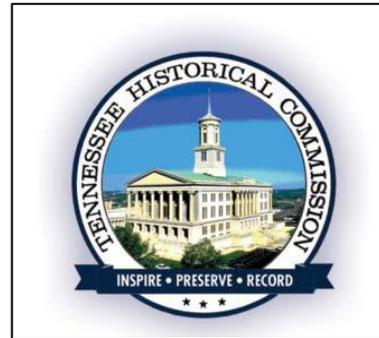


# A FUTURE FOR THE PAST

**A COMPREHENSIVE PLAN  
FOR  
HISTORIC PRESERVATION  
IN TENNESSEE**  
Tennessee Historical  
Commission  
2013-2018



## **TABLE OF CONTENTS**

Part I. Introduction	2
Part II. The Social, Economic, and Legal Environment for Historic Preservation in Tennessee	
A. Social and Economic Trends	3
B. The Legal Environment for Historic Preservation	8
C. The Economic Importance of Historic Preservation	11
D. State Government Programs and Activities	13
E. Tennessee's Preservation Partners	38
Part III. Historic Preservation and Public Opinion	44
Part IV. Goals and Objectives	48
Part V. Implementation	51
Bibliography	52
Appendix A. Survey Results	55
Appendix B. Public Information Flyer	61

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## **PART I. INTRODUCTION**

Tennessee's historic and archaeological resources represent an extraordinary inheritance passed down through generations. Indeed, our state enjoys a rich variety of special places. Once thought of as a nostalgia-based pursuit, historic preservation is today recognized as a fundamental cornerstone of economic development, essential to retaining and strengthening community identity, and key to sustainable environmental practice.

The state agency responsible for promoting and carrying out the stewardship of historic resources across the State of Tennessee, the Tennessee Historical Commission (THC) plays an important role. One of the THC's duties under the National Historic Preservation Act of 1966 (NHPA), as amended, is to develop a comprehensive plan for historic preservation in the state. Periodically, THC undertakes a public planning process to help define the goals of the plan, which needs to be updated or revised as circumstances within the state change over time. This iteration of the plan is intended to guide statewide efforts to protect Tennessee's heritage through 2018.

With the 2012 edition, the THC has undertaken a planning process that seeks to ensure that the major priorities have been assessed by stakeholders and citizens and those accomplishments can be measured. This plan builds upon the previous editions--affirming goals that further historic preservation as a key component of community revitalization, economic development, and as essential to Tennesseans' quality of life. Part IV discusses goals and objectives that will help focus the efforts of the THC and its many partners over the next six years. The ultimate success of the plan is dependent upon a continued and strengthened relationship between the THC and the organizations and individuals who carry out the day to day work of protecting and enhancing the state's diverse historic places. For while the THC can provide leadership and assistance, in many ways the THC is a conduit for facilitating preservation efforts initiated by the public.

This plan reflects editorial input and the contributions of many of the THC staff including Martha Akins, Dan Brown, Joseph Garrison, Louis Jackson, Peggy Nickell, Fred Prouty, Stephen T. Rogers, Richard Tune, and Linda Wynn. This office is enriched by the dedication and support of the entire staff, and by constituents and partners across Tennessee who work to perpetuate the unique places associated with the state's proud heritage.

Claudette Stager

Deputy State Historic Preservation Officer

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State Historic Preservation Officer

## **PART II. THE SOCIAL, ECONOMIC, AND LEGAL ENVIRONMENT FOR HISTORIC PRESERVATION IN TENNESSEE**

### **A. SOCIAL AND ECONOMIC TRENDS**

Tennessee is a state that has significant differences among regions as far as economic and social conditions are concerned. The problems vary from city to city, and solutions for problems such as health care, land use, unemployment, and traffic congestion also vary among different areas of the state. It appears that in all areas of the state there is a lack of public resources to deal with the challenges brought by the significant amount of new growth of the past ten years. An increase in historic preservation related activities could provide positive alternatives to typical sprawl development, increase inner-city revitalization, and stimulate the statewide economy by providing jobs. If Tennessee continues to grow at the current rate, the population is expected to reach 6.5 million by 2020.

There are three important factors that characterize the social, economic, and political environment in Tennessee during the years from 2000-2010. First, is the chronic state of fiscal concerns of the state and most local governments. The decade opened with fiscal stress culminating in a crisis and a government shutdown in 2002. This crisis was resolved by a substantial sales tax increase, significant cuts in the state's program of medical care for the poor and uninsured (TennCare), and by cuts in other programs, including cuts in state revenue aid to local governments. This solution was only temporary and by 2007 the state was again facing serious revenue shortages. As in 2002, these chronic shortages were made worse by a recession that began in 2007, peaked in 2008, continues today, and has turned out to be the worst in recent history, earning the sobriquet "The Great Recession." This crisis has been somewhat ameliorated by federal funds under the American Recovery and Reinvestment Act; however, with the growing concern over the size of the national debt it is unlikely that such aid can be counted on in the future. (*Fiscal Federalism: The Looming Federal Fiscal Crisis and Its Effect on Tennessee*. 2007.) The economic recovery may have begun, but it is expected to be slow and will offer little in the way of relief to the revenue situation. A study prepared in the fall of 2010 reported that the state may not return to pre-recession levels until the 2014 fiscal year. (*Business and Economic Outlook Fall 2010*) For the THC this means that improvements that have a fiscal note are unlikely to be approved by the state legislature in the near future

The Great Recession is the second principal facet of the socio-economic environment in Tennessee and in the entire country. In January 2011, *An Economic Report to the Governor of the State of Tennessee* summarized

Long-term forecasts generally focus on the expected trend performance of the economy rather than the outlook for short-term fluctuations of the business cycle. The reason is that traditional recessions are fairly short in

duration and have modest effects on long-term patterns of performance. The Great Recession, however, has proven to be unique. In this recent recession, a series of short-term events and outcomes, including growing federal debt and a surplus of pre-recession construction, will persist creating long-term consequences for national and state economic performance. Some measures of economic activity (like the unemployment rate) will take years to recover, while others like (such as housing starts) may not fully rebound even by the end of the decade. Nonfarm<sup>1</sup> employment, which is now growing, will not return to pre-recessionary levels until 2014. While the economic outlook to 2020 is largely positive, the national and state economies will undergo a slow and long period of adjustment and transformation in the years ahead.

The report went on further to state that nonfarm employment is expected to grow at 1.3% from 2010 to 2012. New jobs and occupations, with new skill sets, will change the type of employment available. Manufacturing may lose jobs, but professional and business services should grow. The state's unemployment was only 4.0% in 2000, but by December 2010 it was 9.4%, a slight drop from earlier in the year.

In June 2012, Tennessee's seasonally adjusted rate of unemployment was 8.2%. State revenues were up, but unemployment was expected to remain high, although slightly below national levels. Nonfarm employment was up, as was personal income. Manufacturing employment remained low. Taxable sales, a major source of income for a state that has no income tax, has grown but was expected to diminish in 2013. Of the state's major counties, three have lower unemployment rates than the rest of the state: Davidson County has an unemployment rate of 6.7%, Knox County has 6.0%, and Hamilton County has 7.4%. Shelby County's Memphis has an unemployment rate that remains high at 8.8%. (*Tennessee Business and Economic Outlook: The State's Economic Outlook*, Spring 2012) The THC has been fortunate in that the hiring freeze of the last several years has been lifted and since March of 2012 the office is fully staffed for the first time in many years. Overall, for historic preservation, the recession has meant a continuing, although slower, rate of activity in the major metropolitan areas. In the smaller, more rural counties it has meant that when there is a potential for development, it most likely is a rush project using federal funds or licensing, often for industrial roads, to get an employer into the community quickly.

The third most important factor in the social and economic trends for Tennessee is the continued growth in population, mainly a very uneven distribution in the various parts of the state. Growth and population is increasingly concentrated in the state's Metropolitan Statistical Area (MSA) counties, particularly in the counties surrounding the major cities, especially in the Memphis and Nashville MSAs. Within those MSAs the core cities are not growing nearly as fast as the surrounding counties. Memphis, for example has a very miniscule (1%) rate of growth.

Tennessee's population in 2007 was 6,156,719. The 2010 census put the state's population at 6,346,105. From 2000 to 2010 the state had an 11.5% increase in

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<sup>1</sup> According to the US Bureau of Labor Statistics, nonfarm workers are all workers excluding general government, private household, nonprofit, and farm employees.

population, higher than the national average of 9.7%. In 2007, population was concentrated primarily within the state's MSAs or along the interstate corridors connecting the MSAs. Two counties, Shelby and Davidson, accounted for nearly one fourth of the state's total population in 2007. The thirteen Nashville MSA counties, which include two Kentucky counties, accounted for 22% of the total population; the eight Memphis MSA counties, including five outside the state were 19% of the population; the five Knoxville MSA counties made up 10% of population, and the six Chattanooga MSA counties, including three Georgia counties, were 8%. The fifty-one counties located within an MSA accounted for 76% of the total population in 2007; the remaining 57 counties accounted for just 24%.<sup>2</sup> (*Growth Concentration in Tennessee Regions*, September 2008)

The same disparity seen in actual population numbers can be seen in the figures for rates of change and growth in population. The gain in population between 2000 and 2007 was also concentrated. The thirteen Nashville MSA counties accounted for 39% of the state's total growth; the eight Memphis MSA counties accounted for 14%, the five Knoxville MSA counties accounted for 12%, and the six Chattanooga MSA counties 7%. The rest of the population growth over the period was also located either within one of the state's MSAs or along an interstate highway route. Almost all of the counties losing population between 2000 and 2007 were located outside of the state's MSAs, most of them in West Tennessee. (*Growth Concentration in Tennessee Regions*, September 2008)

As growth in population was concentrated in certain areas, so was economic growth as reflected in wages both on an average basis and on a total wage basis. Even though average wage growth is somewhat widely dispersed, Tennessee's MSAs are still capturing the lion's share of total wage growth. The fifty-one MSA counties accounted for the majority of total wage growth from 2000 through 2006. The Nashville MSA led the way with 42%; three of its counties—Davidson, Williamson, and Rutherford—accounted for over 35% of Tennessee's total wage growth. The Memphis MSA accounted for 19% of total wage growth, the Knoxville MSA 16%, the Clarksville MSA 12%, and the Chattanooga MSA 4%. (*Growth Concentration in Tennessee Regions*, September 2008)

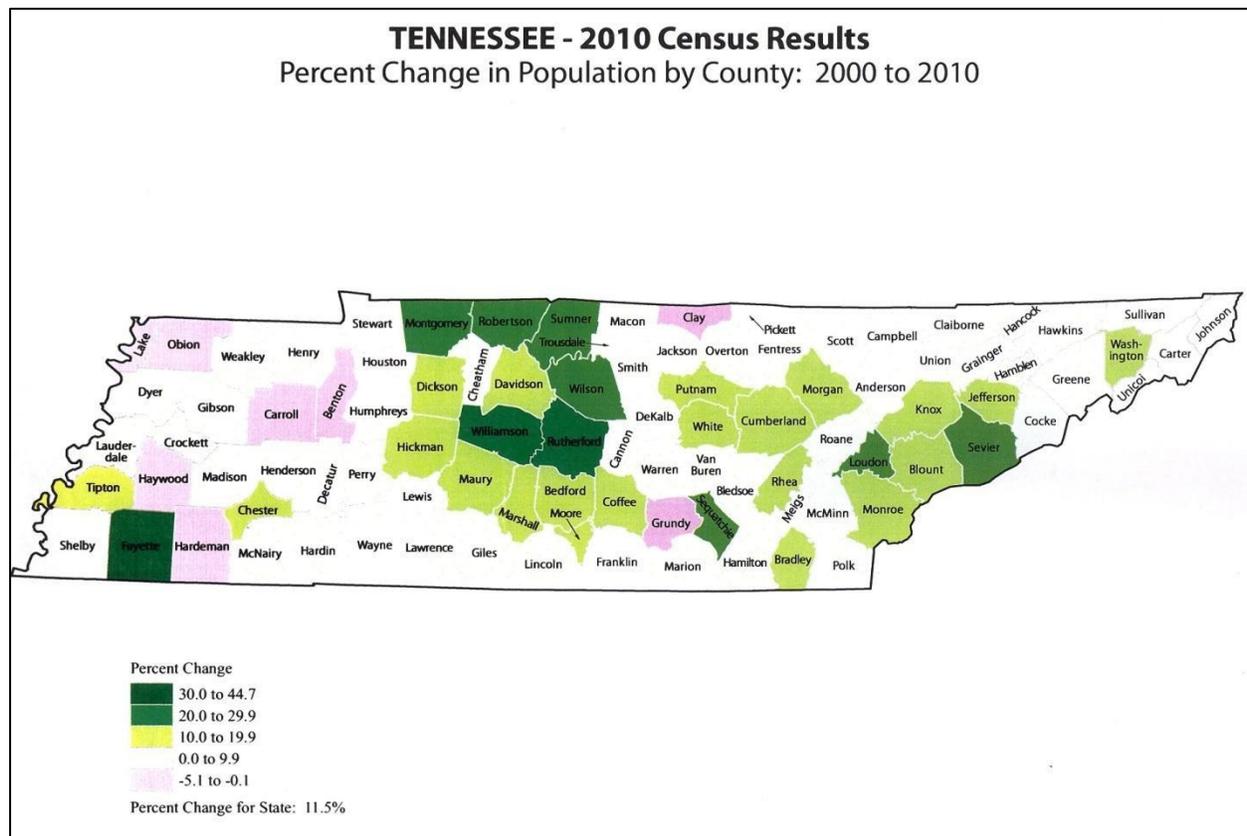
#### *Growth Concentration in Tennessee Regions*, September 2008 summarized

... population, employment, wages, income, property tax base, and local sales tax base are all concentrated in the state's 10 MSAs. ...[and]...the trend is toward more concentration in each of these measures, especially in the Nashville, Knoxville, and Clarksville MSAs. The Memphis and Chattanooga MSAs are still capturing large shares of the gains in these measures, but in each case their percent gains are less than their current percent. If this continues, the Nashville and Knoxville MSAs will grow as a percent of the state total partly at the expense of the Memphis and Chattanooga MSA shares.

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<sup>2</sup> Tennessee has ninety-five counties but the MSAs cross the state borders and include counties from Virginia, Georgia, Kentucky, Mississippi, and Arkansas. All figures for population and growth include those counties and, as a result, the figures appear not to add up correctly

The report shows that growth in Tennessee of both the population and the economy is concentrated and becoming more so. Similar to the employment figures noted above, the population figures show the disparity between the major cities and the rural areas of the state. In the larger cities and MSAs development pressures are stronger. This has the potential for adaptive reuse of historic buildings, but also the potential for demolition or quick alterations to historic buildings. Most of the state's larger cities have already been surveyed and many have National Register listed historic districts. The federal preservation tax incentives are fairly well known throughout the state, but with banks reluctant to lend and no cash or non-federal tax incentives available, properties are sold for the value of the land. In the rural areas, demolition by neglect is a major problem. Properties such as rural stores and gas stations that were once a staple of communities are no longer viable for their original use. Even when THC prioritizes the survey and nomination of these properties and promotes their reuse, there is no financial incentive besides the federal preservation tax credits.



**Figure 1. Population change in Tennessee according to 2010 Census.**

Just as commerce does not stop at state or local borders, neither does the environment. The responsibility for global warming, air quality, or water shortages falls more and more upon state and local governments. Most of these issues require a regional, multi-jurisdictional approach; a state-level approach will not work. Economic opportunity, government services, and environmental characteristics all contribute to a location's quality of life. So do other factors, such as commute time, sense of community, and recreational opportunities.

The challenge the THC as the State Historic Preservation Office (SHPO) and all those interested in the preservation of the state's cultural resources is to find ways to pursue those objectives with the scant resources that are likely to be available and to tailor those ways to the differing conditions and needs that prevail in various regions of the state. This challenge is not new and has been recognized and spoken of in previous iterations of this plan. However, the nature and degree of this challenge is changing and growing at a very rapid rate. Continuing our partnerships with other agencies and individuals in Tennessee will help us meet these challenges. The preservation planners



that the THC funds for seven of the nine development districts work primarily in rural and small town areas and promote preservation and economic development. Funding these positions will continue to be a priority. Most of the major cities have at least one person dedicated to historic preservation. While their focus is often narrower, concentrating on local issues, the local preservation communities continue to be an important partner with the THC.

