

# **NASHVILLE CIVIL WAR CENTER AT FORT NEGLEY**

2007 Supplement to the 1996 *Fort Negley Master Plan*



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## INTRODUCTION

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This document is intended to serve as a supplement to the 1996 *Fort Negley Master Plan*. These documents, along with the *Fort Negley Visitors Center Interpretive Plan* should be used together to help guide future preservation, development and programming efforts by Metro Nashville and partner agencies at Fort Negley.

This supplement addresses potential redevelopment of the Greer Stadium site and its incorporation, along with the existing Fort Negley Historical Park, into the Nashville Civil War Center at Fort Negley. The 16.4-acre stadium site is leased to the Nashville Sounds baseball team by the Metropolitan Government. The site is owned by Metro Parks.

### I. PLANNING EFFORTS TO DATE

Contemporary planning efforts at Fort Negley began in the mid-1990s with the establishment by Mayor Phil Bredesen of a committee to advise on the future of the site. Made up of historians, preservationists, educators and other experts, and led by the Metro Historical Commission, the committee produced the *Report to Mayor Phil Bredesen from the Fort Negley Advisory Committee*, which contains multiple general recommendations regarding the protection, development and management of the site. These recommendations were greatly expanded and refined in the comprehensive *Fort Negley Master Plan* of 1996, a joint effort by the Metro Historical Commission and Metro Parks.

The 1996 master plan stands as a sound document and should be retained to help guide management at Fort Negley, except where superseded by recommendations herein.

Under Mayor Bill Purcell, Metro Parks completed the *Metropolitan Parks & Greenways Master Plan* in 2002. The plan incorporates recommendations for countywide improvements to Nashville's park system over a 20-year period. Based on the 1996 *Fort Negley Master Plan* and more recent public input, the countywide plan recommended funding for two phases of development at Fort Negley. Phase One was the development of walking trails, interpretive signage and other improvements that would allow the fort to be opened to the public for the first time in sixty years. This phase was completed in December of 2004 to much fanfare. Phase Two was development of the Fort Negley

Visitors Center, which opened to the public in December 2007. This \$2 million investment is the largest nationally in a Civil War site by a local government.

Immediately preceding design of the center, a number of factors rendered it important to reexamine and expand upon the 1996 master plan. Most notably, the anticipated departure from the site of the Nashville Sounds baseball team and demolition of the obsolete Greer Stadium, presented additional options for location of the center and new land area for potential Fort Negley-related redevelopment.

These additional planning efforts resulted in the following:

- An alternate location for the center
- The *Fort Negley Visitors Center Interpretive Plan* (under separate cover)
- Recommendations for redevelopment of the Sounds site (the Nashville Civil War Center at Fort Negley), found in this supplement

## **II. PLANNING PROCESS & PUBLIC PARTICIPATION**

Metro Parks selected a team consisting of architects, landscape architects, historians, museum planning consultants, archeologists, and others to develop this supplement and the interpretive plan, and to design the visitors center. Team members included:

Carol Ashworth, Ashworth Environmental Design  
Renee Bartnik, Buchart Horn Architects & Engineers  
David Currey, Travellers' Rest and public historian  
Walter Durham, Tennessee State Historian  
Venuss Gervin, Moody-Nolan Architects  
Norman Hill, 13<sup>th</sup> U.S. Colored Troops representative  
Bob Hunt, Past President, Battle of Nashville Preservation Society  
Ross Massey, Battle of Nashville Preservation Society  
Tim Netsch, Metro Parks  
Dan Pomeroy, Tennessee State Museum  
Fred Prouty, Tennessee Wars Commission, Tennessee Historical Commission  
Ann Roberts, Metropolitan Historical Commission  
Bea Thompson, Moody-Nolan Architects  
Ann Toplovich, Tennessee Historical Society  
Van West, Tennessee Civil War National Heritage Area, Center for Historic Preservation,  
Middle Tennessee State University  
Fred Zahn, Metropolitan Historical Commission

In addition, a public meeting was held on October 24, 2006, where the general public offered comments and input on the project.

These planning efforts resulted in the recommendations contained in this document.

# RECOMMENDATIONS

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## I. SITE DEVELOPMENT

### EXISTING CONDITIONS

Fort Negley Historical Park is owned and operated by the Metropolitan Board of Parks & Recreation. The site currently consists of two parcels, totaling 54.2 acres. See Figure 1.

