

TENNESSEE'S HISTORIC PRESERVATION PLAN

EXECUTIVE SUMMARY



2019-2029

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The Parthenon, Nashville, Gavin Townsend, 2016

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TENNESSEE'S HISTORIC PRESERVATION PLAN: 2019-2029

EXECUTIVE SUMMARY



Contract RFP 32701-03596

Submitted to:

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A handwritten signature in black ink that reads "Robbie D. Jones".

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September 30, 2019



Chattanooga Skyline.

FROM THE EXECUTIVE DIRECTOR

In 2019 the Tennessee Historical Commission proudly celebrates its one hundredth anniversary. For just over half that time-- subsequent to the passage of the National Historic Preservation Act of 1966, as amended (NHPA) -- the Commission has also served as the State Historic Preservation Office. The Commission's ongoing work through its federally and state-mandated programs has benefitted all 95 counties.

More than \$26 million in matching federal Historic Preservation Fund grants have been awarded by the office to support the restoration of historic places and to facilitate planning, architectural surveys, and archaeological projects. The survey program has documented over 160,000 historic structures. Since 1978 when the program was established, our office has helped facilitate the rehabilitation of over 1,000 buildings totaling \$1.2 billion in certified federal Historic Tax Credit projects. The agency's state programs include overseeing an important group of 18 historic sites that provide keystone contributions to the tourism economy in the communities in which they are located. And since its establishment 25 years ago, the Tennessee Wars Commission, a division of our agency, has helped save over 7,000 acres of historic battlefield properties that might have otherwise been lost forever.

One of the most important mandates of the NHPA is to develop a comprehensive plan for historic preservation in our state. We are proud to present our plan for 2019-2029, that builds upon prior editions, including "A Future for the Past" that guided our work from 2013-2018. This plan also serves as the agency's strategic plan.

Tennessee has a treasured inheritance of historic places that connect us with our past and enriches our present. The Tennessee Historical Commission looks forward to the next decade of continuing to partner with individuals and organizations across the state to accomplish the revitalization of historic buildings, neighborhoods, communities, and rural areas.



E. Patrick McIntyre, Jr.

E. Patrick McIntyre, Jr.
Tennessee Historical Commission
Executive Director
State Historic Preservation Officer



The 2019-2029 Tennessee Preservation Plan can be downloaded at:

tnhistoricalcommission.org



VISION STATEMENT

The vision of the Tennessee Historical Commission over the next decade is that Tennesseans and visitors will continue to appreciate the complex tapestry of the state's past and value the historic and cultural resources which contribute to each community's present and future spiritual, intellectual, aesthetic, and economic well-being. The Tennessee Historical Commission envisions that the civic and political environment of Tennessee will offer enhanced opportunities for governments, institutions, organizations, and individuals to preserve and steward historic and cultural resources as part of each community's unique character. Additionally, the state of Tennessee, and in particular the Tennessee Historical Commission, will continue to work with partners across the state, and will work to create new opportunities, to create tools, resources, and incentives to support historic preservation as an essential component of planning for each community's growth and sustainability.



MISSION STATEMENT

The mission of the Tennessee Historical Commission is to encourage the inclusive, diverse study of Tennessee's history for the benefit of future generations; to protect, preserve, interpret, operate, maintain, and administer historic sites; to mark important locations, persons, and events in Tennessee history; to assist in worthy publication projects; to review, comment on and identify projects that will potentially impact state-owned and non-state-owned historic properties; to locate, identify, record and nominate to the National Register of Historic Places all properties which meet National Register criteria, and to implement other programs of the National Historic Preservation Act of 1966 as amended.