**Jonesborough is an example of how historic preservation, tourism, and economic growth can work.**

## **B. THE LEGAL ENVIRONMENT FOR HISTORIC PRESERVATION**

The legal context for historic preservation in Tennessee involves legislation in three areas: land use planning, review of projects that could impact state-owned historic properties, and financial assistance or incentives for the preservation of historic properties. References to protection of Tennessee's historic and cultural resources are scattered throughout the Tennessee Code Annotated (TCA). The laws are administered primarily by the THC, the Tennessee Division of Archaeology (DOA), local historical commissions, and historic zoning commissions.

### Planning Legislation

Under the state's Public Planning and Housing legislation for zoning and historic zoning (TCA 13-7-401, Public Planning and Zoning, Zoning, Historic Zoning, Purposes), municipalities and counties are enabled to preserve and protect historic resources. The stated reason is to have these properties serve as visible reminders of the state's heritage and to stabilize and improve property values. The law mentions new construction should be "harmonious" with the historic resources. This section sets out historic zones and commissions, review guidelines, certificate of appropriateness guidelines, and appeals guidelines.

Another tool that communities have at their disposal until June 30, 2015, is the Courthouse Square Revitalization Pilot Project Act of 2005. This legislation (TCA 6-59-103, Adoption of boundaries of zone -- Apportionment and distribution of sales and use tax revenues) allows state and local tax rebates to be given to revitalize a locally designated area around the courthouse square. Up to six pilot projects, two in each grand division, may apply. Communities need to be the county seat and have a population of not more than 120,000. The pilot project provides funds equal to 5.5% of the state shared sales taxes collected in the downtown area and it allows the funds to be used at the community's discretion. There is the potential to combine this pilot act with preservation tax incentives for individual buildings on courthouse squares in the pilot projects. The result could be revitalized courthouse squares with historic buildings. To date, the THC has had minimal involvement with the six communities.

In East Tennessee, Loudon in Loudon County and Dayton in Rhea County are two of the pilot projects. Loudon has a locally designated historic district, but no National Register-eligible district in the downtown. Their pilot project focused on small business development, façade remodeling and awnings, and streetscapes. While it is still a work in progress, a recent report noted that the total investment to date was \$2,595,433, grants awarded amounted to \$727,633, and private investment was \$1,867,800.

Ripley, the Lauderdale County seat, in West Tennessee was another pilot project. The city got \$3.3 million from the state, a \$2.95 million transportation enhancement grant for sidewalks and streets, and a small grant from Rural Development. The city floated a bond based on the grants, and revitalization of the square began. Their project began in 2008 and will extend until 2023. The Lauderdale County Courthouse and US Post Office are listed in the National Register, but there is no local or National Register historic district.

While Loudon and Ripley did not ask for the THC's assistance, the historic courthouse community of Bolivar, Hardeman County, in West Tennessee did ask for advice from the THC. The community worked with a Memphis architectural firm that was familiar with historic preservation and the Bolivar Downtown Development Company. The façade revitalization for forty-seven buildings is just coming to completion. There is also new lighting, sidewalks, and awnings.

Winchester in Middle Tennessee's Franklin County is in the third phase of their pilot project and has gained eleven new businesses since their project began. The city formed a nonprofit organization, the Winchester Downtown Program Corporation, to manage the project. The community has also received transportation enhancement grants. The downtown area is eligible for the National Register. The community is sensitive to historic preservation and contacted the THC, but was not interested in local or National Register designation at this time.

### Protection Legislation

The State Building Commission (SBC) was established in 1955 to oversee the construction of state-owned buildings. The SBC's authority was later expanded to include most acquisition, disposal, demolition, and improvement projects. Some of the projects involve historic buildings and TCA 4-11-111(Review prior to demolishing, altering or transferring historically, architecturally or culturally significant state property) requires that state agencies with projects within the scope of the SBC consult with and request a review from the THC, "prior to demolishing, altering or transferring historically, architecturally or culturally significant state property." The THC's role is to advise the agencies, using the Secretary of the Interior's Standards for Rehabilitation. In some instances, federal licensing or funding is also a part of a state project and then the THC has more than an advisory role. THC is working with the State Architect's office (the staff to the SBC) to make the SBC aware of historic properties early in the process. There is no review of state-funded projects which might affect privately owned historic properties.

Residential structures that were built prior to 1865 have some measure of protection under TCA 7-51-1201(Restrictions on demolition of residential structures -- Approval of demolition). If the structure has "historical significance besides age itself, including, but not limited to, uniqueness of architecture, occurrence of historical events, notable former residents, design by a particular architect, or construction by a particular builder" and is "reparable at a reasonable cost" the local legislative body must approve demolition. The caveat is that, if approval for demolition is not granted, the legislative body must condemn or purchase the property within ninety days. In Davidson County/Nashville, the metropolitan Historic Zoning Commission reviews the proposed demolitions and forwards their recommendation to the Metropolitan Council. A demolition of a pre-1865 residence was allowed in 2010. The law is not well-known, applies only to cities over 400,000, and rarely applied.

### Financial and Other Incentives

TCA 67-5-218 (Historic properties), which provides tax exemption to certain historic properties, is part of the state's legal code, but it is thought to be unconstitutional and has not been used or tested.

Several state and federal funding sources have been used to purchase land associated with Civil War battlefield preservation in Tennessee. The Department of Environment and Conservation has a State Land Acquisition Fund (SLAC). Hawthorne Hill and Sabine Hill were purchased using SLAC funds. In 2005, legislation was passed to further assist in the preservation and conservation of cultural resources with the passage of the Tennessee Heritage Conservation Trust Fund Act of 2005. The fund helps in preserving land in the state for tourism, recreation, historical, and environmental uses. Transportation Enhancement grants and the National Park Service's American Battlefield Protection Program (ABPP) are two major funding sources. Since 1998, over 7,000 acres of Civil War battlefield land has been purchased in Tennessee. The ABPP has assisted with over \$3,000,000 and the Tennessee Wars Commission (TWC) secured almost \$7.5 million in non-federal matching funds.



**Sabine Hill State Historic Site, Elizabethton**

## C. THE ECONOMIC IMPORTANCE OF HISTORIC PRESERVATION

### Historic Rehabilitation/Preservation Tax Incentives

From the inception of the program in 1976 to 2012, Tennessee has had 397 certified rehabilitation projects. According to the National Park Service's *Federal Tax Incentives for Rehabilitating Historic Buildings: Statistical Report and Analysis for Fiscal Year 2011*, Tennessee had certified expenses of nearly \$16 million in that fiscal year. The state was ranked 22<sup>nd</sup> in approved proposals (part 2s), 23<sup>rd</sup> for certified projects (part 3s), and 32<sup>nd</sup> for certified expenses. Tax credit projects have decreased in recent years. For example, in 2003 alone, fifteen projects resulted in \$51 million in tax credit projects. Indications are that the program is picking up in the state. Since the program's inception there has been about \$852 million in certified expenses in Tennessee.

### Heritage Tourism

*Banking on Tennessee's History: The Economic Value of Historic Preservation to the People of Tennessee*, a 2005 report by the Tennessee Preservation Trust, noted that as the state's second largest industry, tourism generated \$10.3 billion in revenues. Tennessee was ranked fifteenth in total domestic travel spending nationwide and fourth in the South. Heritage tourism spurs growth in related industries such as food and lodging, resulting in an even higher economic benefit to the state and host communities. An added benefit for heritage tourism in the state is interest in the Civil War Sesquicentennial and the state's tourism department's promotion of events related to the sesquicentennial.

A 2007 presentation to the Tennessee Association of Museums by the University of Tennessee Tourism Institute showed that visiting historic places was high on the list what visitors to the state did. With a slower economy and increased fuel costs, public and private organizations have needed to work harder to attract tourists to the state.

#### **Top 10 Trip Activities for Visitors to TN -2005**

1.Shopping	28%
2.Social/Family Event	18%
3.Rural Sightseeing	10%
4.Historical Pl. & Museums	9%
5.National or State Parks	9%
6.City/Urban Sightseeing	8%
7.Zoo/Aquarium/Sci. Museum	7%
8.Theme/Amusement Parks	7%
9.Outdoor Recreation	7%
10.Performing Arts	4%

**Figure 2. Source: TN Dept. of Tourist Dev., Tourism Institute, University of Tennessee**

The same report showed that Chattanooga with 23% and Memphis with 14%, received the highest number of visitors interested in historic places, sites, and museums. Knoxville, Nashville, Gatlinburg, and Pigeon Forge had 8-10% of visitors interested in historic places. More recent studies regarding tourism have been done on a county by county basis with more general categories like travel costs, recreation and entertainment; they do not mention travel for historic sites.

Tennessee recognizes the importance of heritage tourism and numerous partners are working to foster its development. One of the primary reasons for developing heritage tourism has been the realization that heritage tourists spend almost twice as much than other travelers when on vacation. Leisure travel in Tennessee is 71% of all travel. (2007 figures from *TravelScope*, poweroftravel.org) Tourism travel in the state is a \$13.3 billion dollar industry with tax receipts of \$2.3 billion, and the creation of 141,700 direct jobs. (2009 figures from *TravelScope*, poweroftravel.org) The state's Department of Tourism Development has Trails and Byways, Civil War, Sustainability, Road Tools, and History and Heritage sites on its web pages. The THC and communities interested in promoting historic places need to work closer with the state's tourism department, especially with regard to state-owned historic sites and publicly accessible National Register properties.



#### **D. STATE GOVERNMENT PROGRAMS AND ACTIVITIES**

The THC is the primary agent of state government in the area of history and historic preservation. There is a full-time staff of fifteen and one temporary part-time employee. The mission of the THC is to “Record, preserve, interpret, and publicize events, persons, sites, structures, and objects significant to the history of the state and to enhance the public’s knowledge and awareness of Tennessee history and the importance of preserving it.” The THC also carries out activities and programs authorized under the NHPA. The majority of the staff is involved with the federal program of historic preservation. It carries out these programs under the direction and authority of the State Historic Preservation Officer (SHPO), an official appointed by the Governor to administer the NHPA. Presently, the THC’s Executive Director serves as SHPO and has day-to-day operational authority over the program.

#### **National Historic Preservation Act Programs carried out by the Tennessee Historical Commission Staff**

##### **Planning**

The current plan does not represent a new model or approach but is an update based on a reexamination of those issues and conditions that guided the development of the previous plan and that may have changed during the past ten years. In addition to providing guidance for the state’s preservation community, this revision is intended to guide the office from 2013-2018.

Previous editions of the plan attempted to gauge public opinion, a critical element in evaluating the importance of historic preservation to Tennessee’s economy. The 2012 revision continued that effort and the results are included in this edition. Other sections of the plan which have been revised, some substantially, some updated with new statistics. The THC staff members have added recent examples of how the program works in the state.

The general public has assisted in the preparation of this plan. Work to revise the plan began with a public presentation at the 2011 Statewide Preservation Conference of the Tennessee Preservation Trust in Collierville, Tennessee. State Review Board members were asked to comment on the plan at the September 2011 meeting. The staff devised a survey asking questions about preservation issues. A press release was issued encouraging the public to look at the current plan and to complete the survey. Specific advice was requested on the matter of needed revisions to the vision statement of the 2003 plan, as well as the goals and objectives described in that plan. A request to respond to the new survey was issued to the general public through the THC’s newsletter, *The Courier*, and via a press release. When staff spoke at local zoning, National Register, or preservation group meetings, the audience was asked to comment on the plan. On October 17, 2011, an open house was held at the THC offices, where staff was available to discuss the programs of the agency.



counties are primarily agricultural, with smaller county seats. Change in agricultural patterns in the state has meant that historic outbuildings and rural crossroads stores are being neglected or demolished and these need to be recorded or re-recorded. Farmland is often sold off in small parcels, resulting in a scattering of mid-twentieth housing at the edges of the farm. These developed outparcels generally have not been surveyed. While agricultural landscapes are an important feature, they are not currently a priority for survey. Post World War II residences and neighborhoods, particularly ranch house neighborhoods, are a staff priority for survey because of the large numbers just turning fifty years old and the changes occurring in urban areas with demolitions and inappropriate additions in these neighborhoods. There has not been a strong interest in communities wanting to survey these areas.

Residents of the state have shown interest in a diversity of resources in the state since the last plan in 2003. Inquiries for surveys and nominations have focused on churches (urban and rural), cemeteries, farmsteads, properties associated with the state's African American heritage, twentieth century residential neighborhoods in the larger cities, and resources associated with the Civil War, especially battlefields and fortifications. There has also been interest in schools, resources associated with roads and roadside history, and industrial sites. Generally this interest is brought on by an impending project that might impact the historic resource, the desire of a group to rehabilitate a building and reuse it by nominating it and then applying for a grant, or individuals wanting to take advantage of the preservation tax incentives. THC staff takes constituents interests into account when prioritizing surveys and nominations. Since the last plan, there has been a strong and successful effort to survey and nominate African American properties, including churches, schools, and some farmsteads. Farmsteads have been nominated under the "Historic Family Farms in Middle Tennessee" Multiple Property Submission (MPS). Individual property nominations have been expanded from a single building to a more comprehensive resource that includes the principal residence, outbuildings, and fields. Historic contexts based on resource specific surveys have been completed for Civil War, apartments in Memphis, a city-wide MPS in Forest Hills, railroad related resources, and hydroelectric properties.

The state's archaeological survey, especially for prehistoric sites, requires a more intensive level of effort than the historical/architectural survey. This is primarily due to the difficulty of recognizing the existence of sites since the actual resources are usually below ground and may require test excavations to positively identify. Because of this a comprehensive survey for prehistoric sites is not feasible, implying that an approach which can be used to develop predictive models for the probable location of sites is the most effective method of proceeding. Archaeological survey, which is conducted by the DOA is carried out by assembling data to predict possible location of sites and then following up with field work to verify the prediction.

The nature of historic site archaeological survey combines aspects of both prehistoric survey methodology and historic/architectural survey. Like prehistoric sites, the resources are in many cases below ground and hidden from view. However, unlike prehistoric site archaeology, documentary sources are available and can be researched and used to develop the historic context studies. These studies may be represented by extant structures, as well as below-ground resources. The surveys are carried out on thematic bases, using historic context research to identify probable site locations. A number of surveys/studies that combine above and below ground resources have been



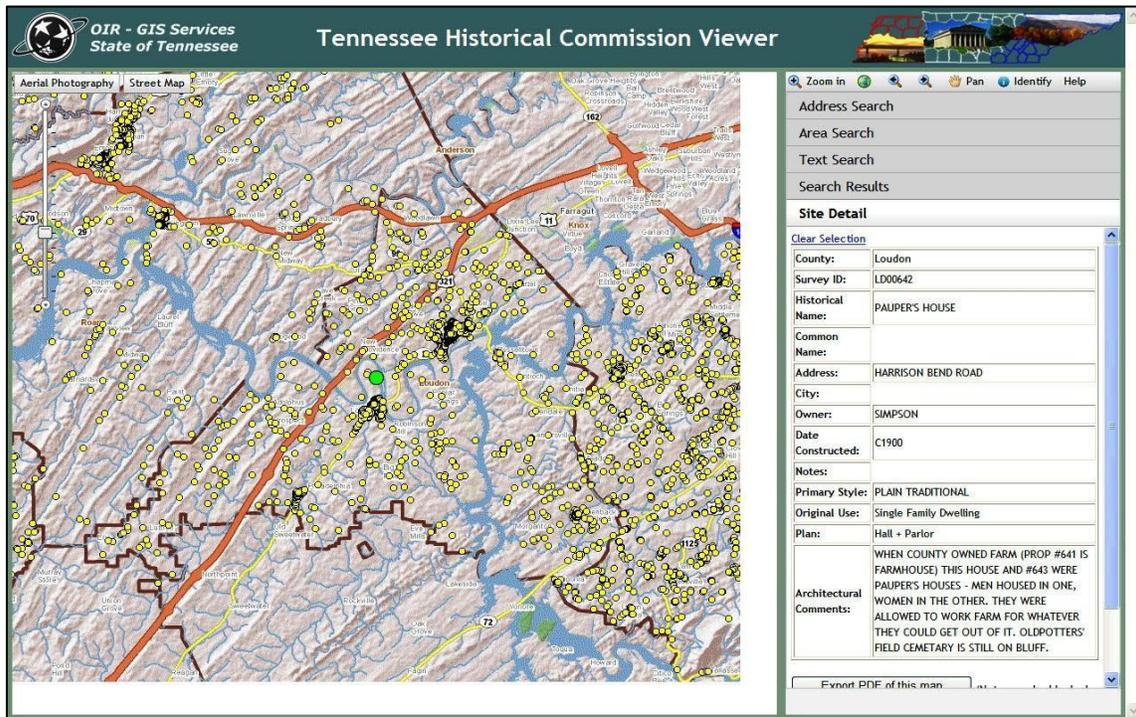


Figure 5. Loudon County survey area.