The northerly 37.8-acre parcel contains the fort itself, WPA-era stonework, parking along the entrance road, pedestrian facilities including boardwalks, and interpretive signage. Approximately 3.5-acres on the northern part of this parcel are leased to the Adventure Science Center and contain a portion of their campus.

The southerly 16.4-acre parcel is leased to the Nashville Sounds and contains Greer Stadium and surrounding surface parking lots. Immediately adjacent to the WPA entrance monuments on this parcel is the Fort Negley Visitors Center.

At this time, the Sounds' future on the site is unknown. A plan to relocate downtown fell through in 2007. Various proposals and ideas regarding a new venue for the team continue to appear in the media. None include rebuilding Greer Stadium, which has reached the end of its useful lifespan and is beyond repair, on site. The Sounds' current lease with Metro expires at the end of 2008, with a renewal option. One way or another, it is anticipated that the Sounds will vacate the site within the foreseeable future, leaving it available for redevelopment as the Nashville Civil War Center at Fort Negley.

### THE NASHVILLE CIVIL WAR CENTER CAMPUS

Upon the Sounds' departure, management of the Greer Stadium site will revert to Metro Parks. Any reuse of the site should be compatible with the overall mission and goals of the Metropolitan Board of Parks & Recreation, the preservation of Fort Negley, and public use of, and access to, the site.

In addition, the entire Fort Negley site, including Greer Stadium, is a locally designated Historic Landmark District, requiring review and approval of all improvements by the Metropolitan Historic Zoning Commission.

All of the recommendations in this document are made with the intent that the site function both as an historic site and as a community park. All outdoor spaces should be multipurpose and park-like in character, encouraging recreational use of all improvements by residents of the surrounding neighborhoods and by the general public.

Fort Negley possesses a breadth of potential as a hub for heritage tourism that is unique in the United States. The historical significance of the fort itself, its location in Nashville's urban core, and the absence nationally of an existing large-scale museum that focuses on the Western Theater of the Civil War, create an exceptional opportunity to create a facility of national significance and a major new destination for education, heritage tourism and associated economic development.

The following features are proposed to comprise the campus of the Nashville Civil War Center at Fort Negley. See Figure 2.

### **Fort Ruins**

It is proposed that preservation of the fort proceed per recommendations found in the 1996 *Fort Negley Master Plan*.

### **Visitors Center**

The 4,600 SF visitors center, opened in 2007, provides an introduction to the fort and addresses the broad interpretive themes of the Civil War in Nashville. Programming is limited only by the efficient size of the facility. Interpretive features include interactive touch-screen displays, historic photos, computer databases and film. A staff of historians provides additional programming and guided interpretive opportunities. The facility provides public restrooms.

### **Museum**

The *Fort Negley Interpretive Plan* outlines the programming objectives of the museum.

The building should be located to the immediate northeast of the visitors center. Upon development of the museum, the visitors center should be adapted for use as staff and meeting space, and additional public restrooms.

The museum is proposed to be between 60,000 and 80,000 square feet, two stories, with theatre and exhibit spaces. Visitor and staff spaces should accommodate 200,000 guests annually. The museum should also include a small archeological lab to facilitate archeological investigation of Fort Negley and also possibly other related regional historic sites.

An outdoor plaza space at the Museum should be strategically located, perhaps between the visitors center and the museum, to complement the fort displays and provide a gathering point for tours.

### **Access & Parking**

Upon development of the museum campus, all public access should be from Chestnut Street. The existing WPA entry drive on Fort Negley Boulevard would be used for

maintenance access to the fort and overflow parking. Access from Chestnut Street should accommodate tour buses, school buses, private vehicles, pedestrians and bicycles. The existing parking lot in front of the visitors center should be expanded. A separate parking lot, northeast of the museum (currently the Sounds' gravel lot) should be accessed from a secondary entrance at the eastern boundary of the site.

### **Multipurpose Special Events Grounds**

A central feature of the campus should be the special events grounds. Priority use of this approximately 7-acre level field would be for museum-related events and performances, including reenactments, marching, performances, and festivals. A northern portion of the field could also be used for permitted encampments. Terraced seating between the grounds and museum would take advantage of site topography and accommodate audiences. Provisions should also be made to allow for a more intimate setting for smaller-scale performances. These grounds should also be available for non-Negley-related permitted events, non-league sports and general park use.

