Management Plan and Environmental Assessment

Tennessee Civil War National Heritage Area

September 30, 2004

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Executive Summary

To be written after public meetings.

The Planning Context

Encompassing the entire state of Tennessee, the Tennessee Civil War National Heritage Area was created by Congress in 1996 to preserve, conserve, and interpret the legacy of the Civil War and Reconstruction in the state. The Civil War and Reconstruction were defining events in American history, and the impact of these events on Tennessee, a crossroads between North and South, can still be seen on the landscape today.

During the war, Tennessee bore witness to more military activity than any other state with the exception of Virginia. Moreover, unlike Virginia, which separated into two different states due to a division over secession, Tennessee remained intact in spite of deep philosophical divisions within the state's borders regarding the secession issue. Debates over the wisdom of secession continued to shape state politics and culture in the Reconstruction era. U.S. Senator Andrew Johnson of Tennessee was the only senator from a Confederate State who remained loyal to the Union. Johnson was appointed military governor of Tennessee in 1862 as the state became a testing ground for reconstruction policies. Johnson was Abraham Lincoln's running mate in the 1864 election, and after Lincoln's assassination in 1865, President Johnson oversaw the first phase of Reconstruction in the South. One of the major achievements of the Freedmen's Bureau for African-American education, Fisk University, was established in Nashville in 1866. Creating educational, religious, and community institutions would be a key for the establishment of freedmen communities and neighborhoods across the state for the next ten years.

The years 1860 to 1875 left their imprint on the landscape, culture and very psyche of the state; however, that imprint is rapidly fading as the cultural resources associated with the Civil War and Reconstruction in Tennessee deteriorate. The Tennessee Civil War National Heritage Area represents a grassroots, partnership effort to keep alive the legacy of this pivotal time in American history through the preservation and interpretation of resources that tell the whole story of Tennessee's Civil War era, from slavery to secession to war to emancipation and to Reconstruction.

Project Location and Background

Stretching from the Appalachian Mountains in the east to the Mississippi River in the west, Tennessee formed the northern border for the western half of the Confederacy. The state's geography shaped its politics, and in 1861, the state was predictably divided between Union sympathizers in the east, where small farmers scratched out a living in the foothills, and secessionists in the west, where planters cultivated cotton in the rich bottomlands. After the state voted to secede from the Union in the summer of 1861, twenty-six eastern counties attempted to secede from the secession. Although this second secession attempt was never formally recognized, it was representative of the deep divide between east and west within the state of Tennessee.

Although much of Tennessee was in Union hands by 1862, fighting raged throughout the state until December 1864 when Union troops routed Confederate forces in the battle of Nashville. The names of major battle sites still resonate today—Shiloh, Stones River, Fort Donelson, and Chattanooga to name a few. From major battles to small skirmishes, more than 400 engagements took place within the state's borders. The impact of the war was felt far beyond the battlefields, however, as three years of fierce fighting devastated the state and its population. The occupation and rigors of life on the homefront shaped Tennesseans and their resources as much as the major battles. Almost 7,000 Tennesseans fighting on behalf of the Union died from disease or in battle and untold numbers of Confederate soldiers and

civilians perished during the conflict. No event in American history has had such an impact on the state.

The public movement for a Tennessee Civil War National Heritage Area began to take shape in 1993 after the release of a federal study, prepared by the Civil War Sites Advisory Commission for the U.S. Senate Committee on Energy and Natural Resources, the U.S. House Committee on Natural Resources, and the Secretary of Interior, that listed threatened Civil War battlefields across the region. Several Tennessee battlefields were part of that listing that called for positive federal reaction by the year 2000.

Congressman Bart Gordon began discussions with us at the MTSU Center for Historic Preservation as well as local and city officials, the national battlefield at Stones River (which is in his congressional district), various heritage groups, and his fellow colleagues of the Tennessee delegation in Congress about what steps could, and should, be taken. Gordon was reacting not only due to his own interest in history and heritage tourism but also to a widespread sense among the broad "heritage community" that something more should be done to address these resources. The state's bicentennial (1996) was approaching and there were multiple efforts to give renewed attention to the state's history, and its national significance. The Tennessee Historical Society, for instance, was holding thirteen public meetings in 1997-1998 and developing the Tennessee Encyclopedia of History and Culture (http://tennesseeencyclopedia.net). Responses at the meetings showed that many local people--black and white--still viewed the Civil War and Reconstruction years as their most "historic" period. The Governor of Tennessee also issued a proclamation stating that it was a state goal to give more attention to the preservation of these sites. The Tennessee General Assembly created the Tennessee Wars Commission as its response. Gordon, as well as other local, state, and federal officials, also wanted to create new vehicles for economic growth through tourism and preservation. He had helped local Murfreesboro officials, for instance, to obtain transportation funding for the Stones River Greenway, a walking/biking trail that (finally) created a recreational and tourism transportation link between the Stones River National Battlefield and other Civil War resources along the river, such as Fortress Rosecrans, and local historical sites such as the Cannonsburg museum village. That work also was taking place between 1993 and 1995.

Out of all of this interest came the request from Gordon's office to the Center for Historic Preservation to develop a feasibility study for a potential National Heritage Area for Tennessee's Civil War era. This was finished in 1995 and Gordon, with his colleagues' support, took this to the National Park Service and the appropriate congressional committees and began the political process of having the heritage area designated, which came in the Omnibus Parks Bill (Public Law 104-333) of November 12, 1996 . The Center for Historic Preservation was designated in the legislation as the "clearinghouse" and thus ever since the Center has been involved in the development and administration of the heritage area.

The enabling legislation listed four major legislative goals of the Tennessee Civil War National Heritage Area:

1) to preserve, conserve, and interpret the legacy of the Civil War in Tennessee;
2) to recognize and interpret important events and geographic locations representing key Civil War battles, campaigns, and engagements in Tennessee;
3) to recognize and interpret the effect of the Civil War on the civilian population of Tennessee during the war and postwar Reconstruction period; and
4) to create partnerships among Federal, State, and local governments and their regional entities, and the private sector to preserve, conserve, enhance, and interpret the battlefields and associated sites associated with the Civil War in Tennessee.

The legislation also emphasizes the heritage development of Tennessee's many resources associated with the Civil War and Reconstruction years. Between 1997 and 2001, various constituent meetings and discussions took place, in addition to a series of statewide public meetings in 2000, which led to the initial

organization and products of the heritage area.

In February 2001 an approved Compact between the U. S. Department of Interior and the Governor of Tennessee was in place. Beginning that spring, Middle Tennessee State University's Center for Historic Preservation worked with its major state partners—the Tennessee Historical Commission and Tennessee Department of Tourist Development, the Governor's Office, and the Tennessee General Assembly—to select the initial Board of Advisors for the Tennessee Civil War National Heritage Area. The MTSU Center for Historic Preservation, designated by Congress to serve as the clearinghouse for the TCWNHA is the lead partner in the Management Entity. Other primary partners include the Tennessee Historical Commission, the Tennessee Department of Tourist Development, and the National Park Service. Together with the Board of Advisors, this partnership began its set schedule of yearly spring and fall meetings at Murfreesboro in April 2001.

According to the federal legislation that created the Tennessee Civil War National Heritage Area, this management plan is described as follows:

(a) MANAGEMENT PLANS- A management plan submitted under this title for the national heritage area shall present comprehensive recommendations for the conservation, funding, management, and development of the area. The management plan shall--
(1) be prepared with public participation;
(2) take into consideration existing Federal, State, county, and local plans and involve residents, public agencies, and private organizations in the area;
(3) include a description of actions that units of government and private organizations are recommended to take to protect the resources of the area;
(4) specify existing and potential sources of funding for the conservation, management, and development of the area; and
(5) include the following, as appropriate:
(A) An inventory of the resources contained in the national heritage area, including a list of property in the area that should be conserved, restored, managed, developed, or maintained because of the natural, cultural, or historic significance of the property as it relates to the themes of the area.
(B) A recommendation of policies for resource management that consider and detail the application of appropriate land and water management techniques, including (but not limited to) the development of intergovernmental cooperative agreements to manage the historical, cultural, and natural resources and the recreational opportunities of the area in a manner consistent with the support of appropriate and compatible economic viability.
(C) A program, including plans for restoration and construction, for implementation of the management plan by the management entity specified in the compact for the area and specific commitments, for the first 5 years of operation of the plan, by the partners identified in the compact.
(D) An analysis of means by which Federal, State, and local programs may best be coordinated to promote the purposes of this title.
(E) An interpretive plan for the national heritage area.

The interpretive plan for the national heritage area was included in the Master Plan, approved in 2002.

Purpose and Need

The TCWNHA's basic goal is to facilitate the preservation, conservation, and interpretation of the legacy of the Civil War and Reconstruction in Tennessee. This legacy goes beyond the traditional military history of the war to include the impact of the war and its aftermath (the occupation and homefront) on

the civilian population of Tennessee. This social history of the war and Reconstruction can be told through the hundreds of historic resources located throughout the state ranging from privately owned farmhouses to publicly owned battlefields. The Tennessee Civil War National Heritage Area covers an enormous area encompassing 41,219 square miles, 940 local governments, a population of 5.7 million people, and thousands of historic resources associated with the Civil War and Reconstruction.

NPS-administered partnership programs, such as National Heritage Areas, provide for meaningful participation by stakeholders and the public to develop critical evaluations of alternative courses of action. Meeting those mandates became the next step of development for the public information/public involvement initiative of the Tennessee Civil War National Heritage Area.

In 2002, heritage area officials began the Partnership Planning Process exploring the many alternatives for the administrative, interpretive, and preservation structure of the heritage area. Careful consideration of alternatives is a key component of a successful management plan. It also enables the heritage area to better meet its mandated requirements for public information and involvement as part of its compliance with the National Environmental Policy Act and the various conservation planning and decision-making directives of the National Park Service. Just as importantly, the Partnership Planning Process puts two key ingredients for success--reciprocal partnerships and a commitment to resource preservation--at the front of all the programs and projects of the Tennessee Civil War National Heritage Area.

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The Partnership Planning Process embraces these principles:

1. Tennessee's Civil War and Reconstruction story is one for all Tennesseans.
2. Communications and dialogue between all stakeholders are two-way exchanges.
3. Public involvement is crucial to the visibility, vitality, and success of the heritage area.
4. Public meetings, workshops, and programs should take place on a quarterly basis through the life of the heritage area.
5. Preferred alternatives involve reciprocal partnerships between the heritage area, agencies, institutions, and individuals interested in the preservation and interpretation of significant resources from the Civil War and Reconstruction periods.

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The Partnership Planning Process seeks partners through public meetings and outreach and by providing technical services and planning to interested parties in order to build the needed local capacity for carrying out well-conceived and executed projects and programs. In the fall of 2002, the heritage area added its first permanent staff members--an administrative assistant, an interpretive services specialist, and a preservation services specialist--to more promptly address the interests and needs of agencies, institutions, and individuals. By the fall of 2002, staff members were participating in regional Civil War and Reconstruction preservation workshops and discussions; they responded with field visits or telephone/Internet communications with property owners and institutions about Civil War and Reconstruction-era resources. Answering property owners' specific issues and concerns about resource preservation has been a primary responsibility of the heritage area specialists. They made and continue to make site visits and consultations. These Professional Services and Planning programs are provided free-of-charge to communities, institutions, agencies, and individuals; the required match for the federal dollars for the salaries of the technical services staff is provided by Middle Tennessee State University and the Center for Historic Preservation as part of their commitment and contribution to the TCWNHA. These direct outreach programs also give the TCWNHA a very valuable assessment of what projects and which institutions are best prepared to become long-term partners in meeting the heritage area's goals and objectives and in accepting the heritage area's conservation ethic. The Professional Services and Planning program is the primary tool allowing the MTSU Center for Historic Preservation to carry out its

legislative mandate of serving as the "clearinghouse" of the heritage area.

The Partnership Planning Process also reflects the consistent contributions of the two other primary state partners of the heritage area—the Tennessee Historical Commission and the Tennessee Department of Tourist Development. Both agencies also provide technical and professional services to property owners and managers of heritage area resources. The Tennessee Historical Commission houses the State Historic Preservation Office and the Tennessee Wars Commission. These latter two agencies provide preservation services, grants, restoration guidance, preservation planning assistance, interpretive programming, and state historical marker assistance. The Department of Tourist Development provides marketing assistance and leadership as well as support for the development of heritage tourism resources.

Threats to Heritage Resources

The Civil War Sites Advisory Commission's 1993 report listed threats as sprawl development, the proximity of major resources to expanding urban and suburban areas, inadequate interpretation and education programs, lack of funding for conservation and enhancement, new roads, and expanding residential and commercial construction. The State of Tennessee's 1999 Historic Preservation Plan for Civil War Resources listed real estate development, exposure to natural conditions, and vandalism as key threats. Public meetings from 1999 to 2003 have emphasized the lack of awareness about Civil War and Reconstruction resources, the preservation needs of cemeteries and monuments, and the needs of "homefront" resources from neglect and/or insensitive development.

Relationship to 2001 Master Plan

The Master Plan recognizes that the interpretive challenge of the Tennessee Civil War National Heritage Area is to convey its primary message—the transformation of lives, institutions, and places across the state—while, at the same time, enveloping the many diverse narratives of how this transformation took place at individual places and sites, as interpreted by the various historic sites, museums, battlefields, and heritage groups concerned with Tennessee's Civil War and Reconstruction past. The Master Plan also delineates eight primary heritage corridors (or routes) as the future areas of emphasis for the heritage area.

In addition, the Master Plan establishes the basic working agreements for a statewide partnership of groups, institutions, and individuals to guide and develop the heritage area. A key to the initial accomplishments of the Tennessee Civil War Heritage Area has been its effort to establish a broad, representative partnership approach to its administration and management. The primary partners of the Executive Agency are the same groups that have been at the forefront of the many accomplishments since 1997: the Tennessee Historical/Wars Commission, the Tennessee Department of Tourist Development, the MTSU Center for Historic Preservation, and the National Park Service.