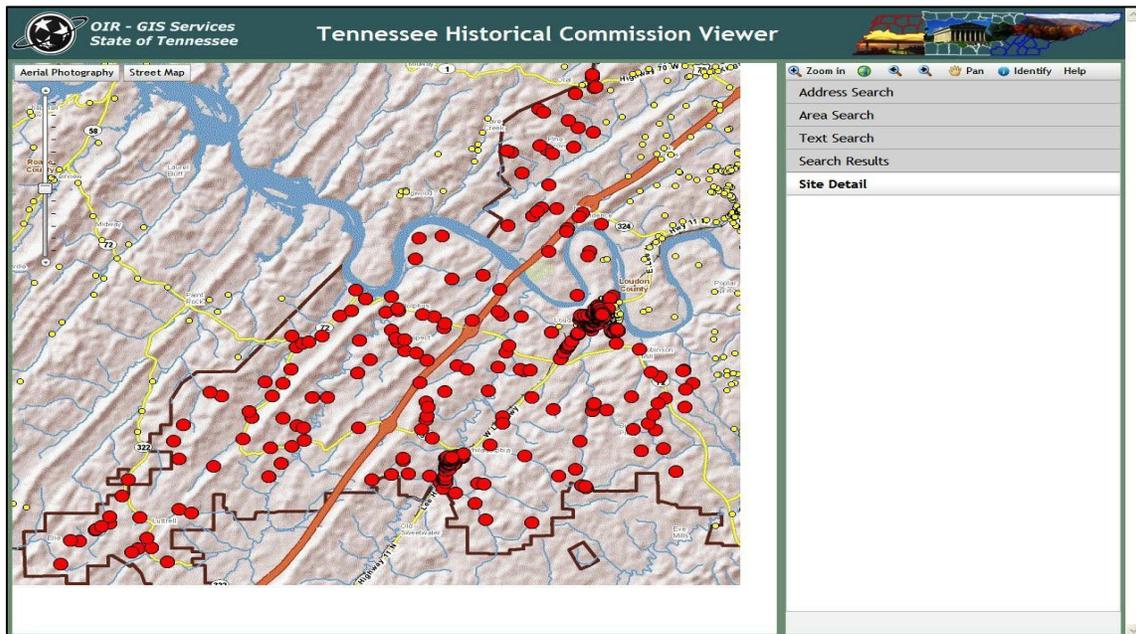


Figure 6. Loudon County detail of area.



Figure 7. Loudon County detail area with imagery.

### Survey grants- Case Study

The planning department in the city of Bristol applied for and received a matching federal grant to survey and nominate an area of the city known as Fairmont to the National Register. It is an area where a new school was being built and where many changes are occurring. Bristol was awarded two matching grants – first to survey the neighborhood and then to nominate the most historically intact area to the National Register. The district is composed of over 400 residences that represent the architecture and community planning and development of Bristol. The neighborhood reveals a pattern of development associated with the urbanization and industrial growth of the community. Historic buildings in the district date from the late 1870s to 1960. Queen Anne, Colonial Revival, bungalow, and Minimal Traditional houses dominate in the Fairmont Neighborhood Historic District.



## **National Register of Historic Places**

The National Register of Historic Places is the list of the nation's resources that are considered worthy of preservation. The nationwide program identifies and evaluates properties to determine those that meet the criteria of historic or architectural importance set down by the National Park Service. In October 2011, there were 2,069 listings in the NRHP from Tennessee including a total of 41,599 contributing properties. Current priority areas for THC staff preparing nominations include working on nominations in counties that have few nominations, properties that have significance that is less than fifty years old, rural properties threatened by neglect, and properties where the owner is using the preservation tax incentives. Resource types under these categories include rural stores and farm outbuildings. Because farm outbuildings did not develop without the farm, farmsteads continue to be a priority resource type. Post World War II residences and neighborhoods are a staff priority because of the large numbers just turning fifty years old and the changes occurring in urban areas with demolitions and inappropriate additions in these neighborhoods. Since the last plan, there has been a strong and successful effort to nominate properties associated with the state's African American heritage, including Rosenwald schools, and farmsteads. Currently, the state's DOA has a project to survey Rosenwald schools and school sites and this may lead to additional nominations. Properties that have archaeological significance continue to be a priority but need an additional review by the state's DOA.

Much of staff time is spent working with property owners and others who are preparing nominations. Even more so than in the case of survey, the small staff, turnover, and funding hampers a consistent and organized approach to the goal of nominating all eligible properties to the NRHP. To deal with this issue, the THC encourages local groups to apply for federal grants to produce nominations. However, even with the grant program, communities often have a difficult time getting a cash match or finding volunteers for an in-kind match. Preservation planners in the state's development districts are encouraged to prepare nominations.

As part of the office's overall efforts to digitize records, National Register information will eventually be added to the THC's database.

## National Register of Historic Places – Case Studies

Properties are listed in the National Register for many reasons. Listing provides recognition of a property's historic importance, it makes properties eligible to apply for matching federal grants, and it can be a planning tool to help preserve properties. Matching federal grants are available to prepare National Register nominations. The majority of properties in the state are listed simply for the recognition of their importance to a community. Examples of the variety of properties listed in the National Register from Tennessee include:

Listed in 2010, Long Rock Methodist Episcopal Church, South (right) in rural Carroll County was built in 1886 and has been a center of the local community since then. In addition to church services, it has been used for community singing, homecomings, local meetings, and circuit church events. The Long Rock Methodist Episcopal Church is a good example of nineteenth century rural church architecture. The church is distinguished by the solid brickwork, gabled façade with its segmental arch entry, and large multi-light segmental arched windows on the exterior. While the church does not reflect any academic style, the windows and corbelled brickwork give it a suggestion of Italianate style.

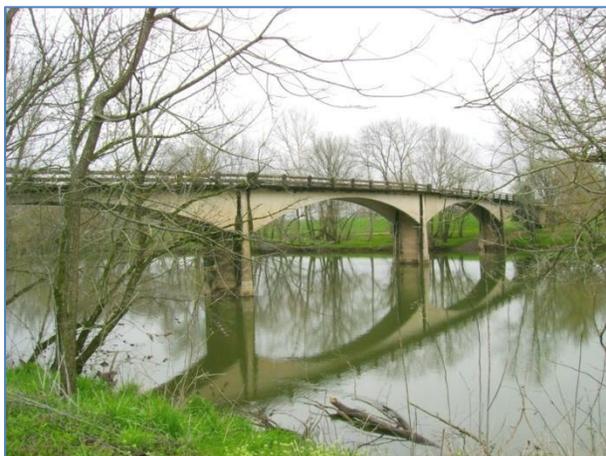


The Bonds House (left) in Gibson County is a good example of the bungalow form with Craftsman stylistic influences. In addition, the house is important for its association with the Bonds family who were a major commercial force in early twentieth century Humboldt. The house was built around 1900 but substantially remodeled into its present form and style in 1923. Outstanding architectural features include the low-pitched roof, deeply overhanging eaves, brackets under the eaves, shed dormers, and front porch beneath an extension of the main roof. James D. Bonds, his sons, and his grandsons, established a profitable fruit

brokerage that operated for nearly seventy years. The house highlights the Bonds family's success in one of the town's most prosperous industries in the early 1900s. It was listed in 2010.

Chattanooga's former First Congregational Church (right) was completed in 1905. The property owner wanted to take advantage of the preservation tax incentives and worked with the THC and the Southeast Tennessee Development District to complete a National Register nomination. The Late Gothic Revival church features a hipped roof with gabled bays, elaborately detailed stained glass windows, and Gothic quatrefoil trim. In addition to be important for its style, the church is significant for the role it played in the African American community in Chattanooga. The church is now a venue for special events. It was listed in 2010.





**CLYDE AND BABE (BAKER) SAWYER POSE  
ON THE CONWAY BRIDGE ON THEIR  
WEDDING DAY, OCTOBER 5, 1935**

The Conway Bridge (above) spans the Nolichucky River in Greene and Cocke counties. The concrete arch bridge was erected in 1925. It was the first concrete bridge built in Cocke County and is important in the area of engineering as a good example of a closed spandrel ribbed arch bridge. Historically, people who lived near the bridge thought enough of it to have photos taken on it, such as the newlywed couple in the 1935 photos. More recently, people living near the bridge felt a strongly that the bridge had local significance and worked to have it listed in the National Register in 2009.

The owners of the Shelving Rock Encampment (below) site in Carter County originally intended to develop the site. Once they realized that the site was important to the military history of Tennessee, as part of the battle of Kings Mountain in 1780, they had it listed in the National Register in 2009. Today the



site is an open field and an overhanging rock known as the Shelving Rock. This was where volunteer frontier Revolutionary War patriots known as Overmountain Men, encamped on the way to the battle of Kings Mountain in North Carolina.

## Section 106 (Review and Compliance)

Section 106 of the NHPA requires that projects using federal licensing or funding, come to the THC for a review to determine if there will be an adverse impact to any cultural resources within the project area. A significant portion of the Section 106 review responsibility for consultation in Tennessee is the responsibility of the THC Review and Compliance staff. The THC contracts with the state's DOA for Section 106 reviews of archaeological resources.

In carrying out its role in this process the staff reviews an average of 2,500 federal projects each year. Most of these do not impact historic properties. In cases where it is determined that the project will have adverse effects on historic properties, Memoranda of Agreement (MOA) are negotiated with the appropriate federal agency official to mitigate those effects.

In those relatively few instances where there is a finding of adverse effect, the Review and Compliance program has been highly successful in preventing the inadvertent destruction of historic properties from activities funded, licensed, permitted, or approved of the federal government. Within the past ten years, there have been three federal policy initiatives that have added significantly to the review and comment workload. These policy initiatives are anti-terrorism, disaster response, and sustainability.

- Since September 2001, Congress has appropriated vast sums for anti-terrorism retrofit to fund the construction, acquisition, reconstruction, upgrade, and/or repair of Department of Defense (DOD)-controlled structures. Approximately 450 DOD anti-terrorism related undertakings at Tennessee Army National Guard facilities, US Army bases and Army ammunition plants, reserve centers for all four branches of the Armed Forces, a Naval facility, and an Air Force engineering facility have been reviewed in the last ten years.

### Fort Campbell

Begun in 1941 as Camp Campbell and located on the border of Kentucky and Tennessee, today's Fort Campbell is the home of the 101<sup>st</sup> Air Mobile (Air Assault) Division. America's War on Terror has mandated a dramatic increase in the strength of this division. This mandate has had significant Section 106 consequences because of the associated need for increased land acquisition, security upgrades of existing facilities, training areas, roads and march routes, explosive ordnance complexes, power stations, electrical transmission lines, waterlines, sewage treatment plants and lines, heliports, and dependant facilities such as family housing and schools. These activities have generated a significant increase in the number of cultural resources surveys and effect determinations. The result is an Operations Programmatic Agreement between the SHPO and Ft. Campbell. This agreement document commits Ft. Campbell to the continuation of its program of surveying the base for cultural resources, avoiding project-related impacts to historic properties, and interpreting the rich history of Ft. Campbell.

Ft. Campbell has been surveyed and inventoried, and there have been MOAs in place since 1998 to mitigate the encroachments of cantonment and training facilities required to fight the War on Terror.



- Floods, tornados, and straight-line wind shears have taken a toll on this state's natural and cultural environment.

#### DOE Weatherization

On November 16, 2010, the SHPO executed a Programmatic Agreement with the U.S. Department of Energy, the Tennessee Department of Economic and Community Development, and the Tennessee Department of Human Services covering the Department of Energy's Energy Efficiency and Conservation Block Grant Program, State Energy Program, and Weatherization Assistance Program. These programs provided federal grant funds passed through state agencies to applicants to install solar photovoltaic arrays on their properties, retrofit their houses to promote energy efficiency, or make their public buildings more energy efficient. Since the time of the execution of this agreement document, the Tennessee SHPO has reviewed more than 1,830 individual projects under these three programs. Owing to the diligence of the project administrators employed by the state agencies involved, our office found not one case of project-related adverse effect throughout the life of the programs.



**Proposed location of photovoltaic cells on the Chattanooga Choo Choo.**

Federal Emergency Management Agency (FEMA) has federal funds for: the construction of county emergency operations centers, flood and hazard mitigation projects, windstorm repairs, safe rooms and storm shelters, bridge and roadway repair and replacement, retaining walls, road and culvert repair, sewer line relocation, public building repair, demolition, and debris removal. FEMA has also dedicated funds to the acquisition and demolition of approximately 457 flood-prone structures over the past ten years. In order to respond rapidly, in June 2003 a Prototype Programmatic Agreement for Disaster Relief was ratified.

- Over the past ten years, increasingly limited energy resources, higher fuel and electricity costs, and accelerated climate change have concentrated our national attention on sustainability. Executive Order 13514, "Federal Leadership in Environmental, Energy, and Economic Performance," requires that each federal agency prepare a Strategic Sustainability Performance Plan (SSPP). Consequently, there are now specific federal policy goals to promote sustainability.

- Under the Department of Energy's (DOE) Home Weatherization Program, over the past ten years, there have been more than 1,270 review requests. The SHPO also reviewed more than 8,600 Housing and Urban Development (HUD) Affordable Housing and Lead Based Paint Abatement projects. Our office also reviewed more than 100 Federal Transit Administration projects. All of these projects relate to sustainability policy that has come into existence within the past decade.

### Wynnewood State Historic Site Restoration Project

Wynnewood is the largest extant log structure in Tennessee. Constructed in 1828 by A. R. Wynne, William Cage, and Stephen Roberts, Wynnewood served as a stagecoach inn on the Nashville-Knoxville Road. In 1834 Wynne purchased his partners' interests and moved his family into the inn, where he resided until his death in 1893. Throughout Wynne's lifetime, guests were received at the house, attracted partially by the reputed medicinal powers of the mineral waters and the scenic beauty of the area.

The mineral springs at Wynnewood are part of the sulfur lick discovered in 1772 by Isaac Bledsoe, a Virginia long hunter. Today the spring waters still flow and visitors may see the site where Thomas Sharp ("Big Foot") Spencer spent the winter of 1778-79 in a hollow sycamore tree. Wynnewood is a Tennessee State Historic Site and a National Historic Landmark.



In February 2008, a tornado caused extensive damage to the Wynnewood home and outbuildings. Through its Public Structures Program, FEMA dedicated a significant federal grant to assist in the reconstruction of Wynnewood. The state of Tennessee has expended these FEMA funds on such items as: debris removal and rehabilitation, repair, and restoration of this significant historic property. After protracted and thorough consultation with the SHPO and other consulting parties, FEMA ratified a Memorandum of Agreement on September 9, 2008 with the SHPO. This agreement document ensured SHPO review and comment on each portion of the multi-phased reconstruction project, which the state estimates will be fully carried out by the end of 2011. Section 106 review has ensured that this important historic property is rehabilitated in strict compliance with relevant standards and guidelines. As a state-owned property under the jurisdiction of the THC, the rehabilitation and rebuilding of Wynnewood was coordinated with other state agencies. The site reopened in July 2012.



