



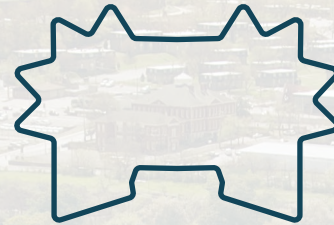
# FORT NEGLEY MASTER PLAN

A METRO NASHVILLE PROJECT



METROPOLITAN  
HISTORICAL  
COMMISSION





“Fort Negley is a cultural landscape that helps us determine who we are, not just as a city but, as a nation.”

— **JACKIE JONES**

“Fort Negley is in our hands now, and we have an obligation to make sure it is passed on to the next generation.”

— **GARY BURKE**

“Fort Negley is slowly revealing its secrets. We don’t know everything about the site yet. There’s so much more to learn and discover, and this master plan, I hope, will give us the opportunity to do that.”

— **KRISTA CASTILLO**

“When African-Americans arrived in this town and to this site, they didn’t come empty-handed... They brought their culture, their notions of how they defined liberty, and I humbly submit to you that what they brought with them makes the Nashville we see today.”

— **DR. LEAROTHA WILLIAMS**

“I am free because my ancestors fought with resilience, bravery, and courage for my freedom at Fort Negley. On St Cloud Hill, shoulder to shoulder, we will forever walk in the footsteps of our ancestors, speaking their names and sharing their stories at the fort. The master plan ensures Fort Negley will forever be our national landmark, a place where freedom began in Nashville.”

— **JENEENE BLACKMAN**



## VISION:

CREATE AN **OPEN-AIR MUSEUM OF NATIONAL SIGNIFICANCE** THAT SPEAKS THROUGH THE CULTURAL LANDSCAPE TO REVEAL HISTORY FROM **CIVIL WAR TO CIVIL RIGHTS.**



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*The Fort Negley Master Plan has been funded in part with a gift from the Nashville Parks Foundation and grants from the Tennessee Civil War National Heritage Area.*

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# EXECUTIVE SUMMARY

# INTRODUCTION

## THE OPPORTUNITY

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Fort Negley Park sits at the nexus of Nashville’s collective memory, a living history of the city’s physical, economic, and cultural evolution. Its story is uniquely American and within its landscape lies the narrative of our nation’s turbulent past. Fort Negley’s most recent history remains a microcosm of contemporary forces, the center of a push-pull relationship between development, open space, and the telling of a more complete history. Any successful master planning effort for Fort Negley requires the site, as well any proposed improvements, be viewed through this holistic lens. Fort Negley is much more than a Civil War relic. It represents the hope of freedom, the injustice of enslavement, the still-felt effects of urban renewal, and a continued struggle for social and environmental equity within a rapidly changing urban environment. The master plan presented in the following pages recognizes the complexity of the site and its historical and cultural importance. At their foundation, the plan’s recommended site improvements, program elements and strategic solutions represent an effort to interpret the site in ways that reflect this importance and illuminate Fort Negley’s story with truth and beauty.

The plan rests on bedrock of three guiding principles: *preserve and maintain* the Fort Negley site, *reveal and honor* its history, and *connect and engage* with the public at a local, regional, and national level. In its current state, Fort Negley Park does not meet these principles. The site is undermaintained and its historic resources vulnerable to further degradation. The site-wide interpretation of Fort Negley’s history is incomplete, including the story of the Bass Street Community. Site program elements that more fully engage the community are lacking. Pieces of the site remain disparate and the park remains disconnected from its adjacent communities and city at large.

The plan seeks to address the above issues through an overall strategy of *rehabilitation* as outlined by the *Secretary of the Interior’s Standards for the Treatment of Historic Properties*. Rehabilitation will utilize three main strategic solutions: *reinvestment*, *remembrance*, and *reconnection*. These solutions seek to create a site that meets the goals set forth by the guiding principles.

### Reinvestment

The plan calls for a reinvestment in Fort Negley through the protection, maintenance, and repair of existing historic resources as well as the introduction of contemporary interventions and interpretation of missing features. Original Fort Negley stonework as

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well as WPA era stonework will be rehabilitated through a series of interventions that protect, maintain, and repair these resources. Contemporary interventions include new outdoor classrooms and overlooks at the fort itself, new lighting, expanded Fort Negley Interpretive Center with context appropriate play elements and outdoor classroom, new memorial lawn, new seating and site furnishing, shade structures, and the establishment of sustainable native grasslands.

### Remembrance

Fort Negley’s story as currently told on the site remains incomplete. While the Fort Negley Visitor’s Center, in conjunction with Vanderbilt University, Middle Tennessee University and area historians such as Dr. Learoitra Williams, have recently shed needed light on the importance and influence of the African American history of the site, their research and these stories needs to be told in a more comprehensive way. Fort Negley presents the unique opportunity to interpret history from the Civil War to Civil Rights at one location. To achieve this goal, new interpretive nodes at the Interpretive Center, southeastern corner of the site, Bass Street, the Civil War era entrenchments, and the fortification itself are recommended as opportunities to knit together the site’s complete history for the visitor. The plan calls for a memorial to the laborers, soldiers and refugees that built, served, and sought refuge at the fort. This memorial would sit adjacent to the memorial lawn at the southeast corner of the site. In unison, these interpretive elements would paint a more clear, accurate and meaningful picture of the historical and cultural importance of Fort Negley Park.

### Reconnection

Fort Negley Park is presently broken up into three disparate sites; the area containing the fortifications at the top of the hill and the visitors center, the site formerly hosting the WPA grandstands and then Greer Stadium, and the site leased to Adventure Science Center. On a larger scale, park access is constrained due to its location between Interstate 65 and CSX rail lines. The plan calls for a reconnection of the Fort Negley site both internally and to the surrounding urban



fabric. A hierarchy of new pathways are recommended that will knit the internal site into a cohesive campus that can be understood and enjoyed in a more comprehensive way. The pathways connect all interpretive nodes in logical sequences so that the user has a museum like experience while exploring the site. New pedestrian gateways into the site are recommended at the intersection of Fort Negley Boulevard and Chestnut Street, the southeastern corner of the site at Chestnut Street, along Fort Negley Boulevard at the WPA era stone gate, and at the intersection of Bass Street and Oak Street immediately to the east of Adventure Science Center. These gateways will work in conjunction with streetscape improvements in the right of way planned by other agencies along Chestnut, Oak, and 6th Streets. The plan calls for the Fort Negley Boulevard pavement profile be changed to two lanes of vehicular traffic with a separated 14' greenway trail connecting Chestnut to Oak Street and their adjacent neighborhoods. A greenways feasibility study to connect Fort Negley to the City Central greenway system to the north and south will be an addendum to this plan. Together, these connectivity improvements would provide safer and easier access to the park. Once within the site, a more robust and logical pathway system would welcome the visitor to a more enjoyable and complete experience of Fort Negley Park.

The master plan outlines a recommended phasing plan and estimate of probable cost. It is recommended that all site work outlined by the master plan be performed in two primary phases. Phase one would include all site work outside of the proposed interpretive center and associated elements, and is estimated to cost approximately \$46,500,000. Phase Two would include the new interpretive center and associated exterior program elements, and is estimated to cost approximately \$17,000,000. Concurrent to both phases, stonework protection, maintenance and repair would be ongoing work with a separate budget of \$15,000,000. Several other recommendations are also detailed within the plan addressing key issues. This guidance includes recommendations for alternative funding sources for long-term support, operations, and maintenance for Fort Negley Park outside of Metro funding, structural recommendations for advocacy and research organizations, recommendation of a site-wide interpretive plan, and archaeological research protocols.

The master plan represents a dedicated effort by a multitude of diverse individuals and organizations. The public input, stakeholder discussions and Metro Nashville's dedication to supporting an inclusive and thorough planning process has yielded what we believe to be a plan for the successful and sustainable transformation of the Fort Negley site. The recommendations laid out in this master plan represent a once in a generation opportunity to provide this worthy site its proper treatment; to create a lasting landscape of memory, hope and resilience for Nashville and for the nation.



Bird's-eye view of the existing conditions of Fort Negley's fortification and its proximity to downtown Nashville.



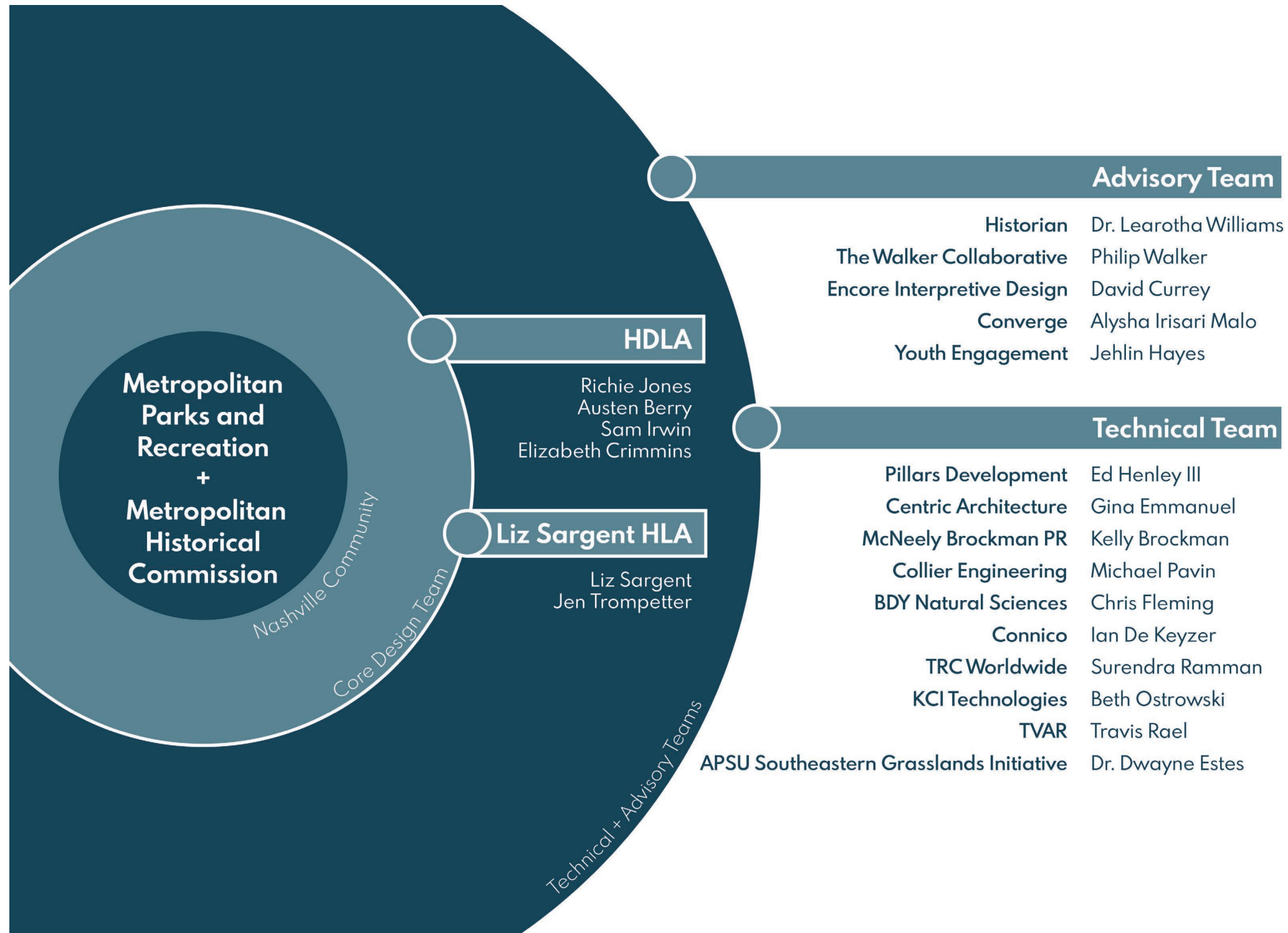
Historic gateway entrance into Fort Negley.



Bird's-eye view of Fort Negley's fortification.

## TEAM ORGANIZATION

The diagram below depicts the overall team structure for this project with Metro Parks and Recreation, Metro Historical Commission and the community as a whole as the nucleus with the core design team being project leads and the technical and advisory teams operating as support staff.



## PLAN TIMELINE

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Divided into three phases, this master plan project took place over the course of ten months. This timeline allowed for ample opportunity to collect and review research, examine the site's complete history, engage with the public and develop a master plan for the park moving forward.

### DISCOVER

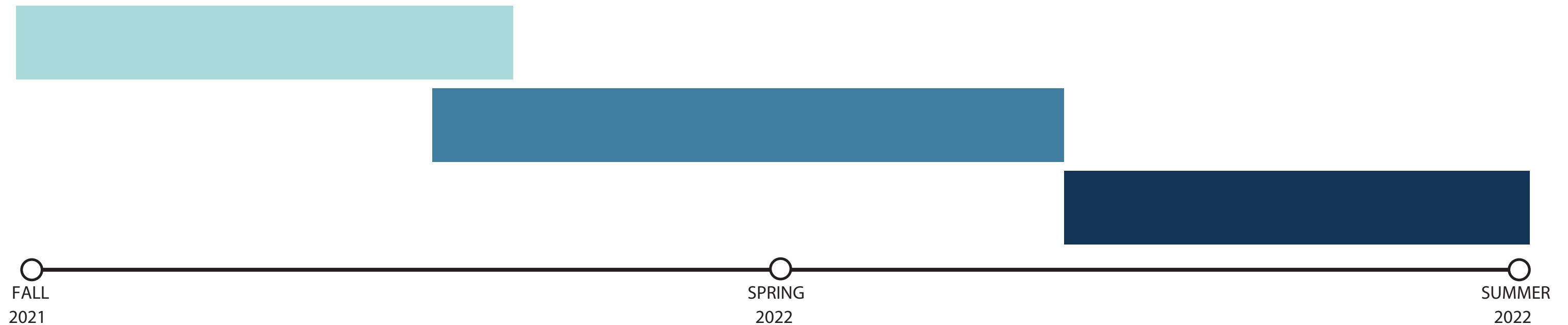
The Discover Phase consists of data collection, stakeholder and public engagement, and conducting deep research to establish the foundation for future design exploration.

### DESIGN

The Design Phase incorporates the analysis from the Discover Phase, and takes it a step further. Interpretive theming, programming, and a preservation framework are all developed in collaboration with the public and the design team.

### DELIVERY

As the design is finalized, a concise Master Plan is crafted to ensure priorities are met, and any refinements necessary are made. Finally, implementation can begin.



## SITE CONTEXT

Situated between multiple historic sites, critical city infrastructure and culturally significant neighborhoods, Fort Negley's 64 acres lie within the heart of Nashville. Just a few miles south of Nashville's busy downtown core, the site offers important green space to its surrounding neighbors. The Nashville City Cemetery, E.S. Rose Park, Reservoir Park are adjacent historical sites closely associated with Fort Negley. The site sits between Interstate 65 along its western boundary, CSX rail lines along its eastern boundary, and Chestnut and Bass Streets along its southern and northern boundaries respectively. Fort Negley Boulevard is the only vehicular street within the site, running north-south and turning sharply east to connect to Bass Street.



## RECOMMENDED SITE IMPROVEMENTS



### LEGEND

- — — PROPERTY BOUNDARY
- · · · · ADVENTURE SCIENCE CENTER LEASE LINE
- ① EXPANDED INTERPRETIVE CENTER
- ② MEMORIAL LAWN
- ③ BASS STREET PLAZA
- ④ CHESTNUT STREET PLAZA
- ⑤ INTERPRETIVE NODES
- ⑥ STEPS AND SEATING
- ⑦ MOWN REFLECTIVE PATHWAYS
- ⑧ TERRACED OUTDOOR CLASSROOM W/ CONTEXT-APPROPRIATE PLAY
- ⑨ NATIVE GRASSLANDS
- ⑩ OUTDOOR CLASSROOM
- ⑪ BOARDWALK TO REDANS
- ⑫ OVERLOOK
- ⑬ PARKING
- ⑭ NEW VEHICULAR ENTRY
- ⑮ ADVENTURE SCIENCE CENTER

## CONCEPTUAL PERSPECTIVE RENDERINGS





## CONCEPTUAL EYE-LEVEL RENDERINGS







Renderings are conceptual and intended to communicate general plan intent. Design is subject to change in future implementation phases.





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# BACKGROUND

# EXISTING CONDITIONS

## OVERVIEW

Fort Negley's environmental conditions have changed dramatically through the years, but for much of the past century the vegetation has existed in an ecologically degraded condition. Currently, the vegetation of Fort Negley exists as an open, grassy knoll represented by eighty-three plant species and dotted with widely spaced trees.

The buildings and structures on the site can be broken down into four specific areas and periods of development:

- The historic fort and freestanding stonework (Civil War and WPA)
- The Adventure Science Center
- The former Greer Stadium site
- 2004/2007 site improvements including the Fort Negley Visitor Center

Structures include the fort stonework, a series of stone freestanding and retaining walls around the site, and the stone entrance, all associated with the WPA period (1930s and 1940s).

The elevated wood boardwalks built in 2004 within the ravelin ditch and the redans initially served to restrict access to the stonework and to provide ADA-approved pathways for the handicapped. The wood planks have weakened from natural deterioration and lack of maintenance. These areas pose a risk to visitors.

The 2014 Historic Structures Report notes that much of the stonework at Fort Negley suffers from several naturally occurring deteriorating effects associated with weathering and lack of maintenance. These include stone delamination, disaggregation, and material loss; chinking loss; capstone loss or dislocation; stone cracking and spalling; and vegetation and animal burrows. The report also states that there is considerable variation in the size and pattern of the site's dry-stacked stone gravity fortification walls. These variations make WPA reconstruction and subsequent repairs difficult to distinguish. That being said, all of the walls at Fort Negley consist of dry-stacked limestone masonry, although there are a few locations where repairs have been made using mortared masonry (e.g., sally port).



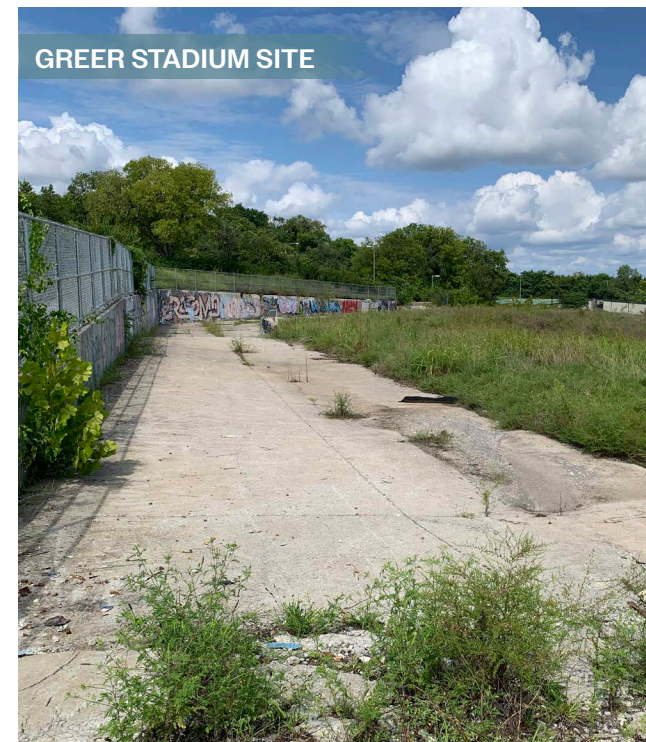
Aerial view of Fort Negley's fortification, 2022.



STONEWORK AND VEGETATION



FORT STRUCTURE, RING ROAD, AND ADJACENT LOT



GREER STADIUM SITE



BOARDWALKS

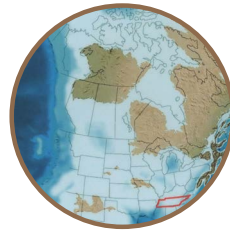
Dry-stacked limestone masonry walls are gravity-type retaining walls, meaning they derive stability from having enough weight to resist sliding and overturning, yet are not so heavy as to cause a bearing capacity failure of the foundation soils. Numerous areas of stonework have collapsed or are at acute risk of collapsing. At the time of this writing, a first phase of stonework repair is underway and is scheduled to be complete by the end of 2022.

*The above information is in the 2019 Fort Negley Park Restoration, Rehabilitation, and Cultural Landscape Report provided in the appendices of this document.*

# CULTURAL HISTORY

## PERIOD PLANS

Nashville's limestone forms in shallow seas approximately 450 million years ago.



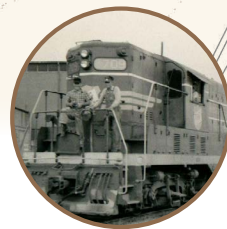
Native American settlements occupy the French Lick/Nashville area until several years after the arrival of the Robertson-Donelson party in 1779-1780. Tribal hunting parties take advantage of the many salt springs in the area that attract large numbers of game animals.

1822 and 1832  
The Nashville City Cemetery and Catholic Cemetery open for burials.



St. Cloud Hill

1849-1860  
The Nashville & Chattanooga Railroad and Tennessee & Alabama Railroad are built.



pre -1861

1862  
Nashville falls to the Union within the first year of the Civil War. Captain James S. Morton is sent to Nashville "to select sites and give plans and instructions for redoubts to protect the city." St. Cloud Hill is selected for a major fortification due to its commanding views to the front line. It becomes the largest inland fort in the United States.

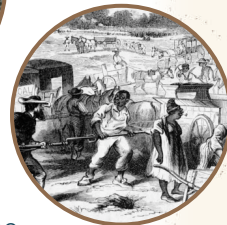


Entrenchments, rifle pits and earthworks are built into the hillside to provide protective cover for fighting soldiers.



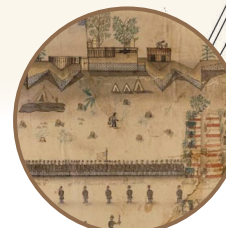
Enslaved individuals escape to Union lines and live on the hill at the base of Fort Negley and in other locations in Nashville. These settlements become the foundations of Black neighborhoods throughout the city.

1862  
Fort Negley is built largely by enslaved men, women, and children who are forcibly gathered from nearby plantations or have fled to self-emancipate. Free Blacks also join the effort. Many laborers perish in the process of building the fort.



Burials of thousands of soldiers, government employees, laborers, and refugees occur at the City Cemetery, Catholic Cemetery, and along land adjacent to Fort Negley.

