



# Tennessee Civil War National Heritage Area

## Evaluation Findings

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## Executive Summary

### Purpose of the Report

In 1996, the United States Congress through Public Law 110-229 officially designated nine National Heritage Areas (NHA). An NHA can be any size and is intended to encourage historic preservation and an appreciation of the unique natural, cultural, historic, and scenic resources that represent a nationally important American story. The Tennessee Civil War National Heritage Area (TCWNHA) is one of the nine designated areas. The TCWNHA coordinating entity began receiving federal funds in 2001.

In May 2008, Congress mandated that an evaluation under the auspices of the Secretary of the Interior be conducted in each of the nine NHAs to review accomplishments made over the approximately fifteen year period in which they operated. Based on the findings from each evaluation, the Secretary of the Interior will prepare a report to Congress with recommendations regarding the future role of NHAs with respect to NPS.

### Key Evaluation Questions

The key findings from the SCNHC evaluation are organized by the three questions introduced in Section 1 and derived from the legislation, Public Law 110-229, that serve as a framework for this evaluation:

1. Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?
2. What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?
3. How do the heritage areas management structure, partnership relationships, and current funding contribute to its sustainability?

## Key Findings

**Evaluation Question 1: Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?**

The evaluation has determined that over the last 15 years, the TCWNHA coordinating entity has successfully accomplished its legislated purposes and goals outlined in the Management Plan through the federal resources provided. As outlined in Table 1, the legislated purposes for the Tennessee Civil War National Heritage Area (TCWNHA) and the goals of the management plan were articulated into five strategy areas of activities that framed our inquiry. Its efforts have centered in the five strategy areas of: resource and historic conservation, education and interpretation, heritage tourism, research and dissemination, and community engagement and impact. The accomplishments and impacts in each of these areas are briefly described below. A more complete assessment of each of the areas is provided in Section 3.

**Table 1 Crosswalk of Heritage Area Purposes, Goals, and Current Activities**

Purposes as Specified in Legislation	TCWNHA Management Plan Goals	Current TCWNHA Goals/ Activities
1. To preserve, conserve, and interpret the legacy of the Civil War in Tennessee	<p>To develop a prioritized list of properties and projects that would further the conservation, preservation, and interpretation of the Civil War era in Tennessee</p> <p>To build a lasting legacy through consultation; developing education programs, interpretive projects, publications and exhibits</p> <p>To develop programs that will attract a diverse audience convey the “whole story” message of the heritage area</p>	<p>Resource and Historic Conservation</p> <p>Education and Interpretation</p> <p>Community Engagement and Impact</p>
2. To recognize and interpret important events and geographic locations representing key Civil War battles, campaigns, and engagements in Tennessee	<p>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</p> <p>To maintain public dialogue and commitment</p>	<p>Education and Interpretation</p> <p>Heritage Tourism</p> <p>Research and Dissemination</p>

<p>3. To recognize and interpret the effect of the Civil War on the civilian population of Tennessee during the war and postwar reconstruction period</p>	<p>To emphasize the diversity of the peoples involved in the both the campaigns and the homefront of the Civil War in Tennessee;</p> <p>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</p>	<p>Community Engagement and Impact</p> <p>Education and Interpretation</p> <p>Research and Dissemination</p>
<p>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</p>	<p>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</p> <p>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</p> <p>To achieve financial self-sufficiency</p>	<p>Resource and Historic Conservation</p> <p>Education and Interpretation</p> <p>Community Engagement and Impact</p> <p>Heritage Tourism</p>

**Resource and Historic Conservation**

The TCWNHA fulfills the resource conservation requirements of the authorizing legislation. The TCWNHA coordinating entity’s historic and resource conservation activities are directed to help TCWNHA accomplish the purposes specified for it in the authorizing legislation, it’s Compact, Master Plan, and final Management Plan. The TCWNHA coordinating entity’s resource and conservation activities are focused on the historic conservation of buildings and properties that have historic significance to the Civil War era. Since the TCWNHA legislation precludes the coordinating entity from buying land or properties, the TCWNHA coordinating entity primarily develops community partnerships and works with organizations to plan and provide resources for historic conservation projects related to the Heritage Area. The coordinating entity’s role in supporting the resource and historic conservation work of TCWNHA partners involves three primary areas:

- Initial planning, conceptualization and facilitation

- Provision of historical, research or preservation expertise and skills
- Providing small grants for planning or implementation of conservation projects
- Leveraging continuing support, especially in securing funding

Based on the evaluation analysis, the TCWNHA coordinating entity’s historic and resource conservation activities fulfill the purposes set forth in the legislation and its management plan, and achieve the measures noted above.

Partner organizations reach out to the TCWNHA coordinating entity for assistance during the initial stages of their project. Staff meet with these partner organizations to develop a better understanding of their restoration project, and its relation to the legacy of the Civil War in Tennessee. Restoration planning consultation activities include site assessment and site verification, for example touring the restoration site, and conducting background research on the history of the site, and performing or supporting feasibility and/or impact studies. Planning meetings include meetings held to engage local community members to participate in restoration efforts, producing Historic Structure Reports that outline restoration plans, and helping partner organizations in fundraising efforts to implement restoration projects. Partner organizations often use several of these resources offered by the TCWNHA coordinating entity. As of, 2011, the TCWNHA coordinating entity has conducted 306 consultations related to resource and historic conservations. These planning and consultation activities often involve members of the surrounding community and other interested stakeholders. The consultations thus serve to facilitate the goals of building and maintaining a partner network.

TCWNHA coordinating staff includes a preservation Specialist/Historian. In addition to providing planning and consultation, he often participates directly in restoration projects. He offers technical assistance on restoration techniques, helps to organize restoration efforts, and participates in the restoration work. The TCWNHA coordinating entity also works with communities and individuals interested in pursuing a designation on the National Register. Having this designation can be very instrumental in securing resources to restore or conserve a property at risk of demolition or destruction.

The legislation for TCWNHA resource conservation activities requires: *Specifically, the TCWNHA coordinating entity is to preserve, conserve and interpret the legacy of the Civil War in Tennessee, and create partnerships among governments and the private sector to support these preservation efforts.* Interviewees noted that the impact of coordinating entity’s extensive and expert consultations were critical for helping organizations with the following: developing a comprehensive understanding of the history and legacy of their respective site; developing and implementing restoration plans (which can include directing the design and re-building of sites); enhancing the authenticity of the respective restoration projects; and securing funding for restoration projects. Interviewees noted these services were central to the restoration of their sites. In fact, one interviewee noted that the TCWNHA

coordinating entity's combination of history and reconstruction experience was invaluable, and is the only resource available in the State that can provide this type of restoration assistance. Additionally, two of the interviewees noted the coordinating entity's assistance with their submission and receipt of restoration grants from state organizations, such as the Tennessee Historical Commission or Department of Transportation.

The evaluation team found that the coordinating entity's resource and conservation activities aided in the development of the partner network. In receiving planning and technical assistance work, recipient organizations agree to be part of the larger partner network for TCWNHA. A few of the partner organizations interviewed noted that once they joined, the TCWNHA coordinating entity helped facilitate their connection to other partner organizations who offered resources to help with the restoration projects.

The evaluation also found that the coordinating entity's professional services have been beneficial in helping partner organizations engage with their local community. One interviewee referenced how the coordinating entity director facilitated community meetings to educate residents about the site, its legacy and historical significance. This effort aided in residents volunteering their time to help with the re-building of this site where local events can take place. Another interviewee noted that due to the TCWNHA coordinating entity's help with the reconstruction of one of their local schools, the community is now planning to restore another church in their community that also has a history connected to the Civil War.

Finally, several interviewees noted that their restoration projects have resulted in heightened community visibility. Since TCWNHA's federal designation, the TCWNHA coordinating entity has helped 77 properties secure their designation as a National Register property. Many sites now have designations with the National Register, and have been designated as a Tennessee Historical Commission Marker or Civil Wars Trail Marker.

## **Education and Interpretation**

**The TCWNHA fulfills the education and interpretation requirements of the authorizing legislation.** The TCWNHA coordinating entity's education and interpretation activities aim to build a lasting legacy of the Civil War by developing programs that convey TCWNHA's story and provide educational benefits. TCWNHA coordinating entity's education and interpretation activities are directed to help TCWNHA accomplish the purposes specified for it in the authorizing legislation; its Compact, Master Plan, and final Management Plan.

These educational and interpretation activities include:

- Assisting TCWNHA partners in developing education and interpretation materials;



- Sponsoring and participating in TCWNHA annual education events; and
- Providing educational workshops to partners throughout the Heritage Area.

The TCWNHA coordinating entity staff offer assistance and provide grants to partners in the TCWNHA region to develop education and interpretation materials that share the story of a particular aspect of the Civil War in Tennessee. These materials include: helping sites identify themes for which to tell their story; planning and design assistance with developing historical exhibits; providing assistance with finding architect and design firms to create exhibits; providing research that help provide language for exhibits or tours; and assisting with the creation of educational materials, such as brochures or videos. In addition staff and students of MSTU contribute a portion of their time and resources and assist with a variety of projects including research and writing for exhibits, nominations to the National Register of Historic Places, educational materials, historic structure reports, trail markers including the Tennessee Civil War Trails, and peer-reviewed publications such as the Tennessee Encyclopedia of History and Culture. Students are supervised by staff of the MTSU, many of whom also are TCWNHA coordinating entity staff.

The TCWNHA coordinating entity staff also takes a lead role in sponsoring and participating in annual education events in the TCWNHA region, such as the recurring symposium on different aspects of the Battle of Stones River. Another central education partnership is The Tennessee Civil War Sesquicentennial Commission. The Commission was created by the Governor of Tennessee in 2005 to begin planning for events throughout the state to honor the 150<sup>th</sup> Anniversary of the Civil War. The Commission is Co-Chaired by Commissioner of the Tennessee Department of Tourist Development, and the Director of the TCWNHA coordinating entity.

The legislated purposes of the TCWNHA coordinating entity education and interpretation activities are to: *preserve, conserve and interpret the legacy of the Civil War in Tennessee; help the community recognize and interpret important events and geographic locations representing key Civil War battles, campaigns, and engagements in Tennessee; help the public recognize and interpret the effect of the Civil War on the civilian population of Tennessee during the war and postwar reconstruction period; and, create partnerships among governments and the private sector to support these efforts.*

The coordinating entity has sponsored over 64 educational workshops, with nearly 4,000 attendees. The coordinating entity Director co-chairs the Sesquicentennial Commission, which hosts annual Signature Sesquicentennial events which feature educational workshops and other Civil War interpretive events over a several day period. Over 110,000 persons have attended the three annual events held so far. There also has been an increase in interpretive signage and educational materials, as for example at the fourteen State Visitor Centers and at many conserved properties, state and national parks and battlefields (e.g., Franklin Battlefield; signage at many of the Historic restorations

mentioned in section 3.2.1.). The coordinating entity often provides or makes accessible expert speakers and presenters for partner organizations (e.g., Franklin and Stone River Symposia).

The coordinating entity increases the reach of education and interpretation activities by creating products for teachers and classrooms, such as the special one-day workshop for educators titled “Teaching with Primary Sources across Tennessee,” held during the Sesquicentennial celebration in April, 2012. The coordinating entity sponsored the workshop which was open to all K-12 educators. The workshop informed participants about a number of Civil War-related collections available through the Library of Congress website and explored strategies for incorporating these sources into activities for use in the classroom. Teaching with Primary Sources is an ongoing program of the coordinating entity creating tools and resources for educators.

Attendance figures listed above indicate that there is considerable interest in the Civil War Story in Tennessee, and that many individuals are attending events that are geared at widening their interpretation. Partner interviews conducted during the week-long site visit indicated that not only site visitors, but site proprietors, are having their vision enlarged by the education and interpretation events of the coordinating entity. The proprietor of a State Battlefield Information Center noted that the informational materials and consultation that the coordinating entity provided resulted in their moving beyond telling just the story of the Battle held at their site. Coordinating entity interpretive materials helped the Center provide a more accurate and balanced view of activities, which included devastation of countryside by both armies. They now solicit and present materials on other aspects of the battle. These include effects on local families, and the multiple views of the conflict resulting from conflicting loyalties of local residents, with families and regions split between support for the Union or the Confederacy.

As discussed in the Methodology section, we were limited in the number of community intercept interviews we could conduct due to OMB requirements. In the 25 interviews that were conducted we found that respondents were very aware of the importance of the Civil War in their state, and interested in learning more. Many respondents, in partner as well as community interviews, started off their commentary with “We Tennesseans”. We collected comments such as “We Tennesseans are very interested in our History”; or “Tennesseans were very affected by the War”, e.g., because of the division between families and neighbors and regions over alliance to either side. Interviews were held at four locations: two of the sites had nearby TCWNHA markers and two had no obvious visible affiliation. Of the 25 interviews, 9 persons had not heard of the NHA; 16 persons were familiar with the NHA; and 6 persons were familiar with the Civil War Trails Program. Five of the people who knew about the NHA had visited many Civil War sites, and were familiar with the fact that the TCWNHA was involved in disseminating information about the Civil War. One teacher noted she had also taken her class to the Sesquicentennial in April, and stated that they all were very excited and enjoyed the experience.

The education and interpretation activities of the coordinating entity are all performed in the context of their extensive partner network. The TCWNHA coordinating entity has funded activities with 107 community partners (see Appendix 7) and has ongoing partnerships with over twenty State and federal partners. The partner interviews we conducted indicated that they view the partnerships as based in a common vision of providing the story of the Civil War in Tennessee. They also indicated the value the coordinating entity brings to the partnership consists largely in the expertise in both the history of the War, and in how to create learning products and opportunities to get the message out.

## **Heritage Tourism**

### **The TCWNHA fulfills the Heritage Tourism requirements of the authorizing legislation.**

According to TCWNHA's authorizing legislation and its Compact, Master Plan, and final Management Plan, the coordinating entity plays an integral role in supporting tourism projects that help share the legacy of the Civil War with the public.

The TCWNHA coordinating entity fulfills the goals of the authorizing legislation and management plan through working with State and local partners:

- To develop tourist destinations through provision of interpretive signage and promotional guides and brochures, such as the Civil War Trails programs
- To identify strategic planning opportunities to initiate and access additional funds for tourist destination planning and implementation (e.g., Scenic Byway; Mississippi River Corridor).