**Images of Wynnewood after the tornado, during rehabilitation, and near completion**

## Preservation Tax Incentives

The preservation tax incentives program encourages private investment for (income producing) properties that are rehabilitated and re-used. As the preliminary point of contact for a historic building owner or developer, the THC serves as a critical liaison between the developer and the NPS. The agency serves to inform and explain program requirements and standards to developers and in turn can explain special situations, problems, and concerns to the NPS which may be difficult to understand. With the economic downturn, the activity of the tax incentives program has been slower than in past years.

### Preservation Tax Incentives – Case studies

Minvilla Manor is located in Knoxville in a section of town that is transitional and undergoing revitalization. Minvilla consists of two multi-unit buildings that were built in 1913 as thirteen townhomes, with front porches, for the emerging middle class. The location of Minvilla was considered suburban Knoxville in 1913, but as the city grew out to this area, demographics in the neighborhood changed, and the buildings were turned into a residential hotel. Around 1962, the units were inter-connected and the porches were enclosed. During a road project survey the Tennessee Department of Transportation in conjunction with the THC determined the buildings not eligible to be listed on the National Register of Historic Places due to the changes to the buildings. In the 1990s a private developer took an interest in the property and hired a preservation consultant to assess the property. A portion of the façade was removed and the original front porches were found to be relatively intact. A Part 1 application (requesting preliminary determination of National Register eligibility) was filed and approved by the National Park Service. The developer did not follow through with a project, but in 2006, Volunteer Ministries Center partnered with the city of Knoxville with a plan to use the buildings. The result was Minvilla Manor, a fifty-seven unit apartment for transient and multi-family housing. Preservation tax incentives helped complete the project. The total cost of the rehabilitation was \$6,225,000. Before and after images are below.



## Preservation Tax Incentives – Case Studies

The **preservation tax incentive program** in Tennessee encompasses a variety of projects. They range from large projects involving partnerships to more modest projects involving one owner.

### Before



The rehabilitation of the former Robert B. Jones Memorial Library and Museum into Col. Littleton's Store (left and below) in Lynnville, Giles County, is an example of how a modest rehabilitation can have an impact on the commercial area of a town's commercial center. The late nineteenth century building is a contributing resource in the National Register-listed Lynnville Historic District. The one story commercial building contained only a single, long room. The main work of the rehabilitation involved rebuilding the rear elevation and digging out the basement. The façade needed cleaning up with minor repairs to the interior surfaces. Col. Littleton turned the building into his store with few structural changes. The rehabilitated store draws customers from as far as an hour and a half away and also serves as the mail center for catalogue and internet orders. Total cost for the project was \$56,318.

The rehabilitation of the former Robert B. Jones Memorial Library and Museum into Col. Littleton's Store (left and below) in Lynnville, Giles County, is an example of how a modest rehabilitation can have an impact on the commercial area of a town's commercial center. The late nineteenth century building is a contributing resource in the National Register-listed Lynnville Historic District. The one story commercial building contained only a single, long room. The main work of the rehabilitation

involved rebuilding the rear elevation and digging out the basement. The façade needed cleaning up with



### After

B. Lowenstein and Brothers Wholesale Building (below) is a five story 1890s commercial building located in the National Register-listed Court Square Historic District in downtown Memphis. Built with a wood and cast iron superstructure, the exterior of the building is brick with limestone, terra cotta, and cast iron detailing. The building was vacant for the last third of the twentieth century. It was thought that the structure required so much work it would not be economically feasible to restore. However, in 2004 a large development firm packaged the B. Lowenstein and Brothers Wholesale building, along with the adjacent Columbia Mutual Tower, into a major apartment project, with commercial space available on the first floor. The exterior detailing was restored, windows were replaced with new ones that followed the Secretary of the Interior's Standards for Rehabilitation, and the interior was adapted for modern living. Units were rented almost as soon as the project was complete. Total cost to rehabilitate the B. Lowenstein and Brothers Wholesale building was \$27,400,000

### Before



### After



## Acquisition and Development Grants

The last plan noted that due to the importance of completing the survey, most grant funds were allocated to that program. Since that time, more of THC's grant funding has gone to Acquisition and Development (A and D) grants. These grants have frequently proven to be the means by which restoration projects were initiated, which in turn were the catalyst for expanded awareness and support of preservation within a community. While there is no specific resource type that is a priority for A and D grants in Tennessee, properties that are owned by non-profit organizations or civic properties continue to be funding priorities. Projects remain small in dollar amount, so funding is able to be spread around the state. A priority is to award funds where they will have the most impact both for the building and for the public. With more A and D grants awarded, monitoring those grants with covenants will continue to take up more staff time.

### Federal Grant Program –Successful Case Study

The Sergeant York Patriotic Foundation was formed in 1973. When the historic **York Agricultural Institute** main building was in danger of being demolished, the group worked to save the building. Part of their efforts involved obtaining a matching grant through the THC. Stabilization and remediation was completed in 2009. The building is still "mothballed" but work continues to make the building useable.



**Above: York Institute historic image and photo before restoration began.  
Right: York Institute in 2011.**



### Acquisition and Development Grants – Case Studies

A and D grants in Tennessee are usually available for properties that are owned by non-profit organizations or civic properties. Projects remain small in dollar amount, so funding is awarded where it will have the most impact both for the building and for the public. A property must be listed in the National Register in order to be eligible to use an acquisition and development grant. Roof repair and replacement has been a focal point of grants awarded in recent years. Two examples are the roof replacement at Columbia Academy in Maury County and the wood work completed on the dormers at Glenmore Mansion in Jefferson County.

Constructed in 1890-91 and historically known as the Columbia Arsenal (below), a matching \$25,000 grant was awarded to Columbia Academy for replacement of the aging roof at the main building of the Academy.



Glenmore Mansion (below) was built in 1868-69 and is a fine example of the Second Empire style, a style not seen often in Tennessee. Owned by the Association for the Preservation of Tennessee Antiquities, a \$20,000 matching grant was awarded to repair and replace woodwork and trim surrounding the dormers.



## Preservation Planner Grants

The Tennessee General Assembly established the system of development districts in the state in 1965. There are nine development districts that work on regional planning and economic growth issues. The districts are run by and composed of the counties in the areas they serve. THC provides matching grants to seven of these development districts for a preservation planner staff position. This allows our office to expand outreach capabilities. The preservation planners work with all the same program areas as the THC, but are especially useful for Section 106 reviews and NRHP nominations. THC should continue to contact the remaining two development districts and encourage them to employ a preservation planner. The two development districts without preservation planners, the Memphis Area Council of Governments and the Northwest Tennessee Development District, have submitted grant applications to the THC to fund those positions.

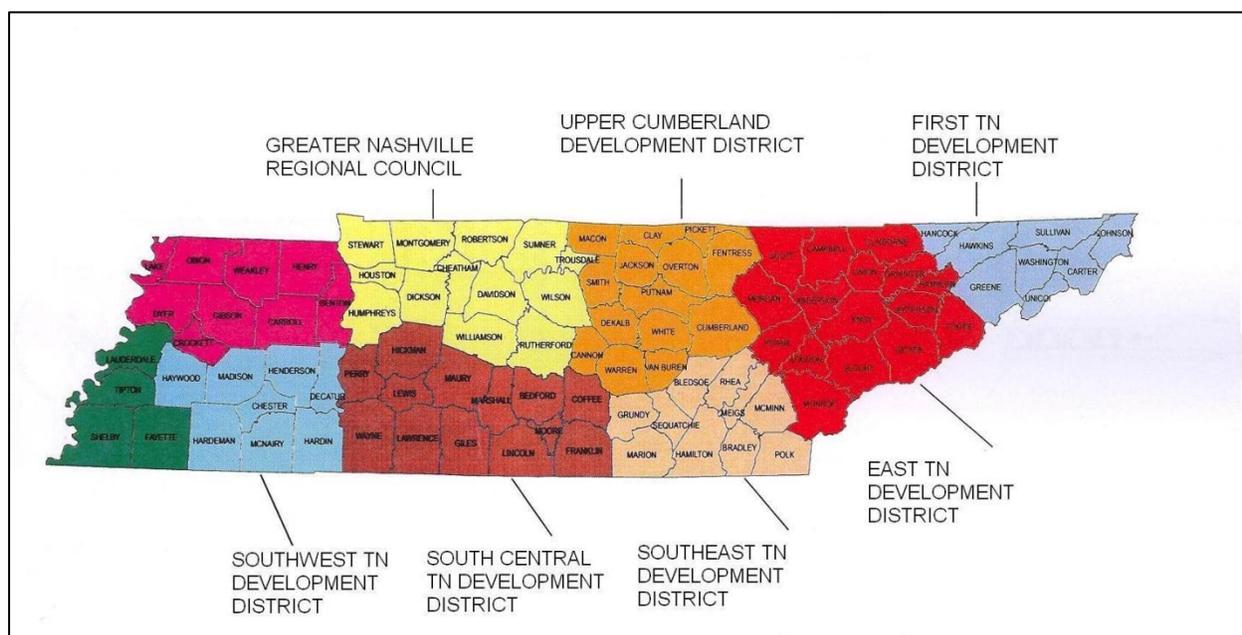


Figure 8. Map showing which development districts have preservation planners.

## Local Government Historic Preservation and Certified Local Governments

With the CLG program as a foundation, the THC has initiated a broad effort to provide technical assistance and support to local governments that have local historic preservation programs or are attempting to establish them. A strong state CLG program is an essential resource to assist these communities to provide effective preservation protection and to support the establishment of a functional local CLG.

Under this program, over fifty local governments received technical advice, assistance, and support during the previous fiscal year. Thirty-two of these are CLGs. This assistance has included workshops and training for historic zoning commissions, assistance in writing historic preservation ordinances, assistance with development of design review guidelines, and advice and assistance with grant applications.

There are three new jurisdictions in process for CLG certification. Priority is given to governments that are certified or are attempting to become certified, but assistance is provided to all local governments who request it.

For historic zoning commissions and programs to be effective and have a real impact on the development and growth of their communities they must work closely with other programs of local government, especially those which effect the community's appearance and the direction of its growth, such as local planning commissions. Communities with local government preservation programs should undertake periodic surveys of their historic resources and preservation planning, and integrate the preservation plan for these historic resources into the larger community plan. The survey or re-survey of CLG communities' residential and downtown core commercial areas is a priority that ties in with the THC's survey program priorities. In addition to surveys, revising design guidelines is a priority. Local government preservation programs must be a part of a general community effort to plan for and manage its growth in a way that is best for a community. CAMP, Commissioner Assisted Mentoring Program, sponsored by the National Alliance



of Preservation Commissions, has been held in Tennessee communities and at the statewide preservation conference. It is a priority of the THC to encourage this mentoring program. The THC has had difficulty in recent years in getting CLGs to apply for grants due to problems with matching funding. Another priority for CLGs is to educate them about how these grants can benefit their community.

### Historic Zoning Commissions

(Cities in **bold** are CLGs)

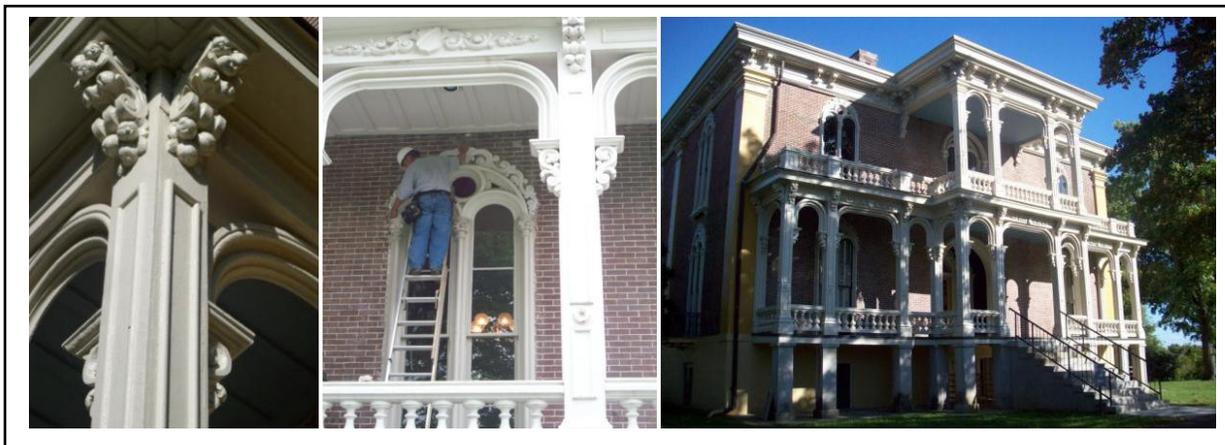
Arlington  
**Bartlett**  
 Blountville  
**Bolivar**  
**Brownsville**  
**Chattanooga**  
**Clarksville/Montgomery Co.**  
 Clifton  
 Clinton  
**Collierville**  
**Columbia**  
**Cookeville**  
**Covington**  
 Cumberland Gap  
**Dandridge**  
**Elizabethton**  
 Fayetteville  
**Franklin**  
**Gainesboro**  
**Gallatin**  
 Germantown  
**Greenville**  
**Harriman**  
**Hohenwald**  
**Jackson/Madison Co.**  
**Johnson City**  
**Jonesborough**  
**Kingsport**  
 Kingston  
 Kingston Springs  
**Knoxville**  
**LaGrange**  
 Lawrenceburg  
 Loudon  
 Manchester  
**Martin**  
 Maryville  
**McKenzie** (12/2012)  
**McMinnville**  
**Memphis**  
 Morristown  
**Murfreesboro**  
**Nashville/Davidson Co.**  
 Pulaski  
**Rogersville**  
 Shelbyville  
**Sparta**  
 Springfield  
**Sullivan County**  
 Tiptonville  
 Tullahoma

## **Tennessee Historical Commission Programs and Activities Authorized and Carried out under State Legislation**

### **State Properties Review Process**

In 1988 the state legislature passed Public Chapter 699, “An Act Relative to the preservation of state property which is significant in history, architecture or culture....” The provisions of this act establish a review process to allow the THC to review plans of state agencies to demolish, alter, or transfer state property which “is or may be of historical, architectural, or cultural significance.” Comments are then transmitted to the State Building Commission which has final decision-making authority. It is unlikely that this law will be strengthened so THC is beginning to work with state agencies to become involved earlier in the process. There have been meetings with the State Architect and the University of Tennessee about this issue and there will continue to be discussions.

**Work being done in 2011 on the state-owned Cloverbottom Mansion, the home of the THC**



**State-owned Historic Sites**

There are seventeen sites that are owned, supported, and under the oversight of the THC. These properties are all listed in the NR. Local non-profit organizations operate the sites at substantial savings to the state. In return, the THC provides annual state-funded grants to assist with minor maintenance items and operating costs. The bulk of funding, however, is raised by the local non-profit organizations through admissions or fund raising activities. Two of the state-owned historic properties are under development, Sabine Hill in Elizabethton and Hawthorne Hill in rural Sumner County.

Major maintenance needs for projects costing less than \$100,000 are addressed through the Major Maintenance Work Program Fund, a limited fund allocated on a year-by-year basis. Projects over \$100,000 are submitted annually as a Capital Budget Request, and these projects are approved or denied by the SBC, which was created by the state legislature to oversee these types of projects. A good example of this process involved Wynnewood, a National Historic Landmark. In February 2008, the property was decimated by a tornado. The restoration project was a Capital Project and had an estimated budget of \$6.1 million.

Many persons, both Tennesseans and out-of-state visitors, gain their first exposure to history and to the value and importance of preserving historic structures from visiting a historic site or museum. The importance of history and historic buildings as a draw to tourism is increasingly recognized, and these sites play a pivotal role in this aspect of historic preservation.

<b>STATE-OWNED HISTORIC SITES</b>	
Alex Haley House Museum and Interpretive Center	Henning
Carter House	Franklin
Chester Inn	Jonesborough
Cragfont	Castalian Springs
Ducktown Basin Museum and Burra Burra Mine	Ducktown
Hawthorne Hill	Sumner County
Hotel Halbrook Railroad and Local History Museum	Dickson
James. K. Polk Home	Columbia
Marble Springs	Knoxville
Rock Castle	Hendersonville
Rocky Mount	Piney Flats
Sabine Hill	Elizabethton
Sam Davis Memorial Museum	Pulaski
Sam Houston Schoolhouse	Maryville
Sparta Rock House	Sparta
Tipton-Haynes	Johnson City
Wynnewood	Castalian Springs

**Figure 9. State-owned historic sites and locations.**

### State-owned Historic Sites—Case Studies

Several state-owned historic sites have undergone a comprehensive review and analysis resulting in the creation of historic structure reports (HSR). Some of the state sites may have had small assessment plans or evaluations, some sites have reports made decades ago, and others have had nothing. These historic structure reports are long overdue.