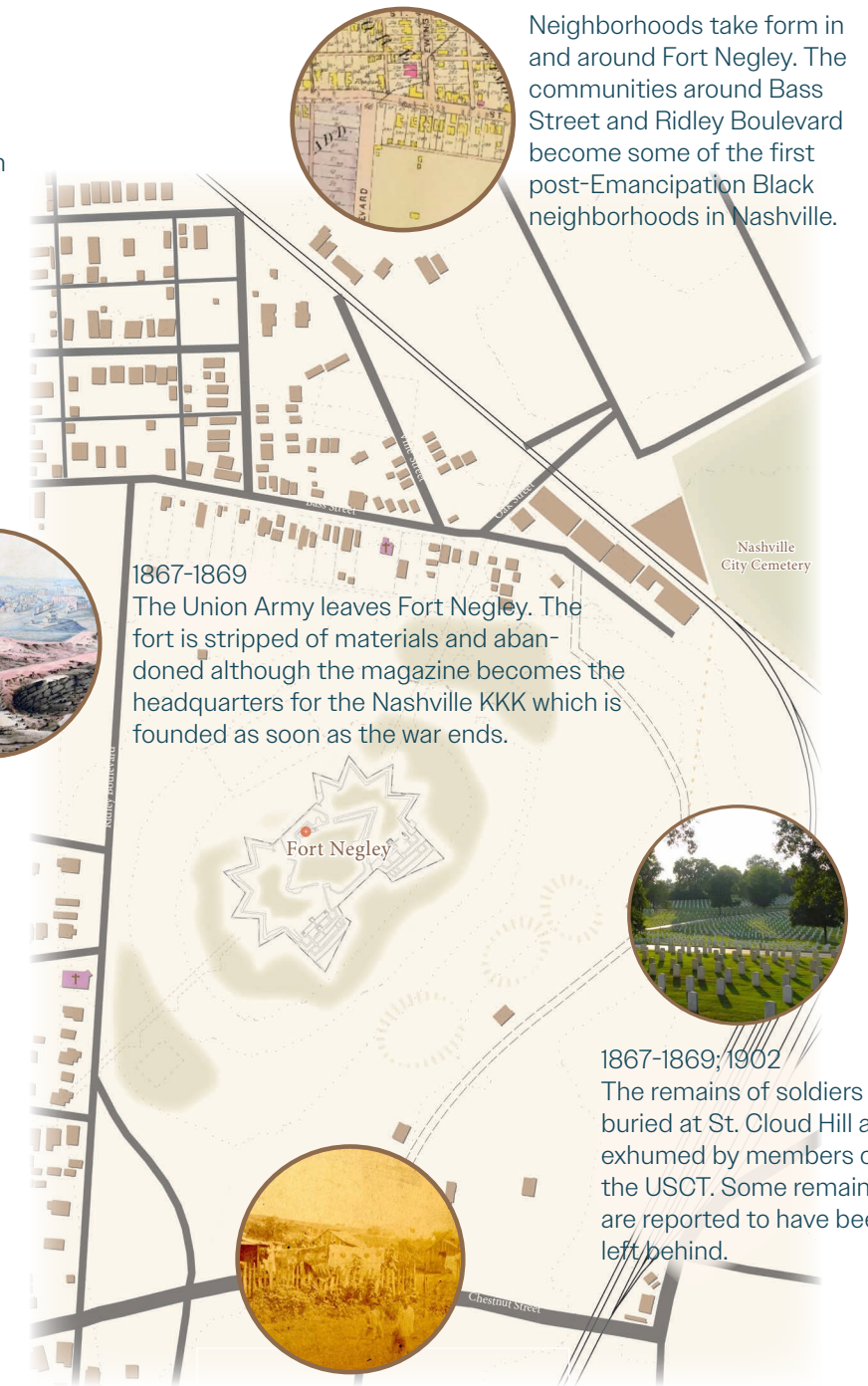
1863  
Company F of the 12th Regiment, United States Colored Infantry (USCT) is formed at Fort Negley comprised of men who had built the fort. Many more Black men enlist in the USCT during the war and fight for the cause.



1862  
St. Cloud Hill is cleared of vegetation to open up sight lines. Additional support structures such as officers quarters and encampments are constructed along the hillside.

1862 - 1865

Period plans provide a quick glance and overview of the changes to the cultural landscape during the periods that are considered historically significant.



Neighborhoods take form in and around Fort Negley. The communities around Bass Street and Ridley Boulevard become some of the first post-Emancipation Black neighborhoods in Nashville.

1867-1869  
The Union Army leaves Fort Negley. The fort is stripped of materials and abandoned although the magazine becomes the headquarters for the Nashville KKK which is founded as soon as the war ends.

1867-1869; 1902  
The remains of soldiers buried at St. Cloud Hill are exhumed by members of the USCT. Some remains are reported to have been left behind.

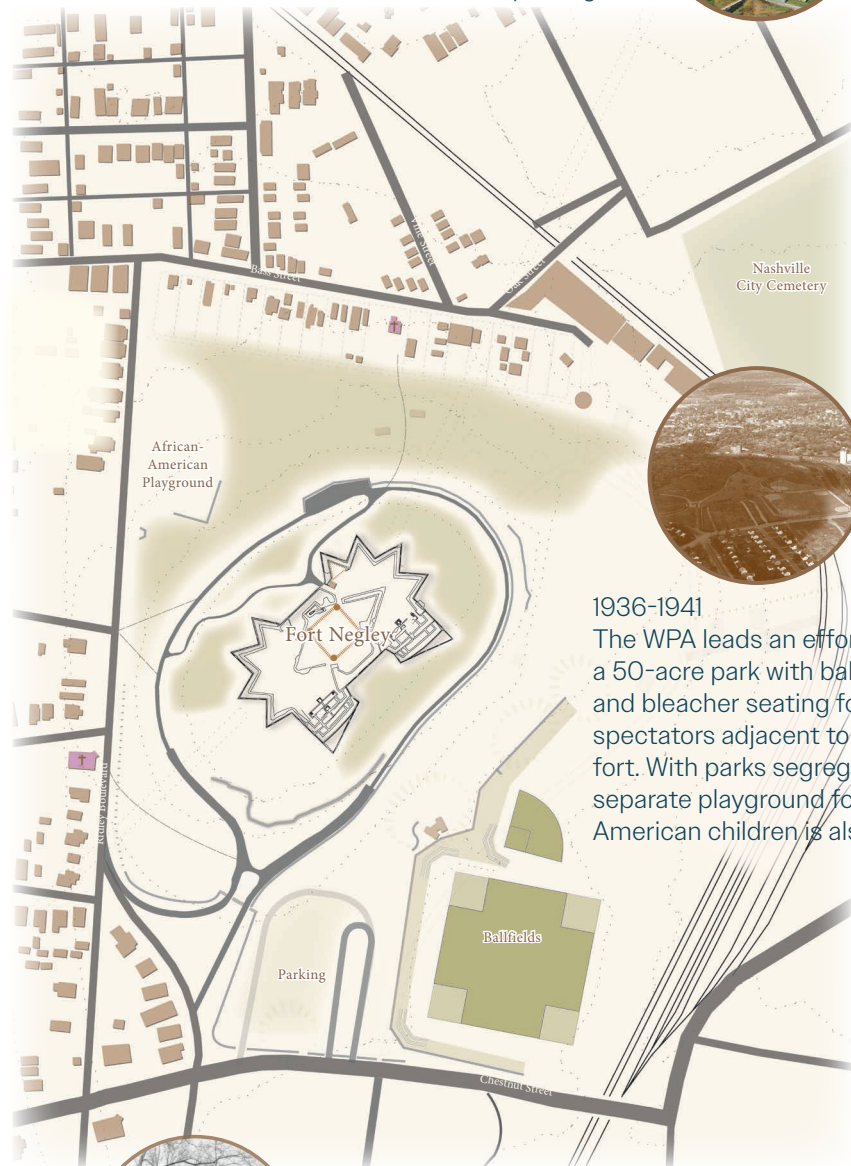
African American settlements exist along St. Cloud Hill until the city purchases the property to develop a park.

1866 - c. 1930



The neighborhoods around Bass Street and Ridley Boulevard continue to grow alongside Edgehill to become a bustling middle-class African American community with churches, restaurants, and vibrant commercial enterprises.

1934-1935  
Thousands of men employed by the Works Progress Administration (WPA) reconstruct Fort Negley using stone quarried from the hillside. They build a museum at a former magazine with a new entry, new access routes to the fort, and a parking lot.



1936-1941  
The WPA leads an effort to build a 50-acre park with ballfields and bleacher seating for 5,000 spectators adjacent to the fort. With parks segregated, a separate playground for African American children is also built.



1945  
The fort and park are in a state of decline and neglect due to limited wartime resources and close to the public.

## c. 1930 - 1945



1950s - 1960s  
The Edgehill Urban Renewal Plan, which includes the construction of Interstates 40 and 65, is approved and initiated. Hundreds of structures including homes, businesses, churches, and roads are razed and thousands of people are displaced.

As part of the urban renewal project, portions of Fort Negley Park are leased for the construction of the Cumberland Science Center and Greer Stadium.



1976-1978  
Greer Stadium is built and opens for the Nashville Sounds Minor League Baseball Team.



Fort Negley is overgrown with vegetation and remains closed to the public.

## 1946 - c. 1980



Late 1980s - early 2000s  
Adventure Science Center expands its footprint and adds additional parking across Bass Street.



1980s - 2005  
The city engages in master planning for the former park and invests in stabilizing and interpreting the fort's ruins. Fort Negley is designated a Historic Landmark District.

1980s - 2000s  
Greer Stadium expands and nearly doubles its capacity. The hillside is blasted to expand the parking area.



Portions of the site are occupied by homeless individuals and groups.



2007  
A visitor center is built and Fort Negley reopens to the public.



2015 - 2019  
Greer Stadium closes and the site and adjacent parking areas are abandoned. The stadium is demolished.



## c. 1980 - 2020

# ARCHAEOLOGY

## RECOMMENDED PROTOCOLS

*The below information is from a report titled “An Executive Summary of Archaeological Investigations Conducted at Fort Negley Historical Park (40DV189) in Nashville, Davidson County, Tennessee” prepared by Tennessee Valley Archaeological Research (TVAR) provided in the appendices of this document.*

For decades, archaeological investigations at Fort Negley have sought to answer a range of research questions with varying degrees of success. In addition to the prominent Union fort consisting of Works Progress Administration (WPA) reconstructed stone walls overlying remnants of the fort’s Civil War origination, subsurface testing has produced evidence of prehistoric, antebellum, Reconstruction and post-World War II era occupations of the site by modern transient inhabitants. Past archaeological studies have repeatedly shown that the number and integrity of remaining subsurface deposits warrants that any future endeavor or improvement to the park consider the impacts on archaeological resources and make every effort to avoid or minimize negative effects to those deposits. The site’s components possess the potential to yield further information regarding not only military occupation but also post-war usage and habitation. Given these circumstances, Tennessee Valley Archaeological Research (TVAR) recommends the below protocols.

Certain areas within the site have inherent, elevated cultural and archaeological sensitivities. Such areas include all elevations above the ring road, the remnants of the Bass Street community, the northeastern corner of the site near the Nashville City Cemetery, the lawn directly adjacent to the front gates and the remains of the WPA bleachers or any other WPA-era structures. It is recommended that any ground disturbing activity as would be part of the master plan implementation should involve rigorous archaeological testing and monitoring.

Certain areas on site have undergone little to no subsurface testing or investigations. These locations include the most eastern portion of the site near the railroad tracks, areas north of the Adventure Science Center, the old Greer Stadium parking lot, and the Greer field. Within these areas, archaeological testing of various types and degrees are recommended to identify additional cultural features or deposits integral to the site’s history.

Certain portions of the site have undergone levels of high disturbance, specifically the hillside cuts associated with the WPA restoration of the fort, Greer Stadium, and the Adventure Science Center. These cuts destroyed portions of the site, removing artifacts from their original stratigraphic and temporal contexts. Material from these cuts that were not directly used for the fort, Greer Stadium or the Adventure Science center were then transported and used across the site in various locations as fill. Although this moved material often buries and protects natural soil horizons at the location it is moved to, and the associated cultural deposits therein, it relocates artifacts remaining in the fill into a secondary, and artificial, context. The cut and fill process also typically requires additional fill be transported in from



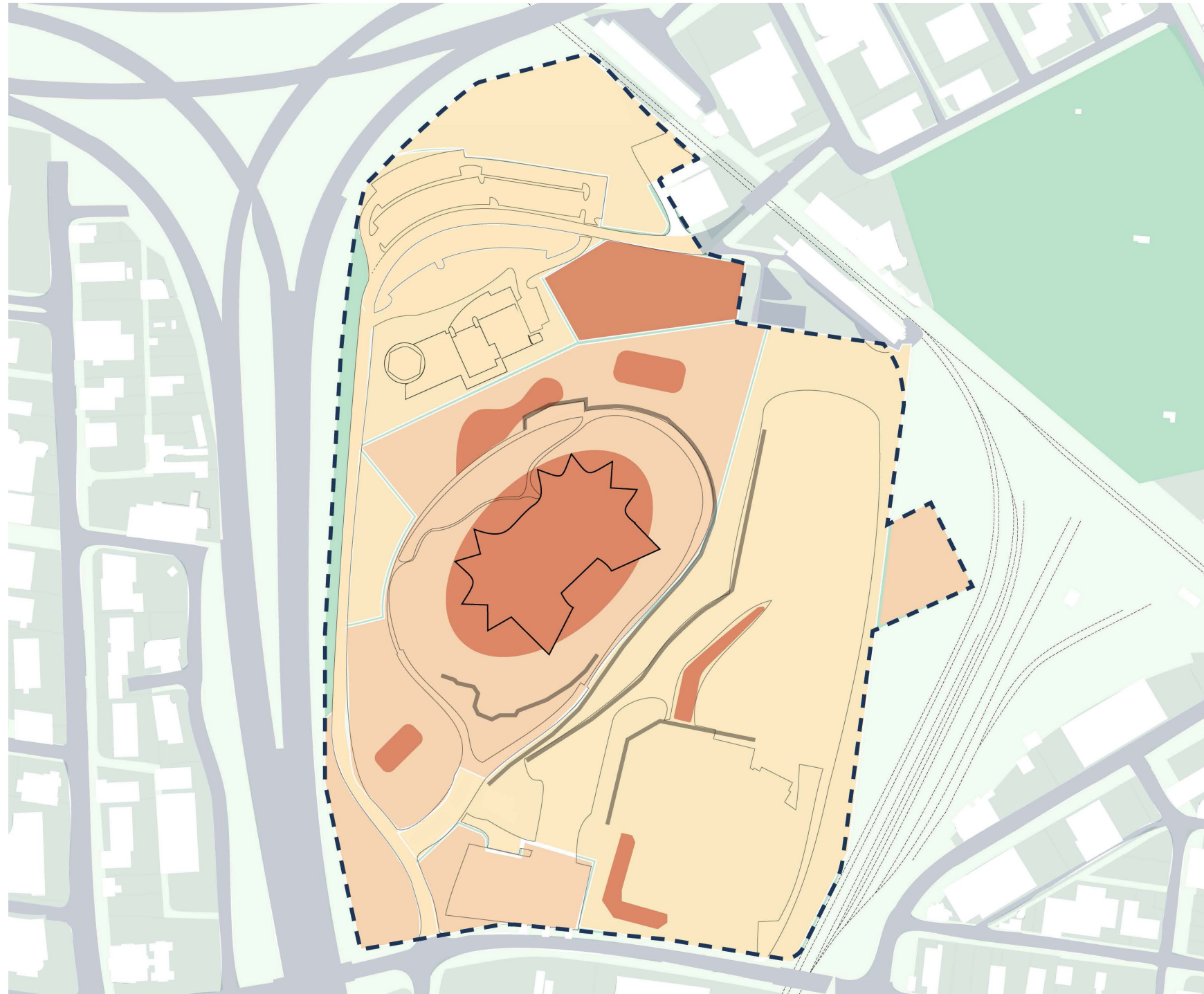
Fort Negley, 1862.

undocumented and unrelated areas. This imported dirt and material often contains structural debris and other artifacts alien to the site, further confusing the contextual matrix of dirt, debris, and artifacts within the upper layers of moved fill. In considering new development within areas of known disturbance and secondary context, the primary concern centers upon the protection of cultural features and deposits that remain within their original context buried below asphalt and fill. With this in mind, it is recommended that all areas within Fort Negley Park should undergo archaeological investigation and/or monitoring when new construction or other developmental activities occur. All artifacts within construction areas should be collected by a professional archaeologist to ensure their appropriate study and determine their research potential and ability to contribute to the National Register of Historic Places (NRHP) significance of the site.


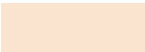
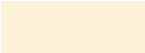


## ARCHAEOLOGICAL RECOMMENDATIONS

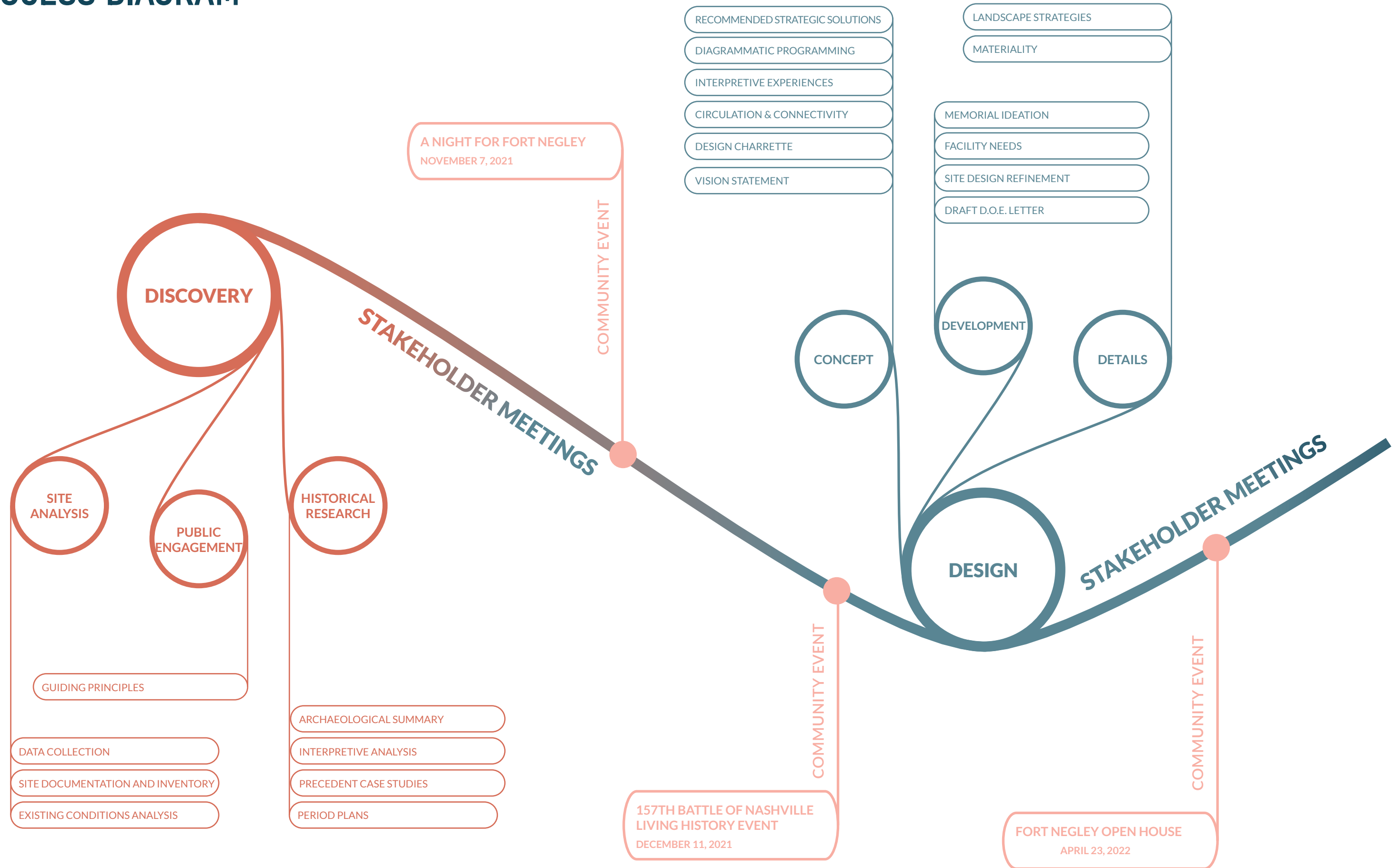
This map was created by Tennessee Valley Archaeological Research (TVAR) highlighting the recommended strategies for each subarea. It is recommended that all areas within Fort Negley Park should undergo archaeological investigation and/or monitoring when new construction or other developmental activities occur. All artifacts within construction areas should be collected by a professional archaeologist to ensure their appropriate study and determine their research potential and ability to contribute to the National Register of Historic Places (NRHP) significance of the site.

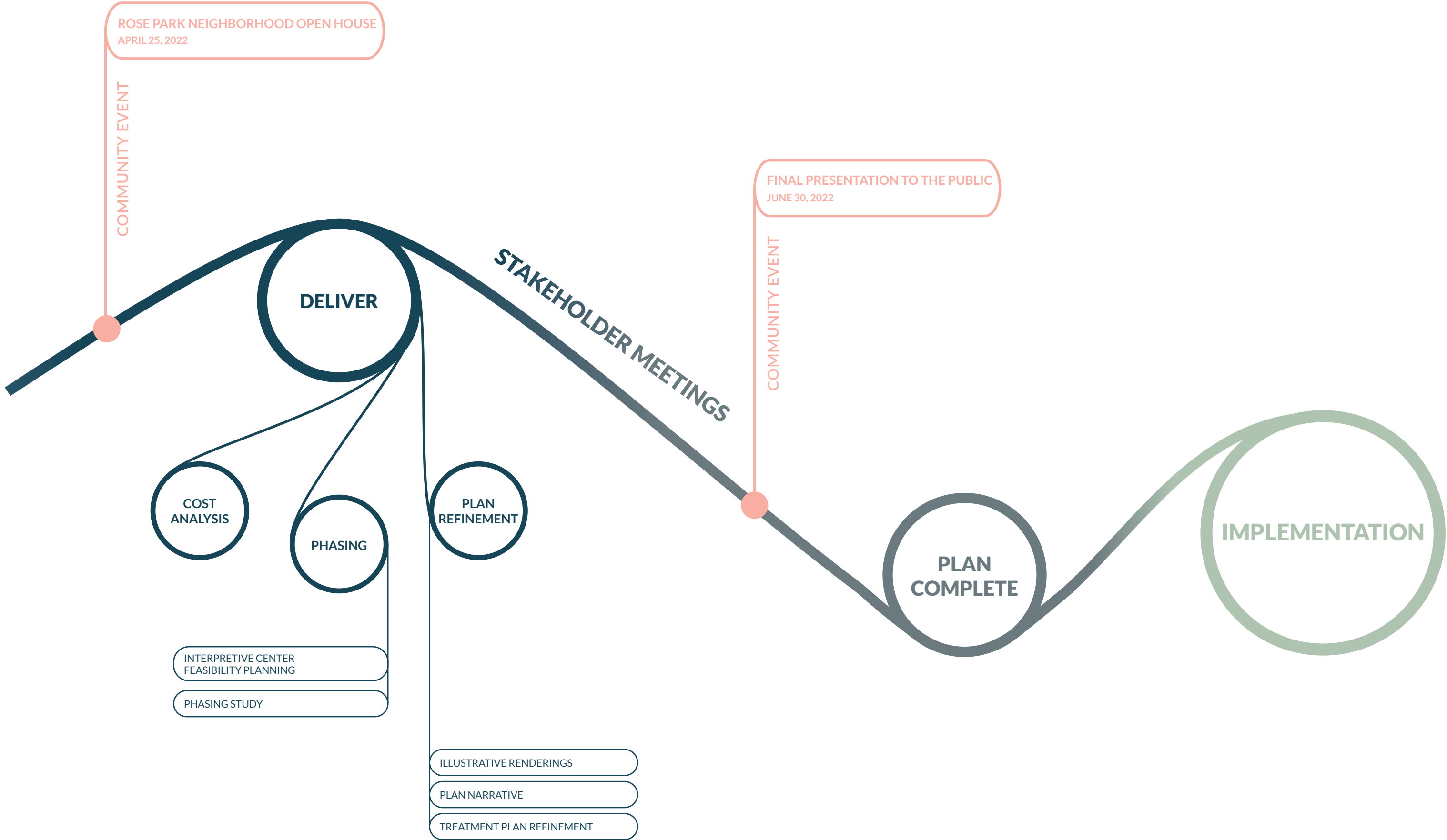


### LEGEND

-  Where construction is proposed, rigorous archaeological testing prior to any ground disturbing activities is recommended.
-  Archaeological monitoring and testing recommended for any construction/disturbance in this area. Archaeological testing of various types and degrees are recommended to identify additional cultural features or deposits integral to the site's history and further study.
-  Archaeological monitoring recommended for any construction/disturbance in this area.