The coordinating entity's work on the Tennessee Civil War Trails program has worked to increase the number of tourist destinations throughout the NHA. The Tennessee Civil Wars Trails program was launched in January, 2008 through the Tennessee Department of Tourism Development, and with the support of the Governor, the Tennessee Department of Transportation, and the coordinating entity. The program marks sites throughout the heritage area that played a significant role in the Civil War. The program provides trail maps that encourage visitors to explore different routes, and each site within the trail has interpretive signage, called "markers", that share the story of the Civil War in the state. TCWNHA coordinating entity staff is in planning for the trails program, and provides their expertise to ensure both the historical accuracy and significance of each marker.

The coordinating entity's provides strategic planning consultation to both The Discover Tennessee Trails and Byways Project and The Mississippi River Corridor to assist in developing tourist destinations. The Discover Tennessee Trails and Byways Project promotes 16 different trails that are designed to help tourists explore lesser-known attractions located in communities throughout all 95

counties of the state. The TCWNHA Director has worked with the Department of Tourist Development to integrate historical information into these trails. The Mississippi River Corridor - Tennessee, Inc. (MRCT) is one of the partners for TCWNHA whose mission is to identify, conserve, and interpret the region's natural, cultural and scenic resources to improve the quality of life and prosperity in the western region of Tennessee. In 2005, coordinating entity staff conducted research and compiled documentation and photographs to support the application for a National Scenic Byways grant from the federal Highway Administration. Coordinating entity staff continue to assist MRCT in engaging the greater community to develop plans for how the program can further promote tourism and improve the economic security of the region.

At the local level, The Heritage Center of Murfreesboro and Rutherford County, a joint venture sponsored by the Tennessee Civil War National Heritage Area, Main Street: Murfreesboro / Rutherford County, Inc., the City of Murfreesboro, and the Center for Historic Preservation at Middle Tennessee State University, opened its doors in the fall of 2006. The Heritage Center promotes Murfreesboro and Rutherford County history to visitors and residents alike, with a special focus on Murfreesboro as a Civil War battlefield and, following the Battle of Stones River, important federal supply base. Stories are told through diverse exhibits, public programs, educational events, school field trips, and downtown tours. The Heritage Center also serves as an orientation hub directing visitors to historic and cultural sites, resources, and events throughout the county. The Heritage Center and all its events and services are free and open to the public, with substantial operating support provided by Rutherford County and State Farm Insurance. The Heritage Center is also home to Main Street: Murfreesboro/Rutherford County, Inc., a key non-profit institution that encourages the preservation of the city's historic downtown business district.

The TCWNHA coordinating entity has fulfilled the legislated 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 and historic site identification, preservation, enhancement, and education.* The TCWNHA coordinating entity has played a significant role in promoting heritage area tourism. This finding is validated by interview data, as well as awards and accolades received. In 2011, the Governor of Tennessee awarded the coordinating entity Director with the prestigious Wiley-Oakley award, an award recognizing outstanding contribution to the Tourism Industry in Tennessee. This was the first time in the history of the award that it that it went to someone outside of the state's tourism industry. Moreover, the National Trust for Historic Preservation identified the Civil Wars Trails as one of the most successful and sustainable heritage tourism programs in the nation. Commissioner Susan Whitaker of the Tennessee Department of Tourism development credited the coordinating entity Director of the TCWNHA for much of the success of the program.

In addition, data suggests that the visibility of the region has increased as a result of these TCWNHA related projects. As of 2011, 415,000 copies of the TCWNHA Civil War Trails guide were distributed, making this guide the most requested guide in the five-state Civil Wars Trail Program. Many informants cited the importance of having the credibility and historical

expertise of the NHA, through the coordinating entity Director and his staff, behind the content of this (and other) statewide programs and materials. Interviewees noted that the Trails program is an effective effort reaching communities across the entire state, and that it contributes significantly to heritage tourism and Civil War themed education and interpretation efforts in Tennessee.

## Research and Dissemination

### **The TCWNHA fulfills the research and dissemination requirements of the authorizing legislation.**

The research and dissemination activities of the TCWNHA contribute to the interpretation of the legacy of the Civil War, its battles, and the impact on the civilian population. The coordinating entity conducts ongoing research and dissemination on the Civil War era and producing materials that support telling the whole story of the War. The coordinating entity is positioned with the Center for Historic Preservation in Middle Tennessee State University, and its Director, staff and University associates have considerable experience in conducting research in this area. The coordinating entity performs research and dissemination activities through:

- Conducting and sponsoring research and reports
- Contributing to publications and websites

The TCWNHA has completed over 51 research reports since authorization. In one example the research is an assessment or feasibility study, as is the case of the “*Architectural and Historical Survey of Mississippi River Corridor, Memphis*” in 2006. This study was written for the Mississippi River Natural and Recreational Corridor and Tennessee Parks and Greenways Foundation, in support of the development of the Mississippi River Corridor, Tennessee. In another example, the research report is on an historical topic, such as the “*Recordation and Investigation of the Smokehouse/Icehouse/Potatobouse of the Tennessee Confederate Soldier’s Home Near The Hermitage*,” in 1998. This report is an example of the coordinating entity exploration of the social context and daily life in the Civil War era. Other studies reflect the commitment of the coordinating entity to tell the story of the Civil war from the point of view of the African American population.

The TCWNHA coordinating entity also contributes publications on the legacy of the Civil War in Tennessee. One of the major publications of the coordinating entity is the Civil War content in *Tennessee Encyclopedia of History and Culture*.<sup>1</sup> This work was edited by the Director of the coordinating entity, who also contributed significant content, particularly in the entries on the Civil War. This reference work includes over 1,500 entries prepared by 560 authors, and won several awards (see

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<sup>1</sup> West, Carroll Van, Connie L. Lester, Margaret Duncan Binnicker, Anne-Leslie Owens, and Susan L. Gordon, eds., ***Tennessee Encyclopedia of History and Culture*** (1998). Published the Tennessee Historical Society in cooperation with Rutledge Hill Press 1998.

Impact, below). The coordinating entity has also made an on-line version available. The coordinating entity is also partnering with the Tennessee Historical Society to develop a Civil War Sesquicentennial book series that compiles the best Civil War and Reconstruction articles from the Tennessee Historical Quarterly over the last several decades. The Director serves as both series editor as well as volume editor of the first book in the collection.

The goal of the TCWNHA's authorizing legislation and the Compact, Master Plan, and final Management Plan is to *Preserve, conserve, and interpret the legacy of the Civil War in Tennessee*. A review of the 51 research reports provided in Table 3.7 provides an overview of the number of research topics as well as the diverse array of partners supported by the coordinating entity. Also, the coordinating entity research efforts build on each other. The 2006 report, *Physical Condition Assessment and Restoration Recommendations for Doe Creek School, Henderson County* was created to support the restoration of the Doe Creek schoolhouse, which was a Historic Log House. The research and practical knowledge gained during the restoration led to the publication of the *Restoration Guide for Historic Log Houses* in 2007, which made this restoration knowledge available to others facing restoration challenges. The informants from the Mississippi River Corridor – Tennessee indicated that the *report Master Plan Executive Summary: Mississippi River Natural and Recreational Corridor*, published in conjunction with the Mississippi River Corridor Project and the McKnight Foundation was similarly critical to engaging partner support for moving forward.

The coordinating entity fulfills their publication dissemination goals through creating multiple channels for the dissemination of their products. Both the coordinating entity and CHP websites feature many of the publications of the coordinating entity. In addition, partner sites host many products of the coordinating entity as well. For example the coordinating entity researched and wrote the Civil War Trail Guide discussed in Section 3.2.4, and over 400,000 copies have been distributed by their partner, the Tennessee Department of Tourism Development. The award winning *Tennessee Encyclopedia of History and Culture*<sup>2</sup> has been made available on-line at <http://tennesseencyclopedia.net>. This product was the co-winner of the Tennessee History Book Award and received an AASLH Award of Merit in 1999.

## Community Engagement and Support

**The TCWNHA fulfills the community engagement and support requirements of the authorizing legislation.** Community Engagement and Impact Activities are defined by the coordinating entity as those that reach out to local and national audiences throughout the state to bring them into contact with the Civil War legacy in Tennessee.

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<sup>2</sup> West, Carroll Van, Connie L. Lester, Margaret Duncan Binnicker, Anne-Leslie Owens, and Susan L. Gordon, eds., *Tennessee Encyclopedia of History and Culture* (1998). Published the Tennessee Historical Society in cooperation with Rutledge Hill Press 1998.

These activities are accomplished through:

- Documentary productions aired on national and local television stations
- Permanent and Traveling exhibits on the Civil War
- Restoration and maintenance of “living landscapes”

The TCWNHA coordinating entity contributes to TV and video documentaries on the Civil War. For example, it is contributing to a four-part documentary thematic series on the Civil War in Tennessee, which is being aired both nationally and locally. This feature is sponsored by the Department of Education, and the Sesquicentennial Commission, co-chaired by the Director of the coordinating entity. The first three films in the series have now aired. They also contributed to videos on local Civil War battles, (e.g., Fort Pillow), and to audio tours (Parker’s Crossroads).

The coordinating entity also contributes to traveling exhibits. The Free at Last: Emancipation and Reconstruction in Tennessee exhibit is still traveling through the State. It was at the Casey Jones Museum during our site visit in 2012. The exhibit is comprised of four interpretive panels, artifact exhibits, and illustrative banners. The interpretive materials were all written and supplied by the coordinating entity. The coordinating entity also contributes to “living landscapes” through its restoration work with local Churches, cemeteries and Battlefields. The term “living landscape” refers to restoration work that is part of a vibrant, active setting, reflecting the community and heritage of the site. The Churches and cemeteries have histories tied to events in the Civil War era. For example some of the historic African American Churches, schools or cemeteries restored by the coordinating entity (e.g., Promise Land, Picket Chapel United Methodist Church) were founded by freed slaves in the early days of emancipation. Their history is critical to the emergence of a free African American community in the state and the eventual emergence of the Civil Rights Story

The Community Engagement activities of the TCWNHA coordinating entity fulfill the goal of the authorizing legislation and it’s Compact, Master Plan, and final Management Plan to *Preserve, conserve, and interpret the legacy of the Civil War in Tennessee*. The TCWNHA coordinating entity has produced materials for local and national audiences. Two of the installments in the Civil War documentary noted above have aired nationally and been nominated for Emmys. The launch of the Sesquicentennial and the documentary received local and national press coverage, and clearly reached a large audience. The Free at Last Emancipation exhibit opening was attended by widespread press coverage and had State Senators and State executive level representatives, indicating successful marketing of the event.

Partners we interviewed indicated that the exhibit support offered by the coordinating entity is helpful and responsive to their needs. For example in 2008 coordinating entity worked with the City Murfreesboro, TN and their county tourism authority to restore a site that could contribute to the revitalization of the downtown area. The coordinating entity aided in the historic restoration and provided educational exhibits. The Proprietor of the State Visitor Information Center at Parker's Crossroads noted the ongoing support she receives from the coordinating entity in keeping her exhibit materials up to date, as did the informants at Fort Pillow State Park.

**Evaluation Question 2:      What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?**

**This review documents that the TCWNHA has expended funds for programmatic activities that address goals and objectives specified in the authorizing legislation and management plan, as addressed in evaluation question 1.** The evaluation assessed the investments made to the TCWNHA coordinating entity to support the goals and mission of the NHA and the impacts of these investments in fulfilling the purpose of the legislation. Based on our analysis, TCWNHA coordinating entity has successfully met the 50 percent federal funding match requirements over the entire funding period and annually since 2001, when NPS funding began. The coordinating entity has been able to successfully leverage the NPS dollars to attract funding from other local sources and to generate its own revenue. Since 2001, the coordinating entity successfully obtained matching funds for each year since funding began. The total match ratio of NPS funds to Non-NPS funds is 1.25, with a total of approximately \$4.7 million Non-NPS funds to \$3.8 million NPS funds through the end of fiscal year 2011. In addition, the evaluation concludes that the TCWNHA coordinating entity has been fiscally responsible in expending all funds for programmatic and operational activities as it pertains to the authorizing legislation and management goals.

In 1998, the Center for Historic Preservation was charged with creating a Compact and Master Plan to develop, implement, and manage the Heritage Area. Over the next two years, the Center partnered with the Tennessee Historical Commission/ Wars Commission, the Tennessee Department of Tourist Development, the Tennessee State Legislature, the Tennessee Civil War Preservation Association, Tennessee State University's African American History Conference, and other stakeholders to develop a preliminary planning document, conduct state-wide public forums, and gain input and support for the final Master Plan. In 2001, Tennessee Governor Don Sundquist approved and signed, along with Interior Secretary Bruce Babbitt, the Heritage Area's Compact and Master Plan, which outlined major interpretive themes, management structure, planning, and funding guidelines. That same year, a new Director for the coordinating entity was appointed. The final Master Plan and Environmental Assessment was submitted to the National Park Service and the Secretary of the Interior in 2004.



The TCWNHA coordinating entity expended funds in fulfillment of the NHA goals and objectives specified in the legislation. The largest expenditures have occurred in the areas of education and interpretation (45% of funding), which includes activities such as the Symposia, trail signage, and interpretive plans and exhibits for historic sites and centers. Resource and historic preservation is next (22%), which includes activities such as the historic preservation of buildings and properties with historic significance to the Civil War. Heritage tourism accounts for 15%, community engagement and impact accounts for 14%, and research and dissemination accounts for 6%.

**Evaluation Question 3:      How do the heritage areas management structure, partnership relationships, and current funding contribute to its sustainability?**

To guide the assessment of sustainability, we have adopted the definition developed by NPS, with the assistance of stakeholders from a number of National Heritage Areas. Sustainability for an NHA is as follows:

“...the National Heritage Area coordinating entity’s continuing ability to work collaboratively and reciprocally with federal, state, community, and private partners through changing circumstances to meet its mission for resource conservation and stewardship, interpretation, education, recreation and economic development of nationally significant resources.”

**In terms of the heritage area management structure, the evaluation found that TCWNHA has the governance in place and is staffed appropriately to operate a sustainable NHA organization.** The evaluation found that the TCWNHA coordinating entity has a number of the components of sustainability in place. They have the necessary Board and Corporate administrative structures to support sustainability. They have been successful at generating revenue from non-Federal sources in addition to the NPS funding, which should provide some continuity in funding should NPS funds be reduced or eliminated. If the TCWNHA were to have the federal funds reduced, it is possible that activities could be continued, though diminished in number or scope. If the TCWNHA lost its federal funds there is concern that it might significantly affect the coordinating entity’s ability to provide grant support to projects in the NHA, particularly given local governments’ limited financial capacities. Interview participants indicated that the presence of federal funding provides an incentive for private investors to participate. Also funding constraints are such in Tennessee that the federal funds were seen by some as essential to providing the coordinating entity staff a “seat at the table”, and thus essential to the facilitation and initial planning processes that respondents noted were very valuable.