According to *Preservation Brief 43: The Preparation and Use of Historic Structure Reports*, a HSR “provides documentary, graphic, and physical information about a property's history and existing condition.” A HSR also addresses goals for the management, interpretation, or preservation of a property by outlining a scope of recommended work.

The Center for Historic Preservation, a research and public service institute at Middle Tennessee State University (MTSU), has a long-established partnership with the THC and is providing several graduate students to complete the much-needed reports. To obtain the information, the students, through the guidance of senior staff, review and analyze existing documentation, do field investigation and analyze findings, determine preservation needs, and make recommendations.

The work is possible through a federally-funded grant from the Tennessee Civil War National Heritage Area (TCWNHA), which is a partnership unit of the NPS. The purpose of the Heritage Area is to preserve and interpret the Civil War and its legacy in Tennessee.

Once the historic structure reports are complete, we will have an enhanced understanding of these state-owned historic sites. We will have a more complete knowledge of their places within the historic Tennessee landscape, and we will know how to preserve, interpret, and manage them better for future generations. Following is a description of the historic sites receiving historic structure report.

#### Tipton-Haynes State Historic Site

The property contains several historic buildings, including the home, law office, slave cabin, smokehouse, pigsty, loom house, still house, springhouse, large log barn, and corncrib. The site has produced archaeological evidence dating back to the Archaic and Woodland periods but is most known as the home of early Tennessee politicians John Tipton and Landon Carter Haynes. Haynes, a states' rights advocate, served as a Confederate Senator, was arrested after the Civil War, and pardoned by President Andrew Johnson.

Tipton-Haynes has been owned by the state since the mid-1940s and represents Tennessee history from pre-colonial times to Reconstruction.



Installation of Civil War panels in Tipton Haynes' new Exhibit Gallery

#### Hawthorne Hill State Historic Site



Hawthorne Hill, acquired in 2007, is located in Castalian Springs, Sumner County, near three other significant state historic sites, Wynnewood, Cragfont, and the prehistoric Cheskiki Indian Mounds. Built sometime before 1800, Hawthorne Hill was the birthplace William B. Bate, Tennessee's twenty-fifth governor, a Tennessee senator, and Confederate Major General. Another famous resident was Bate's cousin, Dr. Humphrey Bate, Jr., who was one of the original participants in the Grand Ole Opry.

Hawthorne Hill is awaiting restoration and is not yet open to the public.

### Rock Castle State Historic Site

Daniel Smith, a land surveyor, received a land grant of over 3,000 acres from North Carolina for his services of surveying land boundaries in Middle Tennessee. This land became the setting for Rock Castle, a frontier transitional Federal style home. In addition to being a surveyor, Smith served as a Captain in the Revolutionary War, Brigadier General of the Mero District, Secretary of the Territory of the United States Southwest of the River Ohio, chairman of the committee to draft the constitution of Tennessee, United States Senator, and Indian treaty negotiator.

Purchased by the State of Tennessee in 1969 and opened to the public in 1971, Rock Castle now sits on eighteen acres and is open to the public.

Period musicians perform at Rock Castle's annual Daniel Smith Colonial Days



### Cragfont State Historic Site



Cragfont, built 1798-1802, was the home of General James Winchester, Brigadier General in the War of 1812, and one of the founders of Memphis. It was named Cragfont due to the rocky bluff it rests on. The house contains furnishings that are original to the Winchester family.

Another long-time state-owned historic site, Cragfont was purchased by the State of Tennessee in 1958.

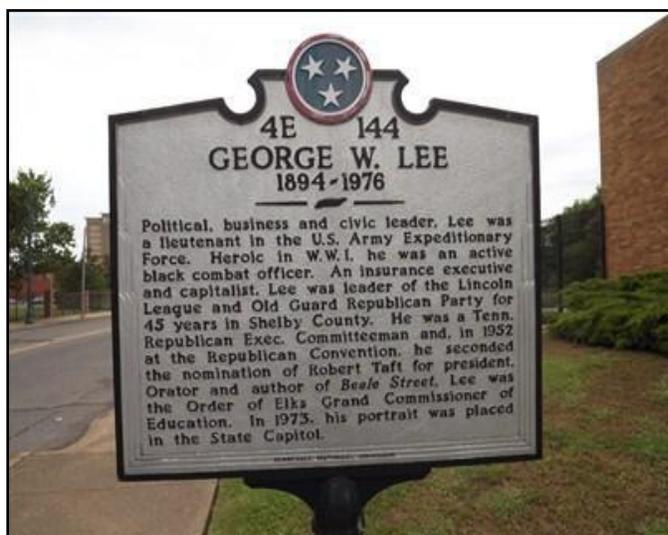
Left: Interior detail of Cragfont's magnificent original decorative painting

Right: Cragfont

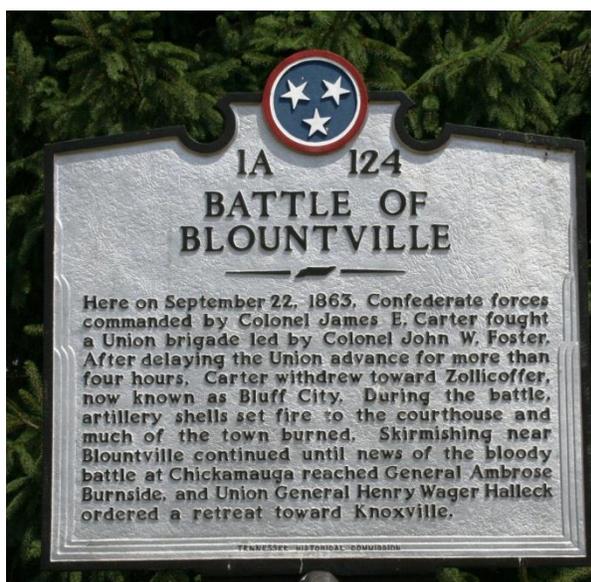


## Historical Markers

One of the most visible programs of the THC is the Historical Markers Program. This program, which began in the 1950s, has erected over 1900 markers commemorating and marking the locations of sites, persons, and events significant in Tennessee history. This program has been affected by inflation in the fabrication cost of markers so that only a few new markers may now be placed through commission funding each year.



However, the commission still places approximately twelve markers per year that are funded by sponsors. Many markers previously placed are missing or in need of repair and the commission's budget for replacement and repair is also modest. The commission has published two guides, one of which highlights those markers relative to the heritage of African Americans. Both publications are available from the commission and other vendors. The markers program is an effective means of introducing highway travelers to Tennessee history.

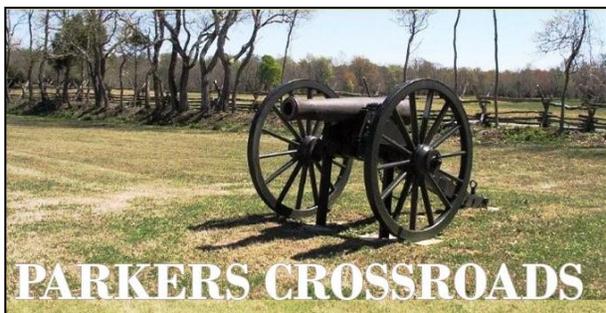


## Tennessee Wars Commission

The duties of the TWC include the coordination of planning, preservation, and promotion of structures, buildings, sites, and battlefields in Tennessee associated with the French and Indian War (1754-1763), American Revolutionary War (1775-1783), War of 1812 (1812-1815), U.S.-Mexican War (1846- 1848), and the War Between the States (1861-1865). It is charged with acquiring or providing funds for the acquisition of battlegrounds, cemeteries, and other historic properties associated with the above wars. There are over 500 recorded historic Civil War sites in Tennessee and 225 recorded sites related to the American Revolutionary War in Tennessee. Seventeen surveyed sites are associated with the War of 1812, while the French and Indian War sites have not been surveyed.

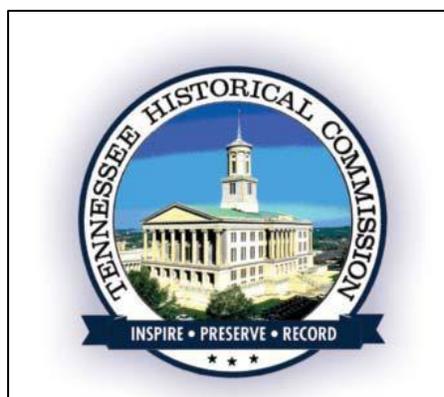
The TWC has a separate budget that includes a grant program and under this program the TWC has completed preservation and interpretation plans for several of Tennessee's most significant Civil War battlefields, most notably Davis Bridge Battlefield in Hardeman and McNairy counties and Parker's Crossroads Battlefield in Henderson County. Both battlefields were purchased with the assistance of the ABPP, the non-profit Civil War Trust, the Tennessee heritage Conservation Trust Fund, the Tennessee State Lands Acquisition Fund, and grants from the TWC. Since 1998, the ABPP has contributed over \$2.8 million to permanently protect six of Tennessee's most significant battlefields. These grants helped the TWC to leverage over \$7,464,000 in non-federal matching funds to complete the projects. Since receiving its first working budget in 1995, the TWC has helped to preserve and interpret over 7,300 acres of endangered battlefields in Tennessee. In its 2009 publication, *Update to the Civil War Sites Advisory Commission Report on the Nation's Civil War Battlefield: State of Tennessee*, ABPP officials expressed high regard for the success of the TWC efforts to preserve historic sites through partnerships with interested parties.

With the Civil War Sesquicentennial in progress, many of the TWC efforts are focused on that era. However, as part of Tennessee's War of 1812 Bicentennial Committee, the TWC recently completed a preservation and interpretation plan for the historic Camp Blount cantonment site in Fayetteville, Lincoln County. Efforts are underway to acquire property associated with Camp Blount.

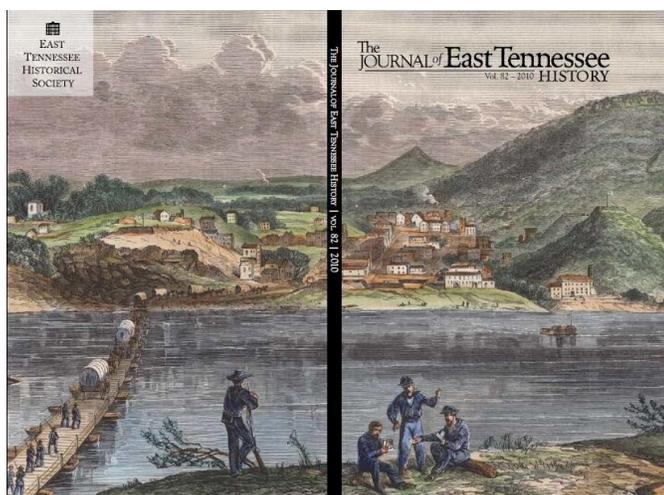
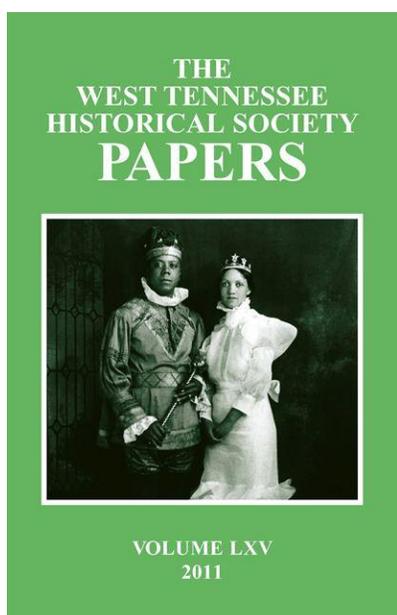


## Publications

The THC's publications program involves two primary components. One is the provision of assistance through grants to other agencies, e.g., historical societies and universities, for various publications relating to Tennessee history. Ongoing projects of this type include a yearly grant to the regional and statewide historical societies for the publication of their journals and grants for the presidential papers projects of the three Tennessee Presidents. The Tennessee Historical Society's *Tennessee Historical Quarterly* (established 1942) is one of the main publications the THC assists. The THC also partners with the regional West Tennessee Historical Society and East Tennessee Historical Society publications. In addition to this grant program, the Commission has itself published historical reference works. These include the *Biographical Directory of the Tennessee General Assembly*, and the *Messages of the Governors of the State of Tennessee*.



The Commission publishes a three-times-yearly newsletter, called *The Courier*, which is one of the oldest publications of its type in the United States, having begun in 1964. It contains news of the Commission's activities, other news of historical interest, and feature articles. *The Courier* currently has a circulation in excess of 5,200. A longer version of the newsletter can be accessed on the THC web site (<http://www.tn.gov/environment/hist/courier/>). This longer version allows for more articles related to the office's federal program of preservation.



## E. TENNESSEE'S PRESERVATION PARTNERS

There are a wide range of conditions and circumstances surrounding preservation efforts at the local level. The problems that must be overcome to make these programs successful are apt to be diverse. Getting information to the public and increasing public awareness of historic preservation is a priority and one of the goals of the THC. As noted above, *The Courier* has been expanded to include federal preservation activities. The office has worked closely with the Tennessee Department of Environment and Conservation's Communications/Media Relations division to get information to the public about the office programs and special events. In 2012 a Facebook page was begun <http://www.facebook.com/pages/Tennessee-Historical-Commission/198186340246273>.

The THC has worked with the nonprofit Tennessee History for Kids for the last two years to create posters related to historic preservation issues in Tennessee. The posters are distributed to every school in Tennessee. The staff participates in Tennessee History Day, serving as judges for various programs. Both of these activities help to make students aware of historic preservation. The office has developed brochures on the National Register, THC programs, Cloverbottom Mansion, and the Civil War. These can be found on the office website and they are distributed at meetings. We maintain an informal network of preservation professionals through the in-house "Public Participation" list.

Historic preservation as a movement has always thrived due to the efforts of active private organizations, both nationally and in Tennessee. In fact, Tennessee claims the second oldest organized preservation group in America, the Ladies Hermitage Association, which formed in 1889 to oversee the former home of President Andrew Jackson. The THC is dependent upon partners to achieve optimal success. Non-profit associations and societies formed by those organized to coordinate and focus their energies toward historic preservation have seen much growth and development in Tennessee in recent decades, but their roots date to even earlier. One of the oldest types of social institutions in the country dedicated to an awareness and understanding of the past is the historical society. In Tennessee, the East Tennessee Historical Society was founded in 1834. The Tennessee Historical Society and the West Tennessee Historical Society are of similar age, tracing their roots to 1849 and 1857 respectively. Though the primary focus of these organizations remains in the publication of a written record of historic events and persons, they often retain an interest in the preservation of historic structures as well. The THC provides funding for these organization's publications and will continue to do so.

In the twentieth century, organizations formed with the preservation of historic structures as their primary goal. The founding of the National Trust for Historic Preservation (NTHP) in 1949 helped inspire the creation of many similar local groups. In 1951, the Association for the Preservation of Tennessee Antiquities (APTA) was the first statewide organization in Tennessee specifically founded with historic preservation as its primary mission. The mission of APTA is "to promote and encourage active participation in the preservation of Tennessee's rich historic, cultural, architectural and archeological heritage through restoration, education, advocacy and statewide cooperation." Over the past sixty years, APTA and its thirteen local chapters have been successful in preserving, restoring, and interpreting diverse individual historic properties such as the

Little Courthouse in Bolivar, Hardeman County; Belle Meade Plantation in Nashville, Davidson County; and the Woodruff-Fontaine House in Memphis, Shelby County. APTA places particular importance on the interior of their house museums, incorporating authentic furnishings and domestic items. As of 2012, APTA has saved fifteen historic buildings in Tennessee. The organization also has an endowment fund. A well-established and respected organization, APTA faces challenges in the coming years. Chapters and volunteers must remain creative in a time when the traditional house museum paradigm is shifting and maintenance and interpretation of landmark properties is an expensive undertaking.

