includes the following sections:

- o **Historic significance** of the canal system and related man-made resources;
- o **Key resources**, including historic, environmental, and community elements;
- o **Interpretive themes** which are represented by these resources.



Historic Significance

The Augusta Canal and related buildings are already on the National Register of Historic Places and have been designated a National Historic Landmark by the Secretary of the Interior. In addition they have been the subject of a recording and documentation project carried out by the Historic American Engineering Record (HAER) of the National Park Service. The Inventories associated with this Master Plan as well as the prior documentation by HAER have demonstrated the importance of the Augusta Canal and its associated resources.

The Augusta Canal and related historic features represent both the dream and the achievement of Southern Industrialism. Here the city of Augusta set out to stake its claim as the “Lowell of the South”, and here the “New South” flexed its industrial muscle and demonstrated its economic power. The magnificent structures and landscapes that survive in such a remarkable state of preservation today are symbols of engineering accomplishment, architectural excellence, civic determination, and regional pride. They clearly have national, and even international, significance.

Above: An early view toward the First Level turning basin, where cotton was transferred from Petersburg boats to wagons enroute to market. (HAER)

The Canal System

The Augusta Canal, originally constructed in 1845 and enlarged in 1875, was built to serve multiple purposes — transportation, power, and water supply. For each of its intended uses, the Canal is notable:

- o **Transportation** — Although transportation was not the Canal's primary purpose, water-borne traffic was a critical factor in its early operation and remained an important function into the early twentieth century. Until the late 1850s, the economic impact of freight carried on the Canal probably surpassed the impact of water-powered manufacturing. The Canal carried large quantities of southern upland cotton into Augusta, particularly in the early years of its operation. An 1850 estimate said 25,000 bales of cotton per year were brought into Augusta on the Canal, mainly by Petersburg boats. Freight carried on the enlarged Canal soared from 2,697 tons in 1880 to 23,668 tons in 1889, during the height of the Cotton Mill campaign in the New South. Even when railroads began to deliver most of the cotton for textile production and transshipment, Petersburg boats continued to offer an alternative means of delivery from upriver plantations and farms.
- o **Water supply** — the Canal was designed with public water supply in mind and still delivers water for city use. The first pumping station, begun in 1859, had the same type of turbine chosen by the famous Fairmount Waterworks in Philadelphia during its modernization program of 1859 to 1862. The architectural quality of the 1899 Water Works building, is surpassed only by the Fairmount facility. The city's financial investment in the Canal Company made the planning and con-

struction possible. Two years after the completion of the first level, the city took official ownership of the Canal, which it still owns and operates, charging two textile manufacturers for hydropower. Almost all other multi-user power canal systems built in the nineteenth-century were privately owned.

- o **Power** — the Canal became the South's largest and most successful multi-user power canal system serving separately-owned mills and factories. This system emulated northern examples in cities such as Lowell, Massachusetts, and Paterson, New Jersey, but there was nothing quite like it in the heart of the South. The Canal supported the South's largest concentration of water-powered textile mills by the mid 1880's. In addition, the system provided power for a wide range of non-textile industries, including machine shops, foundries, and grist mills. During the War Between the States, the Confederacy was heavily dependent on munitions (particularly gunpowder) made in Augusta.

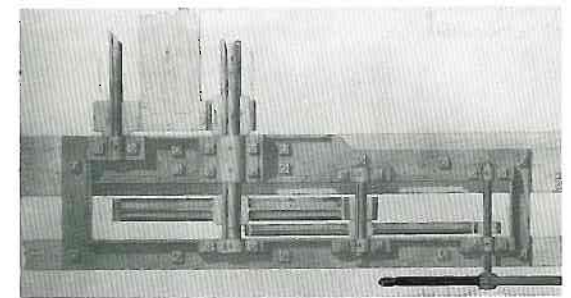
Right: An original plan detail of the massive lock gates. (HAER)

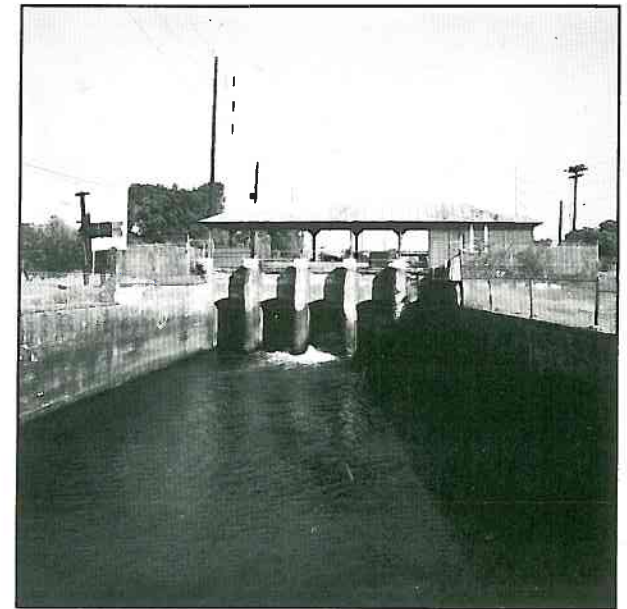
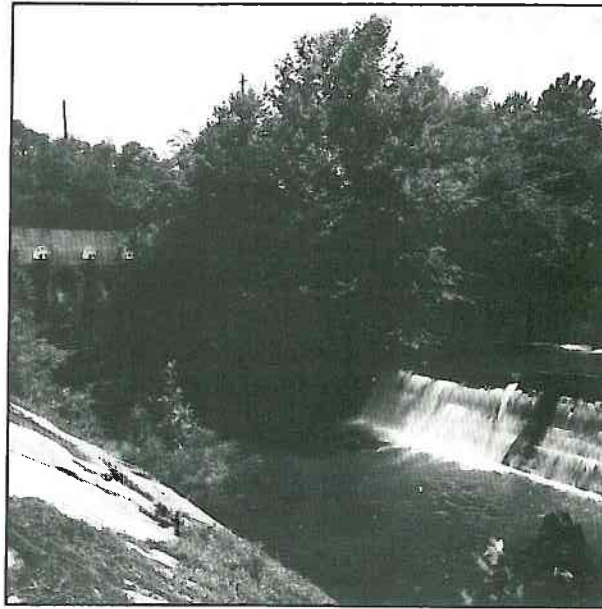
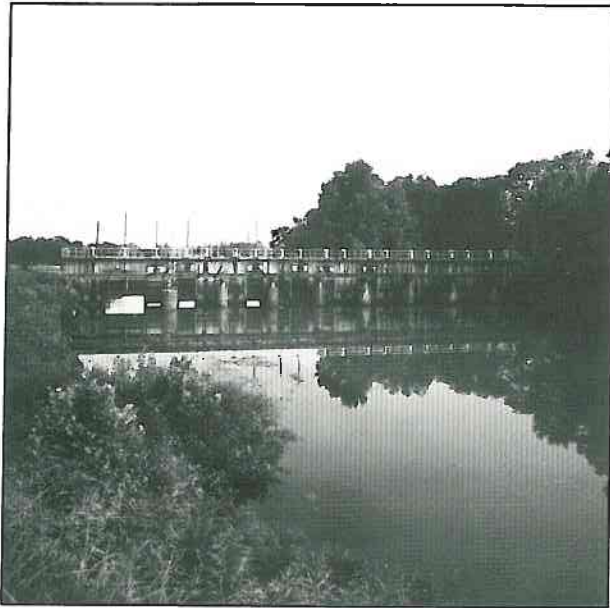
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Left: The Bulkhead gates near Lake Olmstead shut down the canal system and protect the City from major floods. (HAER)

Middle: Water from the First and Second level canals tumbles into the Third level canal near the 12th Street control gates. (HAER)

Right: The control gates at 13th Street, topped with their 'City Beautiful' era pavilion, mark the end of the First level Canal. (HAER)





The Canal has high integrity, as it is a relatively intact example of a nineteenth-century power canal system, the best one that survives in the South and one of the best in the nation. It is also unique because of the great length of its upper level, which serves as the single feeder for the system, much of it running through rural and natural settings far above the city. America had no other major power canal in the nineteenth century which ran for seven miles.

The Canal played an important role in the emergence of the concept of a southern nation, as it was an early reaction to perceived exploitation by northern industry and a step toward the dream of economic self-sufficiency for the South. Augusta embraced industrial development during a time of southern agrarianism, while there was

still considerable opposition to factory development in the region. Whatever their feelings about the value of agriculture, southerners were upset by the fact that most of the region's cotton was sent north to be manufactured into goods which were then sold at a substantial profit, often to customers in the very states that had grown the cotton. Although most examples of successful industry in the antebellum South were modest by northern standards, they raised levels of confidence among those southerners in the 1850s who saw the possibility of a separate nation (or even an empire).

The Canal was critical to the war effort of the Confederacy. It was the scene of munitions work, small arms production, baking, dyestuff manufacturing, harness-making, foundry casting, textile production, and other war-related industry.

Richmond led in industrial support for the Confederacy, followed closely by Augusta and Columbus.

The Canal served the Confederate Powder Works built in 1861 and 1862. This industrial complex, demolished after the war and represented today by archeological features and a surviving monumental chimney, was one of the most important historic sites in the South. Augusta's geographical position, in the center of the Confederacy and away from the coast, was an asset. The site offered a canalside location and close proximity to railroad lines.

The buildings of the Powder Works have been described as “the only permanent structures begun and completed by the Confederacy.” Together they certainly represented the Confederacy’s most ambitious industrial project whose construction was essential for the war effort. Stretching for two miles along the upper level canal, the Powder Works may have been the longest integrated manufacturing site in North America at the time. Boatmen delivered some of the raw materials (charcoal, saltpeter, and sulfur) to the mill by canal. Water also carried much of the carefully selected wood for local conversion into charcoal. The Powder Works used water from the canal for part of its power and also made innovative use of the waterway as a regular means for movement of raw materials and products between various stages of powder-making. There may have been no other examples of this form of inter-process canal shipment in America, and surely nothing of this scale at one site.

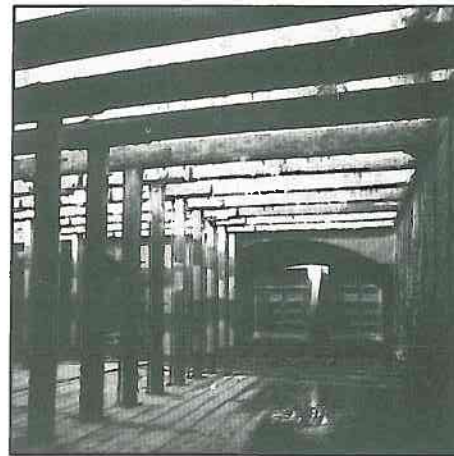
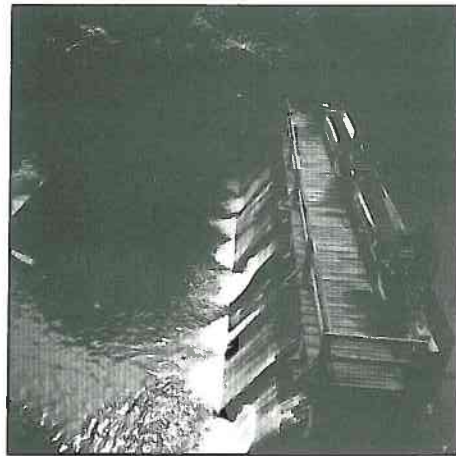
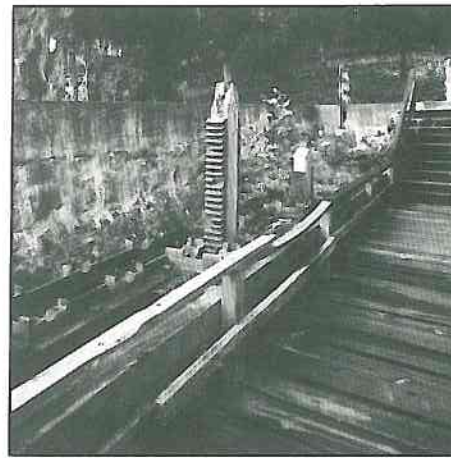
The tall chimney of the former powder works was apparently intended by its builder, Colonel G.W. Rains, to last as a memorial, whatever the outcome of the war. He helped to see it preserved when the derelict powder works was demolished by the city in 1872. He asked that “at least the noble obelisk be allowed to remain forever as a fitting monument to the dead heroes who sleep on the unnumbered battlefields of the South.” The Chimney is a spectacular architectural feature, reminiscent of some of the ornamental stacks of industrial England.

The Canal became a symbol of the emerging New South even before the end of the Reconstruction period (1865-1876) and was a highlight of the “Cotton Mill Campaign” in the 1880s and 1890s. Although some northern capital was involved, the impetus for the enlargement of the 1870s and the mill building boom that followed was primarily local. The Canal and adjacent industrial district by the 1890s contained the best collection of New South water-powered industrial architecture, most of which is still extant. The Canal helped to make Augusta the largest inland cotton market in the South as well as a great center of manufacturing. By the turn of the century, Augusta was ranked as the top producer of textile goods in the South.

In addition to its utilitarian uses, the Augusta Canal has always had an important recreational function. The Headgates, Locks, and Dam area was a popular attraction with nearby facilities for picnics, barbecues, dances, and parties. There were even rowing races on the upper level Canal. The survival of recreational facilities, even in decayed condition, is highly significant. Excursion boats (both mule-drawn and steam-powered) took people from Augusta to the head of the canal.

Potential investors and developers were often brought to this attractive spot as part of the “sales pitch” by promoters. Other well-frequented picnic spots included the Rae’s Creek aqueduct, an impressive engineering feature built in 1850. The dam at Rae’s Creek (part of the 1870’s enlargement project) created Lake Olmstead, site of many park facilities. The creek and lake flow directly into the Canal and should be considered part of the system. Rae’s Creek also forms the water hazards for three of the most well-known holes at the Augusta National Golf Club, the famous “Amen Corner.”

The Canal was built by a multi-racial workforce. Black slaves and freedmen worked with whites on the first phase of construction. More than two hundred Chinese took part in the major enlargement in the 1870’s, working with both Irish immigrants and African Americans. Leased convict labor was also involved. All were paid, though at different rates. The enlargement is apparently the only large-scale construction project in the eastern United States that used substantial numbers of Chinese laborers. In the West, Chinese workers had already proven their skill and diligence in major projects involving railroads, irrigation canals, levees, and mines. Some of the Chinese who worked on the Augusta Canal enlargement stayed in the community. Many of their descendants still live in Augusta today.



Upper Left: Upriver, at the dam, water rushes through the 1876 headgates, toward the waterworks and the mills downtown. (HAER)

Upper Right: The abandoned lift lock mechanism in the original 1846 lock and headgate structure. (HAER)

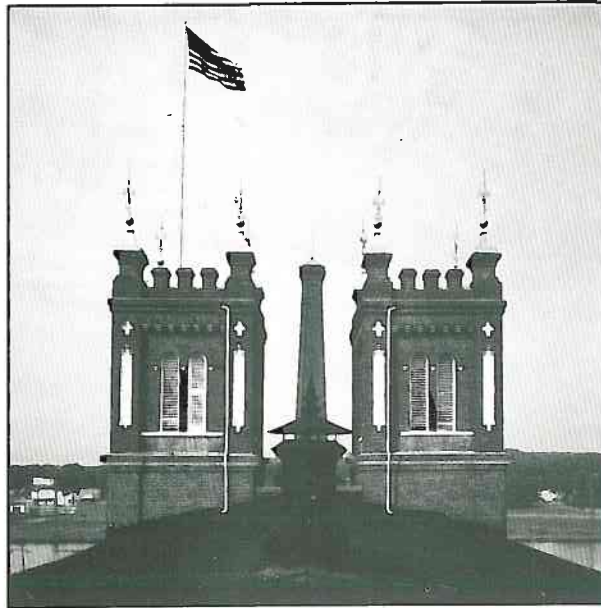
Lower Left: The ogee spillway and control gates at Twelfth Street. (HAER)

Lower Right: View of the covered Sibley intake raceway, drained for its annual cleaning. (HAER)

The Canal has many sites of high archeological potential, many of which are deserving of controlled excavation projects, including: numerous prehistoric sites; the extensive Powder Works site; the canal, tailrace, and river beside the Powder Works and the filled basin opposite it; and the site just above the 1845 locks and headgates which was filled in the 1970's. The latter area was a waiting basin for boats seeking to enter the canal and may contain a wealth of artifacts that could tell us about the lifeways of the boatmen and the lock operators. It may even shelter the remains of one or more abandoned Petersburg boats. No

example of this watercraft form so vital in the development of Augusta has ever been found. Other sites with archeological potential include the recreational area and the lock-keeper's house near the headgates, the interior of both lock chambers, the filled canal basin near 13th street, the area of factories, shops, and foundries near 12th street that made munitions, small arms, and other products for the Confederate military effort, and the bottom of the canal in front of the major factories that operated and/or still operate on it.

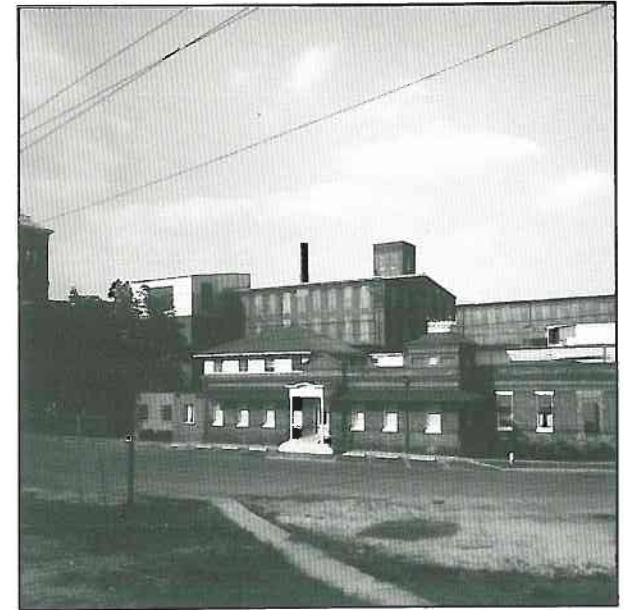
Related Resources



Upper Left: The towers of the busy Sibley Mill frame the chimney of the Confederate Powderworks beyond. (HAER)

Upper Right: Layers of change and adaptation are reflected in this view of the still active John P. King Mill. (HAER)

Facing Page: The recently closed Enterprise Mill, with its original stone mill core, lies directly between Augusta's medical complex and downtown. (HAER)



The industrial architecture of the Augusta Canal district is historically significant because it was originally and remains the most architecturally distinguished grouping of textile mill buildings in the South. In addition, these buildings form one of the best groups of historic textile mills anywhere in the country. The Sibley, King, and Enterprise mills together also epitomize the emergence of the New South's industrial architecture in the late 1870's and 1880's better than any others in the region. The Sibley Mill is especially noteworthy because it can be seen as an archetype of the New South's "Cotton Mill Campaign" of the 1880's and 1890's. Key aspects of the architectural significance of these related resources include:

- o The predominant characteristic of the **Sibley Mill** is the decorative elaboration of the upper facades. Here extraordinary brickwork exemplifies the New South era in the rich medieval ornamentation of the parapet of the main block and its towers and pavilions. Although probably conceived to pay homage to the late Confederate Powder Works, this crenelated and pinnacled treatment was a symbolic and no doubt deliberate link to Southern culture generally, as seen in a long succession of secular medievalized buildings both before and after the Civil War throughout the South. This style was later emulated in at least one other southern textile mill built in the late 1880's in Columbus.



Enterprise is probably the chief remaining example among the handful of historic industrial buildings nationally on which this roof form has survived.

Together these three buildings compare favorably with the best remaining examples of quality architectural treatment found in historic textile mills anywhere in the country, with the Sibley achieving special merit. Only the individual buildings of the Mastodon Mill in Cohoes, New York and the Cannelton Mill in Cannelton, Indiana compare nationally with the architectural excellence of the Sibley. Textile mills in New England were rarely as elaborate, and few of their remaining buildings can be said to have architectural design value approaching those in Augusta.

The 1848 Granite Mill, the southernmost element of the Enterprise Mill complex, is the earliest mill structure related to the Canal which still survives, although its Federal style roof line has been altered. Nearby, the 1886 Sutherland Mill (the former Dartmouth Spinning Factory) is substantially intact. Even though it has been lost, the Augusta Factory, built in the late 1840's, utilized design similar to that of the most advanced work then seen in buildings in the North. This advanced design indicated the rapid inter-regional transfer not only of technology, but related architectural form as well. The Augusta Factory can be said to have been the most sophisticated example of textile mill architecture in the ante-bellum South and was indicative of the leading role Augusta played in southern industrial development.

Adjacent to the Canal and its factories is the best, and probably the earliest, concentration of urban worker housing in the South. The other principal concentrations of similar worker housing, such as Olympia Village in Columbia and Bibb City

in Columbus, are later in conception. The Augusta worker housing stock is largely intact from the textile mill heyday and includes textbook examples of Southern industrial housing. Most, if not all, of the regional vernacular single and double house types commonly used for worker housing remain in number in Augusta, as do late examples of once more-numerous company-owned brick row houses. These row houses were a rare southern adaptation of the New England model for company owned worker housing.

Along the length of the Canal, a number of recreational structures remain which exemplify the historic leisure-time use of the canal and the adjacent landscape. Key structures include the surviving dance pavilion, barbecue pit shelter, and picnic pavilion at the Headgates which serve as significant reminders of the leisure use and enjoyment of this canal.

Other features reinforced recreational uses of the canal corridor. The canal towpath up to Lake Olmstead and beyond was used as a public walkway and promenade. At Lake Olmstead a footbridge crossed the canal, linking the towpath walkway to what is now Julian Smith Park wrapping around the lake; providing access to the park structures built there in the late 19th century. This crossing into the park gave the leisure walker a destination and served as a public access to and from the towpath walkway, creating a walking circuit which further enhanced its use. This utilization of the canal environs as a recreational feature at a time when there was still a dearth of public park facilities nationwide, especially for the urban working class, is an additionally significant feature of the Augusta Canal district.

- o The **King Mill** is a variant on the industrially-atypical theme of architectural richness set by the Sibley Mill. Of distinction is the elaborate patterned brickwork of the pilasters in the tower and ends of the main block. This treatment is especially noteworthy in the gable ends of the main block and is as rich in detailing as any textile mill, North or South.
- o The slightly-earlier **Enterprise Mill** stands with its towers as one of the best-preserved national examples of the Second Empire style in American industrial architecture. This distinction derives from the characteristic convex-curved Mansard tower roofs of that style. Although this form was also popular in the 1870's in northern industrial architecture, the

Key Resources

Figure 3 shows the location of key historic, environmental, and community resources along the Canal corridor.

Historic resources include the Canal and its lock and control structures, historic buildings, both those integrally associated with the Canal (Water Works, mills, industrial structures, worker housing) and others (Walton and Harris Houses), historic districts, and other sites which have been designated or have the potential to be designated as historically significant. These resources have been described in the preceding section.

Environmental resources include properties which contain wildlife habitat and/or wetlands, or those whose natural setting relates strongly to the Canal and River corridor. The distinctive fall line area along the Savannah River is not only geographically interesting, but also important environmentally. The three large Army Corps of Engineers impoundments upstream result in water discharges that are very low in dissolved oxygen. Down-river organisms depend heavily on the fall line rapids for the mixing of oxygen into the water as it is churned in passing over the partially exposed rocks. Sampling has revealed 62 species of fish in the natural river channel downstream of the rapids, including anadromous, catadromous, game, and non-game species.

The Savannah River in this segment has significant scenic and recreational potential and contains high quality fish and wildlife habitat. The Savannah River has been rated as "Value Class I" for inland fisheries, flatwater boating, water supply, and wildlife habitat by the South Carolina Water Resources Commission's SCWRC South Carolina Rivers Assessment of 1988.

Downstream of the canal dam, the shoals are the last example of extensive rocky shoals habitat remaining in the Savannah River, and also represent one of a limited number of such habitats remaining in all of South Carolina's major piedmont rivers. The South Carolina Heritage Trust has stated that rocky shoals are "worthy of protection in and of themselves." The shoals support unique and endemic species, such as the rocky shoals spider lily (*Hymenocallis coronaria*), known from fewer than 12 total populations and listed by the State of Georgia as an Endangered Species and under review as a Candidate Species under the federal Endangered Species Act of 1973. Endangered (E), threatened (T), or candidate (C) species which have been noted within the study area include:

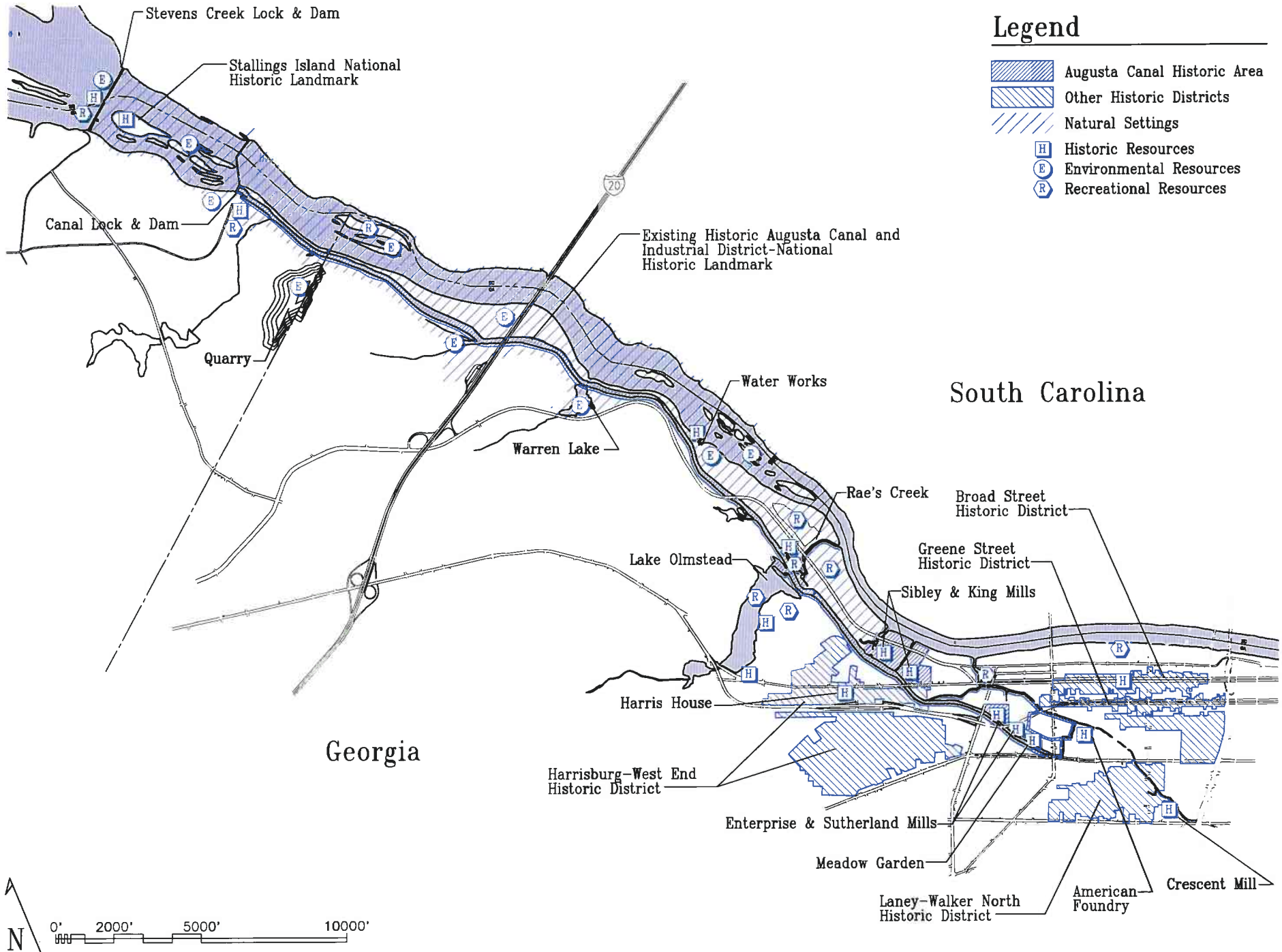
Animals

- Bald eagle (*Haliaeetus leucocephalus*), E, Federal and Georgia
- Shortnose sturgeon (*Acipenser brevirostrum*), E, Federal and State of Georgia
- Wood stork (*Mycteria americana*), E, Federal
- Bachman's sparrow (*Aimophila aestivalis*), C, Federal

Plants

- Shoals spider lily (*Hymenocallis coronaria*), C, Federal, E GA, SC
- Relict trillium (*Trillium reliquum*), E, Federal
- Little amphianthus (*Amphianthus pusillus*), T, Federal

Figure 3: Key Resources





Above: In the late 1800's, the gate keeper's cottage was the centerpiece of an active farm. (HAI)

The majority of the land in the project vicinity is forested with mixed hardwoods. Seasonally and temporarily palustrine scrub shrub and forested wetlands fringe the Savannah River channel and the Canal and occur on the islands in the natural river channel. Wetland and forested upland area in the vicinity provide an abundance of wildlife habitat for small and large mammals including deer, raccoon, beaver, mink, muskrat, wild turkey, raptors, wading birds, and numerous reptile and amphibian species. Habitat for wildlife species representing Federal trust resources such as waterfowl (especially wood ducks) and migratory songbirds is also available.

Community resources include park and recreation areas, churches and other community institutions, and other public uses or settings of potential community importance and are noted on Figure 3. Human and organizational resources, while not readily mapped, may also be significant to the success of the Master Plan. Augusta has a highly aware and involved citizenry, as evidenced by the strong participation in this planning effort, as well as pro-active city government, business organizations, corporations, and neighborhood groups. The medical community bears particular note, as the teaching and affiliated hospitals of the Medical Campus and Medical College of Georgia are adjacent to the Canal and have been closely involved in its planning.

In summary, the major resources which exist in each segment of the Canal corridor and are shown in Figure 3 include:

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Left: The Augusta Water Works building. (PHH)

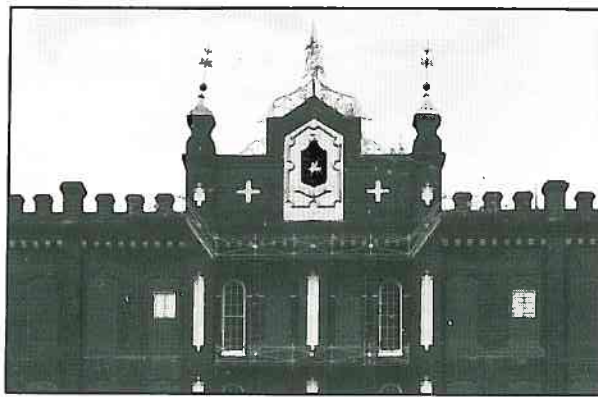
Middle: A portion of the Sibley Mill Facade. (HAI)

Right: The industrial past still intrudes on the Laney Walker neighborhood. (JV)



The Upper Canal from the Headgates to the Water Works

The major resources in this area are both historic and environmental in character. Environmental resources include the natural setting on the river, its islands, and particularly the island between the River and the Canal, as well as the bluff overlooking the River at the Fall Line location, natural settings north and south of the Canal, and the Lake Warren area. Prehistoric resources include Stallings Island. Historic resources include the overall setting at the Headgates, Lock, and Dam area, including the impoundment area, the Stevens Creek Dam and reservoir, historic recreational and maintenance structures, the towpath, control structures which pertain to Canal operations, and multiple buildings at the Water Works. The Savannah Rapids Pavilion represents a new community resource which may provide access to the headgate area and offer potential community benefit through use of its lower levels.



Water Works to the Sibley Mill

In this segment, all types of resources are included. Historic resources include the Canal, a wide variety of water control structures associated with water flow from Rae's Creek and Lake Olmstead, and raceways associated with existing and former mill sites. Additional historic structures surround Lake Olmstead (the Julian Smith Casino and Barbecue Pit) and in the Harrisburg neighborhood. Environmental resources include the riverfront setting, although much of the area in this segment has been significantly disturbed by the construction of the Riverwatch Parkway and related fill and detention basins, as well as by the prior location of a dumping area west of the mills. Community resources in this area include Lake Olmstead and its surrounding recreational facilities and Eisenhower Field, across the canal from the Water Works complex.



Sibley Mill to Downtown

In this area, historic and community resources predominate, as the relationship of the Canal to industrial and urban development is strong. Historic resources include the first, second, and third level Canals and associated control, gate, and dam structures, historic mills and other structures most directly related to the Canal, and other types of historic urban and neighborhood development which were indirectly associated with the Canal. Community resources include historic local churches, historic residences, neighborhood centers, community institutions, and other public uses and properties which might eventually be coordinated with the overall Plan. Because of the scale of urban development in this section, this link of the Canal offers the highest potential for related development, although coordinated or joint development approaches may be required to assemble parcels of adequate size and to create a critical mass of development.