The Master Plan was accepted by the National Park Service in 2002, and later that spring NPS and the Center began discussions toward the creation of an amended Cooperative Agreement and an agreed budget for the FY2001-2002 appropriation. At its April 2002 meeting, the TCWNHA Board of Advisors received this budget and a work plan for its review and approval. As directed by the National Park Service, the FY 2001-2002 appropriation of $210,000 was mandated for the development of the formal Management Plan for the TCWNHA. In consultation with NPS and its major partners, the Center contracted with LRK Architects in Nashville to serve as the initial consultant for the Management Plan. TCWNHA staff, the Center for Historic Preservation, and Phil Walker of LRK Architects (and later of the Walker Collaborative of Nashville) worked closely together to produce the draft plan and environmental assessment. In the spring of 2004, Jennifer Dickey of the NPS Atlanta Regional Office worked with the heritage area and Walker to produce the final draft plan outline and approach.

Goals and Strategies

Because of the evolving nature of the Heritage Area's development, goals and objectives have evolved over time. The initial goals and objectives were developed for the Compact and the Master Plan, while another set of more recent goals and objectives for the Management Plan were created through the numerous public meetings following the Master Plan's preparation. Each is described below:

Compact & Master Plan

The following goals and objectives were established at the outset of this project as part of the Compact and the Master Plan. TCWNHA's overriding goal is to interpret, preserve, conserve, enhance, and promote the stories and resources of Tennessee's Civil War and Reconstruction era through a collaborative effort involving every Tennessee county, community, agency, and organization interested in the potential of the Heritage Area. This goal is expressed in the theme: telling the whole story of America's greatest challenge, 1860-1875. Partnerships will be developed among state and national agencies, local governments and agencies, non-profits, property owners, and other interested stakeholders who possess the necessary expertise to advise and assist with conservation and interpretive efforts, facilitated and coordinated by the management entity. Objectives of the heritage area include, but are not limited to, the following:

a) To provide associated cultural, educational, recreational, environmental, and economic benefits to the citizens of Tennessee and the United States through result-oriented heritage tourism promotion and historic site identification, preservation, enhancement, and education;
b) To emphasize the diversity of the peoples involved in the both the campaigns and the homefront of the Civil War in Tennessee;
c) To emphasize the relationship between developing federal Reconstruction policy, war strategy, and evolving relationships between newly freed people and the rest of Tennessee's citizens during the war and postwar years;
d) To provide assistance with local, state, and federal government efforts, and those from the private and non-profit sectors, to identify, preserve, and enhance significant sites, buildings, structures, properties, and objects associated with the Civil War and Reconstruction in Tennessee;
e) To establish and promote a partnership ethic among the key stakeholders in the Heritage Area to promote and enhance the programs, initiatives, and projects of the Heritage Area;
f) To develop a prioritized list of properties and projects that would further the conservation, preservation, and interpretation of the Civil War era in Tennessee; and
g) To achieve financial self-sufficiency for the Heritage Area.

Goals and Objectives after Public Input in 2002-2003

Stakeholders, interested citizens and property owners, government officials, and civic leaders have taken several opportunities to convey their support for, and to raise questions about, the structure and future viability of the Tennessee Civil War National Heritage Area. The goals and objectives for the Heritage Area described below were developed out of a series of statewide public meetings, workshops, and consultations with stakeholders in 2002-2003. These meetings conveyed that consensus support exists for the major goals and most of the objectives of the TCWNHA as outlined in the earlier Compact and Master Plan. The meetings also helped the heritage area to clarify its goals:

1. Building a Lasting Legacy
A primary challenge of the TCWNHA will be to assist and involve serious and committed partners, at all levels, in ways that are productive, feasible, cost-effective, and lasting, and that achieve the goals of the heritage area. Board of Advisors members have stressed that funds should be directed towards producing lasting contributions that will serve generations of visitors and residents.

Objective 1A: Establish Consulting Partnership Initiative
Objective 1B: Prioritize Funding Requests by Long-Term Needs and Potential of Projects; build local capacity through the partnership funding
Objective 1C: Develop and support high-quality education programs, interpretive projects, publications, and exhibits
Objective 1D: Develop programs and projects that will attract a broad, diverse audience and convey the "whole story" message of the heritage area

2. Building the Management Partnership

The partnership process of the heritage area requires an effective management entity, working effectively with a large group of agencies, non-profits, governments, and private citizens.

Objective 2A: Establish Citizens Advisory Board
Objective 2B: Create Process of Regular Board of Advisors Meetings
Objective 2C: Create Board of Advisors Committee Structure
Objective 2D: Develop Board By-Laws

3. Visibility

While heritage development professionals and institutions across the state recognize the existence of the heritage area and regularly call upon its staff for assistance and support, the TCWNHA needs a larger public profile.

Objective 3A: Expand and enhance heritage area website with updated material and pertinent links
Objective 3B: Develop newsletter and other informational/promotional materials
Objective 3C: Enhance relations with national heritage area leadership
Objective 3D: Develop and sponsor major symposiums and conferences to attract state, regional, and national interests

4. Sustainability on a Long-term Basis

While the amount of state and local support for heritage education and heritage development of the state's Civil War era resources has sustained the heritage area in its first five years, the next five years must focus on developing strategic alliances aimed at achieving the long-term sustainability of the project.

Objective 4A: Identify local support for heritage area activities
Objective 4B: Develop corporate support for heritage area activities
Objective 4C: Develop multi-partner networks and diverse Board of Advisors
Objective 4D: Engage broad, diverse audiences in heritage area activities

5. Maintaining Public Dialogue & Commitment

The TCWNHA must exhibit and maintain a commitment to public involvement and input, goals that may be achieved through electronic and print communication; regular public meetings and workshops; individual site visits, and public outreach programs.

Objective 5A: Establish Partnership Planning Process
Objective 5B: Hold and/or support local capacity development workshops
Objective 5C: Establish Professional Services and Planning Program

6. Better Federal Funding

Working with federal officials and its congressional delegation, the TCWNHA should receive a level of federal funding consistent with other national heritage areas and consistent with the level of support and accomplishment developed in the state from 1997 to 2002. The House of Representatives, in FY2005 budget, approved $300,000 for TCWNHA, its first substantial increase in appropriations.

Objective 6A: Develop networks with Congressional and Senate offices
Objective 6B: Meet annually with Congressional and Federal officials in D.C. to report

on heritage area developments and needs

Objective 6C: Maintain strong state, local, and university partnerships in order to leverage federal support to the maximum possible benefit

Primary Heritage Corridors

In the Compact between the State of Tennessee and the U.S. Department of the Interior, the boundaries of the TCWNHA are defined as encompassing the entire state of Tennessee because the war touched every county and almost every Tennessee family, whether through occupation, military activity, infrastructure, guerilla warfare, emancipation, Reconstruction, or commemoration. Every county in the state has cultural resources associated with the war and Reconstruction years because local residents fought, or had their farms ransacked, or provided safe havens for escaping slaves, or cared for wounded soldiers, or left plantations to start new farms and families as freedmen, or kept their farms and businesses active so to supply the soldiers with food and services.

In order to understand why Tennessee became a major stage for the war and Reconstruction, however, the scope of the TCWNHA must be narrowed to focus on the state's strategic location as a gateway to the South. Such a focus highlights the historic transportation routes associated with Tennessee's Civil War and Reconstruction story and, more importantly, highlights the resources that are associated with the national significance of the state's Civil War and Reconstruction story.

These routes, which have the greatest concentration of significant cultural resources that are associated with nationally significant events and people, define the major cultural landscapes of the TCWNHA. Four major urban areas form the hubs from which these heritage corridors radiate—Chattanooga, Knoxville, Memphis, and Nashville. These four major centers are connected to each other and the rest of the state by historic turnpikes, railroads, and rivers, creating heritage corridors through a cultural landscape that are today paralleled by modern two-lane or four-lane highways. Eight primary heritage corridors (or routes), notable for their rich array and diversity of Civil War and Reconstruction-era cultural resources, have been identified.

Fighting for the Delta

Beginning at the Island No. 10 monument, on Tennessee Highway 22 north of the town of Tiptonville, Corridor 1 extends south to Tiptonville, where it intersects with Tennessee Highway 78. The next leg of the corridor extends south on Tennessee Highway 78 to Dyersburg where it intersects with U.S. Highway 51 and continues south to the city of Memphis. There are four spurs: at Tiptonville, where a spur corridor, Tennessee Highway 21/22, goes to Union City; at Dyersburg, where a spur corridor, Tennessee Highway 104, goes east to Trenton; at Ripley, where a spur corridor, Tennessee Highway 19, goes to Brownsville; and at Henning, where a spur corridor, Tennessee Highway 87, goes to the Mississippi River and Fort Pillow.

The Cumberland Valley

Beginning at the Land Between the Lakes National Recreation Area, the route connects to US Highway 79 west of Dover. It continues east on US 79 through the Fort Donelson National Battlefield, Dover, and Clarksville, where it intersects with Tennessee Highway 12. It goes southeast on Tennessee 12 to Nashville, where it intersects with US Highway 70. It continues on US Highway 70 to Lebanon, where it intersects with US Highway 70N. It continues east on US 70N to Chestnut Mound, where it intersects with Tennessee Highway 53. This last leg turns north, along the Cumberland River, and continues to the Tennessee/Kentucky state line in Clay County. There is one spur, Tennessee Highway 141, which connects Lebanon to Hartsville.

The Tennessee River Country

The route begins at the Land Between the Lakes National Recreation Area and connects to US Highway 79 west of Dover. It continues west on US 79 to Paris, where it intersects with US Highway 641 and continues south to the junction with Tennessee Highway 69 at I-40 in north Decatur County. It continues south on Tennessee 69 to Crump, where it intersects with Tennessee 22. It continues south on Tennessee 22 to Tennessee 57 where the route turns east and via Highway 57 and 128 continues to Savannah, where it continues on Highway 128 to Linden. There are two spurs: at Camden, where Tennessee 191 goes east to the village of Eva; and at the I-40 intersection, where I-40 goes west to Parkers Crossroads.

Struggle for the Heartland

This corridor begins at Portland on Tennessee Highway 19, where it continues south to Gallatin, where it intersects with US Highway 31E. It continues on US 31E southwest to Nashville, where it intersects with US Highway 31. The route then goes south on US 31 to Columbia. At that point it divides into two routes: US 31, which continues south to the Alabama/Tennessee border near Elkton, and US 43, which continues south to the Alabama/Tennessee border near St. Joseph.

South to Atlanta

This corridor begins at South Guthrie and continues southeast on US Highway 41 to Murfreesboro, where it intersects with US Highway 231. It continues south on US 231 to Shelbyville, where it intersects with US Highway 41A. This route continues on US 41A to Monteagle, where it junctions with US 41, and continues south to Chattanooga.

War in the Mountains

This corridor begins at Bristol, where it immediately splits into two groups, one on US Highway 11E from Bristol to Knoxville, and, the second on US Highway 11W from Bristol to Knoxville. From Knoxville, the corridor continues south on US 11 to Chattanooga. There are four spurs: US 25E, from Morristown to Cumberland Gap; Tennessee Highway 67, from Johnson City to Mountain City; Tennessee Highway 81, from Jonesborough to Erwin; US Highway 321 from Lenoir City to Maryville; and US Highway 64, from Cleveland to Ducktown.

Tracks toward Freedom

This corridor begins in Collierville at Tennessee Highway 57. It continues east on Tennessee 57 to the junction with US Highway 45, where it turns south to the Mississippi state line. There is one spur, from Grand Junction on Tennessee Highway 18 north to Jackson.

The U.S. Military Railroad

This corridor begins in Nashville and continues west on US Highway 70 to the Tennessee River at New Johnsonville.

Along these heritage corridors, visitors can encounter many of the primary museums, historic sites, parks, and recreation centers associated with the Civil War and Reconstruction story in Tennessee as identified in Appendix B. Ensuring the preservation of these resources, which represent a tangible link to the past, is a top priority for the TCWNHA.

Primary Interpretive Themes

A major theme in American history for over 130 years has been the story of how the American Civil War and the subsequent Reconstruction era transformed the nation in its economic structure (the increased impetus to industrialization and urbanization); its social structure (the end of slavery and the creation of a Jim Crow society); and its political structure (the rise to power of the Republican party and the temporary extension of the franchise to African-American males). Tennessee is an ideal southern place to identify and interpret these significant changes because of its geographical diversity (from the Appalachian South to the Delta South), the very impact of the war (the second most battles of any state), and the fact that the Reconstruction President (Andrew Johnson) and major Reconstruction institutions (such as Fisk University) were established in the state during the post-war period.

As mandated in its authorization legislation, the Tennessee Civil War National Heritage Area does much more than explore the military and political side of the era because it is the totality of the war and Reconstruction experience that so marked the state's past**.** As soon as the fighting was over, the Civil War landscape became a powerful source of memory and identity to generations of Tennesseans because that landscape was more than battlefields, where gallant soldiers consecrated the soil with their blood and sacrifice. The landscape extended to many places that citizens associated with the war and Reconstruction efforts, and the memories became powerful because people saw, interacted with, and remembered these places on a daily, constant basis. The churches where soldiers billeted, the house hallways where doctors amputated, the farmsteads where soldiers stole and plundered, the roads they traveled in masses of thousands at a time, the places where people no longer enslaved could finally gather and begin to grasp the reality of the new opportunities freedom afforded, and the cemeteries where loved ones could be buried but never forgotten - these too were significant places of conflict, memory, and identity for generations of Tennesseans.

Tennessee between 1860 and 1875 was awash with blood, sacrifice, and conflict because the violence did not suddenly end in the spring of 1865*,* but extended to race riots, nightriders, and other forms of extralegal violence during the immediate post-war years. Sometimes in this era, the battles were between great armies, but more often, the battles were more individual or small group affairs taking place, to one degree or another, almost every day of the year. The pervasiveness and totality of the violence, change, and challenge of 1860 to 1875 are why the power of the Civil War remains ingrained today. An event of momentous significance to the future of the nation and our democratic traditions was also the most intense and challenging experience of our ancestors' existence.