The Tennessee Preservation Trust (TPT) formed in 1983 as the Tennessee Heritage Alliance, with a goal of coordinating preservation interests and advocacy on a statewide level, rather than focusing on the ownership and maintenance of properties. Despite some dedicated supporters, during much of its first two decades the group lacked the funding to be fully effective. Following a decline in activity, interested citizens joined efforts in 1999 to revitalize the organization under a new name and with an expanded mission. TPT is dedicated to promoting and protecting the state's diverse historic resources. TPT was awarded a grant through the National Trust for Historic Preservation's Statewide Initiatives Program, which offered needed funding and technical assistance for the first three years the organization was staffed. Following the conclusion of the grant period, the organization was named the Statewide Partner of the NTHP.

In 2012, TPT has maintained professional staff for a decade, with a record of political engagement and organizational development. They maintain a permanent office in Nashville. TPT has also overseen the restoration of grant-funded projects to restore two Rosenwald schools in Sumner County. In 2006, they



led a stabilization project for the historic James Brown House, a Cherokee-associated property near Ooltewah, Hamilton County. TPT attempts to raise awareness of the need for preservation by such methods as the "Ten in Tennessee" list of the ten most endangered historic sites in the state. To increase the education among preservationists and to further networking among local preservation groups and individuals, TPT partners with the THC for the annual statewide preservation conference, which features sessions on different projects and issues. Since the statewide conference originated in 1962 as the "Tennessee Conference on Historical Preservation," the event has received support and funding from the THC. Nationally-known preservation leaders typically provide keynote addresses, and educational session topics range from heritage education to hands-on technical workshops to training for preservation commission members. For much of the past decade, TPT has focused on political activism and lobbying strength by monitoring legislation at the state level. In some cases, TPT has actively worked to keep anti-preservation legislation from being enacted. TPT staff and board members are usually engaged in the yearly National Preservation Lobby Day in Washington DC, coordinating activities with the THC. Through all the activities in which TPT initiates and participates, it has continued to work toward larger preservation goals that unite the state's diverse preservation community.

Founded in 1974, Knox Heritage has emerged over the past ten years as a nationally-recognized model for how to operate a successful local preservation organization. With a strong executive director and focused board, Knox Heritage's Vintage Homes program has acquired, restored, and re-sold multiple endangered properties in Knoxville's historic districts. The organization has an annual "Fragile 15" list of endangered properties and there is extensive advocacy at the local level and engagement with local developers and community leaders. Knox Heritage has a highly-visible annual awards program and a popular "summer suppers" series of fundraisers. Knox Heritage's organizational structure also includes the East Tennessee Preservation Alliance (ETPA,) which in 2008 was awarded a three year grant from the National Trust's "Partners in the Field" Program. ETPA has a professional staff and is responsible for preservation outreach and advocacy in the nine county region surrounding and including Knoxville. An innovative activity that ETPA has developed is the "developers' road show" that takes preservation leaders into communities within the service region to meet with locals and



discuss ways to revitalize the towns through heritage development. The THC, Knox Heritage, and the ETPA consult on preservation issues applicable to their region.

The Heritage Foundation on Franklin and Williamson County was founded in 1967, and has a long track record of success in all areas of the county. In large part thanks to the Heritage Foundation's efforts, Franklin is today recognized as one of the great preservation success stories in

the country. The local Main Street program is also housed within the Foundation. In 2011, the Foundation completed the \$8,000,000 restoration of the iconic 1930s Franklin Theatre, which they purchased in 2007 to secure its future.

Established in 2001 from three separate groups, the Heritage Alliance of Northeast Tennessee and Southwest Virginia is headquartered in Jonesborough, Washington County. The professional staff includes a field service representative who can provide technical assistance and analysis. Other strong local preservation organizations include Memphis Heritage, Inc., founded in 1975 with a mission focused on Shelby County. They are an effective advocate for preservation in the region. Cornerstones, Inc. in Chattanooga works to facilitate preservation in that community. They have a façade easement program and have also been instrumental in assisting with getting multiple key historic properties saved and restored. The organization has a popular fundraiser called "Wine Over Water" and an easements campaign.

Since 1984, the Center for Historic Preservation (CHP) at Middle Tennessee State University in Murfreesboro has been a leading force for accomplishing the work of preservation across the state. With a professional staff and student assistants, the Center has published numerous books and provided historic structure reports, heritage tourism plans, NRHP nominations, surveys, and assistance to many communities, heritage organizations, and the THC. They administer the Tennessee Century Farm

Program to recognize farms in continuous family ownership and agricultural production for over 100 years. Every area of preservation within Tennessee is influenced and supported by their work, and the state benefits enormously from their leadership. Since 2001, the Center has also administered the Tennessee Civil War National Heritage Area as a partnership unit of the NPS. The heritage area provides guidance and support throughout the state for organizations interested in the Civil War. They focus on education, interpretation, preservation, and economic development.

Tennessee's Main Street program has been in existence since the mid-1980s. Main Street is a program of the NTHP that focuses on traditional downtowns, most of which are historic or have some historic resources. Now a part of the state's Department of Economic and Community Development, the program's focus is more economic development. The program provides technical assistance, training and guidance to improve the economic, social, cultural and environmental well-being of traditional commercial districts. There are twenty-four certified Main Street programs in Tennessee, some of these communities are also CLGs. The Main Street program's "Economic Impact/2011 Reinvestment Statistics" amounted to 224 rehabilitations of downtown commercial buildings and a combined public/private reinvestment of \$89,548,654. In 2009, the Tennessee Downtowns Program was introduced as a partner offering to Main Street. This is an important opportunity for towns to enroll and utilize the basic approaches used in Main Street, and to receive technical assistance. As of 2012, twenty-four communities in the state were participating.

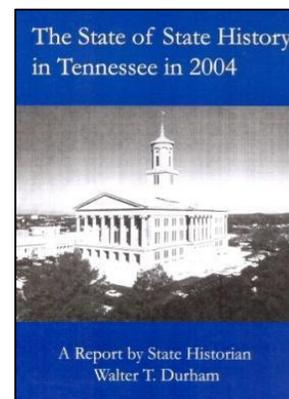
The Land Trust for Tennessee was established in 1999 to protect Tennessee's natural and historic landscapes and sites through donations of conservation easements for important land resources. The organization has regional offices and also owns Glen Leven, a National Register-listed 1850s Greek Revival National Register farm property located in close proximity to downtown Nashville. A number of the Land Trust's easement properties include historic properties. As of 2012, the Land Trust has protected some 223 properties in 51 counties, a total of more than 65,000 acres. Including the Land Trust for Tennessee, the Land Trust Alliance, an umbrella organization for land trusts, lists some thirteen operating land trust organizations in Tennessee. These range from the Wolf River Conservancy in Shelby County to the Foothills Land Conservancy in Blount County. This growing aspect of the conservation and preservation movement should be thought of as a major partner in the ongoing work to increase cooperative efforts.

Established in 1994, the Tennessee Civil War Preservation Association (TCWPA) is a statewide non-profit association whose mission is the protection, preservation, and interpretation of Tennessee's surviving Civil War resources. According to its web page TCWPA "identifies and recognizes Tennessee's most important battlefield sites and raises funds for their protection. By building a statewide community of preservationists and collaborating organizations and agencies, TCWPA can effectively develop strategies and execute plans to protect and interpret our state's sites. TCWPA fosters research to locate sites and provides education programs and tours for its members and the public. TCWPA recognizes outstanding leaders in battlefield preservation."

Currently, TCWPA has a part-time Executive Director with the aid of a grant from the TWC, which should lend it greater stability. The association also created the Robert A. (Bob) Ragland Award to recognize individuals, organizations, or agencies that notably contribute to the preservation of Civil War resources in Tennessee.

In addition to private statewide or regional preservation organizations, there exist numerous local organizations with complementary goals. Most of these groups are organized on a local basis and call themselves historical societies. Their primary interest is local history and genealogy; but some maintain a local history museum.

In 2004, state historian Walter Durham completed two publications on Tennessee's history. The first, *The State of State History in Tennessee in 2004* was the first such publication to look at the varied agencies and activities involved in or interested in the state's past. A revised version came out in 2006. ([http://www.tn.gov/tsla/history/tnhistorian/historian\\_rep2006.pdf](http://www.tn.gov/tsla/history/tnhistorian/historian_rep2006.pdf)) A *Directory of Tennessee Agencies, Governmental and Nongovernmental, Bringing State and Local History to the Public* was the second, companion volume to the report. It contains the names and addresses of about 1,250 organizations that deal with the state's history. While well-known groups such as those mentioned in this report are included, it also includes many small organizations that are dedicated to one area of the state, a specific cause or building, or a certain area of interest (genealogy, etc.).



There are also non-profit organizations in Tennessee whose primary interest is archeology. Among these are the Memphis Archaeological and Geological Society, the Tennessee River Archaeological Society, the Jackson Archaeological Society, the Dickson County Archaeological Society, the Middle Cumberland Archaeological Society, and the Cumberland River Archaeological Society. These organizations typically are interested in sharing information and promoting interest in the study of the cultures and artifacts of prehistoric peoples in their area. They have a varying number of members and levels of activity.

The Tennessee Archaeology Network maintains a list of known organizations. (<http://frank.mtsu.edu/~kesmith/TNARCH/index.html>) Since 1989, the Tennessee Archaeological Advisory Council and Tennessee DOA have sponsored an annual conference to promote the distribution of information about archaeological research in the state over the past year. As is the case with historical societies, an effort to obtain and maintain more current and complete information of these organizations would be a worthy endeavor. Starting in 2004, an on-line electronic format print journal entitled *Tennessee Archaeology* has been published semi-annually by the Tennessee Council for Professional Archaeology.

In summary, Tennessee is well-served by numerous and diverse non-governmental organizations working in the fields of history, historic preservation, and archaeology. Communications and collaborations between these groups are important to strengthen the effectiveness of these organizations. In the internet age, networking and

coordination of these groups to share ideas, provide alerts, cooperate on projects, and lend mutual support has increased with the development of list serves, and more recently and very successively, Facebook pages. A survey of the Facebook pages of the organizations mentioned above in March 2012 reveals a total of 8,537 “friends” being reached by these groups. The TPT continues to fulfill an important role through its annual statewide conference and its online presence. The THC will continue to provide assistance and support toward the efforts of private sector and non- governmental preservation organizations.

### **PART III. HISTORIC PRESERVATION AND PUBLIC OPINION**



For the 2012 plan update, the staff developed a public opinion poll targeted toward the general public and preservation stakeholders. For this poll, conducted during the late summer and fall of 2011, the online service Survey Monkey was utilized. Various methods were used to promote the study and to encourage a broad sampling of citizens to respond. It was promoted to approximately 9000 recipients in *The Courier*, the Commission's newsletter. It was publicized at the Statewide Preservation conference, via a widely-distributed press release, by staff at many speaking events across Tennessee, and at the fall, 2011 National Register Review Board meeting. The survey was also publicized on Facebook sites, which reached over 8500 "friends," and on the list serve of the Tennessee Preservation Trust. As a component to promoting the survey and updating of the Statewide Plan, the Commission held an open house on October 17, 2011. Staff members included a link to the survey in their email signatures.

Dependent on voluntary responses, the current survey likely reflects the positions of individuals who have an interest in preservation. Even so, the results of the 2011 survey reaffirm the earlier polls that show substantial support for historic resources in Tennessee. For this edition of the survey, an attempt was made to vary questions both in terms of content and in method of solicitation of responses. One section of the survey asked respondents to view statements regarding preservation and indicate the level of agreement or disagreement. Other questions asked the public to rank their familiarity with the THC and its programs, to prioritize preservation challenges, and to classify support for particular types of historic resources. There were also several questions where participants had an opportunity to submit written responses, identify the main challenges and opportunities for historic preservation in Tennessee over the next five years, and give their opinions as to how the office can best facilitate the protection of the state's historic resources.

About 280 people responded to the survey and not all respondents answered all questions. The survey did not target any specific groups. The majority of respondents were from Middle Tennessee, where the THC offices are located. The survey asked whether the respondent lived in West, Middle, or East Tennessee, but did not ask for any other geographic information, such as city or county. Preservation planners are located throughout the state and the survey did not ask if there was a preservation planner in the respondents' communities. When asked to categorize their interest and involvement with historic preservation (multiple categories were allowed), the largest category was "historic building" enthusiast" with 46.9%.

Volunteers comprised 39.3% of survey respondents, while the next highest category was heritage tourists at 35.6%. State/local government employee, preservation professionals, and historic neighborhood residents were 25.8%, 26.9%, and 27.6% respectively. Elected government officials comprised 10.2% of respondents, architects 3.3%, planners, 14.9%, and real estate developers 2.5%.

The survey asked “What kinds of historic places are important to you?” It was a check off category and more than one historic place could be checked off as very important, somewhat important, and not important. When very important and somewhat important were looked at together, houses, downtowns, Main Streets, and historic neighborhoods ranked the highest, within three points/numbers (265-262). Not far behind were parks, archaeological sites, churches, cemeteries, and battlefields (258-251). In order, the next kinds of places were barns and historic farmscapes (245), schools, African American heritage sites, bridges, Mid-Century Modern buildings, and industrial buildings (173). When only very important is looked at, the top rankings are similar with historic neighborhoods, houses, downtowns and Main Streets ranking the most favorably (218-205). Battlefields, cemeteries, archaeological sites, and churches were next (185-169), while parks dropped (144), and barns and historic farmscapes, schools, and African American heritage sites fared better (133-105). In order, the list then went from bridges, Mid-Century Modern buildings, and industrial buildings (92-47).

There were seventy-nine responses to the comments or suggestion section of the questionnaire. Many complimented the staff and several comments were specific to the interest of the respondent. Overall, the suggestions were to have the THC be more visible in the state, both for the legislature and for the public. Suggestions ranged from putting articles in non-preservation publications (Tennessee Municipal League’s *Town and City*, CTAS and MTAS publications, UTs Public Service Institute), to offering training, working with the tourism department, putting more information on line. At least two of the comments mentioned updating the THC image for the new generation of preservationists.

Asked about challenges within the next five years, by a large margin, the 173 respondents stated funding. Other recurring themes were loss/demolition by neglect and needing to communicate the importance of historic preservation.

When asked what THC can do to facilitate the state’s historic resources, most of the 159 respondents answered that funding and communication/education were paramount. Grants without matches, acquisition funding, having more dollars to do the job at hand were frequent comments. Comments on education and communication ranged from, improving electronic resources, building relationships with other agencies and groups, educating all residents (young and old) about historic preservation, and outreach to all constituents were important. A few respondents suggested that more preservation laws should be passed.

A summary of the 2011 responses is as follows:

94.8% of respondents strongly agree that historic buildings and landscapes provide valuable contributions to Tennessee’s communities and add to our quality

of life.

90.5% of participants strongly believe that restoring historic buildings and protecting historic neighborhoods is environmentally responsible, and that restoration fosters sustainability by conserving and reusing valuable resources and not adding to urban sprawl.

90.1% strongly agree that historic preservation is an important part of government planning and deserves governmental support.

87.7% agree strongly that historic preservation and growth and economic development are compatible goals, and that growth and inappropriate demolition and development without proper planning threatens community livability.

78.1% strongly maintain that historic preservation zoning is an important way to guide downtown and neighborhood development.

70.8% strongly agree with the statement that they show visitors from out of town the historic places in their community.

53.2% strongly agree that they are familiar with the work of the Tennessee Historical Commission, while another 37.7% agree somewhat.

42.2% strongly feel that more historic buildings in their area are threatened due to being abandoned than are being demolished for new development (demolition by neglect).

22.7% are in strong agreement that they are familiar with the 2003 edition of the state plan for historic preservation. Another 38.9% agree somewhat.

16.3% strongly agree that local leaders in their community believe in the benefits of historic preservation, while 50.2% agree somewhat.

13.3% strongly believe that their community does a great job protecting and restoring its historic places, while 44.6% agree somewhat.