Interpretive Themes

At Augusta, a unique juxtaposition of geography, ecology, and human settlement resulted in a natural and man-made setting which facilitated commerce and encouraged innovation, having profound impacts on the region, state, and nation. The evolution of the Augusta Canal can be interpreted by three primary themes:

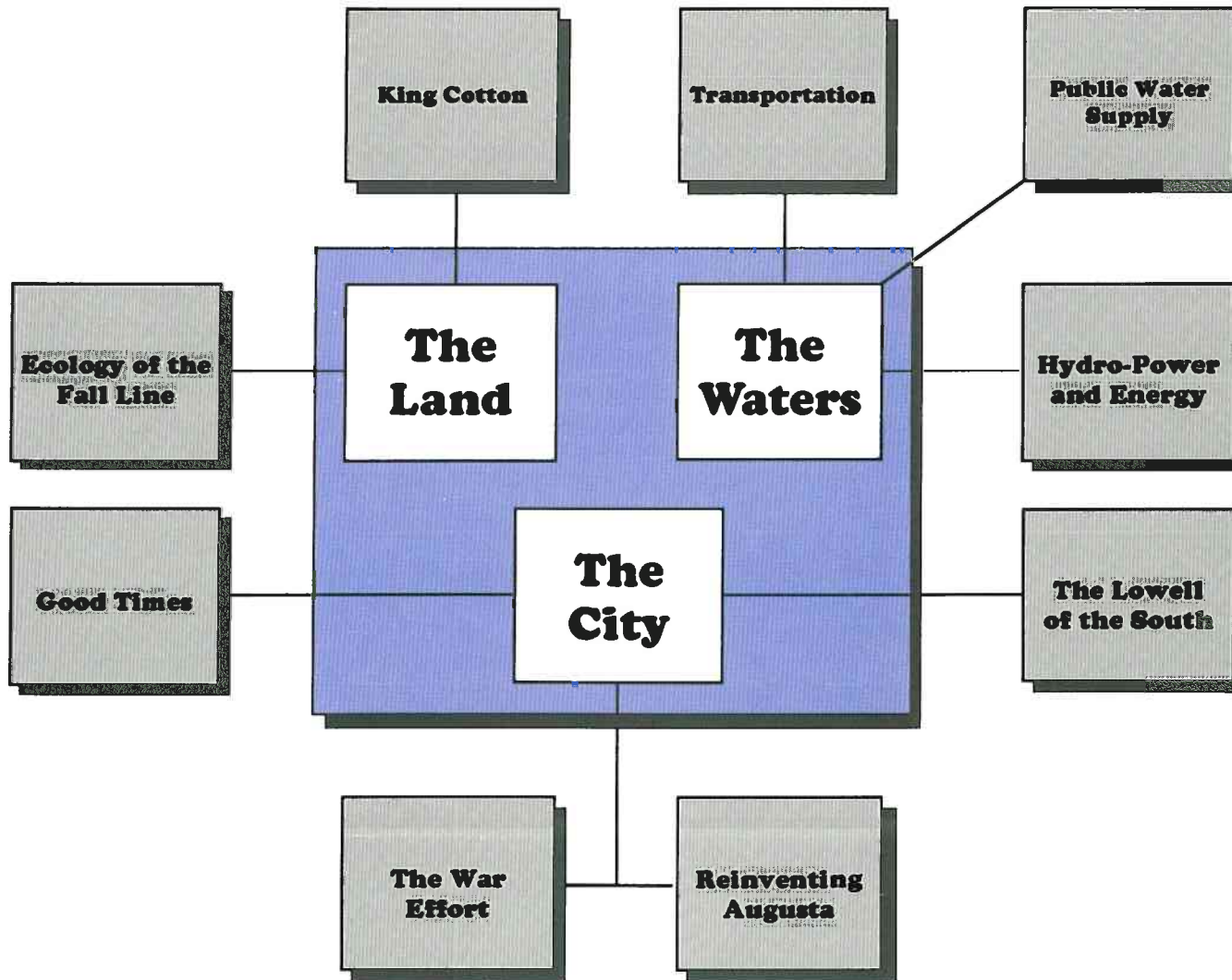
- o **The Land** — at the junction between the Piedmont Plateau and the Coastal Plain, the basin of the Savannah River was ideally located to collect products from a large tributary agricultural region. Located at the head of the navigable portion of the Savannah River, this area served as the hub of a transportation and distribution system which took products from the hinterlands and transferred them to markets.
- o **The Waters** — of the Savannah River enabled the Canal to take advantage of the drop in the falls at Bull Sluice as a source of industrial power, serving also as a transportation corridor, a source of public drinking water, and a locus for recreation activities.
- o **The City** — established in 1736 by General James Edward Oglethorpe as a trading outpost, evolved into an important commercial center and played a pivotal role in the development of the larger region, serving as capital of Georgia at a time when the state extended to the Mississippi. A local tradition of civic leadership and boosterism enabled risk taking by both public and private sector to build the Canal as the catalyst to create the “Lowell of the South.” The City and the Canal played an important role during the War Between the States as the site for the Confederate Powder Works. The impact of the Canal and its environs on the City was profound, transforming

the local economy, creating key neighborhoods, and exerting an important influence on public perceptions, even to this day.

These combined factors enabled Augusta to play a major role in expanding regional consciousness of the potential of a Southern Nation, potentially independent both economically and culturally from the North. The creation of the Augusta Canal was prompted by the successful power canal system and industrial production example of Lowell, Massachusetts in the early part of the 19th century, and by the realization that Augusta’s unique geography enabled entrepreneurs to reproduce aspects of that system along the Savannah River. This allowed them to take regional initiative in controlling not only the raw materials for cotton textile goods but also the means of production.

The unique aspects of the Land, the Waters, and the City combined to enable the construction and enlargement of the August Canal and endure today as pivotal influences on Augusta’s future. Each of these themes can be expanded to clarify the role of the site, setting, and the Canal. Figure 4 shows the relationship of these primary themes, as well as a series of subthemes which are amplified in the following section.

Figure 4: Theme Structure



The Land

Subtheme: Ecology of the Fall Line

Along the Fall Line, rivers drop markedly in elevation as they leave the hard, crystalline strata of the Piedmont and hit the softer sedimentary bedrock of the Coastal Plain. The Augusta Canal takes advantage of this change in elevation to generate hydropower. The Canal parallels the outermost edge of the Savannah River flood plain along most of its length; one edge is typically retained in an earth filled structure while the other is formed against the original grade. To the northerly, River side of the Canal, the land is flat and moist while hills mark much of the southerly border. The juxtaposition of two environments at the Fall Line resulted in a diversity of habitat and species which drew Native Americans to this spot for fish and game. The Canal's location at the Fall Line offers the opportunity for visitors to learn about the region's geography, vegetation, water features, and wildlife, prompting a larger understanding of nature and ecology, their value, and their influence on life prior to settlement, during the Canal era, and today.

Subtheme: King Cotton

The King Cotton theme recalls that early Augusta was strongly tied to the land, initially as a center for trade and later as a locus for the distribution of cotton cultivated on plantations in the region. By the 1830's, Augusta's competitive position was threatened, as nearby fields wore out and more distant plantations found equally competitive distribution outlets by rail in the emerging communities of Macon and Columbus. Had the Canal not been constructed in 1845, it is possible that Augusta's role in the region's cotton economy might have further diminished. However, the Canal strengthened the competitive advantage of the city and region by locating textile manufacturing plants close to the source of raw materials. By 1875, the Canal was enlarged, enabling the attraction of large scale cotton mills which could take advantage of its power and plentiful supply of raw materials. By the 1880's, Augusta was established in the national consciousness as the "Lowell of the South," recognized as "ranking first in the south in the manufacture of textile goods."

The Waters

Subtheme: Transportation

Transportation along the River brought tobacco and cotton on Petersburg boats, which could negotiate shoals and rapids and carried goods the entire distance to Savannah prior to the Canal's construction. These boats were normally 70 to 80 feet long, 7 1/2 feet wide across the gunwales, and of very shallow draft. They could carry 30-50 bales of cotton, piled three tiers high on the downstream run. The construction of the Canal enabled such boats to use the headgate locks to enter the calm waters of the Canal, bypassing the difficult rapids downstream of Bull Sluice. The turning basin at 13th Street served as the end of the navigable Canal, where cotton was unloaded from boats. From this point, cotton was either off-loaded directly into Augusta's textile mills or transported by wagon along city streets to the Savannah River docks. The Cotton Exchange was a distribution center where cotton factors and brokers shipped raw materials by steamboat to Savannah and beyond.

Subtheme: Hydropower and Energy

The 52' head of water due to the change in elevation of the Savannah River enabled power to be generated at mills along the Canal. The commissioners who built the original Canal in 1845 were able to generate up to 600 horsepower at a unit charge of \$5 to prospective industrial developers, \$10 less than charged at Lowell.

The initial Augusta Manufacturing Company, since demolished, was able to turn 20,000 spindles, one of the largest mills in the South. The Canal served as both a power generator and a flood protection facility. Gates could be closed to reverse the current on the 3rd level, enabling canal water under flood conditions to back up into Beaver Dam Ditch to Phinizy Swamp to the south.

During the War Between the States, the Confederate Powder Works complex used the canal water power to produce munitions for the Confederate armies. By 1872, work crews who had recently completed New York State's Erie Canal had shifted their work force to Augusta to widen the Canal, increasing its generating capacity to 14,000 horsepower.

By the late 1870's, the availability of power and improved economic conditions encouraged construction of large scale cotton manufacturing plants, resulting in an explosion in city population from 15,389 in 1870 to 33,300 in 1880. The Canal generated "water rent" revenues to the City far in excess of costs, paying off the canal debt with funds to spare.

The "head" of water provided by the Savannah River has been utilized not only in the Canal, but also at the Stevens Creek Dam, a source of regional energy and the cause of major change in the upstream landscape due to the large impoundment area. Other energy-related sites along the Canal are at the Gas Works, near the Laney-Walker neighborhood, and the former Georgia Power streetcar site along 15th Street.

Subtheme: Public Water Supply

An improved Public Water Supply was an important by-product of the Canal. The Water Works, completed in 1861, drew its supply from the Augusta Canal, using a system of settling basins to filter intake water. It was only the third such plant in the United States to use such a filtration system. A series of improvements to this system took place over the next decades, culminating in construction of a new pump station which remains on the canal bank; today the original structure, completed in 1899 and enlarged in 1909, remains alongside more recent additions. The 1861 distribution system is still in use. The Water Works have utilized water-powered, steam, electric, and diesel pumps over its lifetime. Since the major revisions to the water system of 1899, water has been pumped to the City's reservoir and water treatment plant four miles away on Central Avenue. The Canal remains a critical resource to Augusta, as it continues to supply the city's drinking water.

The City

Subtheme: Re-inventing Augusta

This theme is an expression of the long creative tradition that Augustans have had in visualizing what their city should be. The site's original advantages as a defensive and trading outpost when founded had diminished by the end of the 18th century, requiring local initiative in creating steamboat services, bridge crossings, and railroad connections in order to strengthen the city's hold on agricultural markets and to maintain its competitive position. The construction of the original Canal in 1845 and its expansion in 1875 were innovations with similar motivation. The adoption by Augustans of a "Garden City" vision of their city led to a more decorative and less utilitarian view of public works, enhancing city recreation sites such as Lake Olmstead. Near the Canal, the campus of the Medical College of Georgia represents a significant evolution of an early Augusta institution into a contemporary complex, combining several local institutions to provide professional health care and related research. More recently, the construction of the Riverwalk downtown represents a contemporary vision of the City, reorienting downtown activity towards the amenity of the Savannah River. This Master Plan continues the tradition, using the historically significant armature of the Canal to focus city reinvestment energies.

Subtheme: The War Effort

This theme is symbolized by the remaining artifact from the War Between the States, the Chimney of the Confederate Powder Works, which now stands in front of the Sibley Mill. The Chimney is the sole remaining structure built by Col. George Washington Rains from the massive complex which occupied over 200 acres along the Canal. Rains was charged by Jefferson Davis with the task of producing gunpowder. He chose Augusta as its location "...for its central position, for its canal transportation and water power, for its railroad facility, and for its security from attack — since loss of the works would have been followed by disastrous consequences." Rains broke ground on September, 1861 and produced powder by April of the following year. Related works included a pistol factory on 12th Street, a shoe factory on Ninth Street, the Augusta Arsenal in nearby Summerville, and several uniform shops. Rains elected to remain in Augusta after the war and was influential in urging the City Council in 1869 to enlarge the Canal, leading to City decisions the following year to pursue expansion. The expansive Powder Works site was acquired from the United States government and was used, in part, to expand the Augusta Canal and to provide sites for proposed new mills to be served by it.

Subtheme: The Lowell of the South

The Canal was meant to render Augusta and the South more competitive with the North, using the successful industrial model of Lowell, Massachusetts. This goal was clearly achieved. The availability of cheap water power and labor resulted in the development of the Sibley, King, Globe, Enterprise, and Sutherland Mills, along with a wide range of other factories and businesses. The expanded capacity of the Canal led to the tripling of capacity at the Augusta Factory. However, there were many other parallels to Lowell, including speculative land development and the creation of workers' housing, churches, and stores, transforming the overall area. Many of these districts and facilities remain intact to this day. Finally, there were other parallels to Lowell, including the use of immigrant labor to build the expanded Canal, particularly Chinese and Irish, many of whom stayed on and influenced the growth of the City. Ironically, the Augusta Canal hastened Lowell's decline, as price advantages of southern manufacturing made northern facilities less competitive, completing the story of the first industrial revolution.

Subtheme: Good Times

"Good Times" captures the Augustans' value placed on leisure activities and entertainment. In the 1840's, excursion boats charged passengers for rides along the Canal and many of the companies along the Canal had their own barges and steam-boats. Lake Olmstead was formed by the damming of Rae's Creek at the aqueduct and evolved into an important recreation and boating site, with its stone, Lake View Pavilion. At the headgates and dam area, a dance pavilion and barbecue pit were used for outings and cookouts and are intended to be restored by Columbia County as part of the Savannah Rapids Pavilion complex. Several small sites along the towpath have been used for fishing camps and Augustans row, canoe, and kayak along the Canal.

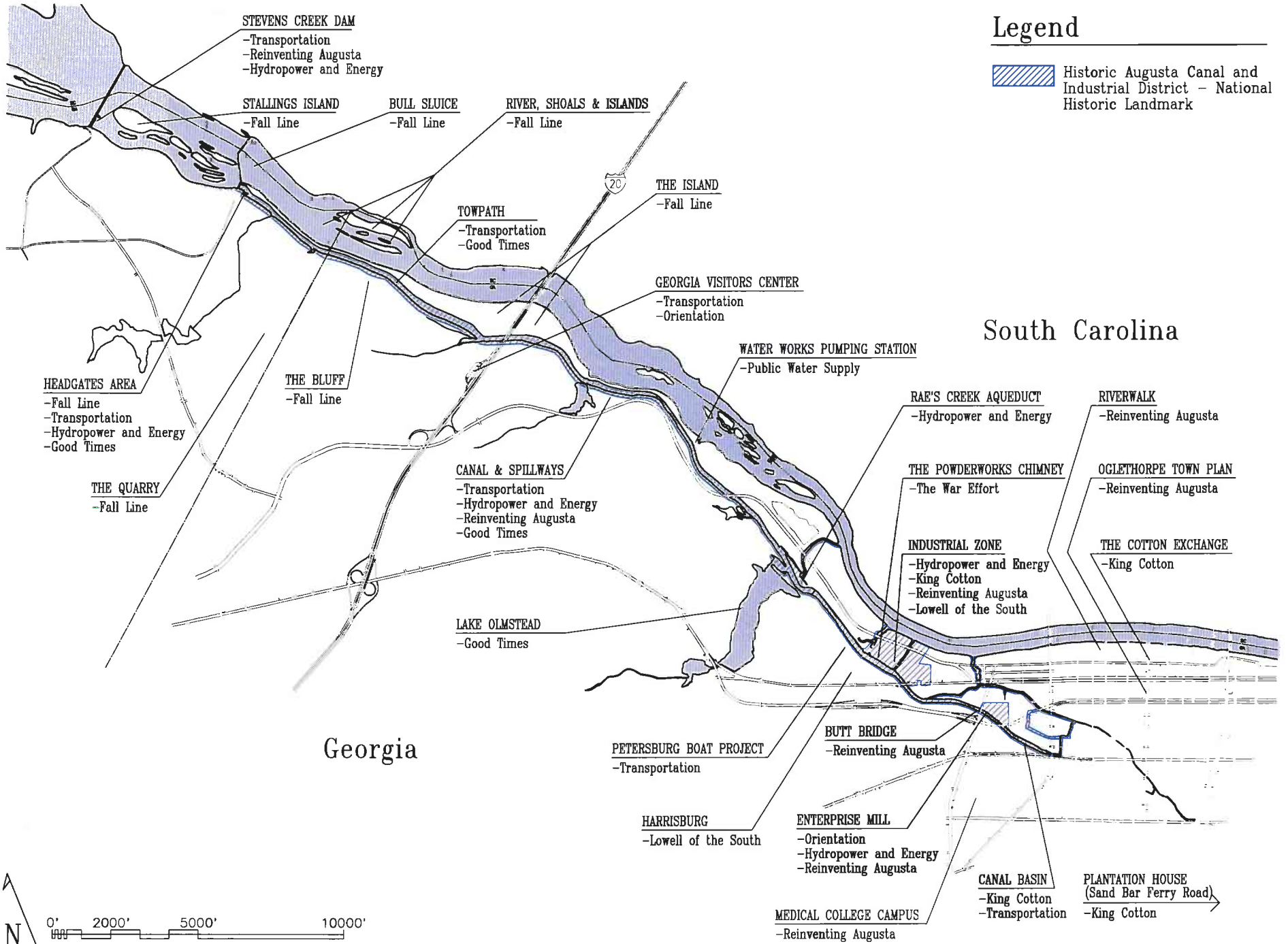
In recent years, hikers, bikers, joggers, and sports people of all ages and social groups have rediscovered the Canal banks. These recreational efforts are part of a sporting emphasis in Augusta which embraces the Masters, competitive rowing and racing on the Savannah River, the Augusta Futurity, and a wide range of other leisure activities.



Above: The WPA recreational facilities at the canal headgates and dam were the setting for many memorable parties and family gatherings as seen in this 1938 party for McClellans 5 & 10. (TWH)

Figure 5 shows the location of the interpretive resources related to each theme and sub-theme described in the foregoing section.

Figure 5: Educational Settings and Themes

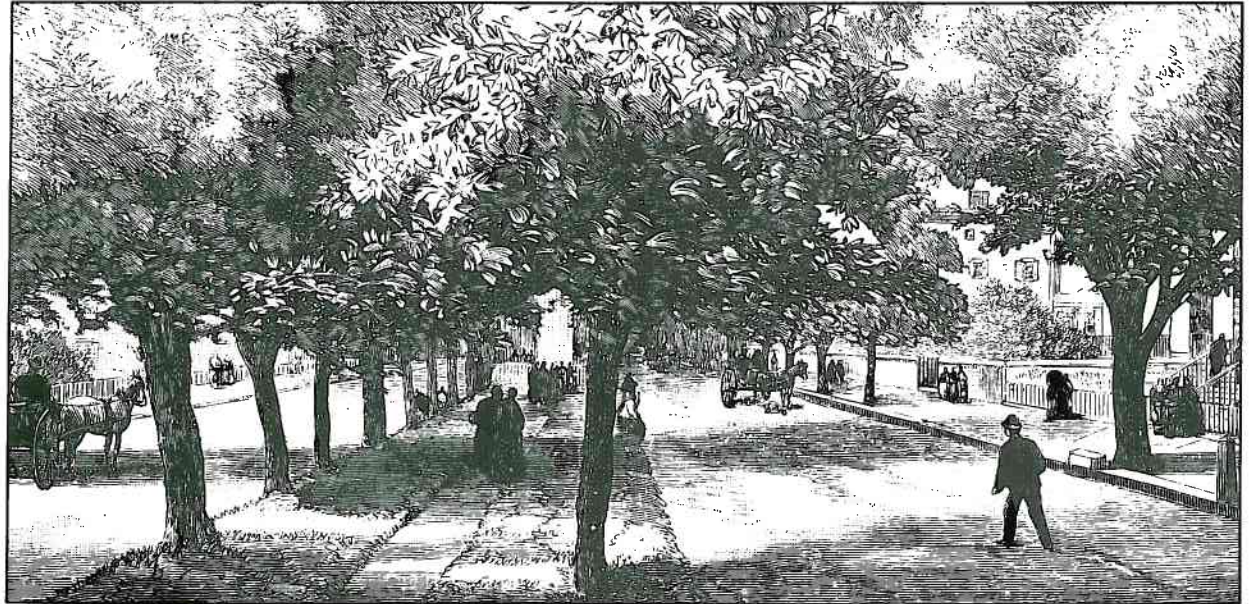


Section 3: Project Context



Section 3: Project Context

This section reviews the characteristics of Augusta which define the context for the Canal, drawing upon work which was done during the project inventory. Additionally, the planning process for this Master Plan is summarized.

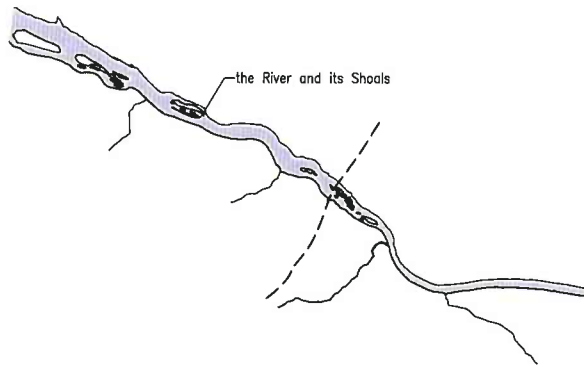


Above: A turn of the century view down then prosperous Greene Street. (HAJ)

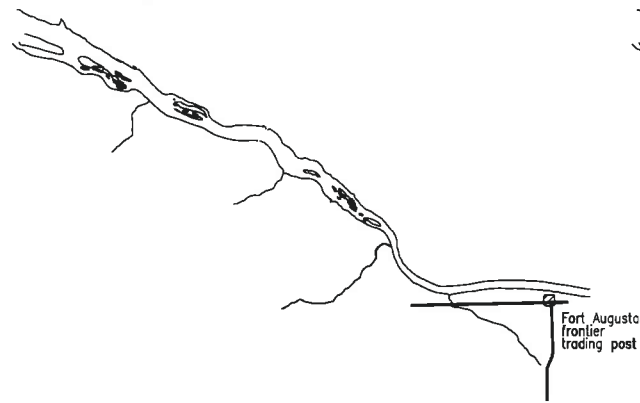
The Augusta Canal is closely intertwined with the evolution of the City of Augusta, having been pivotal in its 19th century renaissance as the “Lowell of the South.” Figure 6, on the following page, shows the evolution of the city and indicates the role of the Canal in key periods.

Figure 6: Augusta's Development

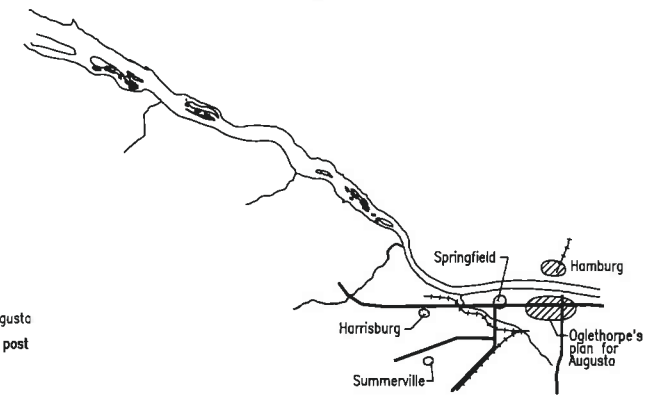
1. Pre-Colonial Crossing



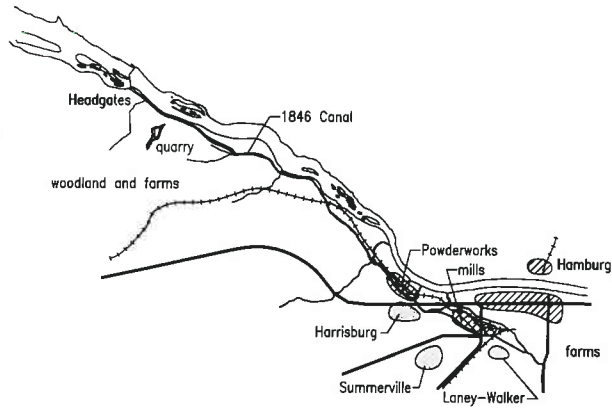
2. c. 1770
Fort Augusta



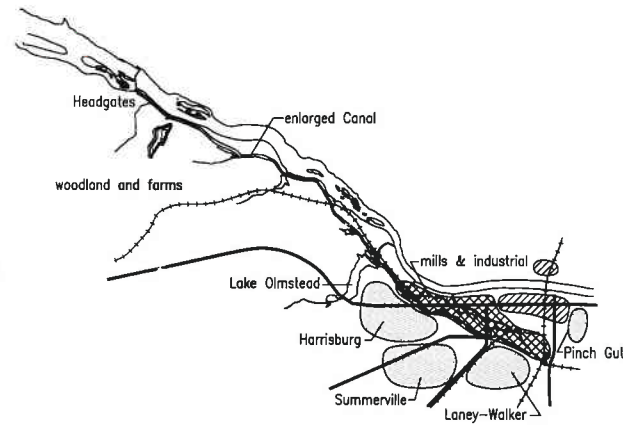
3. c. 1835
Augusta and its Villages



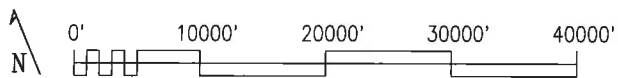
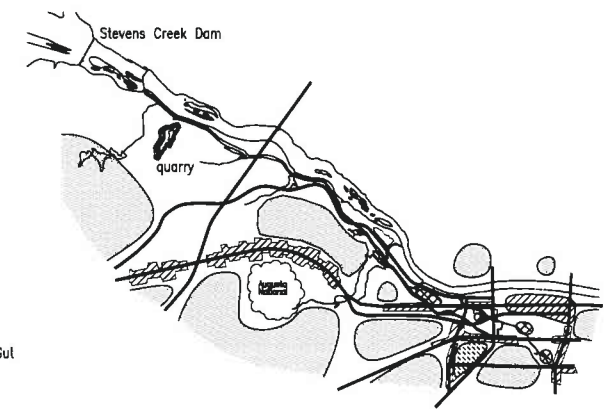
4. c. 1862
The emerging Industrial City




5. c. 1890
The Lowell of the South



6. Today...
The Auto-Oriented City



 Commercial

 Industrial

 Residential

 Medical Center

Augusta's Development

Prior to 1770

Prior to European settlement, the shoals of the Savannah River were a natural crossing point for Native Americans. Early pre-Columbian pottery and artifacts mark the location as an important cultural resource. Documentation of the explorations of Hernando DeSoto show his trail to have crossed the Savannah at this location.

Unlike Lowell and many other northern industrial cities, Augusta's form was largely set before the time of the first Canal. By 1770, Augusta had evolved, based upon Oglethorpe's original grid plan, into a trading village on the banks of the Savannah River, extending a few blocks in each direction from the vicinity of St. Paul's Church.

1770 - 1835

By 1835, several villages had developed. The Black Community was established in the village of Springfield at the edge of the grid a few blocks upstream, where the Springfield Baptist Church now stands. Harrisburg, west of Hawk's Gully, developed along Broad Street in the vicinity of Ezekiel Harris' trading house.

1835 - 1862

By the time that the Canal was laid out, Augusta was well established along the river in both directions. Heading inland, away from the water-related uses of Bay Street (now the Levee and Riverwalk), the commercial strip of Broad Street developed in the upstream direction toward Hawk's Gully. Beyond Broad Street, Greene and later Telfair Streets evolved into streets of gracious homes and civic institutions. Expansion of this area was stunted by the combined influences of Hawk's Gully and the siting of the rail yards and associated enterprises along its southern flank. The Canal followed its natural course from the dam through rural, sparsely settled land along the river, past Hawk's Gully and into the emerging

railroad/industrial sector. By the time of the War Between the States, pockets of industry had been developed along the Canal, which was the site of the Confederate Powder Works.

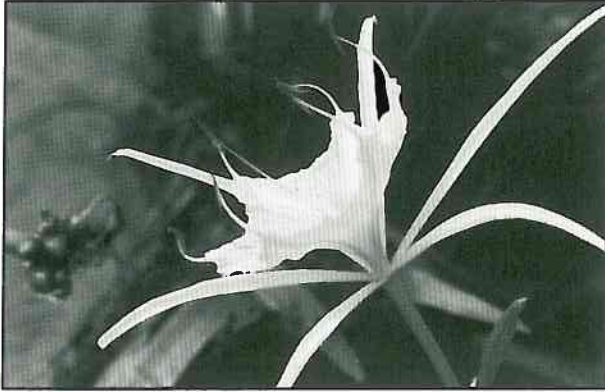
1862 - 1890

Following the enlargement of the Canal in 1875, a belt of industry evolved which paralleled the Canal from the Sibley Mill up to its terminus at the Crescent Mill and the "Dublin" (now Laney-Walker) neighborhood. This industrial area served as a barrier to growth of the residential downtown to the west and south. Following a major fire in the Broad, Greene, and Telfair area in 1916, most of the wealthier residents rebuilt up Walton Way to the west in Summerville, overlooking the downtown. The residential districts close to downtown never quite recovered their former grandeur.

Contemporary Augusta

The western end of downtown, along Hawk's Gully and the Third Level Canal in particular, evolved into auto-oriented commercial activities, now in the process of gradually relocating into more accessible suburban locations. Over the decades, the remaining area filled in with more modest "bungalow" middle class and worker housing. The Laney-Walker and Harrisburg Historic Districts have retained strong associations as worker housing neighborhoods which grew up around the railroad, mills and related jobs.

The Canal and its Setting



Above: The rare and endangered Rocky Shoals Spider Lily is only one example of native plants that thrive within the study area. (EMH)

As indicated in Figure 7, the western half of the Canal is framed in a largely unspoiled natural setting, while the remaining segments come into direct contact with developed portions of the City. Each of these portions of the Canal has a particular character and potential, which were examined closely as part of the Inventory Report, prepared as part of the Master Planing process.

The Natural Setting

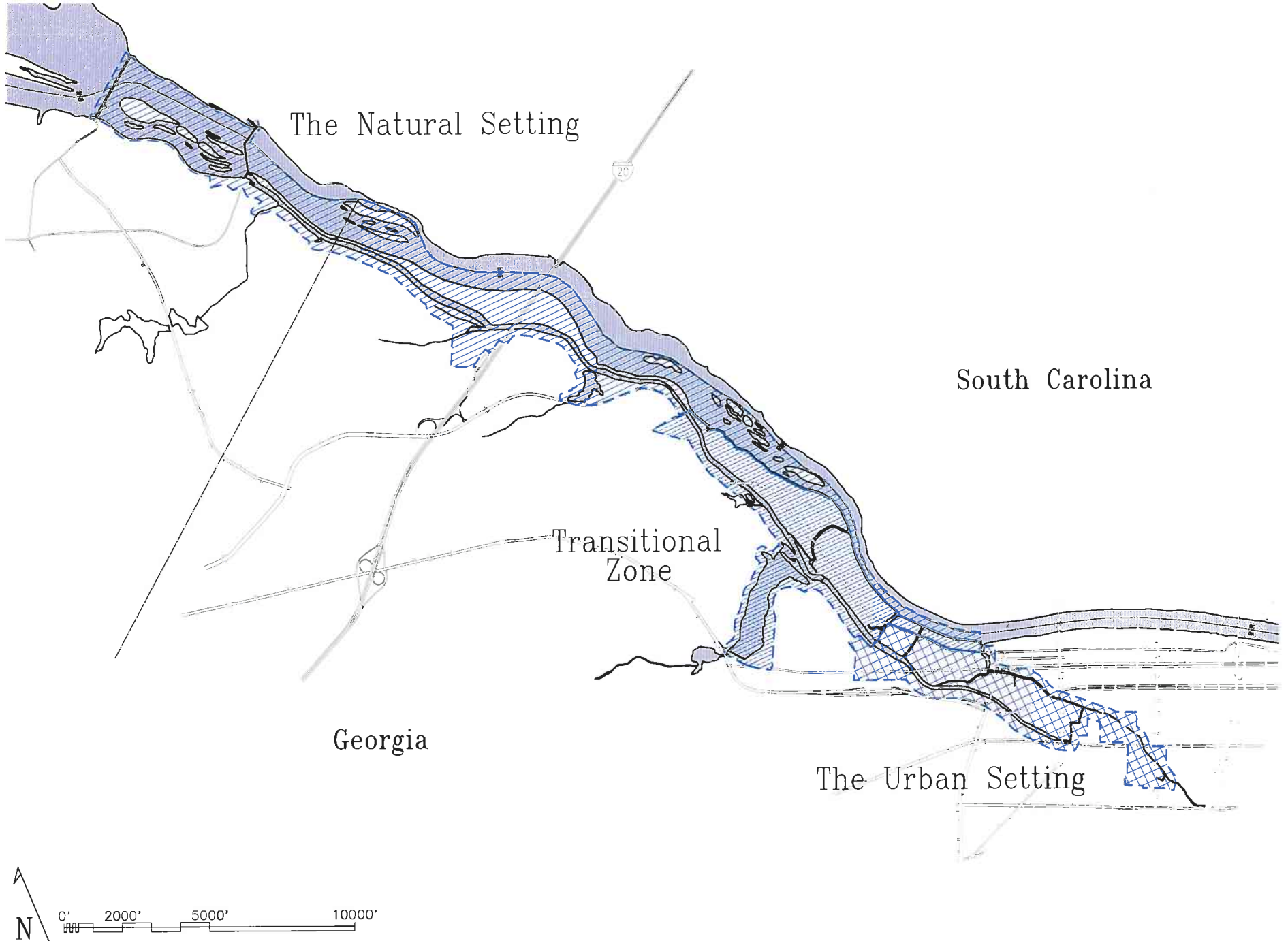
The area between Lake Olmstead and the Headgates of the Canal has remained in a natural state; most of the land between the Canal and the Savannah River is undeveloped and in public ownership. West of Interstate Highway 20, major existing uses include a large quarry and related industrial uses and low density residential development in Columbia County to the extreme west of the study area. Significant tracts of land on both sides of the Canal are heavily wooded, including the entirety of the elongated island between the Canal and the River. This area contains the most beautiful scenery and some of the Canal corridor's most historic elements within a rural and peaceful natural environment. The land on the South Carolina bank is farmland and woods, rolling down to the river with a grace unchanged from the scenes depicted in early drawings and photographs of the area. On the southern flank of the dam backwater, substantial single family homes peer out across this peaceful scene from the large lot, wooded residential area that has grown up over the decades.

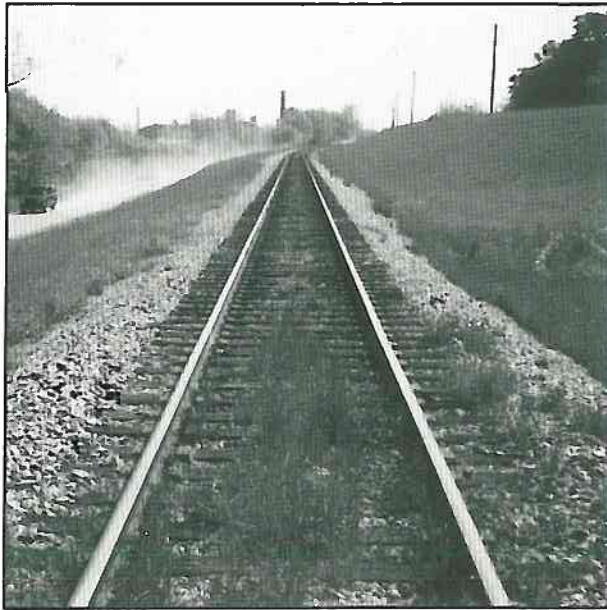
The Locks and Dam Area abuts the new Savannah Rapids Pavilion. Property owned by the huge Martin-Marietta quarry and stone crushing facility extends right up to the high water mark of the Canal in this area. Extensive power line

corridors, emanating from the Stevens Creek Dam power plant, cut wide swaths as they cross the river and Stalling's Island and head downstream toward Augusta.