# PROCESS DIAGRAM





# COMMUNITY ENGAGEMENT

## PUBLIC INPUT

Community engagement and feedback has played a critical role in the development of this master plan. Throughout a series of five events, community members were asked to participate in interactive activities that ultimately laid the ground work for the design process. Activities included an expert panel session, open houses, opportunities for reflection, and multiple physical scale models to facilitate feedback.

Events were held periodically throughout the entire master planning process, starting early in the Discover phase and ending with the presentation of the master plan. By involving the community throughout the entirety of this process, the master plan attempts to capture and reflect the voices, stories and emotional connections that Fort Negley evokes for so many people.

## COMMUNITY EVENTS

### 1. A Night For Fort Negley

*Date: November 7, 2021*

*Location: Rose Park Middle School*

### 2. 157th Battle of Nashville Living History Event

*Date: December 11, 2021*

*Location: Fort Negley Visitor Center*

### 3. Fort Negley Open House

*Date: April 23, 2022*

*Location: Fort Negley Visitor Center*

### 4. Rose Park Neighborhood Open House

*Date: April 25, 2022*

*Location: Easley Community Center*

### 5. Fort Negley Open House and Final Presentation

*Date: June 30, 2022*

*Location: Fort Negley Visitor Center*



## STAKEHOLDER ENGAGEMENT

Numerous stakeholder groups were engaged periodically throughout the design process in order to build excitement, share knowledge, and to provide updates regarding the master plan. Over the course of the entire master planning process, more than twenty meetings were held with various groups to gather technical data. These groups were instrumental in understanding the political, historical, and social complexities that surround the site.

## STAKEHOLDER MEETINGS

- |  |  |
|--|--|
| <p><b>1. Nashville Homeless Impact Division</b><br/>Date: September 30, 2021</p>   | <p><b>8. Fort Negley Advisory Committee</b><br/>Dates: October 15, 2021<br/>March 31, 2022</p>                                       |
| <p><b>2. Nashville Metro Parks Staff</b><br/>Date: September 30, 2021</p>  | <p><b>9. Metro Parks Board</b><br/>Dates: October 18, 2021<br/>May 3, 2022</p>   |
| <p><b>3. Nashville Metro Planning Staff</b><br/>Dates: October 1, 2021<br/>April 5, 2022</p>   | <p><b>10. The Adventure Science Center</b><br/>Dates: October 20, 2021<br/>March 29, 2022</p>  |
| <p><b>4. Councilperson Colby Sledge</b><br/>Dates: October 5, 2021<br/>April 6, 2022</p>   | <p><b>11. Friends of Fort Negley/<br/>Fort Negley Technical Advisory Committee</b><br/>Dates: October 27, 2021<br/>April 6, 2022</p> |
| <p><b>5. State Historic Preservation Office/<br/>Tennessee Historical Commission/<br/>Tennessee State Archaeologist Phil Hodge</b><br/>Date: October 6, 2021</p> | <p><b>12. African American Cultural Alliance</b><br/>Date: November 4, 2021</p>  |
| <p><b>6. Nashville Department of Transportation</b><br/>Dates: October 11, 2021<br/>March 21, 2022</p>   | <p><b>13. Metro Nashville Mayor John Cooper</b><br/>Dates: March 22, 2022<br/>May 12, 2022<br/>June 30, 2022</p>                     |
| <p><b>7. Nashville Metro Water Services</b><br/>Dates: October 11, 2021<br/>March 30, 2022</p>   | <p><b>14. Metro Historic Commission</b><br/>Date: February 28, 2022</p>  |

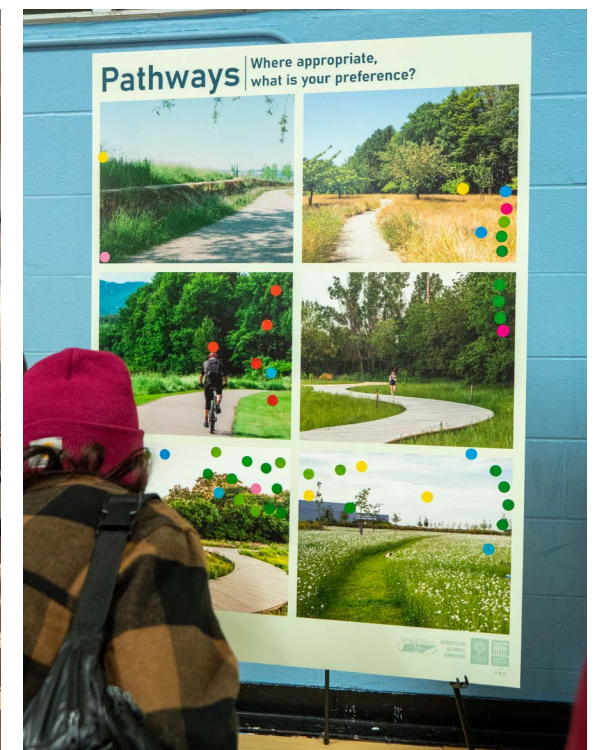
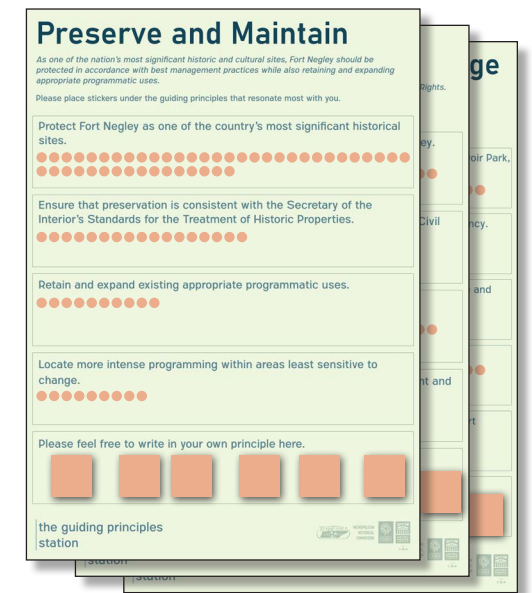
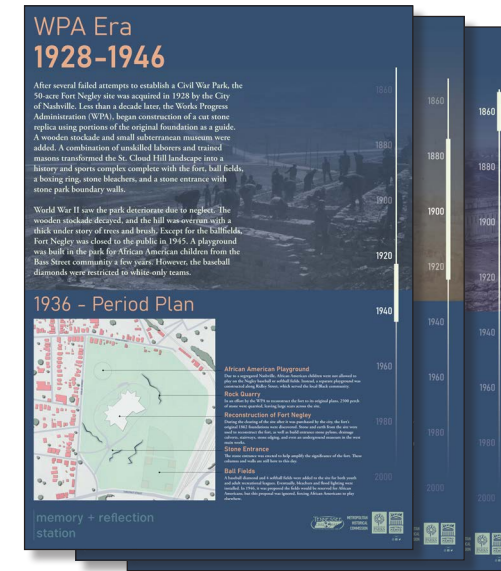


## INTERACTIVE FEEDBACK

Receiving feedback from local community members was integral in preparing the master plan. Various interactive stations allowed for the public to physically engage in the planning process. Such activities included sharing thoughts and memories, selecting and creating guiding principles and voting on their most desired programming.

**175+**  
PARTICIPANTS

**1175+**  
COMMENTS RECEIVED



## PHYSICAL MODELS

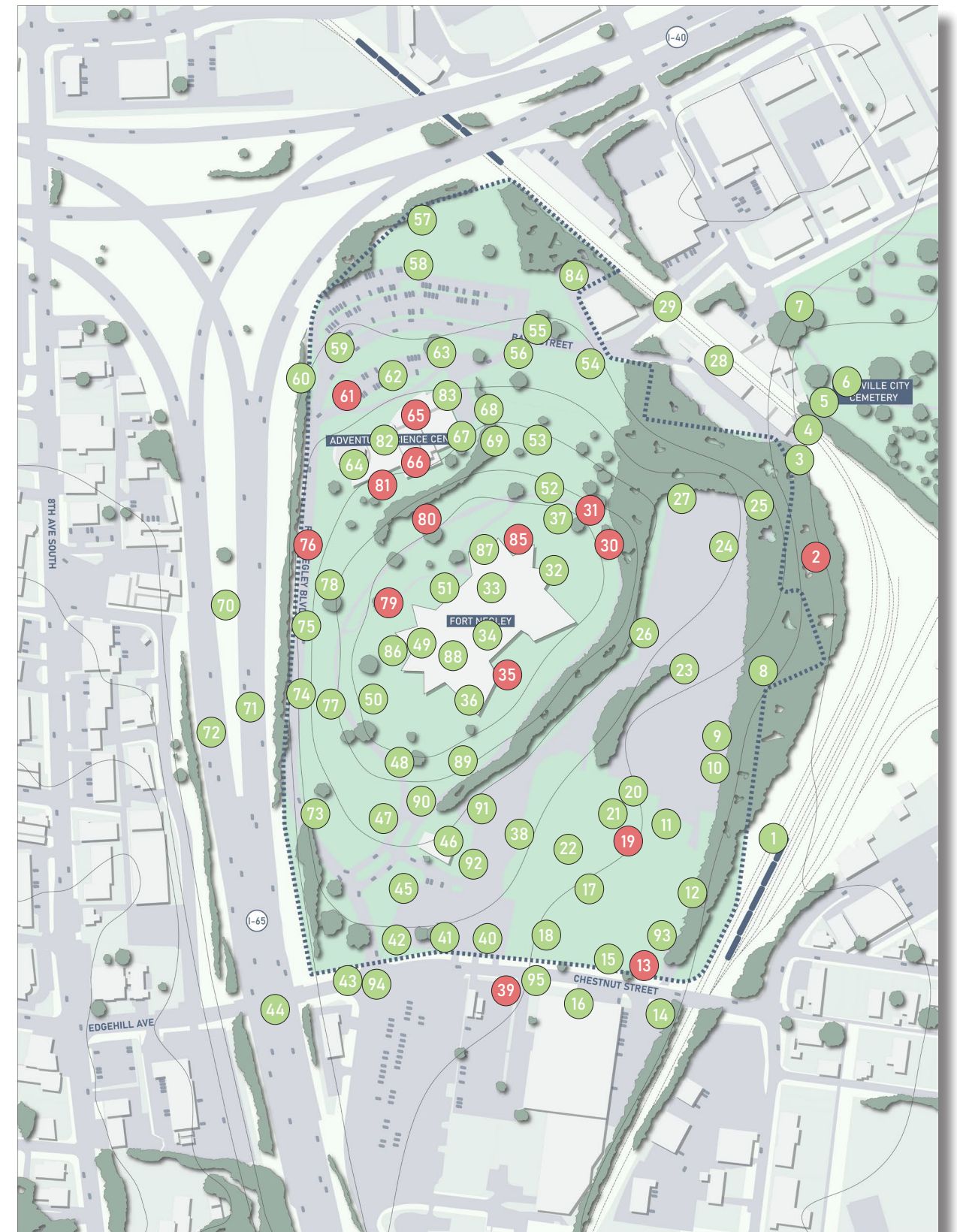
Physical models played a critical role throughout the entirety of the community engagement process. Each model encouraged community members to spatially examine the site, explore the design and provide direct feedback tied to a specific location. Often times this station was the most popular and crowded, which encouraged impromptu conversations and the sharing of stories.

22. “Memorials throughout to honor the laborers.”

38. “Add to the museum/ visitor center space, create an outdoor classroom.”

46. “Amphitheater for historic and cultural performances.”

83. “Archaeological and historical research on Bass Street Community. Protect Nashville Black History!”



\*For a complete list of comments received from all public engagement events please see appendix.

# PREVIOUS REPORTS

## **HISTORIC STRUCTURES REPORT (2014)**

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Completed in 2014 to specifically address preservation, rehabilitation and restoration efforts at Fort Negley, the Historic Structures Report (HSR) is a foundational document for all decisions regarding the Fort and surrounding stonework. The document provides assessment and recommendations concerning destabilized and degrading stonework at the fortifications and surrounding WPA stonework. Primary recommendations include stabilization, reinforcement and drainage strategies for fortification stonework that was observed to be building, rotating and experiencing displacement. The plan recommends that future work *“stabilize the fortification ruins to address immediate life safety hazards, maintain the highest level of integrity of the existing historic fabric, allow reversibility, minimize the addition of incompatible materials, and promote conservation of the mechanical behavior of the antiquated structural system.”* The report also recommends temporary bracing in areas of life safety hazard, installation of soil anchors and localized repairs as needed. Collapsed areas should only be reconstructed as needed for interpretive purposes. The HSR was used as a baseline for all recommendations within this master plan and the treatment plan as outlined is consistent with the recommendations of the report.

## **CULTURAL LANDSCAPE REPORT (2019)**

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Published in 2019, the Restoration, Rehabilitation and Cultural Landscape Report (CLR) for Fort Negley is intended as a primary resource document to guide Metro Parks in the long-term conservation, rehabilitation, and management of Fort Negley Park’s cultural landscape. The primary purpose of the report is to *“highlight Fort Negley’s historic past, survey the current condition of the park, prescribe best practices and preservation methods to stabilize and rehabilitate the WPA stonework, and recommend strategies to manage invasive foliage that hinder long-term sustainability and interpretation”*. The CLR provides overall treatment guidelines and recommendations for Fort Negley Park that have served as a foundation for the work produced in this master plan. Master Plan recommendations and specifically, the treatment plan as outlined, is consistent with the recommendation of the CLR.

## **PLAN TO PLAY: THE COUNTYWIDE PARKS & GREENWAY MASTER PLAN (2017)**

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Plan to Play serves as Metro Nashville Parks Department 10-year master plan document. As such, all subsequent master plans need to ensure they are meeting the overarching goals set forth in this document. Plan to Play recommends that Metro Nashville invest in new master plans, as well as prioritizing the enrichment of historic sites within the park’s department portfolio. Plan to Play also recommends expanding programming within existing parks, introducing concessions and/or cafes and connecting parks via integrated greenway systems. The Fort Negley Master Plan addresses these needs and recommendations as detailed in the main body of this document.

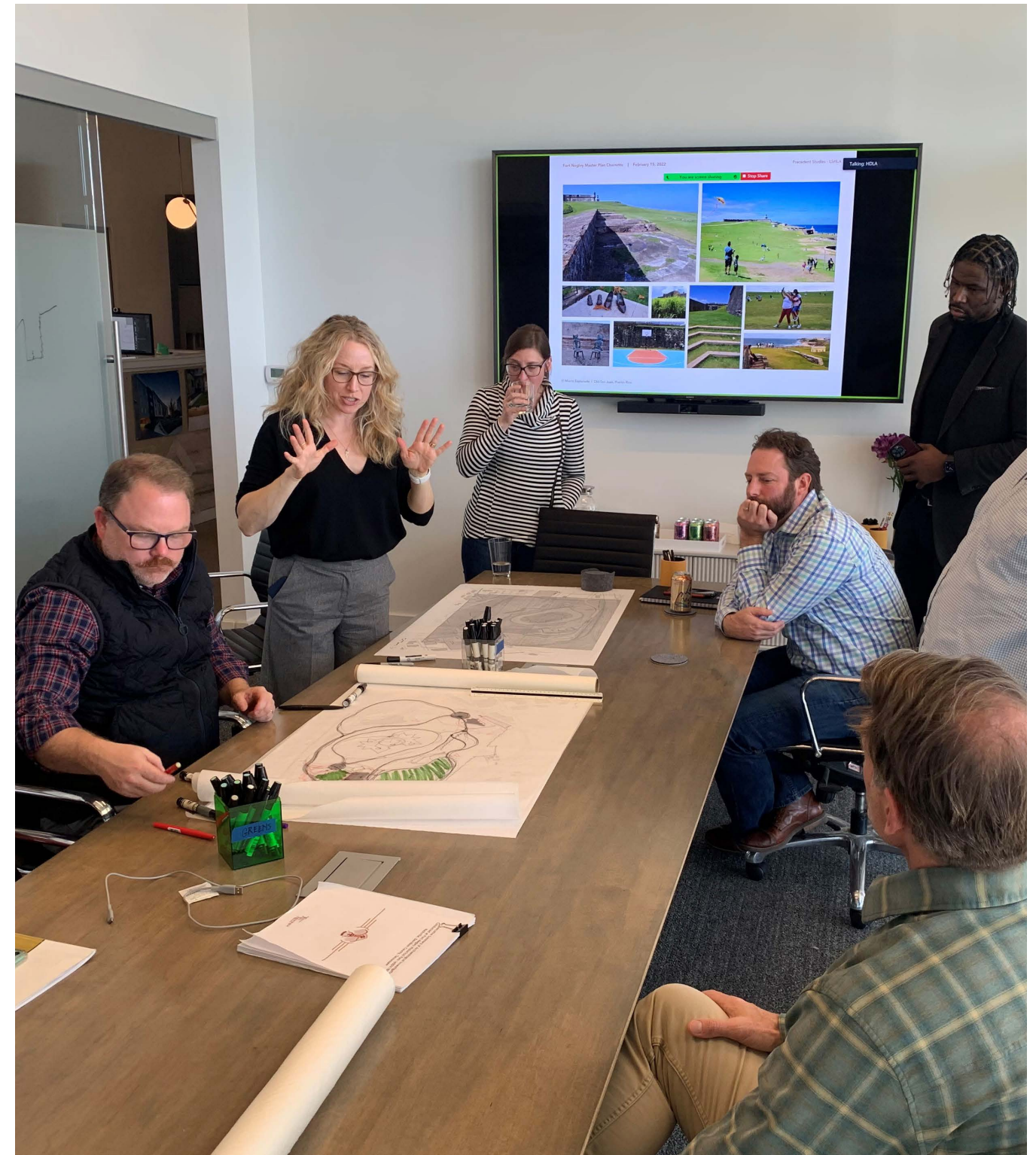


# DESIGN CHARRETTES

## INTERNAL DESIGN DISCUSSIONS

Moving forward with the information and input received from the first round of community engagement, along with the abundance of research compiled to date, the core consultant team came together to officially initiate the planning process. Individuals from multiple disciplines each offered their own expertise and strategies towards the treatment of the park. Smaller groups were created to encourage a quicker, more iterative process that allowed for a wide variety of ideas to reach paper. In the end, the ideas from each group were presented and discussed. The best strategies from each were then combined into a conceptual first draft.

The work performed during this charrette laid the foundation for the design process moving forward. By having this conceptual first draft the design team was able to more effectively communicate the strategies and programs implemented across the site. This, in turn, created more conversations about the overall plan, allowing the plan itself to be fluid and responsive.



Left: Early concept sketches from charrette.

Top: Design team sketching out ideas during charrette.





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# MASTER PLAN

# GUIDING PRINCIPLES AND RECOMMENDED STRATEGIC SOLUTIONS

## OVERVIEW

In order to accomplish responsible and successful planning solutions, the design team crafted a list of principles to guide the overall planning process. In collaboration with multiple consultants, stakeholders, and the public, three main overarching principles were created; *preserve and maintain*, *reveal and honor*, and *connect and engage*. These principles paved a clear path forward, served as a filter for all planning decisions, and acted as the very foundation that the entire master plan is built upon.

These principles were presented to the public for review during the first round of community engagement. The comments received from these events, along with multiple internal review sessions, helped fine tune these principles, and what they mean for Fort Negley moving forward. Once these principles were established, the team examined all the potential development ideas through the filter of these principles. By examining the site in this way, the design team was able to develop site specific strategies to best meet the goals of the master plan.



## PRESERVE AND MAINTAIN

### GUIDING PRINCIPLES

- Protect Fort Negley as one of Nashville's most significant historic and cultural sites by identifying, preserving and maintaining significant characteristics and features of the cultural landscape.
- Ensure that preservation strategies are consistent with the guidance afforded in the Secretary of the Interior's Standards for the Treatment of Historic Properties.
- Retain and expand existing programmatic uses in the park relating to historic interpretation, passive recreation, and the Fort Negley Visitor Center. Remove features that detract from the overall historic character.
- Add new interventions that are consistent with the form, order, and distinctive features of Fort Negley. Locate more intensive programming within areas considered to be least sensitive to change (due to prior disturbance or a lack of identified previous cultural associations) and avoid ground-disturbing interventions in areas that may contain prehistoric or historic archaeological resources.