The NPS funding has provided the coordinating entity to be flexible in deploying resources where they are needed, and have served to leverage other resources. The funding is also seen as critical to accomplishing many of the partner goals connected with the mission of the NHA. Middle

Tennessee State University and the Center for Historic Preservation provide substantial in-kind resources supporting TCWNHA activities. Many staff and students employed by the Center contribute a portion of their time and resources to the Heritage Area. Undergraduate, graduate and PhD students assist with a variety of projects including research and writing for exhibits, nominations to the National Register of Historic Places, educational materials, historic structure reports, trail markers including the Tennessee Civil War Trails, and peer-reviewed publications such as the Tennessee Encyclopedia of History and Culture. Staff provide direction and research for ongoing projects and programs, in particular final review on all nominations, exhibits and publications. In addition, Center staff maintain administrative oversight for contracts, technology and information sharing, project assignments, and managing the Heritage Center of Murfreesboro and Rutherford County. While the coordinating entity at the Center for Historic Preservation may be able to continue with the support of the university, the activities that it used to undertake throughout the NHA could be reduced significantly. If the NPS funding is discontinued, the general view is that this might reduce the incentive for other funding sources to contribute to projects in the NHA.

## Structure of the Report

The report is divided into 5 sections:

**Section 1** defines and describes the National Heritage Areas (NHA) and NHA coordinating entities in general and describes the evaluation methodology. It also introduces the Tennessee Civil War National Heritage Area (TCWNHA) which is the focus of this evaluation report.

**Section 2** provides an overview of the NHA, the coordinating entity structure and organization; the NHA’s authorizing legislation, mission and goals; and relationships between community and NPS partners.

**Section 3** explores the first evaluation question, “Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?” It describes the NHA coordinating entity’s goals and objectives as required by the authorizing legislation and management plan; the relationship of these goals to NHA program areas and activities; and the NHA’s coordinating entity’s relationship with various NPS organizations.

**Section 4** explores the second evaluation question, “What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?” It provides an overview of the investments made in the NHA coordinating entity and an analysis of how the NHA coordinating entity has used the investments, and their impact.

**Section 5** explores the third evaluation question, derived from legislation (P.L. 110-229), “How do the coordinating entity’s management structure, partnership relationships, and current funding contribute to the NHA’s sustainability?” This section presents an analysis of the interrelationship of the coordinating entity’s staffing and ability to obtain resources and the sustainability of the NHA.

## Section 1: Introduction

This section of the evaluation report defines and describes the National Heritage Areas (NHAs) and NHA coordinating entities in general as well as a short overview of the Tennessee Civil War National Heritage Area (TCWNHA) the focus of this evaluation report. The section also describes the evaluation methodology, its limitations, and the roles and functions of key stakeholders involved in the development of this report.

### 1.1 National Heritage Areas

An NHA is a designation given by the United States Congress to an area that has places and landscapes that collectively represent a unique, nationally important American story. An NHA can be any size and is intended to encourage historic preservation and an appreciation of the natural, cultural, historic, and scenic resources that have been shaped by the area’s geography and history of human activity.

“...National Heritage Areas (NHAs) are places where natural, cultural, historic, and scenic resources combine to form a cohesive, nationally important landscape arising from patterns of human activity shaped by geography.”<sup>3</sup>

In 1996, Congress officially designated nine NHAs, with federal funds provided over subsequent years. Oversight of these programs was assigned to the National Park Service (NPS), with the exception of one NHA, Silos & Smokestacks, that was originally assigned to the United States Department of Agriculture in 1996 and then to NPS in 2000.

A coordinating entity or management entity is typically the organization within the NHA boundary that is tasked with bringing together diverse interests, goals and activities, resources, and efforts to define and work collectively toward common goals. The coordinating entity is charged with the responsibility for developing and implementing a management plan that will achieve the goals specified in the heritage area’s enabling legislation. It also manages the federal funding provided to the heritage area. The coordinating entity may be a federal commission, state agency, local university, local government, or nonprofit organization. The coordinating entity usually creates working groups with balanced representation of diverse interests, disciplines, backgrounds, and ethnicities to plan and implement actions that meet the requirements of the heritage area legislation and plans. Members of the working groups may include elected officials, nonprofit practitioners, business

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<sup>3</sup> National Park System Advisory Board. “Charting a Future for National Heritage Areas.” Available online at <http://www.nps.gov/history/heritageareas/NHAreport.pdf>

representatives, librarians, historians, naturalists, landscape architects, educators, and civic organization leaders.

## 1.2 Report Purpose

In May 2008, Congress mandated that an evaluation, under the auspices of the Secretary of the Interior be conducted of each of the nine NHAs authorized in 1996 to review accomplishments made over the ten year period. Based on the findings from each evaluation, the Secretary of the Interior will prepare a report to Congress with recommendations regarding the future role of NHAs with respect to NPS.

The Center for Park Management (CPM) conducted the first of the nine evaluations in 2009 of the Essex National Heritage Commission in eastern Massachusetts. Westat, under contract to CPM, conducted two additional evaluations: Augusta Canal NHA (ACNHA) in Augusta, Georgia and the Silos and Smokestacks NHA (SSNHA) in the Northeastern section of Iowa that serve as models for this set of NHA evaluations.

Currently, Westat is contracted to conduct evaluations of the six remaining NHAs including the one that is the focus of this report: the Tennessee Civil War National Heritage Area. The other sites include:

- Hudson River Valley
- Rivers of Steel
- South Carolina National Heritage Corridor
- National Coal Heritage Area
- Ohio and Erie National Heritage Canalway

## 1.3 Tennessee Civil War National Heritage Area

Federally designated in 1996 by Congress, the Tennessee Civil War National Heritage Area (TCWNHA) is tasked with bringing together municipalities, agencies, and organizations across Tennessee to ensure that legacies of the war, both documentary and physical, are preserved, conserved and interpreted for future generations of Americans. Since TCWNHA covers the entire state, it has developed a collaborative model of matching grants that fund a variety of civil war-related projects across the state's three grand divisions—West, Middle, and East Tennessee. The

collaborative funding model has worked well to promote community involvement throughout the state. In addition, TCWNHA provides technical support as required to agencies and organizations within the grand divisions for projects that fall within the heritage area's scope of services.

The mission of the heritage area is quite simple in description, but certainly more complex in execution—to tell the whole story of America's greatest challenge as it related to Tennessee from 1860-1875. Tennessee witnessed the second largest number of battles (only Virginia had more), and no section of the state remained unaffected by war. Beyond the stories of battles and leaders, the TCWNHA seeks to elucidate experiences of life on the home front, occupation, emancipation, and Reconstruction. For example, many partnerships with African-American organizations across the state have led to increased awareness of Tennessee's African-American heritage and a greater feeling of inclusion by many in the African-American community. Project examples include an African American heritage driving tour; a variety of historic structure reports and National Register nominations for cemeteries, churches, and schools; a traveling exhibit on Emancipation in Tennessee; a "Legacy of Stones River Symposium" on slavery; Tennessee "Civil War Trails" markers; and educational materials for teachers. (See Map in Section 2.2)

The purpose of the TCWNHA, established in the legislation was to:

1. Preserve, conserve, and interpret the legacy of the Civil War in Tennessee;
2. Recognize and interpret important events and geographic locations representing key Civil War battles, campaigns, and engagements in Tennessee;
3. Recognize and interpret the effect of the Civil War on the civilian population of Tennessee during the war and postwar Reconstruction period; and
4. 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.

## 1.4 Purpose of Evaluation

Public Law 110-229, which was enacted on May 8, 2008, directs the US Secretary of the Interior to evaluate each of the nine NHAs that were established in the Omnibus Parks and Public Lands Management Act of 1996<sup>4</sup> no later than three years before the date on which authority for Federal

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<sup>4</sup> See P.L. 104-333, 110 Statute 4093.

funding terminates. P.L. 110-229 describes the impetus for this evaluation, which is intended to inform the Secretary's report to Congress as follows:

(a) In General.--For the nine National Heritage Areas authorized in Division II of the Omnibus Parks and Public Lands Management Act of 1996, not later than three years before the date on which authority for Federal funding terminates for each National Heritage Area, the Secretary shall —

(1) Conduct an evaluation of the accomplishments of the National Heritage Area; and

(2) Prepare a report in accordance with subsection (c).

(b) Evaluation.--An evaluation conducted under subsection (a)(1) shall—

(1) Assess the progress of the local management entity with respect to—

(A) accomplishing the purposes of the authorizing legislation for the National Heritage Area; and

(B) achieving the goals and objectives of the approved management plan for the National Heritage Area;

(2) Analyze the investments of Federal, State, Tribal, and local government and private entities in each National Heritage Area to determine the impact of the investments; and

(3) Review the management structure, partnership relationships, and funding of the National Heritage Area for purposes of identifying the critical components for sustainability of the National Heritage Area.

(c) Report.--Based on the evaluation conducted under subsection (a)(1), the Secretary shall submit a report to the Committee on Natural Resources of the United States House of Representatives and the Committee on Energy and Natural Resources of the Senate. The report shall include recommendations for the future role of the National Park Service, if any, with respect to the National Heritage Area.

### **1.4.1 Context**

This evaluation follows two major NHA evaluation projects. In 2005, the NPS Conservation Study Institute (CSI) began the process of developing an evaluation strategy for NHAs that culminated in

a 2008 report titled *Development of a National Heritage Area Evaluation Strategy: Report on Phase 1*. This report was based on CSI's experience conducting evaluations of three Heritage Areas (Blackstone River Valley NHA, 2005; Delaware and Lehigh National Heritage Corridor, 2006; and Cane River National Heritage Area, 2008), as well as substantial input from the Alliance of National Heritage Areas (ANHA) Peer-to-Peer Committee. The evaluation model articulated in the CSI report provides a comprehensive overview of the core ingredients, guiding strategies, implementation activities, and accomplishments of a generic heritage area.

In 2009, CPM undertook the evaluation of the Essex National Heritage Commission. This was the first congressionally mandated evaluation of the nine NHAs authorized in Division II of the Omnibus Parks and Public Lands Management Act of 1996 and built on the structure and content of the program models developed by CSI during its evaluations. CPM's evaluation of Essex National Heritage Commission differed from the CSI evaluations in its objectives and focus. CSI's evaluations were focused on the processes that heritage areas use to accomplish their goals. It concentrated primarily on the role and benefits of partnership and collaboration. CPM's evaluation, because of the Congressional mandate, focused on outcomes as they related to the authorizing legislation and general management plan, the impact of financial investments, and the role of partnerships in the sustainability of Essex National Heritage Area.

The CPM/Westat evaluations of ACNHA and SSNHA built on CPM's evaluation of the Essex National Heritage Commission. The focus of these two evaluations continued to be on outcomes as they relate to the authorizing legislation and general management plan, the impact of financial investments on accomplishing these outcomes, the role of partners helping the NHA to accomplish its goals, and the sustainability of the NHA. Unlike the first evaluation, however, these two evaluations did not include large-scale surveys due to cost and OMB Paperwork Reduction Act issues. Based on these two evaluations, a replicable model of evaluation was drafted and is currently being finalized. This model is designed to guide future NHA evaluation efforts supported by NPS and served as the guide for the current evaluations.

## **1.5 Evaluation Methodology**

In order to comply with the Congressional mandate for evaluation of the NHAs, NPS partnered with Westat to conduct this evaluation as a subcontractor. NPS's mission is to promote and enhance management capacity by fostering community stewardship of the nation's heritage. In addition, NPS provides technical, planning assistance and in some cases, funding to these National Heritage Areas. Westat, the evaluation subcontractor, is an employee-owned research firm with expertise in conducting evaluations across a broad range of subject areas. The evaluation team was guided by NPS and the previous year's work of the NPS Evaluation Working Group, a group of NPS coordinators for NHAs, and a Park Superintendent. In the following sections, we describe the



evaluation methodology, role of each party in the evaluation, and the context within which the evaluation was conducted.

### **1.5.1 Methodology**

The methodology was designed to maximize both the use of existing data and the ability to measure specific outcomes of the TCWNHA's activities. The period covered by the evaluation is the 15 years during which the TCWNHA coordinating entity has received Federal funding, 1996-2011.

The following three questions—derived from the Congressional mandate—guided the evaluation:

1. Based on its authorizing legislation and general management plan, has the coordinating entity achieved its proposed accomplishments for the NHA?
2. What have been the impacts of investments made by Federal, State, Tribal and local government and private entities in the NHA?
3. How do the coordinating entity's management structure, partnership relationships and current funding contribute to the NHA's sustainability?

The evaluation used a case study design to address these evaluation questions. This design allowed for the examination of multiple variables of interest and multiple sources of data. The evaluation also incorporated a collaborative approach with project stakeholders to ensure that the findings are grounded in the local knowledge of the site. To guide the evaluation design and plans for implementation, we included the perspectives of NPS liaisons with each heritage area and NHA leadership. The tailored data collection tools and this report reflect the comments provided by NPS and the NHA evaluation site. The following sections describe each phase of the evaluation.

### **1.5.2 Site Introduction and Background Research**

During the initial phase of the evaluation process, Westat contacted TCWNHA coordinating entity staff, together with staff from the National Heritage Areas Program Office at NPS, to discuss preliminary planning details and initial background research requests. Multiple email exchanges and several telephone conversations occurred during December 2011 and January 2012. A two-day in person meeting, the Meet & Greet Visit, was held at the site in January 2012 to both orient the Westat team to the site, introduce the TCWNHA staff to the evaluation team and methodology (Appendix 3), and discuss roles and responsibilities for all parties involved in the evaluations. During this visit, we met with staff to learn more about the history and operations of the

TCWNHA, toured key destinations in the site near the program office, and worked with TCWNHA coordinating entity staff to develop a logic model. Specifically, we conducted a session in which we led staff through a process of detailing the TCWNHA goals, resources/inputs, organizations, strategies/activities, short-term outcomes and long-term outcomes. We then developed a draft logic model that was shared with and revised by the directors of the coordinating entity. The final logic model, displayed in Figure 3.1, guided the development of the domain matrix and data collection protocols (Appendix 4) that were shared with staff.

### **1.5.3 Data Collection**

Data collection methods included reviews of documents and financial audits, in-person and telephone interviews with key informants from the TCWNHA and its coordinating entity, partner and stakeholder organizations, and intercept interviews with community members visiting the TCWNHA. A protocol guided the data collection, outlining the domains and measures of interest to collect from each identified source (i.e., prospective interviewees, program documents, financial documents, legislation). During data collection, evaluation staff used topic-centered guides for conducting interviews and abstracting documents. Data collection began in January 2012 and was completed in May 2012.