The interpretive opportunity of the Tennessee Civil War National Heritage Area is to convey the overall theme of transformation of lives, institutions, and places across the state, which is the primary message of the heritage area. At the same time, there is the opportunity of enveloping the many diverse narratives of how this transformation took place at individual places and sites, as interpreted by the various historic sites, museums, battlefields, and heritage groups concerned with Tennessee's Civil War and Reconstruction past.

The four themes listed below have been developed as a way to organize the Heritage Area's interpretive effort. In Appendix C of this plan, individual properties are listed under each theme to create an initial list of more than 200 properties linked by history and association to the project's major themes. These properties may, or may not, choose to become part of the heritage area and its related programs. Private property owners will decide the extent and nature of their relationship with the programs and projects of the heritage area. These potentially associated properties have been identified through research, prior surveys by state and federal agencies, suggestions from the public meetings, recommendations from the Heritage Area's initial planning group and Board of Advisors, and recommendations made after the

release of this initial site list in the Master Plan of the TCWNHA.

THEME ONE: War Clouds on the Horizon, 1850-1861
  A. The Political Fight Over Secession
  B. Tennessee's Industrial Revolution at the time of the Civil War

Mid-nineteenth-century Tennessee was an overwhelmingly rural and agricultural state. Cities like Memphis, Nashville, Chattanooga, and Knoxville showed signs of industrial growth and commercial prosperity, but the state's population remained closely connected to the land. The decade before the Civil War, in fact, brought high crop prices that reinforced Tennesseans' ties to plantations and farms. The state's rural economy was far from homogenous, though. While farmers in mountainous East Tennessee practiced a subsistence agriculture, Middle and West Tennesseans relied on cash crops like tobacco and cotton and increasingly turned to slaves to cultivate their fields. These regional economic divisions were reflected in the state's political divisions, particularly over the growing debate over secession.

During these years, citizens within Tennessee's three distinctive regions debated whether the state should secede or remain part of the United States. The predominant views of the residents of each region varied, based largely on the particular agricultural economy that had developed. In West Tennessee, where the vast flatlands facilitated the growing of cotton and the use of slave labor, many white residents embraced secession. With farm size varying according to the mixed topography of the region, Middle Tennessee became almost equally divided on the question of secession. The citizens of mountainous East Tennessee proved primarily loyal to the Union, as many residents remained linked to their Revolutionary War legacy, and slavery played a relatively minor role in the economy.

Despite the majority opinion represented in each of the grand divisions, dissenters existed within each region. This contributed to the turmoil and sometimes escalated into neighbor-against-neighbor violence. Community conflict would prove to be one of the defining characteristics of the Civil War and Reconstruction in Tennessee.

In the years leading up to the war, Tennesseans protested or defended the status quo in various ways. Both sides promoted their cause through songs, posters, and political cartoons. Across the state, citizens staged rallies and parades both in support of and against secession. At the same time, the almost 240,000 enslaved people in Tennessee gathered information and exchanged news about the possibility of war, foreseeing that war might provide them with the opportunity to gain their freedom. Some did not wait for war in their quest for freedom. The biracial cooperation that existed in the operation of the Underground Railroad brought many slaves to freedom through abolitionist safe havens.

When it seceded on May 7, 1861, Tennessee was the last of eleven states to leave the Union and join the Confederacy. It is fair to say that few Tennesseans fully envisioned the devastation and social upheaval that would visit their state over the next several years

THEME TWO: Battles and Leaders, 1861-1865
  A. Warfare from 1861 to 1862
  B. Warfare from 1863 to 1865

Because of Tennessee's strategic location, both the Union and the Confederacy fought fiercely over the state. Indeed, Tennessee's position in the Upper South led President Abraham Lincoln to characterize the state as "the keystone of the Southern arch." The state linked the Eastern Theater of the war with the

Mississippi River and early became a natural offensive target for the Federal armies. Both sides sought to control Tennessee's rich resources, especially the state's rail and river routes. In the end, approximately 2,900 military engagements were fought on Tennessee soil; only the state of Virginia saw more armed conflicts during the Civil War. In addition to the sheer number of battles and skirmishes, Tennessee was the site of some of the bloodiest fighting of the war, as devastating battles took place at Shiloh, Stones River, and Franklin.

Just eight months after becoming the last state to leave the Union, Tennessee became the first to fall to Federal troops. Early in February 1862, Union troops quickly captured Forts Henry and Donelson on the Tennessee and Cumberland rivers. These successes left the capital of Nashville vulnerable, and Confederate forces abandoned the city. President Lincoln named Andrew Johnson, the only southerner to choose to remain in the U.S. Senate after secession, as military governor of Tennessee.

After the occupation of Nashville, the Union Army sought to improve its supply lines by extending the Nashville and Northwestern Railroad from Kingston Springs to the Tennessee River. The Federals impressed free blacks and escaped slaves to perform the labor associated with the extension, and in 1863 many of these men became soldiers in the United State Colored Troops. As such, they continued to not only build the rail line but to erect and man fortifications for its defense. In all, more than 20,000 African-Americans from Tennessee fought for the Union. The state ranked third in the supply of United States Colored Troops.

In November 1864, Confederate troops in Tennessee experienced one of their most distinctive military victories in the state, as well as one of their most devastating battles. Cavalry under Colonel Nathan Bedford Forrest destroyed the Union depot at Johnsonville on the Tennessee River, the only time in the war that a cavalry force destroyed a naval depot. Although the battle had little effect on the outcome of the war, it is remembered for demonstrating Forrest's tactical prowess. Later that month at Franklin, General John Bell Hood's troops were eviscerated during a frontal attack on Union breastworks. The Confederates suffered more than three times as many casualties as the Federals, including the loss of six generals.

Shiloh, Fort Donelson, Chickamauga/Chattanooga, and Stones Rivers are significant Tennessee battles now interpreted by the National Park Service as National Military Parks. Tennessee State Parks has preserved the Civil War battlefields at Fort Pillow and Johnsonville. Stories of these conflicts and the people who fought them weave together the powerful chronicle that is the Civil War in Tennessee.

In the end, 64,333 Confederate soldiers and 58,521 Union soldiers perished in Tennessee, representing a total number of battle casualties of 122,854.

THEME THREE: Occupation & Homefront, 1861-1865
  A. Military Government
  B. Industrial & Transportation properties involved in military activities
  C. Impact on Family Farms & Agriculture
  D. Slavery & Extant slave housing
  E. Underground Railroad
  F. Guérilla Warfare & the Hand of Occupation

The upheaval of war had a dramatic impact on the homefront throughout Tennessee. Because so many armed conflicts took place on Tennessee soil, many of the state's residents saw their backyards, courthouse squares, and churchyards turned into battlefields. The opposing armies devastated the state's

farms and crops, destroying decades of investment as they moved through the state. Military occupation affected every aspect of civilian life, from food supplies to everyday travel about town. While early in the war residents lamented the absence of such luxuries as coffee and sugar, by the final two years of the war Tennesseans counted themselves lucky if they simply had access to the basic necessities of life. The threat of guerilla warfare, especially in East Tennessee, kept civilians in fear as marauders representing both sides used wartime chaos as an excuse to steal and intimidate.

In the absence of men who were at the front, women throughout the state successfully managed farms and businesses. While some found their new independence exhilarating, others grew weary of the numerous responsibilities added to their multiple domestic tasks. For slaveholding women, the full burden of slave management, which in many cases involved trying to control both field hands and house slaves, was the most intimidating and frustrating aspect of running a female-headed household.

As the war progressed, slaves in Tennessee became increasingly resistant to their owners' authority. Many slaves eagerly fled to Union lines or Union-occupied cities, clearly demonstrating their strong desire to be free. In Union-occupied cities such as Nashville and Memphis, former slaves lived in contraband camps, where many began the transition to freedom by working for wages and learning to read and write. Other slaves remained where they lived but refused to do certain types of work or placed new demands on their owners for compensation or expanded privileges, slowly breaking down the bonds of slavery.

Women throughout Tennessee aided the war effort as nurses, weavers, and spies. Others formed sewing societies to produce flags and clothing for local regiments. Former slave women who had fled to Union lines worked as cooks and laundresses for the Union Army, making good use of the large iron pots they had carried with them when they escaped.

As the example of fleeing slaves illustrates so well, one of the defining characteristics of the Tennessee homefront was the movement of people, especially the movement of people from rural to urban areas. The population of cities and towns grew as refugees, ex-slaves, and starving residents sought food, safety, and new opportunities. This wartime migration, in addition to the scars left by battles and the development of new industrial and transportation infrastructures, greatly changed the Tennessee landscape in four short years.

THEME FOUR: Reconstruction, 1865-1875
  A. Emancipation and Creation of African-American Communities
  B. Political Reconstruction
  C. Social & Economic Reconstruction
  D. Legacies

During Reconstruction, Tennessee was at the forefront of political and social change; as a result, the state also experienced the backlash against the stunning transformations that took place during the war and its aftermath. Slavery was legally abolished in Tennessee even before the war officially ended. Early in April 1865, the Tennessee General Assembly unanimously ratified the Thirteenth Amendment to the U.S. Constitution. During the Reconstruction period, Tennessee's former slaves continued the transition to freedom that had begun during the war, establishing communities outside of the rule of slavery. They created churches, cemeteries, and schools, including the First Beale Street Baptist Church in Memphis, Tennessee's oldest surviving African-American church edifice, and Jubilee Hall of Fisk University in Nashville, the nation's first permanent building for the higher education of black citizens. Black

Tennesseans also commemorated their new status by holding annual, public Emancipation Day celebrations in communities throughout the state.

In 1866, Tennessee became the first former Confederate state to ratify the Fourteenth Amendment, which specified that no state should "deprive any person of life, liberty, or property without due process of law," and shortly thereafter Tennessee became the first former Confederate state to return to the Union. African-American men gained the franchise in 1867, two full years before Congress passed the Fifteenth Amendment. A small number of black Tennesseans took positions in local and state government, including Sampson W. Keeble, a Nashville barber who in 1872 became the first black citizen elected to the Tennessee House of Representatives.

From 1865 to 1872, many former slaves in Tennessee took advantage of local offices of the Freedmen's Bureau, created by Congress to help manage the transition from slavery to freedom. The Bureau administered schools, negotiated labor contracts between ex-slaves and white employers, provided legal advice to freed people, and organized such institutions as hospitals, orphanages, and elderly homes. Because it was poorly funded, the Bureau's effectiveness was limited. Conflict also arose between Bureau agents who were intent on restoring order and former slaves who were dedicated to ensuring that freedom differed significantly from slavery.

In response to the assertive efforts of black Tennesseans to take full advantage of their new civil rights, many of these rights were stripped from African Americans before they could fully be exercised. State legislators wrote a "poll tax" clause into the new state constitution of 1870, and although this clause was repealed three years later, legislators would reactivate it in 1890. Violence characterized countless individual interactions between whites and blacks, especially disputes between employers and their workers. Late in 1865, the Ku Klux Klan, one of several emerging vigilante groups, was organized in Pulaski, Tennessee, to promote the political ambitions of former Confederate soldiers through the intimidation of black residents. In May 1866, race riots erupted in Memphis over a three-day period and resulted in the deaths of 46 blacks and 2 whites, among other outrages.

In the midst of this racial unrest, Tennesseans worked to rebuild their towns, transportation systems, and farms. The national economic depression of the early 1870s only made these postwar economic challenges more difficult. Wartime destruction, emancipation, and a lack of capital resulted in the bankruptcy and breakup of antebellum plantations. The result was a system of sharecropping for the cultivation of cotton and tobacco. New industries, funded by Northern capital, developed around the extraction of natural resources. The timber and mining industries provided jobs but did not create a lot of wealth for Tennesseans. While Tennessee would remain a predominantly rural and agricultural state, the state would see steady growth of its towns and cities.

As Tennesseans struggled to come to terms with upheaval within the state, one of their own grappled with change on the national scene. After the assassination of President Lincoln in 1865, East Tennessean Andrew Johnson inherited a nation still at war. Weighing the options for the restoration of the Union, Johnson was soon waging his own war with Congress. Johnson, who had become increasingly sympathetic toward the South's wealthy landowners whom he had once denounced, opposed the plans of the Radical Republicans in Congress. Impeached by the House of Representatives, Johnson was acquitted by the Senate by one vote.

The devastation of the Civil War deeply penetrated the consciousness of nineteenth-century Americans, as did the transformation of the United States into a country where all persons were free. The legacies of these powerful experiences have left a strong imprint on Tennessee's landscape.

Even as the war continued, efforts began to commemorate the soldiers who had died on the battlefield in

Tennessee. The Hazen Monument, erected by Union soldiers at the site of the Battle of Stones River in Murfreesboro in 1863, remains the oldest intact monument in the nation dedicated to the fallen of the Civil War. Also during the war, newly freed slaves in cities and towns began the public commemoration of emancipation by holding Emancipation Day celebrations in town squares. During the early postwar years, women spearheaded efforts by former Confederate supporters to mark the graves of the Confederate dead.

As time passed, and as the economy improved in the state, commemorative activities became increasingly elaborate and politicized and were often led by women groups. Tennesseans honored both the Confederate and Union dead through the creation of state and national military parks and the erection of monuments near county courthouses. Residents created new institutions to venerate Tennessee's Civil War heritage, including state and local branches of the United Daughters of the Confederacy, the Grand Army of the Republic, and the Sons of Confederate Veterans. Veterans' homes and other institutions provided medical care and retirement services for former Union and Confederate soldiers. Educational institutions memorialized the war by changing their names to reflect army leadership.