### EXISTING CONDITIONS:

- Neglected, vulnerable and under-maintained

### RECOMMENDED STRATEGIC SOLUTION:

#### REINVESTMENT

- Preservation, stabilization and strategic maintenance of fort structure and other remaining WPA era site work
- Creation of a sustainable, regenerative landscape
- Expansion of robust programming and partnerships that celebrate the full and accurate history of the Fort Negley site
- Development of long-term maintenance and operations strategies
- Development of long-term sustainable funding sources



## REVEAL AND HONOR

### GUIDING PRINCIPLES

- Celebrate the natural, historical and cultural assets of Fort Negley that differentiate it from Nashville's other parks, such as its unique topography and geology, its association with a Civil War Union occupation, African-American Heritage and the role of the
- Showcase Fort Negley as a national example of the history and evolution of similar sites across the country in regards to the Civil War, African American history, erasure, and urban renewal.
- Relay and honor the full story of Fort Negley by engaging and interpreting multiple cultural narratives that are relevant to Nashville's diverse population, particularly stories of African Americans who sought refuge at St. Cloud Hill, helped to build Fort Negley, and developed the first Black neighborhoods surrounding Fort Negley.
- Encourage interpretation of the broader landscape of St. Cloud Hill through cooperation and engagement with other adjacent community resources.
- Design interpretive features that are thought provoking and allow for a broader understanding of Fort Negley and its unique history.

### EXISTING CONDITIONS:

- Erased, untold and incomplete

### RECOMMENDED STRATEGIC SOLUTION:

#### REMEMBRANCE

- View the site as an outdoor historical and cultural museum of national significance through the creation of robust on-site interpretation of the full, accurate and truthful story of the Fort Negley site from its construction through urban renewal to present
- Creation of places of remembrance and reflection for the lives of the refugees, laborers and soldiers
- Expansion of visitors center to more fully tell the history of the site and provide expanded programming both internally and
- Creation of a framework that allows archeology to be incorporated into the site programming



## CONNECT AND ENGAGE

### GUIDING PRINCIPLES

- Connect Fort Negley via physical, narrative, interpretive, and programmatic methods to the greater Metro Parks and Greenways system, including the nearby cultural landscapes Reservoir Park, E.S. Rose Park and Nashville City Cemetery.
- Enhance and improve the natural resources of the site to build resiliency, support bio-diversity, revitalize areas that have become degraded, and prevent further degradation.
- Expand and provide new recreational opportunities for existing and growing urban neighborhoods surrounding Fort Negley that are unavailable at nearby parks.
- Create an inclusive space that is equitable and welcoming to all Nashvillians. Ensure that park circulation is accessible to
- Cultivate and nurture partnerships with allied organizations to support the park and serve the diverse range of people who utilize it.

### EXISTING CONDITIONS:

- Disconnected both internally and to the surrounding urban fabric

### RECOMMENDED STRATEGIC SOLUTION:

#### RECONNECTION

- Intentional and cohesive internal circulation: stitching disparate site pieces together through logical, interconnected learning trails
- Improved park edges and gateways: improving street edges, intersections and access from the south and north
- Improved user experience through creation of intentional arrival sequencing, both vehicular and pedestrian, that maximizes viewshed moments both to and from the fort
- Citywide connectivity: adding bicycle and pedestrian connections that links the site to the city central greenway system

# SITE PLAN

## RECOMMENDED SITE IMPROVEMENTS



### LEGEND

- PROPERTY BOUNDARY
- ADVENTURE SCIENCE CENTER LEASE LINE
- ① EXPANDED INTERPRETIVE CENTER
- ② MEMORIAL LAWN
- ③ BASS STREET PLAZA
- ④ CHESTNUT STREET PLAZA
- ⑤ INTERPRETIVE NODES
- ⑥ STEPS AND SEATING
- ⑦ MOWN REFLECTIVE PATHWAYS
- ⑧ TERRACED OUTDOOR CLASSROOM W/ CONTEXT-APPROPRIATE PLAY
- ⑨ NATIVE GRASSLANDS
- ⑩ OUTDOOR CLASSROOM
- ⑪ BOARDWALK TO REDANS
- ⑫ OVERLOOK
- ⑬ PARKING
- ⑭ NEW VEHICULAR ENTRY
- ⑮ ADVENTURE SCIENCE CENTER

# BIRD'S-EYE VIEW LOOKING WEST



Renderings are conceptual and intended to communicate general plan intent. Design is subject to change in future implementation phases.

## BIRD'S-EYE VIEW LOOKING NORTH



# TREATMENT STRATEGY

## OVERVIEW

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Fort Negley is listed in the National Register of Historic Places (National Register). The Secretary of the Interior has established professional standards for the preservation of historic properties, including those listed in the National Register. The “Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes”<sup>1</sup> provides guidance on how to care for historic properties using four approaches, or treatments, which include Preservation, Rehabilitation, Restoration, and Reconstruction. Based on a property’s National Register significance, existing physical condition, the extent of documentation available and interpretive goals, one of the four approaches is typically selected to guide treatment of the historic property or landscape. For each approach, there is a set of standards that provide guidance regarding maintaining, repairing, and replacing historic materials, as well as designing new additions or making alterations. The guidelines offer general design and technical recommendations to assist in applying the Standards to a specific property.<sup>2</sup>

Based on guidance included in the *Historic Structure Report for Fort Negley* (2014) and the *Cultural Landscape Report for Fort Negley Park* (2019) which identify the need for modifications to the cultural landscape to meet current and future interpretive, land use, and management goals, Rehabilitation is recommended as the most appropriate overarching treatment strategy for the property surrounding and including the fortification of Fort Negley, also known as Fort Negley Park. Because Rehabilitation is defined as the act or process of making possible a compatible use for a property, this approach allows for protection of the landscape’s historic character and resources while addressing the need for enhanced interpretation, expanded access for visitors to more of the park’s historic resources, the addition of visitor amenities, and modifications to address circulation and accessibility. As part of Rehabilitation, stabilization, protection, and preservation of historic and natural resources are assumed even when new uses are accommodated.

### Overall Treatment Strategy: Rehabilitation

As noted, the treatment strategy recommended for consideration at Fort Negley Park is Rehabilitation. Fort Negley Park has been heavily altered over the past 160 years. Much of its original historic fabric has been lost due to these changes. It is not the goal of the treatment plan to replicate historic features, return the fort to its original military function or present any new elements as historic. Rehabilitation as a strategy allows for the protection, repair and interpretation of historic features while ensuring that proposed contemporary improvements introduced to accommodate its current function as an outdoor

museum and city park are compatible with the sites historic character and significance. This approach falls under the Secretary of Interior’s rubric of Rehabilitation.

### The Secretary of the Interior’s Standards for Rehabilitation

Under the Rehabilitation treatment approach, a cultural landscape’s character-defining features are protected and maintained even as new uses are accommodated. The Secretary of the Interior’s Standards allow the replacement of extensively deteriorated, damaged, or missing features using either traditional or substitute materials. Of the four treatments, only Rehabilitation includes an opportunity to make possible an efficient contemporary use through alterations and additions.

There are ten basic principles that comprise the Secretary of the Interior’s Standards for Rehabilitation (36 CFR Part 67). These are intended to help preserve the distinctive character of a historic property while allowing for reasonable change to meet new needs. These standards create a baseline of guidance against which intended changes to the cultural landscape must be compared. These standards are neither technical nor prescriptive, but promote responsible preservation practices as follows:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archaeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

1. The guidance is referred to as *The Secretary of the Interior’s Standards for the Treatment of Historic Properties*, revised in 1992, were codified as 36 CFR Part 68 in the 12 July 1995 Federal Register (Vol. 60, No. 133) with an “effective” date of 11 August 1995. *The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*” was published by the Department of the Interior, National Park Service, in 1996.

2. *The Secretary of the Interior’s Standards for the Treatment of Historic Properties* (1996). Available at <https://home.nps.gov/dscw/cr-treatment-of-historic-properties.htm> (Accessed June 27, 2022).



9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

## TREATMENT RECOMMENDATIONS

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As part of the Fort Negley Master Plan, a suite of treatment recommendations has been developed for each of the historic resources at the property based on the Secretary of Interior’s Guidelines for Rehabilitation. The recommendations include protocols for implementation intended to guide best practices in design and construction while respecting the character and unique identity of Fort Negley Park so that historic values and resources are honored even as change to accommodate contemporary needs is facilitated. The recommendations are also intended to provide a clear framework for designers and site managers to consider when making decisions about how to care for historic resources without being entirely prescriptive, allowing leeway to address individual circumstances. The recommendations consider how new features might be introduced as well as how existing features are maintained. Finally, the recommendations address the need to enhance site access within the context of historic Fort Negley Park.

### 1. Identify Historic Resources and Materials.

Rehabilitation begins with identifying landscape features and materials important to the landscape’s historic character. The character of a cultural landscape is defined by its spatial organization and land patterns; features such as topography, vegetation, structures, and circulation; and materials. A brief Inventory of Historic Landscape Resources at Fort Negley is provided on as part of the Fort Negley Master Plan.

### 2. Protect and Maintain Historic Resources

The primary goal of the treatment approach at Fort Negley is to protect and maintain historic resources that contribute to the significance of the property, while conducting appropriate stabilization of deteriorated features. Protection may be accomplished through permanent or temporary measures

and generally involves the least degree of intervention. Once protected, the historic landscape and its resources must be maintained to avoid further deterioration.

The following guidelines apply to the protection and maintenance of historic resources on the property:

#### *Topography, geology, and soils*

- o Avoid altering the historic topography of Fort Negley Park. Limit alteration of topography to only what is necessary to provide new visitor amenities and improved accessibility.
- o Protect slopes from erosion by maintaining vegetative cover in coordination with an overall vegetation management plan that prioritizes the restoration of native grasslands.
- o Establish a soil management plan that prioritizes soil stabilization, particularly near the fortification, and mitigates areas where poor drainage and colonization by invasive plants is degrading the landscape and threatening historic resources.

#### *Views*

- o Protect key views as important interpretive elements, as viewpoints associated with the fortification were a critical component of the tactics used by Civil War-era military commanders and soldiers. Similarly, maintain clear sight-lines throughout the property to help visitors orient themselves within the park.
- o Remove the shed building near the former Greer Stadium and consider the removal of other features and structures that post-date the period of significance and that have a negative impact on the historic character and integrity of the cultural landscape. Document thoroughly all buildings and structures before removal.
- o Clear and maintain views to the areas where the underlying limestone bedrock is exposed, such as south of the fortification above the ring road and east of the ring road where the former Greer Stadium parking area was located. Consider providing interpretation that conveys both the ancient geologic history of the site and the more recent cultural history related to the demolition of the hillside to accommodate expansion of the parking area that resulted in revealing the limestone escarpment.
- o Mitigate views from Fort Negley to adjacent properties that are not compatible with the goals indicated in the master plan. Consider planting trees to screen incompatible views or other low maintenance approaches where appropriate.
- o Work with the Metropolitan Planning Department to avoid and minimize negative viewshed impacts from nearby private development into or out of Fort Negley Park. Consider working with adjacent landowners to establish scenic easements on tracts of land adjoining park boundaries or that are visible from the fortification as a method of viewshed and resource protection.

## TREATMENT RECOMMENDATIONS

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### *Fort Negley fortification*

- o Refer to the “Guidelines for the Fortification Area” provided within the 2019 Cultural Landscape Report for Fort Negley Park for guidance on the proposed rehabilitation for the fortification.
- o Preserve, stabilize, and maintain existing stonework at the fortification that is currently in good condition. Take measures to protect the stonework from future damage.
- o Remove vegetation, including roots that threaten to dislodge or destabilize the stonework. Establish on-going maintenance practices to ensure stonework is kept vegetation-free
- o Limit pedestrian access within the fortification to designated areas within the inner works, magazines, and portions of the ravelins to both protect the historic resources and ensure safety for visitors while allowing for interpretation.
- o Fill severely deteriorated sections of the bastions to preserve the existing stonework in place for future study as well as limit pedestrian access. Remove the existing boardwalks, which are severely deteriorated, within the ravelin ditches.
- o Maintain the small grove of shade trees that are located at the center of the fortification. Consider cabling trees to help minimize breakage and protect the historic resources.
- o Refer to additional guidance on areas of the fortification that require repair below.

### *Park entrance gateway*

- o Preserve and maintain the existing stone piers and walls that mark the entry onto the ring road from Fort Negley Park access road.

### *South entrance gateway*

- o Preserve and maintain the existing stone piers and walls that mark the entry to Fort Negley Park from Chestnut Street.

### *Culvert with stone headwall*

- o Maintain the remaining historic alignment of Bass Street.
- o Develop strategies to interpret the history of Bass Street and the community that existed prior to the construction of Interstates 40 and 65.

### *Vine Street*

- o Maintain the remaining historic alignment of Vine Street.
- o Develop strategies to interpret the history of Vine Street and the community that existed prior to the construction of Interstates 40 and 65.

### *WPA marker*

- o Preserve and maintain the WPA marker south of the fortification. Take measures to protect the stonework and ensure the inscribed text remains legible.

### *Archaeological resources*

- o Preserve all known and potential archaeological resources. Preservation includes protection, stabilization, and maintenance.
- o Protect and preserve archaeological resources in place. If such resources must be disturbed, undertake mitigation measures such as recovery, curation, and documentation by a professional archaeologist. Refer to archaeological protocols as provided on pages 24 and 25 of this document.
- o Consider the entire site an archaeological resource. Appropriate compliance should be conducted prior to implementation that requires ground disturbance, including the expansion of the Fort Negley Visitors Center, the addition of shade structures and plazas, trail establishment, as well as the removal of paving at the former Greer Stadium parking area.
- o Engage an archaeologist to be present during all ground-clearing and ground-penetrating activities within the property boundary. In the event that artifacts or other potential archaeological features are encountered, stop all work, and engage the archaeologist and other appropriate professionals to determine the extent of impact before proceeding. All potential archaeological features should be mapped and photographed with detailed records maintained and archived by Metro Parks or Metro Historic Commission. Refer to archaeological protocols as provided on pages 24 and 25 of this document.
- o Limit archaeological excavation to research, interpretation, and management needs, and mitigate the potential effects of construction relating to the implementation of access and interpretation systems.
- o Incorporate archaeology into the long-term plan for interpreting the Fort Negley property. Consider how future archaeological investigations might be incorporated into site programming and engage local citizens or school-age children.
- o Consider undertaking an inventory (Phase 1) archaeological survey of the entire Fort Negley property with the goal of documenting most of the archaeological resources within the project area. An archaeological field school in coordination with Vanderbilt and/or MTSU may be a way to fund a Phase 1 investigation and any additional research.
- o Engage a surveyor to create a topographic map of the entire Fort Negley property. The survey should be a contour map with a minimum interval of one foot. A survey would define areas of disturbance and erosion and may be detailed enough to show shallow archaeological features like the entrenchments or rifle pits. Based on the findings of this survey, management recommendations could be developed which may include additional archaeological work, maintenance protocols, or interpretation. Further, the survey will provide the necessary information for the development of a ground disturbance policy to guide any future digging related activities such as utility work, the pouring of foundations, and other earthwork.

- o Maintain confidentiality regarding the specific locations of archaeological sites to protect them from looting and vandalism.

### 3. Repair Historic Resources

When existing conditions of character-defining materials and portions of features warrant more extensive work, repairing is recommended as the next step. Rehabilitation guidance for the repair of historic features and materials begins with the least degree of intervention possible. Repair also includes the limited replacement in kind of extensively deteriorated materials or parts of features. Using material which matches the historic material in design, color, and texture is the preferred approach; however, substitution is acceptable if the material is compatible with the historic material.

The following guidelines apply to the repair of historic resources on the property:

#### *Fort Negley fortification*

- o Refer to the “Guidelines for the Fortification Area” provided within the 2019 Cultural Landscape Report for Fort Negley Park for guidance on the proposed rehabilitation for the fortification.
- o Repair existing stonework at the fortification that is dilapidated, unstable, or in a state of disrepair. Ensure that materials and construction strategies are consistent with historic conditions.
- o Where damage to stonework is found to be too extensive for repair using in kind materials, consider the use of weathering steel panels that could both reinforce the structure and provide an armature for the fortification to protect it from further collapse. Ensure that the panels can be removed without damage to the historic resources. Consider strategies to interpret the fortification structure on the steel panels.
- o Coordinate repairs to the stonework with measures to address stormwater management and erosion control.
- o Undertake sufficient study and recordation of features that require modification, repair, or replacement before work is performed to protect research and interpretive values.
- o Refer to pages 50-53 for additional guidance on areas of the fortification that should be protected and maintained.

#### *WPA parking area retaining wall*

- o Repair and repoint historic stonework at the fort parking area retaining wall that is dilapidated, unstable, or in a state of disrepair. Ensure that materials and construction techniques are consistent with the historic conditions.

#### *Ring road retaining wall and stone edging*

- o Repair historic stonework along the ring road retaining wall and stone edging that is unstable or in a state of disrepair. Ensure that materials and construction techniques are consistent with the historic conditions.

#### *Fort Road retaining wall*

- o Repair and repoint historic stonework along the Fort Road retaining wall that is unstable or in a state of disrepair. Ensure that materials and construction techniques are consistent with the historic conditions.

#### *Eastern boundary wall*

- o Repair historic stonework along the eastern boundary wall that is unstable or in a state of disrepair. Ensure that materials and construction techniques are consistent with the historic conditions.

#### *V-shaped wall*

- o Repair historic stonework at the V-shaped wall south of Adventure Science Center that is unstable or in a state of disrepair. Ensure that materials and construction techniques are consistent with the historic conditions.

#### *Bleacher foundations*

- o Repair portions of the stonework at the bleacher foundations near the former Greer Stadium that is unstable or in a state of disrepair. Ensure that materials and construction techniques are consistent with the historic conditions.

#### *Ring road stormwater structures*

- o Where feasible, repair the historic stormwater structures that skirt the ring road and were added during the WPA era. If the underground system is too deteriorated to function effectively or is deemed inefficient or ineffective for current stormwater needs, consider strategies to maintain the above-ground historic features for interpretive purposes. Ensure that any repair that is done utilizes materials that are compatible with historic materials.

#### *Gravel pathway*

- o Repair existing historic gravel pathway. Since historic pathway grades do not meet current standards for access as defined by the Americans With Disabilities Act (ADA) consider adding a new, separate path that meets standards..

## TREATMENT RECOMMENDATIONS

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### Stone stairs

- o Repair the existing stone slabs associated with the two sets of stone stairs that are currently unstable and unsafe. Remove overgrown vegetation. Ensure that materials and construction techniques are consistent with the historic conditions.

### 4. Replace Historic Resources

Following repair in the hierarchy, Rehabilitation guidance is provided for replacing an entire character defining feature with new material because the level of deterioration or damage precludes repair. Like the guidance for repair, the preferred option is replacement in kind. Because this approach may not always be technically, economically, or environmentally feasible, the use of compatible substitute materials can be considered. Whatever level of replacement takes place, the historic features and materials should serve as a guide to the work.

The following guidelines apply to the replacement of historic resources on the property:

### Vegetation

- o Promote, as the primary goal of vegetation management at Fort Negley, the establishment of healthy plant communities and prevention of further decline of the cultural landscape at Fort Negley Park. Areas of existing vegetation within the park are degraded with species indicative of low- to medium- quality habitats. As such, the treatment strategy includes replacing low quality vegetative cover with native grasslands to promote ecosystem services and a diversity of habitat. Refer to the vegetation recommendations outlined on pages 72 and 73 of this document for more detail on the vegetation strategy for Fort Negley Park. Native grasslands are recommended for large portions of the site, which is appropriate for archaeological sites. The deep root systems of native grasses reduce ground erosion and do not damage archaeological resources.
- o Consider vegetation management strategies in conjunction with the management of cultural resources, as well as visitor access, safety, and interpretation. Considering ecological systems are by nature dynamic and complex, vegetation management will likely be one of the most critical and difficult aspects of managing Fort Negley Park and will need to be a top priority.
- o Undertake vegetation management to enhance or screen views, and to support interpretation. Ongoing maintenance practices such as the removal of all vegetation that is growing on the fortification, selective limbing up of trees for directed views, and removal of invasive species are essential maintenance tasks that should be performed on a consistent and regular schedule.
- o Convert significant portions of Fort Negley Park to either lawn or native grasslands that

promote wildlife habitat and pollinator species, serve interpretive purposes, and maintain open views to the fortification. These distinct vegetative zones should have maintenance requirements that include cyclical mowing and clearing targeted to maintain the specific species matrix and intended visual character.

- o Other than the existing small grove of shade trees that is located at the center of the fortification, limit the planting of trees at the knoll. Locate additional shade trees outside of key viewsheds, particularly avoiding the area surrounding the fortification bounded by the ring road.
- o Undertake mowing of the steeply sloped portions of the site carefully to avoid damaging the historic resources and inadvertently causing soil erosion.
- o Consider strategies to limit visitor access to sensitive areas, such as the fortification, particularly where grass may imply an invitation to climb, walk, or sit on the slopes of the historic resources. Engage in a public awareness effort that encourages visitors to be stewards of the historic landscape in order to avoid degradation resulting from visitor access.
- o Consider that the primary control mechanism for disruptive or invasive species is to prevent their establishment. These species are generally easier to eradicate when they first appear, and therefore monitoring programs should be implemented that are aimed at early detection and removal of invasive or unwanted species, particularly at the fortification. Control invasive plant species by removing the entire plant, including the root system, by mechanical means except in areas of known and potential archaeological resources. In areas of potential archaeological resources, removal of invasive plant species may require cutting the plant at its base and the application of a systemic herbicide to avoid disturbing below-ground resources.
- o Avoid vegetation management operations or activities that may potentially disturb archaeological resources until archaeological analyses and investigations have been completed. If it is not known whether archaeological resources are within an area planned for land-disturbing activity, such activity should be preceded by archaeological evaluation. Refer to archaeological protocols on pages 24 and 25 of this document.
- o Protect resources and visitors by addressing the threat posed by hazard trees. Of particular concern are those trees that are located within 10 feet of historic resources, such as the retaining wall at the WPA parking area or at the fortification itself. Careful consideration should be given to the removal of such species as well as to regular inspection of hazard trees by qualified professionals. Removal of trees should be undertaken using a method that minimizes the potential impacts on known and potential archaeological resources as well as historic resources.
- o Before any vegetation management strategies are implemented, capital cost as well as ongoing maintenance cost assessments should be developed and taken into consideration. Consider partnership opportunities with local organizations that could be mutually beneficial and assist in the ongoing maintenance of Fort Negley Park.

### *Ring Road*

- o Consider options to replace the existing asphalt surfacing of the ring road, which was altered from its historic condition and is currently in a degraded condition, with a material that is more compatible with the historic material of gravel yet is universally accessible. Consider expanding the width of the road from the limestone edging to the retaining wall consistent with the historic condition.

### *Fort Road*

- o Consider options to replace the existing asphalt surfacing of Fort Road, which was altered from its historic condition and is currently in a degraded condition, with a material that is more compatible with the historic setting. The historic slope of the road does not meet current accessibility standards, therefore alternative strategies to allow for universal accessibility to the fortification should be considered and adopted.