This area, particularly the Locks and Dam site, with its important individual historic elements, its nearly complete historic scene, its beautiful vistas and important natural environment, is one of the most treasured places on the Canal. Unequivocally, this setting should become a top priority for preservation, restoration and reuse as an educational and recreational focal point of the plan. The Savannah Rapids Pavilion, built by Columbia County, offers the opportunity to develop a marvelous entry/orientation gateway onto the Canal. The opportunity exists to reopen the Locks at both the Canal Headgates and at Stevens Creek Dam for boating transit. However, the impacts of such action on the historic and environmental settings, as well as the abutting residential neighborhood should be carefully considered first. Efforts should be made to provide public access at the edge of the large Martin Marietta tract and to retain, as much as feasible, a natural character along the southern edge of the Canal.

Figure 7: The Canal and Its Setting





Above: On the rail line, with the canal embankment to the right, looking toward the mills and downtown. (JV)

Transitional Setting

From the Water Works to just west of the Sibley Mill, the Canal and River corridor has a mixed character, which has neither the pristine natural character of the setting to the west (see above) nor the urbanized character found east of the Sibley Mill. This transitional segment of the Canal has experienced significant transformation by man — in some cases beneficial, such as the creation of Lake Olmstead, and in other cases detrimental, such as the area between the Canal and the Savannah River which has been used for land fill and other public works.

The area between the Water Works and Sibley Mill north of the Canal remains undeveloped, although it has been altered over time by the active borrow pit where fill from the dredging of Lake Olmstead has been placed and the former municipal dump to the west of the Sibley Mill. South of the Canal in this segment, uses include: Eisenhower Field, across from the Water Works; a cohesive residential neighborhood which extends, in places, to the Canal edge; a landscape nursery; a major cemetery; and Lake Olmstead. Lake Olmstead is recreational in character, with the City Jail, baseball stadium, a public housing development, and other institutional uses around its perimeter. This segment of the Canal corridor is carved into irregular parcels by four major rights of way — the Canal, overhead lines of Georgia Power, the Riverwatch Parkway, and the CSX Rail Line.

The Urban Setting

Starting at the Sibley Mill area and continuing to the east, the Canal corridor engages closely the urban fabric of Augusta, coming into close contact with other historic and community resources.

In the vicinity of the Sibley and King Mills, the character of development is historic. On the river side of the Canal, large mills and industrial structures predominate, while on the land-side of the canal is the Harrisburg neighborhood, with extensive worker housing, related commercial structures, and historic churches. Several sites within the Harrisburg neighborhood have reuse potential, including properties near Chafee Park and land owned by the Graniteville Company to the north and south of the Canal, west of the Sibley Mill complex.

From the King Mill to the east end of the Canal, uses are mixed, with an industrial flavor which stems from the original purpose of the Canal. The character of adjacent uses changes gradually as the Canal passes through the city and its neighborhoods:

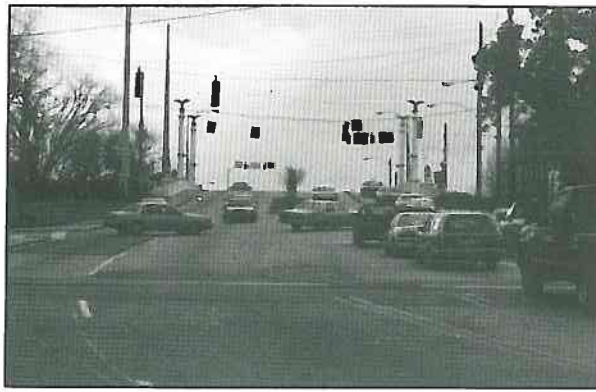


- o **Broad Street**, east of the Sibley and King complex, has diverse uses, including smaller residences, warehouses, the City Public Works depot and bus station. This area has been impacted by construction of the Calhoun Expressway which severed the Harrisburg neighborhood and left remnant housing along the Canal's southern bank.

Left: Looking west, with nineteenth century housing built for John P. King workers lining the south side of Broad Street. (JV)

Middle: On Fifteenth Street, growing traffic and utility considerations infringe upon the historic Archibald Butt Memorial Bridge and its setting. (JV)

Right: The Calhoun Expressway rises over the Canal with the Medical Complex in the background. (JV)



- o **Fifteenth Street** is a major transportation corridor, providing access to the Riverwatch Parkway and auto-oriented strip uses. This area provides access to Walton Way and to the Medical Complex. Within this corridor, there is the potential that the Plan could serve as a catalyst to clarify and resolve transportation connections among the Riverwatch Parkway, 15th Street, and east-west streets serving downtown. Additionally, in this area, the Plan should incorporate a preservation strategy for the Butt Memorial Bridge, an historically important element which will be affected by proposed access changes.



- o **Between 13th and 15th Streets** the Canal crosses an area of mixed character. To the south are larger, commercial and institutional uses including: the Medical College of Georgia vehicle maintenance facility; Senior Housing; a motel; the Day Care facility for MCG; and a former school which now houses the Augusta Players and various public uses, offering a potential reuse opportunity. To the north are important historic properties, including the Enterprise and Sutherland Mills as well as Meadow Garden, the colonial home of George Walton, a signer of the Declaration of Independence. Other uses to the north of the Canal are mixed, including the Walton Rehabilitation Hospital, the Salvation Army, Southern Roadbuilders concrete plant, a housing complex, and a mix of new and older office and wholesale developments along Greene Street. Along this area there is considerable vacant and underutilized land. In this segment of the Canal, the Calhoun Expressway (above) and the CSX Railroad (at grade) cross the City grid at skew angles, creating many odd-shaped parcels.



Left: The Augusta Iron & Steel Works is one of the few historic enterprises to remain active in the heart of the former industrial area. (JV)

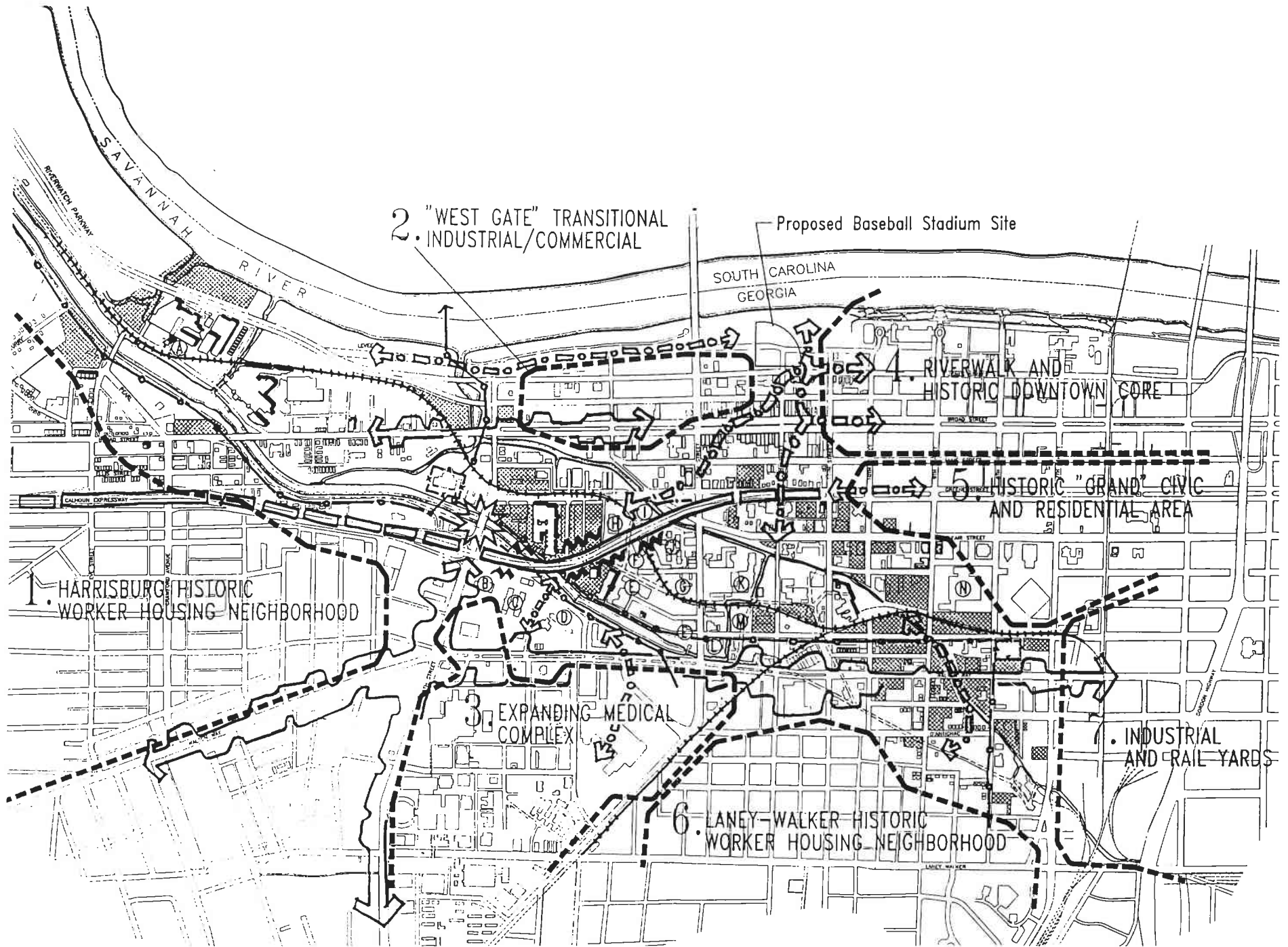
Right: A quiet neighborhood street in Laney Walker, with the storage silos of the Southern Milling Company (formerly Crescent Mill) across the canal in the background. (JV)

- **From 13th Street to 11th Street**, there are many older industrial properties, some of historic importance, and newer infill uses. Close to downtown and Broad Street are several vacant properties which are former car dealerships which have either ceased business or moved to more accessible locations. In this segment, remnants of the second level Canal run parallel to 12th and 13th Streets, skirting the edges of industrial properties. A key concern deals with the linkage of the Canal corridor to downtown and the Riverwalk, requiring an approach to land uses along the second level Canal as well as an understanding of the potential long range future of Broad Street, especially in the area of the antique district. An additional development concern is the development of the magnet school complex paralleling the 2nd level canal, which could enhance the overall plan and by incorporating pedestrian access heading towards downtown and the Riverwalk. This area also offers opportunities to encourage connections with other significant historical properties, including the Sacred Heart Cultural Center and Springfield Baptist Church.

- **East of 12th Street**, the third level Canal runs through an area with many vacant and underutilized industrial properties, abutting other industrial uses and, in some cases, small pockets of housing. The third level Canal crosses Walton Way, which has predominantly automotive oriented uses in this area, and extends through the Laney-Walker neighborhood, where it terminates at the Crescent Mill. In this area, there is the potential to encourage recreational uses, possibly using the trace of the former second level Canal as well, which could serve as a catalyst to neighborhood revitalization, as well as to attract new and rehabilitated housing which could strengthen existing neighborhoods.

Figure 8, excerpted from the Inventory Report, indicates both problems and potentials of the urban portions of the Canal corridor. This area is north of the Medical Complex and offers significant potential for expansion, if underutilized parcels can be consolidated and if appropriate access can be provided to connect Medical uses to new development sites. An additional opportunity here involves adaptive reuse of major mill space within the Enterprise and Sutherland complexes, which might serve a wide range of uses, including office, interpretive exhibits, housing, or other uses.

Figure 8: Development Context (excerpted from Inventory Report)



Planning Process

Legislative Mandate

The Augusta Canal Authority was created by the Georgia General Assembly in 1989 to "... promote the revitalization and development of the City of Augusta through the creation of parks, recreation areas, and ... [to] ...develop and promote for the public good and general welfare trade, tourism, commerce, industry, and employment opportunities..." The Authority, consisting of five members appointed by the Mayor and City Council of Augusta, has adopted the mission statement to "establish and implement an overall plan for preservation, development, and management of the Augusta Canal as a public resource."

Citizen input has been sought by the Augusta Canal Authority in the preparation of this Plan. An Advisory Task Force, consisting of nearly 30 agency representatives and citizens has provided breadth of expertise, meeting periodically to review the inventory, alternatives, and final proposals. Additionally, five Focus Groups were assembled to deal with Historic Preservation, Conservation, Tourism and Recreation, Education and Interpretation, and Economic Development. Each Focus Group, chaired by a member of the Authority, included members from the Advisory Task Force and was open to the public so that interested participants could provide input to the Plan. Also, meetings were held with residents of the Laney-Walker, Harrisburg, and Lakemont neighborhoods to identify community concerns which should be incorporated into the planning process. Briefings were held periodically with representatives of relevant local, state, and federal agencies to solicit their input to the Plan.

Project Goals

Based on comments received during the process, the following goals are recommended for the Augusta Canal Master Plan.

Historic Preservation

Preserve the Canal, its banks, and control structures, including necessary restoration and rehabilitation.

Preserve landmark buildings and artifacts related to the Canal and its history, restoring and rehabilitating properties as appropriate.

Preserve settings and neighborhoods related to the Canal, using their history as a means to improve neighborhood image.

Where feasible, remove contemporary intrusions, such as overhead power lines, which detract from the historic setting of the Canal.

Encourage reintroduction of historic uses along the Canal, including water transportation and recreation.

Conservation

Retain the natural setting which defines the Canal, its banks and the nearby riverfront.

Protect important natural resources along the Canal corridor, including flora, fauna, habitat, and wetlands.

Develop mechanisms to provide public use and access to important natural areas along the Canal.

Tourism and Recreation

Reintroduce transportation along the length of the Canal by foot, bicycle, and boat, including white water and other active recreational activities, if feasible and compatible.

Provide continuous public access along the Canal and Savannah River.

Provide linkages between the Canal and the regional trail system paralleling the Savannah River.

Reactivate sections of the tow path, integrating barge traffic with other historic interpretation.

Develop standards for boating use along the Canal which protect the environment from inappropriate intrusions of motorized craft.

Encourage new active recreation uses which are compatible with the Canal and its historic settings, including commercial uses and visitor services

Develop links to existing and new recreation areas along the Canal and expanded access to adjacent neighborhoods.

Use the history of the Canal to promote tourism, extending historic motifs to adjacent development, where appropriate.

Education and Interpretation

Interpret the history of the Canal and related buildings to visitors and residents.

Explain the relationship of the Canal to the development of Augusta, the region, and the nation, making linkages with other community resources and institutions.

Communicate the story of the natural setting of the Canal and its environment.

Develop institutions and facilities which can support many types of learning experiences about the cultural and natural history of the Canal and environs.

Where appropriate and feasible, locate major interpretive facilities in historic structures which are part of the Canal's history.

Create linkages and programs to engage primary, secondary, and higher educational institutions with the Canal's educational mission and to maximize its learning potential.

Economic Development

Encourage uses which can generate revenues to support the Plan, restoration of the Canal, and related operations.

Encourage and regulate commercial concessions and activities which use the water appropriately for boating and contribute to the historic ambiance of the Canal.

Market the Canal as an amenity which can attract private reinvestment and development to key buildings and districts.

Design the Plan so that Canal-related development will be supportive of the downtown.

Attract a diversity of commercial activity which is compatible with the character of the Canal: low density, non-intrusive uses in the natural areas; active, mixed-use and people-oriented uses in the urban sections where the Canal engages the downtown and Medical Campus.

Alternatives

Several conceptual alternatives were proposed and reviewed with community participants prior to recommending the Final Plan:

- 1 Core Plan** — This approach preserved the Canal and its structures, focusing on the Canals, Canal banks and related historic public buildings. The Core Plan included a greenway along the length of the Canal, connecting downtown, Riverwalk, and the Laney-Walker neighborhood. An Environmental Education Center was included in the plan. Development would be pursued incrementally over time by public and private entities. Preservation and reuse of key private buildings would probably require both technical and financial assistance.
- 2 Regional Recreation Area** — This approach created a new park between the Canal and the Savannah River, requiring coordination and leadership at a State and/or Regional level. The park would greatly expand access to the banks of the Savannah River parallel to the Canal. This park would incorporate abutting local parks and natural areas reaching out into neighborhoods adjacent to the corridor. The park would be a significant amenity which would encourage adjacent private development. Within the City, historic structures would be enhanced by park settings and the third level Canal would be rewatered, creating a major park near the Laney-Walker and Civic Center areas. This alternative included the greenway and Environmental Education Center, although at different locations from those proposed in Alternative 1, above.

- 3 Historical Park** — This approach assumed National Park Service (NPS) recognition and involvement with the Augusta Canal, establishing the area as an important historical resource and as a visitor destination. A NPS Visitor Center was shown in a new structure linked to the Georgia Welcome Center, establishing a regional point of access, although local street access would also be provided. This approach included establishment of several historic settings at key points along the corridor to provide interpretation and to accomplish preservation and development. These improved settings would act as magnets for further private development, providing a mechanism to pursue larger planning aims of the effort. Links from the historical park to other historic districts — downtown, Laney-Walker, Harrisburg — were encouraged. This option also showed the establishment of an Environmental Education Center, combining historic and eco-tourism activities.

- 4 Linked Tourist Attractions** — This approach combined historic venues and other attractions, creating a sequence of major 'themed' activities which could be linked by boat along the Canal. The historic venues were similar to those in Alternative 3, above, although their scale and impact was intended to be more modest, particularly if NPS were not directly involved. Activities suggested as illustrative of intent included a "plantation village" along the riverfront and a botanical garden between I-20 and the quarry. The plantation would require controlled auto access from the Riverwatch Parkway near Rae's Creek. These attractions might be developed through public/private partnership.

Other in-city attractions might also be encouraged, such as a multi-cultural ecumenical center at Laney-Walker. The Environmental Education Center was included, similar to that shown in Alternative 2, above and linked to the "island" and to canal-side trails.

- 5 Canal as Redevelopment Catalyst** — This approach was intended to have the strongest economic development emphasis, using the Canal as a water amenity to attract development. This approach included emphasis on potential medical research and in-town housing associated with the Medical College of Georgia and the health campus,. Additionally, development towards I-20 might be associated with these uses, offering the potential for sites of various size and physical proximity to the health campus. This alternative also showed historical venues which might be similar in character to those in alternative 4 and could serve as tourist attractions. The Environmental Education Center was included, similar to that shown in Alternative 2, above and linked to the "island" and to canal-side trails. This alternative included private recreational developments (for example a water park between the Canal and the River on the former dump and land spoil sites). Boat links could also be developed to enhance historical and other attractions.

Based on reactions from the community and the Task Force, a Hybrid Alternative evolved which took aspects of the five alternatives and combined them into a single, multi-purpose approach. This alternative was presented for final comments and refinement and has been developed into the recommended Plan presented in Section 4 of this report.

Local Support



Above: The replica Petersburg boat nears completion. (PHH)

The Augusta Canal has become the object of strong community support and interest. During 1992, when the Augusta Canal Authority was beginning its planning efforts public involvement was so intense that the Augusta Chronicle identified the Canal as their number one news story of that year. As the Plan has been developed, participants in the process and members of the community have confirmed their interest by making significant commitments to the Canal and its resources:

- o **Local Citizens** raised over \$40,000 in private contributions, supplemented by \$1,600 from the City of Augusta, to construct a full scale Petersburg boat, launched in September of 1993. The group assembled boat enthusiasts, archeologists, historians, and craftspeople to research construction methods. Materials and services in excess of \$50,000 were donated by Georgia Pacific and local businesses.
- o **The Searle Corporation** received a \$25,000 award from its parent company, Monsanto, for developing innovative and environmentally sound manufacturing techniques. Searle donated these funds, supplemented by \$10,000, to the Augusta Canal Authority for wayside exhibit signs along the Canal.
- o **The Martin Marietta Corporation**, owner of the quarry to the south of the Upper Canal, has expressed interest in establishing a cooperative wildlife management area contiguous to the Canal.
- o **The State of Georgia Department of Community Affairs** has designated the Augusta Canal as one of four state "Regionally Important Resources" (RIR) which warrant special state intervention for protection and

environmental management. The Canal is the only such RIR which is a discrete historical resource.

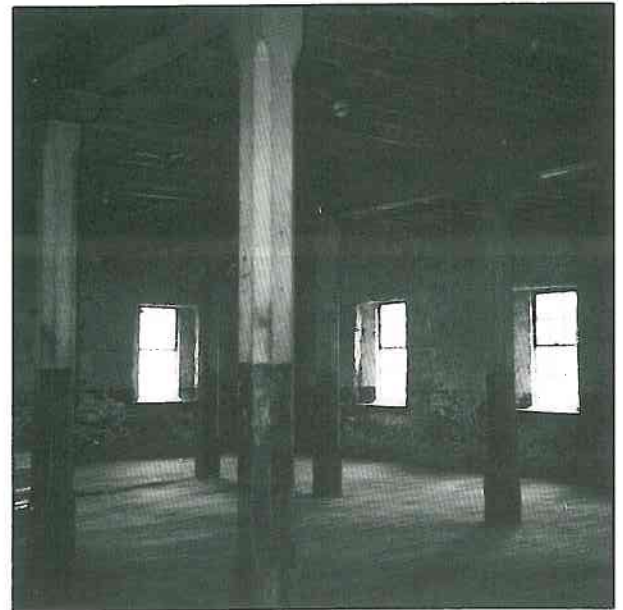
- o **Columbia County** completed in 1993 the \$3 million Savannah Rapids Pavilion on the bluff overlooking the Headgates and Dam area. The facility contains meeting and public activity spaces and is available to support on-site interpretation and educational activities. The County has committed to restoring the historic structures within this area in conformance with the Secretary of the Interior's Standards for Historic Preservation.
- o **The Savannah Waterways Forum** was formed, an unusually broad coalition advocating preservation of the natural qualities of the Canal and riverfront setting.

Many other local groups have strong interest in the Canal and will have something to contribute during the implementation phase. Active rowing and kayak clubs have initiated regional and wider-ranging competitive activities which can utilize proposed facilities. The Savannah River Ecology Laboratory has significant environmental expertise which may be useful in the establishment and administration of the Ecology Discovery Center. The local chapter of the Sons of Confederate Veterans is strongly interested in preserving the Confederate legacy in the Powder Works area and is advocating underwater archeology to investigate possible remnants of the Powder Works in the Sibley Mill tail race and the River. These and other activities in support of the Canal have accelerated during the planning process. The groups which have been involved represent natural constituencies to be involved in aspects of the overall Canal Plan.

The Need for Action

The Canal is largely intact and in public ownership, but the surrounding man-made and natural setting is in long-term jeopardy. The Enterprise Mill is vacant and for sale by the Graniteville Company; its future use is unknown. There is no assurance that a new owner might not acquire and demolish the property. The lands surrounding the Mill are underutilized and provide neither an appropriate setting for the Canal nor a strong link between the growing Medical Campus and downtown.

The opportunity exists to be pro-active, using the Canal and related resources as positive agents of change setting the long term course for Augusta and to protect the historic and natural setting of these important resources. The recent initiatives highlighted in the previous section point to the potential of fruitful public-private collaboration on the Canal, if a clear direction is set. However, without an overall plan and related funding and management commitments, there is the risk that incremental, yet well-meaning, decisions by public and private owners will erode the environmental and historic qualities of the Canal corridor through inappropriate development, encroaching upon resources and detracting from the quality and integrity of the Canal and its setting.



Top: In the mid-1970's the looms of the Enterprise Mill were still active. (HAER)

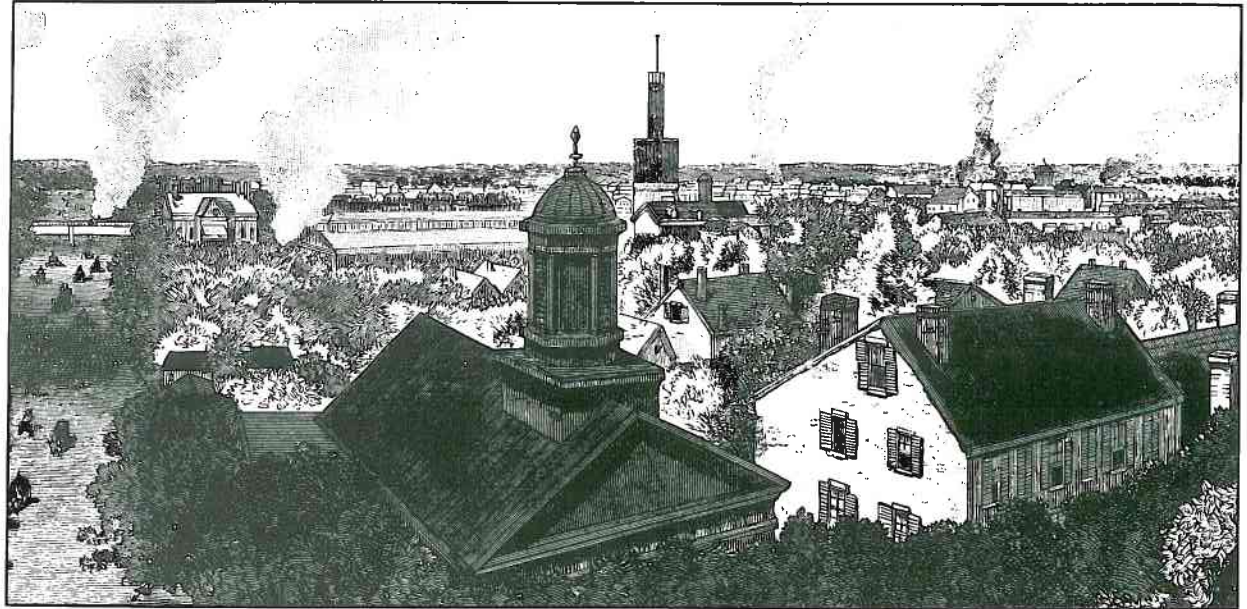
Right: Today the mill stands vacant, awaiting an uncertain future. (JV)

Section 4: The Plan



Section 4: The Plan

This Section presents the rationale for the Plan and illustrates the character of public and private uses which should result from its implementation. Guiding plans are provided for each reach of the Canal; starting at its natural end at the falls and progressing to its terminus at the heart of Augusta. The elements of the Plan -- preservation, conservation, recreation, education/interpretation, and economic development -- are each reviewed. Finally, the potential for regional linkages to other nearby historic and natural resources is noted.



The recommended Plan (see Figure 1 in Section 1) combines elements of several of the initial alternatives into a multi-purpose approach. The Plan is a comprehensive approach to the corridor and its resources, designed to accomplish several concurrent initiatives:

Define and Designate an Augusta Canal National Heritage Park

Create a Multi-Use, Riverfront Park of Regional and State-wide Importance

Develop the potential of the corridor as a highly accessible Educational Resource

Facilitate Economic Development at the Edge of Augusta's Downtown

Above: This 1890's engraving peers over the chimneys, cupolas and spires of a well heeled downtown toward the mills on the canals, the source of the city's prosperity. (HAI)

- **Define and Designate an Augusta Canal National Heritage Park** — The park would extend from the Steven’s Creek Dam to 7th Street, incorporating the nationally important historic Canal corridor including the first, second, and third level Canals, related control structures, and key adjacent historic structures and settings. This area should be recognized as a National Heritage Area, a Heritage Partnership, or a National Historic Site or Park, subject to further discussions with the local Congressional delegation and the National Park Service.
- **Create a Multi-Use, Riverfront Park of Regional and State-wide Importance** — the area between the Canal and the Savannah River is of special importance as a unique natural and environmental resource and should be established as a park which combines natural settings and man-made recreational areas along a greenway. West of the Water Works the park is natural and unspoiled, which renders it an environmental resource which enhances the historic Canal setting. East of the Water Works, where the Savannah Riverfront has been adversely affected by former landfill and construction activities, there is a unique opportunity to reclaim impacted lands to create an attractive entry to Augusta and to establish a wide variety of recreation uses, while reestablishing links to the riverfront. Along the entirety of the Canal corridor, there are multiple opportunities to link existing recreational areas and to create buffer zones to protect the historic character of the Canal.
- **Develop the potential of the corridor as a highly accessible Educational Resource** — the Park has the potential for extraordinary positive educational impact. The historic areas can be designed to both preserve key resources and communicate to visitors the compelling story of the Canal and the adjacent districts. The natural areas offer an opportunity to establish an Augusta Ecology Discovery Center which will allow residents and visitors to experience the rich diversity of the adjacent eco-system and will serve as a nucleus for educational, cultural, and research programs dealing with the natural environment.
- **Facilitate Economic Development at the Edge of Augusta’s Downtown** — the Park has the potential to attract significant visitation from the surrounding region and beyond. These visitors will benefit the City’s economy and its development climate. The Plan capitalizes on these impacts by including a coordinated development and preservation initiative along the corridor to take advantage of its location nearby the Medical Campus, attracting housing and employment to transform the edge of the downtown into supportive and active development. Housing infill and neighborhood enhancement are important elements of this strategy.

The Reaches of the Canal

The Upper Canal and the Natural Riverfront

Between the Stevens Creek Dam and the falls at Bull Sluice at the head of the Canal, as shown in Figure 9, this area would be maintained in its natural state, with special care to discourage human use of Stallings Island, to avoid adverse impacts to nationally important pre-Columbian archeological resources. The backwater between the dams

might be suitable for guided boat excursions, potentially using a fleet of Petersburg boats. Figure 10 indicates key actions which are recommended in this segment of the Canal.

