

**UNITED STATES DISTRICT COURT  
FOR THE SOUTHERN DISTRICT OF GEORGIA  
SAVANNAH DIVISION**

MICHELLE FREENOR, STEVEN  
FREENOR, DAN LEGER, JEAN  
SODERLIND, and GHOST TALK,  
GHOST WALK LLC,

*Plaintiffs,*

v.

MAYOR AND ALDERMEN OF  
THE CITY OF SAVANNAH,

*Defendant.*

Civil Action No. 4:14-cv-00247-WTM-GRS

**DECLARATION OF STEVEN FREENOR**

I, STEVEN FREENOR, declare under penalty of perjury that the following is true.

1. I am one of the plaintiffs in the above-captioned case.
2. Together with my wife Michelle Freenor, I own and operate "Savannah Belle Walking Tours," which is a tour business in Savannah, Georgia.
3. I am employed as an adjunct professor of American history at Columbia College in Hinesville, Georgia, and as a teacher at Jenkins High School in Savannah, Georgia. At Jenkins High School, I teach subjects including American government and American history.
4. I have a bachelor's degree in history from Benedictine College and a master's degree in United States history from the University of Cincinnati.
5. Even though I am qualified to teach history at a college level, I am not allowed to lead tours of Savannah because I have not obtained a tour guide license from the City.

6. I have not obtained a tour guide license because I have a philosophical objection to the City's tour guide licensing exam. I have devoted years of my life to the study of history. I do not believe that I should be forced to take a multiple choice exam administered by bureaucrats who lack historical training in order to prove that I am qualified to talk about my area of expertise.

7. I understand that the questions on the exam are based on the City's *Tour Guide Manual*, which was written by a professor at Armstrong University. I consider myself qualified to write a history of Savannah like the one set forth in the *Tour Guide Manual*. I do not believe that I should be required to study and memorize another historian's version of history.

8. Furthermore, I do not believe that anyone should have to take the City's tour guide licensing exam, regardless of their personal qualifications. The government should not be in the business of deciding who is or is not qualified to talk to tourists. Tourists should be free to decide who they want to listen to, without that decision being made for them by the government.

9. Tourists should be free to seek out tour guides with qualifications that the *tourists* think are relevant to the kind of tour they will be taking. The fact that a person has passed the City's 100-question multiple choice test does not show that the person is qualified to talk about anything. If tourists want to learn about history, they should be free to choose to take a tour led by somebody like me—a person with an actual, meaningful qualification like a master's degree in U.S. history. On the other hand, if tour guides want to take a ghost tour, a garden tour, or a movie tour, then tourists should be free to seek out someone with an entirely different qualification or expertise.

10. I also object to the time and cost necessary to take the exam. I do not think that I should have to pay a \$100 fee to take a test to talk about history. I also do not think that I should have to devote the time that would be necessary to memorize the historical trivia that is included

on the exam—information, such as the name of the architect or date of construction for particular buildings, that I consider irrelevant to the study of history. If I were to lead tours, I would do so as a part-time job, and the burdens imposed by the City strike me as excessive for part-time work.

11. I understand that the City put together a small committee to assist with the drafting of the *Tour Guide Manual*. I was not invited to be part of that committee.

12. Were it not for the requirement to take the City's tour guide licensing exam, I would lead tours in Savannah for paying customers. I have a busy teaching schedule, but I have time to lead tours at night, on weekends, or in the summer. I could book tours through the tour business that I run along with my wife.

13. If I was not required to take the City's tour guide licensing exam, I would lead tours at the same time as Michelle, which would allow our business to better accommodate periods of peak consumer demand. Currently, we have to either hire guides to lead tours for our business or turn away potential customers when we are approached by more tourists than Michelle can lead on her own. Our tour business would make more money if I could help lead tours during our busy season.

14. In addition, I would fill in for Michelle on days when Michelle's health problems make it difficult for her to give a tour. Michelle has, on occasion, been forced to cancel tours because I have been unable to fill in when she is unwell. For instance, in May 2012, Michelle was unable to work for two weeks because of her health problems. Were it not for Savannah's tour guide licensing laws, I would have filled in for Michelle for at least some tours during that two-week period. Instead, Michelle was forced to cancel tours that she had already booked.

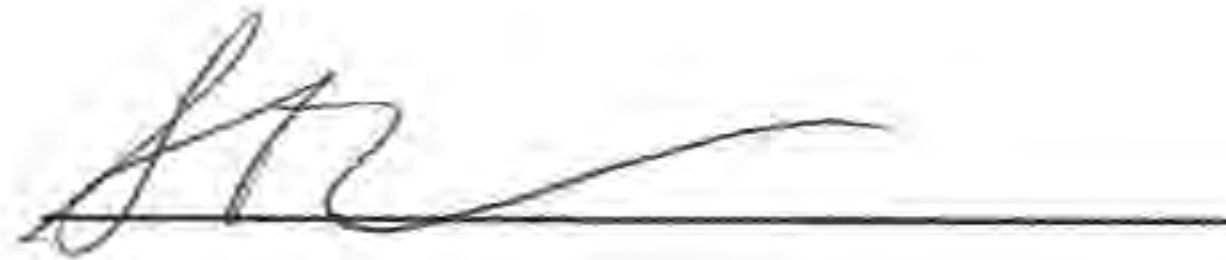
15. There have been several occasions on which I have had to personally go into Savannah's historic district in order to meet tourists booked on scheduled tours and inform them

that Michelle will not be able to lead the tour because of her health problems. If not for the City's licensing law, I would have led those tourists on a tour. But, because I am not licensed, I had to turn them away.

16. The substance of this declaration is my own, and the statements in it are based on my own personal knowledge except where otherwise indicated. I have had the assistance of counsel in preparing this declaration.

17. I declare under penalty of perjury that the foregoing is true and correct.

Executed this 28 day of July, 2015.

A handwritten signature in black ink, appearing to read 'S. Freenor', is written over a solid horizontal line.

Steven Freenor