### **Walking Paths**

New paved walking paths should be incorporated into the campus. Paths should be multipurpose – to provide logical circulation routes for fort visitors, to provide a pedestrian connection to the City Cemetery, and to provide multiple options for fitness and exercise. Due to topography and archeological constraints, new paths northeast of the fort itself may be primitive earthen trails.

### **Cemetery & Railroad Connections**

Fort Negley has a strong historical connection to the railroad northeast of the site and the City Cemetery, immediately on the other side of the tracks. The Fort Negley campus will be substantially enriched by a restored physical and programmatic connection to these neighboring sites. As well, the City Cemetery will benefit from increased visitation and association with the fort.

It is recommended that the several small privately owned parcels on both sides of the railroad tracks that separate the Fort Negley tract from the City Cemetery tract, totaling 3.63 acres, be acquired by the Metropolitan Government for incorporation into the campus. See Figure 1.

This acquisition will permit pedestrian connections between the sites, which should include a pedestrian bridge over the railroad tracks. Existing historic buildings extant on the acquired parcels should be evaluated for their significance and reused for park uses as appropriate.

## II. BUSINESS PLAN

### **MISSION STATEMENT OF THE NASHVILLE CIVIL WAR CENTER AT FORT NEGLEY**

“To explore Nashville’s experience during the Civil War and its aftermath”

This statement was crafted to focus on local historic resources, most notably the fort itself, to tell the broader story of the Civil War and to help guide future direction of the site’s thematic and programmatic content.

### **HERITAGE TOURISM**

Heritage tourism means traveling to experience the places and activities that authentically represent the stories and people of the past and present. It includes historic, cultural and natural resources. The story of the American Civil War embodies all of this and more. As the premier interpreter of this story and as the preeminent location for tourists to experience this story, The Nashville Civil War Center at Fort Negley would represent a major international attraction for heritage tourism.

In addition to creating new jobs, new business and higher property values, well-managed tourism improves the quality of life and builds community pride. Tourism is generally a clean industry that diversifies local economies and preserves a community’s unique character.

The results of the most recent survey conducted by the Travel Industry Association of America (TIA) and commissioned by “Smithsonian” magazine emphasize the importance of culture and history as a valuable product for the tourism industry.

Remarkably, most (81%) of the 146.4 million U. S. adults who took a trip of >50 miles, one-way, away from home can be classified as historic/cultural travelers. This represents 118.1 million historic/cultural travelers, more than half (56%) of the U. S. adult population.

Most (69%) of these travelers agree that trips where they can learn something new are more memorable to them. Over a third (39%) say trips which include cultural, arts, historic, or heritage activities or events are more enjoyable to them and they prefer to visit destinations that have some historical significance (38%).

In addition, travelers who take one or two historic/cultural trips per year agree with the following attitude statements:

- Trips where they can learn something new are more memorable to them (77%)
- Trips that include cultural, arts, historic or heritage activities or events are more enjoyable (55%)

- It is important that the trip(s) taken for vacation or leisure provide cultural experiences (41%)
- A leisure or vacation trip is not complete without visiting a museum, historic site or landmark (36%)

The largest share (44%) of historic trips are taken by Baby Boomers (41-60 years), accounting for 31.4 million trips. Nearly all historic/cultural travelers (93%) report they participated in at least one cultural activity during any past-year trips, and most (72%) indicated they included at least one of five historic or heritage activities while traveling. The most popular historic activity is visiting a designated historic site or museum (50%).

Documentation indicates that one-third of all families visit a historic site. Historic/cultural travelers are younger, wealthier, more educated and more technologically savvy than average Americans. In addition, historic site travelers spend more money and stay 50% longer. Although heritage sites appeal to visitors from all socioeconomic sections, typical heritage tourism travelers are college educated, have surplus cash for travel, and have no young children at home, making it possible for them to travel during the week and school year when hotel/motel occupancy is usually lower.

Implemented properly, heritage tourism programs are educational for both residents and visitors, and conserve and enhance the natural, cultural, and historical heritage of a region while promoting the economic and civic vitality of a community or region. Successful heritage tourism efforts include the following characteristics: authenticity, preservation/protection, making the site/history come alive, fit with community, and collaboration. The Nashville Civil War Center at Fort Negley has the potential to achieve all of these objectives.