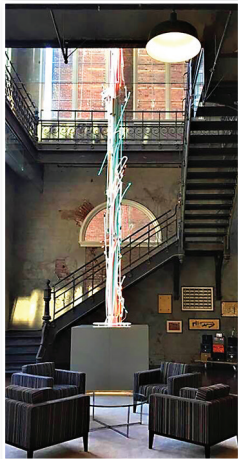


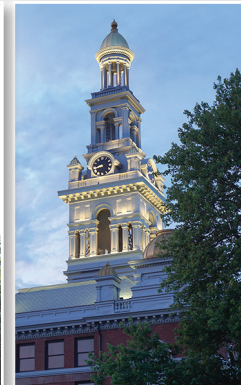
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INTRODUCTION

The Tennessee Historical Commission (THC) is an independent state agency administratively attached to the Tennessee Department of Environment and Conservation (TDEC). The THC is federally designated as the State Historic Preservation Office (SHPO) in compliance with the National Historic Preservation Act (NHPA) of 1966, as amended. One of the THC's duties under the NHPA is to develop a comprehensive plan for historic preservation in the state. This preservation plan is intended to guide the THC's activities from 2019 through 2029 and to provide a mechanism for monitoring the successful implementation of activities and the growth of support for historic preservation across the state. This plan will also bolster the state's efforts to preserve underrepresented and diverse resources.

Development of the 2019-2029 preservation plan afforded opportunities to build on the THC's accomplishments through public outreach, assessment of socioeconomic factors including demographics and economic well-being, in-depth analysis of current THC federal and state programs, identification of external threats to historic preservation across the state, determination of new programs and activities, assessment of the status of federal, state and local partnerships, and evaluation of staff capacity and future staffing



needs. In the coming decade, this strategic plan will be used by the THC in the following ways:

- **Big Picture** – The plan will provide a reference point for the THC's adherence to the overall vision for historic preservation in the state of Tennessee.
- **Mission** – The plan will provide a reference point for the THC in accomplishing the agency's mission statement.
- **Tracking** – The plan's goals, objectives, strategies, and action steps provide a system for tracking progress on each activity undertaken by the THC and its partners.
- **Measurement** – The plan provides a reference point for evaluating the success of programs and activities. At the mid-point of the plan's implementation, the THC will conduct an internal review of accomplishments for each goal, objective, strategy, and action step.

PLANNING PROCESS

Creation of a useful statewide historic preservation plan is dependent upon engagement of preservation stakeholders, advocates, and the public to assist THC staff in careful analysis of existing programs and identification of new opportunities to document, plan, and preserve historic and cultural resources.

The THC sought public input through an online survey which asked the state's residents about aspects of historic preservation that are important to them, as well as areas of concern that need to be addressed. The 26-question survey was open for six weeks, from February 19 to March 31, 2019, and promoted through social media, press releases, newspaper articles, email listservs, websites, and direct emails to local historians, historic preservation advocacy groups, nonprofit organizations, historic commissions, county mayors, CLG communities, regional preservation planners, newsletters, Main Street communities, and local and state government agencies. The online survey was distributed to multiple individuals and groups in all 95 counties.

In addition to the online survey, the THC staff conducted a thorough analysis of the agency's functions including:



- Assessing the number, type, and status of projects currently underway such as assisting with NRHP nominations, awarding grants, providing technical assistance for tax credit rehabilitations, placing historical markers, and others;
- Identifying specific areas where staff's expertise could be used to expand existing programs or create new opportunities to save historic and cultural resources; and
- Evaluating the capacity to add programs or projects in the coming years as staffing and funding resources allow.

PRESERVATION PLAN COMPONENTS

The 2019-2029 Tennessee Preservation Plan is organized with four major goals. Objectives, strategies, and action steps provide specific details for implementation. Key elements are summarized here:

GOAL 1: SUSTAINED PUBLIC OUTREACH

Save historic and cultural resources as a result of sustained public outreach and education to engage an increasing number of Tennesseans in the preservation movement.

Objective: Continue to consistently engage the public

Increase the number of Tennesseans educated and engaged in preservation issues and opportunities.

Strategy 1: Create a communications plan: implement and manage a comprehensive communications and awareness plan.

- Enhance external communications through the newsletter, website, social media and publications.
- Increase media engagement with press materials and interviews.



- Organize public events including awards and Preservation Month.

Strategy 2: Strengthen local preservation expertise: provide training, technical assistance, and resources.

- Support placement of preservation planners in nine development districts.
- Support preservation partners through networking, conferences and outreach.
- Create educational resources: training programs, best practices clearinghouse, resource database, and history-focused events and programs.