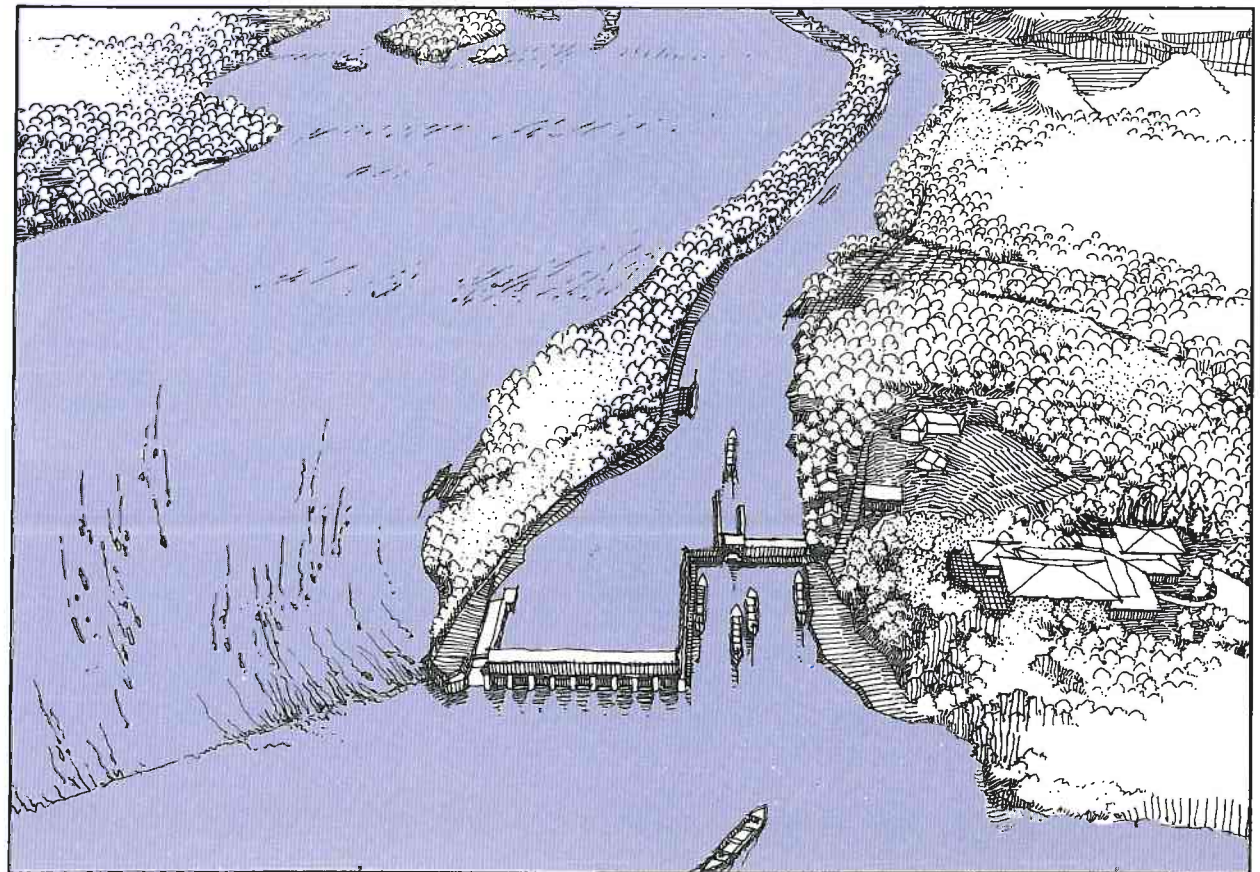
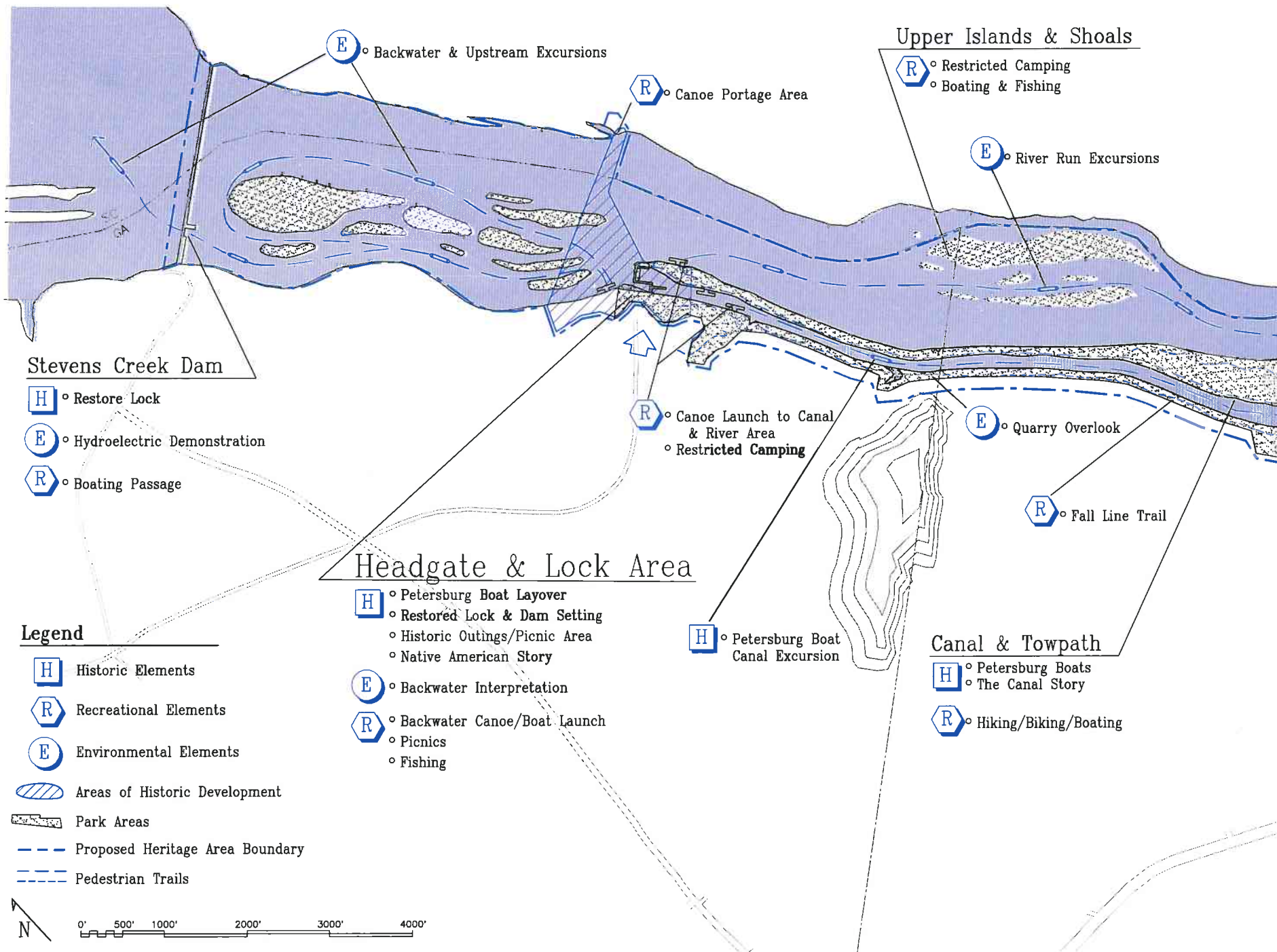


Figure 9: The rural setting of the headgates and dam would be restored, including re-opening the 1845 lock, which could be a layover point for Petersburg boats. Historic recreation structures along the Canal would also be restored. (JV)

Figure 10: Reaches of the Canal Upper Canal/Natural Riverfront



Bartram Trail

- H ◦ Bartram's Story
- R ◦ Footpaths & Boardwalks

Wildlife Area

- E ◦ Ecology Field House
- R ◦ Restricted Camping

Island Riverfront Preserve

- E ◦ Riverbank & Wetlands Interpretation

- R ◦ Lower Shoals Launch

- E ◦ River Run Excursions

Lower Islands & Shoals

- R ◦ Restricted Camping
- Boating & Fishing
- E ◦ River & Shoals Interpretation

Georgia Better Farms

Conservation Areas

- E ◦ Trail Access
- Canal Buffer
- Warren Lake Protection

Georgia Visitor Center

- ▲ ◦ Augusta Canal Orientation
- Canal Overlook

Fall Line Trail

- E ◦ The Fall Line Story
- R ◦ Footpath & Boardwalks

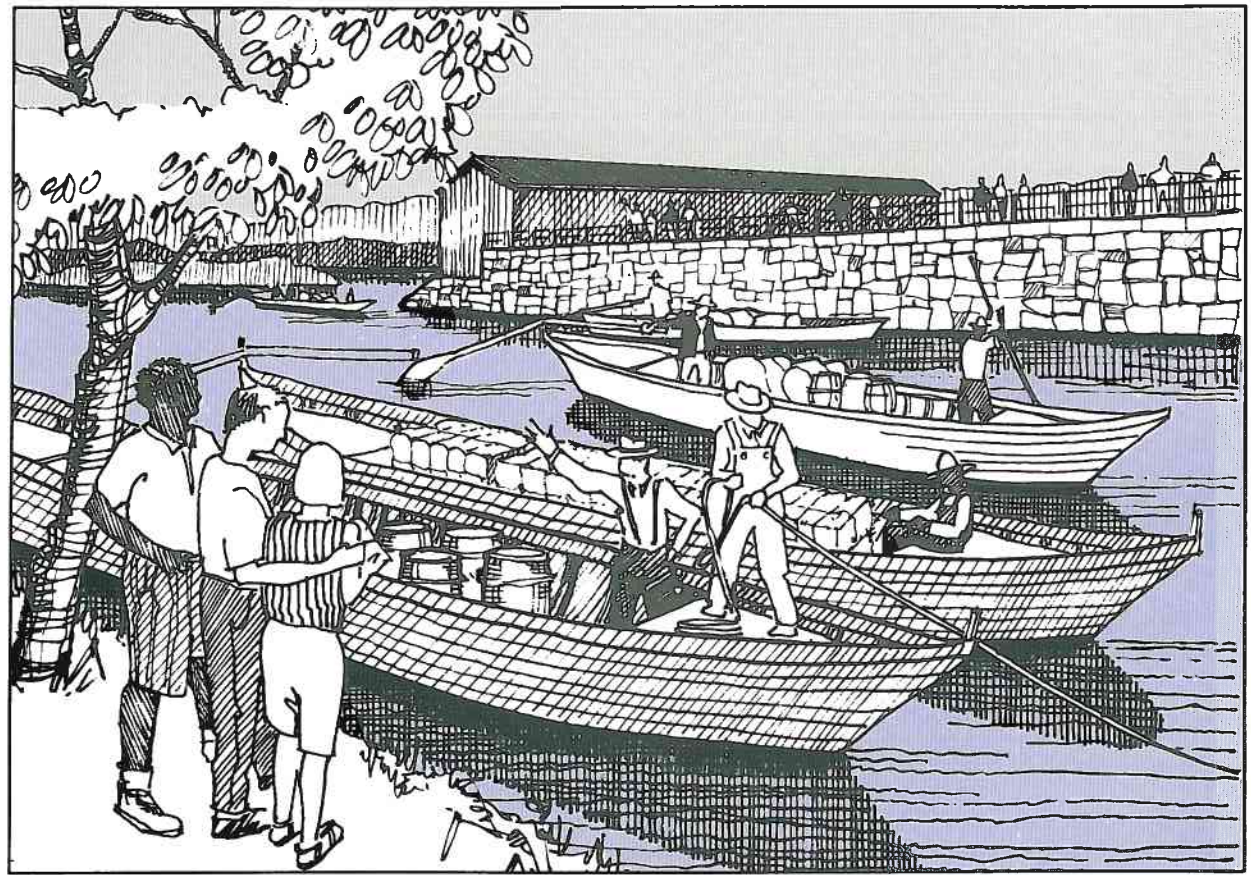
River Watch & I-20 Mitigation

- E ◦ Acoustical Barriers, as determined to be appropriate, where I-20 and River Watch Parkway cross or are adjacent to the Augusta Canal National Heritage Park boundary
- Landscaping within River Watch right-of-way to beautify entry to Augusta

- H ◦ Petersburg Boat Canal Excursion

MATCH
See Fig. 14

Figure 11: Preservation at the Headgates and restoration of the 1845 lock would provide an ideal venue for a Petersburg boat fleet, as means for visitors to learn about the life and times of 19th century boatmen and their trade. (JV)



The Dam, Locks, and Headgate Area is an important historic setting, whose elements would be preserved and restored, linked by trails on both sides of the Canal. This area will be both an important historic site and a recreational resource. Groups might use this area for a variety of outdoor events, perhaps in conjunction with activities taking place at the Savannah Rapids Pavilion. As the Plan is implemented, the option of using the ground floor of the Pavilion for supportive programs and activities should be pursued.

The 1845 lock would be made operational, allowing replica Petersburg boats to pass between the backwater and the Canal, clustering at the locks, as would have occurred during the Canal's heyday as boatmen awaited their turn to navigate down the Canal (Figure 11). Boat excursions might also take place between this point and other Canal-side sites further east. The dance pavilion, barbecue sheds, and lock keepers cottage would be restored to enhance the setting and enable a range of recreational activities. (Figure 12) The Lock Keeper's cottage should be restored, perhaps either as quarters for seasonal or permanent staff who would provide a continuous monitoring presence for the area or for an entrance structure for

the upper park. At the Headgates area, launching sites for canoes and kayaks would be provided along the south bank of the Canal, accessible from the Savannah Rapids Pavilion parking lot. The canal-side launch would be an ideal location for a boat rental concession. Boaters wishing to canoe or kayak the River rapids could paddle across the Canal and carry over to a River launch area, on the northerly edge of the "island."

East of the Headgates area to the Water Works, the Canal environment has a natural character, surrounded by mature trees and plentiful wildlife, parallel to the shoals and rapids of the Savannah River. Trails would be improved on either side of the Canal: to the north, the trail

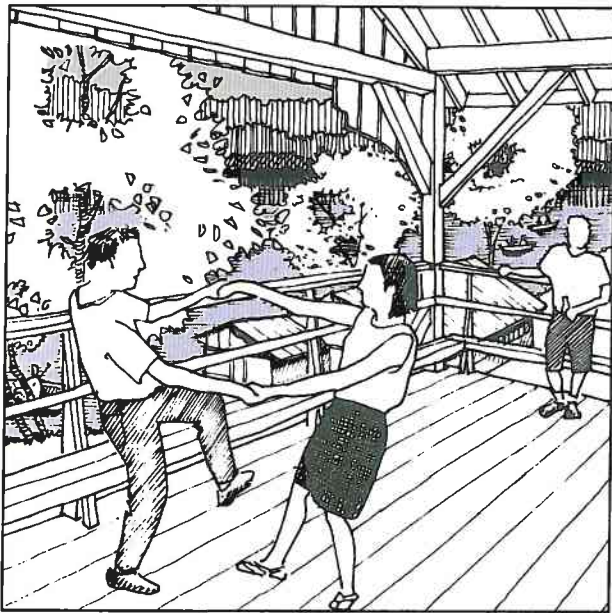


Figure 12: *The WPA era dance pavilion, barbecue and dining sheds restored for active community use and as a destination activity for visitors on the canal. (JV)*

would follow the towpath, with branches to explore ecological and natural resource areas in conjunction with the Augusta Ecology Discovery Center; to the south, “the Fall Line trail” would start at the Gate Keepers cottage and continue to the east, explaining the rise in land which is characteristic of the Fall Line location and also passing the quarry which has had a significant role in the area’s development for many years.

Along the south edge of the Canal, agreements should be negotiated with abutting owners to enable implementation of the trail system, as well as to provide access to potential wildlife management areas on the inactive portions of the Martin Marietta quarry property. Natural planted buffer areas should be maintained at the Canal edges, in conjunction with a design review effort to protect the Canal against visual encroachment (see Section 5 for further detail).

The I-20 Georgia Visitors Center should be developed to serve as a point of orientation for interstate travelers to Augusta and the Canal, although detailed interpretation for the Canal’s natural and man-made resources would be provided elsewhere. This facility is scheduled for reconstruction and expansion in the next several years; this design should be done in coordination with the Canal Plan and the Augusta Convention and Visitor Bureau. An overlook to the Canal should be provided from the Georgia Visitors Center, allowing travellers to appreciate the scope of the resource and encouraging them to spend time to visit it. No connection between the existing Visitor Center parking lot and the Canal is proposed.

On the south side of the Canal, west of I-20, a site has been identified which has the potential for nature studies, in coordination with the system of trails linking to the Augusta Ecology Discovery Center, located farther to the east (near the Water Works) on the north side of the Canal. A field studies lodge or other facility is suggested to enable use of the setting, including wetlands and potential wildlife management areas, by classes and other study groups. Access to the lodge site would be provided by a local access road connecting to the Riverwatch Parkway. Development of this site and access to it will require acquisition of one property, owned by Georgia Better Farms, which is situated between the Visitors Center and the Canal.

Between the Canal and the Savannah River, the “island” would be left in a natural state, adding low-impact nature trails which could link the Canal-side towpath to the River edge. A foot-bridge over the Canal near the I-20 crossing would enable convenient loop trails to both the west (towards the Headgates) and the east (towards the Augusta Ecology Discovery Center).

The Reclaimed Riverfront

In the area between the Water Works and the Sibley Mill, the Plan recommends developing a series of public-oriented uses which can provide access to the Canal, recapture views of and access to the Savannah Riverfront, reclaim impacted open lands, and be compatible with the natural riverfront to the west as well as public recreation

uses in the Lake Olmstead vicinity. Figure 13 shows an aerial view of the proposals for this area and Figure 14 highlights key activities in this segment of the corridor.

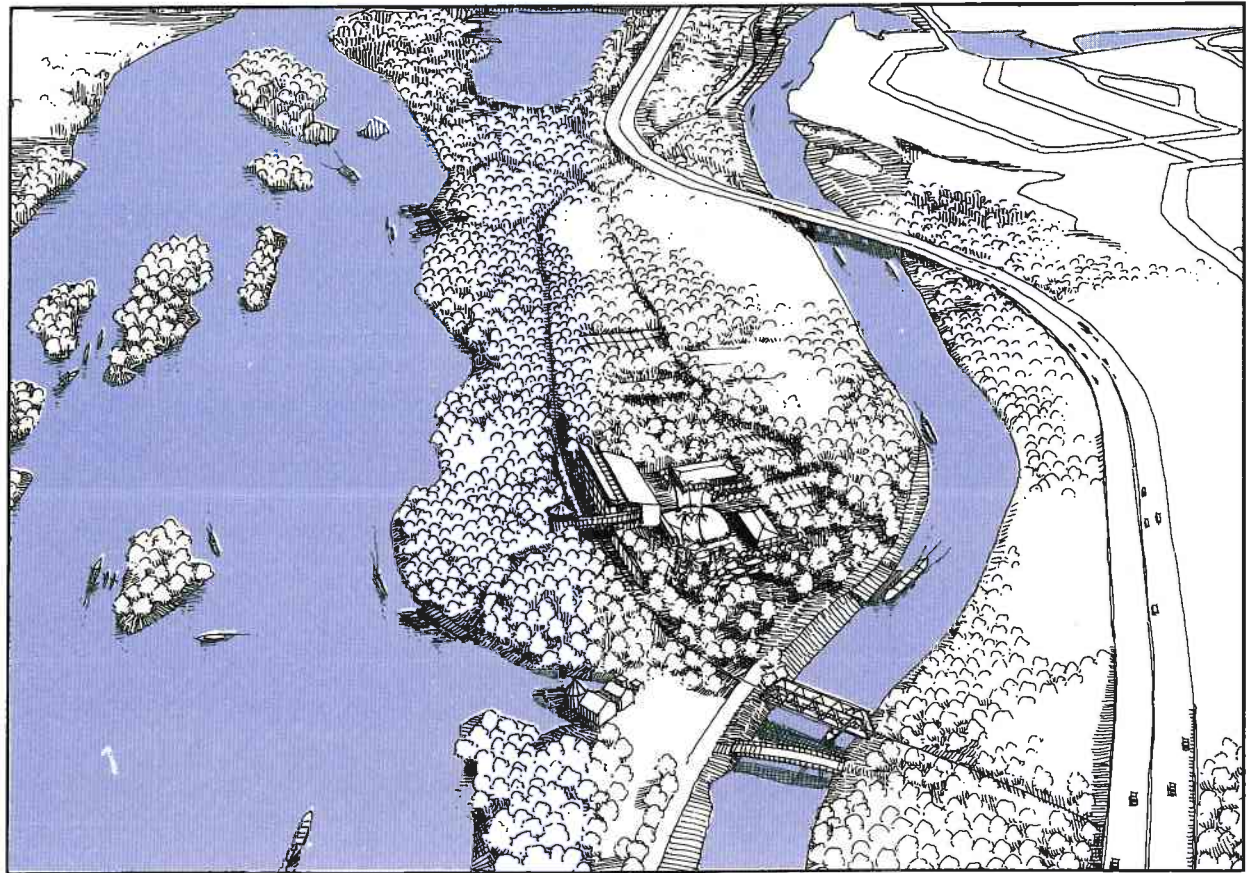
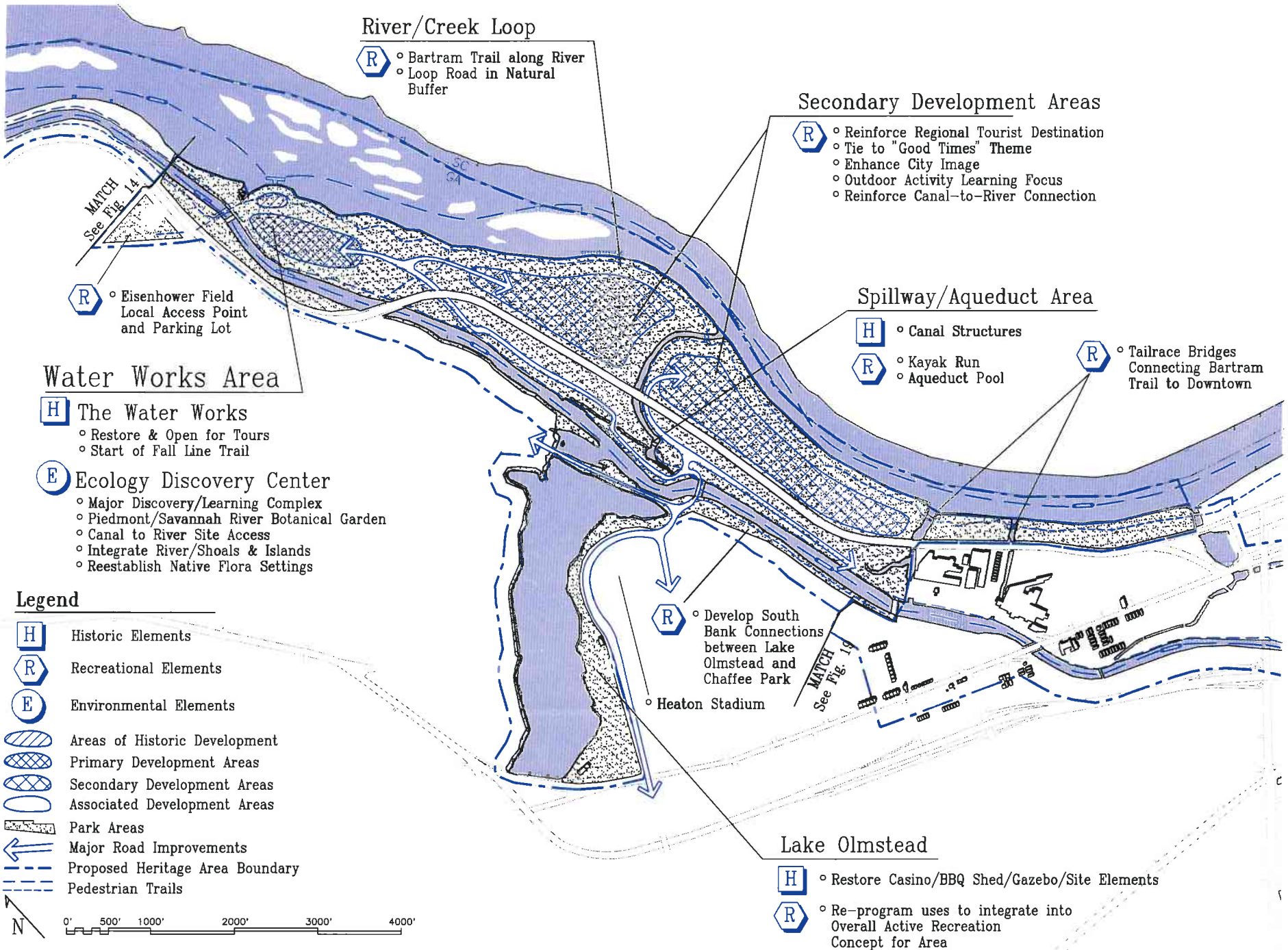


Figure 13: Aerial view of the Ecology Discovery Center, sited between the Canal and the River. (JV)

Figure 14: Reaches of the Canal Reclaimed Riverfront



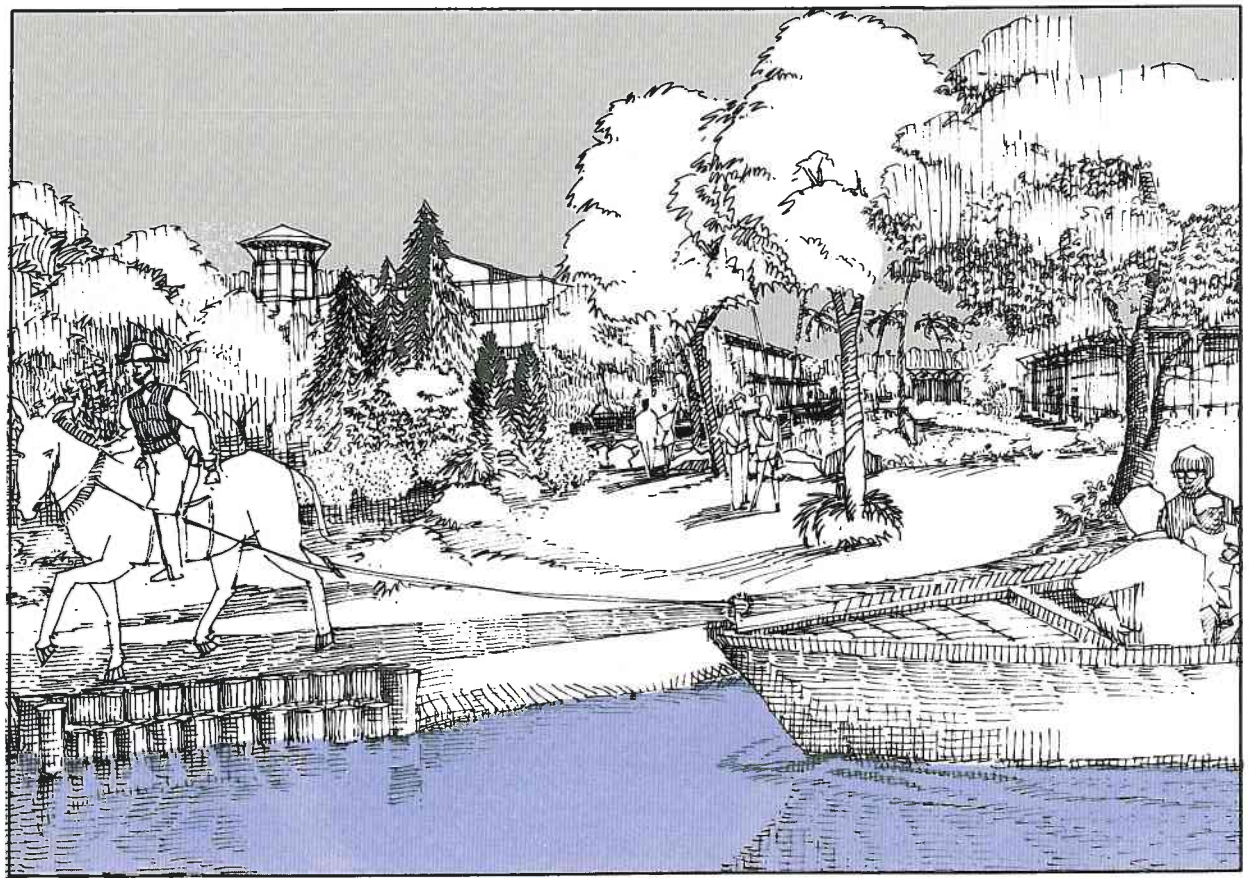


Figure 15: View of the Ecology Discovery Center from the Canal and towpath. (JV)

East of the Water Works, the Plan recommends creation of the Augusta Ecology Discovery Center, a new research and educational institution. The Center will provide exhibits on the area's ecology and will be linked to the system of river and canal trails to both east and west. The range of activities of the Center should be broad, including research, the development of programs in cooperation with local educational and cultural institutions, and sponsorship of innovative children's programs such as an Eco-camp. The Ecology Discovery Center, strongly supported by citizen advocates in the planning process, is assumed to be supported through public and

private sources of funds, to be assisted by site assembly and supportive infrastructure as part of the Plan.

Specific priorities for the Augusta Ecology Discovery Center would be worked out in detail with such parties as part of the initial implementation of this Plan. The general theme of the Center should be man's interface with natural resources, making best use of the riverfront environment, the Augusta Canal, and the Fall Line setting. The potentials for activities and programs are almost without limit and include:

- o **Exploratory education** — this should be curriculum-based and integrated with classroom activities which orient to the cultural and ecological systems of the area. Courses should also be developed for special user populations, such as continuing education, special needs populations, and other adult groups.
- o **Exhibits and related interpretation** — these might deal with the Fall Line ecology, the particular role of the Savannah River, the specific attributes of the Augusta Canal, and the evolving uses that man has made of these resources, ranging from Native American, to De Soto's expeditions, to early settlement and urbanization, to the present.

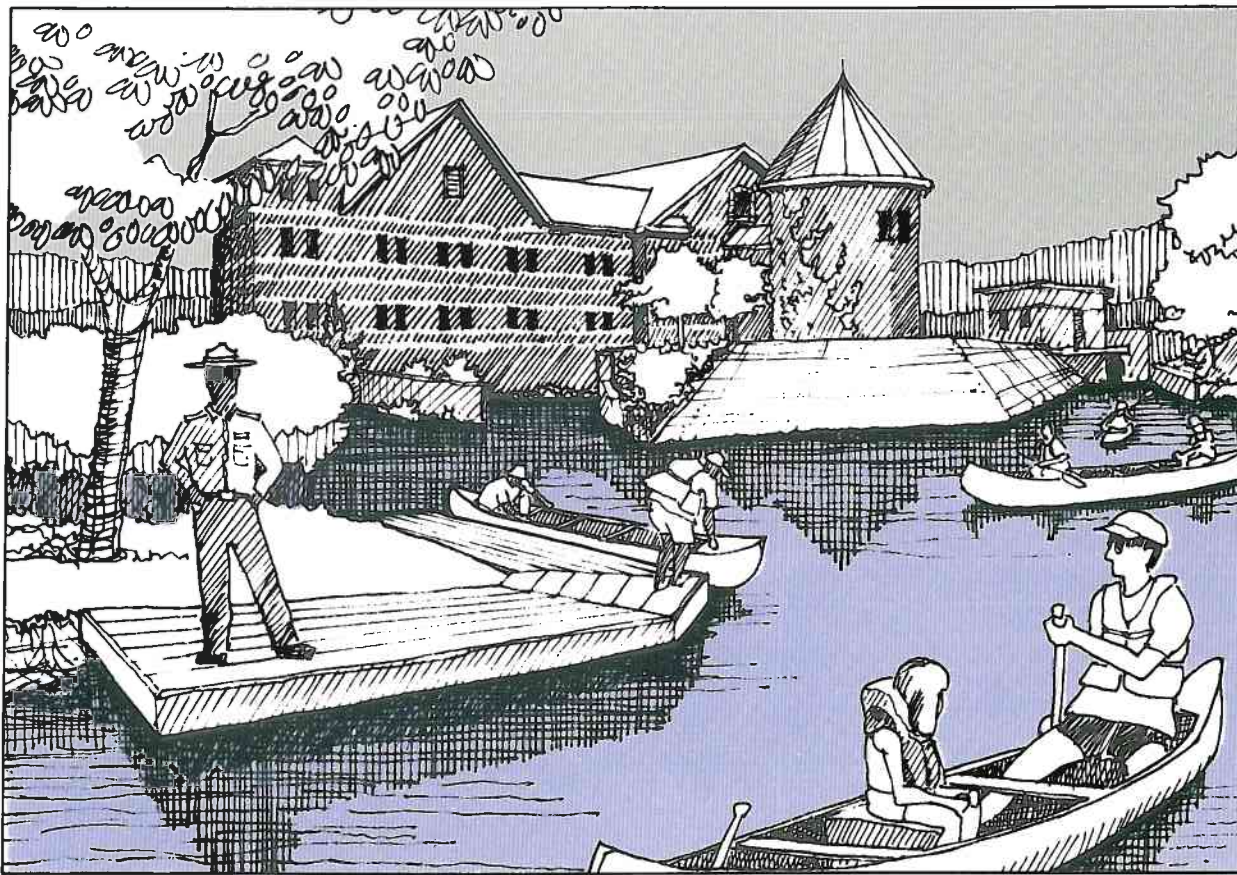


Figure 16: Canoe landing at the Water Works to serve paddlers on the Savannah River. (JV)

- o **Special projects and programs** — these might be include, for example, development and offering of special projects and courses for primary and secondary schools, residency programs, internships, and summer programs.
- o **Research activities** — these might be undertaken in cooperation with state agencies, area colleges and universities, and other entities such as the Savannah River Ecology Laboratory.

The facility itself should ultimately include exhibit spaces, teaching/program areas, research facilities, and potential overnight accommodations and related facilities for field study participants. In addition to a central facility east of the Water Works, trails, outdoor learning areas, and field study sites should be incorporated into the Ecology Center concept.

Primary access to the new center would be provided along the Canal, with parking to the east in the area defined by the CSX railroad line and the Canal, leaving an adequate buffer space to protect the canal setting. Access would be provided to the Water Works for service and maintenance vehicles. Figure 15 shows a view of the Center from the Canal. Access would also be available to the upper Canal from Eisenhower Field, with the potential for a pedestrian crossing over the Canal at the historic Water Works. A boat landing along the River would enable canoers and kayakers to put in or pull out near the Water Works as shown on Figure 16.

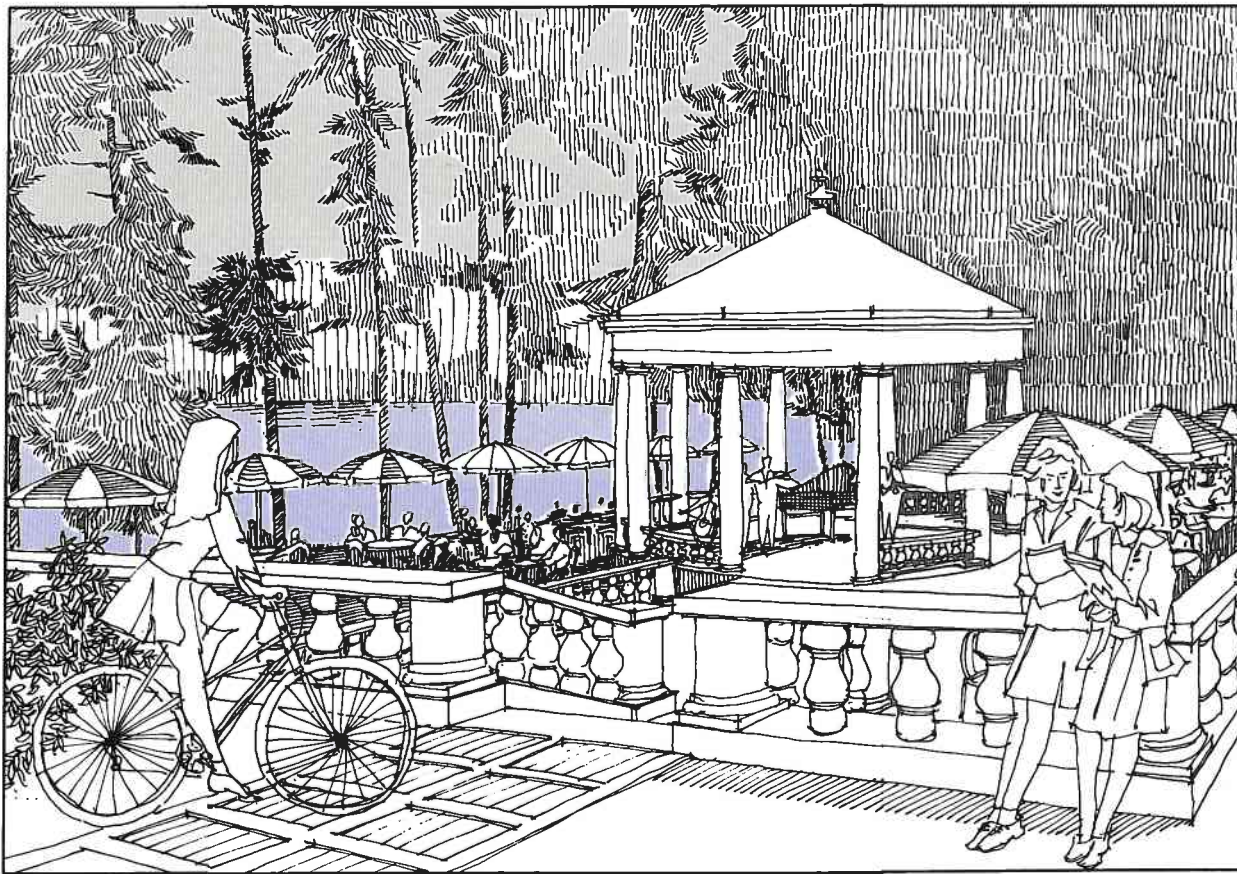


Figure 17: *The Lake Olmstead performance area, restored for community use. (JV)*

On the River side of the Canal in this segment, the Plan recommends creating a new mixed use recreation area on reclaimed land to the north of the Canal and the Riverwatch Parkway. The intent is to create a large riverfront park, containing both public and private uses, recapturing public access to nearly a mile of currently inaccessible Riverfront. This plan would have as its long range objective reclamation of the former city land fill area and the borrow pits which were excavated during construction of the Riverwatch Parkway. In their place would be a new park which could be an important Augusta amenity, serving as an attractive buffer to the Canal and as a highly visible symbol of Augusta for those entering the city via the Riverwatch. A loop road system is shown which could provide access from Milledge Road, parallel to the Bulkhead Gates across the Canal, connecting west towards the Discovery Center and to the Riverfront.