Numerous documents were reviewed to understand the background of the NHA (e.g., legislative documents, plans, by-laws), funding received and expenditures (e.g., yearly audit reports, budget statements), and strategies and activities conducted (e.g., annual reports, progress reports, newsletters, news releases, milestones). These documents also provided information on the outcomes that have occurred from TCWNHA coordinating entity activities.

Interviews were conducted, individually and in groups, with members of the TCWNHA coordinating entity Board of Directors members of the staff supporting the TCWNHA coordinating entity, and the Executive Director of the TCWNHA coordinating entity. These interviews helped the evaluators gain an understanding of the background and history of TCWNHA, the coordinating entity's activities and investments and their associated outcomes, and the coordinating entity's actions and plans to ensure TCWNHA's sustainability.

Interviews were conducted with representatives from over 40 stakeholder and partner organizations. These interviews discussed the genesis of the organization's relationship with TCWNHA; the influence and impact that the stakeholder perceives that TCWNHA has made in the community; and additional ways the informant believes the TCWNHA could serve the needs of the region. Stakeholder interviewees were selected by Westat from a list of organizations with which the TCWNHA coordinating entity has relationships and who have a vested interest in the work of the TCWNHA. Interviews were conducted across Tennessee with partners including representatives

from various nonprofit preservation or historical associations, State Agencies (e.g., Tennessee Historical Commission; Tennessee Department of Tourism Development; the Tennessee Sesquicentennial Commission), corporations, regional and national park officials, city and county officials, tourism departments, and city and county convention and visitors bureaus.

The Evaluation Team also conducted interviews with representatives from National Park Service entities including: the Atlanta Regional Office; the Stones River National Battlefield (NPS); the Chickamauga and Chattanooga National Military Park; the Andrew Johnson National Historic Site and National Cemetery; and Shiloh National Military Park. During the interviews with the National Park Service representatives, special attention was paid to learning more about the history and nature of the relationship between the NPS entities and the TCWNHA; the influence and impact that the NPS representatives feel that the TCWNHA has made in the State; and the perceived impact that any discontinuation of federal funding would have on TCWNHA programs and activities following the sunset date.

Informal Community intercept interviews were conducted with members of the public to learn how familiar they were with the history and culture of the TCWNHA and the ways in which they gained this knowledge and familiarity; whether they had visited the TCWNHA and used its resources, and their views on the impact the activities sponsored by the TCWNHA has had on the community (i.e., economic, cultural, historic, restorative). A total of 25 intercept interviews were conducted at various locations in the state with some attention given to engaging individuals representing a range of ages and ethnicities. All approached agreed to be interviewed. Interviews were guided by a set of topics, rather than the same set of questions. See Appendix 4 for the management interview protocol, partner interview protocol, stakeholder interview protocol, and community intercept interview topics.

#### **1.5.4 Data Analysis**

The focus of the data analysis was to document the extent to which TCWNHA coordinating entity had achieved its organizational and programmatic goals as articulated in the mandating legislation and the TCWNHA foundational documents. Findings discussed have been triangulated; that is, information has been documented from multiple sources. In addition, efforts have been made to ensure that the information gathered from key informants also has been substantiated with data from documents and other written sources.

#### **1.5.5 Evaluation Limitations**

To the greatest extent possible, Westat has ensured the evaluation methodology thoroughly addresses the three research questions. However, there are parameters to this methodology that result in a few limitations on evaluation findings. First, to obtain input from community

stakeholders, a survey is not possible within the current evaluation due to OMB Paperwork Reduction Requirements. Therefore, the data received from 25 intercept interviews will be a qualitative assessment of the community's perceptions of the NHA. As noted, limitations to the community input include convenient, rather than representative, samples of tourists and local residents. The data are interviewee impressions, rather than quantitative data on the impact of the NHA on stakeholder knowledge, attitudes, and involvement in the NHA. However the number of respondents and the nature of the additional interviews constitute limitations on the completeness of this data.

A second limitation is the ability of the evaluation design to provide definitive evidence of the NHA's achievement of outcomes, especially attributions to the NPS funding and NHA designation. The historical growth and development of the NHA provides some indication of the role of the NHA funding and designation, but it is confounded with other factors that contribute to the growth of the NHA. For example, although it is likely that the NPS funding has helped to leverage other funding, the extent to which the TCWNHA may have been successful in receiving some of this funding without the NHA resources and designation is unclear.

## **1.6 Roles**

### **Westat**

Westat served as the external evaluator. Westat used the revised methodology from Augusta Canal National Heritage Area in Augusta, Georgia, and, the Silos and Smokestacks National Heritage Area in the Northeastern section of Iowa, prepared and revised a logic model to guide the evaluation in collaboration with the SCNHC staff, prepared the data collection protocols, collected and analyzed the data, and prepared this document.

### **The National Park Service**

Various staff within NPS provided advice and resources for the evaluation team, reviewed the evaluator's products, interfaced with the NHAs, participated in evaluation site visits and provided oversight of the entire evaluation process. NPS representatives included the NPS National Coordinator for Heritage Areas, NPS National Assistant Coordinator, and the Regional Heritage Areas Coordinator. NPS met with Westat as needed.

## Tennessee Civil War National Heritage Area

The authorizing legislation designated Center for Historic Preservation (CHP) at Middle Tennessee State University as the Clearinghouse for the NHA, and called for Tennessee Historical Commission and the Tennessee Department of Tourist Development to be key partners. The 2002 Compact, authorized by the Secretary of the Interior, designated the CHP as the “Executive Directorate” for the NHA, along with the two key state partners named above. The CHP acts as the Tennessee Civil War National Heritage Area Coordinating Entity. The CHP also has other duties and responsibilities as part of Middle Tennessee State University separate from its role as the TCWNHA coordinating entity. Throughout the report, the coordinating entity program activities and staff members will be referred to as those associated with TCWNHA coordinating entity.

The staff of TCWNHA coordinating entity (Director, Associate Director, Preservation Specialist, Historian and Federal Liaison) played key roles in facilitating this evaluation. They provided data and documents, helped as needed with scheduling and planning site visits, identified a pool of potential partner contacts for interviews, provided feedback on the evaluation process, and were available as needed by phone or in person for interviews, including review of financial audits and other foundation documents. The coordinating entity collaborated with the evaluation team to develop the NHA logic model. They were not involved in the development of the methodology or data collection protocols though they were provided an opportunity to comment. Coordinating entity staff had the opportunity to review this document for factual accuracy after the draft was completed by Westat in June 2012.

## **Section 2: Overview of the Tennessee Civil War National Heritage Area**

This section of the evaluation report begins with an overview of the physical and operational aspects of the Tennessee Civil War National Heritage Area (TCWNHA), and the roles and responsibilities of the Tennessee Civil War National Heritage Area coordinating entity, the Center for Historic Preservation (CHP) at Middle Tennessee State University (MTSU). This is followed by descriptions of the types and significance of relationships that exist between and among the TCWNHA coordinating entity staff, stakeholder/partners organizations, and the National Park Service (NPS) in Section 2.2

### **2.1 Introduction to the TCWNHA**

The American Civil War of the 1850's and 60's greatly impacted Tennessee. Tennessee saw more Civil War battles than any other state except Virginia. Tennessee was internally divided during this war: East Tennessee wished to join the union; West Tennessee wished to join the Confederacy; and the middle of the state was of mixed orientation. Even within these regions, neighbors and families had different allegiances during the war. The violence and conflict 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. Although there were large battles during this period there were also skirmishes and local events related to the conflict on an almost daily basis that became part of the legacy of the Civil War years. Not only do memories of events, battles and family histories persist from the Civil War; the era created social and political legacies that persist to this day.

The impetus for a Tennessee Civil War National Heritage Area began in 1993 with 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 several Civil War era battlefields as endangered. Sentiment was growing among heritage groups that resources should be allocated for preservation. In addition there was widespread indication that Tennesseans of all ethnicities viewed the Civil War and Reconstruction as history that was relevant to their heritage. There was additional recognition that heritage tourism could be developed and make a significant contribution to local and state economic development. There was renewed interest in making an effort to ensure the conservation and protection of Tennessee's Civil War grounds. A collaborative planning effort followed that involved counties, communities, agencies and organizations across Tennessee. By 1996, Congressman Bart Gordon's discussions with MTSU Center for Historic Preservation, city and local officials, the National Battlefield at Stones River and various colleagues and heritage groups culminated in a plan to create a National Heritage Area on the Civil War in Tennessee.

## 2.2 Introduction to TCWNHA Coordinating Entity

Authorizing legislation recognized the Center for Historic Preservation as the clearing house for Tennessee Civil War Heritage Area. Clarification was added in the approved TCWNHA Master Plan of 2001, which states: “The Center for Historic Preservation (CHP) at Middle Tennessee State University shall serve as the Executive Agency and will function as the executive directorate for the Tennessee Civil War Heritage Area”. The CHP functions as the Tennessee Civil War National Heritage Area Coordinating Entity

### 2.2.1 Authorizing Legislation and NHA Vision and Mission

On November 12, 1996, the Omnibus Parks Bill (Public Law 104-333) was passed designating the Tennessee Civil War National Heritage Area. The purposes of the legislation were to:

1. Preserve, conserve, and interpret the legacy of the Civil War in Tennessee;
2. Recognize and interpret important events and geographic locations representing key Civil War battles, campaigns, and engagements in Tennessee;
3. Recognize and interpret the effect of the Civil War on the civilian population of Tennessee during the war and postwar Reconstruction period; and
4. 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.

In 1997 Congress authorized funding dependent on the completion of a Compact signed by the Governor of Tennessee and the Department of the Interior outlining the administration and support of the heritage area. The Compact was a collaborative effort between many State, local and community agencies and organizations, and was approved in 1999. During 1999 – 2001, the NPS awarded a grant for the creation of a Master Plan. A process was initiated that ensured widespread community and organizational involvement in the development of the Plan; awareness of the goals and objectives of the NHA; disseminated the goals of the NHA; and elicited feedback through community forums, media outlets and the web. The goal was to create a broad based, participatory process that was to continue through the life of the NHA. This Master Plan was completed in February 2001, and approved by the U.S. Department of Interior and the Governor of Tennessee. Also in 2001, Middle Tennessee State University’s Center for Historic Preservation, along with many other partners, selected a Board of Advisors for the State National Heritage Area.

The Master Plan of 2001, proposed four themes for events within the time period of 1860 through 1875 that was the central focus of TCWNHA activities:

1. War Clouds on the Horizon: 1850-1861;
2. Battles and Leaders: 1861-1865;
3. Occupation and Homefront: 1861-1865; and
4. Reconstruction: 1865- 1875.

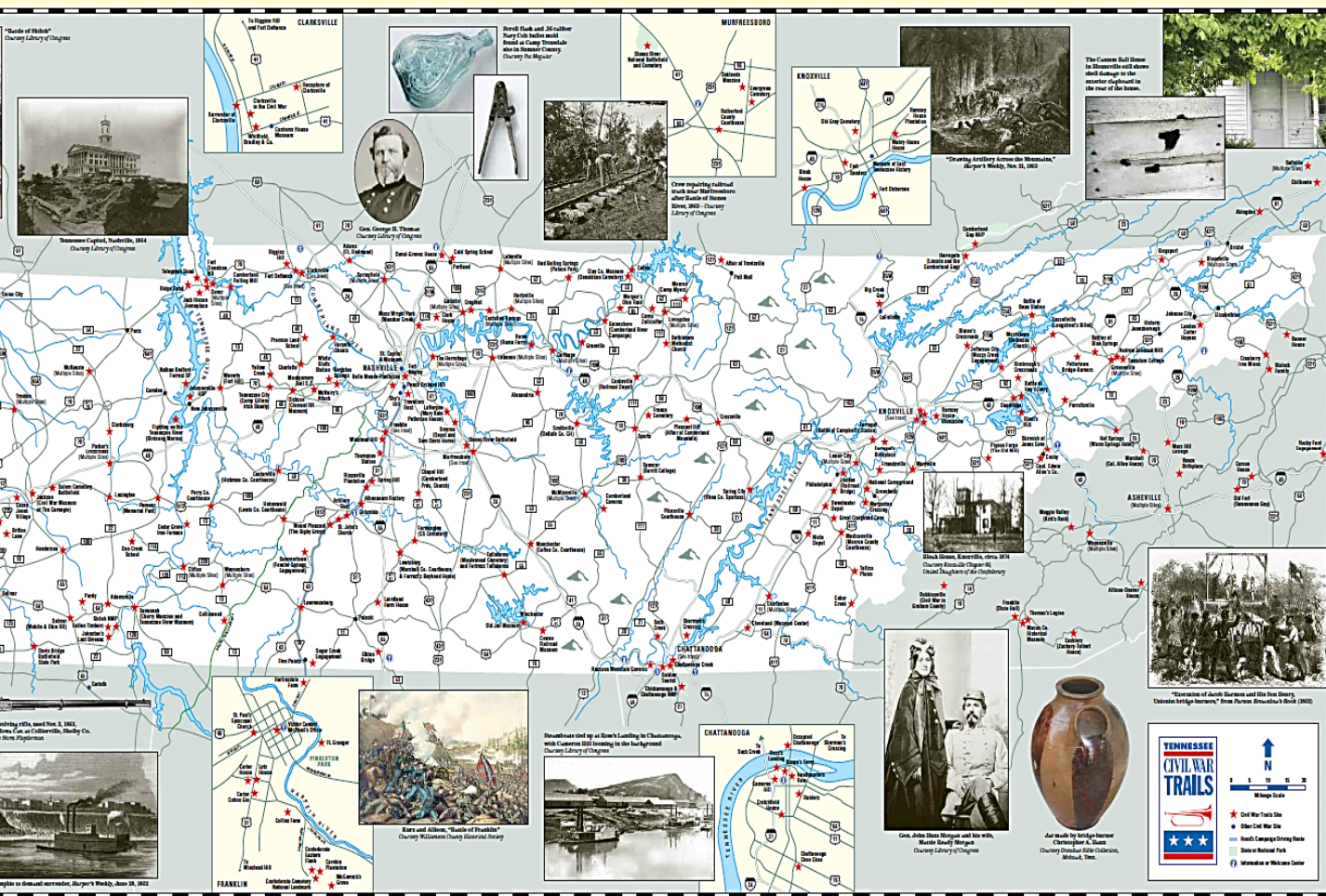
In addition to and building on the Master Plan, the NPS allocated resources in the 2002 appropriation for the completion of a more detailed Management Plan for the TCWNHA. This Management Plan, finalized in 2005, gave fuller articulation to specific goals and activities of the NHA; called for significant community based participatory planning, and included an environmental assessment. It was in this Plan that the central focus of “telling the whole story” of the Civil War emerged, as indicated in the following statement of purpose:

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 (TCWNHA Management Plan and Environmental Assessment, 2005, p. 7).