## **POTENTIAL VISITATION PROJECTS**

The information below includes separate visitation projections for the Fort Negley Visitors Center (whose first season began in January 2008) and the proposed Nashville Civil War Center.

### **Fort Negley Visitors Center**

It is most reasonable to anticipate that a first-class experience at a Civil War site like the Fort Negley Visitors Center can easily draw 75,000 guests annually based on visitation to other major museums, sites and attractions in the immediate area.

The experience will attract visitors from a variety of potential audience groups, including local residents, tourists, school groups, persons with special interests, conventions, community groups, and group tours. The potential monthly and daily visitation reveals the need to handle up to 400 visitors per day during peak season.

**VISITATION BREAKDOWN FOR 75,000 ANNUAL VISITORS**

Based on a six day operating week

<u>Month</u>	<u>Percent</u>	<u>Monthly Visitation</u>	<u>Daily Visitation</u>
January	2%	1,500	58
February	2%	1,500	65
March	5%	3,750	144
April	9%	6,750	260
May	10%	7,500	288
June	11%	8,250	317
July	14%	10,500	403
August	12%	9,000	346
September	12%	9,000	346
October	12%	9,000	346
November	6%	4,500	173
December	5%	3,750	144

**ANNUAL ATTENDANCE OF OTHER NASHVILLE  
MUSEUMS & HISTORIC SITES**

From the *Official Museum Directory*, 35<sup>th</sup> Edition, 2005

Belle Meade Plantation	135,000
Cheekwood	131,115
Country Music Hall of Fame & Museum	293,975
Adventure Science Center	300,000
Frist Center for the Visual Arts	298,218
The Parthenon	138,500
Tennessee State Museum	122,645

**ANNUAL ATTENDANCE AT OTHER  
TENNESSEE CIVIL WAR SITES**

From the *Official Museum Directory*, 35<sup>th</sup> Edition, 2005

Carnton Plantation, Franklin	25,000
The Carter House, Franklin	42,000
Stones River National Battlefield	192,355
Shiloh National Military Park & Cemetery	115,000

## The Nashville Civil War Center at Fort Negley

It is most reasonable to anticipate that a first-class national tourism and interpretive experience built in Nashville and based on the American Civil War as described in this document can draw 200,000 guests annually. Such an institution will attract visitors from a variety of potential audience groups, including local residents, national and International tourists, school groups, visitors with special interests, conventions, community groups, and group tours.

<b>VISITATION BREAKDOWN FOR 200,000 ANNUAL VISITORS</b>			
Based on a six day operating week			
<u>Month</u>	<u>Percent</u>	<u>Monthly Visitation</u>	<u>Daily Visitation</u>
January	2%	4,000	166
February	2%	4,000	166
March	5%	10,000	415
April	9%	18,000	750
May	10%	20,000	834
June	11%	22,000	916
July	14%	28,000	1,100
August	12%	24,000	1,000
September	12%	24,000	1,000
October	12%	24,000	1,000
November	6%	12,000	500
December	5%	10,000	415

## **EDUCATIONAL & PUBLIC PROGRAMMING**

Educational and public programs should be developed for the Civil War Center at Fort Negley that will serve a wide audience. School programs can include guided visits, self-guided tours, teacher workshops and curriculum materials. Non-school tours and visits can be prepared for community groups, families, professional tours and members. The center should develop educational opportunities and public programs that serve a diverse audience and provide a positive visitor experience. These opportunities should include:

## **School Programs**

Educational programming has evolved to offer an array of possibilities. Guided tours are a basic staple for school groups, but specific programs geared toward subjects and topics inherent in the museum exhibits and synonymous with state curriculum guidelines are now available in many historical institutions. Every state has guidelines detailing what students should be taught in each grade.

The center can be an educational institution where learning will take place through exhibits, interactives and other concept-based experiences. For most museums and historic sites, curricula context can be found in their exhibits and programs. The task becomes developing appropriate activities, then conveying this information to teachers. Marketing the connection is essential.