As the nineteenth century drew to a close, East Tennesseans sought to commemorate their Unionist past. Upon the death of President Ulysses S. Grant in 1885, East Tennessee Wesleyan College, known today as Tennessee Wesleyan College in Athens, changed its name to Grant Memorial University. In 1897, Lincoln Memorial University was founded in Claiborne County by a local minister, his wife, and the former head of the Freedmen's Bureau. The U.S. government rewarded East Tennessee for its Unionism as late as 1903, with the establishment of the United States Soldiers' Home (later known as Mountain Home) near Johnson City in Washington County.

The racial divisions that had characterized the Reconstruction period continued into the late nineteenth century, evolving into a rigid system of racial segregation throughout the former Confederacy by early in the twentieth century. In Tennessee and elsewhere, rail and streetcar lines were some of the first places transformed by segregationist laws. Racial violence also became entrenched, as ritualistic lynchings spread fear throughout black communities in Tennessee.

The Planning Alternatives

In an effort to ensure the conservation and protection of the nation's resources for the benefit of future generations, the Federal planning process requires the development of alternatives that can be evaluated based on their environmental impact and contribution toward fulfilling the national heritage area's goals. This section provides an explanation of the alternatives considered in the planning process.

Alternatives Considered

From a broad range of alternatives that were explored for the TCWNHA, the following four were selected for further evaluation:

A. No Action
B. Education and Interpretation (preferred alternative)
C. Heritage Tourism
D. Preservation

The alternatives were evaluated based on the mission and goals of the TCWNHA as specified in the 1996 legislation and in this document. Based upon the evaluation of alternatives and public comment, Alternative B, Education and Interpretation was chosen as the preferred alternative upon which the management plan is based.

Alternative A: No Action

Alternative A assumes that no management plan would be accepted or implemented. The TCWNHA would not be likely to receive further federal heritage area funding. In this case, the Center for Historic Preservation might continue some of its efforts to document Civil War and Reconstruction historic resources, however, the Center's ability to do so would be limited. There would be no active effort to develop education programs nor to promote preservation of historic resources or develop heritage tourism related to the Civil War and Reconstruction. The No Action alternative is included as a baseline against which the action alternatives can be compared.

Alternative B: Education and Interpretation (Preferred Alternative)

Alternative B would use heritage area strategies and funding to develop education, research, and interpretation programs on the Civil War and Reconstruction throughout the state of Tennessee on the assumption that the best strategy is to tell the heritage area story by grounding education and interpretation programs on heritage resources. Heritage areas are linked by shared traditions, pasts, and stories that are reflected by the region's cultural and natural resources. Without meaningful and inclusive stories, a heritage area lacks a sense of place, a sense of the past, and a sense of identity. Without effective resource conservation and enhancement, a heritage area lacks authenticity and distinctiveness, making it impossible to distinguish the region from Anywhere, USA. The TCWNHA's mission statement—telling the whole story of America's greatest challenge, 1861-1875—underscores how its programs are focused on the region's national significance in the Civil War and Reconstruction era.

The TCWNHA would develop a grant program through which it could fund the development of curriculum for grades K-8, seminars on the Civil War and Reconstruction, research on social, cultural, political, and military topics, and interpretive programs at historic sites and museums. The education programs would draw on the personnel resources at MTSU, visiting scholars, education specialists, and the historic resources identified in Appendices B and C. Staff at the TCWNHA would also assist private property owners, local communities, non-profits, and state agencies with preparing National Register nominations for eligible properties. TCWNHA would provide research and guidance in preparing driving

and walking tours and other interpretive texts as well as work with museums and historic sites on exhibit projects and other museum-centered educational programs.

For grades K-8, the TCWNHA would develop lesson plans for historic sites based on the "Teaching with Historic Places" (TwHP) model. A program of the National Park Service, TwHP uses sites listed on the National Register of Historic Places as the basis for lesson plans that "offer experiences and help make the past real for anyone who visits or studies them."[1] The TwHP program engages students in history as they study primary sources, photographs, and maps in preparation for visits to historic sites in their communities. Students are encouraged to explore the past in tangible ways that help them understand the relationship of people and places to the broader themes that have shaped the country.

Using Tennessee's historic resources fosters an appreciation for the history of the era as well as for those resources that are used to convey that history. Such an appreciation contributes to the development of a preservation sensibility in children and adults alike as they begin to recognize the historical significance of buildings, structures, and landscapes in their communities.

The TCWNHA also would serve an adult audience by sponsoring seminars, public programs, and exhibits at historic sites and museums throughout the state aimed at an adult audience.

Through its grant program, the TCWNHA would fund the development of interpretive programs at historic sites dating from the Civil War and Reconstruction period with a particular focus on the social impact of these events in Tennessee. TCWNHA staff would assist with historical research and planning for interpreting that research for presentation to the public.

Alternative C: Heritage Tourism

Under Alternative C, heritage area resources would be devoted to the development and promotion of Civil War and Reconstruction-related heritage tourism in Tennessee. Heritage tourism would be promoted through the development of heritage trails and a marketing campaign designed to direct tourists to Civil War and Reconstruction sites along those trails. The trails would follow the following heritage corridors described previously in this document:

> Fighting for the Delta
> The Cumberland Valley
> The Tennessee River Country
> Struggle for the Heartland
> South to Atlanta
> War in the Mountains
> Tracks Toward Freedom
> The U.S. Military Railroad

The TCWNHA would publish a heritage trail guidebook that tourists could pick up at any of the Department of Tourism's Welcome Centers along the interstates, in local Welcome Centers in towns and cities throughout the state, and at sites along the trails.

Alternative D: Preservation

The preservation alternative would entail establishing a grant program to help fund the preservation of historic resources in the state of Tennessee affiliated with the Civil War and Reconstruction. The major priority of this "bricks and mortar" grant program would be to stabilize, preserve, or restore historic

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[1] "About TwHP," *National Park Service National Register of Historic Places Teaching with Historic Places*, available at http://www.cr.nps.gov/nr/twhp/about.htm; Internet, accessed 11 February 2003.

resources from the Civil War and Reconstruction era. All projects funded by the heritage area grant program would be expected to meet the appropriate Secretary of the Interior's Standards. The TCWNHA would ensure that all projects adhered to the regulations regarding Environmental Assessment and Section 106 review.

Evaluation of the Alternatives

Through public meetings, individual meetings with major stakeholders, discussions with Board of Advisors members, and the discussions of the Citizens' Advisory Board, the preferred alternative was a program emphasis on Education and Interpretation because it was the most efficient, cost-effective, and environmentally sensitive approach to implementing the heritage area on a statewide basis.

In evaluating all four of the program emphases, participants endorsed the general organizational structure of the heritage area and its service area being the entire state, with priority given to resources of the eight heritage routes since the routes followed rivers, military campaigns, and transportation corridors (historic railroad, turnpike routes) where significant resources are concentrated. Participants also agreed that more limited assistance, largely technical assistance, should be set aside for significant resources outside of the corridors. In order to better focus limited financial resources for achievable results, it is recommended that the eight corridors be phased in over time with respect to prioritizing technical and financial assistance. It is recommended that three corridors be the focus of the initial phase, one (1) in each of the state's three Grand Divisions (east, west, and middle).

Of the four alternatives, the No Action Alternative was the least desirable since the lack of coordination, focus, resources, and technical assistance that have thus hindered the heritage development and conservation of the state's Civil War resources would continue, even as growth threats continue to expand in number and impact.

The Heritage Tourism Alternative would, in part, mitigate the lack of coordination in the promotion of the state's Civil War era resources by developing and marketing driving tours of existing properties. It would help to meet the Master Plan goal of providing "associated cultural educational, recreational, environmental and economic benefits to the citizens of Tennessee and the United States through result-oriented heritage tourism promotion." However, this alternative would do little, if that, to meet several of the stated goals of the heritage area legislation, namely for those that emphasize the diversity of the Civil War era period, the need for more information and the identification of resources associated with the homefront and occupation of the Civil War, the significance of the Emancipation and Reconstruction events, the development of a partnership conservation ethic, and the need for technical and professional services.

The Preservation Alternative was preferable to the program emphasis on Heritage Tourism since it would promote preservation and conservation, contributing to a partnership ethic, but its impact would be limited to a relatively few properties across the state due to a projected amount of funding for restoration projects. Nor would this alternative meet stated heritage area goals of emphasizing the diversity of peoples involved in the era, the relationship between the war and Reconstruction, the evolving relationships of freed people, and the need to fully identify properties associated with the war and Reconstruction.

Education and Interpretation was the preferred alternative because, compared to the other three, it most fully met the stated goals of the heritage area. Its program emphasis would allow a more complete exploration and implementation of the following key goals on a statewide basis. Cost-effective educational and interpretive programming can emphasize the diversity of the peoples involved in both the

campaigns and the homefront of Tennessee's Civil War experience. Compared to the heritage tourism and preservation alternatives, the preferred alternative will be better positioned to sponsor and support the necessary research to emphasize the relationship between developing federal Reconstruction policy, war strategy, and evolving relationships between newly freed people and the rest of Tennessee's citizens during the war and postwar years. It also would have the program emphasis to develop desired lists of properties and projects for the conservation and interpretation of the state's Civil War and Reconstruction story. The envisioned Professional Services and Planning program of the TCWNHA will have adequate resources to provide assistance with local, state, and federal government efforts, and those from the private and non-profit sectors, to identify, preserve, and enhance significant sites, buildings, structures, properties, and objects without having those efforts undermined by a lack of resources due to the expense of select restoration projects. Moreover, the education programming will encourage outreach and networks, helping to establish and promote a partnership ethic among the key stakeholders.

This alternative also would allow for on-going public input while providing, in return, a more effective way to disseminate the programs and expertise of the heritage area. Its theme of "telling the whole story of America's greatest challenge, 1860-1875" is likely to encourage visitors to stay longer and to visit from out-of-state, since they could follow a consistent "story" with related resources for long distances within the state. To see and experience the "whole" story, then, visitors would need to visit multiple sites along the corridor and to spend additional days to travel and explore.

The Plan

Networks & Relationships
An aggressive partnership infrastructure in which individuals, public agencies, non-profits, and the private sector have various buy-in opportunities lies at the heart of the management and program strategy of the Tennessee Civil War National Heritage Area. To coordinate and raise the visibility of heritage development projects and programs focused on the Civil War and Reconstruction, and to stretch available federal dollars in the most efficient and effective ways, the TCWNHA will rely on a statewide network of stakeholders and partners who worked together through the Partnership Planning Process.

The relationship of the TCWNHA to partners and stakeholders is based on shared mutual interests. Working together, agencies, institutions, and individuals can leverage expertise, personnel, and resources to achieve shared goals and objectives. *The TCWNHA is a clearinghouse of information, technical assistance, programming, research, and funding possibilities that will benefit stakeholders and partners only as much as they themselves put into the partnership.* The Heritage Area does not acquire property that then must need a local commitment and funds for development, interpretation, and preservation. *The TCWNHA is not a property acquisition program.* As a partnership of equals, the TCWNHA is not in the business of determining individual and local programming and needs. However, it does exist to ensure that the mosaic of experiences and places that tell Tennessee's Civil War story become part of a larger story of the transformation wrought by the Civil War and Reconstruction on the historical fabric of the United States. That is why its mission statement is: "Telling the Whole Story of America's Greatest Challenge, 1860-1875." Thus, it will partner with local groups, agencies, institutions, and individuals to help those local stories and resources be recognized as part of the larger statewide story of the transformation of people, institutions, and places during Tennessee's Civil War and Reconstruction period.

Excellent examples of the heritage area partnership approach in action took place in 2002-2004 through heritage area-supported consulting partnership projects in Johnson City, Pickett County, Nashville, and Murfreesboro.

Research into the divisive and long-lasting impact of the Civil War and Reconstruction in East Tennessee through the legacy of Landon Carter Haynes was the focus of a case study prepared by the Tipton-Haynes Historical Association of Johnson City. Johnson City is another gateway entrance into Tennessee, for travelers along I-181 entering from North Carolina. This research will form the basis for a new on-site exhibit at this historic site. The Association will also be responsible for an analysis of the value of such research projects and their resulting on-site exhibits as tools for education, heritage development, marketing, and economic benefit to small sites and the surrounding community. Then, the site will partner with the heritage area for support for future stages of its exhibit process. Tipton-Haynes staff presented results of this collaboration to the fall 2002 heritage area workshop in Jonesborough.

Military control of the Cumberland Gap and the impact of the war on the homefront were the subjects of a traveling exhibit for the Abraham Lincoln Museum. The exhibit opened in Harrogate at the museum in 2003 and then traveled through the upper East Tennessee region as well as Kentucky. It won the Award of Distinction from the East Tennessee Historical Society in 2004.

A similar traveling exhibit, with accompanying booklet of interpretive essays, focused on Occupied Murfreesboro through the research and reproduction of a set of photographs taken of the town square c. 1865. These are the earliest known photographs of Murfreesboro and served as the setting of not only the exhibit, but of a public program that partnered with the National Endowment for the Humanities's Teaching American History project at Middle Tennessee State University.

The identification, research, interpretation, and promotion of heritage resources as a tool for community development were the focus of the Byrdstown-Pickett County Chamber of Commerce as it produced the "Pickett County Civil War Heritage Trail Guide." The value of such publications as a way to serve visitors and local residents, promote the county, and generally support and sustain the local economy through heritage development of Civil War era-related sites will be an outcome of this consulting partnership. The next phase will involve heritage area technical services support for the creation of a county visitor center/museum in a log farmstead that is National Register-eligible. Pickett County staff presented the results of their partnership at the fall 2002 workshops in Chattanooga, Knoxville, and Nashville.

A third example of the Consulting Partnership Initiative approach was the publication of the TCWNHA Master Plan as a special issue by the Tennessee Historical Quarterly. The heritage area can partner successfully with existing historical societies, such as the Tennessee Historical Society, and their publications to reach the largest possible audience of citizens interested in the conservation and preservation of Tennessee's historic Civil War and Reconstruction resources and stories. THQ staff presented the partnership at all eight public workshops in 2002.