### *WPA Parking Area*

- o Consider options to replace the existing turf within the walled parking area, which has been altered from its historic condition and is currently blocked off and inaccessible, with a material that is more compatible with the historic material of gravel yet is universally accessible. Consider methods to re-open access and make the former parking area a usable space for pedestrians.

## **5. Introduce Contemporary Interventions**

When a historic feature is missing, the landscape's historic character is diminished. The replacement of missing features may constitute a possible rehabilitation strategy if sufficient historical, illustrative, and physical documentation exists. Alternatively, it may be preferable to interpret the missing components or add new interventions that are compatible with the character-defining features of the historic landscape but that do not radically change, obscure, damage, or destroy the historic fabric. If new interventions are proposed to assure a landscape's continued use, they should always consider the spatial organization and land patterns, features, and materials of the cultural landscape itself and, most importantly, should be products of their time and clearly differentiated so that a false historical appearance is not created. The designing and siting of new additions to the landscape should also be done in such a way that, if removed in the future, the essential form and integrity of the landscape would be unimpaired. All proposed new additions should be evaluated in consultation with a historical landscape architect and other appropriate professionals.

The following interventions and associated guidelines are proposed for Fort Negley Park:

### *Fort Negley fortification*

- o Provide a gathering area or outdoor classroom where the former stockade was located at the center of the fortification to expand options for visitor engagement and allow for interpretation. Ensure that the addition is either elevated or created on fill to avoid destruction of archaeological resources that may exist, and to allow it to be removed in the future without damage to historic resources. Avoid conjectural reconstruction of the stockade or other missing historic features.
- o Replace the existing south overlook with a lower-profile one that provides for interpretation of the fortification and the opportunity to experience the historic views. Build a new elevated walkway with a small gathering space from the south sallyport to redan #1 where interpretation of the fortification is also provided. Ensure that the addition is either elevated or created on fill to avoid destruction of archaeological resources that may exist, and to allow it to be removed in the future without damage to historic resources.

### *Expanded Fort Negley Interpretive Center and shade shelters*

- o Expand the Fort Negley Visitor Center into an interpretive center and provide additional programming space that serves to expand the narratives of Fort Negley Park. Design the building addition to be compatible with the existing building and landscape with a cohesive appearance that does not detract from the primary focus of the site which is the fortification and other historic resources. Carefully consider the ways in which building massing, scale, and proportion can be used to complement, rather than dominate, the site. Use materials that are neutral in color and compatible with the existing material palette at the site which includes limestone, concrete, and weathering steel.
- o Avoid the use of highly-saturated, bright colors on building exteriors, highly reflective or tinted glass, highly-reflective non-glazing materials for wall cladding, and highly reflective glazing in order to avoid detracting from the primary historic features of the site.
- o Use materials and forms that are the same or visually similar to each other at all new buildings and structures. Compatibility of materials and form between buildings and structures will provide a cohesive appearance and will not detract from the primary focus of the site which is the fortification and other historic resources.
- o Avoid siting any new buildings within the primary viewsheds. New design and construction should be as visually unobtrusive as possible without sacrificing functionality.
- o Locate any necessary supporting visitor services and administrative, operations, and maintenance functions in the expanded interpretive center if possible. If these facilities are found to be insufficient for projected needs, consider a location for housing new facilities that is outside the primary viewsheds of the fortification.
- o Minimize the visual impacts of vehicles and parking.

## TREATMENT RECOMMENDATIONS

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### *Interpretive plazas and trails*

- o Introduce new plazas, pathways, and structures to facilitate access and interpretation. When introducing new plazas or trails, minimize adverse impacts on the historic character and features of the landscape.
- o Establish a palette of materials for plazas and trails that ensures a cohesive appearance throughout Fort Negley Park and does not detract from the primary focus of the site which is the fortification and other historic resources.
- o Consider materials for new plazas and trails that are neutral in color and consistent with the existing material palette at the site which includes limestone, concrete, and weathering steel, in order to blend in with the existing setting and to avoid dominating the viewshed.
- o Ensure that new construction is compatible with existing historic resources in materials, size, scale and proportion, and massing. Differentiate new interventions from existing historic resources.
- o Avoid the use of highly-saturated, reflective, or bright colors on interpretive panels or signage.
- o Ensure that the location, design, and construction of new plazas is subordinate to the historic character of the landscape. Avoid siting any large plazas within the primary viewsheds.
- o Minimize the physical and visual impact of pedestrian and bicycle trails on historic resources.
- o Take advantage of existing road and trail traces whenever possible to avoid disturbance of the historic landscape.
- o Minimize regrading that will damage historic resources or road traces when establishing new trails. Wherever regrading is necessary, use fill rather than cut which may lead to destruction of below-ground resources.
- o Route visitor circulation away from sensitive archaeological resources.
- o All plazas and trails are required to conform to ADA standards with the exception of historic, character defining grades and topography which will be preserved. Should such conflicts arise, it is recommended that alternative strategies for providing access be fully explored.

### *Lawn and native grasslands*

- o Carefully remove the asphalt parking associated with the former Greer Stadium and in its place establish a native grassland meadow that will allow for the regeneration of the landscape to a healthy functioning ecosystem. The tall grasses of the meadow will also serve to limit access by pedestrians and preserve known and potential archaeological artifacts in situ.
- o Replace the successional field of grasses at the former Greer Stadium with a lawn that references the former ballfields that once existed.
- o Work with a grasslands specialist to develop a management plan to restore native grasslands and pollinator habitat at Fort Negley Park. Work with the grassland specialist and Metro Parks to establish a maintenance regime that includes seeding, ongoing monitoring, cyclical mowing, and reseeded when and where needed.
- o Establish a program to ensure the removal of unwanted woody tree and shrub species that

colonize and could risk damage to archaeological resources. Monitoring of woody plant growth and targeted removal should be incorporated into regular maintenance activities. Continue to utilize the Nashville Chew Crew, a flock of sheep, to help clear unwanted woody species as long as archaeological resources can be protected. Steeply sloped portions of the site are suitable for grazing.

- o Utilize the grassland restoration as an opportunity to engage the interpretation of the landscape as an important historic typology in the Nashville region.
- o Avoid vegetative management operations or activities that may potentially disturb archaeological resources until archaeological analyses and investigations have been completed. If it is not known whether archaeological resources are within an area planned for activity, such activity should be preceded by archaeological evaluation. Refer to archaeological protocols on pages 24 and 25 of this document.
- o Before any vegetation management strategies are implemented, capital cost as well as ongoing maintenance cost assessments should be developed and taken into consideration. Consider partnership opportunities with local organizations that could be mutually beneficial and assist in the ongoing maintenance of Fort Negley Park.

### *Fort Negley Park access road*

- o Return the alignment of Fort Negley Park access road that was altered from the Y-shaped WPA-era intersection to a single point access road in the 1960s, to the original design that follows the alignment of the historic entrance walls and makes a gesture back toward Fort Negley Boulevard as well as Chestnut Street. Consider making the accessway pedestrian only with limited service access and to allow for drop offs to promote universal accessibility.

### *Lighting and utilities*

- o Consider the addition of lighting near the existing historic resources and any new interventions to promote safety and security and provide interpretation opportunities. However, lighting design should be controlled in intensity and quality to avoid negatively impacting the setting of Fort Negley Park. The lighting fixture styles and designs selected should be compatible with the cultural landscape and care should be given to avoid over-illumination, particularly given that Fort Negley Park is one of few places in the city that preserves the dark night sky. Working with a lighting specialist with experience at historic sites to design an appropriate lighting strategy is recommended.
- o Consider ways to limit the visual impact of utilities at the site. Consider burying existing utilities and any new utilities where feasible. Every effort should be made to coordinate utility and stormwater systems with site improvements to ensure protection of historic resources. Features and structures should be screened and sited at a height so as not to impact views from the fortification.



# REHABILITATION TREATMENT PLAN

## HISTORIC PRESERVATION AND TREATMENT PLAN

Fort Negley was listed in the National Register of Historic Places (National Register) in 1975 and is considered one of the nation's most significant cultural landscapes. Since that time, additional research has been undertaken to expand upon what is known about Fort Negley, including the largely African American laborers who built the fort, sought refuge from enslavement and eventually settled a neighborhood at the base of St. Cloud Hill. To incorporate the knowledge that contemporary studies have revealed, the Fort Negley master planning team has drafted a new Determination of Eligibility that would expand the site's National Register listing to include additional criteria, areas, and periods of significance. The resulting National Register Determination of Eligibility concludes that the criteria for eligibility should be expanded to include African American Heritage, Community Planning and Development, Entertainment/Recreation, Historic Archaeology, Landscape Architecture, Military History, and Politics/Government. The expansion would also incorporate the entire 64 acres of the property beyond the fortification itself and proposes that the period of significance expand from solely the Civil War era to include the New Deal era through the era of urban renewal which had a significant impact on Fort Negley and its surrounding communities.

### 1 Protect and Maintain Historic Resources

The primary goal of the treatment approach at Fort Negley is to protect and maintain historic resources that contribute to the significance of the property, while conducting appropriate stabilization of deteriorated features. The following historic resources at Fort Negley are identified for protection and maintenance:

- Topography, geology, and soils
- Views
- Fort Negley fortification
- South entrance gateway
- WPA marker
- Culvert with stone headwall
- Fort Negley Boulevard, Bass Street, and Vine Street
- Archaeological resources

### 2 Repair Historic Resources

When existing conditions of character-defining materials and portions of features warrant more extensive work, repairing is recommended as the next step. The following historic resources at Fort Negley are prioritized for repair:

- Fort Negley fortification
- Fort parking area retaining wall
- Ring Road retaining wall & stone edging
- Fort Road retaining wall
- Eastern boundary wall
- Bleacher foundations
- Stone stairs
- Ring Road stormwater structures

### 3 Replace Historic Structures

Following repair in the hierarchy, guidance is provided for replacing an entire character-defining feature because the level of deterioration or damage precludes a simple fix. The following historic resources at Fort Negley are prioritized for replacement:

- Invasive vegetation
- Ring Road / walled parking area
- Fort Road
- Gravel pathway

### 4 Introduce Contemporary Interventions and Interpret Missing Features

It may be appropriate to interpret missing components or add new interventions that are compatible with the character-defining features of the historic landscape but that do not radically change, obscure, damage, or destroy the historic fabric. New interventions should always consider the spatial organization, land patterns, features, and materials of the cultural landscape itself and should be clearly differentiated so that a false historical appearance is not created. The following interventions are proposed for Fort Negley Park:

- Lawn and native grasslands
- Lighting and utilities
- Improved resource fencing
- Shade shelters
- Fort Negley fortification, outdoor classrooms, and overlooks
- Expanded Fort Negley interpretive center
- Interpretive nodes, paths, and trails



## FORT NEGLEY TREATMENT OVERLAY



### LEGEND

- ① TOPOGRAPHY, GEOLOGY, AND SOILS
- ② VIEWS
- ③ WPA ENTRANCE GATEWAY
- ④ EASTERN BOUNDARY WALL
- ⑤ V-SHAPED WALL
- ⑥ WPA MARKER
- ⑦ FORT NEGLEY BOULEVARD
- ⑧ BASS STREET
- ⑨ VINE STREET
- ⑩ ARCHAEOLOGICAL RESOURCES
- ⑪ FORT NEGLEY FORTIFICATION
- ⑫ WPA PARKING AREA AND RETAINING WALL
- ⑬ RING ROAD, RETAINING WALL, AND STONE EDGING
- ⑭ FORT ROAD AND RETAINING WALL
- ⑮ STONE STAIRS
- ⑯ BLEACHER FOUNDATIONS
- ⑰ PARK ACCESS ROAD
- ⑱ SOUTH ENTRANCE GATEWAY
- ⑲ FORT NEGLEY INTERPRETIVE CENTER
- ⑳ FORT OUTDOOR CLASSROOM AND OVERLOOKS
- ㉑ SHADE SHELTERS
- ㉒ INTERPRETIVE NODES
- ㉓ PATHS AND TRAILS
- ㉔ MEMORIAL LAWN
- ㉕ NATIVE GRASSLANDS

## PRESERVATION AND REPAIR OF FORT NEGLEY

Preserve, stabilize, and maintain existing stonework at the fortification that is currently in good condition. Take measures to protect the stonework from future damage.

Repair existing stonework that is dilapidated, unstable, or in a state of disrepair. Ensure that materials and construction strategies are consistent with historic conditions.

*(Refer to the “Guidelines for the Fortification Area” provided within the Fort Negley 2019 Cultural Landscape Report for guidance on specific areas of rehabilitation.)*

Fill severely deteriorated sections of the bastions to preserve the existing stonework in place, and limit access to them.



Protect key historic views and sightlines from the fortification as important interpretive elements.

Maintain the small grove of shade trees that are located at the center of the fortification.

Limit pedestrian access within the fortification to designated areas within the inner works, magazines, and portions of the ravelins to both protect the historic resources and ensure safety for visitors while allowing for interpretation.

Remove volunteer vegetation along the perimeter and within the fortification that threatens to dislodge or destabilize the stonework.

*Refer to the Appendix for a more complete list of treatment recommendations and an inventory of historic resources at the Fort Negley property.*

Develop strategies to interpret the history of the neighborhoods along Bass Street and Fort Negley Boulevard (formerly Ridley Boulevard) that were displaced by the construction of Interstates 40 and 65.

Incorporate archaeology into the long-term plan for interpreting the Fort Negley property. Consider how future archaeological investigations might be incorporated into programming at the site, including at the visitor/interpretive center and at Adventure Science Center.

Repair and repoint the historic stonework that is dilapidated, unstable, or in a state of disrepair including retaining walls associated with the WPA parking area, ring road, Fort Road, v-shaped wall, as well as stone edging along the ring road and the stone stairs. Ensure that materials and construction techniques are consistent with the historic conditions.

Repair the historic stormwater structures along the ring road. If too deteriorated, consider strategies to maintain the historic features for interpretive purposes.

Preserve and maintain the WPA marker south of the fortification. Take measures to protect the stonework and ensure the inscribed text remains legible.

Preserve and maintain the existing stone piers and walls that mark the entry onto the ring road from the Fort Negley Park access road.

Preserve and maintain the existing stone piers and walls that mark the entry to Fort Negley Park from Chestnut Street.



Maintain historic views and clear sightlines throughout the property to help visitors orient themselves within the park.

Avoid altering the historic topography of St. Cloud Hill. Limit alteration of topography to only what is necessary to provide new visitor amenities and improve accessibility, while protecting historic resources.

Establish a soil management plan, per the recommendations as noted in the vegetation section of this master plan document (pages 72 and 73, that prioritizes soil stabilization and mitigates areas where poor drainage and colonization by invasive plants is degrading the landscape and threatening historic resources.

Protect slopes from erosion by maintaining vegetative cover in coordination with an overall vegetation management plan that prioritizes the

Clear and maintain views to the areas where the underlying limestone bedrock is exposed. Consider providing interpretation that conveys both the ancient geologic history of the site and the more recent history related to the demolition of the hill for expansion of the stadium parking area.

Remove the non-contributing shed and consider the removal of other structures that post-date the period of significance and impact on the historic character and integrity of the cultural landscape. Document thoroughly before removal.

Repair and repoint historic stonework that is dilapidated, unstable, or in a state of disrepair including the eastern boundary wall and stonework associated with the WPA-era bleacher foundations. Ensure that materials and construction techniques are consistent with the historic conditions.

## REPLACEMENT AND NEW INTERVENTIONS AT FORT NEGLEY

Provide a gathering area or outdoor classroom where the former stockade was located at the center of the fortification to expand options for visitor engagement and allow for interpretation. Ensure that the addition is either elevated or created on fill to avoid destruction of archaeological resources that may exist, and allow it to be removed in the future without damage to historic resources.

Remove the existing wood boardwalks, which are severely deteriorated, within the ravelin ditches. Provide a single designated overlook within the ravelins that provides for interpretation and gathering. Utilize durable materials like weathering steel that are consistent with the existing material palette.



Replace the existing asphalt surfacing of Fort Road with materials that are more compatible with the historic material.

Remove most trees and limit the planting of new trees between the fort and the ring road in order to maintain key viewsheds.

Replace the existing south overlook with a lower-profile overlook that provides for interpretation of the fortification and the opportunity to experience the historic views. Utilize durable materials like weathering steel that are consistent with the existing material palette.

Where damage to stonework is too extensive for repair using in-kind materials, consider the use of weathering steel panels that could both reinforce the structure and provide an armature for the fortification to protect it from further collapse. Ensure that the panels can be removed without damage to the historic resources.

*Refer to the Appendix for a more complete list of treatment recommendations and an inventory of historic resources at the Fort Negley property.*

Expand the current interpretive themes at Fort Negley Park to include all eras of development and activity from pre-contact to urban renewal. Utilize the Interpretation Overlay provided in the Master Plan for an explanation of the key interpretive themes for Fort Negley Park.

Combine the use of signage and interpretive panels with other alternative methods for engaging visitors such as docent led and self-guided tours, or augmented reality. Ensure interpretation is welcoming and inclusive in both form and content.

Replace the existing asphalt surfacing of the ring road with materials that are more compatible with the historic material. Consider expanding the width of the ring road from the limestone edging to the retaining wall consistent with the historic conditions.

Replace the existing turf within the walled parking area, which has been altered from its historic conditions and is currently blocked off and inaccessible, with a material that is more compatible with the historic material.

Replace the historic gravel pathway that is currently inaccessible to meet accessibility standards. If not feasible, consider maintaining the historic path trace and adding an accessible path route.

Minimize the physical and visual impact of pedestrian and bicycle trails on historic resources. Take advantage of existing road and trail traces whenever possible to avoid disturbance of the historic landscape.

Return the alignment of the Fort Negley Park access road to the original design that follows the historic entrance walls. Consider making the accessway pedestrian-only with limited vehicular access to allow for drop offs at the fortification and to promote universal accessibility.

Utilize the existing parking area and historic access point for visitor vehicular access.



Introduce shaded plazas, pathways, and structures to facilitate access and interpretation while minimizing adverse impacts on the historic character and features of the landscape. Establish a palette of materials that is consistent with the historic material palette to ensure a cohesive appearance throughout the site and avoid dominating the viewshed with new interventions.

Strive to accommodate universal accessibility to all interpreted features. Provide alternative interpretive experiences where accessibility is not possible or reasonable.

Route visitor circulation away from sensitive archaeological resources.

Replace the sawhorses that are intended to restrict access to historic resources and unsafe areas of the fortification with structures that are more durable, secure, and compatible with the historic resources.

Carefully remove the asphalt parking and in its place establish native grasslands which will provide habitat and interest while serving to limit access by pedestrians and preserving known and potential archaeological artifacts in situ. Utilize the grassland restoration as an opportunity to engage the interpretation of the landscape as an important historic typology in the Nashville region.

Replace the successional field of grasses at the former Greer Stadium with a lawn that references the former ballfields that once existed.

Expand the Fort Negley Visitor Center to provide additional programming space that serves to expand the narratives of Fort Negley. Design the building addition to be compatible with the cultural landscape and not detract from the fortification and other historic resources.

# INTERPRETATION OUTLINE

## OVERVIEW

Fort Negley's landscape tells stories spanning from the prehistoric era through the Civil War and urban renewal to present day. In order to encapsulate all points of history this site presents, it is vital to understand where each era can be interpreted in the landscape. The master plan recommends that an interpretive plan be completed as a part of the Phase One implementation design and documentation process. This plan would outline in more detail how each of these themes would be interpreted in specific areas of the site.

### Interpretation Recommendations for Fort Negley Park

In addition to the treatment recommendations provided above as part of the Fort Negley Master Plan, interpretation is also a critical component in relaying the historic importance and value of the Fort Negley cultural landscape. If comprehensive and done well, interpretation can enhance the visitor experience at Fort Negley Park. It may also strengthen the relationship between the city and those who utilize the park to commemorate the past events and people who had a strong connection to Fort Negley. The following recommendations related to interpretation are proposed for Fort Negley Park:

- Expand the current interpretive themes at Fort Negley Park to include all eras of development and activity from pre-contact to urban renewal. Utilize the Interpretation Overlay provided in the Master Plan for an explanation of the key interpretive themes for Fort Negley.
- Engage in an interpretive planning process to develop clear goals related to interpretation as well as strategies for implementation and methodologies and media for conveying information to the public.
- Consider combining the use of signage and interpretive panels with other alternative methods for engaging visitors in learning about the site. Examples include guided tours, online apps that provide self-guided tours, augmented reality, QR codes, an enhanced website, an expanded interpretive center, and integrated interpretation such as benches, paving, or canopy structures that include text or images that relay the site's history.
- Ensure interpretation is inclusive in both form and content, meaning that the various narratives that relate to Fort Negley are shared and that the methodologies for interpretation are accessible to all. Consider interpretation methods that appeal to people with disabilities ranging from physical to visual or hearing impaired. Also consider alternative methods that can be useful for those with learning disabilities. Incorporate methods for relaying information to visitors in languages other than English.



## INTERPRETATION OPPORTUNITIES

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### ● OUR ANCIENT PAST

The remnants of prehistoric life can be interpreted at the park in multiple locations including the Interpretive Center, Memorial Lawn, Native Meadows, and the Fort structure.

- Addresses the **underlying geology and unique topography** of the site.
  - Relays the **history of Native American occupation** in the larger Nashville Basin.
  - Ties into existing **Fossils at the Fort** programming.
  - Interprets the **restored native grasslands as a historic landscape typology**.
- 

### ● LANDSCAPE OF LABOR

Opportunities to highlight the stories of enslaved persons and the WPA program are located at the Interpretive Center, Memorial Lawn, the Hub, Ring Road, Interpretive Plaza adjacent to the Fort, and the Fort structure.

- Tells the **history of forced labor of African Americans to build the fort and other military sites across the city**.
  - Conveys the **history of the WPA program** and the transformation of the site to a park.
- 

### ● RESISTANCE AND RESILIENCE

Significant historical context from the Civil War era is placed at Chestnut Street Plaza, Interpretive Center, Native Meadows, the Fort structure, and Bass Street Plaza.

- Describes **how Nashville became a Union stronghold** in a Confederate state.
  - Details **Captain Morton's plans for Fort Negley** and its unique construction.
  - Shares **how Fort Negley operated as a military base** with supportive infrastructure.
  - Relays **how Fort Negley's African American laborers became soldiers in the USCT and their significant contributions at the Battle of Nashville and other battles**.
  - Conveys the **concept of self-emancipation and the hope for freedom African Americans brought with them when they came to St. Cloud Hill**.
  - Tells the **story of the African American neighborhoods along Bass Street and Ridley Boulevard, including accounts of terrorizing and intimidation**.
  - Relays **how these neighborhoods became the first African American neighborhoods in the city with descendants that were engaged in the Civil Rights movement** and are still actively engaged at the fort park.
- 

### ● HALLOWED GROUND

Stories of many who are interred at Fort Negley are uncovered and celebrated at the Interpretive Center, Memorial Lawn, Learning Trails, and Central Plaza.