Figure 2.1 presents a map of the TCWNHA, showing the statewide distribution of Civil War Trail Markers that resulted from the partnership between the TCWNHA and the Tennessee Department of Tourism Development.



# Map of Tennessee Civil War National Heritage Area Showing Statewide Distribution of CW Trail Markers



The Management Plan outlined a Professional Services and Planning program of the TCWNHA. The Professional Services and Planning program became the core of TCWNHA coordinating entity activities through time, as the professional staff provided expert consultation and technical assistance in education and interpretation and preservation activities throughout the State. In addition, the following objectives were adopted, which expand but do not replace the goals of the original authorizing legislation:

- a. To provide associated cultural, educational, recreational, environmental, and economic benefits to the citizens of Tennessee and the United States through results-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.

These objectives are further operationalized in the key strategies and activities of the TCWNHA coordinating entity, presented in the TCWNHA Logic Model, (Figure 3.1):

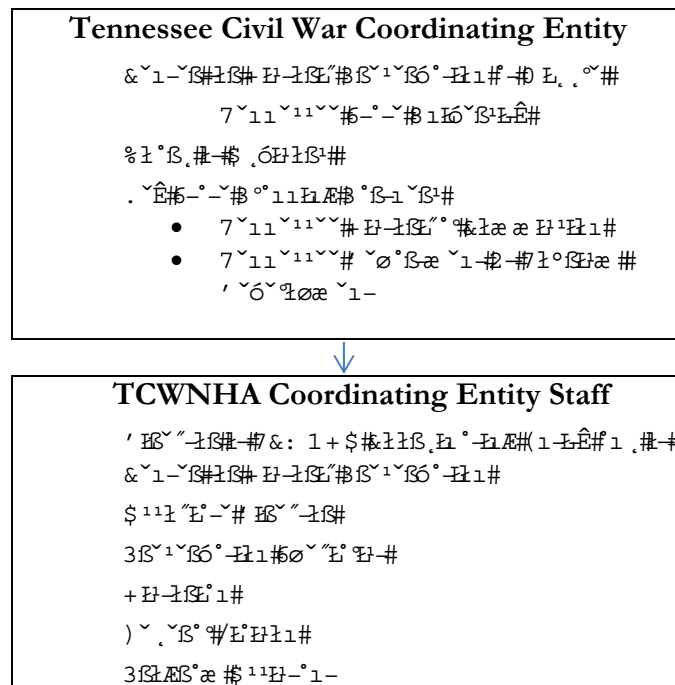
1. Resource and Historic Conservation
2. Education and Interpretation
3. Heritage Tourism
4. Research and Dissemination
5. Community Engagement and Impact

## 2.2.2 The Tennessee Civil War National Heritage Area Coordinating Entity: Organizational Structure

The authorizing legislation also called for the Tennessee Historical Commission and the Tennessee Department of Tourist Development to be key partners with the TCWNHA coordinating entity. Rather than a Board of Directors, the TCWNHA has a Board of Advisors. The key state partners have representation on this Board. In addition, the TCWNHA coordinating entity and representatives of the Historical Commission and Tourism Development collaborate on many additional boards, commissions or workgroups throughout the State, e.g., the Sesquicentennial Commission is co-chaired by the Executive Director of the CHP and the Commissioner of the Tennessee Department of Tourist Development. Both the NPS and the Historical Commission have representation on that Committee as well.

The advisory board meets twice a year. CHP staff are responsible for consolidating requests for grant support from across the state for presentation to the advisory board for consideration. The board has responsibility for authorizing the annual budget and expenditures of resources on coordinating entity activities. The composition of the board reflects the fact that the NHA comprises the entire state. There are many representatives from different aspects of state government there are also representatives from different regions of Tennessee. These members represent a diverse array of governmental and community, local, and regional, partners

Figure 2. 2 Organizational Chart for the Tennessee Civil War National Heritage Area



## 2. 3 TCWNHA’s Relationships with Partners/Stakeholders and NPS

TCWNHA partnership efforts began with the early planning processes before and after NHA designation in 1996. Key partners of the TCWNHA coordinating entity throughout the period include the Tennessee Historical/Wars Commission, the Tennessee Department of Tourist Development, and the National Park Service. Additional partners are described in more detail in Section 3.

### 2.3.1 Partners and Stakeholder Organizations Relationships

State and regional Partners: (Asterisk \* indicates interview conducted by Evaluation Team)

- Mississippi River Corridor - Tennessee\*
- East Tennessee Historical Society\*
- Office of the Governor\*
- Southeast Tennessee Development District\*
- Southeast Tennessee Tourism Association\*
- Tennessee General Assembly
- Tennessee Civil War Association\*
- Tennessee Civil War Sesquicentennial Commission\*
- Tennessee State Parks \*
- Tennessee Department of Transportation
- Tennessee State Museum
- Nashville Public Television
- Stones River National Battlefield\*
- Andrew Johnson National Historic Site and National Cemetery\*
- The Chickamauga and Chattanooga National Military Park\*
- Shiloh National Military Park\*
- National Park Service Southeast Regional Office\*
- National Trust for Historic Preservation

Local Partners include:

- Arts Center of Cannon County
- Belle Meade Plantation
- Charleston-Calhoun-Hiwassee Historical Society/City of Charleston\*
- Chattanooga Visitor’s Bureau\*
- Cleveland/Bradley Chamber of Commerce\*
- Cumberland County Military Memorial Museum
- Doe Creek School and Cemetery\*
- Knoxville Civil War Roundtable
- City and County of Knoxville\*

Knox Heritage\*  
Franklin's Charge, Inc.\*  
Heritage Foundation of Franklin and Williamson County  
Historic Carnton Plantation \*  
Lakeway Civil War Preservation Association\*  
Main Street Murfreesboro/Rutherford County  
Matt Gardner Homestead Museum  
Promiseland Community Club\*  
Rutherford County Convention and Visitors Bureau  
Tennessee Historical Society  
Travellers Rest Plantation\*  
Tusculum College

TCWNHA coordinating entity leadership and staff indicate the importance of a participatory planning process. This is reflected in their presentation of their Partnership Process in the Management Plan:

“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.”

“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.”

While the work of the coordinating entity is regionally and topically varied, there two major processes through which they accomplish most of their legislative mandate: the provision of hands on technical assistance and consultation; and the provision of resources through grants. In interviews with coordinating entity staff they emphasized the importance of the local partner owning the process and indicating willingness and ability to fully participate in the partnership. This ensures that direction is invested in the local partner. Generally the resources invested by the coordinating entity though often central to the process moving forward, are modest: the local partner generally is responsible for assembling considerable additional in-kind or financial resources. In addition staff and students of MSTU contribute a portion of their time and resources and assist with a variety of projects across all the strategy areas of the TCWNHA. Students are supervised by staff of the MTSU, many of whom also are TCWNHA coordinating entity staff. The value added of the coordinating entity is the facilitation, expert consultation, and historically accurate interpretive materials needed to plan and design the process.

Often, as you will see in the examples in section 3, these early seed efforts lead to leveraging of considerable resources on the local partners part at the projects become self-sustaining. Some limited examples of reciprocal relationships are provided in Table 2.1.

**Table 2.1. NHA Partners and Types of Support Provided to the NHA**

<b>Partner</b>	<b>Support Provided</b>
<b>Example:</b>	
MTSU Center for Historic Preservation	Provides offices, staff, equipment, supplies, travel support, informational technology and services
Main Street Murfreesboro	Partner in funding and administration of The Heritage Center, Murfreesboro
City of Murfreesboro	Provides city building for use as The Heritage Center
Rutherford County	Partner in funding of operations of The Heritage Center
Tennessee Historical Society	Partner in publication projects such as the publishing of the Master Plan, the Centennial Study, the Tennessee Encyclopedia’s Civil War era entries, and Tennessee Civil War book series
University of Tennessee Press	Partner in publishing the Tennessee Encyclopedia as an online edition and in publishing specialized manuscripts
Nashville Public Television	Partner in funding/ production of Civil War documentary series
Tennessee Department of Tourist Development	Key partner in Civil War Trails system, a goal of the management plan, administration of state 150 <sup>th</sup> commission, management plan heritage tourism goals, and funding for Civil War documentary
Tennessee Historical Commission	Provides support through the Tennessee Wars Commission and programs of the state historic preservation office

The contributions of the partners and stakeholders to the TCWNHA and its accomplishments are described more fully in Section 3. The importance of their contributions to the TCWNHA’s sustainability is discussed in Section 5.

### **2.3.2 TCWNHA/NPS Relationship**

The National Park Service was a very active partner in the early planning process for the TCWNHA. They formed part of the key group of partners that worked with Congressman Bart to frame and introduce the legislation, and were active in the preparation of the 2001 Compact, the 2001 Master Plan, and 2005 Management Plan (both required by the 1996 legislation). The Stones River National Battlefield, the Shiloh National Military Park and the Southeast Regional Office were represented. Currently, and in the more recent history of the NHA, additional NPS entities in the State have become engaged in NHA affairs and planning. Interviews with NPS representatives indicated two levels of relationships: ongoing partnerships with individual NPS entities in the State such as Stones River National Battlefield, Andrew Johnson National Historic Site and National Cemetery, the

Chickamauga and Chattanooga National Military Park, and Shiloh National Military Park; and historical relationships with the Regional Office in Atlanta, and with NPS representatives who were involved in early NHA planning. Ongoing relationships with the individual Park sites were perceived by informants in the NPS and in the NHA as positive, mutually supportive, and based on exchanges of resources, technical assistance, and planning. However there was commentary from individuals who were involved in the planning process that indicated that their involvement with the NHA on large scale planning efforts had been reduced due to perceived communication issues and differences in vision for the NHA. It appears that both the NHA and the Regional Office in Atlanta felt that communication could be improved, and that a more active partnership was desirable.

## 2.4 TCWNHA Timeline

Since receiving the federal NHA designation in 1996, the coordinating entity has undertaken a range of activities<sup>5</sup> supporting the restoration, conservation, and interpretation of resources that are encompassed within the NHA boundaries. A few of the key milestones include:

**Table 2.1. NHA Timeline**

1996	<ul style="list-style-type: none"> <li>• Congress authorized creation of the Tennessee Civil War National Heritage Area</li> </ul>
1997	<ul style="list-style-type: none"> <li>• Congress authorized funding dependent on completion of the Compact</li> </ul>
1998	<ul style="list-style-type: none"> <li>• Governor Don Sundquist directs Middle Tennessee State University’s Center for Historic Preservation, as the designated “clearinghouse” of TCWNHA, to develop the Compact.</li> </ul>
1999	<ul style="list-style-type: none"> <li>• Draft Compact submitted to National Park Service and Secretary of Interior, with final approval contingent upon completing ongoing public meetings.</li> </ul>
2000	<ul style="list-style-type: none"> <li>• Master Plan public meetings began (ending in May 2001) and website launched, providing opportunities for public to comment on draft Compact.</li> </ul>
2001	<ul style="list-style-type: none"> <li>• Compact submitted to NPS approved and signed on 1/10/2011 by Secretary of the Interior Bruce Babbitt and on 2/19/2011 by Governor Don Sundquist;</li> <li>• Master Plan completed; first of semiannual Advisory Board meetings held.</li> </ul>
2002	<ul style="list-style-type: none"> <li>• Master Plan approved by National Park Service; management plan and environmental study begun; TCWNHA staff hiring begins; Stones River Symposium held (first of 7-part series);</li> <li>• Collaborative Partnership Projects initiative established to involve significant projects in planning process on 50/50 matching basis.</li> </ul>

<sup>5</sup> Federal NPS funding may have contributed to certain activities, but only as permitted per the stipulations in P.L. 104-333.

2003	<ul style="list-style-type: none"> <li>Professional Services and Outreach program launched, engaging partners in interpretive and educative heritage development projects across all three regions of Tennessee.</li> </ul>
2004	<ul style="list-style-type: none"> <li>Management Plan and Environmental Assessment completed.</li> </ul>
2005	<ul style="list-style-type: none"> <li>Tennessee Civil War Trails program planning with Tennessee Department of Tourist Development begins</li> <li>Developed and hosted Alliance of National Heritage Area's International Heritage Development Conference in Nashville that included workshops at 14 TCWNHA sites in the Middle Tennessee area.</li> </ul>
2006	<ul style="list-style-type: none"> <li>Middle Tennessee State University provides new administrative headquarters for TCWNHA at 1416 East Main Street on MTSU's campus</li> <li>The Heritage Center of Murfreesboro and Rutherford County opens on Murfreesboro Public Square, site of Battle of Murfreesboro, for visitor orientation center and additional staff offices.</li> </ul>
2007	<ul style="list-style-type: none"> <li>Battle of Franklin interpretive efforts expanded with major symposium, leading to extensive preservation in Franklin</li> <li>Completed restoration of Doe Creek School</li> <li>Developed major Civil War and Reconstruction exhibit at East Tennessee Historical Society.</li> </ul>
2008	<ul style="list-style-type: none"> <li>Tennessee Civil War Trail markers first installed (now over 240)</li> <li>TCWNHA joined Civil War Sesquicentennial Commission with director serving as co-chair.</li> </ul>
2009	<ul style="list-style-type: none"> <li>Major sponsor of National Trust For Historic Preservation's 2009 National Preservation Conference in Nashville with TCWNHA as host</li> <li>Expanded work in Mississippi River Corridor in cooperation with Tennessee Parks and Greenways Foundation</li> <li>Began creation of Tennessee Civil War GIS database for Tennessee State Library and Archives website.</li> </ul>
2010	<ul style="list-style-type: none"> <li>Nashville Public Television (six-part Civil War documentary series) began with TCWNHA serving as a major sponsor</li> <li>Worked with Parkers Crossroads Battlefield Association to produce new audio driving tour.</li> </ul>
2011	<ul style="list-style-type: none"> <li>Began development of interpretive materials for major battlefield parks in Franklin and Knoxville; completed website on Tennessee's Civil War art and artists in cooperation with Vanderbilt University and MTSU Walker Library.</li> </ul>

These and other key milestones are described throughout the remainder of this document.