The fourth example took place in Murfreesboro as a two-day event. "The Legacy of Stones River," a history symposium celebrating the 75th anniversary of Stones River National Battlefield, was supported by the heritage area's technical services and planning program. It was an ideal forum to demonstrate how the Partnership Planning Process can help institutions and agencies leverage resources for the best possible outcomes. In this symposium, involved partners included the National Park Service, Eastern National, the TCWNHA, the MTSU Center for Historic Preservation, the MTSU History Department, and the Tennessee Historical Quarterly. These same partners joined to present the innovative public program, "Slavery and the Civil War in Tennessee," in the fall of 2003, a symposium that attracted about 175 participants.

To meet its goals and objectives, the TCWNHA will assist and involve committed partners in productive, feasible, cost-effective, and lasting ways to preserve, interpret, and enhance Tennessee's valuable Civil

War and Reconstruction resources.

Action Plan for Achieving Heritage Area Goals, 2003-2011

1. Provide Educational Programming and Material through Partnerships

      Objective 1A: Expand Tennessee's Underground Railroad and Emancipation stories
      Objective 1B: Develop Heritage Route Rack Cards for each route
      Objective 1C: Develop interpretive materials/projects for gateway communities on heritage
          routes
      Objective 1D: Develop and support interpretive exhibits at non-profit properties and state parks
      Objective 1E: Develop and support teachers' workshops and develop lesson plans
      Objective 1F: Support research on neglected, significant topics

Goal 1 is the highest priority for the heritage area, considering its preferred program emphasis alternative on Education and Interpretation. The TCWNHA has already identified almost 200 historic resources related to the Civil War or Reconstruction along the eight corridors identified earlier in the plan. Those resources can further be categorized under one of the following four interpretive themes through which the TCWNHA is focusing its efforts:

- War Clouds on the Horizon, 1850-1861
- Battles and Leaders, 1861-1865
- Occupation and Homefront, 1861-1865
- Reconstruction, 1865-1877

Among the first steps of implementing this goal will be to work closely with teacher workshops and to provide materials for lesson plans. The lesson plans will adhere to the curriculum standards established by the Tennessee Department of Education (DOE) for grades K-8 and will be designed to help the students reach the benchmarks required by the DOE. For example, the eighth-grade learning expectations related to the Civil War are:
      Recognize the causes, course, and consequences of the Civil War.
      Identify the contributions of African Americans from slavery through Reconstruction.
      Identify Tennessee's role within the Civil War.[2]

2. Establish and Promote the TCWNHA Professional Services and Planning program

      Objective 2A: Provide assistance and support in preservation, assessment, interpretation,
          research and education to partners, stakeholders, and property owners upon request
      Objective 2B: Serve as TCWNHA liaison with federal, state, and local agencies, institutions,
          and officials
      Objective 2C: Implement federal Compliance Process for TCWNHA projects
      Objective 2D: Serve as clearinghouse and leadership role for planning events and projects in
          conjunction with the 150th anniversary of the Civil War in Tennessee
      Objective 2E: Work with existing institutions in gateway communities on TCWNHA
          interpretive centers
      Objective 2F: Support the development of community-specific and/or heritage route heritage
          development plans for TCWNHA resources

Goal 2 is the second highest priority of the heritage area. A recognized need across the state is for

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[2] See http://www.state.tn.us/education/ci/cicurassessedstandards.htm

outreach and assistance to property owners, communities, local governments, and business groups for heritage development at the neighborhood and community levels, especially for National Register properties. The Professional Services and Planning program provides expertise and support with the required matching funds provided by Middle Tennessee State University and other agencies. Building local capacity is the basic strategy for implementing cost-effective heritage area projects that respect property rights, that build a lasting infrastructure for heritage development, and that ensures that the heritage area is developed on a firm, local-based foundation of one successful project after another.

3. Expand the Consulting Partnership Initiative

        Objective 3A: Promote the Consulting Partnership initiative to identify new partners and projects by developing rack cards, holding workshops, and conducting community visits and discussions

        Objective 3B: Establish Capacity-Building projects at the local level so communities can develop self-sustaining abilities to participate in partnership funding projects

        Objective 3C: Increasing available funding through networks with federal, state, and private agencies and institutions

        Objective 3D: Develop Marketing Plan and materials for fund-raising

Goal 3 is designed to ensure that heritage area funding is used in the most effective and efficient manner, with individual projects being coordinated with the long-term and statewide goals of the heritage area. It also ensures that partnership funding projects, to the best of their abilities, achieve the goals of long-term, significant impact that the Board of Advisors has set for its funding choices.

4. Improve State, Regional, and National Visibility with Policymakers

        Objective 4A: Broaden Board of Advisors to include pertinent state and federal agencies
        Objective 4B: Develop a leadership role within the Alliance of National Heritage Areas
        Objective 4C: Hold quarterly public meetings at selected locations across the state
        Objective 4D: Expand networks with pertinent officials at the National Park Service and the U.S. Department of Agriculture

Goal 4 is designed to work in tandem with Goal 3 to create a firm foundation for the long-term sustainability of the heritage area, and to ensure that heritage area projects mesh with existing state and federal government programs, without leading to duplication of efforts and services.

Prioritizing Resources and Projects

In setting these goals and objectives, considering the amount of available National Park Service funding to date and the one million dollars a year ceiling on NPS funding, it is important that a system for prioritizing resources be developed. Only by applying a set of clear and straightforward evaluation criteria can Tennessee's many diverse Civil War and Reconstruction resources be prioritized. However, any system for prioritizing resources should be flexible to allow for changing conditions. Evaluations will need periodic updates.

With the legal boundaries of the heritage area encompassing the entire state of Tennessee, TCWNHA staff, the Board of Advisors, and consensus comments from public meetings and workshops identified the need for a priority assessment process to meet the heritage area's goals and objectives. The process takes each project through a checklist of eighteen questions. The project must be focused between 1860 and 1875 and involve resources that have a significant association with the Civil War/Reconstruction era of 1860-1875. The number of "yes" answers ranks the project, with the highest number of "yes" answers

providing the highest priority ranking.

1. Is the resource or project publicly owned and/or administered?
2. Is the resource or project located on one of the eight heritage corridors?
3. Is the resource on property owned or managed by a non-profit organization?
4. Is the resource on property owned or managed by a governmental agency?
5. Is the resource or project open to the public on a regular basis?
6. Is the property listed in or eligible for the National Register of Historic Places?
7. Is the property or project significantly associated with the historical themes of the heritage area?
8. Was the property constructed between 1860 and 1875?
9. Does the resource or project address issues and topics of national historical significance?
10. Does the resource or project address issues and topics of statewide historical significance?
11. Is the resource or project associated with historical themes of both the Civil War and Reconstruction periods?
12. Does the property have an immediate threat to its continued existence?
13. Does the property have a long-term threat to its continued existence?
14. Is the property threatened with a loss of site integrity?
15. Is the property or project the only one of its type on the heritage route?
16. Is there a partnership of stakeholders that supports the resource or project?
17. Are the owners and/or support partners of the resource(s) or project(s) willing to participate in the TCWNHA Partnership Planning Process?
18. Are the owners and/or support partners of the resource(s) or project(s) willing to comply with applicable federal historic preservation and environmental rules and regulations?

High Priority properties will have more than twelve "yes" answers.
Medium Priority properties will have at least eight "yes" answers.
Low Priority properties will have at least five "yes" answers.

If a resource scores high on the list of eighteen questions, further prioritization could be carried out by assessing the property by its

  Historic Significance: national, state, regional, local
  Associated Theme: military, Emancipation, occupation, homefront, Reconstruction, legacy
  Integrity: high, medium, low
  Percentage of Resource Currently Protected: 100% is highest, 0% is lowest
  Interpretive Value: associations with multiple themes, association with under-represented themes
  Endangerment: immediate, long-term

Heritage Area Environment

Historic and Cultural Resources: Environmental Context

Tennessee is oriented along an east-west axis and contains 42,143 square miles, including 926 square miles of inland water. Its elevation ranges from 178 feet along the Mississippi River Bottoms to a high of 6,643 feet at Clingmans Dome in the Great Smoky Mountains National Park. Bound on the east by the Appalachian Mountains and the west by the Mississippi River, Tennessee is located in the Upper South. In general terms, the state is divided into three primary sections by the snaking pattern of the Tennessee River – East, West and Middle Tennessee. However, the state's natural environment is more complex, resulting in ten distinct environmental regions. Going from east to west, those regions include the following (see map below):

> Blue Ridge – This narrow band of the state's most mountainous lands creates the eastern border of the state.
>
> Ridge & Valley – Located immediately west of the Blue Ridge, this area combines mountains and valleys for a diverse natural landscape.
>
> Cumberland Mountains – This node of mountains is located west of the Ridge and Valley region, and it borders Kentucky to the north.
>
> Cumberland Plateau – Although it is high in elevation, this region has a relatively gentle topography compared to the mountains to the east.
>
> Sequatchie Valley – This valley is narrow and well-defined, and it traverses the middle of the southerly half of the Cumberland Plateau.
>
> Highland Rim – This region occupies most of Middle Tennessee and is characterized by a hilly and rolling terrain.
>
> Central Basin – This flat to gently rolling plain is located central to the Highland Rim, and it is anchored by Nashville.
>
> Western Tennessee Uplands – This region serves as a transition between the rolling terrain of the Highland Rim and the flat topography of the Coastal Plain to the west.
>
> Coastal Plain – Comprising most of West Tennessee, this expansive area is flat and characterized by crops such as cotton.
>
> Mississippi Alluvial Plain – This narrow band bordering the Mississippi River is a delta created by the actions of the river.
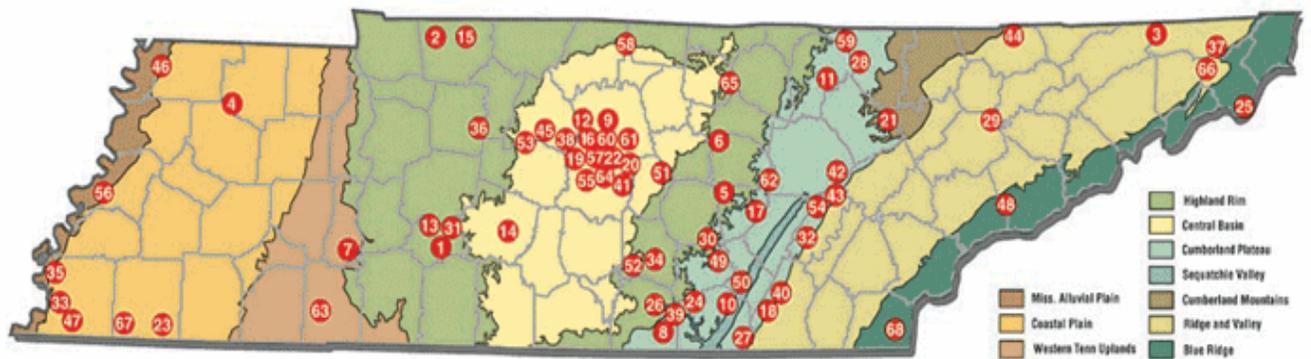
Source: Center for Field Biology – Austin Peay State University
Note: The numbered circles indicate designated State Natural Areas

Historic and Cultural Context

Tennessee, established as a state in 1796, was a major battleground of the Civil War, serving as a crossroads between North and South, primarily along the Tennessee, Mississippi, and Cumberland Rivers and the historic railroad routes (and associated adjacent turnpikes) of the Louisville and Nashville, the Nashville and Chattanooga, the Memphis and Charleston, the U.S. Military Railroad, and the East Tennessee and Virginia/Georgia railroads. Significant events and properties related to the coming and the fighting of the Civil War date from 1860 to 1865. Significant events and properties related to the legacy of the war and the Reconstruction era date from 1862 to 1875. The majority of heritage resources are concentrated along eight heritage routes, described above.

Archaeological Resources
An important impetus behind the creation of the heritage area was the long-term survey of the state's Civil War military resources, conducted by the Tennessee Division of Archaeology (TDA) and supported by the Tennessee Historical Commission (THC). The results of this survey were published in 2003. The survey had identified some 430 Civil War military resources, located across the state. Many of these sites, the surveyors found, were threatened by modern development or by benign neglect: too many had become forgotten places within the state's cultural landscape.   Archaeological resources associated with Reconstruction remain comparatively neglected and unidentified, outside of a survey of rural African-American churches and cemeteries carried out by the Center for Historic Preservation, under contract with THC, from 1996-2000. This survey identified approximately 100 African American cemeteries that dated to the Reconstruction era.

Natural Resources

Physiography and Soils
The physiographic features of Tennessee have been categorized as comprising four provinces. The Gulf Coastal Plain Province includes the Mississippi River Valley, the Loess Plain, and the Coastal Plain Uplands. The Interior Low Plateaus Province includes the Western and Eastern Highland Rims and the Outer and Inner Central Basins. The Appalachian Plateaus Province includes the Cumberland Plateau, Cumberland Mountains, and the Sequatchie Valley. The Appalachian Ridge and Valley Province contains no subdivisions.

The principal soils are red and yellow podzols, which dominate the lowland areas of the Western and Eastern Highland Rims, the Outer Central Basin, the Coastal Plain Uplands, the Sequatchie Valley, and the Appalachian Valley. In the Inner Central Basin, or Nashville Basin of Middle Tennessee, a more productive podzol occurs, due to the influence of an underlying layer of limestone, which interjects high amounts of phosphorus to the soil. Lithosols dominate the Cumberland Plateau and the Appalachian Ridge, in which the majority of land is covered in forests. Alluvial soils characterize the Mississippi River Valley and the Loess Plain, with the best soil found in the Loess Plain.

Water Resources and Quality
The state's major rivers are part of the Mississippi River system. The three major rivers are the Mississippi, the Tennessee, and the Cumberland. Reelfoot Lake is the largest natural lake, but the state is populated as well by large reservoirs constructed by federal agencies on the Tennessee and Cumberland Rivers, and their primary tributaries. The federal government also supervises federal wildlife refuges, scenic rivers, and the Tennessee-Tombigbee Waterway.