### Strategies

- Identify schools and grades most likely to visit the center as a tour group
- Meet with curriculum specialists to develop goals and objectives
- Develop pre-visit and post-visit materials
- Develop an effective tour for school groups taking into consideration available time on-site and maximum number of students per tour
- Include a hands-on element to the on-site tour program
- Provide additional out-reach and workshop opportunities for teachers

### Benefits

- On-site tours will be managed in an efficient manner providing a positive visitor experience for school groups
- Teachers arrive with an understanding of the institution's expectations
- Follow-up is material available for use in the classroom

### Types of Programs

#### *Guided School Visits*

- Provide children with an enjoyable learning experience
- Familiarize children with Fort Negley and its resources
- Encourage multiple ideas and responses, inquisitiveness and creativity
- Help children connect the historical past with the present and future
- Help children analyze museum objects and exhibits for information
- Develop learning experiences responsive to student and teacher needs and learning styles

### *Self-Guided School Visits*

- Help teachers plan and implement self-guided learning experiences for their students
- Provide interpretive materials which augment the self-guided school visitors' learning experience

### *Teacher Workshops and Curriculum Materials*

- Help teachers utilize the center more effectively as a community resource
- Provide teachers with experiences that will aid them as classroom teachers
- Familiarize teachers with the center and its resources
- Develop curriculum materials and lesson plans teachers can use in the classroom, either in conjunction with or independent of a visit

### *School Outreach Activities*

- Develop outreach programs, such as a "traveling trunk" or media presentations, that take Fort Negley into the classroom when a museum visit is not possible
- Use the internet to disseminate curriculum materials, research projects and virtual tours to students and teachers

## **Non-School Tours and Visits**

### Strategies

- Identify additional non-school groups to target and provide educational learning opportunities
- Begin educational learning opportunities with community/family programs, classes for members and adult tours
- Recognize the growth of cultural diversity in the area and respond accordingly

### Benefits

- Provide a quality visit on all levels
- Enhance visitor satisfaction
- Increase school attendance and participation
- Broaden visitor base

### Types of Programs

#### *Community/Family Programs*

- Bring the community into the mainstream of educational programming
- Serve the citizens of the community who visit Fort Negley
- Respond to specific identified needs of the community visitor
- Encourage family visitation

- Work with community organizations
- Involve the community in the planning process for programs through youth and adult advisory committees

#### *Member Classes*

- Interpret exhibits through in-depth classroom learning experiences
- Develop learning experiences which encourage intergenerational sharing
- Provide structured learning experiences for a broad age range
- Be prepared to respond to changes in the size of membership and demand for classroom learning experiences

#### *Adult Tours*

- Familiarize adults with Fort Negley and its resources
- Showcase the Fort Negley for organized groups, companies, and organizations
- Augment the tourist's visit to the community

### III. FUNDING & MANAGEMENT

Redevelopment of the Greer Stadium site is estimated at \$44.5 million.

<b>Estimated Campus Development Costs (2007 Dollars)</b>	
Stadium demolition	700,000
Museum and site construction	21,400,000
Special events grounds	1,400,000
Parking and site improvements	2,500,000
Landscaping	1,000,000
<u>Exhibits fabrication</u>	<u>9,900,000</u>
Subtotal	32,000,000
<u>15% Contingency</u>	<u>4,800,000</u>
Total	\$36,800,000
Design fees, geotech, survey (15% of contr.)	3,210,000
Furniture, fixtures and equipment (6% of constr.)	1,284,000
Exhibit design fee (20% of exhibit fab.)	1,980,000
<u>Museum planning fee (12% of exhibit fab.)</u>	<u>1,188,000</u>
Total	\$7,662,000
<b>Grand total</b>	<b>\$44,462,000</b>

Fulfillment of the vision presented in this document will require a dedicated consortium of governmental and non-governmental agencies. The Metropolitan Board of Parks & Recreation will continue to own the site, but it is anticipated that a partnership with a new not-for-profit organization, created for the purpose, will be necessary to raise development and operating funds and, likely, to operate, manage and program the completed center.