Recreation uses along the River and Canal would link to nearby active recreation areas on and around Lake Olmstead, including the baseball stadium. The shores of Lake Olmstead would be restored to their former function as a recreation and promenade area serving local residents. As part of this effort, the pergola to the north of the Casino could be rehabilitated to serve as a concession and performance venue, repopulating the edge of the Park. (Figure 17)

A key use which builds on the boating use of the Canal and River would be transformation of the Long Spillway into a high quality kayak run, terminating in an enlarged pool at the base of Rae's Creek. (Figure 18) This water-related use would complement boating activities on Lake Olmstead and would set a tone for the larger area.

Definition of other uses within this large potential recreation complex must await further implementation progress on the initial elements of the Plan. The anchor use to the west end of this large area will be the Ecology Discovery Center and potential related activities including supportive retailing, outdoor adventure activities, non-motorized sports, and related nature trails and walks. A wide range of other uses might be entertained along this river frontage, so long as they meet key criteria:

- o preserve public access along the river edge, Rae's Creek, and the Canal edge;
- o maintain a natural buffer area to the Canal and other waterfronts;
- o include recreational facilities which are accessible to the public;
- o planned and designed to insure compatibility with the historic setting of the Canal and the recreational character of the riverfront.

Additionally, uses which require significant reclamation will have to be sufficiently economically productive to warrant reclamation and/or reconfiguration of the borrow pits and city land fill. Potential permanent uses which have promise include:

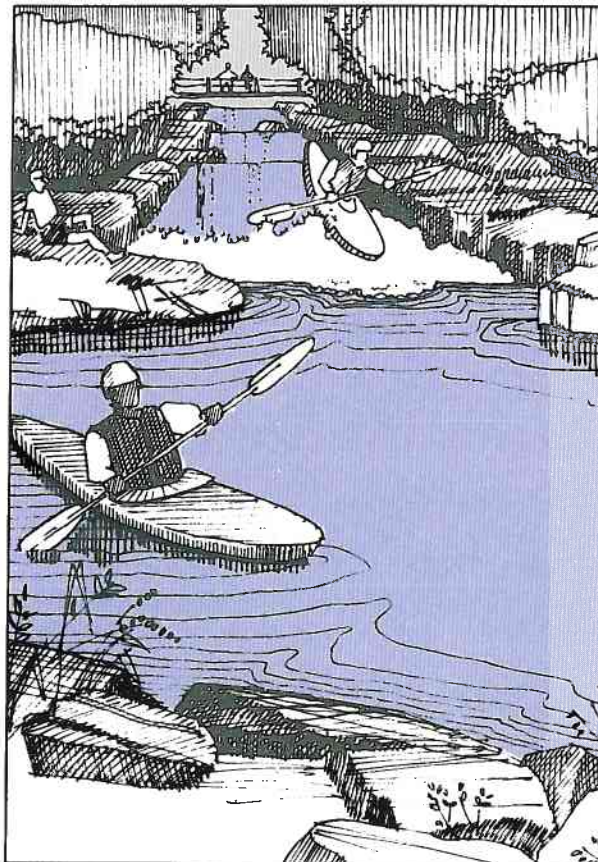


Figure 18: The Long Spillway, converted into a kayak run which ends in Rae's Creek. (JV)

- 1 an Augusta Botanical Garden, potentially gradually developed through land fill reclamation efforts, but extended throughout the park in a manner appropriate to each specific setting;
- 2 a high quality Golf Learning Center near the banks of Rae's Creek;
- 3 pastures and equestrian areas;
- 4 other active and passive recreation activities; and
- 5 eco-sport activities which could benefit from association with the Ecology Discovery Center.

Decisions on the final uses would be held in abeyance until definitive sponsorship and/or funding became clear. Interim uses, such as campsites or other outdoor activities, should be explored as they offer the potential to place portions of the site into productive use until permanent uses become feasible.

The Urban Canal

The Sibley/King/Harrisburg Area

Starting at the Sibley/King Mill and the adjacent Harrisburg residential area, the Canal takes on an urban character which relates strongly to its role in Augusta's development. This urban segment of the Canal, extending from the mills to the Laney-Walker neighborhood, crosses areas of different character, ranging from the Medical Complex to the Civic Center area and city neighborhoods. Figure 19 indicates the key activities which are proposed for this segment of the corridor.

The Sibley/King area has the potential to serve as the westerly edge of an historic core area for the Park, portraying the strong relationships of Living and Working areas of Augusta's early industrial heyday. This district would be an important historic node in the Park for visitors, who would take boat excursions between the main Visitor Center at the Enterprise Mill, perhaps walking the Canal in one direction and riding on the return trip. Boat trips to the Water Works and Headgates area should be offered on a less frequent schedule, as they would require a longer, more carefully planned trip.

The intent in this area is to retain the close relationship between worker housing closely related to major textile mills. A strong setting, centered on the Canal, would be reinforced by the adjacent historic district and structures. New infill housing, sited and designed consistent with traditional patterns of worker housing, should be developed on vacant, state-owned land across from Chafee Park. This new construction could both expand housing opportunities and provide an opportunity to explain lifestyles of workers. Exhibit houses, open to visitors, might adjoin real neighborhoods which have survived since the Canal's heyday. Portions of the front yard of each Mill should be landscaped, in cooperation with a replacement parking program developed with the owners, to portray the quality and texture of 19th Century mill settings.

Figure 19: Reaches of the Canal The Urban Canal

King/Sibley Mills Area

H King & Sibley Mills

- Protect Historic Uses
- Facade Restoration
- Grounds Restoration
- Silk Mill Turbine Yard

H Confederate Powderworks

- Powderworks Park & Model
- Powderworks Chimney Restoration
- Petersburg Boat Landing

H Harrisburg Mill Village

- Ezekiel Harris House Visitors Center
- Broad Street Storefront Visitor Facilities
- Historic Fabric Restoration
- Infill Housing
- New Development Adjacent Park

Enterprise/Downtown Area

Primary Redevelopment Zone

- Reuse Historic Buildings
- New Development

H Enterprise Mill Area

- Main Visitor Center
- Hydropower Plaza
- Petersburg Boat Yard

R Third Level Park

- Build Trails at Water's Edge
- River to Hawks Gully Boat Access
- Reinforce Trails/Walks to Riverwalk

R Downtown to Ecology Center Boat Shuttle

R Bartram Trail Connection to Riverwalk

E R Third Level Park

- The City Farm/Working Animal Center
- Ponds & Lagoons
- Community Gardens

H 13th Street Canal Basin

H Meadow Garden

H Restore Second Level Canal

Laney-Walker Area

H Methodist Square

- Protect & Restore Historic Structures
- Infill Housing
- Multicultural Center

Legend

- | | |
|---------------------------------|---------------------------------|
| H Historic Elements | Areas of Historic Development |
| R Recreational Elements | Primary Development Areas |
| E Environmental Elements | Secondary Development Areas |
| Major Road Improvements | Other Development Areas |
| Primary Pedestrian Links | Park Areas |
| | Key Existing Buildings |
| | Proposed Heritage Area Boundary |
| | Proposed Trails |

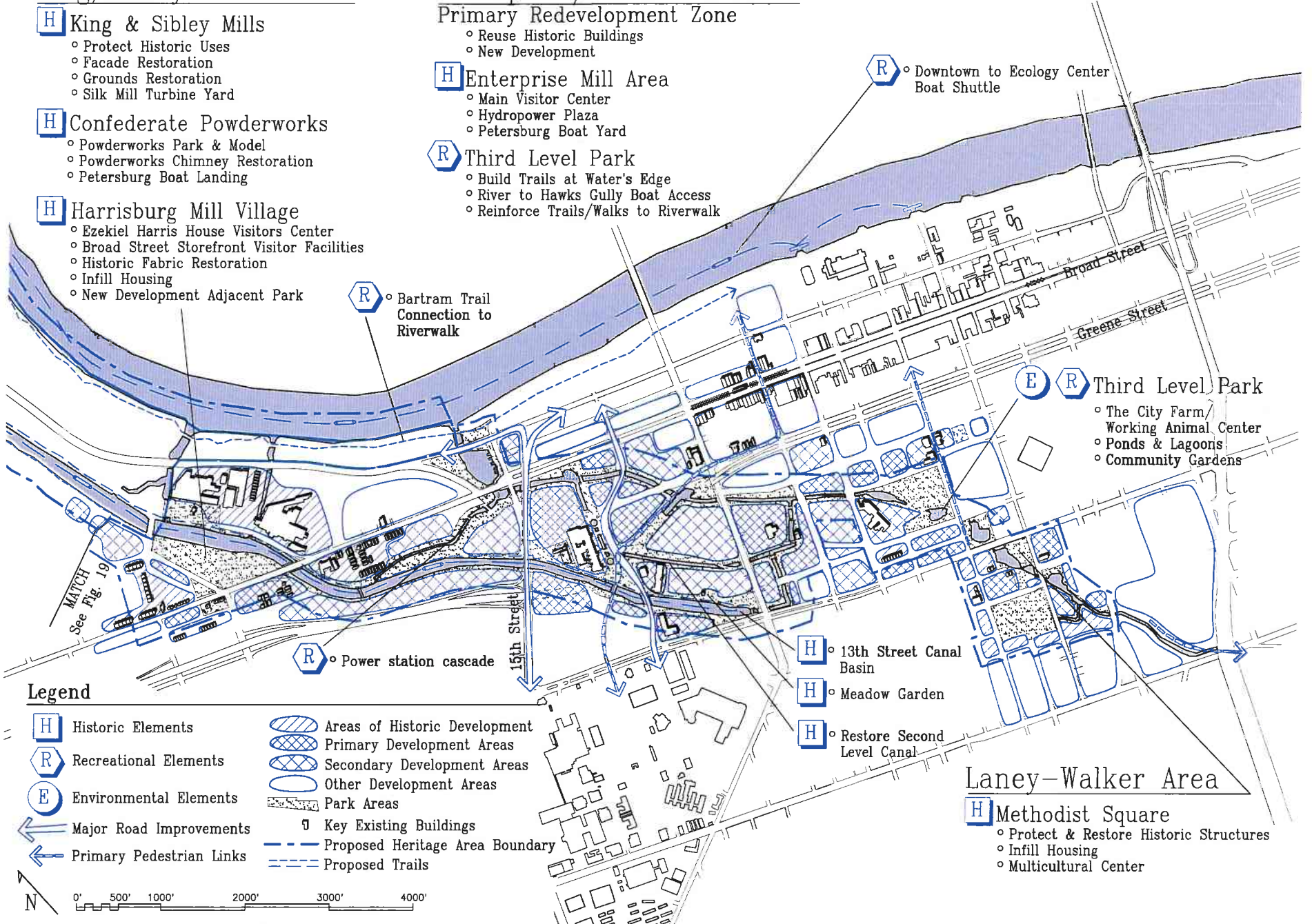
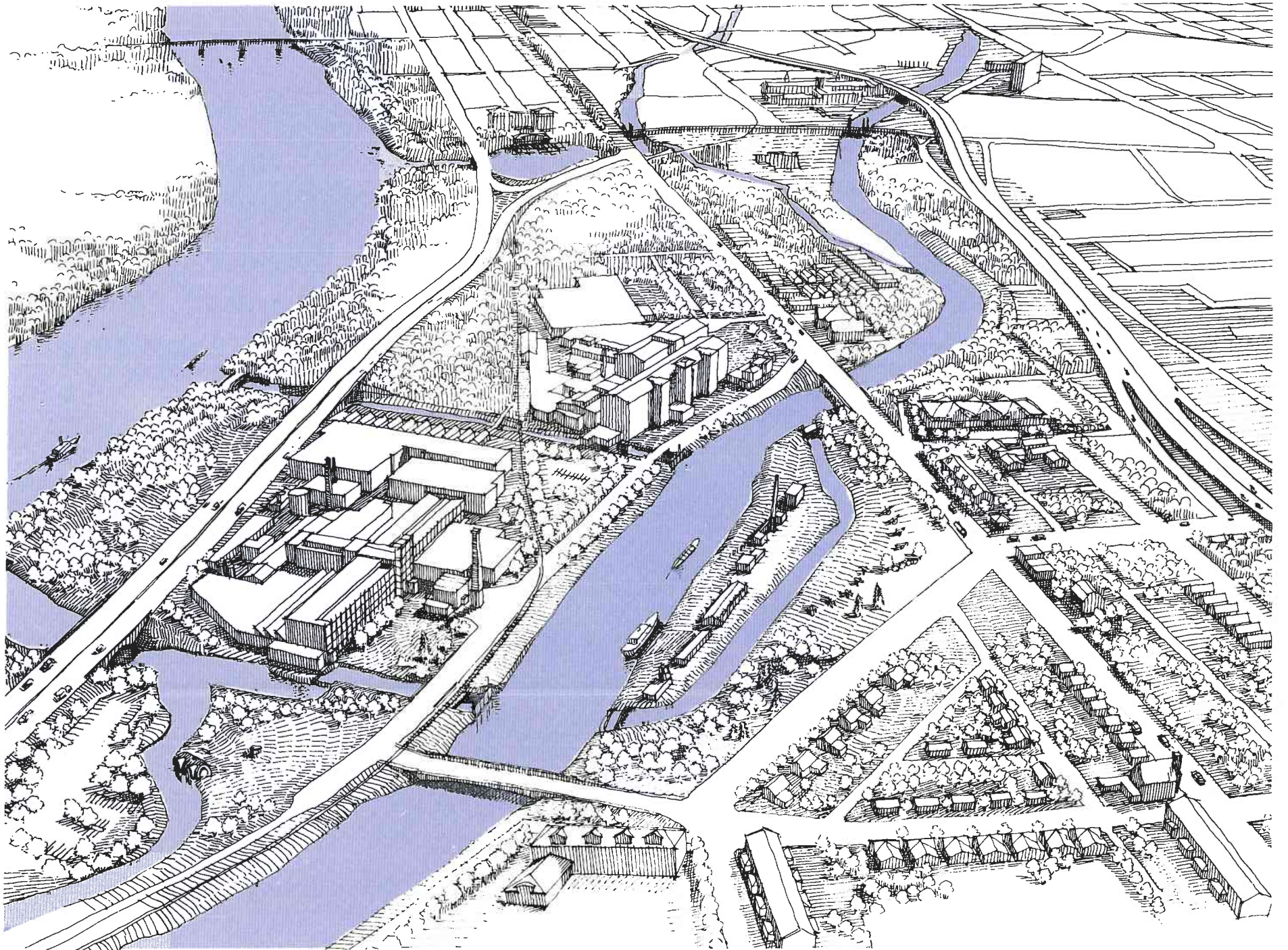


Figure 20: Overview of the Sibley/King/Harrisburg Area



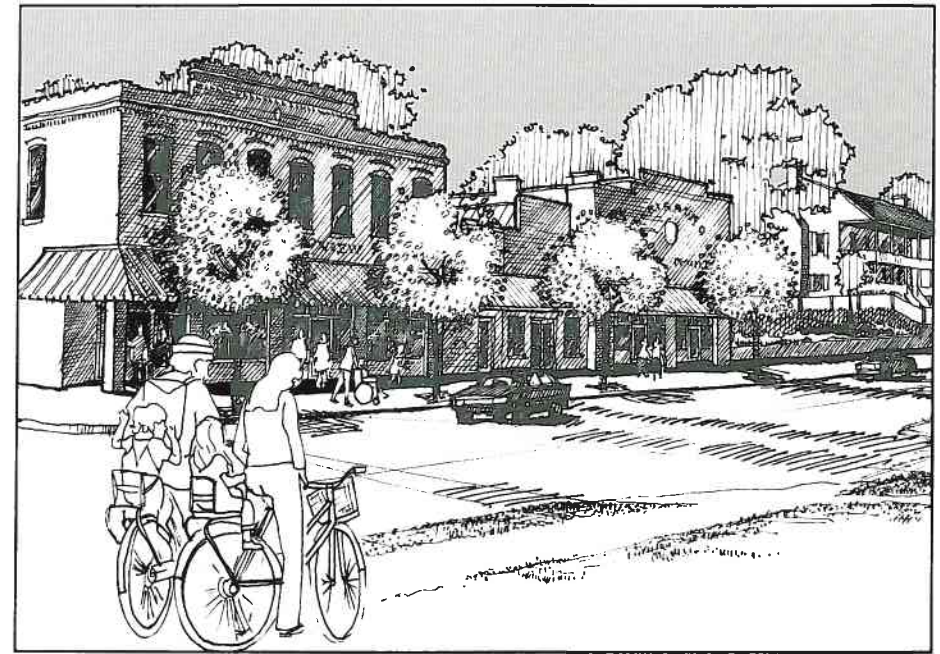
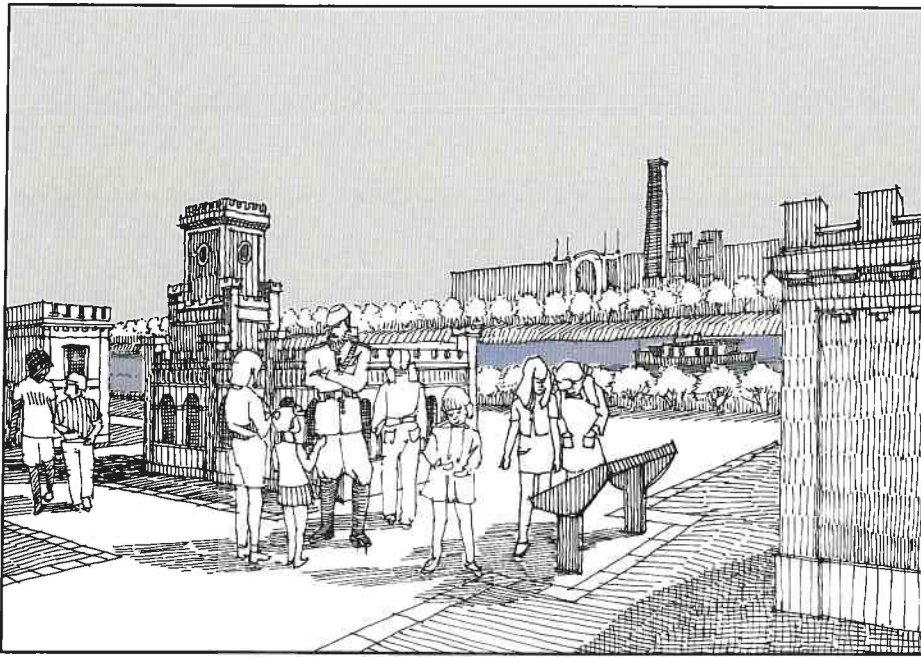


Figure 20 (facing page): The layers of history along the Canal corridor are evident in the architecture of the mills, the related housing, and the Powder Works chimney. The Plan proposes enhancing the setting of the mills and canal, as well as encouraging neighborhood reinvestments and improvements. (JV)

Figure 21, Above Left: Powder Works Park, opposite the Sibley Mill and in view of the chimney, will allow visitors to learn about the Powder Works and see demonstrations of period customs. The Park will also provide a setting for open air events. (JV)

Figure 22, Above Right: Along Broad Street, the Plan will encourage more intensive use of the Ezekiel Harris House and commercial reinvestment in the Harrisburg neighborhood. (JV)

Figure 20 provides an overview of this entire district.

Chafee Park might be redesigned to accommodate exhibits to communicate the scope and scale of the Confederate Powder Works, whose chimney is dramatically visible across the Canal. Figure 21 indicates that this would become an important visitor venue. Walking tours would weave through the neighborhood, incorporating other key structures such as the Ezekiel Harris House, worker housing districts, and related commercial structures.

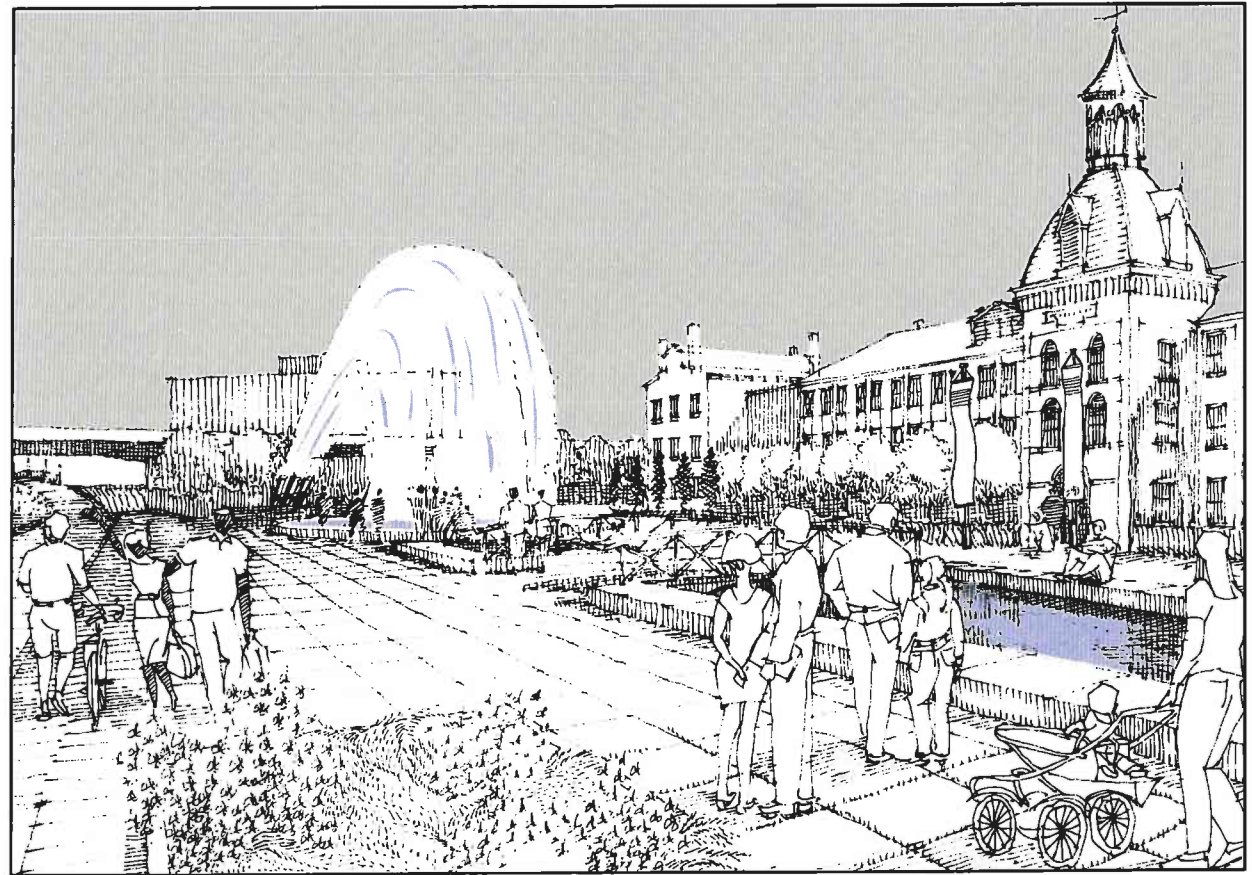
While the Plan which is shown would require some nonresidential property acquisition to properly develop this critical park setting, it would provide a boost to enable reuse and revitalization of commercial structures along Broad Street, as well as increased visibility and visitation for the Harris House, shown in Figure 22. As part of this program, textile manufacturers should be encouraged to offer periodic tours or exhibits featuring

Enterprise Mill/Downtown Area

The Enterprise Mill is proposed as the principal Visitor Center and primary site where the overall story of the entire Augusta Canal will be told. The intent would be to reinforce the historical setting and create new amenities which could attract adaptive reuse and new development.

The Enterprise Mill Visitor Center would be located in the oldest, granite portion of the structure, facing the Canal. The entrance to the Visitor Center should be through the principal easterly facade, allowing visitors to experience the ornate mill facade and towers, passing through a portion of the mill before entering the primary exhibit space. The front facade of the Mill would become an important emblem of the setting, transformed into a plaza which could have fountains, public spaces, and a new image which could be pivotal in transforming the district, as shown in Figure 23.

The Visitor Center would offer an overview of the entirety of the Canal and its themes, focusing on the Canal's relationship to the City and the evolution of Augusta into the "Lowell of the South." There is the opportunity to incorporate other canal-related activities into the complex; for example the shed buildings to the west edge of the Mill would be ideally suited for construction of Petersburg and other indigenous small boats, supporting park activities and interpretation, while providing employment and job training opportunities.



Centered on the Enterprise Mill, the Plan recommends creation of an economic development area between the first and third level Canals from 13th to 15th Streets, which can use the Canal and proximity to the Medical Campus to attract jobs and housing to this area. Many sites in this area are now underutilized. In order to make best use of this area, with its canals and historic structures, a coordinated mixed-use redevelopment effort should be pursued, enabling assembly and repack-

aging to attract planned and more highly intensive development which could link the downtown and Medical Campus. The potential in this district is similar to that which has been so widely publicized in San Antonio's famous Paseo del Rio and Lowell's Lower Locks area.

Figure 23: The Enterprise Mill is proposed as the main visitor center for the Heritage Park, adjoining a plaza that would interpret hydropower. (JV)

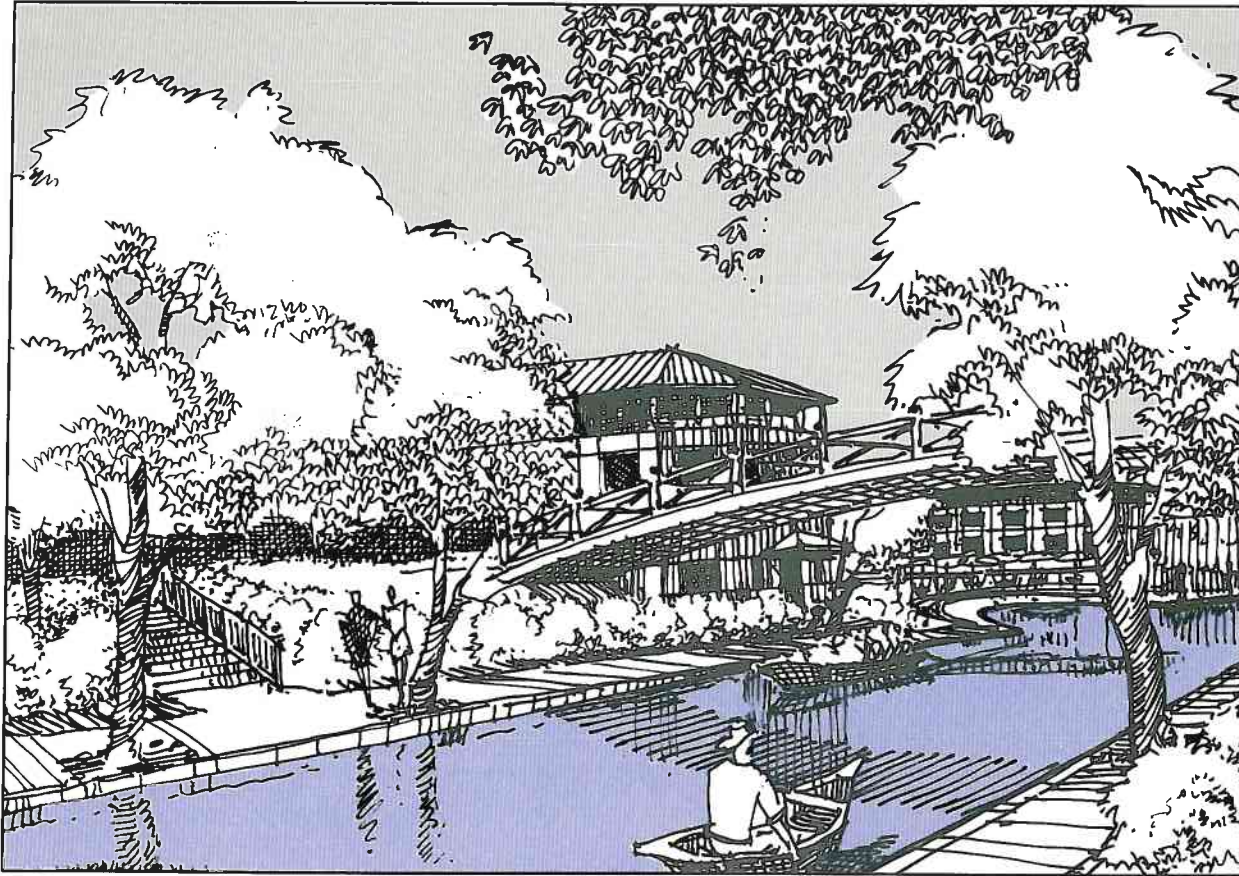


Figure 24: Between Broad and Greene Streets, the Third Level Canal is an amenity that can attract commercial and other reinvestment. (JV)

Major infrastructure improvements will also be needed. To facilitate this development strategy, which would be oriented towards users closely linked to the Medical Campus, a new roadway access crossing the Canal should link the Medical Campus to Broad, Jones, and Reynolds Streets. The comprehensive replanning of this district would include two new Canal segments in the approximate location of the former second level Canal: a north-south element between the first and third levels parallel to the Enterprise Mill, serving

as an amenity to attract new development, and; an east-west link adjacent to the Walton Rehabilitation Center enhancing the setting of this major growing use and linking to historically significant sites across 13th Street. This overall program would not only intensify the utilization of land adjacent to the first level Canal, but also attract new users along the second and third level Canals, as shown in Figure 24.

In conjunction with this access and amenity strategy, the Plan indicates the potential of reconfiguring the intersection of 15th Street and the Riverwatch Parkway to create an inner harbor site along the canal outfall just south of Hawk's Gully. This embayment could attract power boats and provide an incentive and amenity which would encourage in-town housing at this location. Improvement to 15th Street and changes to the connections of Riverwatch to connect to Broad Street might not only reinforce downtown but also enable grade separation over the CSX Railroad.

An illustration of these types of changes, as well as the overall development strategy within the larger district, are shown in an aerial view in Figure 25, although the specific transportation linkages and alignments require further study to insure that they are workable and provide adequate levels of service to projected traffic. One possibility, shown in Figure 25, is to relocate character-defining elements from the Butt Memorial Bridge to a new location where the proposed new north-south service road crosses the Canal. In this manner, the realigned 15th Street could be constructed more simply and directly than would be possible if the Butt Memorial Bridge remains in its current location. Improvements within this area are sufficiently important to the Plan and to Augusta's future that a transportation study to examine alternatives along the 15th Street corridor has been recommended and is being initiated by the City, concurrent with the preparation of this Plan.

Between 13th and 9th Streets, the Plan indicates the potential to attract supportive Canal development, possibly in conjunction with the construction of the Davidson Magnet School campus. In this stretch as well, the third level Canal could be a much more effective and attractive right of way, encouraging more intensive development and adaptive reuse. In this segment, trail linkages would be made between the Canal corridor and the Riverwalk, connecting along 12th Street near the historic landmarks at the Sacred Heart Cultural Center and the Springfield Baptist Church.