- Relays **the history of death, disease, burial and reinterment** that occurred at Fort Negley
  - Acknowledges **the duty and sacrifice of the US Colored Troops**.
  - Describes the **contraband settlements that were part of the landscape of St. Cloud Hill** and other sites throughout Nashville.
- 

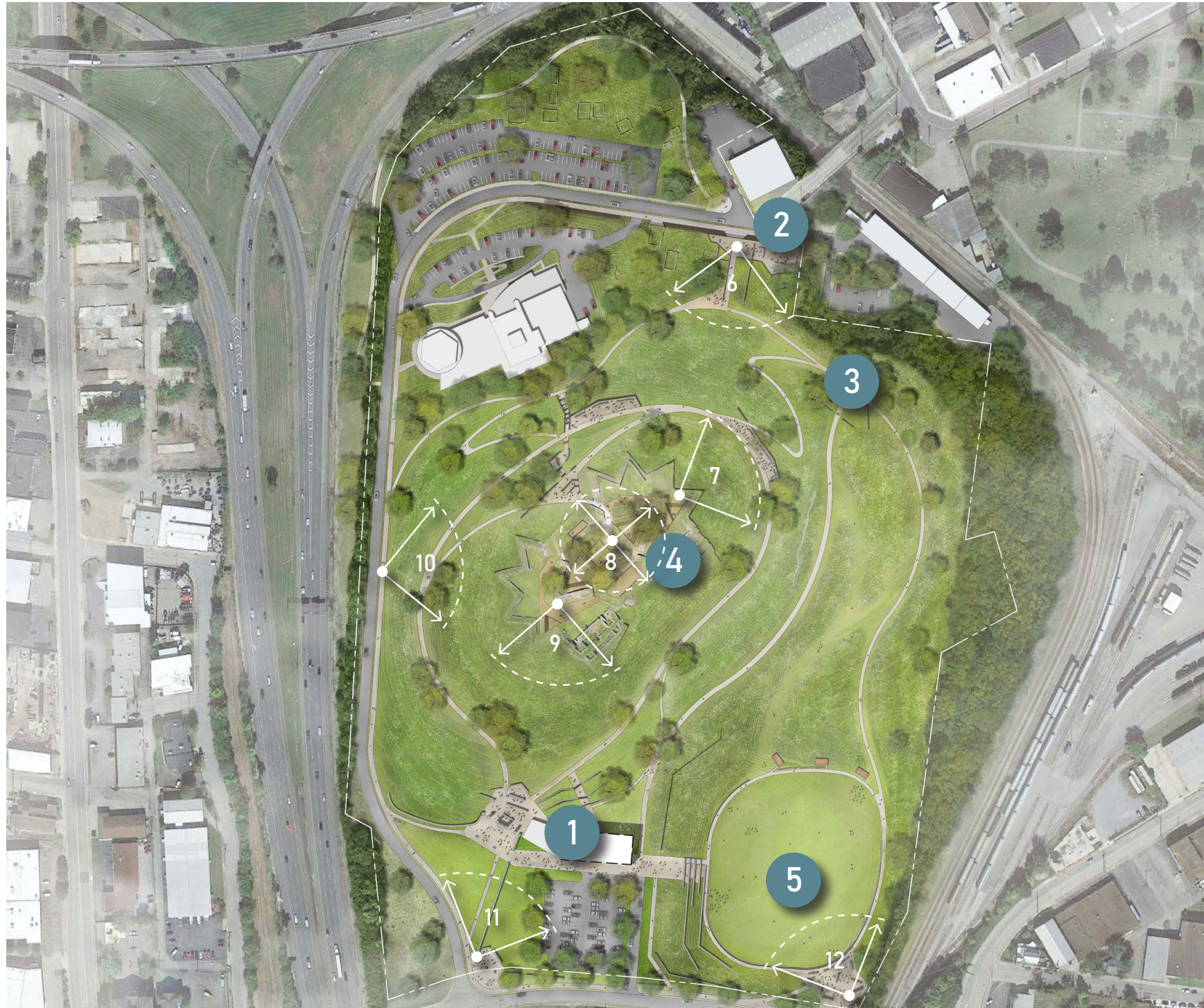
### ● URBAN RENEWAL

The impact and consequences of urban renewal in the St. Cloud Hill and Bass Street communities is communicated in the park at the Memorial Lawn Terraces, Interpretive Center, and Bass Street Plaza.

- Tells the full story of **how the community that settled at the base of St. Cloud Hill was forced to relocate as a result of urban renewal**.
- Communicates the broader story of urban renewal as the cause for displacement of minority groups throughout the country from the 1940s through the 1970s.

# INTERPRETIVE NODES

## INTERPRETIVE NODES & VIEWPOINTS



### INTERPRETIVE NODES

- ① INTERPRETIVE CENTER & ENTRY PLAZA
- ② BASS STREET PLAZA
- ③ CENTRAL PLAZA
- ④ THE FORT
- ⑤ CHESTNUT STREET PLAZA & MEMORIAL LAWN

### VIEWPOINTS

- ⑥ VIEW TO THE FORT AND CENTRAL PLAZA
- ⑦ VIEW TO NASHVILLE CITY CEMETERY
- ⑧ 360° VIEW OF DOWNTOWN NASHVILLE
- ⑨ VIEW TO I-65 AND EDGEHILL NEIGHBORHOOD
- ⑩ VIEW TO THE FORT FROM THE EAST
- ⑪ VIEW TO THE INTERPRETIVE CENTER AND THE HUB
- ⑫ VIEW TO THE MEMORIAL LAWN AND MEADOW



VIEW FROM BASS STREET PLAZA TO THE FORT

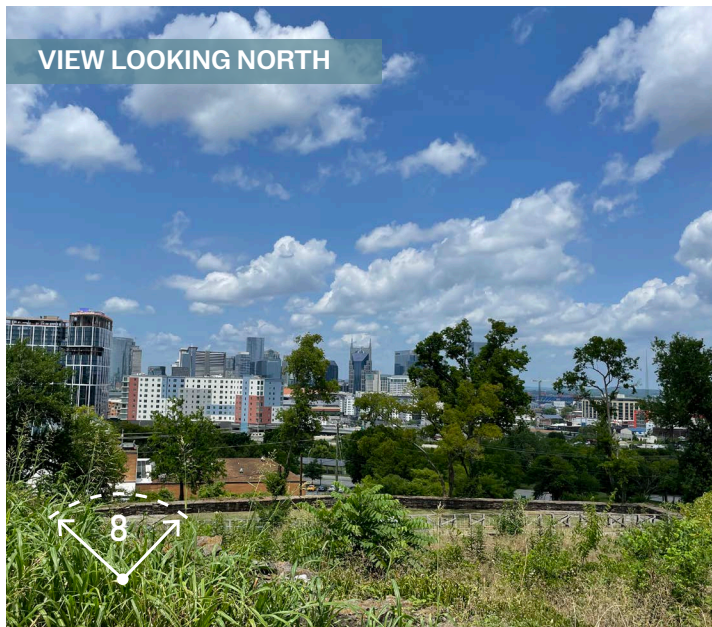


VIEW TO THE MEMORIAL LAWN AND INTERPRETIVE CENTER FROM CHESTNUT STREET PLAZA



Renderings are conceptual and intended to communicate general plan intent. Design is subject to change in future implementation phases.

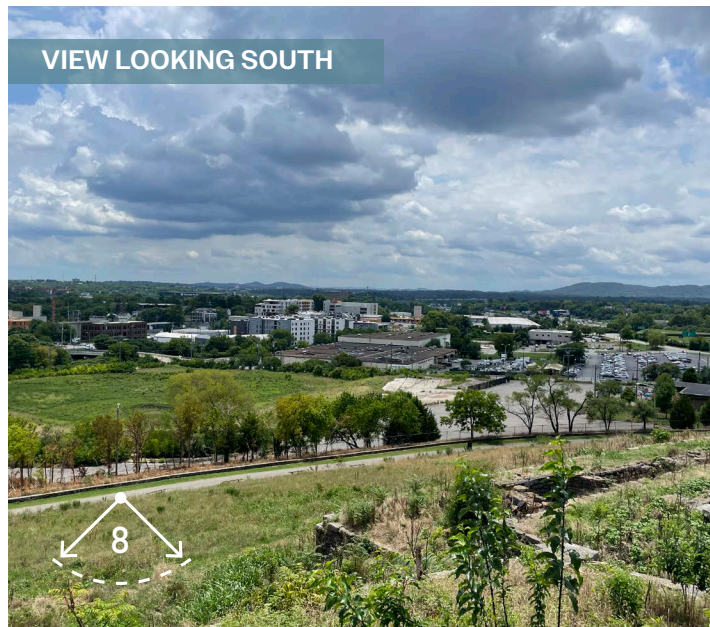
VIEW LOOKING NORTH



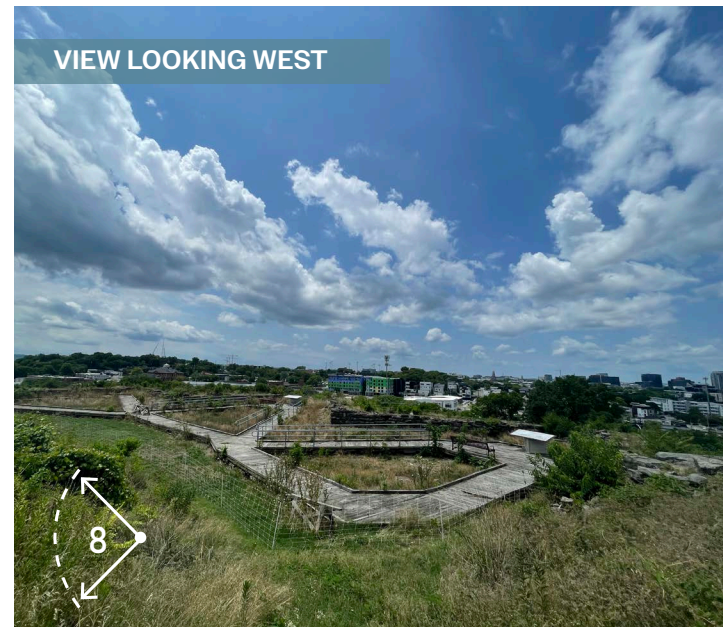
VIEW LOOKING EAST



VIEW LOOKING SOUTH



VIEW LOOKING WEST



## INTERPRETIVE CENTER



Rehabilitation for more robust interpretation.

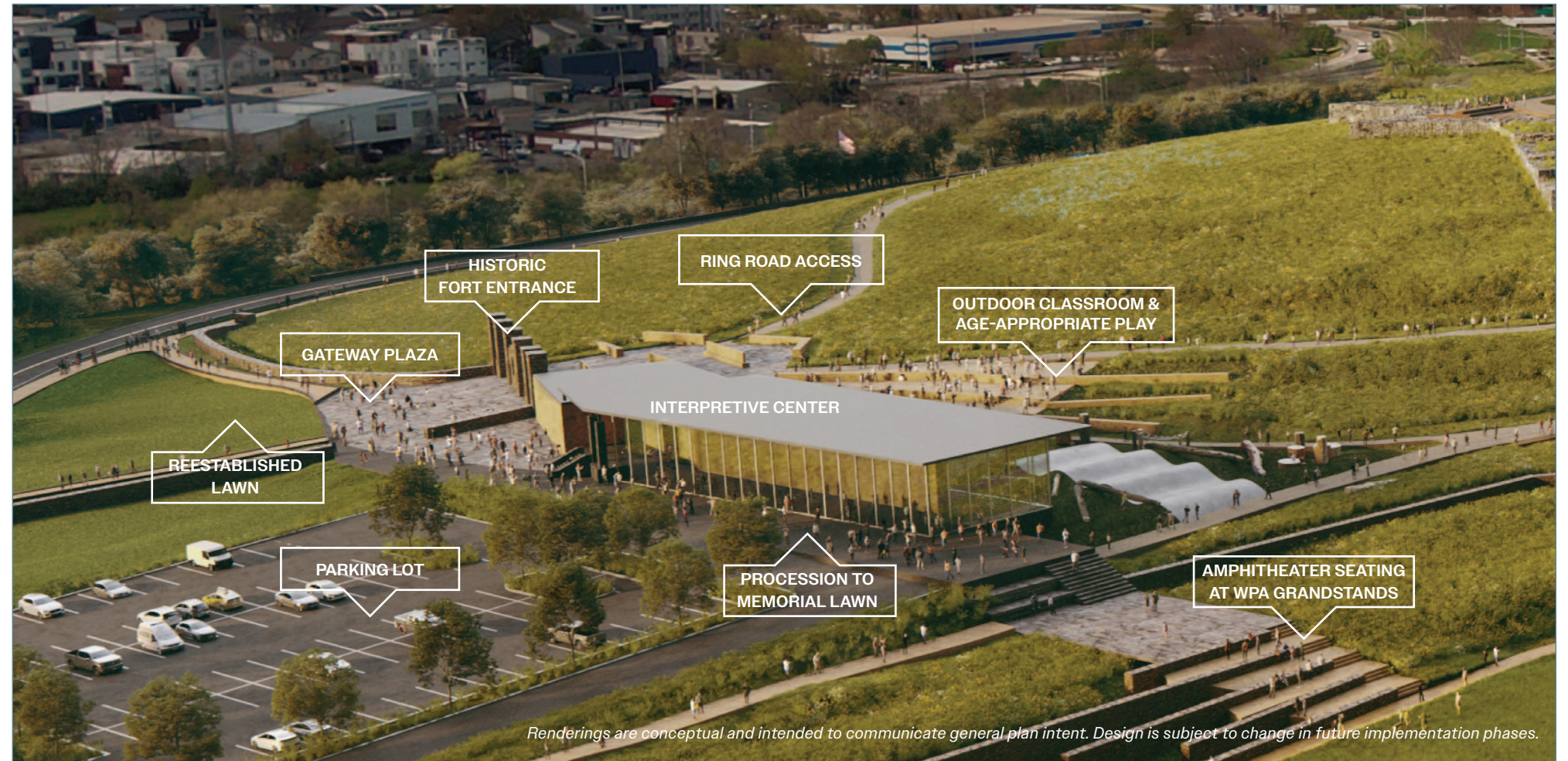


Provides opportunities within the Center and through its immediate exterior program.



Acts as the primary entry into the park and the main hub for social connectivity for visitors of all age groups.

The newly envisioned interpretive center will serve as the hub for the site. A pedestrian and vehicular entry would now come off of Chestnut Street, providing a viewshed with the fort structure directly in the visitor's forefront. The entry will provide visitor drop-off as well as new parking for the site. The expanded building will serve as the home for new historical and interpretive exhibits that explore the full history of the site, as well as provide opportunities for new interior and exterior programming and events. The center will provide a glass facade that opens out toward the fort. A new outdoor classroom, contextual play area, and large outdoor model of what the region would have looked like during the Civil War era will complement the interior exhibits and reinforce the interpretive theming. By moving the vehicular entry from Fort Negley Boulevard, the area surrounding the WPA era stone gateways can be transformed into a pedestrian space with an open lawn as well as an expanded interpretive plaza. This plaza will serve as a point of departure for site tours.



Renderings are conceptual and intended to communicate general plan intent. Design is subject to change in future implementation phases.

Bird's-eye view of the Interpretive Center and surrounding programming.

## PRECEDENT IMAGES

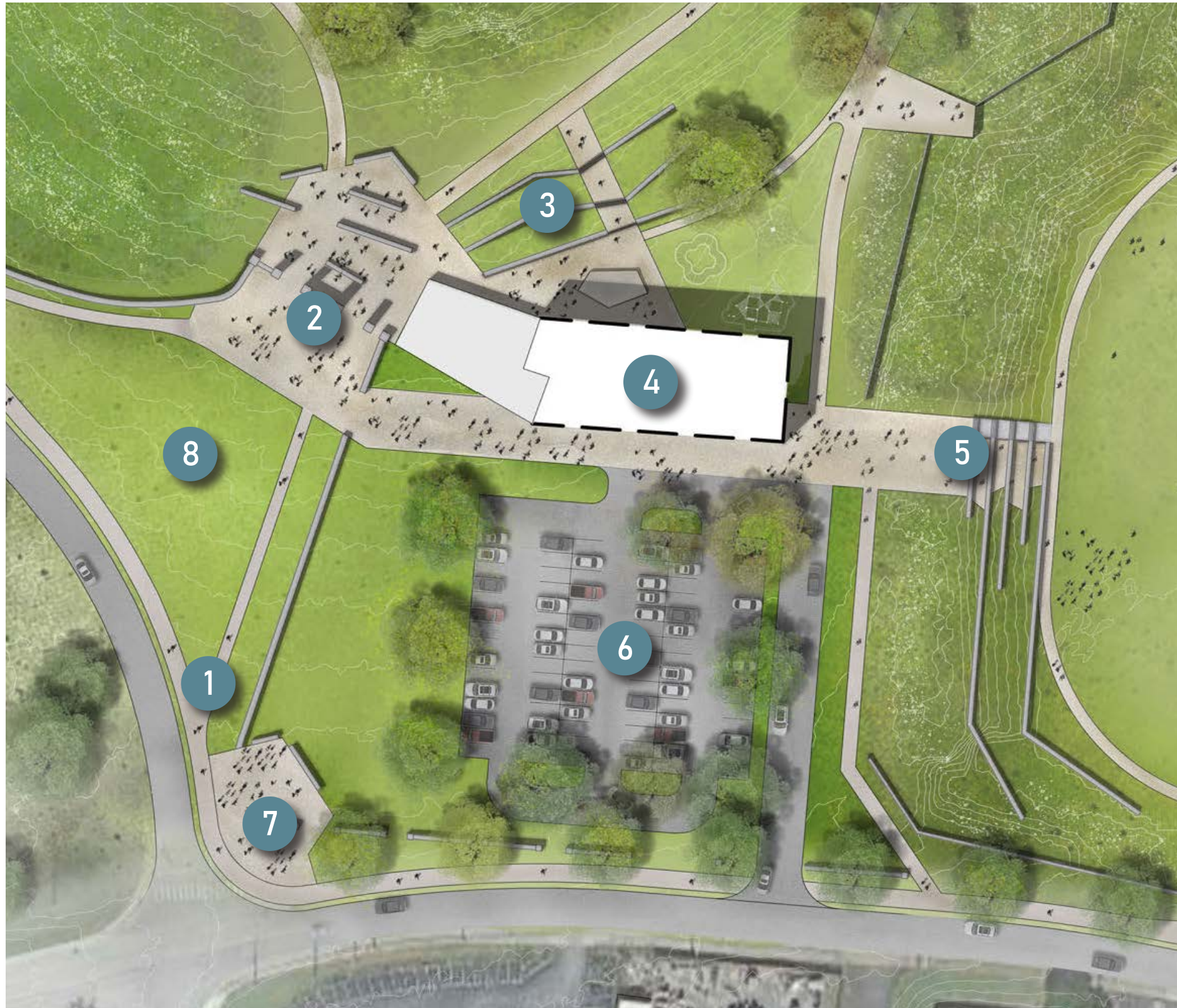


Craig Thomas Discovery & Visitor Center, Moose, WY.



National Center for Civil and Human Rights, Atlanta, GA.

## INTERPRETIVE CENTER






### LEGEND

- ① PROMENADE TO HISTORIC WPA ENTRANCE
- ② GATEWAY PLAZA
- ③ TERRACES AND AGE APPROPRIATE PLAY (PHASE II)
- ④ INTERPRETIVE CENTER (PHASE II)
- ⑤ STEPS AND SEATING
- ⑥ PARKING LOT
- ⑦ EDGEHILL PLAZA
- ⑧ RESTORED WPA LAWN

## BASS STREET PLAZA



-  New pedestrian gateway and activation of the currently underutilized northern end of the park.
-  Comprehensive interpretation opportunities that tell the story of the Bass Street neighborhood and the consequences of urban renewal in the area.
-  Establishes a social space and key northern gateway into Fort Negley. Terminus of the greenway along Fort Negley Boulevard.

Presently, the northern portion of the park is inaccessible and neglected. This area presents a unique opportunity for improvements in connectivity and interpretation. The intersection of Bass and Oak Streets represents the northern gateway from downtown to the park and its only direct connection to the Nashville City Cemetery. This is the location of what was once part of Bass Street. The Bass Street community has a rich history that ties directly back to Fort Negley. The community was displaced during the construction of Interstate 65 during urban renewal. Descendants of this community still reside in Nashville. The Bass Street Plaza would tell the story of the community, its evolution and eventual displacement. The lower learning trail would continue around the northern boundary of the site, with foundations of former Bass Street homes outlined within the landscape. The lower trail then links to the bike pedestrian pathway running along Fort Negley Blvd, eventually meeting with the southeastern Chestnut Street Plaza, completing the lower trail.



*Renderings are conceptual and intended to communicate general plan intent. Design is subject to change in future implementation phases.*

Bird's-eye view of Bass Street Plaza.

# BASS STREET PLAZA



Renderings are conceptual and intended to communicate general plan intent. Design is subject to change in future implementation phases.

Perspective view of Bass Street Plaza from Fort Negley Boulevard.

## PRECEDENT IMAGES



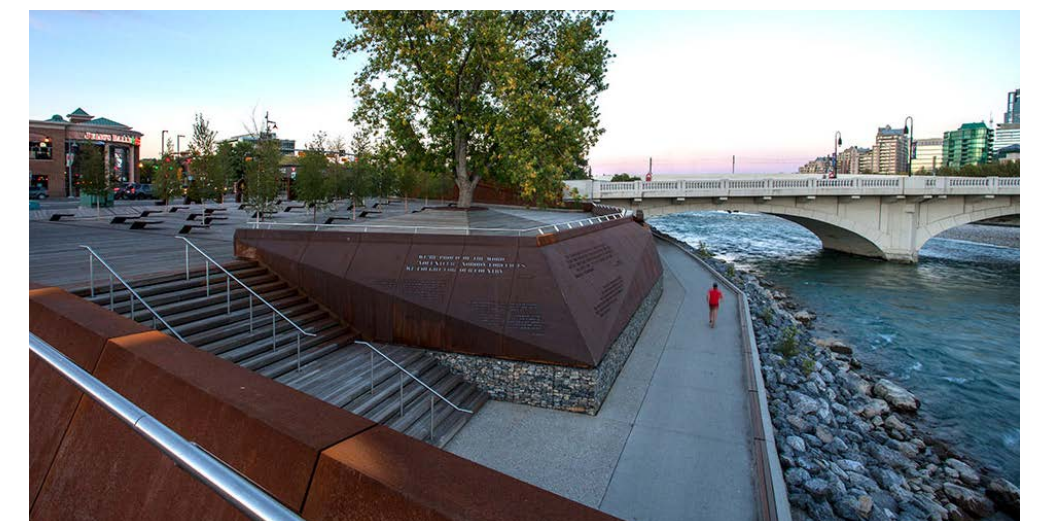
Poppy Plaza, Calgary, Alberta, Canada.