Continuing Federal Historic Preservation Fund grants should be the highest priority for the THC to address with its work and programming over the next five years, according to 83.6% of participants. Supporting preservation planners in the development districts and promoting the Historic Tax Credit program were the next highest priorities, with 62% and 61.9 % respectively.

Nearly all (98.2%) of the respondents from the 2011 survey agreed that historic preservation and growth were compatible goals and that inappropriate demolition and development without proper planning threaten community livability. Only half responded that their community officials recognize the importance of preservation. Continuing grant funding, including preservation planners, providing technical assistance, promoting tax credits and tourism, and strengthening partnerships were high or medium priorities of

survey respondents. One of THC's priorities for Historic Preservation Funds (HPF) grants is to award them to local governments, along with Certified Local Governments (CLG) and non-profit groups. The office should focus on educating local governments about historic preservation and the potential for obtaining grants for historic resources in their community.

In summary, it is clear that this poll and the two surveys done for previous plans, all show a high degree of sensitivity to and support for historic preservation among the citizens of the state, and that the THC has a key role to play in providing leadership and assistance to citizens, organizations, and elected officials. There is also recognition in the current poll of the need to build greater capacity within the THC in terms of staffing and funding to adequately provide this role in a changing economy.

## PART IV. GOALS AND OBJECTIVES

### VISION

This vision is for a future in which historic buildings, sites, landscapes, and neighborhoods are valued as assets which contribute to the spiritual, intellectual, aesthetic, and economic well-being of the community; a social and political environment in which governments, institutions, organizations, and individuals can act on this ethic by working effectively to preserve, protect and integrate historic properties into community life and fabric; processes, mechanisms tools and agencies through which growth, change, and development can be managed and balanced with preservation and other environmental concerns without needless and costly conflicts or the sacrifice of other important community goals and values.

#### GOAL 1

**MOBILIZE WELL-DIRECTED AND EFFECTIVE PUBLIC SUPPORT FOR THE PRESERVATION OF HISTORIC RESOURCES.**

##### OBJECTIVE

##### Strategies and actions

Increase public awareness of historic preservation programs, issues, and values.

Have federal staff write program updates in *The Courier*.

Explore doing an online news letter.

Continue to improve Facebook presence by increasing postings about preservation events, successes, educational concerns, and professional development. <http://www.facebook.com/pages/Tennessee-Historical-Commission/198186340246273>

Work through the Tennessee Development District Association and individual development districts have preservation planners in the last two districts, the Memphis Area Council of Governments and the Northwest Tennessee Development District.

Write articles for other publications including TDECs *Conservationist*, *Town and City*

Promote and develop workshops for CLG commissions and local preservation groups.

Develop a program of heritage education in the state.

Explore working on projects (outside of the poster) with Tennessee History for Kids

Explore ways to work with state agencies, such as tourism, and local groups to promote tourism for historic resources.

**GOAL 2**

**IDENTIFY THE RANGE OF HISTORIC RESOURCES ACROSS THE STATE THAT REFLECTS THE DIVERSE HISTORY & HERITAGE OF TENNESSEE.**

<b>OBJECTIVE</b>	<b>Strategies and actions</b>
Develop a comprehensive statewide historic preservation plan which is appropriate for the circumstances and conditions of the State.	Implement the 2013-2018 plan.
Encourage CLGs to survey their local residential and core commercial districts	Request state matching funds for CLG. Promote federal grant program to CLGs
Survey and nominate 20 <sup>th</sup> C suburb districts, rural stores, and battlefields to the National and Tennessee Registers of Historic Places	Promote these property types through HPF grants; utilize preservation planners in development districts. Encourage CLGs to consider protection for 20 <sup>th</sup> C suburbs.
Protect NR listed and eligible properties by identifying threats, such as demolition by neglect, and proposing mitigation measures	Protect eligible properties from the effects of federally funded or licensed projects  Protect state-owned properties using TCA 4-11
Maintain spatial and historic data on historic resources in the state; add images to data.	Work with other state agencies to collect and enter all data into GIS system.

**GOAL 3**

**ASSIST LOCAL GOVERNMENTS TO ESTABLISH AND ADMINISTER EFFECTIVE PROGRAMS TO IDENTIFY AND PROTECT HISTORIC RESOURCES.**

<b>OBJECTIVE</b>	<b>Strategies and actions</b>
Develop a program for educating local government staff, such as codes, planning and zoning, and redevelopment personnel, about how to effectively use historic preservation in their communities	Explore ways to get information out electronically to CLG communities and those interested in CLG status.  Work with preservation planners to disseminate CLG and protection information to communities in their districts.  Explore ways to get local preservation commissions that are not CLGs to utilize the Secretary of the Interior's Standards for Rehabilitation. (CLGs use the Standards or parallel local guidelines)
Work with local government preservation programs to enable them to achieve CLG status and double the number of CLGs by 2018.	Encourage CLGs to attend CAMPS and provide funding through matching federal grants.  Reassess current CLGs, as required by the National Park Service, to ensure they meet all guidelines, including using the Secretary of the Interior's Standards.
Develop a local government preservation network.	Revive historic zoning newsletter and explore having it on Facebook or sent out electronically.

**GOAL 4.**

**ESTABLISH AN EFFECTIVE NETWORK OF PRIVATE PRESERVATION ORGANIZATIONS THAT WORK TOGETHER TO PROMOTE, ADVOCATE, AND ACHIEVE THE PROTECTION AND PRESERVATION OF TENNESSEE'S HISTORIC RESOURCES.**

**OBJECTIVE****Strategies and actions**

Strengthen an effective statewide non-profit preservation organization

Provide staff support and financial assistance for statewide conference

Insure that the annual statewide preservation conference includes programs for CLGs and other local governments.

Improve CLG attendance at the statewide conference by offering up to 30 free registrations slots to CLG representatives. Priority is to CLG staff but commission members can also be included.

**GOAL 5.**

**REVIEW EXISTING STATE LAWS THAT MAY AFFECT HISTORIC PROPERTIES.**

**OBJECTIVE****Strategies and actions**

Strengthen the state "106" law and other environmental protection laws.

Work with State Building Commission and state agencies to be involved early in the process when historic properties are involved

Work with state legislators to review current law and explore if changes are feasible

Establish a reliable and adequate source of revenue for cultural and natural resource preservation.

Monitor existing state funding sources, such as Natural Resources Trust Fund

Determine if state funding sources can be developed and applied to historic built environment

## **PART V. IMPLEMENTATION**

As stated in the title, this plan is a comprehensive plan. It is designed to focus the efforts of all those who are endeavoring to preserve the cultural heritage of the state as embodied in its historic properties and archeological sites. As such it cannot be implemented by one entity but must encompass the efforts of all. The THC will, however, take the lead in implementing the plan. The plan will serve as the primary guiding principle for setting policy and planning annual activities and programs for the Historical Commission, especially those activities carried out under the umbrella of the NHPA. The plan will provide the framework for the annual work program for those activities. In preparing this annual work program the plan itself will be revisited and reviewed each year and revisions will be made as needed. It is expected that new strategies will be adopted and revised as old ones either become outmoded or achieve their aims. Objectives, too, may be revised as some are achieved.

In addition to serving as the basis for annual programs and activities of the THC the plan will serve as the foundation for efforts to raise the visibility of historic preservation to the general public. After this draft of the revised plan is put out for public comment, THC will make adjustments to the plan and begin implementing the major sections of the plan.