According to the EPA's 2000 report on the National Water Quality Inventory, 31% of the state's river miles have impaired water quality, with pollutants including agriculture, hydrologic modification, and urban impact/runoff. In particular, isolated places in the Cumberland Plateau suffer intense impact from mining while poor quality water from dam run-off affects streams and rivers in Middle and East Tennessee. Of the state's lakes, 22% of the water is impaired, caused largely by contaminated sediments, agriculture, road and bridge construction, land development, and internal nutrient recycling. The state's wetlands have 7% impacted quality, including threats by siltation from development and the loss of function due to channelization and levees. In the realm of clean water enforcement, Tennessee ranks third nationally for the percent of its major facilities in significant non-compliance. The state has lost an estimated 59% of its original wetlands and in 2000, the state had 140 rare wetland-dependent species, including 115 animals and 25 plants.

Vegetation and Wildlife
Forests cover approximately 55% of the state's land, with private owners possessing most of the forests. Different species of oaks and hickories are found statewide; other common trees include the tulip poplar, the red maple, American sycamore, American elm, shortleaf pine, table-mountain pine, pitch pine, and white pine. In the East Tennessee mountains, red spruce trees and Fraser firs are common; others that can be found are the yellow birch, sugar maple, white ash, and beech trees. West Tennessee has cottonwoods, the bald cypress, black willows, and sweet gum trees. Cedar glades are a distinctive ecosystem found in Middle Tennessee. Flowering trees and shrubs include various species of dogwoods, rosebuds, and rhododendrons (found in the mountains), mountain laurel, and azaleas. Wildflowers are abundant, especially in the Great Smoky Mountains National Park.

According to the Tennessee Valley Authority's 2002-2004 Environmental Report, the region contained approximately 200 species of fish, 100 species of freshwater mussels, 60 species of mammals, 200 species of breeding birds, 140 species of reptiles, and 60 species of amphibians. The only large mammals are the black bear and the white-tailed deer, although red wolves have been re-introduced in the Great Smoky Mountains National Park. Other mammals include the red and gray fox, beaver, mink, raccoon, skunk, weasel, opossum, rabbit, muskrat, and squirrel. Tennessee's birds include robins, cardinals, chickadees, hawks, woodpeckers, whippoorwills, wrens, and mockingbirds. The state is a major migratory habitat, with thousands of birds annually passing through the state on the Mississippi Flyway. Tennessee game birds include ducks, doves, turkeys, and grouses. Among the more than 200 species of reptiles and amphibians are black racers, corn snakes, salamanders, snail darters, box turtles, water moccasins, catfish, black bass, carps, rattlesnakes, and crappies.

Prime Farmland

According to the Natural Resources Inventory of the U.S. Department of Agriculture, Tennessee in 2002 had over 87,000 farms, comprising 11,681,533 acres of land. Approximately 60% of the total farm land was in crop production, or 6,992,992 acres. The state contained 61,297 acres of irrigated land. From 1992 to 1997, the state had averaged 42,500 acres of land lost to development, with prime agricultural land converted to development totaling 98,800 acres over the five-year period.

Recreational Resources

National and State Parks

National parks in Tennessee include the Great Smoky Mountains National Park, the Fort Donelson Military Park, the Stones River National Battlefield, the Andrew Johnson National Monument, the Shiloh National Battlefield, and the Chickamauga-Chattanooga National Battlefield. There are 54 state parks located across the state.

Map of National Parks

Source: National Park Service

Map of State Parks

Source: Tennessee Department of Environment and Conservation

Other State Lands

Tennessee State Forests include 15 units with approximately 158,000 acres while 66 State Natural Areas protect an additional 100,000 acres.

<u>Other Regional Parks and Recreation Areas</u>
In East Tennessee, the Big South Fork National River and Recreation Area, administered by the National Park Service, contains 106,000 acres on the Tennessee/Kentucky border. In Middle Tennessee, the Land Between the Lakes National Recreation Area, administered by the U.S. Forest Service, contains about 103,000 acres on the Tennessee/Kentucky border in Middle Tennessee. The Obed Wild and Scenic River is located in the Cumberland Plateau. The Cherokee National Forest in the East Tennessee mountains contains approximately 299,000 acres in its southern section while the northern section contains approximately 327,000 acres. The Trail of Tears National Historic Trail and the Appalachian Trail pass through Tennessee as does the northern section of the Natchez Trace Parkway and a much smaller section of the Foothills Parkway. The Cherahola Parkway connects southeast Tennessee to North Carolina.

<u>Other Recreational Resources</u>
Most towns and cities have parks and recreational areas. Greenways are popular in recent years, and may be found in such communities as Germantown, Murfreesboro, Elizabethton, Nashville, and Chattanooga.

Socioeconomic Conditions

What level of visitor impact can be expected? According to the TCWNA's 2002 survey of publicly accessible properties in the Heritage Area, measurable visitation to Civil War-era resources totaled 5.5 million. That means that on a given day, approximately 15,000 visitors were at the widely distributed resources of the Heritage Area. Taking into account that visitation was roughly divided between the 2.5 million attending the six federal properties related to the Civil War (USFS's Homestead-1850, the four national battlefields, and the Andrew Johnson NHS) and 3 million attending the other TCWNHA-related properties, the level of impact diminishes at most resources. On an average day, for example, 6,850 visitors were at the federal properties, or an average of about 1,140 per park. The remaining resources have much smaller numbers. On an average day, about 8,220 people would be at these state and local resources, averaging about 79 people at each of the 104 properties. Even if that visitation number could be doubled over the next ten years due to the projects and programs of the Heritage Area—certainly an ambitious projection--it would still equate to a small visitor impact on these properties.

Environmental Consequences

What are the potential environmental impacts of the four alternatives explored during the planning process of the Tennessee Civil War National Heritage Area? The potential environmental impacts are assessed by analyzing how these identified alternatives affect natural, recreational, and land-use resources. These three broad categories of resources were specified for evaluation in the enabling legislation of the TCWNHA. The 1996 enabling legislation also specified that the management plan would assess economic impacts, which also are assessed through the four project alternatives.

From discussions generated at numerous public meetings, stakeholder meetings, workshops, presentations, and comments sent to the TCWNHA website, the TCWNHA decided in 2002-2003 to establish and promote its Partnership Planning Process, its Consulting Partnership Initiative, and its Professional Services and Planning program. These programs are early steps to implement several key ideas of the report, *Collaboration and Conservation*, released by the National Park Service. The three interrelated programs, as the NPS recommended, "add a technical assistance component to existing planning programs that addresses collaborative planning projects; building a capacity for 'hot-spot' planning and assistance to provide for quick response and innovation; [and] open up the traditional public involvement process of planning and management to encourage ongoing local engagement and to build participation by diverse audiences." Through the Partnership Planning Process and the constant feedback and insight gained through the Professional Services and Planning program, the TCWNHA is better able to constantly evaluate the best alternatives for the administrative, interpretive, and preservation structure of the heritage area. Carefully considering alternatives as programs and projects are planned and implemented is a key component of a successful management plan. The Partnership Planning Process also is envisioned as a permanent policy of the TCWNHA, allowing it to provide assistance, through its Professional Services and Planning program, to its various consulting partners and stakeholders to ensure that projects comply with applicable federal environmental and preservation laws. Finally, the decision to leverage its funds to best possible advantage through the Consulting Partnership Initiative means that the TCWNHA, its partners, and interested stakeholders and citizens will have opportunities to develop projects and programs in a collaborative manner so to ensure best outcomes. The TCWNHA's inter-locking approach of the Partnership Planning Process, coupled with the Consulting Partnership Initiative and the Professional Services and Planning program, takes important steps toward fulfilling the essence of NEPA, which, as the NPS Director's Order No. 12 Handbook states, "is a continuous 'checking in' or monitoring of successive decisions to ensure proactive, rather than reactive, conservation and resource planning and management."

This proactive approach to planning for the environmental consequences of the TCWNHA will help mitigate the potential impact caused by increased visitation and possible types of heritage development that may result from the programs, projects, and actions pursued to implement the Plan across the state. Due to the Plan's emphasis on partnerships, sound preservation and conservation planning, and on sustainable land use and resource revitalization, the success of the Plan most likely will lead to positive and intended impacts. As in other National Heritage Areas, the potential for adverse impacts due to visitation and associated heritage development will be more than compensated by an enhanced conservation ethic and an expansion of cultural, natural, and recreational resource preservation to a far larger number of places and communities in the state. In other words, a layered approach to interpreting the story of the Tennessee Civil War NHA is matched by a similar approach to the preservation and conservation planning for cultural, natural, recreational, and land-use resources.

In general, the majority of the impacts on environmental resources resulting from the implementation of

the Management Plan, especially if the Preferred Alternative is adopted, are likely to be positive due to the Plan's goals and objectives for resource preservation, conservation, and wise heritage development. The Plan's emphasis on interpretation and education will likely provide greater public awareness of and the need for the preservation, conservation, and wise heritage development of the significant resources of the heritage area.

Methodology for Assessing Impacts

This affected environment section succinctly describes the existing environmental resources of the areas that would be affected if any of the alternatives were implemented. This section describes only those environmental resources that are relevant to the decision to be made. It does not describe the entire existing environment, but only those environmental resources that would affect or that would be affected by the alternatives if they were implemented. This section, in conjunction with the description of the "no-action" alternative, forms the base line conditions for determining the environmental impacts of the proposed action and reasonable alternatives.

Impacts on Natural Resources

The heritage area is envisioned as having minor impacts on natural resources. Its management structure, within a state university that has direct ties to appropriate academic units and related state agencies, would likely embody a high degree of sensitivity to environmental concerns and bring considerable assessment and analytical tools to bear on environmental issues, extending beyond mere compliance with existing local, state, and federal regulations. It would nurture and sustain conservation partnerships, avoiding groups and agencies pursuing their projects and programs independently, leading to a lack of coordination and diminished effectiveness. The management structure and the heritage area's general emphasis on the heritage corridors mean that the activities and projects of the heritage area may be focused in a logical manner, consistent with the distribution of cultural resources. In that way, funding and professional expertise can be distributed in an effective, efficient manner, with resources along the corridors receiving highest priority. The diffusion of visitors over the long, linear corridors should lead to minimal decreases in air quality and minimal increases in noise at the resources along the corridors. The focus on heritage corridors is expected to have a minor impact on water resources since visitation would not center at regional nodes, but would disperse along miles of riverfront property, thus increasing the potentially impacted area in its totality, but significantly decreasing the level of impact on any one property. The Professional Services program of the heritage area would allow for on-going public input while providing, in return, a more effective way to disseminate the programs and expertise of the Heritage Area to local communities. This will likely enhance the ability of the Heritage Area to provide positive assistance and support for environmental concerns at the local and regional level.

Air Quality and Noise
Alternative A, No Action, would not impact air quality and noise since it would not involve the implementation of the heritage area beyond its current level of implementation. Impacts on air quality and noise would be expected to remain at current levels.

Alternative B, Education and Interpretation, is focused on education programs that would not necessarily increase tourism and visitation to specific sites, it is unlikely that this alternative would result in diminished air quality or increased noise.

Alternative C, Heritage Tourism, would lead to a potential moderate impact on air quality and noise abatement. The general distribution of visitors along the heritage corridors would not focus visitors at a few selected points. The diffusion of visitors over the long, linear corridors should lead to moderate

decreases in air quality and moderate increases in noise at the resources along the corridors.

Alternative D, Preservation, would lead to a potential minor decrease in air quality and minor increase in noise since related preservation projects, such as the restoration and enhancement of buildings and landscapes, would utilize vehicles and equipment that would emit minor amounts of noise and air pollution. Also, enhancements to historic resources would likely lead to more visitation from heritage tourists, which would impact air quality due to auto emissions.

Land Resources
Alternative A, No Action, would not significantly impact land resources since it would not involve the implementation of the heritage area. However, the lack of a preservation-oriented heritage area program would represent a lost opportunity for land preservation.

Alternative B, Education and Interpretation, could have a minor positive impact on land resources since it could encourage the conservation and adaptive reuse of historic properties. The linkage between the resources of the Civil War and Reconstruction story and open, undeveloped spaces more typical of the nineteenth century is likely to result in an enhanced conservation of land resources such as habitat, farmland, and open spaces.

Alternative C, Heritage Tourism, would likely have a neutral impact on land resources. On one hand, it could lead to a minor positive impact on land resources since it would encourage visitation to existing historic properties, which might in turn encourage more preservation activities. On the other hand, it would also likely encourage spin-off development to support tourism, such as retail, dining, service stations and hotels. While that result would provide positive economic impacts, it could have at least a marginally negative impact on land resources given the development regulations of many communities within the heritage area. Therefore, the pros and cons would likely cancel each other out to provide a neutral result.

Alternative D, Preservation, would lead to a potential minor to moderate positive impact on land resources since it would encourage the preservation and restoration of a limited number of historic properties. Projected impacts would likely occur primarily at existing sites, trails, parking areas, and related recreational resources. New development is most likely to be concentrated in existing developed areas. Although preservation grants would likely contribute to a high level of sensitivity for and protection of natural resources in the selected locations, they also would mean that many other significant resources would be ignored. The degree of benefits to land resources would depend upon the ultimate level of success of the Heritage Area. However, this alternative would clearly have higher odds of positively impacting land resources than the other three options, since it is the only option that would directly entail land preservation.

Impacts on Historic and Cultural Resources

Alternative A, No Action, would lead to a negative impact on historic and cultural resources since the heritage area would not be implemented and, thus, the present rate of development and deterioration of Civil War-era resources—factors which prompted the heritage area legislation--would continue unabated. The problems of lack of coordination, resources, and attention given to properties associated with the Civil War and Reconstruction years would continue

Alternative B, Education and Interpretation, would lead to a moderate positive impact on historic and cultural resources since enhanced education and interpretive programs would be expected to spur enhanced efforts at conservation of historic properties across the heritage area. The need to address problems of lack of coordination, resources, and attention given to properties associated with the Civil

War and Reconstruction years would be emphasized.