FDR Memorial, Washington, D.C.



Vancouver Waterfront Park, Canada.



Poppy Plaza, Calgary, Alberta, Canada.

## ENTRENCHMENT PLAZA



Rehabilitation of the existing trail network and fort access.



Curates interpretive opportunities that convey the forced labor construction of the fort, the WPA program, and the transformation of Fort Negley into a park and its subsequent development including the construction of Greer Stadium.



Provides a space for visitors to connect with the site and each other.

To the south of Bass Street Plaza and slightly up the hill, the learning trail would meet an intermediate interpretive node at the northern end of the limestone bluff created when Greer Stadium's parking lot was built. This node would provide prospect over the northern portion of the site and allow for interpretation of the soldier encampments as well as the Bass Street Community that followed. It is also near this area that earthen entrenchments would have passed running from the Fort toward the northwest. To the south, this plaza allows the visitor to visualize the intact upper slope of the hill, while clearly visualizing the damage caused to the hill during the construction of Greer Stadium. From this plaza, the visitor can either traverse up the hill to the Fort structure or continue to the north down the hill to the Bass Street Community interpretive plaza.

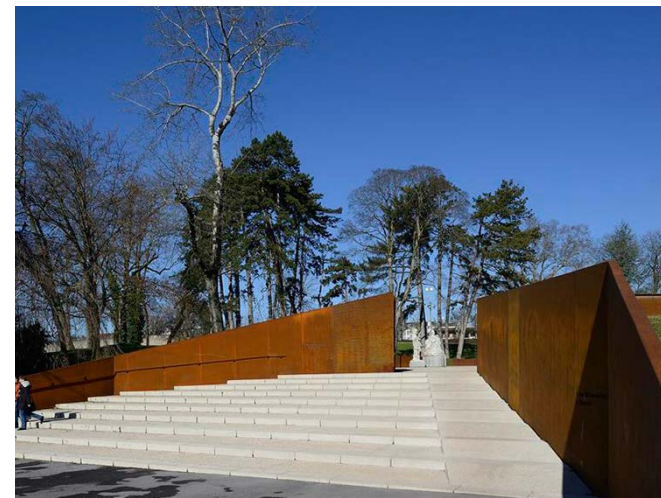
Located at a critical circulation point within the park, the central plaza allows for visitors to take a moment of rest and reflection within the landscape.



*Renderings are conceptual and intended to communicate general plan intent. Design is subject to change in future implementation phases.*

Bird's-eye view of the Central Plaza.

### PRECEDENT IMAGES



Remembrance Place, Besançon, France.



FDR Memorial, Washington, D.C.



Hambach Castle, Rhineland-Palatinate, Germany.

## THE FORT



Rehabilitation and stabilization of existing stone walls.



Conveys the comprehensive history of Fort Negley as a military structure and provides interactive interpretation opportunities.



Establishes an outdoor classroom space in addition to other spaces that allow for visitors to spend time connecting with the site at its highest prospect.

The proposed interventions for the fort structure not only repair and preserve the existing stonework and architectural features, but it provides immersive interpretation opportunities that allow for visitors to connect with the site. Preservation strategies such as steel bracing, infilling depressions, and repairing the historic stonework ensures the structure is preserved for generations to come without taking away from the existing aesthetic of the place. Such strategies will also help the user better envision the fortification within its greater context. A gathering terrace, outdoor classroom, and curated overlooks are connected by elevated walkways that weave through the space in a non-invasive manner. These spaces allow for visitors to take in panoramic views of downtown Nashville and the surrounding neighborhoods. Overall, the design approach to the fort involves connecting visitors to the structure through new walkways, interpretive opportunities, and social spaces while preserving the historic integrity and archaeological features of the site.



Renderings are conceptual and intended to communicate general plan intent. Design is subject to change in future implementation phases.

Bird's-eye view of Fort Negley's fortification.

## CHESTNUT STREET PLAZA & MEMORIAL LAWN



Pays homage to the WPA grandstands and Greer Stadium through amphitheater seating along the slope overlooking the lawn.

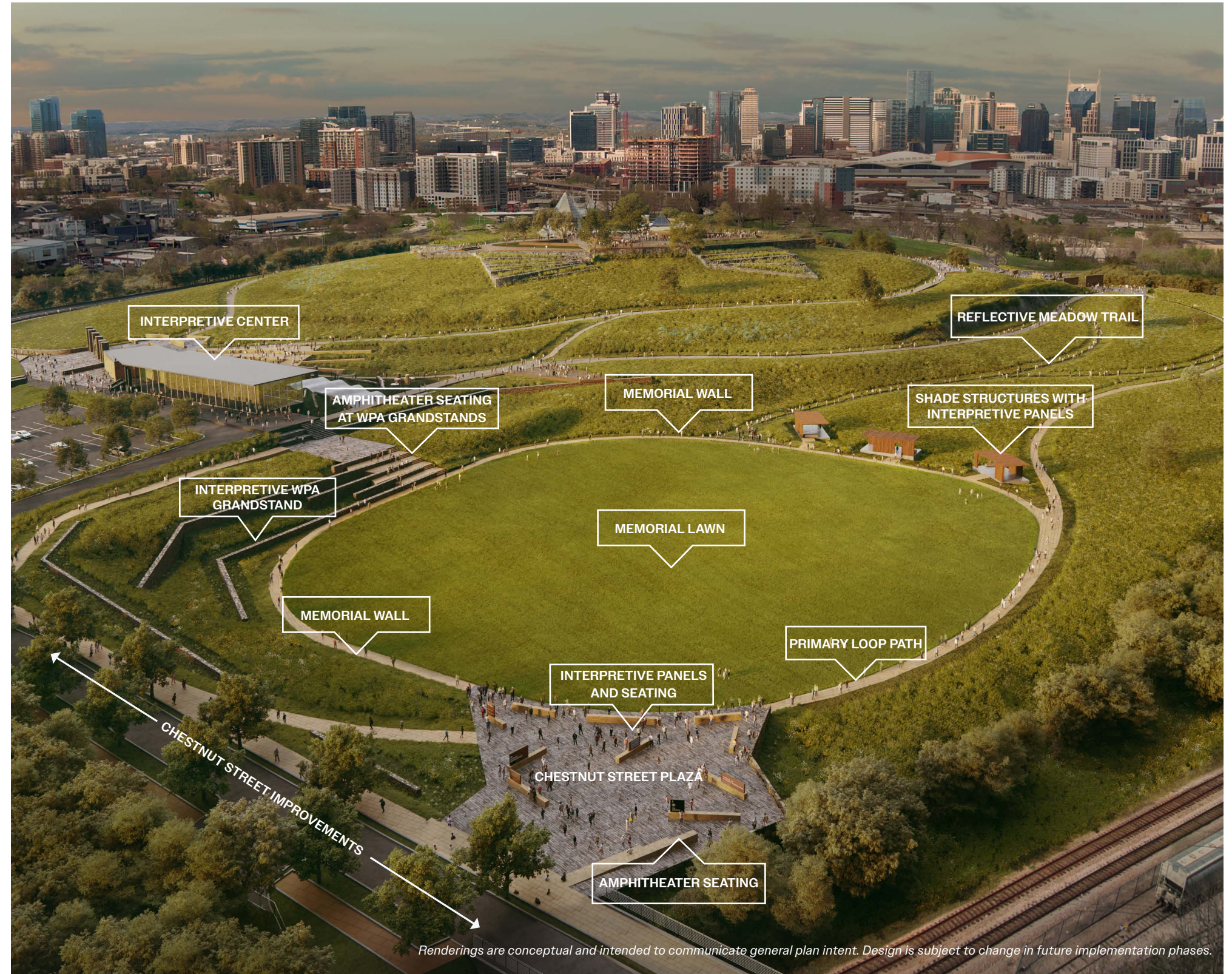


Provides information on the themes of resistance and resilience through interpretive panels and materiality.



Establishes direct access to the memorial lawn and trail system while functioning as a social space.

At the southeastern corner of Chestnut Street, a large interpretive plaza would welcome pedestrians into the site. This plaza provides outstanding views up to the fort and, to the west, the historic reservoir. Within this plaza would stand interpretive panels and ample seating and shade. This space would provide the best opportunity for visitors to visualize the site in full and better understand its historic connections to the surrounding landscape. The plaza would also serve as the southern terminus of a newly proposed learning trail that would encircle the entirety of the lower portion of Fort Negley Park. Traveling north along this trail, the visitor would be presented with interpretive panels that relay a fuller story of the Fort Negley site and the history that unfolded along the base of the hill. Small structures would be nestled into the landscape along the northern end of the lawn, providing needed places for shade as well as additional opportunities for interpretation. Accompanying the plaza is an expansive memorial lawn. The space provides memorial opportunities through a low wall encompassing the lawn as well as terracing at the location of the original WPA grandstands. The entirety of this area would be detailed in a way that would allow for future archaeological research that could be incorporated into the program of the site.



Renderings are conceptual and intended to communicate general plan intent. Design is subject to change in future implementation phases.

Bird's-eye view of the southeastern portion of the park.



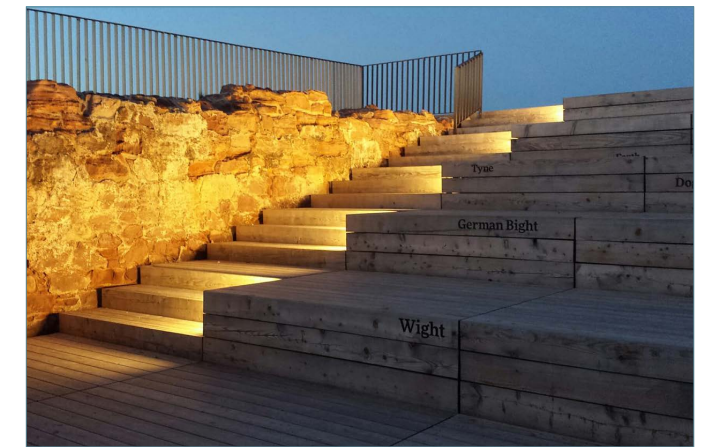
## CHESTNUT STREET PLAZA & MEMORIAL LAWN



*Renderings are conceptual and intended to communicate general plan intent. Design is subject to change in future implementation phases.*

Nighttime perspective of Chestnut Street Plaza looking to the fortification and Interpretive Center.

### PRECEDENT IMAGES



Dunbar Battery, Dunbar, Scotland.



Jenny Lake Interpretive Plaza, Moose, WY.



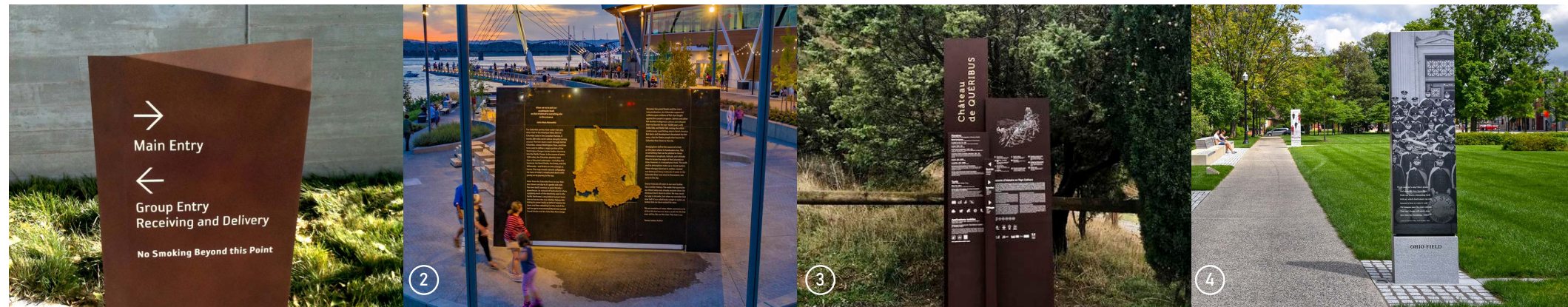
Memorial to Enslaved Laborers, Charlottesville, VA.

# MATERIALS

## MATERIAL PALETTE

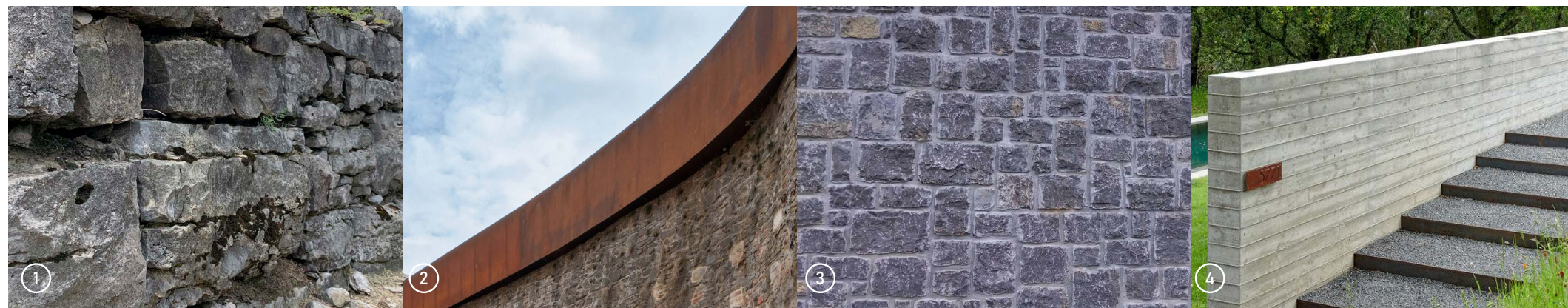
Precedent images are conceptual and intended to communicate general plan intent. Materials are subject to change in future implementation phases.

### SIGNAGE



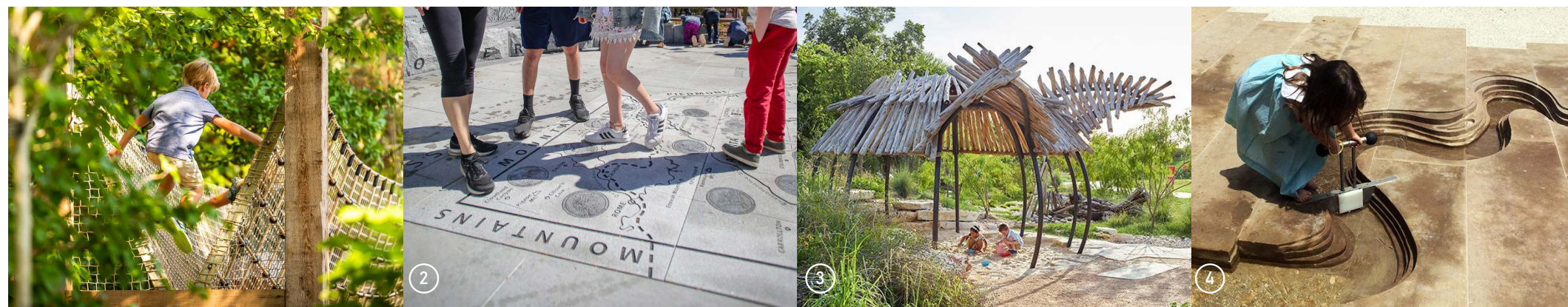
- ① Minimalist Wayfinding Signage
- ② Large Interpretive Panel
- ③ Wayfinding Sign with Key Map
- ④ Interpretive Signage along Pathway

### WALLS



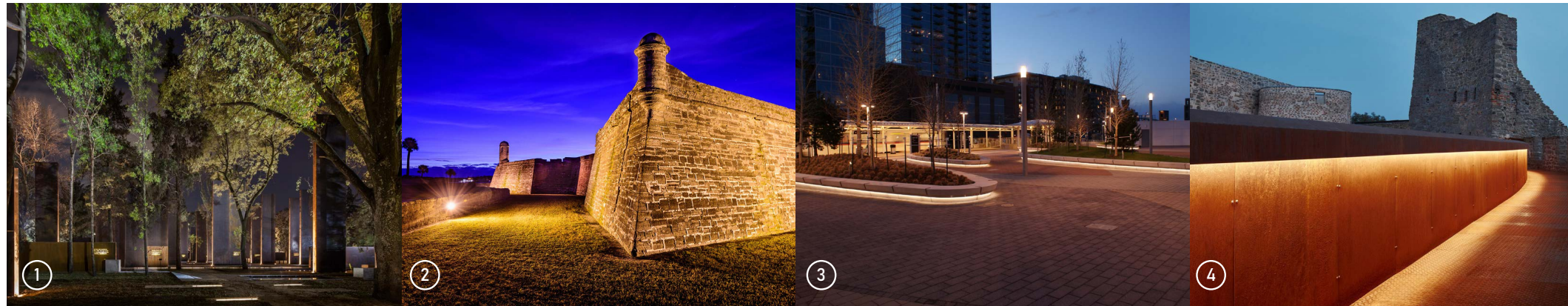
- ① Stacked Tennessee Limestone
- ② Corten Steel Bracing
- ③ Stone Veneer
- ④ Architectural Formed Concrete

### PLAY



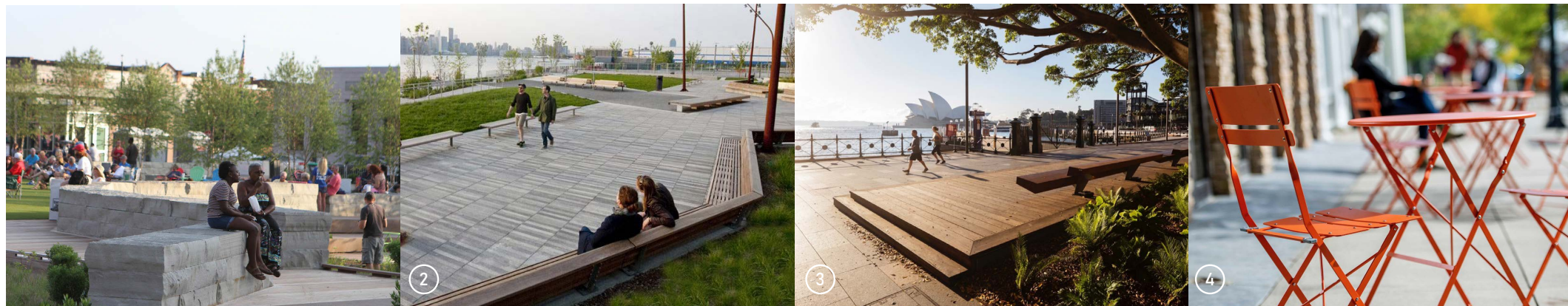
- ① Climbing Structures
- ② Local Geology Interpretation Opportunities
- ③ Archaeology Themed Elements
- ④ Natural History Education through Play

## GENERAL LIGHTING



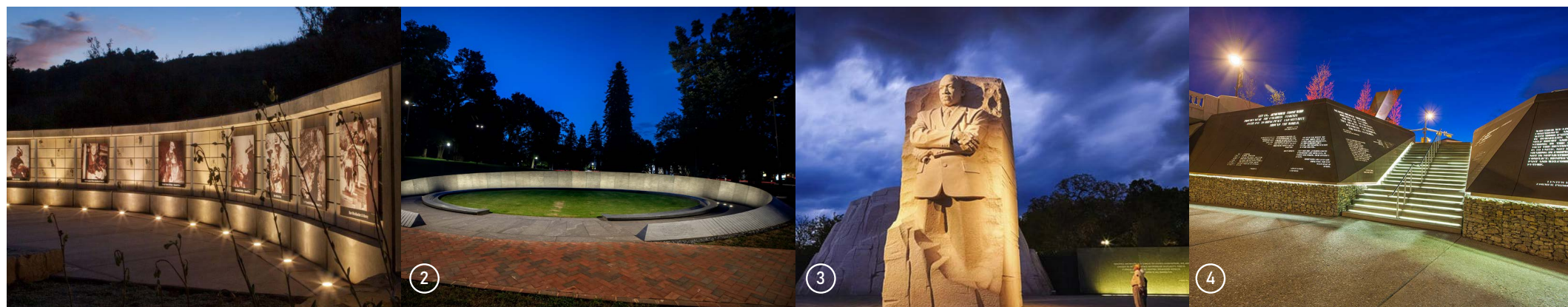
- ① Tree Uplighting
- ② Stonework Lighting
- ③ Plaza Lighting
- ④ Elevated Pathway Lighting

## SITE FURNISHINGS



- ① Stone Slab Bench
- ② Benches Defining Plantings
- ③ Platform with Bench
- ④ Bistro Table and Chairs at Visitor Center

## MEMORIAL LIGHTING



- ① Interpretive Wall Lighting
- ② Lighting for Low Wall
- ③ Focal Point Lighting
- ④ Lighting Behind Interpretive Panels and Stairs

# CONNECTIONS

## CONNECTIONS + VIEWSHEDS

Fort Negley is positioned at a critical point within the City of Nashville's greenway network. Improving bike and pedestrian infrastructure at this site will assist users in traversing seamlessly around the city. Viewsheds to and from the fort are critically important and should be protected. The master plan recommends that the Metro Nashville Planning Department explore a Fort Negley viewshed overlay that would project these viewsheds.



### KEY ADJACENT PARKS






## CIRCULATION

Fort Negley's internal trail network as well as streetscape updates allow for visitors to explore all areas of the park in a direct and accessible way.



- ① BASS STREET PLAZA**  
 Provides connection towards the City Central Greenway and downtown, as well as to the adjacent Nashville City Cemetery.
- ② EDGEHILL GATEWAY PLAZA**  
 Provides bike and pedestrian access to Rose Park and Reservoir Park to the west and potential connection to Brown's Creek Greenway to the south.
- ③ CHESTNUT STREET PLAZA**  
 Provides connection to Wedgewood-Houston to the south, Chestnut Hill to the east, and Rolling Mill Hill to the northeast.
- ④ GREENWAY ALONG FORT NEGLEY BOULEVARD**  
 Provides improved bike and pedestrian connectivity along the perimeter of the park.