Figure 25: Aerial of the Enterprise Mill area, showing the potential for large scale transformation of the area. (JV)

Figure 25: Overview of Enterprise Mill District

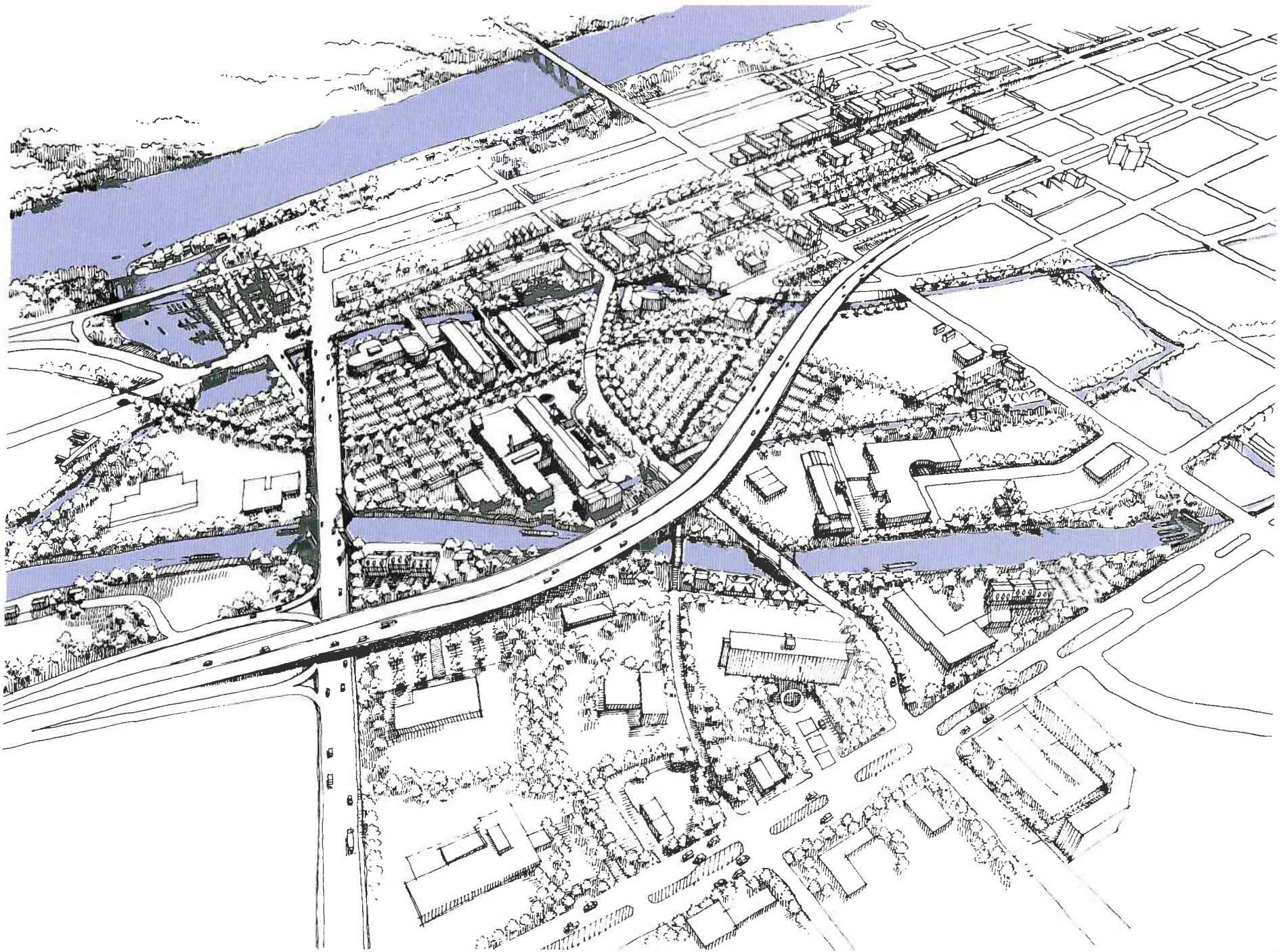
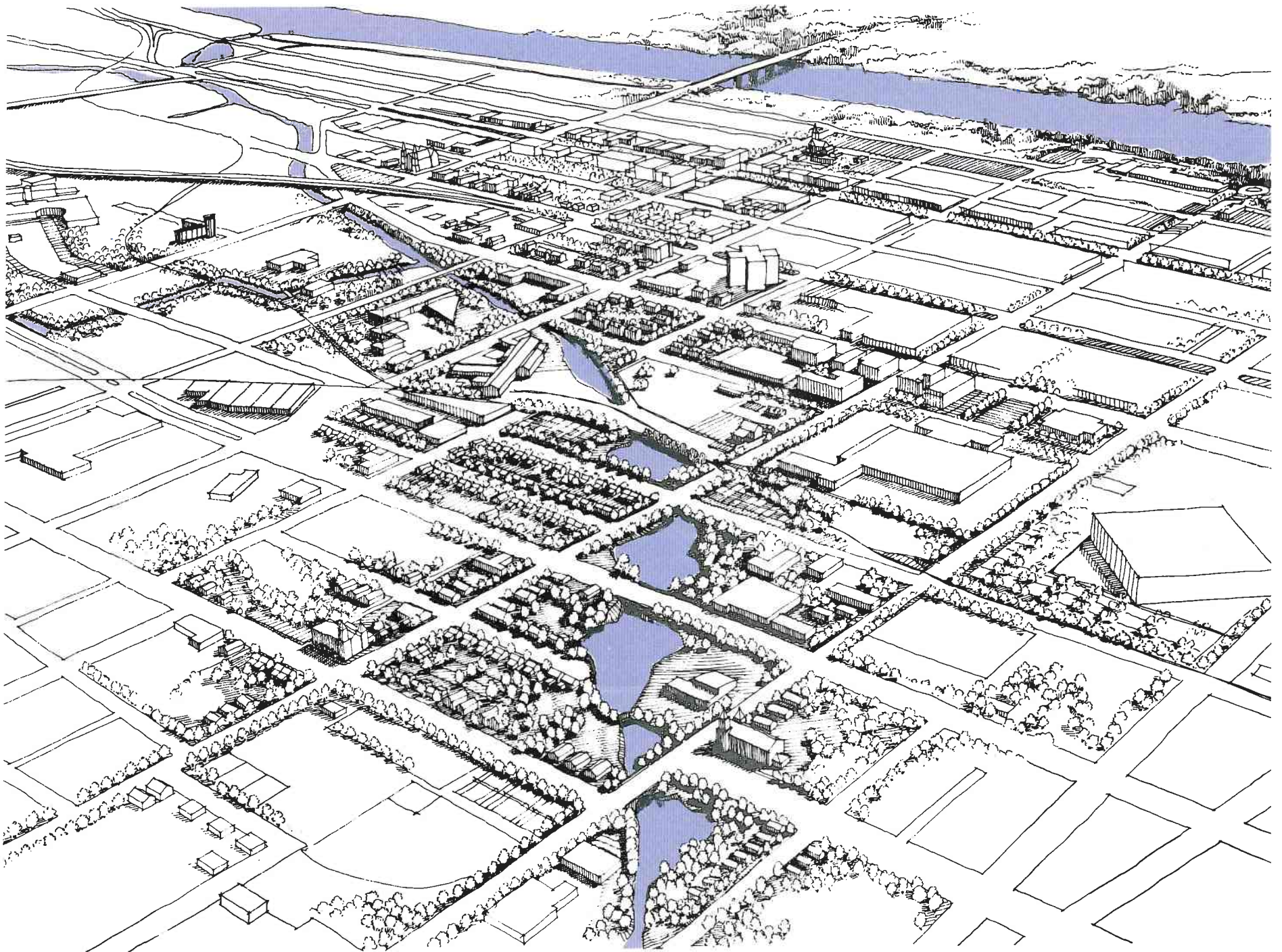
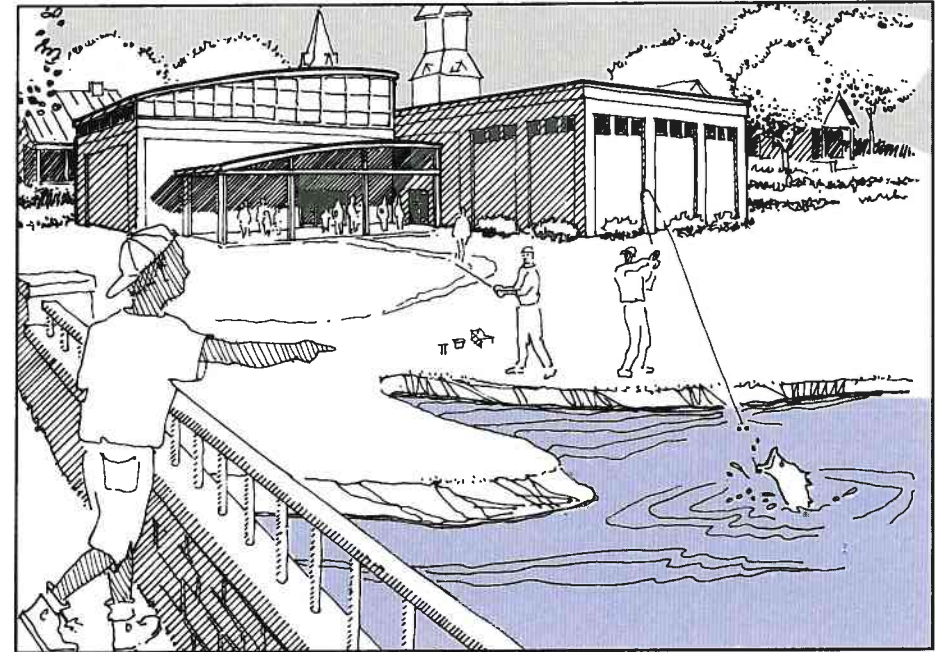
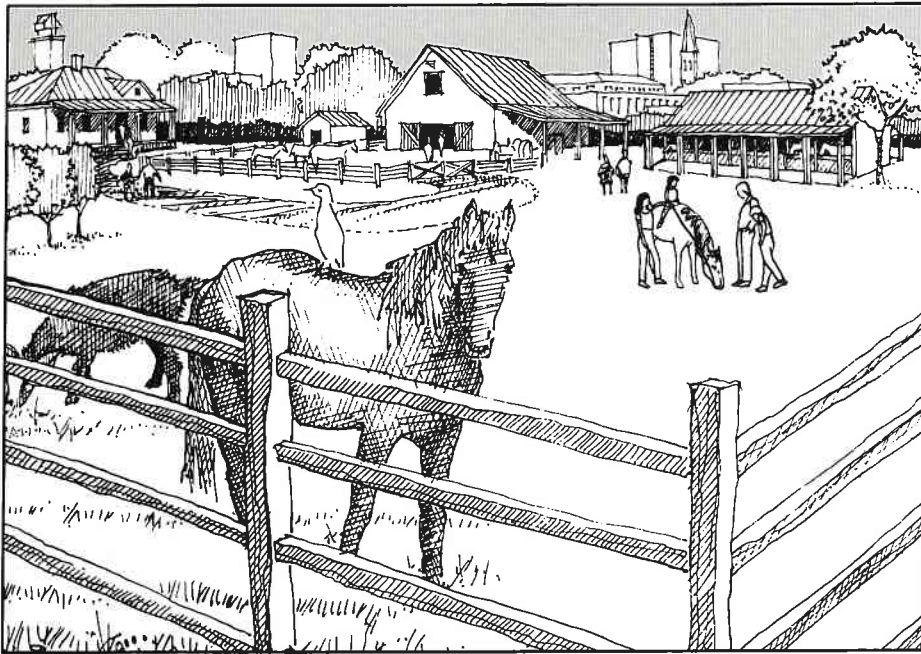


Figure 26: Aerial View of Laney-Walker





Laney-Walker Area

In the Laney-Walker neighborhood along the third level Canal, the Canal corridor should be improved to preserve and enhance the existing neighborhood, as shown in Figure 26. The third level Canal would be rewatered and reconfigured, transforming it from a swampy and stagnant drainage ditch to an amenity.

Figure 26 (facing page): Within the City, the Plan proposes rewatering the Third Level Canal, creating a seam to bind the historic Laney-Walker area with downtown Augusta and the remainder of the Park. This area's housing resources and active community organization can be catalysts for revitalization efforts. (JV)

Figure 27, Above Left: Underutilized property could be reused for an in-town farm depicting the historic and environmental contribution of livestock to the region's heritage. (JV)

Figure 28, Above Right: The Third Level Canal can be a neighborhood amenity. (JV)

Here, where the historic qualities of the Canal are of lesser importance, the shape of the canal could be changed to enlarge segments, making small lakes and ponds which could be settings for recreation and supportive environments for new infill housing development. At the heart of this segment, Figure 27 shows the potential for development of a "city farm" which would bring a small piece of the country into the city, including animals and neighborhood gardens. The Canal north of Walton Way could be transformed from the current no-man's-land of vacant and underutilized properties to a functioning and supportive area which might more strongly link the neighborhood and downtown. Improvements to the neighborhood should include not only new open space associated with the Canal but also preservation and restoration of historic housing stock and institutional buildings.

Dyess Park, the former site of the Augusta Lumber Company, and two adjacent historic

Methodist churches offer opportunities to reinforce historic community facilities on either side of the Canal. Expanded recreation and community space should be created, using vacant Gas Company property, which would benefit the existing neighborhood and provide an amenity which might add value to existing housing as well as currently undeveloped property. This area would be an ideal location for a multi-cultural Community Center which highlights the important contributions of African-American, Irish-American, and Asian-American communities to Augusta's history, as shown in Figure 28. The nearby Frank Yerby House offers an opportunity to interpret this writer as well as other African American artists from the area, including Jesse Norman and James Brown. In this area, energy-related exhibits could explain the role of gas, electric, and hydropower energy along the Canal. Within this area, there would then be the opportunity to encourage additional uses such as day care and community centers.

Elements of the Plan

The recommended Plan has five basic elements — preservation, education/interpretation, conservation, recreation, and economic development — which are described below. The description of each element is intended to apply to those areas and uses which are within the proposed boundary of the Augusta Canal National Heritage Park (refer to Figure 36), although selected suggestions are made regarding abutting areas insofar as they may be linked to or associated with the Plan.

Preservation

Preservation is essential to protect the historic resources which make the Canal special and important. The key preservation elements of the Plan are shown in Figure 29 and include the Canal, towpath, important control and hydropower structures, as well as the following adjacent and related resources, indicated by number:

- 1 The Stevens Creek Dam and Backwater Area** — including an early hydropower installation, protected native American sites on Stallings Island, and related former plantation lands along Stevens Creek.
- 2 The Headgate and Lock Area** — the 1845 and 1875 locks, the Headgates, the Dam, and the 1930's WPA-era barbecue dining and dance structures, the Lock-Keepers cottage, and related site improvements and natural setting. Related resources include the remnants of the former mill on the South Carolina site of the dam.
- 3 The Water Works Area** — the various pumping stations, related infrastructure, and historic structures and site improvements which have been built by the City to enable the Canal to fulfill its mission of providing the City/County water supply.
- 4 The Lake View Park area** — including Lake Olmstead and its historic park and buildings (the Casino and Barbecue Pit), the Bulkhead Gates, the Long Spillway, and the former Aqueduct.
- 5 The Sibley/King/Harrisburg Area** — the King and Sibley Mills, worker housing on both sides of the Canal, Confederate Powder Works chimney, Ezekiel Harris House, the Harrisburg Historic District and related housing and commercial settings;
- 6 The Enterprise and Sutherland Mill Area** — including related settings along the second and third level Canals, including the Butt Memorial Bridge, Meadow Garden House, and the 13th Street Gates;
- 7 The second level Canal raceway area parallel to 13th Street** — the American Foundry and Augusta Iron and Steel Works sites, the former Globe Mill (now the magnet school) and the rolling dam and 12th Street gates and gatehouse.
- 8 The Laney-Walker area** — areas directly abutting the Canal; historic Methodist churches, and historic housing areas, including the site of the the Southern Milling Company (the former Crescent Mill).

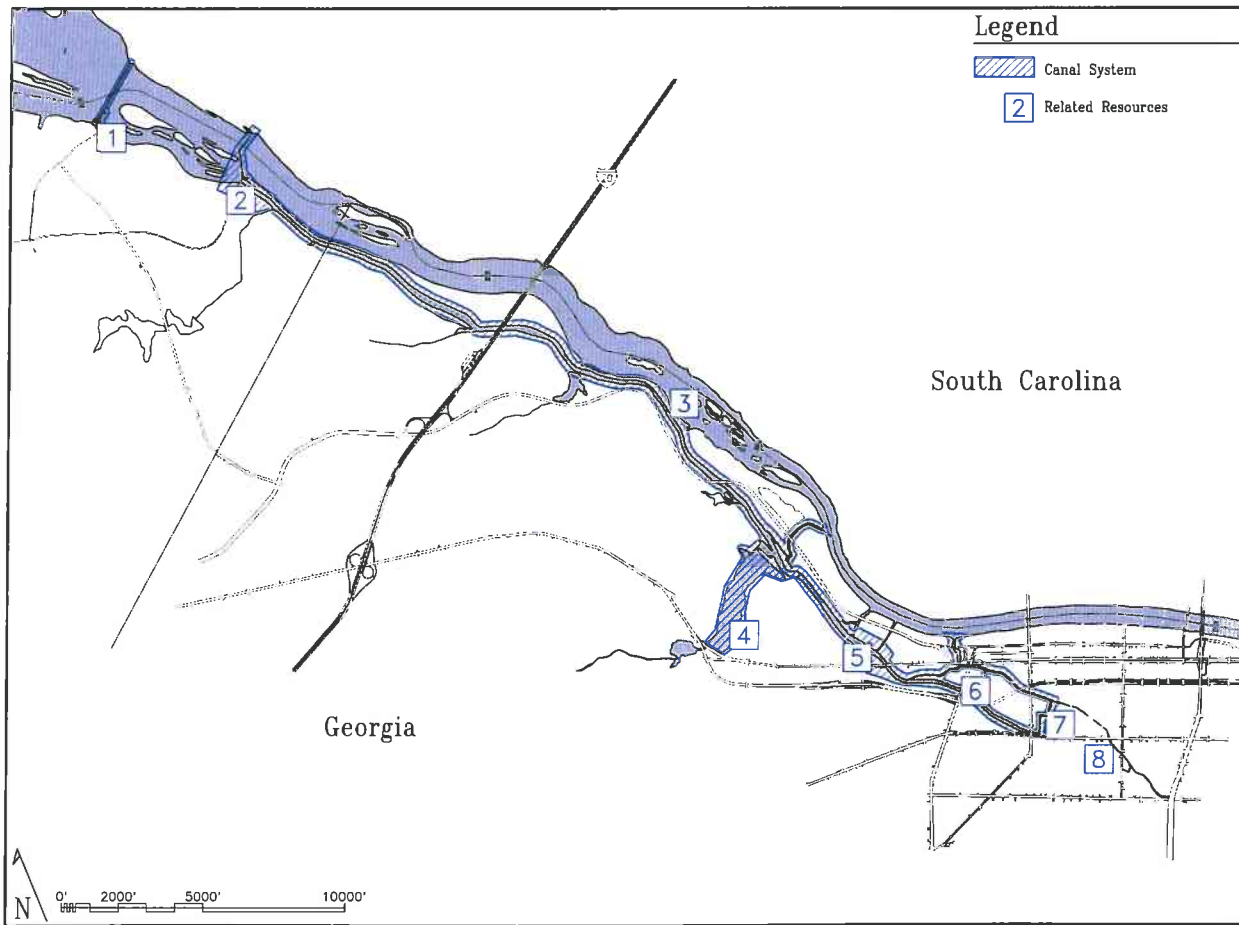


Figure 29: Preservation Elements of the Plan

Education and Interpretation

Educational elements of the Plan communicate to visitors and residents the scope, scale, and importance of the natural and man-made resources which comprise the Park. If people understand why resources are important they derive an appreciation of the need to protect them, as well an understanding of their own personal relationship to the stories they communicate. Figure 30 shows the major locations where the Plan recommends exhibits and programs. Major historical interpretation would be centered in three areas, corresponding to the primary themes of the project:

- 1 The “Land” area** — the Headgates Area, along the Fall Line, is the ideal place to communicate the unique attributes of geography which enabled the creation of the Canal, including related sites such as the Steven’s Creek Dam locks and hydroelectric station (1), the Headgates and WPA-era recreational Structures which benefitted from the site (2), and the quarry (3) where the geological fault can be seen and which provided stones for the Casino and other area structures.
- 2 The “Waters” area** — at the Water Works (4), where public water supply and related natural phenomena could be explained.
- 3 “The City” area** — the area between 13th Street and the Sibley/King Area would be the “core” of the downtown historic setting, explaining the role of the Canal in establishing the Lowell of the South, the evolution of the City, and its importance to cotton transport and manufacturing. Key locations would be

interpretation of the Powderworks (5), Working and Living in the Mill era (6,7), a major overview and visitor center at the Enterprise Mill (8), and transportation/cotton at the former Canal basin at 13th Street (9).

Other important educational and interpretive sites include the following:

- **The Augusta Ecology Discovery Center** — which would be a center for exploration and educational activities to explore the interface between man and the natural environment. This facility would be located in the Water Works vicinity, linked to a network of discovery trails and natural area nodes.
- **Georgia Visitors Center/Augusta and Canal Orientation** — which would provide an overview to the Canal and Augusta, with special focus on the historic, recreational, and ecological attractions.
- **Other Interpretive Sites** — these would include other city historic sites related to the Canal such as the Cotton Exchange, Lake Olmstead for “Good Times”, the Laney-Walker churches, and other canal industrial sites.
- **Boat Links along the Canal** — which could allow visitors to experience the resources from on the water, accompanied by explanation of how the Canal evolved and affected Augusta’s development. A Petersburg boat floating “village,” proposed for the Headgates area, would be a major interpretive feature.

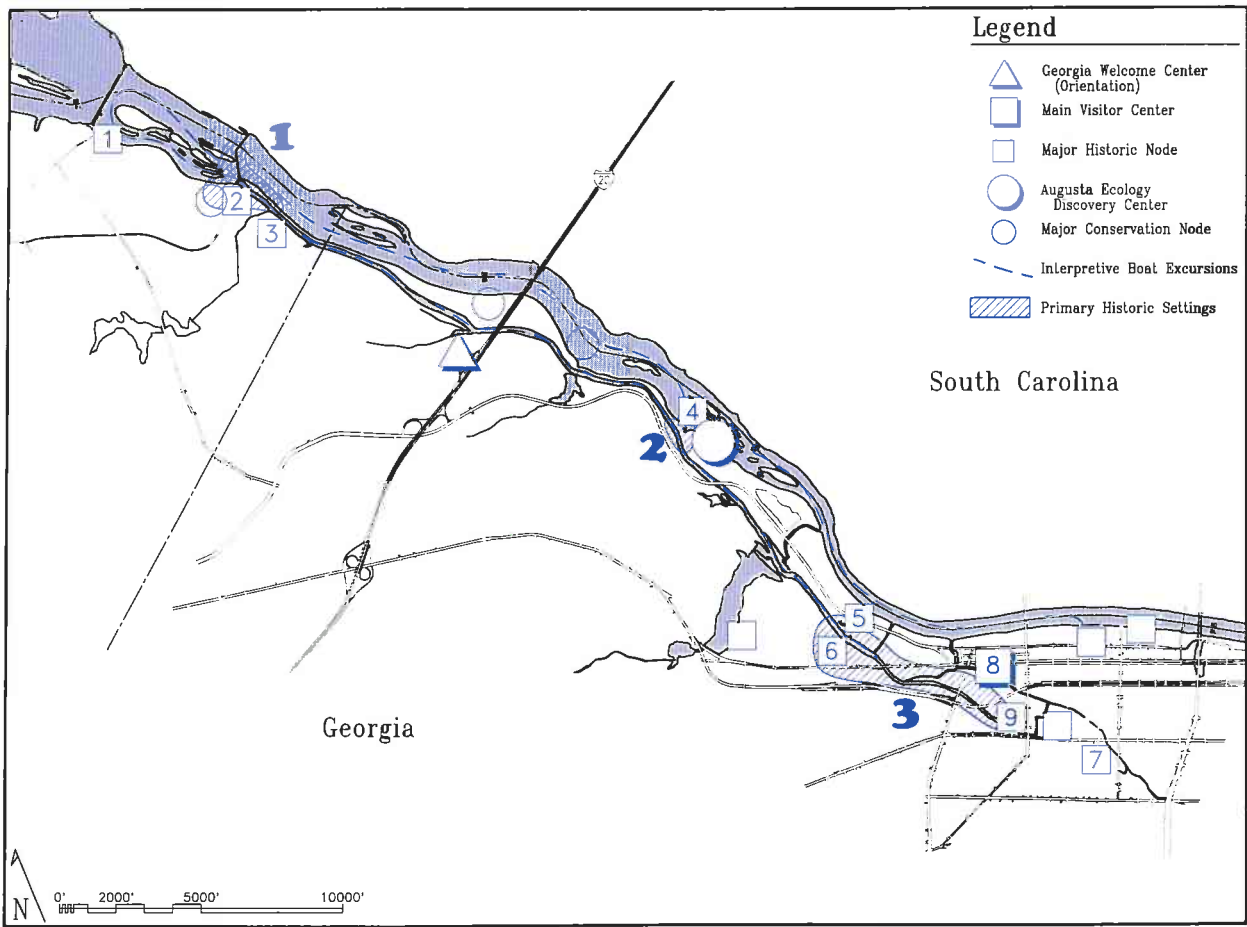


Figure 30: Education and Interpretation Elements of the Plan

Conservation

Major conservation areas are shown in Figure 31 and include the entirety of the island between the Canal and the River, the islands within the River, buffer zones along the south bank of the Canal, a potential cooperative wildlife management area south of the Canal and west of I-20, and riverfront access and conservation areas between the Water Works and downtown's Riverwalk. Additionally, the potential for a conservation zone along the South Carolina Savannah River frontage is indicated and encouraged.

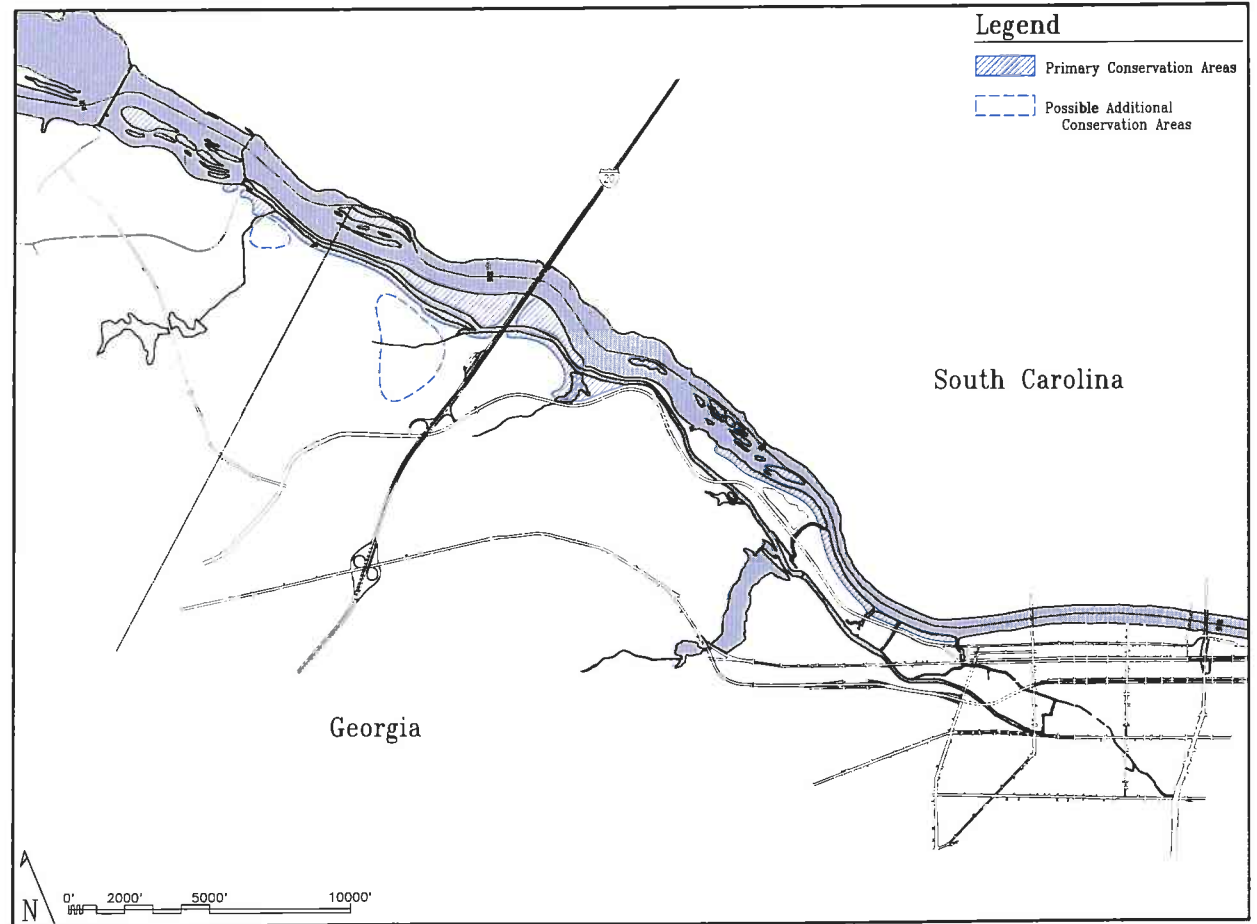


Figure 31: Conservation Elements of the Plan

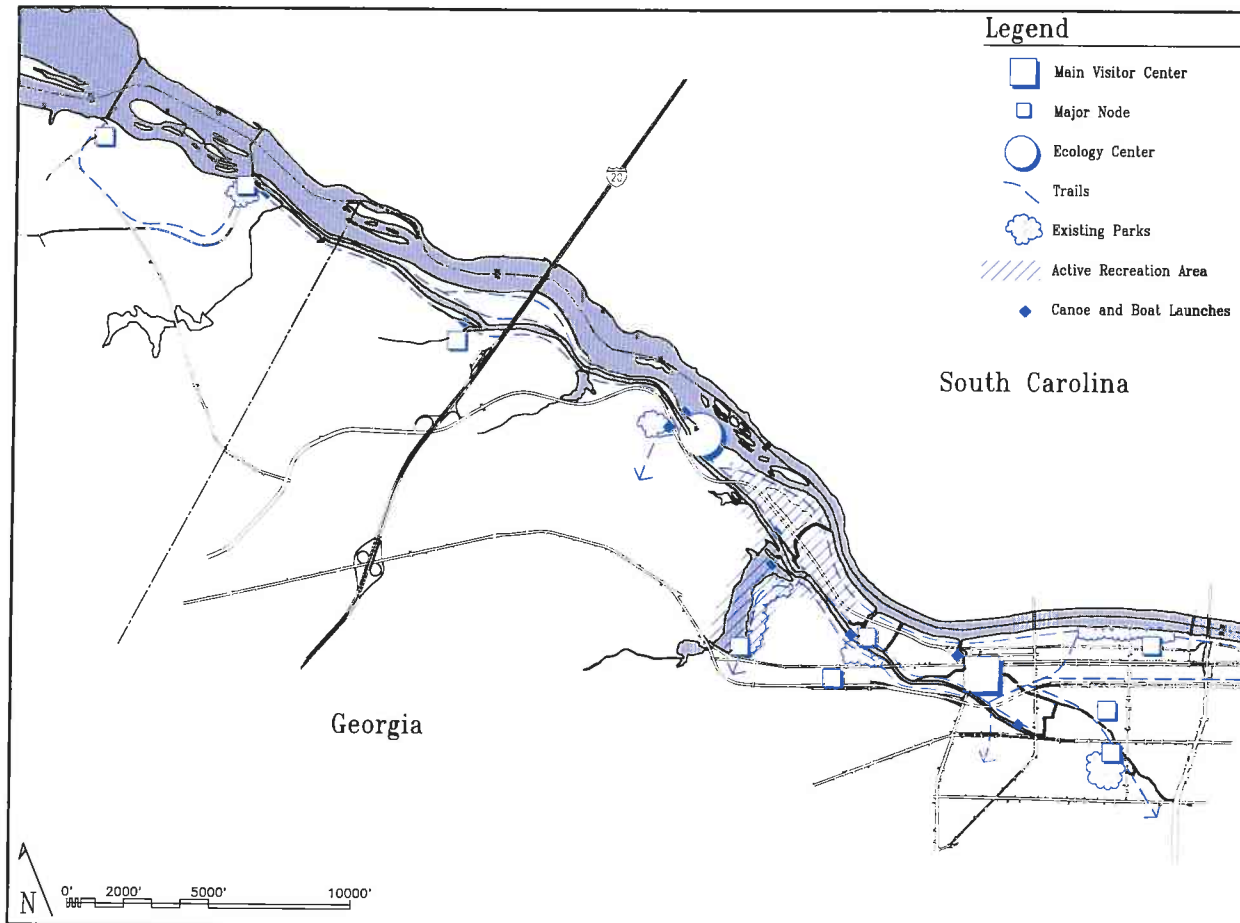


Figure 32: Recreation Elements of the Plan

Recreation

Figure 32 indicates the recreational elements of the Plan. Through trails on either side of the Canal, the project will create a park and greenway network incorporating the Canal, the Savannah Riverfront, Eisenhower Park, Lake View Park, Chafee Park, and Dyess Park, as well as the downtown Riverwalk and key neighborhoods. The trails in the area west of the Water Works might be closely associated with the Augusta Ecology Discovery Center and would include a trail system within a buffer area setback along private properties on the south bank of the Canal from the Savannah Rapids Pavilion to the Water Works.

Between the Water Works and Sibley Mill, the reclaimed riverfront area would have a network of public access between facilities and along the River, potentially interwoven with private and/or public recreational uses. An important recreational element would be continuous pedestrian and bicycle access along the river from the Water Works to Riverwalk, making the entire river frontage accessible for public use.

East of 13th Street, connections would be made to the Laney-Walker neighborhood along the rewatered third level Canal, to downtown and the Riverwalk, and to other downtown historic districts along Greene Street. The pedestrian and bike trails along the Canal and riverfront should be part of a larger regional dam-to-dam system connecting the Stevens Creek Dam upstream with the New Savannah Bluff Lock and Dam downstream.

Economic Development

The Economic Development aspects of the Plan are indicated in Figure 33. Increased tourist visitation is an important aspect of the Plan, which envisions that a typical first time visitor would probably stop at the Georgia Visitors Center (if coming from the north) to get oriented, then continue on to enter the Canal corridor from the Riverwatch Parkway, typically stopping at the primary visitor center at the Enterprise Mill. Some visitors destined for the Augusta Ecology Discovery Center will double back along Broad Street, following the Canal corridor to park near the Water Works.

Major economic development initiatives which are integral to the Plan include: (1) the Enterprise Mill district, which is envisioned for a mix of tourist-related facilities, employment, and residential uses to benefit from proximity to the Canal, the Medical Complex, and the historic resources ; (2) the parts of the Laney-Walker neighborhood which abut the Canal, which would be appropriate for a combination of recreation and housing uses; (3) the West End/Harrisburg area which should benefit from neighborhood reinvestment and improvement; (4) the Sibley and King Mills, which should be preserved while insuring that they retain the ability to operate competitively; (5) the river-front area between Sibley and the Water Works, which would be suited for a significant mix of public and commercial recreation uses; and, (6) the Ecology Discovery Center, which would attract significant tourist and regional visitation which will benefit the region's economy.

Areas adjacent to but outside the proposed Augusta Canal National Heritage Park (ACNHP) boundary should be reinforced by the Plan. Augusta's downtown should benefit by more vital development and uses at its perimeter, linked to larger regional recreation and tourist activities.