Alternative C, Heritage Tourism, would lead to a minor positive impact on historic and cultural resources since the marketing campaigns would enhance the visibility and importance of historic, thus encouraging preservation efforts.

Alternative D, Preservation, would lead to a moderate positive impact of on historic and cultural resources since the envisioned grants program would restore a select number of properties. The relative small number of projects also would mean that many other significant resources would be ignored.

Impacts on Recreational Resources

Alternative A, No Action, could have a minor negative impact on recreational resources since the heritage area would not be implemented, and the potential for developing new recreational resources, such as passive open space, would not be available.

Alternative B, Education and Interpretation, could have a minor positive impact on recreational resources since this alternative would teach a preservation ethic to the communities that are part of the heritage area. That appreciation for preservation might result in the local preservation of historic resources, including open spaces that can function as passive recreation space. The Professional Services and Planning program would provide expertise and assistance to interested communities, institutions, and agencies to help mitigate the impact of enhancing recreational opportunities on the cultural and natural resources of the heritage area.

Alternative C, Heritage Tourism, could have a minor positive impact on recreational resources since the marketing campaigns would be expected to increase automobile tours and visits. The heritage area would impact recreational resources largely by encouraging increased visitation to the heritage area resources in general. Visitors traveling the heritage corridors are most likely to avail themselves of recreational resources along that same route, and increased demand might result in an increased supply of recreational resources.

Alternative D, Preservation, would have a minor positive impact on recreational resources since some of the historic and cultural resources that would be preserved would include lands that could be used as passive recreational space. Also, the envisioned grants program could enhance trail and greenway development and park creation at a limited number of properties. The Professional Services and Outreach program would provide expertise and assistance to interested communities, institutions, and agencies to help mitigate the impact of enhancing recreational opportunities on the cultural and natural resources of the heritage area.

Impacts on Land Use

Based upon the latest philosophies on good land use planning, heritage area alternatives that discourage suburban sprawl, encourage efficient land use patterns, and preserve natural areas, should be used as the standard by which to evaluate the various heritage area alternatives.

Alternative A, No Action, could have a minor negative impact on land use patterns by not addressing current needs for public information and education on open space, land conservation, and heritage development. By not implementing the heritage area, an opportunity for coordination and technical services would be missed. No focused education programs on the needs of land conservation and the preservation of open spaces would be available through the heritage area.

Alternative B, Education and Interpretation, could have a moderate positive impact on land use. Due to the emphasis on partnerships, sound preservation and conservation planning, and on sustainable land use and resource revitalization, the alternative most likely will lead to positive and intended impacts on projects and communities statewide.

Alternative C, Heritage Tourism could have a moderate negative impact on land use patterns by not addressing current needs for public information and education on open space, land conservation, and heritage development. The development that might be stimulated by heritage tourism could have either a positive impact or negative impact on land uses, depending upon the planning policies and development regulations of the relevant local governments. However, based upon the current state of policies and regulations of most local governments in Tennessee, the odds are much greater for negative land use patterns to result, particularly in the form of strip commercial development.

Alternative D, Preservation, would have a minor positive impact on land use patterns, because it would be limited to the selected grant projects. Its projects would likely be focused on developed landscapes and designated landscapes since they would contain a higher concentration of already existing heritage properties that could generate the necessary matching funds for support. It would provide more local input and involvement on land use issues in the selected projects.

Impacts on Socioeconomic Conditions

Today's theories of heritage development rest on the assumption that enhanced cultural and natural resources become both engines of economic vitality for communities and regions, as well as models of "smart growth" of sustainable economic value and an enhanced quality of life. The Tennessee Civil War National Heritage Area wishes to promote the smart growth of the state's significant mid-nineteenth century heritage resources. Through its goals and objectives, it wishes to increase the level of visitation, especially from out-of-state; to create programs and projects that will enhance visitor experiences and thus encourage visitors to stay longer; and to create programs and projects that will encourage "off-season" visitation.

Alternative A, No Action, would lead to no greater tourism, either in-state or out-of-state, than presently takes place in Tennessee. No enhanced efforts to create or market the state's Civil War story and resources would take place, thus there would be limited ways to increase out-of-state visitors. Without a consistent, linked story and resources, there would be no added inducements for visitors to stay extra days in the state.

Alternative B, Education and Interpretation, would have a minor to moderate increase on tourism by creating a consistent, linked story with significant corridor-based resources. Exploring every aspect of the whole story would create added inducements for visitors to stay extra days in the state. By having both a centralized message, with regional variations to the story, visitors would more readily want to explore related sites within the region, and would thus be encouraged to have longer stays. This alternative would have the most ability and means to craft, disseminate, and maintain a central message and theme for the heritage area. The alternative would encourage increased visitation at heritage properties currently isolated from the primary narratives of the Civil War story. By emphasizing communities' ties to larger, more inclusive stories, it may encourage additional local investment in those currently neglected or under-utilized resources. It would most likely encourage more local resident visitation and enhance local pride in place, which are valuable cultural outcomes, yet limited in their economic consequences.

Alternative C, Heritage Tourism, would have a moderate positive impact on tourism through the

marketing of existing heritage properties in driving tours that follow the heritage corridors. To see and experience the "whole" story, then, visitors would need to visit multiple sites along the corridor and to spend additional days to travel and explore. The increased duration of stays would translate directly into economic growth through additional hotel stays, dining, retail sales and spending on various activities. These increased expenditures would bring more job creation, more local spending, and more tax revenue. This alternative would most likely encourage more local resident visitation and enhance local pride in place, which are valuable cultural outcomes, yet limited in their economic consequences.

Alternative D, Preservation, would have a minor positive impact on tourism since its grant program would either create new heritage venues or would make existing location already more attractive to visitors since better preservation is related to more effective visitor experiences.

Evaluation of the Environmental Impact by Alternatives

Below is a chart that provides a summary of the environmental impacts for each of the four heritage area alternatives as described above. A scale ranging from negative two (-2) to positive two (2) has been used to rate each alternative per environmental impact category, with zero (0) representing a neutral impact. In a few cases a zero rating was applied to a category for a particular heritage area alternative, even though the alternative would result in some impacts. However, in such cases the negative impacts and positive impacts were projected as balancing each other out, thereby resulting in a zero ranking. An example of this scenario is the Land Resources consideration for the Heritage Tourism alternative. While heritage tourism might create the market demand and political support necessary to preserve some open spaces associated with the Civil War, the tourism-driven market demand for lodging, dining, retail and services that could result in new development might equally threaten existing open spaces. Therefore, this environmental consideration for that alternative was viewed as a "wash."

It is also important to note that the number ratings below are only useful for comparing the relative differences between the various heritage area alternatives within each environmental consideration. For example, when considering socioeconomic impacts, particularly with respect to tourism-driven economic development, the evaluation concludes that the Heritage Tourism alternative would have the greatest positive impact among the four alternatives. Projecting the environmental impacts of the alternatives requires making many assumptions, some of which may or may not ultimately play out. The numbers for each heritage area alternative are intended only to compare the relative impacts within each given environmental category.

Table 1.1 Environmental Impact by Alternatives ALTERNATIVES

GOALS & STRATEGIES	A	B	C	D
	No Action	Education (Preferred)	Heritage Tourism	Preservation
1. Impacts on Natural Resources				
1A. Air Quality and Noise	0	0	-2	-1
1B. Land Resources	0	1	0	2
2. Impacts on Historic and Cultural Resources	-1	2	1	2
3. Impacts on Recreational Resources	-1	1	1	1
4. Impacts on Land Use	-1	2	-1	1
5. Impacts on Socioeconomic Conditions	0	2	2	1
Total	-3	8	1	6

Scale: -2: Moderate Negative Impact; -1: Minor Negative Impact; 0: Neutral Impact; 1: Minor Positive Impact; 2: Moderate Positive Impact

The Education and Interpretation Alternative has the most positive impact on the environment, compared

to the other three alternatives. Its benefits reflect the education component of the alternative and the conservation ethic involved in the heritage area's Partnership Planning Process initiative. Its benefits also reflect how heritage area funding can be most effectively used on a statewide basis, considering the amounts of envisioned funding for the project.

The No Action Alternative will be most likely to have a negative impact since no enhanced education or technical services effort would take place. The Heritage Tourism Alternative would have positive impacts for recreational resources but otherwise would likely do nothing for enhancing a conservation ethic or partnerships across the state. The Preservation Alternative is the second most attractive environmental alternative since it would have positive impacts on its selected restoration projects. But its positive impacts would be limited to those projects and would accomplish little on a statewide basis.

Irreversible and Irretrievable Commitment of Resources

According to the book entitled "How to Write Quality EISs and EAs" (The Shipley Group, 1998), "Irreversible commitments are those that cannot be reversed, except perhaps in the extreme long run." Classic examples cited include when a plant or animal species becomes extent or when mining extracts minerals from the earth. Irretrievable commitments, on the other hand, are described as "those that are lost for a period of time." The example cited is when an interstate is built through a forest. Although the interstate might one day be removed, and the area impacted could return to its original forest condition, the timber productivity that was lost during that period of time can never be retrieved. Below is a summary of each as it relates to the four potential alternatives for the heritage area:

Alternative A. No Action
The only resource types that were identified as potentially being negatively impacted by this alternative were historic and cultural resources, recreational resources, and land uses. All three resource types would suffer only because of the lost opportunities that one or more of the other three alternatives would have provided. Of these three resource types, only the loss of historic and cultural resources is irreversible, as well as irretrievable. While the loss of the opportunity to have recreational resources and positive land use patterns can be reversed in time, the period during which the opportunity was lost is irretrievable.

Alternative B. Education
This alternative was projected to result in only neutral or positive impacts on the environmental resources evaluated.

Alternative C. Heritage Tourism
The potential adverse impacts from this alternative included air quality and noise, and land uses. Adverse impacts associated with these two environmental resource types are reversible, but they are not retrievable for the duration of time that the adverse impacts occurred.

Alternative D. Preservation
The only projected adverse impacts from this heritage area alternative would occur to air quality and ambient sound levels. The impacts are anticipated from short-term enhancement work to historic sites, as well as on-going increased visitation. While these impacts are reversible if extreme measures are taken, they would not be retrievable for the period of time during which the impacts occurred.

Relationship between the Local Short-Term Use of the Environment and the Maintenance and Enhancement of Long-Term Productivity

This consideration of impacts is intended to compare the trade-offs between short-term benefits and negative impacts with long-term benefits and adverse impacts. The following potential relationships have been identified:

Alternative A. No Action
The only impacts that would occur to the environment because of this alternative are impacts that might have been avoided had one of the other three heritage area alternatives occurred. Given that marginal relationship, there are no significant trade-offs to compare.

Alternative B. Education (preferred)
This alternative identified no significant adverse impacts to the environment. Because of the generally passive and low-impacting nature of educational programs, there are no short-term and long-term impacts to compare.

Alternative C. Heritage Tourism
This alternative was determined to have potential for both positive and negative impacts, depending upon which environmental issue is being considered. Two types of moderate adverse impacts were identified: air quality and noise, and land use. The impacts of heritage tourism on air quality and noise would be both short-term and long-term. When related development would occur, there would be impacts from transporting labor and materials to the subject site, as well as from the operation of equipment. Once that development was completed, the adverse impacts would be long-term and relate primarily to air quality and noise impacts caused by automobile traffic. The impacts on land uses associated to this alternative would be primarily long-term, rather than while the actual development is occurring in the short-term. While redevelopment of existing developed areas can occur over time, and negative land use patterns can be transformed into more positive patterns, such redevelopment typically requires several decades of evolution.

Alternative D. Preservation
The only adverse impacts identified in this alternative relate to air quality and noise. Increased interest in better preserved sites might result in increased visitation rates. Unless and until alternative modes of transportation (or alternatives to fossil fuels) are devised, these impacts will be long-term.

Energy Requirements and Conservation Potential

Energy sources related to the heritage area could come in a variety of forms, including fossil fuels, natural gas and electricity, including hydro-electricity. It is not possible at this point in time to make useful projections related to energy requirements and their conservation potential for comparative purposed among the four heritage area alternatives under consideration. However, the expenditure of fossil fuels stands out among the other possibilities for two reasons. First, it is a resource that cannot be replenished within a reasonable time-frame. Secondly, it is the one energy source for which different levels of use might be predicted, for very general comparative purposes, among the four alternatives.

In comparing the relative consumption of fossil fuels, it is likely that the Heritage Tourism alternative would utilize the greatest amount of fossil fuels simply because it would generate the greatest amount of automobile traffic. The Education and Preservation alternatives would generate some levels of traffic and fossil fuel consumption, because historic sites that are better interpreted or better preserved will attract more people. However, it is likely that they would not result in as much fossil fuel consumption as the Heritage Tourism alternative. The No Action alternative would have no foreseeable impact on fossil fuel consumption in light of current levels, although it would likely conserve more fossil fuels than the other

alternatives.

With respect to conservation potential, alternative modes of transportation and fuels could lead to conservation. In the meantime, modes such as mass transit (tour buses) and cycling might help mitigate some of the energy consumption.

Secondary and Cumulative Impacts

Within the context of an Environmental Assessment, "secondary" impacts are also sometimes referred to as "indirect" impacts. Given the size of the subject heritage area and the lack of predictability regarding the specific activities that might occur as part of each of the four alternatives being considered, it is difficult enough to project the primary or direct impacts. Secondary impacts cannot be projected at this point in time with any reasonable degree of accuracy, even for relative comparisons of the four alternatives.

According to regulation 1508.7 of the Council on Environmental Quality (CEQ) Regulations, a "'Cumulative impact' is the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or non-Federal) or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time." For the same reasons as explained above regarding secondary impacts, cumulative impacts cannot be projected at this point.