GOAL 2: DEVELOP AND PROMOTE PRESERVATION PRACTICES THAT PROTECT HISTORIC RESOURCES

The THC is the conduit to provide federal and state resources to local communities and to manage or monitor their use.

Objective: Support historic preservation

Use a variety of federal and state programs to support historic preservation through funding, technical assistance, and direct action.

Strategy 1: Increase the use of economic incentives.

- Promote, provide guidance, and manage federal historic tax credit program.
- Promote creation of a Tennessee historic tax credit.
- Manage Historic Preservation Fund: determine areas of focus and award grants.
- Promote grants for historic preservation from federal and nonprofit organizations.
- Improve covenant monitoring: create a database and conduct site visits.

Strategy 2: Fine-tune management of Certified Local Government (CLG) program.

- Provide training and technical assistance to prepare ordinances and design review guidelines.
- Prioritize Historic Preservation Fund grants for plans, surveys, rehabilitation, and other activities.
- Provide networking opportunities: aid communities in sharing information and resources.
- Produce newsletter to provide monthly updates and preservation tips.



Strategy 3: Encourage preservation in city and county comprehensive plans.

- Review local comprehensive plans to assess inclusion of preservation strategies.
- Assist with preservation planning: share case studies and provide technical assistance.
- Recognize model preservation plans by inviting Certificate of Merit nominations.

Objective: Implement preservation laws

Achieve requirements of federal, state, and local preservation laws and regulations.

Strategy 1: Comply with Section 106 review.

- Review federally funded undertakings that may impact historic resources: gather public feedback and prepare written reports.
- Create database to monitor MOA, MOUs, and PAs.

Strategy 2: Comply with Tennessee Public Law 699.

- Strengthen Public Law 699: give the THC more authority to affect the outcome of proposed projects that may impact historic resources.
- Review state-funded undertakings and provide comments.
- Create a database to monitor reviews and outcomes.

Strategy 3: Establish historic zoning commissions (HZC) that are in compliance with Tennessee Code enabling legislation.

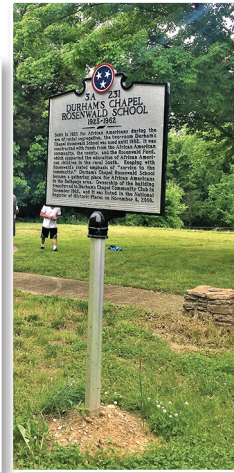
- Provide HZC assistance to establish historic districts and prepare design guidelines or zoning ordinances.
- Provide HZCs assistance to become CLGs.

Strategy 4: Establish a cemeteries preservation program.

- Establish a Historic Cemeteries Advisory Committee.
- Conduct a study of historic cemeteries and issue a conditions and recommendations report (updated every five years).
- Include information from Tennessee Dept. of Archaeology research.

Strategy 5: Review direct state appropriations for historic resources.

- Recommend that direct state appropriations for historic resources (through the Tennessee General Assembly) have THC oversight and approval.
- Recommend consultation with the THC on projects proposed for direct appropriation funding to ensure serving a diverse audience.



Strategy 6: Facilitate Tennessee Heritage Preservation Act.

- Maintain information on website to provide access to complaint forms.
- Review petitions and forward to the THC's governor-appointed and ex officio board members to approve or deny a waiver.

GOAL 3: DOCUMENT HISTORIC RESOURCES

Documentation of Tennessee's historic and cultural resources will build awareness of their significance and increase support for preservation of these resources.

Objective: Use federal and state programs to document historic and cultural resources with an emphasis on digitizing records to make them easily available to the public.

Strategy 1: Increase National Register of Historic Places nominations.

- Promote diversity: analyze the state's survey and encourage nominations.
- Update NRHP information packet.
- Promote funding sources for nominations and provide assistance to applicants.
- Assist CLGs and HCZs to prepare nominations.

- Protect NRHP resources by notifying preservation partners of identified threats.

Strategy 2: Increase surveys and map the state's historic resources.