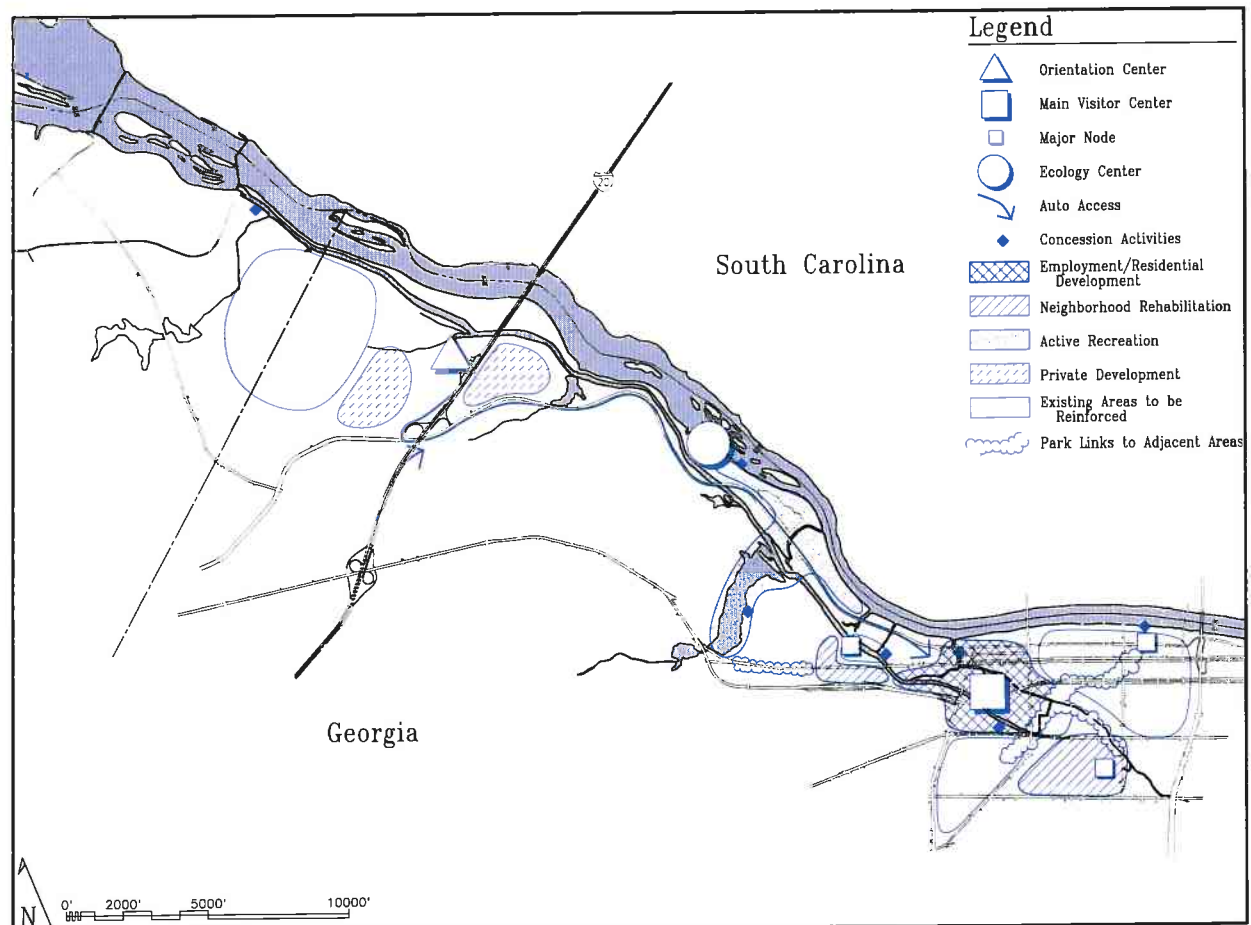
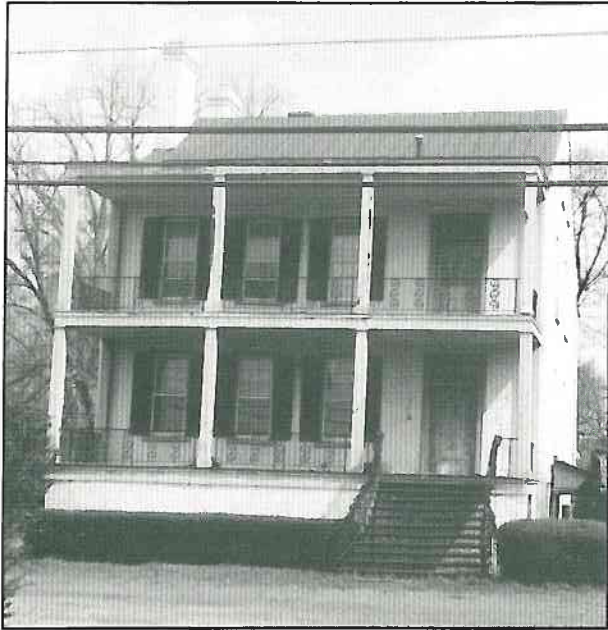


Figure 33: Economic Development Elements of the Plan

The Medical Complex should be enhanced by supportive development to its north, providing a new amenity area suitable for expansion and collateral research uses, well linked to Augusta's downtown. The Fall Line trail should be designed to protect the security and integrity of operations at the Martin Marietta Quarry.

Implementation of the Plan should encourage development in the I-20 vicinity while providing buffer areas and setbacks to protect the Canal's historic setting. A final economic opportunity within the Plan is the potential to include a wide range of concessions along the Canal, including boat and bike rental, fishing supplies, and food services.

Regional Linkages



Above: The historic plantation house on Sand Bar Ferry road greets visitors as they pass over the Savannah River from South Carolina. (JV)

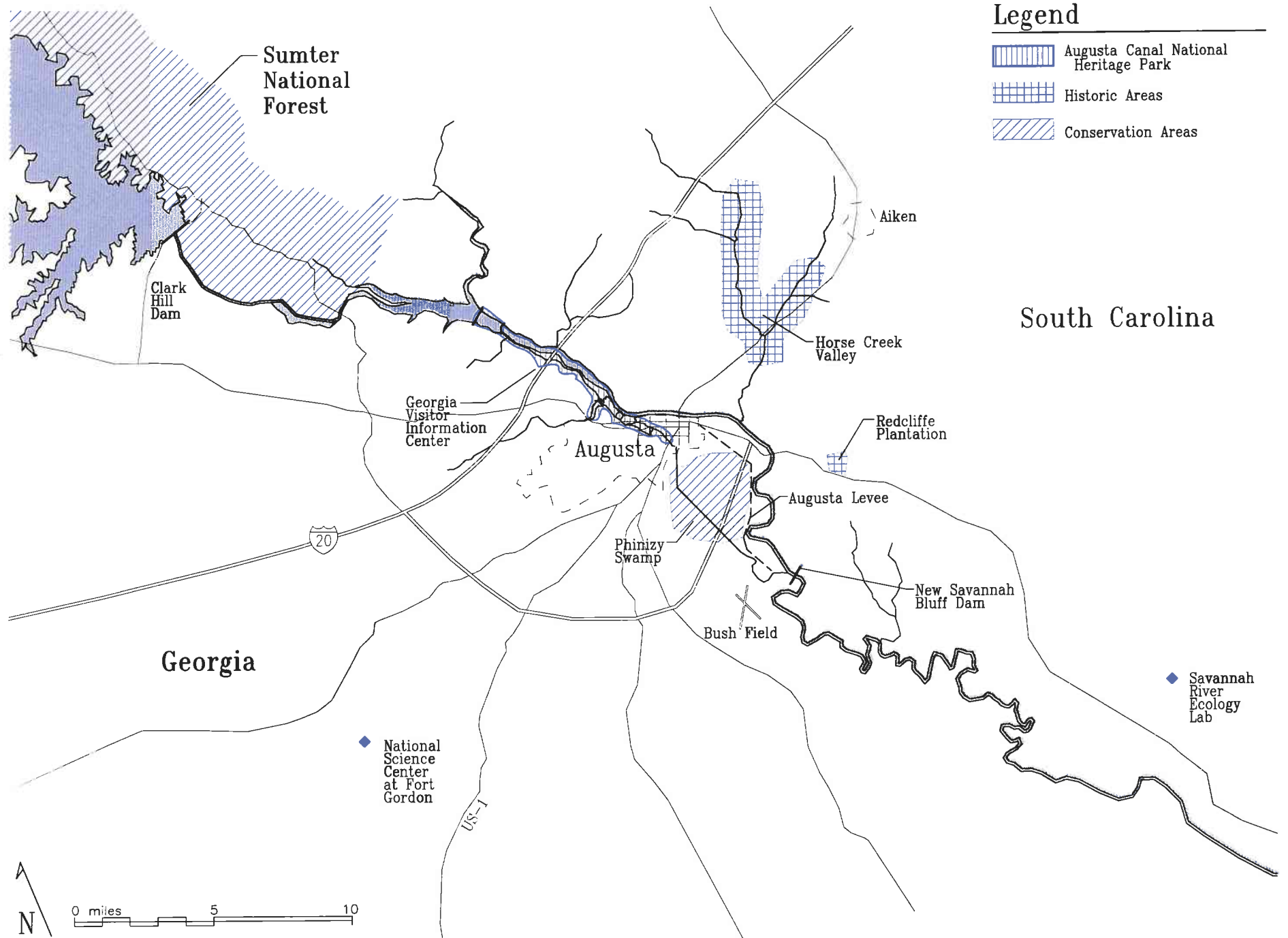
The Augusta Canal National Heritage Park deals primarily with the Canal corridor from the Stevens Creek Dam and backwater along the Canal to the Laney-Walker neighborhood. However, programs should be encouraged to create linkages to other recreational and historical resources and facilities within the region. Key historical and cultural resources which relate strongly to the project's historical themes include the historic Augusta Cotton Exchange Visitors Center, the Goodale plantation site along the levee at Sand Bar Ferry Road and a range of resources in South Carolina. These include textile industry and related settlement along the Horse Creek Valley, including Graniteville, Vaucluse and other settlements, the state-owned Redcliffe Plantation Park, and other resources which reinforce the themes of the project and can be feasibly linked to the Canal. The potential that these resources might be incorporated into the Heritage Park should be explored.

There is also the potential to expand the scope and influence of the natural and recreational aspects of the Plan, by linking to other regional resources. These include:

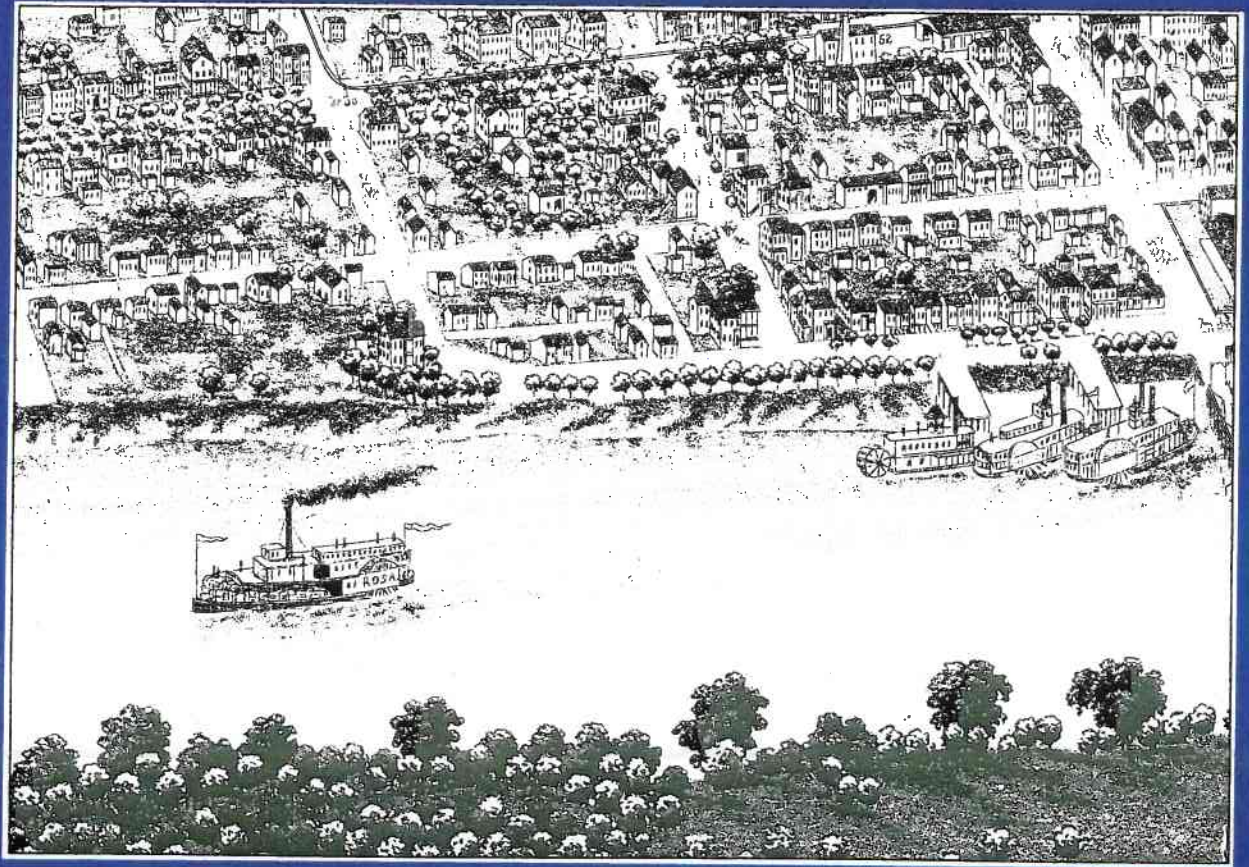
- **protection of the South Carolina banks of the Savannah River**, including the South Carolina Heritage Trust protected Savannah Bluffs tract. Much of this frontage is rapidly being altered by development of residential and other uses;
- **creation of a dam-to-dam bikeway/pedestrian trail** from the Stevens Creek Dam at the west edge of the backwater to the New Savannah Bluff Lock and Dam east of Augusta near the airport.
- **linkage to the Phinzy Swamp**, a major resource for wildlife and birders, including potential activities which might be coordinated with or originate in the Augusta Ecology Discovery Center.
- **linkage to Sumter National Forest**, which has significant recreational potentials, as well as the potential to link with the Lake Thurmond Visitors Center.

These linkages are indicated in Figure 34. Finally, linkages to the regional hospitality industry and tourism should be encouraged, using the opportunity provided by redesign of the I-20 Georgia Visitors Center.

Figure 34: Regional Linkages



Section 5: Implementation



Section 5: Implementation

This Section details implementation recommendations, consistent with the level of detail of the Plan. The recommendations include a system for land and resource management as well as initial suggestions on responsibilities for project financing and operations. These recommendations recognize that the project must be a partnership among different levels of government whose details must be negotiated by the parties subsequent to the publication of this document. Finally, Section 5 indicates the distribution of costs and benefits as well as an initial action agenda for implementation.

This Plan recommends establishment of the **Augusta Canal National Heritage Park** (ACNHP) to be recognized by all relevant units of government as having national, state, and local importance. The boundary of the ACNHP is shown in Figure 2, in Section 1 of this Plan. This special heritage area should be eligible for technical and financial assistance from the Department of the Interior, subject to its federal designation. The Augusta Canal is already recognized as a Regionally Important Resource (RIR) by the State of Georgia, and the boundary defined in this Plan should be adopted for RIR management. The ACNHP should also be adopted as a special overlay district by the City of Augusta, as well as by Richmond and Columbia Counties. Within the boundary of the ACNHP, the Plan recommends a diverse range of actions, designed to accomplish the following mission:

- **Preservation** — of the historic resources which comprise the Augusta Canal and its related urban settings;
- **Conservation** — of the natural setting of the Canal and river frontage, protecting the Canal and River environment and establishing appropriate buffer zones as well as land uses for important resource areas;
- **Education and interpretation** — of the history of the Canal, communicating the values of its environmental setting to visitors, residents, and users as well as developing educational programs, activities, and supporting facilities which use these resources for maximum public benefit;

- **Recreation** — through creation and enhancement of parklands, greenways, transportation linkages, and other facilities serving the public.
- **Economic development** — including increased tourist activities, adaptive reuse of historic structures, and related real estate development.

Achievement of this multi-purpose mission will require a public-private partnership: the public side of this partnership will involve city, county, state, and federal governments, while the private aspects of the partnership will involve existing property owners, prospective developers, and private contributions from individuals, corporations, and foundations. Many aspects of this partnership have been started during the planning process with the cooperative involvement of the National Park Service, key state and local agencies, abutting owners, and other entities.

The Plan recommends that the leadership for the project continue to be provided by the Augusta Canal Authority, a state-enabled body whose five members are appointed by the Mayor and City Council of Augusta. As the implementation process progresses, the Authority, dependent on the ultimate scope of the project and the degree of involvement of other parties, may require amendment and/or expansion to its enabling legislation as well as a mechanism to insure broader representation from Federal, State, and County entities than is now possible with the Augusta Canal Authority, as presently constituted.

Land and Resource Management

The proposed ACNHP boundary (refer to Figure 2, in Section 1) encompasses all levels of the Augusta Canal and the lands in between these levels, key natural and man-made resources related to the Canal, and selected related properties which should be developed in close coordination with the Canal. Typically, the southern boundary has been delineated to incorporate lands which are 200' from the southerly edges of the Canal system or the edges of the major associated water bodies of Lake Olmstead and Warren Lake. The northern boundary also typically extends 200' from northerly edges of the Canal system, although west of Hawk's Gully the boundary extends to the Georgia State line, including the Savannah riverfront and shoals and the entire dam and backwater.

The following general principles regarding use and development within the designated boundary are recommended:

- o any public construction or alteration of buildings or site improvements within the designated boundary should be subject to review and comment by the Augusta Canal Authority (ACA), who should advise on its compatibility with the identified natural and man-made resources.
- o private actions within the boundary, including new construction, modifications to existing buildings, and site work, should be subject to review and comment by the ACA to insure that these actions are not detrimental to the Plan or the identified resources. The process and criteria for this review should be similar in concept to those used by the city in its Riverfront Planned Development Zone, modified as appropriate to reflect the historic and natural values of the Canal setting.
- o along the length of the Canal or associated water bodies, it is recommended that a natural buffer zone be established at the water's edge. Buildings would, typically, not be allowed within this zone. The width of the buffer zone

varies, depending on the historic and natural values of the particular locale, as shown in Table 1. The intent of this setback along the Canal is to avoid inappropriate encroachments and to enable continuous pedestrian access along the Canal edges. Access to pedestrian ways alongside the Canal by adjoining private uses should be permitted, subject to review and approval by the Augusta Canal Authority. Exceptions to the defined setbacks may be made for docks and other structures which serve water dependent uses which are either integral to the operations of the overall Plan or approved by the Augusta Canal Authority.

- o private boat utilization along the Canal should be limited to non-motorized craft, excepting public maintenance activities and boats which are providing authorized excursion services integral to visitor use of the Heritage Park.
- o selected areas along the Canal have been designated for little or no vehicular traffic. In these areas, exceptions would be made to accommodate approved vehicles providing service to disabled visitors. In general, facilities within the Plan should be designed to enable handicapped access throughout the area.
- o property and/or easement acquisition, where required to implement the Plan, should be accomplished either through donation or on a willing buyer/willing seller basis.

Within the delineated boundary, ten management areas are recommended (see Figure 35), to facilitate preservation, interpretation, conservation, and development.

Figure 35: Management Areas

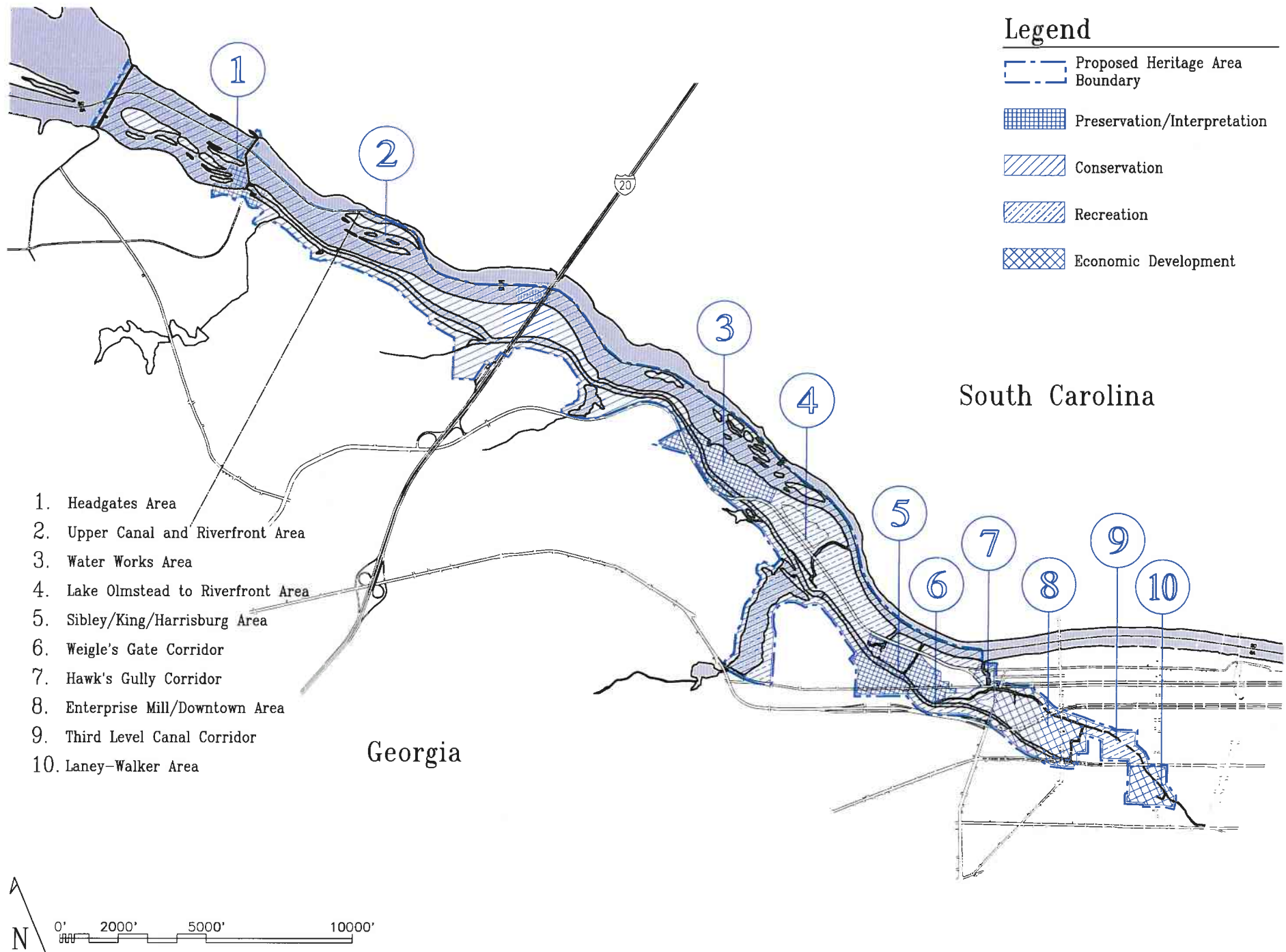


Table 1: Management Area Characteristics

Area	Primary Purposes	Buffer Area¹ Setback
Area 1: Headgates	Preservation Interpretation Recreation	No private buildings permitted ²
Area 2: Canal and Riverfront	Conservation	100'
Area 3: Water Works	Preservation Interpretation Recreation	50'
Area 4: Lake Olmstead to Riverfront	Recreation Preservation	50' ³
Area 5: Sibley/King/Harrisburg Area	Preservation Interpretation Economic Development	50'
Area 6: Weigle's Gate Corridor	Recreation Preservation	50'
Area 7: Hawk's Gully Corridor	Preservation Recreation Economic Development	20'
Area 8: Enterprise Mill/Downtown	Economic Development Preservation Interpretation Recreation	20'
Area 9: Third Level Canal Corridor	Recreation	20'
Area 10: Laney-Walker Neighborhood	Economic Development Recreation Preservation	20'

Note 1: Proposed mandatory setback distance for new buildings from top of Canal bank or edge of major water bodies (Lake Olmstead and Lake Warren)

Note 2: Boundary of ACNHP along backwater between Headgates and Stevens Creek Dam would follow shoreline, as shoreline use is not encouraged and this area envisioned for limited public use

Note 3: Setback does not apply for water dependent structures such as docks or boathouses associated with existing residential structures along west shore of Lake Olmstead

Area 1: Headgates Preservation, Recreation, and Interpretive Use Area

This area would comprise the headgates, locks and dam, historic recreation structures, and surrounding historic and natural setting. The backwater between the headgates and the Stevens Creek Dam would be part of this area and would be designated a limited use zone. Stallings Island, a National Historic Landmark located above the headgates, would be part of this limited use zone to protect its sensitive archaeological resources. The object of management activities in the remainder of this area will be to preserve historic resources and settings, to interpret these for the benefit of visitors, and to accommodate a range of public visitor recreation uses which will be consistent with the historic character of the area. Examples of appropriate activities would include fishing, hiking, biking, passive recreation, non-motorized boating, and use of historic recreation structures, as well as facilities to support such activities, so long as such uses and facilities do not detract from the character and integrity of the historic setting. Within this area, no private development would be appropriate, although concession activities may be authorized.

Area 2: Canal and Riverfront Conservation and Natural Resource Management Area

This area is between Area 1 and the Water Works (Area 3), extending to the boundary between Georgia and South Carolina, including the shoals and islands in the River. This area would be intended principally for natural resource protection and conservation and related public uses. To the north of the Canal, private development would not be permitted. Between the Canal and the River, existing vegetation should, in general, be left undisturbed, excepting changes required for installation of trails and other related public facilities, removal of invasive exotic species such as Chinese Privet, and reintroduction of native plant species. Within this area, acceptable activities would include facilities for nature observation (such as trails, walkways, observation areas, and related support facilities and services) and temporary uses requiring prior approval. On public properties within this zone, vehicular traffic would be limited to municipal service and security vehicles. Boat landings would be permitted at the westerly end of the Area, to be coordinated with overall boating services.

On the southerly edges of the Canal and around the periphery of Warren Lake, it is recommended that a 100' protective natural buffer area be established, through land donation, acquisition, or easements. Within this buffer area no new private development would be permitted and a natural character should be maintained. Any modifications to existing vegetation and topography, including changes required to construct the Fall Line Trail, are recommended to be subject to approval of the ACA to insure conformance with this Master Plan. Within this buffer area, modifications to the existing Martin Marietta quarry operation would be acceptable which do not increase the visual or acoustical impact on the Canal beyond present levels.

On the north side of the Canal, temporary uses such as camping would be allowable by permit. Any improvements to the northerly side of the Canal proposed in conjunction with the Ecology Discovery Center would be subject to review and approval by the Augusta Canal Authority.

Area 3: Water Works Visitor Interpretive and Visitor Use Area

This area would be primarily intended for interpretation and supporting recreation uses, while insuring preservation and rehabilitation of historic structures and settings. Continued use of this Area for existing and potentially expanded City of Augusta Water Works operations should be anticipated, as well as to support public activities, including visitor interpretive services and the main facilities for the Augusta Ecology Discovery Center. The area would accommodate necessary structures, parking, and site improvements to support these uses, "through" pedestrian and bicycle trails along the Canal and River corridor, and boat landings. No new building construction, excepting trails, related support facilities, and City Water Works structures, would be permitted within 50' of either side of the Canal. Any proposals for public or private use within the boundary of Area 3 would be subject to review and comment by the Augusta Canal Authority for compatibility with the historic and natural resources of the Area.

Area 4: Lake Olmstead to Riverfront Recreation Area

This area would be intended for a wide range of active and passive recreation activities, while insuring preservation of the historic Canal corridor and related artifacts and settings. Recreation uses should complement existing activities which occur along the shores of Lake Olmstead, respect the natural and historic qualities along the Canal edge and the Rae's Creek outfall, and encourage development of a potentially wide range of publicly accessible outdoor activities in between the Canal and the River. A kayak run should be developed along the Long spillway, introducing another water sport to complement competitive rowing and motorized boat use which is already occurring in Lake Olmstead.

The long term development goal along the riverfront should be to reclaim previously altered lands (the former dump and borrow pits) into productive, predominantly outdoor uses, while maintaining required aggregate total wetland areas. Public pedestrian access and compatible landscape treatments should be developed to define natural park settings to a depth of 200' along the Savannah Riverfront and both banks of Rae's Creek. Landscape improvements which protect the setting, enhance pedestrian access, and buffer man-made intrusions may also be made along the frontage of the Canal.

Along the Canal and waterways, boat landings may be developed. Roadways and parking to support recreational activities are anticipated, although these elements should be designed to respect the character of the natural setting and to minimize impact on historic qualities of the Canal. The towpath should remained unpaved and roadways should be designed to minimize vehicular traffic adjacent to the Canal.

The Plan indicates reservation of parcels for future, predominantly outdoor development, whose specific sponsorship and management are not known at this time. Any such development should be subject to review and approval by the Augusta Canal Authority to insure that its compatibility and character are consistent with the overall ACNHP Plan.

Area 5: Sibley/King/Harrisburg Neighborhood Preservation and Visitor Interpretive Use Area

This area will be a principal site for interpretation for visitors to the Canal, although integral to the Master Plan will be neighborhood preservation and economic development efforts to stabilize and enhance the setting. The economic development efforts should include the reuse of historic structures and preservation and restoration of missing elements at historic mill properties, while supporting ongoing economic viability of current industrial operations. Within this area, the canal frontage would be used for recreation and interpretive uses, including trails, parks, landscaping, and related interpretive exhibits and venues.

In this Area, as well as in other Areas of the ACNHP to the east, priority should be given to removal of overhead power transmission lines which detract from the historic setting; either through relocation to another, more appropriate, location or through placement underground.

Neighborhood reinvestment programs should be developed, in cooperation with the City of Augusta, to insure that historic residential and commercial structures and their associated settings are rehabilitated, retaining and reinforcing character defining features and in accordance with the Secretary of the Interior's Standards. Incentives will be necessary to support selected preservation activities as well as adaptive reuse and rehabilitation; these should be solicited from a variety of sources, including potential preservation grants related to the National Heritage Park designation.

Within this Area, no new occupied structures should be permitted within 50' of the Canal boundaries, and new construction or substantial rehabilitation of any private structures within the ACNHP boundary should be subject to review and comment by the Augusta Canal Authority. Actions within the local historic district of Harrisburg/West End should be subject to current review procedures.

Area 6: Weigle's Gate Corridor

This link of the Canal corridor will be used principally for recreation use, consisting of the first level Canal between the foregoing Area 5 and the Enterprise Mill district (Area 8). Preservation of the historic qualities of the Canal are also an important priority, particularly the open quality of the towpath. Priorities of the Plan in this area should be to remove visually intrusive overhead power transmission lines, to achieve appropriate landscaping and associated improvements along the Canal banks, to avoid development and/or use which detract from the historic Canal corridor, and to encourage appropriate long term development of adjacent property which takes advantage of the amenity which the Canal offers.

In this Area, no new occupied structures should be permitted within 50' of the Canal boundaries, and new construction or substantial rehabilitation of any private structures within the ACNHP boundary should be subject to review and comment by the Augusta Canal Authority.

Area 7: Hawk's Gully Corridor

This area is an important part of the Canal system, as it is the outfall into the Savannah River from the first and third level Canals. Preservation is the principal priority, to maintain the integrity of the Canal system's operations and preserve bridges, control structures, and the Canal corridor in this area. There are significant potentials for expanded recreation use and economic development along and adjacent to this corridor which should be a priority in implementing the Plan and enhancing its positive effects on the City of Augusta. Many of these potentials might be realized, if transportation facility development along the 15th Street corridor can be achieved which creates new waterfront parcels and increased access for people and boats along these segments of the Canal system. In this area, marinas for power craft may be appropriate, although access should be limited to the area north of Broad Street.

Improved recreational use of the existing Canal corridor should be an integral part of the public works programmed as part of the ACNHP, but special efforts should be pursued to solicit transportation improvements with state support which will enhance the potentials of adjacent lands, while serving transportation needs at appropriate levels of service. Additionally, elements of the overall long term concept Plan could be facilitated, if state and federal transportation mitigation and enhancement monies are made available here.

Area 8: Enterprise Mill/ Downtown Visitor Interpretive Use and Development Area

This area, involving perhaps the most complex set of resources and opportunities within the entire proposed ACNHP, has multiple and overlapping objectives: preservation of the Canal corridor and setting, along both first, second, and third level segments; preservation of key historic structures, including the Enterprise and Sutherland Mills and Meadow Garden property; interpretation of the overall Heritage Park at the main visitor center, with associated site and visitor service improvements; landscaping of greenway elements as well as linking trails and related landscaping to serve recreation purposes; and economic development through both infrastructure improvements and a coordinated development program.

Economic development in this area has the potential to achieve the largest impact and positive change within the City of Augusta. The designation of a special economic development focus area is intended to target efforts of the City and others to accomplish urban revitalization which can serve multiple purposes: create amenities along existing and new canals; attract residential and employment generating uses to vacant sites; adaptively reuse vacant and underutilized historic structures; and attract new construction.

A major priority in this area would be the adaptive reuse of the Enterprise and Sutherland Mills:

- o **The Enterprise Mill** should include a major Visitor Center for the Heritage Park as well as private uses. A range of building reuses should be explored for the Enterprise Mill as this Area moves into implementation, including office and medical related research and development uses. An important opportunity may include facilities to support the proposed Southeastern Technology Center, for which funding is being sought from the U.S.

Department of Energy by an Augusta consortium.

- o **The Sutherland Mill**, if vacated through relocation of current industrial activities, would be an ideal shape and location for housing reuse, benefitting from proximity to the Canal and the Medical Complex.

Public assistance with building envelope preservation, infrastructure development, and improved amenities is likely to be necessary to enable the attraction of private investment at both locations.

The overall program in this Area should include access and parking improvements, including new street connections to Reynolds, Broad, and Jones, as well as potential mitigation and enhancement to the elevated Calhoun Expressway. These improvements should be coordinated with the overall transportation system in the area, through the proposed 15th Street transportation study.

The economic development program in this vicinity will be coordinated principally by the City of Augusta, with supportive funding, as described above, from a variety of sources. A wide range of uses would be acceptable within this area, including commercial, office, housing, and public institutions and activities. No new buildings would be permitted within 20' of the Canal, and any new private development or substantial modification to existing private property within this entire Area would be subject to review and comment by the Augusta Canal Authority for its compatibility with historic resources and overall visual appropriateness.

Area 9: Third Level Canal Development and Recreation Corridor

The use of this Area would be predominantly recreation, as the Canal will principally serve as a greenway linkage between Area 8, described above, and the Laney-Walker neighborhood. To the degree that the Corridor is extended east of Laney-Walker towards the Phinizy Swamp, this link will become particularly important for its greenway continuity. In this Area, the urban setting of the Canal has been substantially changed, as many historic structures have been removed, leaving the Canal bracketed by vacant property in much of this Area. Accordingly, it is proposed to alter the Canal between 12th and 8th Streets by rewatering it and modifying its physical configuration to create larger bodies of moving water which can serve as amenities for nearby neighborhoods and a backdrop for more intensive and appropriate uses of this underutilized area. In this portion of the ACNHP, it is proposed that no new building construction be permitted within 20' of the top of the Canal bank and that any private construction or substantial modification to existing structures within the ACNHP boundary would be subject to review and comment by the Augusta Canal Authority.

Area 10: Laney-Walker Neighborhood Preservation and Development Area

Within this area, the primary purposes of the Plan are economic development, recreation, and preservation. Laney-Walker is a strong neighborhood with active community participation, characterized by important clusters of traditional housing, historic churches, neighborhood institutions, and the remains of canal-related industry. The Plan recognizes the importance of preservation of these resources, as well as the potential for neighborhood infill at many pockets of underutilized and vacant property, particularly to the northerly edges of the area and its junction with the third level Canal.

Aggressive City leadership will be essential to accomplish reinvestment for both housing rehabilitation and new infill construction, although preservation assistance in the form of loans or grants may be important to insure "gap" financing for dealing with existing properties. Improvements and modifications to the Canal system itself may be enabled by recreation funding, potentially through Department of the Interior assistance and/or transportation "enhancement" monies through Georgia DOT.