Unavoidable Adverse Impacts

According to the book entitled "How to Write Quality EISs and EAs" (The Shipley Group, 1998), "Under NEPA, an agency does not have to avoid adverse (or even significant) effects. The key is that an agency identify such effects and then disclose them." The following unavoidable impacts might occur for each of the four alternatives:

Alternative A. No Action
The only impacts that would occur to the environment because of this alternative are impacts that might have been avoided had one of the other three heritage area alternatives occurred. For example, by pursuing Alternative A, the land resource preservation that might have occurred through Alternative D (Preservation), would not occur. However, other than those types of missed opportunities, no direct unavoidable adverse impacts were identified with this alternative.

Alternative B. Education (preferred)
For the purposes of comparing the four alternatives, this alternative was found to have no significant adverse impacts. However, there is one possibility for very minor negative impacts that would be difficult to avoid. Assuming that an elevated level of education on the Civil War and Reconstruction in Tennessee would encourage more visitation to relevant sites, air quality and ambient sound levels could be negatively impacted on a very minor level. These impacts could only be avoided through the development of transportation modes (or alternatives to fossil fuels) that are quieter and less polluting. In the meantime, mass transit options, such as buses, could help to mitigate such impacts. While options such as walking or cycling at historic sites might be employed, most people would still need conventional means of access to get to a site before they could walk or bike.

Alternative C. Heritage Tourism
This alternative was determined to have potential for moderate adverse impacts with respect to two

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considerations: air quality and noise, and land use. For the reasons explained above for Alternative B, air quality and noise impacts caused by increased visitation to historic sites would be difficult to avoid until alternative modes of transportation are developed. In the meantime, mass transit could help to mitigate such impacts. With respect to land use, the potential negative impacts are avoidable by either not permitting development to occur that might be stimulated by the market demands of tourism (hotels, restaurants, shops, etc.), or by insuring that such development occurs in a positive form through newly-adopted public policies and development regulations of the relevant local governments.

Alternative D. Preservation
The only adverse impacts identified in this alternative relate to air quality and noise. Increased interest in better preserved sites might result in increased visitation rates. Without alternative modes of transportation (or alternatives to fossil fuels), only the option of mass transit might be available to mitigate noise and pollution. The other potential adverse impact to air quality and ambient sound levels could be from construction activities related to the physical enhancement of sites as part of the preservation process. Although such impacts would be short term, the transportation of labor and materials to historic sites, as well as the operation of equipment that might utilize fossil fuels, would be difficult to avoid without abandoning the relevant preservation project.

THE PLANNING PROCESS: CONSULTATION AND COORDINATION

History of Public Involvement

A long history of public involvement and input, ranging from an initial task force to a series of open meetings and workshops across the state, began in August 1998. Governor Don Sundquist directed formation of a Compact Task Force, led by the MTSU Center for Historic Preservation, working with the Tennessee Historical Commission and its subsidiary, the Tennessee Wars Commission, as well as many interested groups and institutions across the state. The Task Force was comprised of representatives from groups and organizations that have long supported heritage projects in the Civil War and Reconstruction period. These groups included the Tennessee Historical Commission, the Tennessee General Assembly, the Tennessee Department of Tourist Development, the Tennessee Department of Transportation, Tennessee State Parks, and the Tennessee State Museum. Statewide history groups and heritage organizations, such as the Tennessee Civil War Preservation Association and Tennessee State University's Afro-American History Conference, also were involved in the initial planning groups. Assisted by the National Park Service, the Task Force explored ways and sought advice on how the Compact between the federal government and the state could best develop the proposed Heritage Area between September 1998 and March 1999. During those same months, the Tennessee Historical Commission also hired the Nashville firm of Looney Ricks Kiss to create a historic preservation plan for the state's Civil War military sites. In March 1999 Commission staff and Philip Walker of Looney Ricks Kiss held four public meetings in Jackson, Murfreesboro, Knoxville, and Chattanooga to solicit comments and ideas about the state's Civil War preservation plan. They also made the first public presentations about the Tennessee Civil War National Heritage Area and asked for comments and suggestions on the proposed Compact between the state and federal governments.

The Task Force completed its work and submitted a Compact for the approval of the National Park Service. In response to comments from the National Park Service, the MTSU Center for Historic Preservation in September 1999 entered into a two-year grant with the National Park Service to prepare a Master Plan to define the final Compact and set forth the initial framework and vision of the Heritage Area. According to the cooperative agreement between the Center and the National Park Service, the two-year grant project was to "to identify, inform, and involve all interested public and private parties and constituent groups in the identification, development, and dissemination of the goals and demonstration projects of the proposed Tennessee Civil War Heritage Area" and "to create a community participation process and interactive advisory committee that will involve all interested parties and constituent groups, from both public and private sectors, and that will become an on-going participant in all phases of the development and implementation of the heritage area."

Working with historians, staff from state agencies, and many interested citizens, the Center for Historic Preservation carried out a series of statewide public forums in May-June 2000 and May 2001 in order to identify the organizations and institutions that would want to participate in the heritage area's programs. The 2000 forums took place at: Spring Hill, Somerville, Martin, Cleveland, Greeneville, Clarksville, and Cookeville. Those attending received several informational and interpretive pieces about the heritage area, including a copy of the draft Compact, customized maps detailing railroads, industrial sites, Civil War battles and associated sites, and evaluation and comment forms.

Citizens from a total of forty-one counties across the state were represented at the 2000 forums. The participant list included a broad base of individuals including federal, state and local government officials, volunteers and staff of not-for-profit heritage-related organizations, chambers of commerce, tourism groups, academics, and interested citizens. Over 25% of those who attended responded with written

comments--some were quite detailed. The historical themes emphasized by attendees were the war and Reconstruction's impact on the home front, the agricultural landscape, and industrialization and technology. The resources that elicited the highest concern were battlefields, cemeteries, churches, and homes/farms affected by the war and Reconstruction. Participants also were forthcoming in spelling out how their community or institution could benefit from the Heritage Area through heritage tourism, heritage education, exhibit development, historical markers, and driving tour brochures. These categories then became the focal point for the Heritage Area's initial Consulting Partnership projects in 2002-2003.

Another important way that citizens chose to comment on the project was through an interactive web page, created and managed by the MTSU Center for Historic Preservation, which was devoted to the heritage area. Launched in the summer of 2000 to provide further opportunities for the dissemination of information, and for interactive public comment and participation, the web site address is www.histpres.mtsu.edu/tncivwar.

Taking this public input in account, a final version of the Compact was prepared and approved on February 19, 2001. With the approved Compact in place, the MTSU Center for Historic Preservation worked with its two major state partners, the Tennessee Historical Commission and Tennessee Department of Tourist Development, to select the initial Board of Advisors for the Tennessee Civil War Heritage Area. These members met for the first time in Murfreesboro in April 2001, where they reviewed the history of the projects, its goals and objectives, and its preliminary interpretive plan outline of the Master Plan. The group has met twice a year ever since.

In May 2001, four additional public forums were held in Knoxville, Memphis, Nashville, and Chattanooga. Participants gave suggestions about possible properties of historical significance that should be included within the interpretive plan. As a result of the meetings, heritage area staff members received recommendations about several additional sites. It also was able to gauge the amount of financial support and interest in the heritage area from a range of institutions, both large and small, across the state.

The acceptance of the interpretive plan outline and the Master Plan in early 2002 led to the enhancement of public involvement for the Management Plan stage. Over the past two years, meetings between Heritage Area staff and potential stakeholders have included representatives from many state agencies and institutions. At the November 2002 meeting held at the Tennessee Historical Commission, representatives of one of the first consulting partnerships, the Tennessee Borderlands project, presented results and reactions to a group of 50 participants, including the National Coordinator for Heritage Areas of the National Park Service.

From these various attempts to develop and encourage public participation has evolved an effective and efficient community participation process, grounded now in the Citizens Advisory Group. The Citizens Advisors provide local perspective, ideas, and success stories that contribute crucially to the Heritage Area's goals of education, development, and conservation of Tennessee's significant Civil War and Reconstruction-era resources. They represent all sections of the state. In May 2003 they held two workshops in Dickson and Kingston to analyze and discuss the alternatives of the Management Plan. The ones who attended are:

> Nancy Bassett, Collierville (Shelby County)
> Walter Durham, Gallatin (Sumner County)
> Tim Ezell, Knoxville (Knox County)
> Ed Frank, Memphis (Shelby County)
> Kay Baker Gaston, Springfield (Robertson County)
> Cherrie Hall, Nashville (Davidson County)

Anne Herzog, Paris (Henry County)
David Knox, Seymour (Sevier County)
Annie McDonald, Chattanooga (Hamilton County)
Blossom Merryman, Wartrace (Bedford County)
Sharon Norris, Brownsville (Haywood County)
Walton Officer, Monterey (Putnam County)
Bonnie Peters, Knoxville (Union County)
Sam Peters, Knoxville (Union County)
Amanda Regier, Knoxville (Knox County)
Steve Smith, Clarksville (Montgomery County)
Michael Toomey, Knoxville (Knox County)
Candace Wade, Columbia (Maury County)
Rick Warwick, Franklin (Williamson County)

The relationship between the TCWNHA and its various partners and stakeholders is based on shared mutual interests. The TCWNHA is a clearinghouse of information, technical assistance, programming, research, and funding possibilities that will benefit stakeholders and partners only as much as they themselves put into the relationship. As a partnership of equals, the TCWNHA is not in the business of determining individual and local programming and needs as it does exist to ensure that the mosaic of experiences and places that tell Tennessee's Civil War story become part of a larger story of the transformation wrought by the Civil War and Reconstruction on the historical fabric of the United States.

Agencies and Organizations Consulted

Federal Agencies

Andrew Johnson National Historic Site

Chickamauga-Chattanooga National Battlefield

Fort Donelson National Battlefield

National Park Service

Shiloh National Battlefield

Stones River National Battlefield

Tennessee Valley Authority

U.S. Department of Agriculture (R,C&D program)

U.S. Forest Service (Land Between the Lakes)

State Agencies

Tennessee Arts Commission

Tennessee Department of Agriculture

Tennessee Department of Environment/

Conservation

Tennessee Department of Tourist Development

Tennessee Department of Transportation

Tennessee Division of Archaeology

Tennessee Historical Commission

Tennessee State Library and Archives

Tennessee State Historian

Tennessee State Museum

Tennessee State Parks

Tennessee Wars Commission

University of Memphis

University of Tennessee, Knoxville

University of Tennessee, Martin

State Universities

Austin Peay State University

East Tennessee State University

Middle Tennessee State University

Tennessee State University

Volunteer State Community College

State and Regional Non-Profit Groups and Organizations (representative list)

Afro-American History and Culture Conference,

Nashville

Association for the Preservation of Tennessee

Antiquities

Cumberland Region Tomorrow, Inc.

East Tennessee Historical Society

East Tennessee African-American Preservation

Association

Humanities Tennessee

Nature Conservancy, West Tennessee office

Nine Counties-One Vision, Inc.

Tennessee Antebellum Trail Association

Tennessee Association of Museums

Tennessee Backroads, Inc.

Tennessee Civil War Preservation Association

Tennessee Cultural Preservation Association

Tennessee Development Districts

Tennessee Historical Quarterly

Tennessee Historical Society

Tennessee Main Street

Tennessee Municipal League

Tennessee Overhill Experience

Tennessee Preservation Trust

Sierra Club (Knoxville chapter)

West Tennessee Historical Society

Summary of Major Issues Identified

To be completed after public meetings on draft document.

Agency Coordination

To be completed after public meetings on draft document.

Summary of Steps Taken to Identify and Involve Low-Income and Minority Communities

Throughout the planning process, low-income and minority groups have been represented and involved. Historic Black Universities and Colleges involved in the planning process have included Fisk University, Tennessee State University, and Lane College. In fact, the historic campuses of Fisk University and Morristown College (now closed) have been identified as heritage area resources. African-American heritage non-profit groups, such as the Tennessee Cultural Heritage Preservation Society, the East Tennessee African American Preservation Association, the Chattanooga African American Museum and Heritage Center, Nutbush Heritage Productions, and the Afro-American History and Culture Conference, have been active participants in the heritage area. Presentations about the heritage area have been made at the Afro-American History and Culture Conference in Nashville, which attracts about 300 people annually. The most important network, however, has been the participating congregations across the state in the Rural African American Church Survey. This network has allowed the heritage area message to reach hundreds of black churches across Tennessee and has already involved several African American communities in heritage area projects.

List of Preparers

The Management Plan and Environmental Assessment were prepared by Philip L. Walker, with the assistance of the staff of the heritage area. Below is a summary of his qualifications:

Philip L. Walker, AICP
Phil Walker has nearly twenty years of professional experience in urban and regional planning and historic preservation. His public sector experience consists of serving as a Downtown Manager for Pensacola, Florida, and City Planning Director for Natchez, Mississippi. Mr. Walker's private sector experience includes Associate positions with consulting firms in Princeton, New Jersey, and Cambridge, Massachusetts, as well as having his own practice in Nashville, Tennessee. He has served as the Project Manager for numerous planning projects throughout the country, and specific experience includes comprehensive planning, zoning and design guideline preparation, downtown and town center master planning, waterfront planning, historic preservation, retail and housing studies, conservation development planning, community participation and consensus building, and development implementation consulting. Mr. Walker is a frequent speaker at national and regional conferences, including those of the American Planning Association, the National Main Street Center and the National Trust for Historic Preservation. He holds degrees in historic preservation (Middle Tennessee State University), urban and regional planning (University of Florida), and real estate development (Harvard University), and he has lectured and served on design juries at several universities. Mr. Walker has been a member of the American Institute of Certified Planners since 1989.

List of Recipients

To be completed after public meetings on draft plan.

Response to Comments

To be completed after public meetings on draft plan.

Letters of Support

To be completed after public meetings on draft plan.