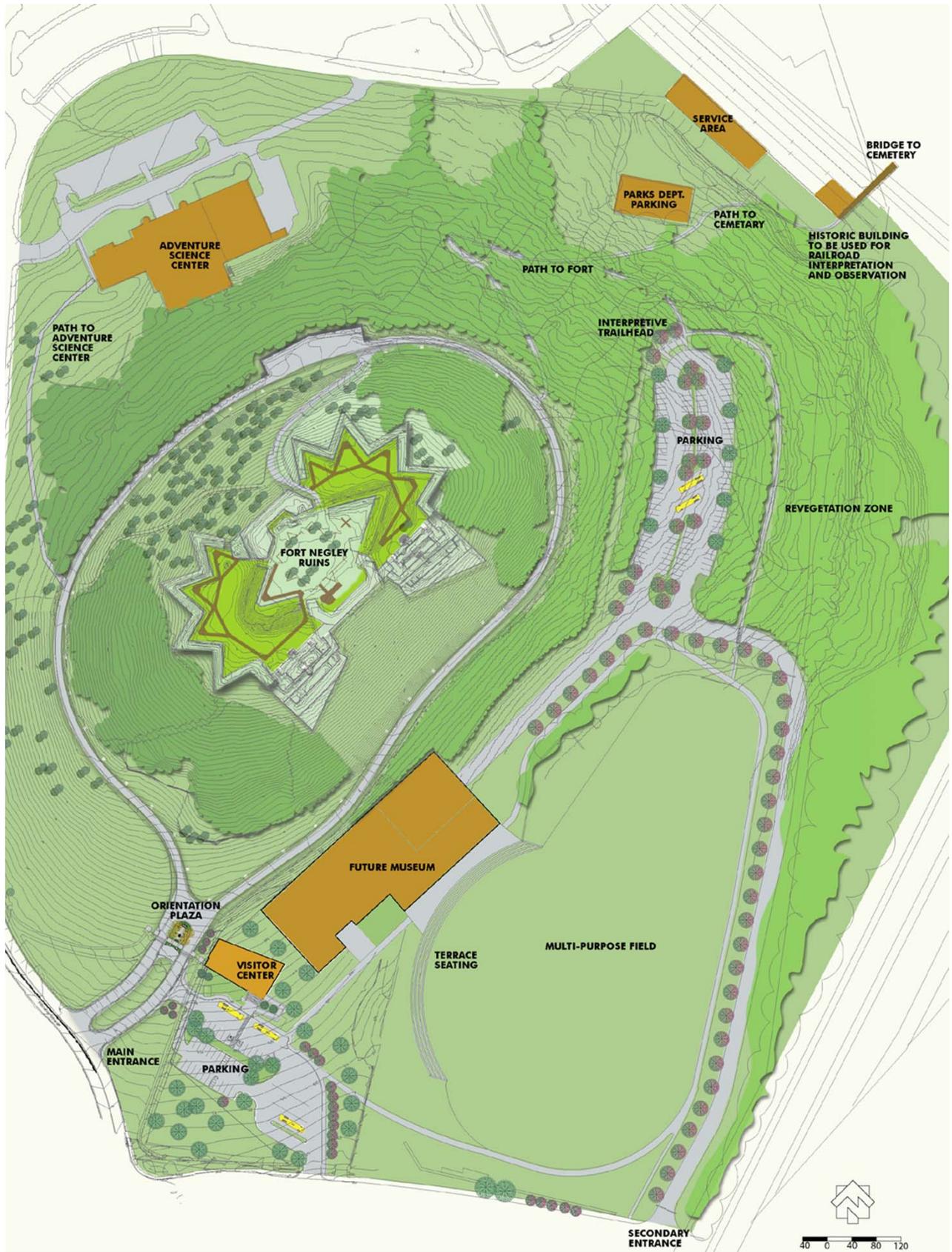
Such an organizational structure would allow the not-for-profit the operational flexibility needed to realize the center’s mission. At the same time, it would allow Metro Parks to offer new, high quality educational and tourism opportunities to the public without getting into the historical museum business itself.

Any such not-for-profit must be created and sanctioned by the Park Board per the rules established in the Park Board Policy Manual. The same applies to any contracts, leases, MOUs or other agreements between the entities.

Metro Parks currently maintains an excellent relationship with the Battle of Nashville Preservation Society, the 13<sup>th</sup> US Colored Troops, and other interest groups, some of which have already initiated fundraising efforts to benefit the fort. Also emerging are educational partnerships with Traveller's Rest and other nearby historic sites. The Fort Negley not-for-profit could evolve from these existing relationships, and others being nurtured by the staff at the fledgling visitors center.



**FIGURE 1: LAND OWNERSHIP**



**FIGURE 2: NASHVILLE CIVIL WAR CENTER AT FORT NEGLEY  
CAMPUS MASTER PLAN**