Within this area, no new building construction would be permitted within 20' of the Canal and any new construction or substantial modification to existing structures within the ACNHP would be subject to review and comment by the Augusta Canal Authority.

Developing an Implementation Capacity

The Plan for the Augusta Canal and the ACNHP is a complex undertaking which requires a series of steps to commit the key cooperators to an appropriate relationship which can effectively complete the project. Three general stages are envisioned for building a capacity to implement the project, described below.

Stage 1: Building the Partnership to Enable the Plan

This stage deals with transitional and predevelopment activities to authorize participation in the ACNHP project for each cooperator. This would require:

- o **Plan Approval** — including acceptance by the Augusta Canal Authority, adoption by the City of Augusta, and endorsement by Columbia and Richmond Counties. The Augusta Canal has already been given designated as a Regional Important Resource (RIR) and supported as a heritage area by the Governor; these should be made specific to this Plan and the proposed ACNHP. Through the local Congressional delegation and in coordination with ongoing National Heritage Area legislative efforts, authorization of the project and ACNHP by Congress and Department of the Interior should be secured. Pending ACNHP approval, local entities should agree on interim management procedures within the proposed boundary. One possibility might include an interim overlay district and transfer of review responsibilities defined in portions of the Planned Riverfront Protection Zone which overlap with the ACNHP boundary to the Augusta Canal Authority.
- o **Funding and Implementation Commitments** — Concurrent with the foregoing actions, commitments of institutional support from all levels of government should be negotiated, to solidify and define the partnership among the cooperators. Specific local commitments to zoning changes which recognize ACNHP and capital budget support should be made, as well as coordination with other sources of public funding from state and federal sources. Public and private fund-raising should be initiated for the Augusta Ecology Discovery Center.
- o **Early Implementation Actions** — As long term implementation procedures are being established, efforts at a local level, supplemented by ad hoc sources of external funding as may be available, should be initiated to stabilize the Canal historic resources, including clean-up, and to secure ownership and control of key resources and parcels. Local implementation, to the extent feasible, should be initiated for early action demonstration efforts to fulfill the goals of the plan: preservation, interpretation, recreation, conservation, and economic development. Predesign for major public improvements should be initiated, as well as identification of concession opportunities and encouragement of private sector participation.

Stage 2: Developing the Heritage Park Infrastructure

This stage, having achieved the initial framework for the Plan, must put a full range of capabilities in place to execute the entire Augusta Canal Plan. Major actions which will be required include:

- **Establish required organizational capacity** — Depending on the representation from state and federal levels, and the potential involvement of other levels of government outside the immediate corridor (such as South Carolina resources), there may be a need to solicit the participation of constituencies beyond those represented by the ACA members. One method which should be considered would be to establish, perhaps through Federal and or State mandate, an Advisory Commission to ACA which could be more broadly representative, particularly regarding implementation and cooperative efforts.
- **Improve the Canal and its related open spaces** — The public recreation infrastructure and Canal system improvements should be designed in all zones to restore historic elements, provide public access, create landscaped open spaces at Canal and Riverside, and improve related trails and facilities.
- **Establishment of key visitor facilities and services** — should be scoped, designed, and implemented as funds permit for interpretive venues, related visitor improvements and services, and improvements necessary for expanded non-intrusive boat access along the Canal. This would include not only the visitor

interpretive venues along the historic Canal, but also the institutional development of visitor and educational facilities associated with the Augusta Ecology Discovery Center.

- **Creation of detailed plans and related implementation capacity for major development and preservation venues** — these would include the King/Sibley/Harrisburg Area, the Enterprise Mill/Downtown Area, and the Laney-Walker Area. Part of this effort should be to determine, based on the conditions at the time of development, the magnitude and source of necessary incentives to accomplish each Area Plan.

Stage 3: Completing Each Major Visitor and Development Venue

As the public side of the ACNHP takes shape, the major reinvestment efforts which parallel the visitor venues will also be implemented, including:

- **Enterprise Mill/Downtown Area** — including access and canal improvements, supplemental site assembly, development coordination, and related preservation and development incentives in conjunction with private development. A major priority should be successful adaptive reuse of the Enterprise Mill, which will serve as an anchor for this area.
- **Sibley/King/Harrisburg Area** — including preservation of major mills, restoration of facades and key open spaces, completion of major interpretive facilities as well as their linkage to public parks and private initiatives, and housing and other rehabilitation and new construction.
- **Laney-Walker Area** — including preservation of churches and historic structures, completion of housing rehabilitation and related new construction as well as community facility improvements as part of a coordinated neighborhood improvement plan.
- **Other sites along the first, second, and third level canals** — should be developed as demand permits.
- **Private or public recreation along the Savannah Riverfront** — including the sites reserved for future development between the Water Works and Sibley Mill.

Roles and Responsibilities of Key Actors

The ACNHP will be a long term and high impact effort within its region. With the multiple initiatives and goals of the Plan, a single entity will be needed to insure overall coordination and to keep focus on the the mission. This should be the responsibility of the **Augusta Canal Authority (ACA)** who should be responsible for project and development coordination, quality control, monitoring implementation progress, and environmental management. ACA would have the capacity to serve as a funding conduit for federal and state contributions to the overall ACNHP project, enabling it to provide strong direction in, for example, disbursement of preservation assistance funds. Additionally, ACA should have the ability to solicit proposals for and approve agreements with operators of boating, rentals, and other concessions which utilize public property within the ACNHP boundary.

As part of its environmental management responsibilities, ACA would review and comment upon actions of public and private entities as described above. In order to enable this environmental management role, the ACA should be designated by the Augusta-Richmond County Planning Commission to comment upon proposed developments within those portions of the Riverfront Planned Development Zone which overlap with the ACNHP area. To accomplish this effort, ACA will require reliable and highly creative staff support, including a full-time director highly knowledgeable about preservation, development, and project management, as well as access to support staff.

The **City of Augusta**, as owner of the Canal, has an important role to play. The operating elements of the Canal, including gates, water control structures, and associated riparian rights, should remain in the custody of the City of Augusta. The project crosses many parts of the community and will involve both development and preservation which will be supportive to and reinforce ongoing City efforts. The City should cooperate with the ACA in the key development venues where development coordination will be required. Particularly in the Enterprise Mill/Downtown Area, the City should designate a Special Development Area to insure that development and infrastructure improvements are coordinated and to enable site assemblies to achieve maximum reinvestment potentials. The ACNHP boundary should be incorporated into local zoning and land use review procedures by the **Augusta-Richmond County Planning Commission** and **Columbia County** who should, at the same time, adopt specific policy guidelines which will be utilized in the review of development within the ACNHP boundary.

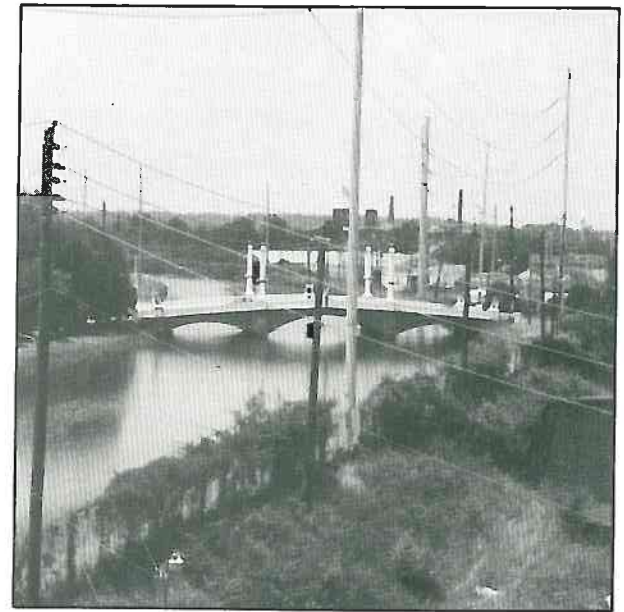
Integral to the establishment of the National Heritage Park would be continued involvement of the **National Park Service** in the implementation of the Plan. This role should include, subject to its authorization: (1) technical assistance; (2) planning, design, construction and operations of interpretive facilities; (3) financial assistance for preservation of the Canal and related buildings and settings, and; (4) financial assistance in the development of open space improvements and landscape/natural resource management throughout the Plan. Other Federal agencies may also have an important role to play in implementing the Plan, including the U.S. Fish and Wildlife Service, the U.S. Army Corps of Engineers, and the U.S. Department of Transportation.

The **State of Georgia** can and should play an important role in development of the overall ACNHP Plan, not only through direct sponsorship, but also through targeted assistance through its ongoing agency programs. Direct sponsorship would ideally be provided through Department of Natural Resources support for development and operations of the park and natural area improvements along the riverfront, from the Headgates to the Sibley Mill area, including assistance with the Augusta Ecology Discovery Center and potential use of Preservation 2000 funding. Participation of the Georgia Department of Education should also be encouraged to enable the broadest possible utilization of the learning potentials of the Canal and the Ecology Discovery Center.

Additional state and local assistance, of equal importance, would include transportation improvements, mitigations, and enhancements which would support the Plan, coordinated site and facility design of the Georgia Welcome Center, and coordinated expansion efforts with the Medical Complex to take advantage of the historic Canal area at its edge. Important supportive actions to the Plan by the state and other entities are shown in Figure 36.

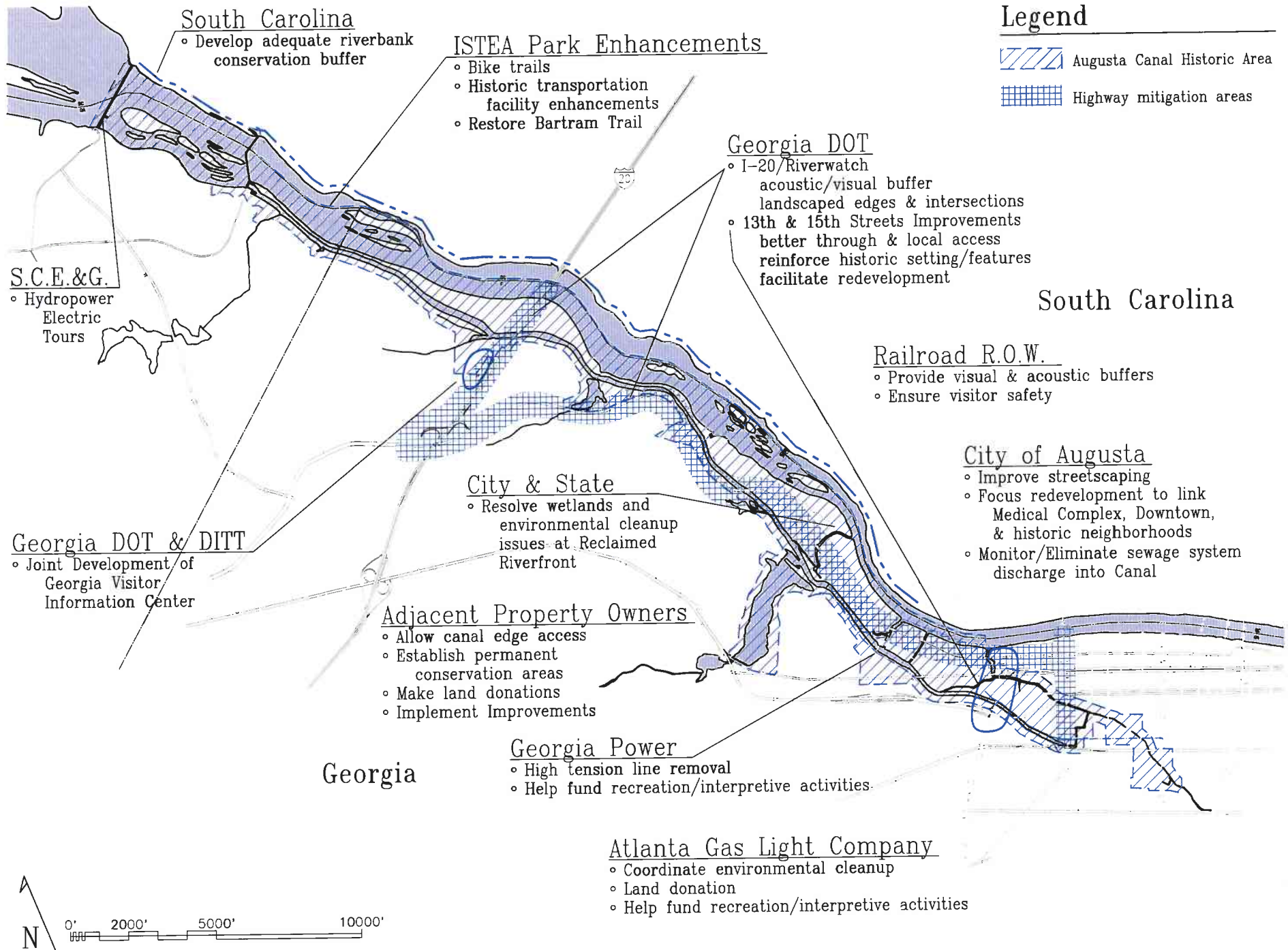
The **private sector** also has a critical role to play in implementing the overall Plan and responding to new investment opportunities which the Plan may facilitate. This role should be diverse and broad-based and includes:

- 1 Investment and revitalization opportunities** — through adaptive reuse of historic structures, new construction on vacant or underutilized sites within the ACNHP, and development of concessions and support service operations which are enabled by increased tourism demand;
- 2 Facilitation of development** — through making underutilized property available in support of the Plan. Examples of such properties include the third level Canal, where banks hold significant parcels, properties owned by the Atlanta Gas Light Company and Georgia Power Company, and lands owned by South Carolina Electric and Gas Company in the vicinity of the Stevens Creek Dam.



Above: Clean up and relocation of power lines would enhance approaches to the historic Archibald Butt Memorial Bridge while increasing the economic redevelopment potential of the banks of the historic canal in the urban area. (PHH)

Figure 36: Related Mitigation and Enhancement Measures





3 Nearby property development — involving new construction and adaptive reuse of properties near the Canal, such as along the Martin Marietta quarry, the Brandenburg property, and the Graniteville holdings. Additionally, private owners can support the Plan through cooperative improvements within intended buffer areas and along the edges of the Canal.

4 Financial or technical support of non-profit institutions — such as the Augusta Ecology Discovery Center, recommended by the Plan and anticipated to create large scale economic spin-offs to the larger area. Additionally, many local institutions should have a cooperative role to play in implementing the Plan, including: Augusta Tomorrow, Inc.; Historic Augusta, Inc., operator of the Ezekiel Harris House; the Daughters of the American Revolution, owner of Meadow Garden; and local churches along the corridor. Paine College and Augusta College could play important roles in accomplishing the educational missions of the Plan, as should County school systems. The Audubon Society, Georgia Wildlife Federation, and other environmental education non-profit constituencies would also have many reasons to become actively involved with this project.

Most of these private development opportunities will be enabled by the public investments in the Plan. Involvement of Georgia Power will also be important to remove and/or relocate high tension lines which impact the historic setting and to assist in interpretation and recreation activities which are near key facilities. Implementation of the Plan should be beneficial to support continued viable operations for existing business in major historic mills such as the King and Sibley complexes.

Lastly, private development in areas contiguous to the ACNHP which take advantage of the improvements in the Canal corridor to improve the competitive attractiveness of its vicinity as a “good address” will also be important beneficiaries of the Plan.

Top Left: *There are a number of enhancement opportunities to mitigate the severe impact of the Riverwatch Parkway on the canal and river environment. (JV)*

Lower Left: *Land donations, purchase write downs and joint development efforts of owners of vacant land would hasten development of critical park nodes. (JV)*

Top Right: *Street tree planting by the City would dramatically improve the appearance of Upper Broad Street and link historic Harrisburg with the downtown. (JV)*

Lower Right: *Along the upper Canal there is significant opportunity for development of trails and wayside exhibits on related uses, such as the quarry. (JV)*

Capital Development

The estimated public and private investment in the recommended Augusta Canal Master Plan is approximately \$186.5 million. These costs will be expended over a significant time period, perhaps 15-20 years and have been subdivided into **Core Public Improvements** and **Additional Public and Private Investments**, shown in Table 2 and Table 3, respectively.

The **Core Public Improvements**, dealing with preservation, public recreation, and education/interpretation represent \$43.3 million, including:

- o **Historic Preservation** — The historic preservation costs include improvements to the Canal and selected buildings and sites, and are estimated at \$13.6 million.
- o **Parks and Recreation** — The parks and recreation costs include trails, boat landing areas, landscaping, and related access roads, and are estimated at \$20.3 million.
- o **Education and Interpretation** — The education and interpretation costs include exhibits, signage, interpretive shelters, visitor centers, wayside exhibits, the City Farm Proposal, and the Petersburg boat landing. The estimated costs are \$9.4 million.

Additional Public and Private Investments represent \$143.2 million, including:

- o **Special Educational Attractions** — these costs include the Petersburg Living History Fleet and the Ecology Discovery Center, and are estimated at \$21.5 million.
- o **Other Related Costs** — these costs include mitigation, community facilities, facade grants, and other miscellaneous costs, and are estimated at \$13.7 million.

Table 2: Summary Costs, Core Public Improvements

	Historic Preservation	Education/ Interpretation	Parks Recreation Open Spaces	Cost Subtotal
Area 1: Headgates	\$957,500	\$257,425	\$376,513	\$1,591,438
Area 2: Conservation	\$187,500	\$59,250	\$2,210,540	\$2,457,290
Area 3: Water Works	\$632,500	\$341,080	\$4,274,103	\$5,247,683
Area 4: Olmstead to Riverfront	\$1,487,500	\$139,219	\$4,356,016	\$5,982,735
Area 5: Sibley/King/Harrisburg	\$1,706,250	\$657,188	\$2,628,081	\$4,991,519
Area 6: Weigle's Gate Corridor	\$137,500	\$0	\$445,454	\$582,954
Area 7: Hawk's Gully Corridor	\$112,500	\$11,625	\$364,088	\$488,213
Area 8: Enterprise Mill/Downtown	\$6,793,750	\$5,633,438	\$4,962,299	\$17,389,487
Area 9: Third Level Corridor	\$1,025,000	\$1,072,031	\$335,957	\$2,432,988
Area 10: Laney-Walker	\$550,000	\$1,204,063	\$378,391	\$2,132,454
Total	\$13,590,000	\$9,375,319	\$20,331,442	\$43,296,761

Table 3: Summary Costs, Additional Public and Private Investments

	Special Educational Attractions	Other Related Costs	Economic Development Components	Cost Subtotal
Area 1:	\$2,548,000	\$93,750	\$62,500	\$2,704,250
Headgates				
Area 2:	\$503,000	\$1,652,440	\$0	\$2,155,440
Conservation				
Area 3:	\$17,495,000	\$1,029,990	\$11,250	\$18,536,240
Water Works				
Area 4:	\$840,000	\$3,215,743	\$5,560,000	\$9,615,743
Olmstead to Riverfront				
Area 5:	\$0	\$3,226,867	\$6,062,500	\$9,289,367
Sibley/King/Harrisburg				
Area 6:	\$0	\$79,169	\$0	\$79,169
Weigle's Gate Corridor				
Area 7:	\$62,500	\$900,000	\$12,011,250	\$12,973,750
Hawk's Gully Corridor				
Area 8:	\$0	\$3,347,864	\$80,062,500	\$83,410,364
Enterprise Mill/Downtown				
Area 9:	\$0	\$0	\$37,500	\$37,500
Third Level Corridor				
Area 10	\$0	\$187,500	\$4,200,000	\$4,387,500
Laney-Walker				
Total	\$21,448,500	\$13,733,323	\$108,007,500	\$143,189,323

Table 4: Summary Costs, Total Plan

	Core Public Improvements	Additional Public/Private Investments	Total Cost
Area 1: Headgates	\$1,591,438	\$2,704,250	\$4,295,688
Area 2: Conservation	\$2,457,290	\$2,155,440	\$4,612,730
Area 3: Water Works	\$5,247,683	\$18,536,240	\$23,783,923
Area 4: Olmstead to Riverfront	\$5,982,735	\$9,615,743	\$15,598,478
Area 5: Sibley/King/Harrisburg	\$4,991,519	\$9,289,367	\$14,280,886
Area 6: Weigle's Gate Corridor	\$582,954	\$79,169	\$662,123
Area 7: Hawk's Gully Corridor	\$488,213	\$12,973,750	\$13,461,963
Area 8: Enterprise Mill/Downtown	\$17,389,487	\$83,410,364	\$100,799,851
Area 9: Third Level Corridor	\$2,432,988	\$37,500	\$2,470,488
Area 10: Laney-Walker	\$2,132,454	\$4,387,500	\$6,519,954
Total	\$43,296,761	\$143,189,323	\$186,486,084

- o **Economic Development** — the economic development costs include private and quasi-public development initiatives that range from housing and commercial development to recreational and tourism projects. These projects represent \$108.0 million in investment which results from the implementation of the Plan.

All costs have been estimated in 1993 dollars, using square foot or area estimates appropriate for this level of master planning study. Table 4 summarizes the overall costs, by Management Area.

Amounts for land acquisition have not been estimated. Ideally, private areas which have been identified for access might be acquired through donation or grant of easements. In the event acquisition is required, the Plan recommends maximum efforts to achieve "willing buyer/willing seller" transactions. Key areas where such negotiations should be pursued as a priority include along the canal side of the Georgia Better Farms parcel, the buffer area along the edge of the Martin Marietta quarry and Brandenburg parcels, and the Lake Warren vicinity. Key non-residential properties between the Ezekiel Harris House and the Canal, around the Enterprise Mill, and along the third level canal as it heads into the Laney-Walker neighborhood should also be similarly investigated. As the overall partnership is finalized, explorations should be continued with the State of Georgia's Preservation 2000 fund to investigate the potential of expanding buffer areas along the natural reaches of the Canal.

Funding Strategy

The proposed approach to finance the Plan relies on a cooperative partnership effort among public agencies at various levels of government and the private sector. The cost distribution which is provided in this report is, necessarily, illustrative; definition of a final approach will require extended negotiations and discussions among the entities who have been identified. Further, the allocations have been made at a generalized level of detail in order to define the overall approach, recognizing that each individual element of the Plan will require specific further study as it is refined.

Table 5 indicates the proposed funding approach which embodies the following general strategy:

- o **National Park Service** involvement (\$28.0 million) has been indicated to include the preservation and interpretive elements of the Plan, including the Petersburg boat open air exhibit and a substantial contribution (\$7.5 million) to the Ecology Discovery Center, dealing with interpretation of the natural resource.
- o **State** involvement (\$15.0 million) has been indicated to include approximately 50% of the park, recreation, and open space elements of the Plan, centering on the upper reaches of the Canal between the Water Works and the Headgates and including \$5.0 million towards the Ecology Discovery Center.
- o State and federal **transportation funding** (\$10.0 million) has been assumed to support the project-wide bike trail, restoration of his-

Table 5: Potential Capital Cost Allocation, by Source \$ (000,000)

	Core Public Improvements	Additional Public/Private Improvements	Total \$	Distribution %
National Park Service	\$20.5	\$7.5	\$28.0	15.0%
State Park Funding	\$10.0	\$5.0	\$15.0	8.0%
State and Federal DOT (Enhancements/Mitigation)	\$5.0	\$5.0	\$10.0	5.4%
Other Potential Public Sources (Categorical Funding)	\$2.8	\$4.4	\$7.2	3.9%
City and County¹	\$5.0	\$5.8	\$10.8	5.8%
Private: Discovery Center	-	\$7.5	\$7.5	4.0%
Private: Development	-	\$108.0	\$108.0	57.9%
Total	\$43.3	\$143.2	\$186.5	100.0%

Note 1: City contribution does not include value of 400-450 acres of riverfront land and the entire Canal right of way.

- o toric canal transportation facilities, and mitigation and/or modification of existing transportation facilities.
- o **City and County** funding (\$10.8 million) has been indicated to support park and recreation improvements and other related costs in the Lake Olmstead area and urban segments of the Canal, not including the value of 4-500 acres of City land.
- o An amount of \$7.2 million has been assigned to **Other Supportive Programs**, assumed to include various types of categorical state, federal, and local funding, the particulars of which can not be estimated with certainty at this time.
- o **Private** funding of \$115.5 million includes an assumed \$7.5 million towards the Ecology Discovery Center to supplement the \$7.5 million from NPS and \$5.0 from the State (indicated above). The remainder of the private funding (\$108 million) represents investments in private development anticipated to be attracted by the Plan.

Benefits and Impacts

The assessment of benefits associated with the implementation of the Augusta Canal Master Plan takes account of the capital costs of the project as well as benefits related to increased tourism and an improved investment climate. Each of these impact categories is discussed below in reference to the costs and benefits of the recommended Plan. The key costs and benefits are summarized in Table 6.

The economic impacts of the Plan will be positive for the entire region. Economic impacts of the Plan include tourism, jobs creation, recreational user benefits, regional spending, tax generation, and related investment. The infrastructure for

preservation, recreation, education and tourism embraces not only preservation and interpretation, but also overall economic development.

The primary beneficial impact of the implementation of the plan will be stimulation of the economy at all levels of commerce in the region. The interpretive infrastructure proposed will stimulate the tourism, retail and service sectors of the region's economy. The infrastructure improvements to the Canal will also generate private development opportunities, particularly in the City of Augusta.

Table 6: Summary of Key Costs and Benefits

1. Costs:	
Core Public Improvements	\$43,296,000
Additional Public and Private Investments	\$143,189,323
Total	\$186,485,323
2. Benefits:	
Annual Tourist Visitors	400,000 to 500,000 per year
Visitor Room nights	100,000 to 150,000 per year
Hotel Room Demand	400 to 600 rooms
Cumulative direct and indirect construction-related employment over duration of build-out	
a. due to Core Public Improvements	1,083 person years
b. due to Additional Public and Private Investments	3,580 person years
Regional Spending over ten year period	\$373 to \$466 million
State and local taxes	\$4,800,000 to \$6,000,000 per year

Experience with other large-scale water-related improvement projects has shown that they support the overall economic development of their regions. This has been true with projects as diverse as the creation of Town Lake in Austin, Texas, to the creation of San Antonio's Paseo del Rio, or Riverwalk. Economic impact evaluations of these as well as other similar projects have shown the significant positive impacts that such projects have had on the overall development of the respective cities.

The major benefits of development of the Plan include:

- o **Recreational User Benefits** — The implementation of the plan will provide the opportunity for increased recreation activities for both residents and visitors. While not quantified in this work, the value of this is undoubtedly important and very large. The project will have direct and easy access by residents of the adjacent neighborhoods and the metropolitan area, who may use the resource daily. It will also be accessible to tourists to the region. While some attractions or parts may have fees, the basic linear park will be open and accessible. Monetary value can be attributed to natural resources used for public recreation and when such evaluations are done, they show a high value assigned to such recreational activity.
- o **Tourism Development** — The Plan will have a significant positive impact on tourism. The plan is expected to attract between 400,000 and 500,000 new and extended stay visitors to the region annually. The Ecology Discovery Center particularly will serve as a primary focus in the region, though the other elements of the park will serve to attract additional visi-

tors to the region and increase the length of stay of visitors. Tourism-related development is contained in many elements of the plan, though the additional community improvement, revitalization, community parks and linkage programs of the plan will also enhance visitation. The development of the Canal will supplement the existing attractions and events such as the Futurity and the Masters, each of which generate positive economic impact in the community. The Masters, for instance, attracts an estimated 220,000 visitors with an estimated total impact of \$93 million. Annual new direct visitor spending of the Augusta Canal project is estimated to be between \$40 and \$50 million, or a total impact of over \$100 million with a multiplier.

- o **Job Creation** — The proposed project would create construction-related employment as well as other types of employment in the area. Direct construction-related costs of the Core Improvements would generate direct employment of 1,083 jobs (man-years), with an average annual employment of 108 jobs over a ten year period. Permanent jobs would be created for park and attractions operations and management and through retail and service jobs that would be developed in the private sector. The Additional Public and Private Investments could support the creation of 3,580 additional jobs, or a total of 4,663 jobs from construction-related work.

- o **Regional Spending** — The construction-related spending for the total Plan will generate additional investment in the regional economy by filtering throughout the economy and creating a “multiplier” effect. This effect is referred to as a “Leverage Ratio.” The leverage ratio would be between 2.0 and 2.5, creating a total regional economic impact of between \$372.8 and \$466.0 million.
- o **Tax Generation** — The project will generate sources of revenue during its development and operating stages. These revenues include property tax, income tax, and sales tax. Revenue from the visitor spending tourism component of the project alone will generate approximately \$4.8 to \$6.0 million in annual state and local revenues. The new private development will also create substantial property tax revenue. In addition, the redevelopment of the Canal should positively impact land and property values in the vicinity of the Canal, as has been the case with similar projects.
- o **Related Investment** — The Plan will have direct and indirect impacts on the region. Most of these impacts will be tied to implementation of the plan through increased retail sales and hotel room occupancy, although opportunities for significant adaptive reuse projects will also occur at such locations as the Enterprise Mill. The project is forecasted to attract 100,000 to 150,000 visitor nights once implemented, enough to support the annual occupancy of 400 to 600 hotel rooms in the area.

In addition, the amenity factors created by the Canal redevelopment should create additional real estate development opportunities and direct a greater share of regional growth to the city section

of the Canal, where new and enhanced development opportunities will occur. Experience in other cities has shown that residential and office uses have clustered around such amenities. Retail uses have also found these locations to be attractive because they support increased pedestrian traffic as well as office and residential uses. The Plan has the potential to create parcels that could support in the range of: 160 to 240 dwelling units; 500,000 to 600,000 square feet of office/medical and R&D development; and 100,000 to 175,000 square feet of retail uses and/or hotels. This private development could, in turn, support up to 3,850 permanent jobs in the City of Augusta.

Beyond these recreation and economic benefits, the Plan will offer other benefits which are less quantifiable but equally significant. The preservation of historic structures and sites will protect non-renewable and unique resources, thereby insuring their enjoyment and appreciation by future generations. The educational elements of the Plan will enable many levels of learning to occur about man-made and natural resources and their interface. “Informal” learning will occur as tourists and visitors to the Heritage Park come to understand the unique values of these resources. “Formal” learning will be enabled by links to local educational institutions at all levels for field studies, curriculum-based educational programs, continuing education, and environmental research.

Action Agenda

The full implementation of the Plan will require many and complex actions of multiple parties. The initial commitments which are recommended to launch this process include the following:

- 1 The Augusta Canal Authority should accept the Plan** and submit it to the co-sponsoring agencies.
- 2 The Plan should be adopted by the City of Augusta and endorsed by Columbia and Richmond Counties**, including recognition of the coordinating role of the Augusta Canal Authority.
- 3 Zoning regulations should be modified** by the appropriate agencies to comply with the recommendations of this Plan.
- 4 Negotiations, supported by the local officials and the state Congressional delegation, should be initiated with the National Park Service** to pass federal legislation defining and authorizing the Augusta Canal National Heritage Park, based upon the scope and boundary indicated in this report.
- 5 The Augusta delegation to the Georgia Legislature should support creation of a State Park** to include the property between the Canal and the Savannah River, to be established in partnership with the City of Augusta, the owner of the land, and the federal government.
- 6 The City of Augusta should develop appraisals of its holdings** within the proposed project to establish the value of its contribution to the proposed partnerships to be established as a consequence of steps (1) through (5), above. The City should also be prepared to devote revenues from hydropower generation on the Canal to support the development of the Plan.
- 7 In parallel with the foregoing steps, detailed management and implementation plans should be developed for each key venue** described by the Plan. Existing agencies at all levels should be encouraged to take early actions to implement portions of the Plan in tandem with negotiations regarding long term management and funding responsibilities.
- 8 Once the partnership for project development and management has been established, the partners should agree upon, and formalize through memoranda of understanding, detailed phasing, capital development, and management responsibilities.** Insofar as possible, this should be consistent with the recommendations of this Plan and should be formulated according to mutually agreed priorities.

- 9. Active, open contacts should be established with adjacent and affected landowners** to develop and foster sustained public/private communication and cooperation which will facilitate implementation of the Plan to everyone's mutual benefit.
- 10. Initial feasibility and detailed planning studies should be undertaken to integrate the recommendations of the Plan** with other, ongoing public actions. Such studies should include, but need not be limited to, the following:

(a) Access alternatives along the 15th Street corridor.

This study is required to insure that adequate service is provided to projected uses, including the Visitor Center proposed at the Enterprise Mill, should explore preservation options for the Butt Memorial Bridge, and should review the larger transportation network in this vicinity, recommending alterations and improvements which may be warranted to serve long range land use development.

(b) Economic and land development plan for the Enterprise Mill vicinity .

This study is required to enable realization of the long range development potential of the Canal Master Plan. The study should investigate reuse potentials for the Enterprise Mill (in relation to the proposed Visitor Center), should develop a coordinated plan for the area between Walton Way and the third level Canal, and should identify appropriate public and private actions to accomplish the Plan.

(c) Housing and neighborhood rehabilitation plan in the Laney-Walker/third level Canal area.

This study will maximize the value of rewatering the third level Canal and insure that such actions provide desired benefits to the adjacent community. The study should define actions required to clean up and rewater the Canal, should include a program and plan for housing and related neighborhood rehabilitation, and should be coordinated with other public and private efforts in the vicinity.

(d) Design of bikeway and trail from the headgates to downtown Augusta.

This study should be advanced, as the trail substantially exists today, required selected links and improvements to provide continuity. The study should include design of the trail, including necessary bridges and structures, connections to adjacent neighborhoods and open spaces, and related clean-up of river and canal frontages, as appropriate. Such a project would probably be eligible for implementation with assistance from Georgia DOT, subject to the availability of funds.

(e) Master Plan for Lake Olmstead.

This effort should be initiated to make the most out of this major City and County resource which links strongly to the Canal and is experiencing increased utilization by boaters and other recreational users. The effort should include open space and building programming, to define necessary facilities and services, assessment of the area's historic patterns of use and development, and improvements to access, open spaces, and buildings in conformance with the Secretary of the Interior's Standards for Historic Preservation.

Credits

This report was prepared for the Augusta Canal Authority by the Joint Venture of CityDesign Collaborative, Inc. and Lane, Frenchman and Associates, Inc.

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Photocredits

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HAER Historic American Engineering Record

HAI Historic Augusta, Inc.

JV The Joint Venture of CityDesign Collaborative and Lane, Frenchman and Associates

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This Plan was prepared in cooperation with the Rivers, Trails, and Conservation Assistance Branch of the National Park Service



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