## **Section 3: TCWNHA Fulfillment of the Authorizing Legislation and Management Plan**

### **3.1 Goals and Objectives of the TCWNHA**

The authorizing legislation (P.L. 104-333, 1996) establishes four basic purposes for the Tennessee Civil War National Heritage Area (TCWNHA):

1. Preserve, conserve, and interpret the legacy of the Civil War in Tennessee;
2. Recognize and interpret important events and geographic locations representing key Civil War battles, campaigns, and engagements in Tennessee;
3. Recognize and interpret the effect of the Civil War on the civilian population of Tennessee during the war and postwar Reconstruction period; and
4. 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.

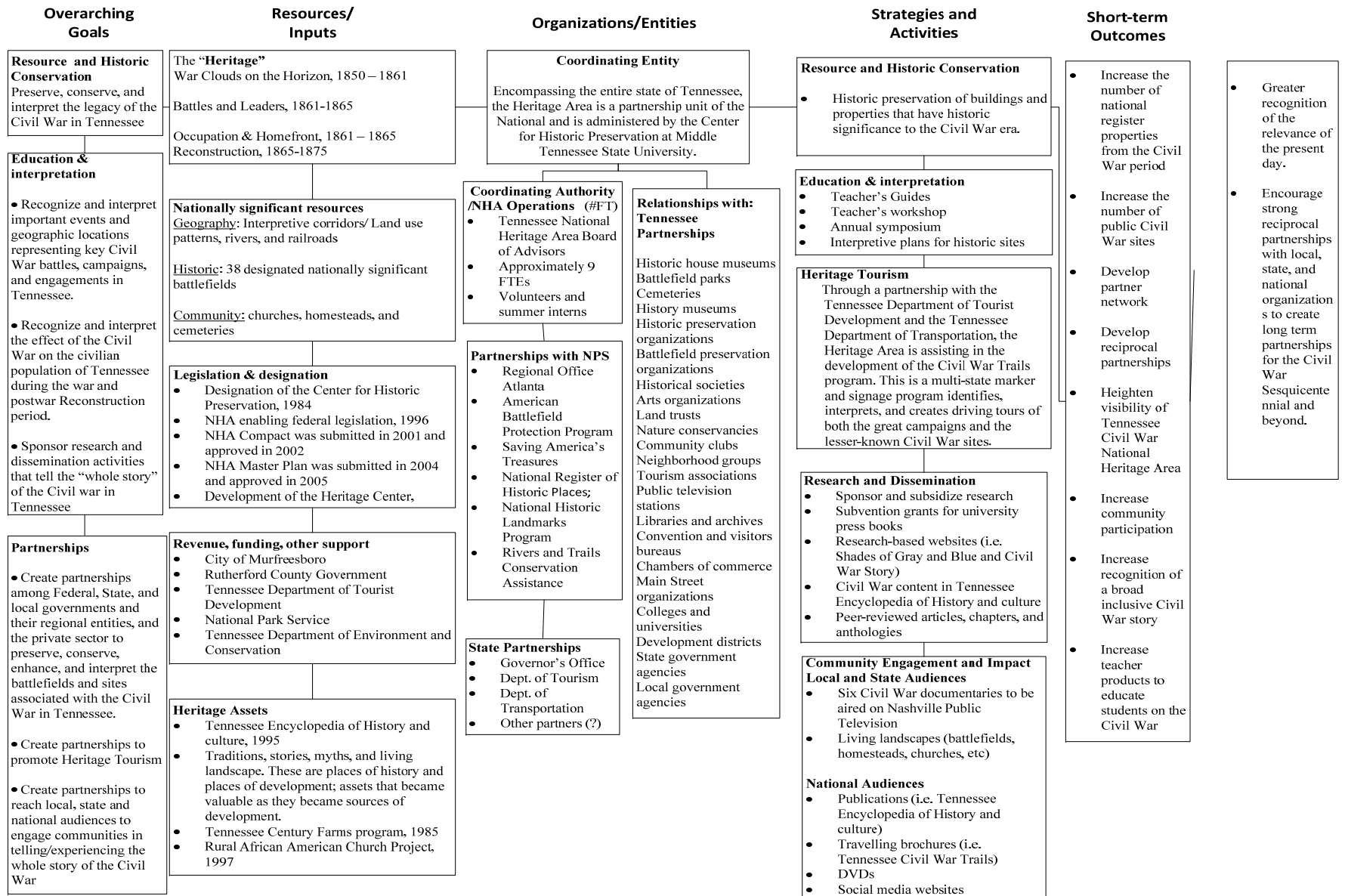
The legislation also indicated that the TCWNHA would be designated on the approval of an initial planning document termed a Compact by the Secretary of the Interior (approved in 2001.) The TCWNHA was designated as comprising the entire State of Tennessee, to tell the whole story of the Civil War in Tennessee: 1860-1875: stories of the Civil War, of the homefront and occupation, emancipation, and the Reconstruction. The Center for Historic Preservation at Middle Tennessee State operates as the TCWNHA coordinating entity.

In addition the legislation called for additional input on goals from local, regional and government partners in the creation of the Compact, a Master Plan (2001), and a final Management Plan (2005). As a result, the final TCWNHA Management Plan reflected the original four legislative objectives, the seven objectives resulting from public commentary on the Compact and Master Plan, and five objectives representing public input into the final Management Plan itself. As described in Section 2, TCWNHA management staff provided an updated classification of the TCWNHA's current programs and activities during a logic modeling session that was conducted with the evaluators in February, 2012. The crosswalk between legislation and management plan goals, and activities is provided in Table 3.1. The logic model, provided in Figure 3.1, outlines the five program strategies or areas that comprise current NHA activities:

**Table 3.1 Crosswalk of Heritage Area Purposes, Goals, and Current Activities**

Purposes as Specified in Legislation	TCWNHA Management Plan Goals	Current TCWNHA Goals/ Activities
1. To preserve, conserve, and interpret the legacy of the Civil War in Tennessee	<p>To develop a prioritized list of properties and projects that would further the conservation, preservation, and interpretation of the Civil War era in Tennessee;</p> <p>To build a lasting legacy through consultation; developing education programs, interpretive projects, publications and exhibits;</p> <p>To develop programs that will attract a diverse audience to convey the “whole story” message of the heritage area</p>	<p>Resource and Historic Conservation Education and Interpretation Community Engagement and Impact</p>
2. To recognize and interpret important events and geographic locations representing key Civil War battles, campaigns, and engagements in Tennessee	<p>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;</p> <p>To maintain public dialogue and commitment</p>	<p>Education and Interpretation Heritage Tourism Research and Dissemination</p>
3. To recognize and interpret the effect of the Civil War on the civilian population of Tennessee during the war and postwar reconstruction period	<p>To emphasize the diversity of the peoples involved in the both the campaigns and the homefront of the Civil War in Tennessee;</p> <p>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</p>	<p>Community Engagement and Impact</p> <p>Education and Interpretation</p> <p>Research and Dissemination</p>
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 sites associated with the Civil War in TN	<p>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;</p> <p>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;</p> <p>To achieve financial self-sufficiency</p>	<p>Resource and Historic Conservation</p> <p>Education and Interpretation</p> <p>Community Engagement and Impact</p> <p>Heritage Tourism</p>

# Tennessee Civil War National Heritage Area Logic Model



## 3.2 TCWNHA Activities and Impacts

As is evident in descriptions provided within the Compact, The Master Plan, and the Management Plan, planning for the TCWNHA strategies and activities involved large scale efforts to mobilize and incorporate broad based local, regional, and governmental input. Strategy and activity planning executed through the NHA continues this broad based, community engaged approach to planning. The NHA Management Plan specified the Tennessee Historical Commission, the Tennessee Department of Tourist Development, and the National Park Service as key partners in providing guidance to the NHA. These partners have representatives on the Advisory Board, and their partnership activities are ongoing. The TCWNHA is unique in that it is the only NHA that encompasses an entire state.

The TCWNHA provides leadership and support to organizations across Tennessee, through two major programs:

1. **Professional Services and Outreach**, technical assistance and consultation from NHA staff experts aiding property owners and organizations to develop heritage programs and projects.
2. **Collaborative Partnerships**, organizations, local governments, and non-profits can apply for 50/50 matching funds (grants) for projects including interpretive tours, exhibits, educational materials, and preservation planning. A full list of collaborative Partner Grants is provided in Appendix 7.

The TCWNHA legislation precludes the NHA from buying land or properties. The TCWNHA coordinating entity does not own or invest directly in historical properties. The Professional Services and Outreach and Collaborative Partnership activities consists of providing technical assistance, consultation and/or small seed grants to property owners, government agencies, and organizations across the five Strategic Activity areas.

The TCWNHA Management Plan establishes the foundation for the TCWNHA coordinating entity's strategies and activities that support the purpose of the Heritage Area – “the creation of Federal, State and local partnerships to preserve the legacy and impact of the Civil War in Tennessee through *education, interpretation, preservation, and economic development.*” The strategic activities that the coordinating entity implements to support the TCWNHA include:

- Resource and Historic Conservation
- Education and Interpretation
- Heritage Tourism

- Research and Dissemination
- Community Engagement and Support

The following sections provide a description of each of the strategic activity areas offered by the coordinating entity, followed by an assessment of the impact of this activity.

### **3.2.1 Resource and Historic Conservation**

#### **Description of Activities**

The TCWNHA coordinating entity's resource and conservation activities are focused on the historic conservation of buildings and properties that have historic significance to the Civil War era. Since the TCWNHA legislation precludes the coordinating entity from investing funds in buildings or properties, the TCWNHA coordinating entity primarily develops community partnerships and works with organizations to plan for historic conservation projects related to the Heritage Area. The coordinating entity's role in supporting the resource and historic conservation work of TCWNHA partners involves three primary services:

- Initial planning, conceptualization, and facilitation
- Provision of historical, research or preservation expertise and skills
- Leveraging continuing support, especially in securing funding

The TCWNHA coordinating entity offers its planning and technical assistance services to organizations across the TCWNHA community, and these conservation activities are carried out throughout the state, in each of the three regions. At times, the conservation activities occur in isolated rural areas, where the beneficiaries are local community members re-connecting with the area's history, and building possible bases for tourism, as is the case in the restoration of the Doe Creek School in Scotts Hill; or the Promise Land Community Club, restored from a Civil War era African American Property. Activities also occur in towns and cities where the efforts focus on significant economic and tourist development for an entire town or region. In these instances, the resource and conservation efforts are also aligned with the other TCWNHA coordinating entity strategic activities, and involve a wider network of partners, such as the Tennessee Department of Tourism Development; the Civil Wars Preservation Trust; or the Tennessee Civil Wars Commission (see example of Franklin's Charge below).

TCWNHA coordinating entity's resource and historic conservation efforts generally involve extensive community planning that can span over a number of years. There are a number of ways

projects are initiated within the TCWNHA. The TCWNHA website invites community partners to contact them about grant opportunities. Often, existing partnerships lead to discussions that emerge into new projects. For example, the coordinating entity Director was working with partners in Franklin on reclaiming the Battlefield when the opportunity to restore the nearby Carnton Plantation emerged through extended planning discussions. Since the Director of the coordinating entity and his staff are on many boards and local, regional and statewide planning bodies, they often are in direct contact with community partners, who can approach them directly to have their project considered, as was the case with the restoration of Glen Leven House (see discussion below). Partner organizations reach out to the TCWNHA coordinating entity for assistance during the initial stages of their project. Staff meet with these partner organizations to develop a better understanding of their restoration project, and their relation to the legacy of the Civil War in Tennessee.

Restoration planning consultation activities include **fieldwork assessments and verifications**, for example touring the restoration site, and conducting background research on the history of the site, and performing or supporting feasibility and/or impact studies. **Planning meetings** include meetings held to engage local community members to participate in restoration efforts, producing Historic Structure Reports that outline restoration plans, and helping partner organizations in fundraising efforts to implement restoration projects. Partner organizations often use several of these resources offered by the TCWNHA coordinating entity. As of, 2011, the TCWNHA coordinating entity has conducted 306 consultations related to resource and historic conservations. These consultations are detailed in the Table 3.2 below.

**Table 3.2 TCWNHA coordinating entity Consultation Offerings and Recipients by Year**

Year	Consultation Type	Sites
1998	Fieldwork Assessment	10
1999	Fieldwork Assessment	6
2000	Fieldwork Assessment	25
	Planning Meeting	13
2001	Fieldwork Assessment	9
	Planning Meeting	2
2002	Fieldwork Verification	1
	Planning Meeting	3
	Fieldwork Assessment	8
2003	Planning Meeting	5
	Fieldwork Assessment	5
2004	Fieldwork Assessment	14
	Planning Meeting	1
2005	Fieldwork Assessment	16
	Planning Meeting	6
2006	Fieldwork Assessment	43
	Planning Meeting	8
	Exhibit Development	2

2007	Fieldwork Assessment	31
	Fieldwork Verification	1
	Planning Meeting	10
2008	Fieldwork Assessment	20
	Fieldwork Verification	1
	Tornado Damage Assessment	1
	Planning Meeting	8
	Tourism Workshop	1
2009	Fieldwork Assessment	14
	Fieldwork Verification	1
	Planning Meeting	5
2010	Fieldwork Assessment	11
	Materials Assessment	1
	Flood Damage Assessment	2
	Educational Workshop	1
	Planning Meeting	7
2011	Fieldwork Assessment	7
	Fire Damage Assessment	1
	Planning Meeting	6
<b>Total Number of Consultations</b>		<b>306</b>

In 2006, the Land Trust of Tennessee, a long-time partner of the TCWNHA coordinating entity, engaged them to help restore one of their properties, Glen Leven Farm. The Glen Leven Farm consists of a historic 1857 home and 657 surrounding acres on the south side of Nashville in the city of Oak Hill, TN. The Land Trust was interested in preserving the property that was the site of the December, 1864 Battle of Nashville. The property served as a Union field hospital, and currently 91 soldiers are buried on the property. The Director of the TCWNHA coordinating entity met with the Land Trust leadership and Board members to develop an understanding of how the restoration of the property is aligned with the mission of the Land Trust, and to develop fundraising plans to help the Land Trust continue to support the estate. Over the course of four years of working with the Land Trust, the TCWNHA coordinating entity and MTSU students conducted an in-depth assessment of Glen Leven that involved examining the interior and exterior of the house, its surrounding buildings, and landscape and environmental resources. The TCWNHA coordinating entity also researched the history of the estate, and identified possibilities for future archeological work. In 2010, this work resulted in a Historic Structure Report that summarized findings, and articulated recommendations for how the Glen Leven Farm can be an interpretive and educational site of the TCWNHA. In addition, the TCWNHA coordinating entity assisted the Land Trust in developing grant applications to secure funds for the restoration, and worked with the Land Trust to receive a conditional use permit from the City of Oak Hill that allows for educational and fundraising events at the site. This planning and technical assistance work spanned four years, and

resulted in the Land Trust securing \$482,636 of funding from the Tennessee Department of Transportation to restore the site, and install an interpretive kiosk for educational purposes.