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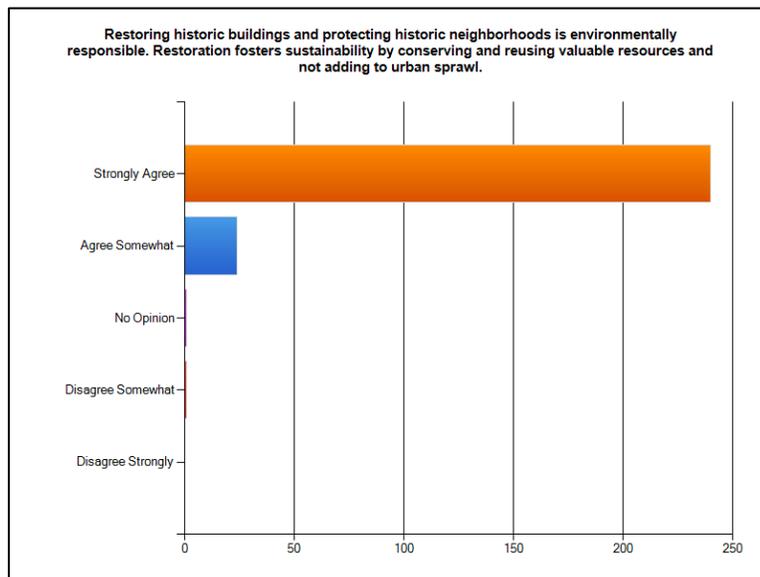
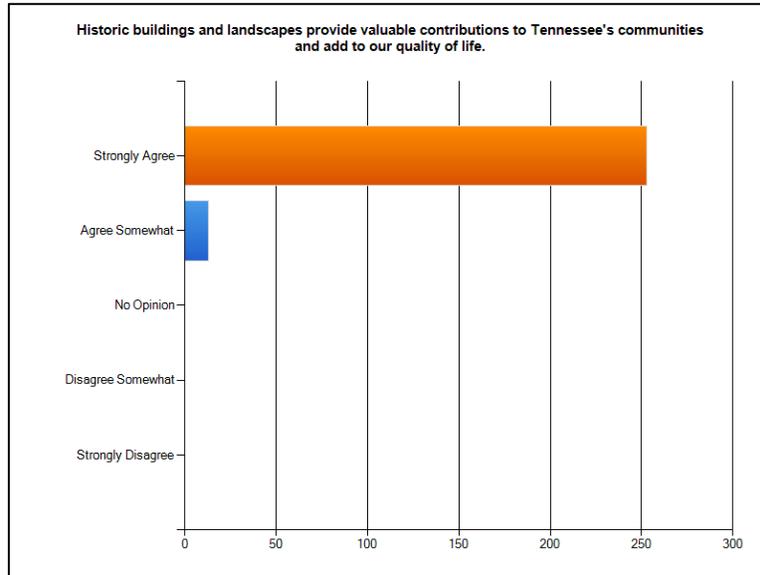
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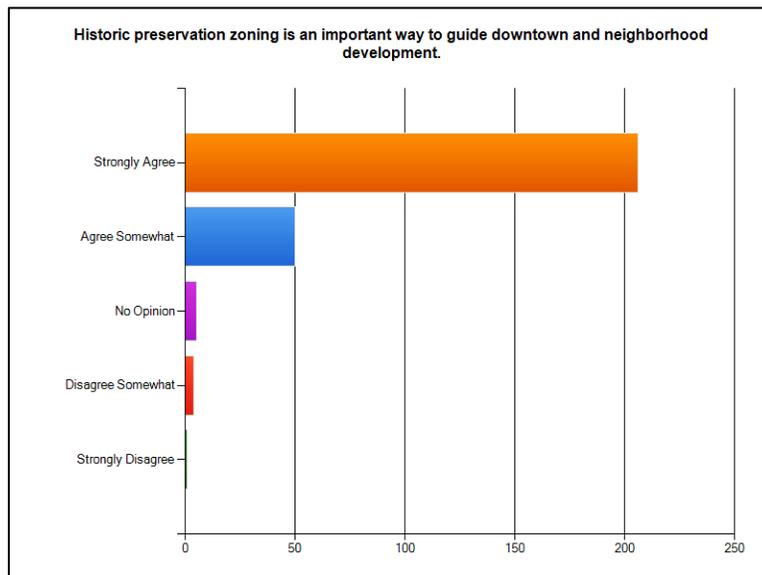
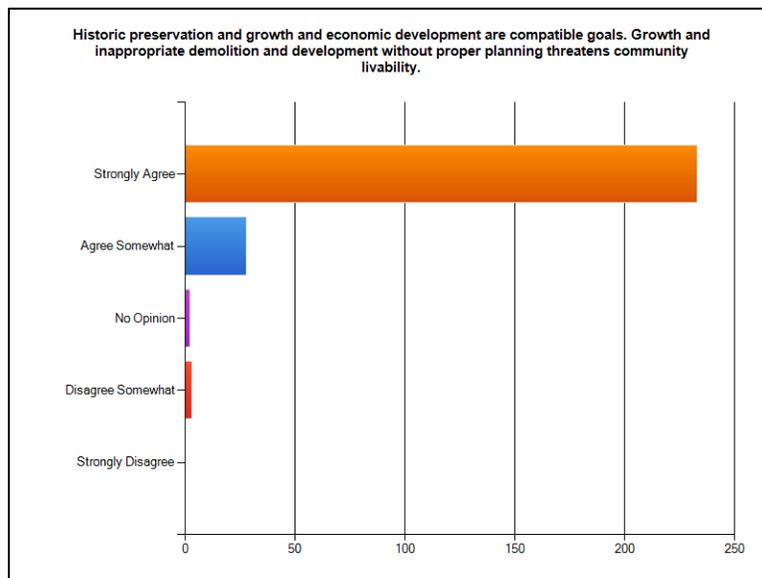
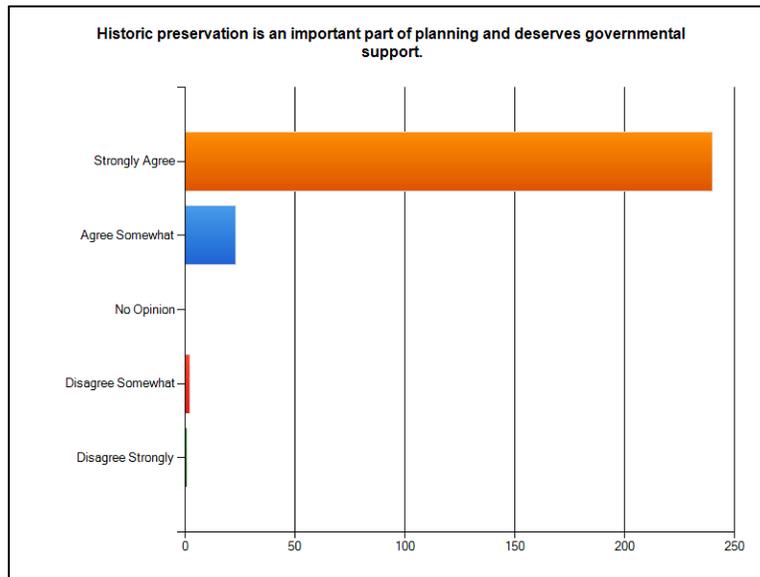
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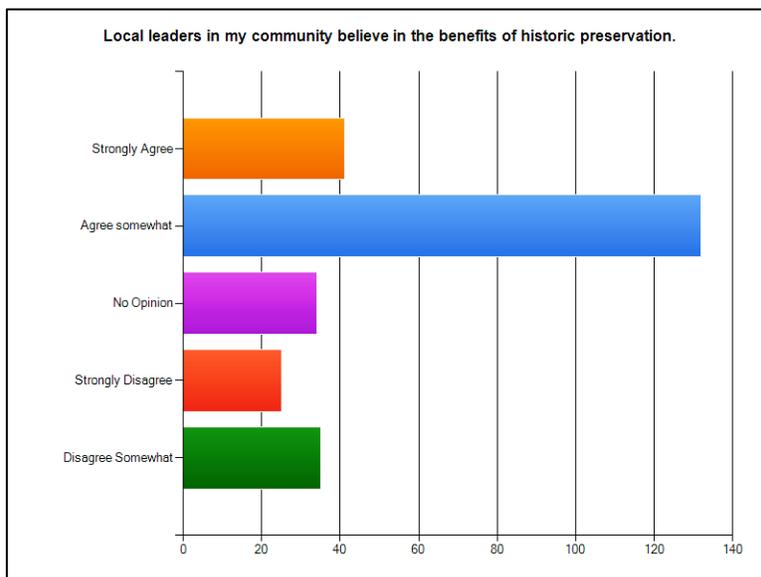
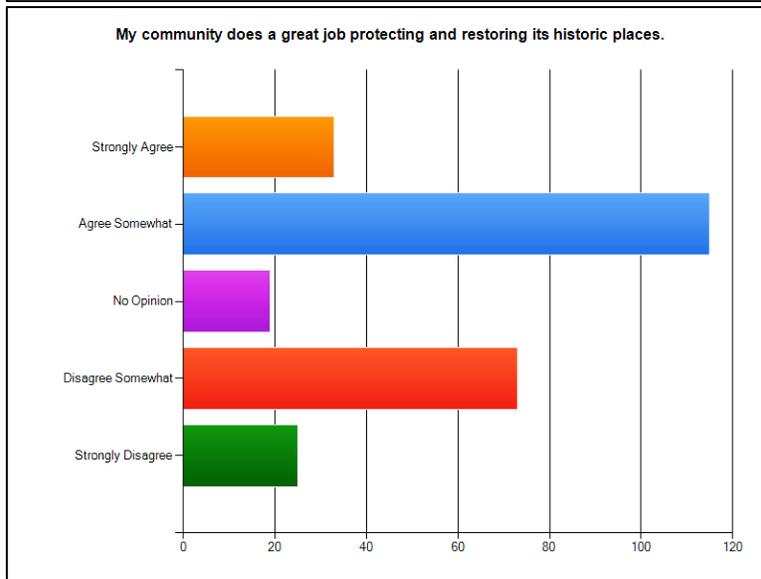
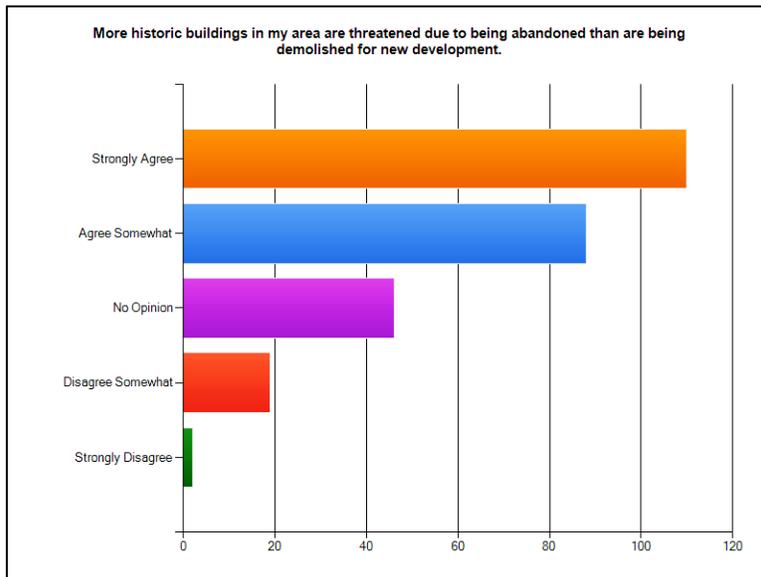
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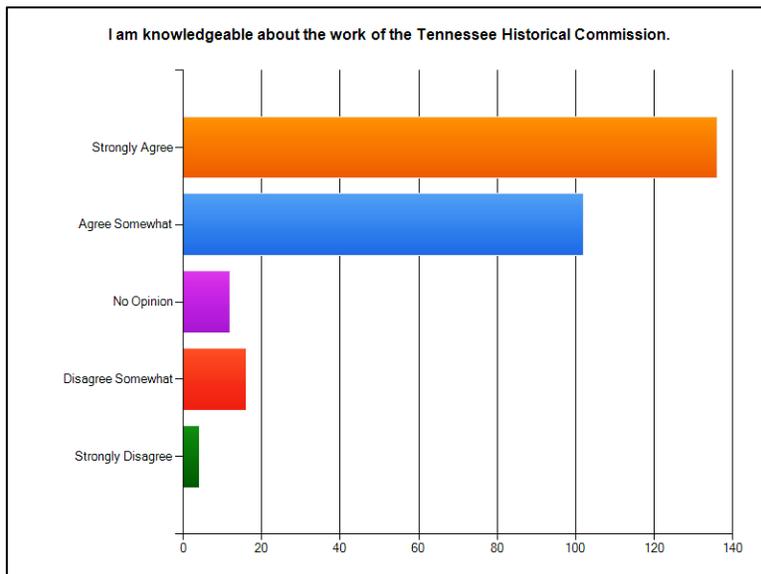
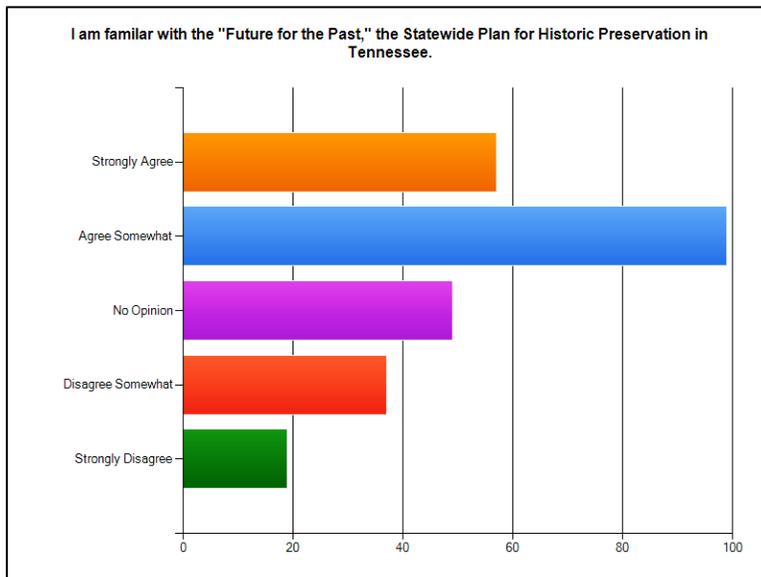
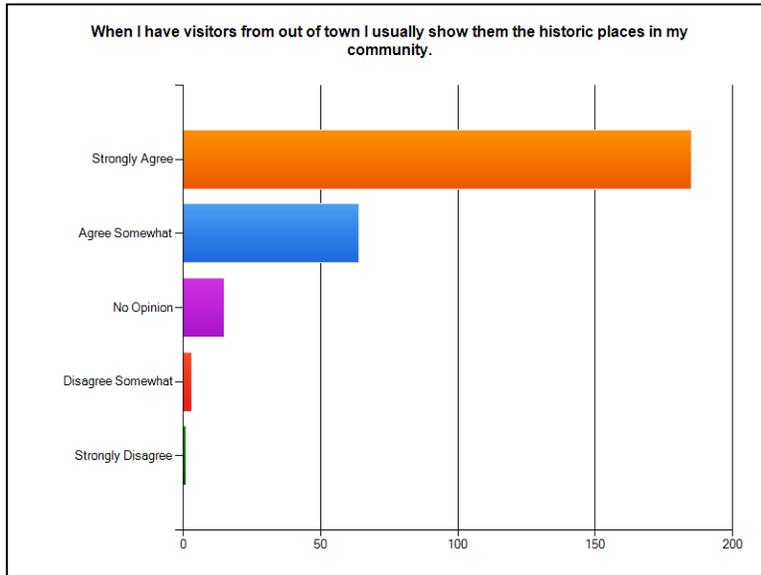
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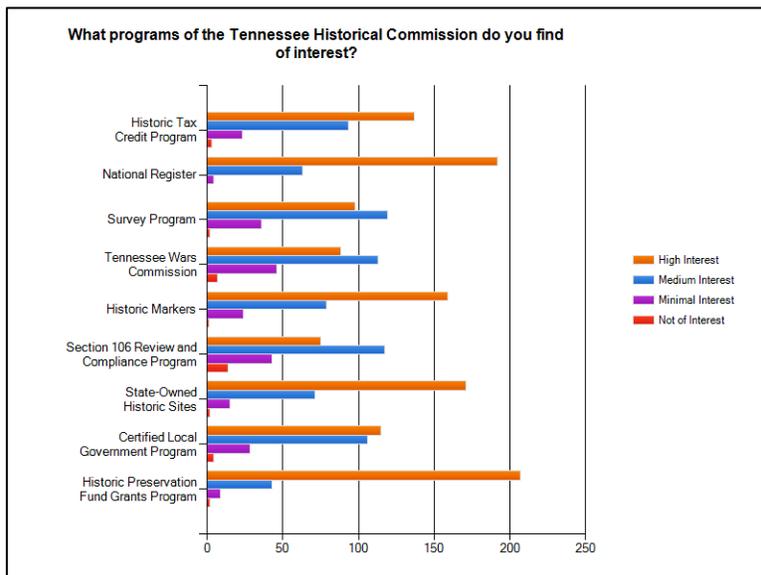
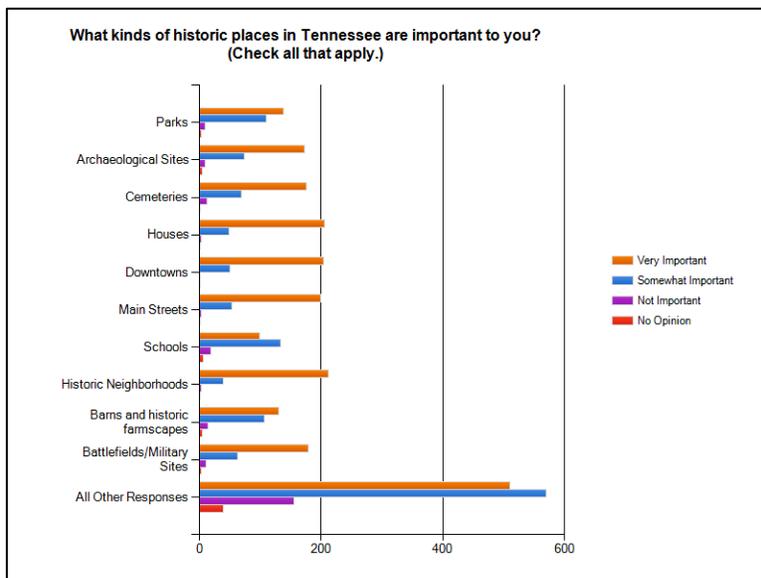
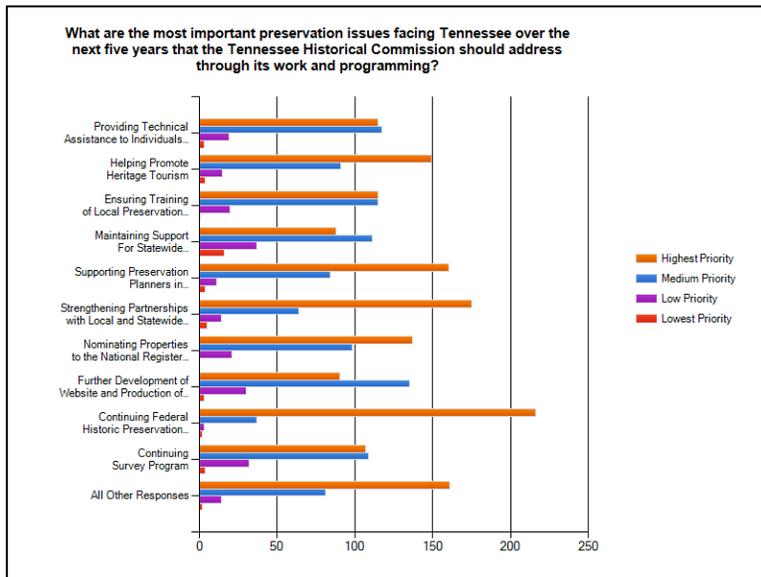
## Appendix A: Survey Results

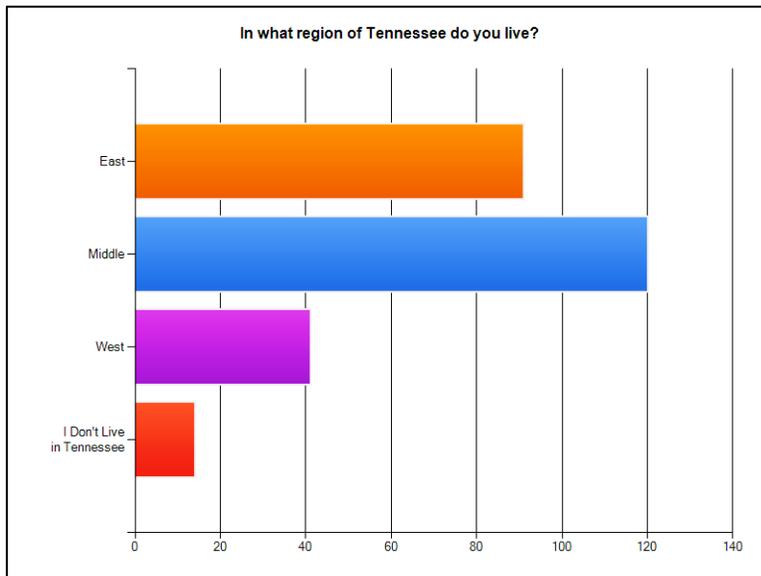
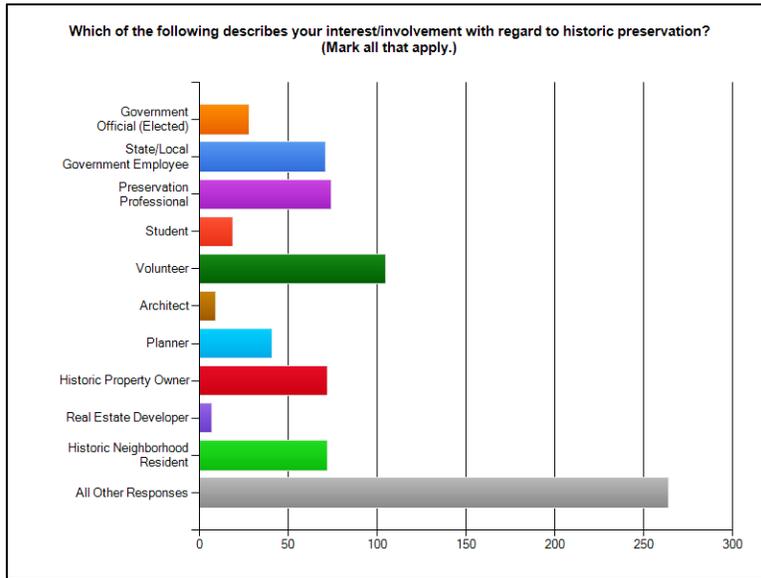












## Appendix B. Public Information Flyer



**TENNESSEE HISTORICAL COMMISSION**  
 DEPARTMENT OF ENVIRONMENT AND CONSERVATION  
 2941 LEBANON ROAD  
 NASHVILLE, TN 37243-0442  
 (615) 532-1550

### "A Future for the Past"

#### A Comprehensive Plan for Historic Preservation in Tennessee

The Tennessee State Historic Preservation Plan is being updated in 2011, and as stakeholders and citizens, your help is needed in providing guidance and input. Below are the present goals enumerated in the plan:

- Goal I.** Mobilize well-directed and effective public support for the preservation of historic resources as an important public goal.
- Goal II.** Administer the programs of the National Historic Preservation Act in Tennessee so that the legislative intent is realized.
- Goal III.** Assist and encourage local governments to establish and administer effective programs to identify and protect historic resources.
- Goal IV.** Establish an effective network of private preservation organizations which work together to promote, advocate and achieve the protection and preservation of Tennessee's historic resources.
- Goal V.** Secure the enactment of laws and other legal mechanisms which enable others to protect historic resources through effective land use planning and growth management techniques; review of governmental actions which may affect historic properties; and the provision of financial and other incentives and aids for preservation activities.

#### How You Can Help:

Familiarize yourself with the current edition of the plan, which may be downloaded by going to:  
[http://www.tn.gov/environment/hist/federal/historic\\_planning.shtml](http://www.tn.gov/environment/hist/federal/historic_planning.shtml)

Participate in our survey, which is expected to be online by June 1, 2011, by going to:  
<http://www.tn.gov/environment/hist/>

Provide other comments to the SHPO offering ideas by emailing [patrick.mcintyre@tn.gov](mailto:patrick.mcintyre@tn.gov) or by sending correspondence to: Patrick McIntyre, Tennessee Historical Commission, 2941 Lebanon Road, Nashville, TN 37214.