- Request state funds for surveys to match federal HPF grants.
- Promote GIS database through workshops and webinars.
- Digitize survey data and create a searchable database.
- Provide CLG training for survey data.

Strategy 3: Manage state historic marker program.

- Continue to focus on diversity by funding selected historic markers.
- Create an online webinar to explain the program and encourage participation.
- Create an online marker guide, and request posting on the state's tourism website.

Strategy 4: Coordinate with the Tennessee Department of Archaeology (TDOA).

- Support TDOA through HPF grants.
- Encourage TDOA and THC interaction through annual meetings and participation in archaeology events.



GOAL 4: REVITALIZE COMMUNITIES

Support community revitalization and tourism efforts that contribute to the preservation of historic resources.

Objective: Expand the use of state and local partnerships to implement programs and partnerships to revitalize communities.

Strategy 1: Support Main Street Program.

- Maintain contact to coordinate CLG/Main Street communities.
- Develop webinars for income-producing buildings to encourage rehabilitations and use of federal tax credits.
- Encourage Main Streets to become CLGs by sharing information about the benefits of CLG designation.

Strategy 2: Manage state-owned historic sites program.

- Provide funding to assist with maintenance and operating costs.
- Assist with maintenance by requesting state funds for large capital projects.
- Consider acquisitions of historic sites under established criteria.

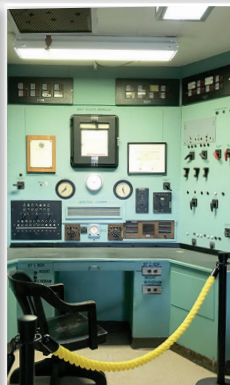
- Facilitate planning for interpretation, professional development, and master planning.

Strategy 3: Manage Tennessee Wars Commission (TWC).

- Review TWC grant applications.
- Inspect TWC easement properties to ensure agreements are met.
- Advocate for preservation of sites: provide expertise and guidance.

Strategy 4: Support cultural heritage tourism.

- Partner with the Tennessee Department of Tourist Development (TDTD): provide expertise on historic and cultural resources, as well as feedback on tourism grants to historic properties.
- Assist rural tourism planning: provide information on historic resources.
- Encourage participation with the TDTD by state-owned historic sites and TWC-related sites.
- Request TDTD to assist the THC by publicizing grants to assist historic resources that are tourism destinations.



ABOUT THIS DOCUMENT

The Tennessee Historical Commission prepared this document in accordance with National Park Service requirements for states to participate in the National Historic Preservation Program. This publication has been financed in part with Federal funds from the National Park Service, U.S. Department of the Interior. The views and conclusions contained in this document, however, are those of the authors and should not be interpreted as representing the opinions or policies of the U.S. Government, nor does the mention of trade names or commercial products constitute endorsement or recommendation by the U.S. Government.

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Interior Photographic Collages

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St. Peter Catholic Church, Memphis, Gavin Townsend, 2015
THC Staff Fieldwork, Memphis
Estabrook Hall, Knoxville, Robbie Jones, 2016
Athenaeum Rectory, Columbia, Claudette Stager, 2015

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Summer City Fire Lookout, Thomason & Associates, 2018

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Natchez Trace Bridge, Williamson County, Brent Moore, 2006
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Thomas Hughes Free Public Library, Rugby, Robbie Jones, 2016
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Sun Studio, Memphis, Calvin L. Leake | Dreamstime.com
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T.B. Sutton General Store, Granville, 2018
Mountain Home National Cemetery, Johnson City, HABS, 2006
Carnegie Library, Jackson, Robbie Jones, 2015
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Back Cover Background

Reelfoot Lake Pier, Tennessee. Source: Anthony Heflin | Dreamstime.com

Back Cover Insets: (Left to Right)

Earnest Fort House, Chuckey, Robbie Jones, 2016
Cragfont, Castalian Springs, Robbie Jones, 2015
Rhea County Courthouse, Dayton, Gavin Townsend, 2015
All Saints Chapel, Sewanee, Robbie Jones, 2016
Obelisk Flour, Memphis, Gavin Townsend, 2016
Holy Trinity Episcopal Church, Nashville, Robbie Jones, 2015