### LEGEND

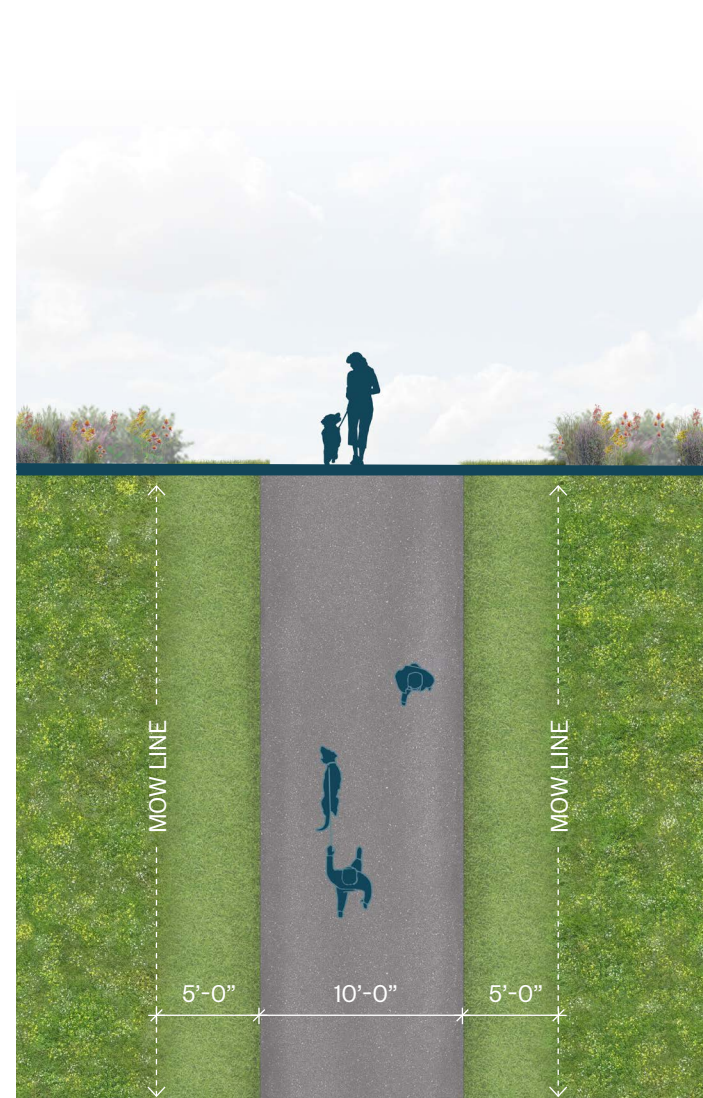
-  STREETS
-  PRIMARY PEDESTRIAN PATHS
-  SECONDARY PEDESTRIAN PATHS

# CIRCULATION TYPOLOGIES

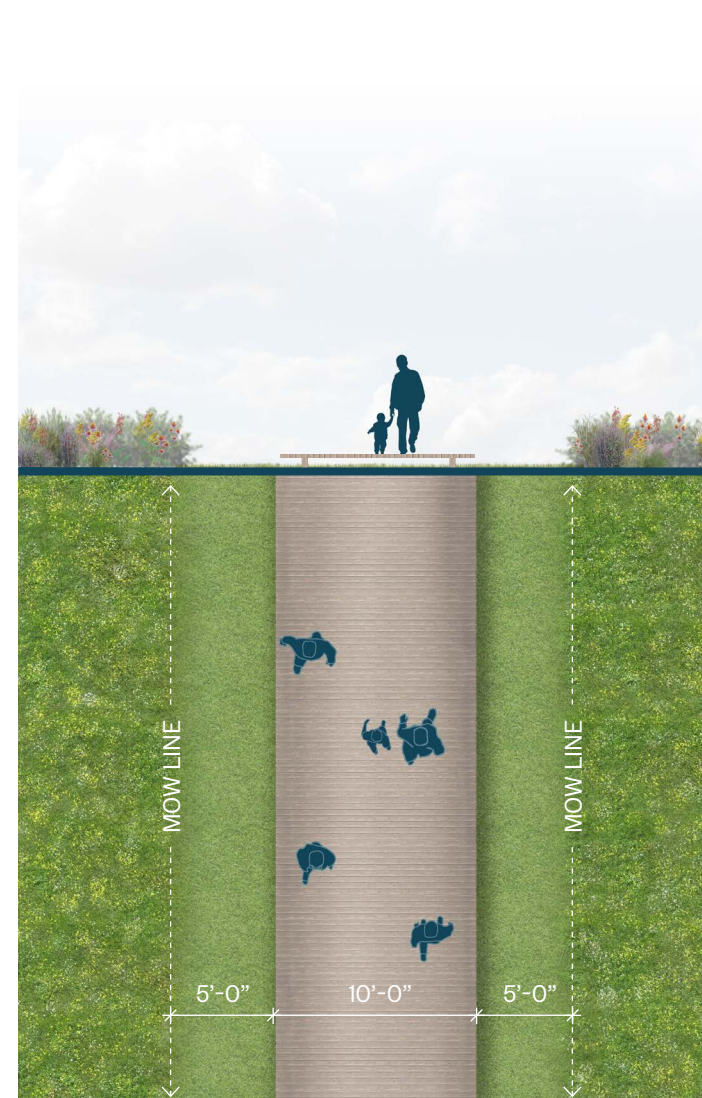
FORT NEGLEY BOULEVARD



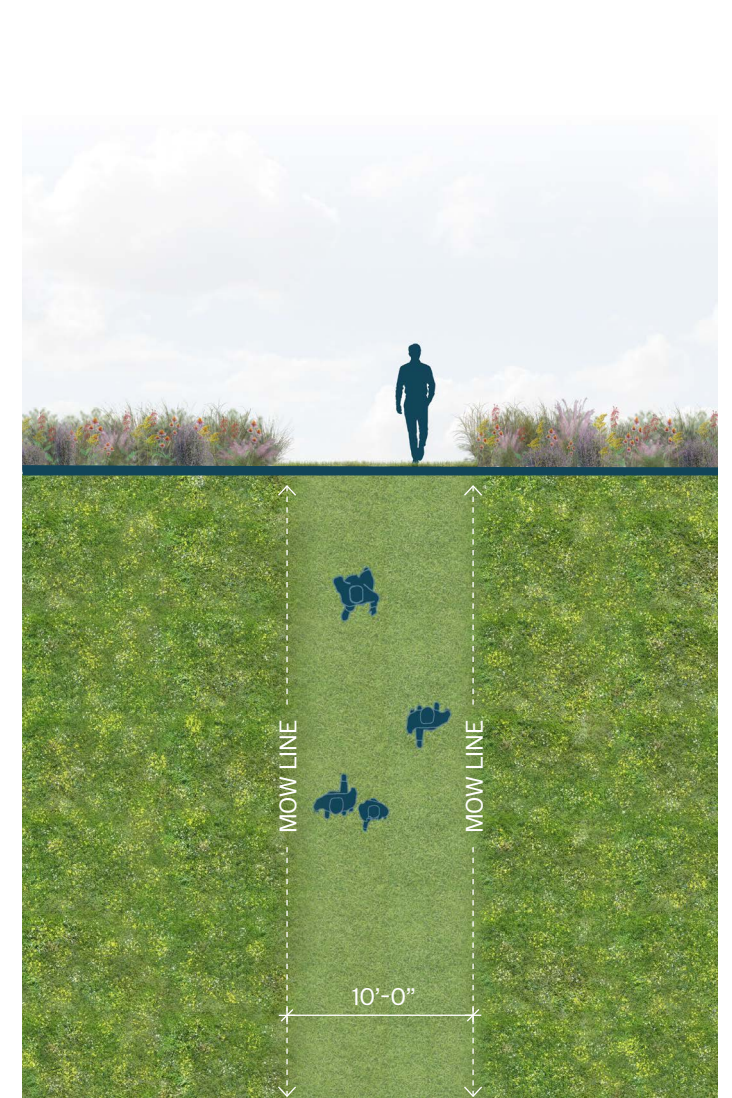
PAVED LEARNING TRAIL



BOARDWALK



MEADOW TRAIL



## MATERIAL PALETTE

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### PAVED LEARNING TRAILS & INTERPRETIVE PLAZAS



### ELEVATED PATHWAYS & BOARDWALKS



### REFLECTIVE MEADOW TRAILS



# VEGETATION

## OVERVIEW

Encompassing the entire site would be the creation of a resilient landscape that protects the site, allows for sustainable maintenance and provides a beautiful setting for the visitor experience. Native grasslands composed of three specially designed mixes would be planted on almost the entirety of the hill. These grassland mixes provide for better biodiversity and pollination throughout the site while their deep root systems offer protection from erosion and invasive plant species without damaging archaeological resources. The mixes will also provide open views typical of the Civil War period. Existing healthy trees would be protected and left on the site. Species selected will be native to the Nashville Basin ecoregion and are ones that are adapted to growing in regional rocky grasslands and meadows. They are best adapted to the local soils of the site, the frequent summer droughts, and to the region's pollinators. These native mixes help to provide more resiliency against invasion by non-native species and once established may be maintained through a mix of light grazing and one annual mowing.



### LEGEND



#### SHORT GRASSLAND SPECIES

- Carex blanda*
- Carex cherokeeensis*
- Carex hirsutella*
- Carex meadii*
- Muhlenbergia schreberi*
- Sporobolus heterolepis*
- Ruellia humilis*
- Allium cernuum*
- Asclepias viridis*
- Astranthium integrifolium*
- Camassia scilloides*
- Blephilia ciliata*
- Croton monanthogynus*
- Delphinium carolinianum*
- Zizia aptera*
- Rudbeckia fulgida*
- Liatris saurorosa*
- Glandularia canadensis*
- Penstemon tenuiflorus*
- Sisyrinchium albidum*



#### SHORT TO MEDIUM GRASSLAND SPECIES

- Schizachyrium scoparium*
- Bouteloua curtipendula*
- Panicum anceps*
- Elymus macgregorii*
- Sporobolus heterolepis*
- Carex hirsutella*
- Carex cherokeeensis*
- Asclepias tuberosa*
- Asclepias viridis*
- Penstemon calycosus*
- Clinopodium arkansanum*
- Baptisia aberrans*
- Dalea candida*
- Dalea gattingeri*
- Echinacea simulata*
- Monarda fistulosa*
- Liatris aspera*
- Ratibida pinnata*
- Rudbeckia fulgida*
- Allium cernuum*
- Ruellia humilis*



#### MEDIUM TO TALL GRASSLAND SPECIES (Savanna-woodland species)

- Schizachyrium scoparium*
- Panicum anceps*
- Bromus pubescens*
- Carex amphibola*
- Carex blanda*
- Elymus hystrix*
- Tridens flavus*
- Asclepias tuberosa*
- Asclepias viridis*
- Penstemon calycosus*
- Baptisia aberrans*
- Monarda fistulosa*
- Ratibida pinnata*
- Rudbeckia fulgida*
- Blephilia ciliata*
- Conoclinium coelestinum*
- Camassia scilloides*
- Desmanthus illinoensis*
- Astranthium integrifolium*



#### MEDIUM TO TALL GRASSLAND SPECIES

- Schizachyrium scoparium*
- Sorghastrum nutans*
- Andropogon gerardii*
- Panicum anceps*
- Tridens flavus*
- Sporobolus asper*
- Asclepias syriaca*
- Monarda fistulosa*
- Ratibida pinnata*
- Rudbeckia fulgida*
- Desmanthus illinoensis*
- Chamaecrista fasciculata*
- Conoclinium coelestinum*
- Silphium asteriscus*



#### MOWN LAWN



# PLANT PALETTE

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## NATIVE GRASSLAND MEADOWS & MOWN LAWNS



## CURATED SHRUBS & ORNAMENTAL GRASSES



## CANOPY & FLOWERING TREES



# COST ANALYSIS

This cost estimate reflects the opinion of probable construction costs at the time of this publication. Estimate is subject to change with each design phase or market volatility.

## PHASE 1: SITE IMPROVEMENTS

<b>Subtotal:</b>	<b>\$30,308,103</b>
10% Design Evolution:	\$3,030,810
<b>Subtotal:</b>	<b>\$33,338,913</b>
12% Escalation Allowance (to 1Q 2025):	\$4,000,670
<b>Subtotal:</b>	<b>\$37,339,583</b>
General Contractors Markups:	\$2,987,166
2.0% General Conditions	\$846,808
3.0% General Contractors Overhead & Profit	\$1,270,212
2.0% Insurance	\$846,808
1.0% Payment and Enforcement Bonds	\$423,404
<b>Subtotal:</b>	<b>\$40,326,749</b>
15% Design Fees:	\$5,000,837
3% Owner's Soft Cost	\$1,270,212
<b>Subtotal:</b>	<b>\$6,121,024</b>
<b>Opinion of Probable Construction Cost:</b>	<b>\$46,447,774</b>

## FORTIFICATION STONEMWORK REHABILITATION

**Opinion of Probable Construction Cost: \$15,000,000**

## PHASE TWO: INTERPRETIVE CENTER

<b>Subtotal:</b>	<b>\$10,939,141</b>
10% Design Evolution:	\$1,398,878.99
<b>Subtotal:</b>	<b>\$12,033,055</b>
12% Escalation Allowance (to 1Q 2025):	\$1,443,966
<b>Subtotal:</b>	<b>\$13,477,021</b>
General Contractors Markups	\$1,078,161
2.0% General Conditions	\$269,540
3.0% General Contractors Overhead & Profit	\$404,310
2.0% Insurance	\$269,540
1.0% Payment and Enforcement Bonds	\$134,770
<b>Subtotal:</b>	<b>\$14,555,183</b>
15% Design Fees:	\$1,804,958
3% Owner's Soft Cost	\$404,310
<b>Subtotal:</b>	<b>\$2,209,268</b>
<b>Opinion of Probable Construction Cost:</b>	<b>\$16,764,452</b>

**Opinion of Total Probable Construction Cost: \$78,212,226**

# PHASE APPROACH

## DESCRIPTION

The proposed Master Plan is to be completed in phases beginning with the interpretive plazas, circulation, fort stabilization, and memorial lawn. The subsequent phase includes the Interpretive Center and the accompanying age-appropriate play area and outdoor classroom spaces.



### LEGEND



PHASE 1



PHASE 2

# OPERATIONAL, MANAGEMENT AND POLICY RECOMMENDATIONS

## OVERVIEW

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In addition to the recommended physical site program improvements, the master plan calls for the following key financial, operational, and policy-related next steps to more sustainably, successfully and effectively manage Fort Negley. Several of these suggestions will require additional in-depth study prior to implementation.

### Tennessee Heritage Protection Act

Administered by the Tennessee Historical Commission (THC), the Tennessee Heritage Protection Act (THPA) prohibits, among other actions, the alteration or disturbance of a memorial in public ownership. In 2018, the entire Metro Parks-owned Fort Negley property was determined by the THC to be a memorial under the THPA.

Implementation of the master plan will inevitably involve alteration and disturbance of the Fort Negley property. The intent of the master plan is not to erase or diminish any aspect of the history of Fort Negley Park, but rather to expand it, revealing new information about the site and honoring it with appropriate infrastructure and interpretation. To that end, all site alterations and disturbance recommended herein have been conceived carefully to be consistent with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

As has been recommended by THC staff, Metro Parks should petition the THC for a waiver to the THPA for all aspects of plan implementation.

### Adventure Science Center

The Adventure Science Center (ASC) currently holds a lease on roughly 15 acres of land within Fort Negley Park. The lease will expire in 2065 with renewal potential. Originally constructed in 1974 as the Cumberland Science Museum, the Adventure Science Center expanded their facilities in 2001 and 2006. ASC is an independent, not-for-profit science and technology center dedicated to delivering innovative, dynamic learning experiences. The facility is 110,000 sq. ft. and features more than 175 exhibits focused on biology, astronomy, physics, earth science, energy, weather, sound, and space. It is also home to the Sudekum Planetarium.

The presence of ASC at Fort Negley presents numerous opportunities for collaboration and partnership that should be developed. It is the shared wish of Metro Parks and ASC to undertake programming and physical site improvements that collectively allow visitors to circulate through a connected, cohesive cultural campus where each entity offers complementary, supportive experiences.

### Physical Improvements

- Metro Parks should work closely with ASC to implement the site improvements recommended herein within the boundaries of the lease area.
- The lease requires that ASC secure approval from the Park Board for the construction of any improvements on the property. The Park Board should consult this master plan to ensure that all proposed improvements are compatible with the master plan recommendations. New construction proposed by ASC should not negatively impact view sheds to or from Fort Negley.
- All site disturbance by ASC should conform to the archaeological protocols recommended herein.
- The land immediately to the east of the ASC building is particularly archaeologically sensitive and should be reserved for archeology study, and for development of the proposed Bass Street interpretive plaza.

### Programming

The authority of ASC to make decisions about their interpretive programs and activities rests solely with ASC. As a starting point for closer collaboration, the below general division of roles is recommended.

- Metro Parks should continue to lead on all historical interpretation including physical site improvements (signage, plazas) and programs.
- Metro Parks should continue to lead on archaeological research and investigation and to coordinate with ASC as appropriate.
- Fort Negley is a rich resource for ASC to expand programs around science-related interpretive themes which could include site geology, military engineering, grasslands and urban habitat. Science and technology-related archaeological themes may also be appropriate in coordination with Metro Parks.

### Archaeology Protocols at Fort Negley

Archaeological research at Fort Negley Park is an important means by which to increase understanding of the site and to reveal more accurate history and should be supported. As interest in the site continues to grow, concurrent interest in research is also likely. Metro Parks should manage archaeological site research in a manner that is consistent, communicative, strategic and accountable.

- All archaeological research at Fort Negley currently requires a permit issued by Metro Parks. Permit terms require that researchers share findings with Metro Parks. This has typically occurred at the conclusion of a research project. Because long-term research timelines have at times left Metro Parks without knowledge of recent findings, and to better facilitate open sharing of knowledge, it is recommended that permit terms be amended to require, upon request of Metro Parks, an executive summary of project status and findings at any time during the process.

- To maximize the benefits of archaeological research, priorities should be established by Metro Parks and the Metropolitan Historical Commission. Prioritization will help to determine which research projects should be approved and in what order.

### Temporary Public Art

The introduction of temporary public art installations and programs may be an appropriate strategy to enhance interpretation of Fort Negley. Temporary public art including performances can enrich the visitor experience, create opportunities for community participation, and give voice to dynamic expressions of Fort Negley’s interpretive themes. All proposed installations and events require approval from Metro Parks and should conform the recommendations below.

- Any artwork should be sufficiently context-specific to “belong” at Fort Negley as opposed to some other site.
- Any artwork should be of a scale that does not dominate any viewshed and should be conceived for experience from a nearby viewer perspective.
- Any artwork should complement and not visually compete with permanent site improvements and landscape-defining characteristics.
- Any artwork should seek to illuminate the history of the site and related themes.

### Friends of Fort Negley and Other Partners

While the Metro Parks Department owns and operates Fort Negley Park, it is fortunate to work closely with several partner groups that are committed to the preservation and interpretation of this cultural landscape.

Friends of Fort Negley exists to protect, preserve, promote and advocate for Fort Negley Park while also engaging in and supporting fundraising activities.

The Fort Negley Technical Advisory Committee consists of professionals in history and archeology that assists Metro Parks in technical decision making.

In 2019, Mayor Copper appointed the Fort Negley Advisory Committee, led by Kix Brooks, to help guide the master planning process and support its implementation by securing resources to help make programming and improvements possible.

Each of these three groups serves a vital role. With this master plan as a guidebook for the future, the following steps are recommended to collectively achieve shared goals.

- The services of a professional capital campaign consultant would be invaluable to assist the FNAC with fundraising efforts. A professional consultant, in conjunction with the materials produced by this master plan, would maximize the already robust ability of this committee to raise private dollars for the implementation, operations and long-term maintenance recommended herein.
- FNAC and FOFN should proceed in a collaborative fashion to ensure alignment of efforts, strategy and messaging. As a 501c3, FOFN may be the logical financial conduit for all fundraising efforts.
- FOFN should consider the development of strategic organizational plan to best position the organization and evolve as appropriate in the interest of Fort Negley as envisioned in the master plan.
- FOFN should strive for more inclusive board representation, reflecting the diversity of Fort Negley’s stakeholders and constituents.
- The FNTAC should be folded into the FOFN organization structure as a subcommittee to assist when technical questions arise regarding plan implementation and specifically to assist in the prioritization of potential research work within the park.
- Metro Parks should continue to invest in these partnerships to help ensure their effectiveness and Fort Negley’s success.

### Heritage Tourism

The National Trust for Historic Preservation defines heritage tourism as “traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present.” Fort Negley has the potential to fit successfully into a broader spectrum of various historic sites and stories from the Civil War through Civil Rights. The idea of Fort Negley increasing its presence as a heritage tourism site began as early as the WPA era reconstruction of the fortification. From that time onward, several attempts have been made to increase exposure of the fort and its unique history.

The 2007 supplement to the *1996 Fort Negley Master Plan* addressed the “potential redevelopment of the Greer Stadium site... along with the existing Fort Negley Historical Park, into the Nashville Civil War Center at Fort Negley”. While the 2007 recommendation for a Civil War Center never came to fruition, the current master plan affirms that Fort Negley Park holds potential to increase its presence as a successful heritage tourism site. The current master plan envisions a site that tells a holistic story

from Civil War to Civil Rights, with the most likely heritage tourism themes being African American Heritage tourism and Civil War-related heritage tourism.

Further development of a cohesive heritage tourism strategy for Fort Negley is recommended. As a first step in this endeavor, a museum feasibility study has been commissioned and will be completed in Spring of 2023. The study will inform the right-sizing and program of the Fort Negley Interpretive Center and will include tourism market potentials, attendance projections, capital and operating costs, revenue potential, management structure, financing and other aspects of the facility's development and operations.

For more detailed information regarding these themes and their potential partnerships, please see The Walker Group's report "Heritage Tourism at Fort Negley" in the appendix of this document.

### **Funding Strategies**

Recent capital improvements and all maintenance and operations at Fort Negley have been funded entirely by the Metropolitan Government of Nashville. This is unusual for a site of Fort Negley's needs and significance. Indeed, the limits of this locally-traditional approach is evident in the deferred maintenance and poor routine maintenance observable on the site today. While the city will always be a primary source of funding, the ambitious future for Fort Negley envisioned in this document highlights the need to develop a new funding and operational model that reflects national best practices in the funding and operation of city parks. In short, Fort Negley should diversify its funding streams.

Bolstering charitable private support through the Friends of Fort Negley and other partners, as previously discussed, will be essential to getting Fort Negley on a sustainable financial footing. The museum study referenced in the previous section will include earned-income metrics for the interpretive center/museum which could include special event spaces and food and beverage operations.

Other park funding strategies commonly used in other American cities and which may be suitable for Fort Negley include business improvement districts, tax increment financing, special service districts, sponsorships, and hotel or tourist taxes.

It is unlikely that Metro Parks can achieve the goals of this master plan or sustainably operate and maintain Fort Negley without an appropriate combination of the above funding strategies. Additional study is recommended.



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