Another example of the TCWNHA coordinating entity historic and resource conservation activities include ongoing work with Franklin's Charge, a community organization that led a public-private effort to acquire and preserve a 112 acre site known as the Eastern Flank of the 1864 Battle of Franklin. In 2005 The Heritage Foundation brought in the Director of the TCWNHA coordinating entity to provide consultation on how to approach the venture. The consultation resulted in a plan to build a grass roots effort in the Franklin area that could build the necessary local support for such a significant effort. A planning group was formed that included 14 local organizations, including businesses, banks, developers, citizens and other preservation organizations. This led to the creation in 2005 of Franklin's Charge. This organization realized that in order to raise the \$2.5 million the needed to acquire and reclaim the battlefield from the private sector, they needed to make the case for positive economic impact of Civil War heritage tourism in Franklin, Tennessee. The Civil War Preservation Trust conducted an Economic Impact Study and found that battlefields have a positive impact generating jobs, tax revenues and visitor expenditures. It showed in hard numbers that battlefields are of benefit to the local economy and quality of life. Franklin's Charge contacted the TCWNHA coordinating entity to obtain funding to have the Franklin Battlefield area included in the next phase to the CWPT Impact Study. The study was completed; the local planning group with continuing consultation from the coordinating entity went on to raise \$5 million for the project. The site was acquired and conveyed to the City of Franklin and will be developed into a public battlefield park. The successful effort involved collaboration among Franklin's Charge, the City of Franklin, the Civil War Preservation Trust, the American Battlefield Protection Association, the State of Tennessee, the TCWNHA coordinating entity , local preservation groups, and over 500 donors. As part of the ongoing partnership, the coordinating entity provides speakers for educational workshops and seminars for Franklin's Charge, and will provide walking trail signage and interpretive kiosks for the Battlefield Park in the coming year as the site prepares for its official public opening. Franklin's Charge has gone on to raise in excess of \$2 million for other Civil War related historic preservation activities.

Finally, in addition to this planning and technical assistance work described above, the TCWNHA coordinating entity works with communities and individuals interested in pursuing a designation on the National Register. Having this designation can be very instrumental in securing resources to restore or conserve a property at risk of demolition or destruction. As part of telling the whole story of the Civil War, the TCWNHA coordinating entity focuses on historic African American Churches of the Civil War period, which were often founded by freed slaves and are central to telling the story of the African American experience from the Civil War to Civil Rights. Table 3.3 below is a comprehensive listing of the National Register nominations by year.



**Table 3.3 National Register of Historic Places Nominations by Year**

Year	Nominations
1998	Brame-Reed House (Melchisedec Brame Home, J.T. Woods Home), Bedford County Bowers-Kirkpatrick Farmstead, Washington County Leipers Fork Historic District (Benton Town, Hillsboro), Williamson County Mt. Zion CME Church, Obion County Booker Farm, Union County Hackney Chapel AME Zion Church, Loudon County Henderson Chapel AME Zion Church, Grainger County Historic Rural African-American Churches in Tennessee, Statewide Keener-Johnson Farm, Sevier County Pikeville Chapel AME Zion Church, Bledsoe County Republican Primitive Baptist Church, Haywood County
1999	Keener-Johnson Farm, Sevier County Booker Farm, Union County Chattanooga, Harrison, Georgetown and Charleston Railroad Tunnel, Hamilton County Chickamauga-Chattanooga Civil War-Related Sites, Tennessee and Georgia Kelly's Ferry Road and Cemetery, Marion County Light's Mill Crossing, Hamilton County Wauhatchie Pike, Hamilton County
2000	Providence Primitive Baptist Church, Rutherford County Cleburne Jersey Farm (Campbell Farm), Maury County Pierce-Bond Cemetery, Sullivan County Abernathy Farm, Giles County Cleburne Jersey Farm, Maury County
2001	Mt. Zion CME Church, Obion County Johnsonville State Historical Area, Humphreys County Brooks, Rueben, Farmstead (Brooks-Schumaier Farm), Carter County Officer Farm Historic District, Overton County Wauhatchie Pike, Hamilton County Confederate Cemetery Monument, Marshall County Golden Hill Cemetery, Montgomery County Brooks Farm, Carter County Craigs Chapel AME Zion Church, Loudon County The Transformation of the Nolichucky Valley, Greene and Washington Counties Earnest Farms Historic District, Greene County Alexandria Cemeteries Historic District, DeKalb County
2002	Earnest Farms Historic District, Greene County Charleston United Methodist Church and Cemetery, Tipton County Washington College Historic District, Washington County City Cemetery, Warren County Greenwood Cemetery, Maury County Golden Hill Cemetery, Montgomery County Salem Cemetery Battlefield, Madison County

Year	Nominations
2003	Woodlawn Baptist Church, Haywood County Riverside Cemetery, Madison County Fite-Ligon House, Smith County Logan Henderson Farm (Farmington), Rutherford County Natchez Street Historic District, Williamson County Stones River National Battlefield, amended nomination, Rutherford County
2004	Idler's Retreat (Dillon-Tucker-Cheney House), Rutherford County Spence, John C. House (Children's Discovery House Museum), Rutherford County Collins Farm, Williamson County Stones River National Battlefield, final amended nomination, Rutherford County
2005	Alexander Smith House, Williamson County Martin-Miller House (Rock Martin Farm), Warren County Ready-Cates Farm, Cannon County Barrs Chapel CME Church Historic District, Henry County Durham's Chapel Church, Cemetery, and School, Sumner County
2006	Hamilton-Brown House (Hamilton, Elijah, House), Williamson County Moore Farm, Hawkins County Kelly's Ferry Road and Cemetery, Marion County Williamson Chapel CME Church, Wilson County Riverside Farm, Montgomery County
2007	Riverside Farm (Pierce-Randolph Farm), Rutherford County Smithson-McCall Farm, Williamson County Oakland Cemetery (Silent City of the Dead), Gibson County Elmwood, boundary increase, Rutherford County McGavock-Harris-Gatewood-Webb House, Davidson County Blythe Ferry Site, Meigs County Promise Land School, Dickson County Buckley Cemetery, Henderson County Beech Grove, Davidson County Dunbar School, Loudon County
2008	Coble Monument, Madison County
2009	Trousdale-Bakerville House (Maywood), Sumner County
2010	Wilkinson-Martin House (Sims House), Giles County
2011	Douglass-Clark House (Clark House, Sumner County Courthouse), Sumner County Allen-Birdwell Farm, Greene County Henry Farm, Blount County

## Impact of Resource and Historic Conservation

**The TCWNHA has successfully fulfilled the legislative requirements in meeting resource and historic conservation goals.** The TCWNHA coordinating entity's historic and resource conservation activities are directed to help accomplish the purposes specified in the authorizing legislation, the Compact, Master Plan, and final Management Plan: *Specifically, the TCWNHA coordinating entity is to preserve, conserve and interpret the legacy of the Civil War in Tennessee, and create partnerships among governments and the private sector to support these preservation efforts.* The evaluation team considered the following measures in assessing the impact of the TCWNHA coordinating entity's historic and resource conservation activities:

- Increase the number of National Register properties from the Civil War period
- Develop partner network
- Increase community participation
- Heighten visibility of TCWNHA

Based on these measures, the TCWNHA coordinating entity's historic and resource conservation activities appear to fulfill the purposes set forth in the legislation and its management plan, and achieves the measures noted above. This section compiles the data collected from NHA documents and from the 2012 evaluation visit to TCWNHA when the evaluation team met with several partners at local restoration sites across the state of Tennessee. During these interviews, we learned about how these organizations worked with the TCWNHA coordinating entity for resource and historic preservation projects, and the impact of the coordinating entity's involvement on their respective restoration site.

### *Increase the number of National Register properties from the Civil War period*

Since TCWNHA's federal designation, the TCWNHA coordinating entity has helped 77 properties secure their designation as a National Register property. Interviewees noted that the coordinating entity's extensive and expert consultations were critical for helping organizations with the following: developing a comprehensive understanding of the history and legacy of their respective site; developing and implementing restoration plans (which can include directing the design and re-building of sites); enhancing the authenticity of the respective restoration projects; and securing funding for restoration projects. Interviewees noted these services were central to the restoration of their sites. In fact, one interviewee noted that the TCWNHA coordinating entity's combination of history and reconstruction experience was invaluable, and is the only resource available in the State that can provide this type of restoration assistance. Additionally, two of the interviewees noted the benefit of obtaining coordinating entity's assistance with their submission and successful receipt of

restoration grants from state organizations, such as the Tennessee Historical Commission or Department of Transportation. Consultations can take place over several years, with the coordinating entity involved in researching the property for inclusion in the National Register, through restoration planning and implementation, as was the case with the Doe Creek School.

#### *Develop partner network*

The TCWNHA coordinating entity's resource and conservation activities aided in the development of the partner network. In order to receive planning and technical assistance work, recipient organizations have to agree to be part of the larger partner network for TCWNHA. A few of the partner organizations interviewed noted that once they joined, the TCWNHA coordinating entity helped facilitate their connection to other partner organizations who offered resources to help with the restoration projects.

#### *Increase community participation*

The evaluation also found that the coordinating entity's professional services have been beneficial in helping partner organizations engage with their local community. One interviewee referenced how the coordinating entity director facilitated community meetings to educate residents about the site, its legacy and historical significance. This effort aided in residents volunteering their time to help with the re-building of a site where local events can take place. Another interviewee noted that due to the TCWNHA coordinating entity's help with the reconstruction of one of their local churches, the community is now planning to restore another church in their community that also has a history connected to the Civil War.

#### *Heighten visibility of TCWNHA*

Finally, several interviewees noted that their restoration projects have resulted in heightened community visibility. Several sites now have designations with the National Register, and have been designated as a Tennessee Historical Commission Marker or Civil Wars Trail Marker. In addition, interviewees noted that since their restoration project has been completed, they have seen an increase in visitation and a sense of community pride. An interviewee cited how the restoration project resulted in a site where an annual festival can be held. The annual festival organizers register attendees, and report over 1,000 people attend each year, compared to the occasional visitors that previously stopped at the site. One interviewee noted that there is a profound sense of community pride in having a "real" museum that authentically tells an important story.

Another example of the leveraging effect of the consultation and planning activities of the TCWNHA coordinating entity is seen in the expansion of the efforts at Franklin's Charge. The effort has been featured in National Geographic, Business Tennessee, NPR's Marketplace, CBS

News Sunday Morning, local media, and numerous preservation and Civil War related newspapers and magazines. We interviewed a noted Civil War historian who contributed to the National Geographic feature on the reclamation of this battlefield from a private Golf Course, having educational importance as well as meeting preservation and tourism goals.

## 3.2.2 Education and Interpretation

### Description of Activities

The TCWNHA coordinating entity's education and interpretation activities aim to build a lasting legacy of the Civil War by developing programs that convey TCWNHA's story and provide educational benefits. These educational and interpretation activities include:

- Assisting TCWNHA partners in developing education and interpretation materials;
- Sponsoring and participating in TCWNHA annual education events; and
- Providing educational workshops to partners throughout the Heritage Area.

The TCWNHA coordinating entity staff offer assistance and provide grants to partners in the TCWNHA region to develop education and interpretation materials that share the story of a particular aspect of the Civil War in Tennessee. These materials include: helping sites identify themes for which to tell their story; planning and design assistance with developing historical exhibits; providing assistance with finding architect and design firms to create exhibits; providing research that help provide language for exhibits or tours; and assisting with the creation of educational materials, such as brochures or videos. In addition staff and students of MSTU contribute a portion of their time performing many of these interpretive materials and exhibits, a valuable in-kind contribution. Students are supervised by staff of the MTSU, many of whom also are TCWNHA coordinating entity staff.

One example of this activity is the coordinating entity's work with Tennessee Department of Tourism Development. In 2006, the department received \$1 million from the State to build Civil War interpretive exhibits in each of the 14 state welcome centers. These welcome centers are located on all of Tennessee's major interstates, and the exhibits are designed to increase visitors' understanding of the Civil War and encourage them to explore the local region. Upon receipt of the funds, the department began working with the TCWNHA coordinating entity to initiate plans for developing these exhibits. The Director for the coordinating entity serves on the planning committee, and has provided input on the physical design of the exhibits, what information should be included, and the identification of themes to feature at each location. In addition, the

coordinating entity staff members drafted the majority of the text to be featured on the interpretive panels, and assisted with the planning for accompanying exhibits that feature reproductions of Civil War artifacts, brochures on the Civil War Trails program, and local driving tour brochures.

The TCWNHA coordinating entity also partners with Fort Pillow State Historical Park on education and interpretive activities. This state park is the site of a controversial battle involving a Confederate General, and involving Union brigades which included African American soldiers who had been freed through Emancipation. As Park officials and other stakeholders seek to establish the factual account of the battle and ensuing events, the TCWNHA coordinating entity is providing valued historical research and documentation to ensure accuracy of Park exhibits and displays. The TCWNHA coordinating entity also worked with the Park on the production of a video on the battle, the *Civil War Battle of Fort Pillow*.

The TCWNHA coordinating entity staff also takes a lead role in sponsoring and participating in annual education events in the TCWNHA region. One of these events is symposium that covers different aspects of the Battle of Stones River. The coordinating entity partners with the Stones River National Battlefield to host this symposium every eighteen months. They feature presentations by Civil War scholars and teacher workshops to discuss and provide insights about the strategic, political and social consequences of the Battle. An NPS representative noted that traditionally the focus of the Park was only on the battle. In recent years, the discussion has broadened to include other aspects of the Civil War period— Slavery and the Civil War, social issues, the daily life on the home front etc. The Symposia draws on resources from the Center for Historic Preservation at Middle Tennessee State University (Home of the TCWNHA coordinating entity) in partnership with coordinating entity staff. The March 2010 Symposium featured “*The Legacy of Stones River: Why They Fought*”. The next symposium, titled “*Stones River: Why the Battle Matters 150 Years Later*” will take place October 2012 and will include a teacher workshop at the Heritage Center and downtown tours.

Another central education partnership is The Tennessee Civil War Sesquicentennial Commission. The Commission was created by the Governor of Tennessee in 2005 to begin planning for events throughout the state to honor the 150<sup>th</sup> Anniversary of the Civil War. The Commission is Co-Chaired by Commissioner of the Tennessee Department of Tourist Development, and the Director of the TCWNHA coordinating entity. In this capacity, the coordinating entity plays an important leadership role in developing and implementing the state plan for the sesquicentennial of the Civil War. The Governor-appointed 24-member Commission includes representatives from The Tennessee Historical Commission, the National Park Service, and a wide range of organizations, including state agencies, historical societies, museums, convention and tourism bureaus, foundations, and Civil War-focused groups. The Commission meets monthly in Nashville. The Commission’s activities provide a strong base for statewide level planning of educational and interpretive, conservation and heritage tourism activities and events throughout the entire NHA. The inaugural event for the Sesquicentennial event occurred in Nashville in November of 2010. (See Table 3.5

below for annual events). The most recent event, held in early April 2012, commemorating the historic and devastating Battle of Shiloh, also featured significant new additions to the Shiloh National Military Park by the Civil War Trust, and the premier of the PBS film, *The Story of Shiloh: Fiery Trial*. The TCWNHA coordinating entity was involved in the development of and content featured in this film, which will be distributed widely, with particular emphasis on reaching Tennessee schoolchildren. Events and planning will continue through 2015.

**Table 3.4 Signature Sesquicentennial Events**

Year	Location	Theme	Attendance
2010	Nashville	The Coming of War	9,000
2011	Tennessee Tech University	Civil War in the Borderland	2,500
2012	Pickwick Landing State Park	The Battle of Shiloh	100,000

In addition to annual events, the TCWNHA coordinating entity also offers educational workshops throughout the heritage area. Since 2000, there have been 50 workshops with 4,538 attendees.

Workshops focus on a wide range of topics. The Stones River symposia were discussed above; their focus is on bringing the wider range of events surrounding the Civil War to visitors to Stones River National Battlefield. The symposia also targets teachers and to impact the presentation of the War in materials for educators, as for example through the “Teaching from Primary Sources” Program of the TCWNHA coordinating entity partner CHP. Other workshops include the 2007 “Why Franklin Matters” symposium, art of the grass roots planning effort in Franklin to build awareness of and support for the reclamation of the Battle of Franklin Eastern Flank. Other workshops indicate the TCWNHA coordinating entity’s educational mission to their partners, such as the workshop for the Tennessee Preservation Trust in 2003 and the 2007 Teacher’s workshop for the Civil War Preservation Trust. Others mark their partnership with the African American legacy of the Civil War, such as the 2006 African American Preservation Alliance. Table 3.5 below shows the breadth of the partners and topics addressed through TCWNHA coordinating entity workshop activities.

**Table 3.5 NHA Workshop Offerings and Attendance by Year**

Year	Workshop	# of Meetings	Attendees
2002	Stones River Symposium	1	106
2003	Citizens Advisory Group	2	22
	Tennessee Preservation Trust	1	15
	Nashville City Cemetery Association	1	25
	Society of Military Historians	1	30
2004	Stones River Symposium	1	164
2005	IHDC mobile workshop	12	370
	Stones River Symposium	1	184

2006	Alliance of the Cumberlands keynote	2	95
	City of McMinnville Preservation Day	1	20
	African American Preservation Alliance Conference	1	150
	Battle of Blue Springs Education Day	1	150
2007	Stones River Symposium	1	300
	Economics of Sustainable Tourism	1	30
	Rutherford County Tourism Summit	1	25
	Why Franklin Matters symposium	1	175
	Tennessee Association of Museums	1	30
	Teachers Workshop, Civil War Trust	2	70
	Alliance of the Cumberlands	1	25
	County Workshops: Linden, Centerville, Clifton, Hohenwald	4	75
2008	Tennessee Association of Museums	1	25
	Fighting for Heartland Symposium	1	160
	Andrew Johnson Bicentennial	1	225
	East Tennessee Preservation Summit	1	200
	Stones River Symposium	1	120
2009	Sustainable Tourism Workshop	1	125
	Tennessee Preservation Trust	2	70
	River Parkway Commission	1	45
	NTHP Field Session	2	52
	Franklin Charge Symposium	1	175
	Teachers Workshop	1	20
	America's Best Idea Workshop	1	15
2010	State Park Ranger Workshops	1	30
	Ohio Valley History Conference	1	12
	Tennessee Council History Education	1	15
	Sustainable Tourism Workshops	1	340
	Oaklands Mansion Teacher Workshop	1	25
	Civil War Teachers Institute	1	15
	Belmont Mansion Symposium	1	23
	America's Best Idea Workshop	1	120
	Metro Nashville Teachers Institute	1	30
2011	Tennessee Decorative Arts Symposium	1	35
	Tennessee Parks and Greenways	1	18
	Civil War Trust Teachers Workshop	1	125
TOTAL		64	3984



## Impact of Education and Interpretation

**The TCWNHA has successfully fulfilled the legislative requirements in meeting Education and interpretation goals.** TCWNHA coordinating entity’s education and interpretation activities are directed to help accomplish the purposes specified in the authorizing legislation, the Compact, Master Plan, and final Management Plan. Specifically, the TCWNHA is to: *preserve, conserve and interpret the legacy of the Civil War in Tennessee; help the community recognize and interpret important events and geographic locations representing key Civil War battles, campaigns, and engagements in Tennessee; help the public recognize and interpret the effect of the Civil War on the civilian population of Tennessee during the war and postwar reconstruction period; and, create partnerships among governments and the private sector to support these efforts.*

As described in the section above, TCWNHA coordinating entity professional services of offering technical assistance and grants support many of these purposes. Coordinating entity staff engages in several partnerships that result in the development of education and interpretation materials, events, and workshops that educate the public about the Civil War and its impact on the state of Tennessee. In providing these education-related activities, the programs emphasize the diversity of the peoples involved in the Civil War and convey the “whole story” of the heritage area.

The evaluation team considered the following measures in assessing the impact of the coordinating entity’s historic and resource conservation activities:

- Increase in education/interpretation events on the Civil War
- Increased recognition of a broad inclusive Civil War story
- Developing the partner network

### *Increase in education/interpretation events on the Civil War*

As can be seen from Table 3.4 and 3.5, the coordinating entity has fulfilled the goal of increasing the number of education and interpretation opportunities in the TCWNHA. This is attested at the state level, with over 100,000 attendees at Sesquicentennial interpretive events over the past three years. This is also attested to by the increased interpretive signage and educational materials, as for example at the fourteen State Visitor Centers and at many restored properties, state and national parks and battlefields (e.g., Franklin Battlefield; signage at many of the Historic restorations mentioned in section 3.2.1.). Over 88 workshops were sponsored by the coordinating entity, reaching over 4,500 persons. The coordinating entity often provides or makes accessible expert speakers and presenters for partner organizations (e.g., Franklin and Stone Rive Symposia). Other activities that have an educational and interpretive component, such as the Civil Wars Trails marker network, and exhibits and publications, will be discussed in Sections 3.2.3 and 3.2.4.

The coordinating entity also increases the reach of education and interpretation activities by creating products for teachers as classrooms, such as the special one-day workshop for educators titled “Teaching with Primary Sources across Tennessee” held during the Sesquicentennial celebration in April, 2012. The coordinating entity sponsored the workshop which was open to all K-12 educators. The workshop informed participants about a number of Civil War-related collections available through the Library of Congress website and explore strategies for incorporating these sources into activities for use in the classroom. Teaching with Primary Sources is an ongoing program of the coordinating entity creating tools and resources for educators.

#### *Increased recognition of a broad inclusive Civil War story*

Attendance figures listed above indicate that there is interest in the Civil War Story in Tennessee, and that many individuals are attending events that are geared at widening their interpretation. Partner interviews conducted during the week-long site visit indicated that not only site visitors, but site proprietors, are having their vision enlarged by the education and interpretation events of the coordinating entity. The proprietor of a State Battlefield Information Center noted that the informational materials and consultation that the coordinating entity provided resulted in their moving beyond telling just the story of the Battle held at their site. Coordinating entity interpretive materials helped the Center provide a more accurate and balanced view of activities, which included devastation of countryside by both armies. They now solicit and present materials on other aspects of the battle. These include effects on local families, and the multiple views of the conflict resulting from conflicting loyalties of local residents, with families and regions split between support for the Union or the Confederacy.

Another proprietor of a Museum and tourist destination indicated that their exhibits on famous battles were influenced by expert historical commentary from the coordinating entity. Also, the special traveling exhibit discussed in Section 3.2.4 on Emancipation which spent some time at this destination, marked the first time their interpretive materials opened to include the story of slavery and its aftermath. This museum keeps attendance records and reports 50,000 visitors monthly during the high tourist season.

As discussed in the Methodology section, we were limited in the number of community intercept interviews we could conduct due to OMB requirements. In the 25 interviews that were conducted we found that respondents were very aware of the importance of the Civil War in their state, and interested in learning more. Many respondents, in partner as well as community interviews, started off their commentary with “We Tennesseans”. We collected comments such as “We Tennesseans are very interested in our History”; or “Tennesseans were very affected by the War”, e.g., because of the division between families and neighbors and regions over alliance to either side. Interviews were held at four locations: two of the sites had nearby TCWNHA markers and two had no obvious visible affiliation. Of the 25 interviews, 9 persons had not heard of the NHA; 16 persons were

familiar with the NHA; and 6 persons were familiar with the Civil War Trails Program. Five of the people who knew about the NHA had visited many Civil War sites, and were familiar with the fact that the TCWNHA was involved in disseminating information about the Civil War. One teacher noted she had also taken her class to the Sesquicentennial in April, and stated that they all were very excited and enjoyed the experience.

### *Developing the partner network*

The education and interpretation activities of the coordinating entity are all performed in the context of the partner network. The partner interviews we conducted indicated that they view the partnerships as based in a common vision of providing the story of the Civil War in Tennessee. They also indicated the value the coordinating entity brings to the partnership consists largely in the expertise in both the history of the War, and in how to create learning products and opportunities to get the message out. Members of the Western Tennessee Historical Society, the Tennessee Historical Commission and the Sesquicentennial Commission noted the importance of historical accuracy in the products of the coordinating entity. Partners are engaged and retained by the contribution the coordinating entity makes to providing them with workshops and interpretive materials that they can use to carry out their own mission. Representatives of the NPS cited this contribution to their partnership in conducting the Symposia at the Stones River Battlefield. Smaller community partners, such as Information Centers and Museums noted the value of accuracy to their materials and displays. The respondents at Fort Pillow State Park noted that ensuring historical accuracy is behind their ongoing partnership with the coordinating entity, as they have involved them in a video on the events at the site (a Battlefield site) and ongoing consultation on the visitor center exhibits

Another contribution of the coordinating entity that sustains partnerships is expertise in marketing interpretive materials. The State Information Center we visited noted that the coordinating entity provided important marketing consultation, in that staff advised on how they could add rack cards for more efficient outreach, encouraged the Center to look at creative story dissemination modes, such as videos, and supplemented the work of the local historian. The coordinating entity also helped the Center expanded walking tour by reaching out to the Civil War Trust and the Tennessee Historical Society.

## **3.2.3 Heritage Tourism**

### **Description of Activities**

The TCWNHA coordinating entity engages in tourism-related projects with TCWNHA partners to develop projects that aim to promote heritage area tourism to share the legacy of the Civil War in

Tennessee with the public. The TCWNHA coordinating entity fulfills the goals of the authorizing legislation and management plan through working with State and local partners:

- To develop tourist destinations through provision of interpretive signage and promotional guides and brochures, such as the Civil War Trails programs
- To identify strategic planning opportunities to initiate and access additional funds for tourist destination planning and implementation (e.g., Scenic Byway; Mississippi River Corridor).

A few of these projects are primarily related to other strategic activities, but have an impact on heritage tourism as well. For example, the coordinating entity's assistance with developing the interpretive exhibits for the state welcome centers (discussed in section 3.2.2) are intended to not only educate the public about the Civil War, but also encourage residents and visitors to explore the region. Another example is related to the coordinating entity's work in helping partners restore buildings and properties could also increase tourism throughout the heritage area.

In addition to the examples provided above, the coordinating entity engages in other projects that are more directly related to heritage tourism. These heritage tourism-related projects include the Tennessee Civil War Trails program, the Discover Tennessee Trails and Byways project, and the Mississippi River Corridor-Tennessee (MRCT) project. Details of these projects and the coordinating entity's involvement are provided in the sections below.

The Tennessee Civil Wars Trails program was launched in January, 2008 through the Tennessee Department of Tourism Development, and with the support of the Governor, the Tennessee Department of Transportation, and the coordinating entity. The program marks sites throughout the heritage area that played a significant role in the Civil War. The program provides trail maps that encourage visitors to explore different routes, and each site within the trail has interpretive signage, called "markers", that share the story of the Civil War in the state. Over 240 Civil War Trail Markers have been crafted and installed to date. The coordinating entity has primary responsibility for drafting and ensuring the accuracy of the text of these markers.

TCWNHA coordinating entity staff is in planning for the trails program, and provides their expertise to ensure both the historical accuracy and significance of each marker. In performing this work, coordinating entity staff works closely with local sites to identify and authenticate their Civil War story, develop plans for how it should publicly interpreted, and review any text and images created for historical accuracy. The coordinating entity is also involved in the development of the Tennessee Civil Wars Map Guide.

The Discover Tennessee Trails and Byways Project promotes 16 different trails that are designed to help tourists explore lesser-known attractions located in communities throughout all 95 counties of the state. The coordinating entity Director has worked with the Department

of Tourist Development to integrate historical information into these trails as well. This program is also supported by the Tennessee Department of Transportation.

This initiative promotes 16 different trails that are designed to help tourists explore lesser-known attractions located in communities throughout all 95 counties of the state. The TCWNHA Director has worked with the Department of Tourist Development to integrate historical information into these trails as well. This program is also supported by the Tennessee Department of Transportation.

The Mississippi River Corridor - Tennessee, Inc. (MRCT) is one of the partners for TCWNHA whose mission is to identify, conserve, and interpret the region's natural, cultural and scenic resources to improve the quality of life and prosperity in the western region of Tennessee. In 2005, MRCT applied for a National Scenic Byways grant from the federal Highway Administration, and asked for the coordinating entity's support in developing the program. Staff conducted research and compiled documentation and photographs to support the grant application. Also, once the funds were received coordinating entity staff have assisted MRCT in engaging the greater community to develop plans for how the program can further promote tourism and improve the economic security of the region. The coordinating entity also provided a grant to the MRCT to support the state of Tennessee's in its effort to officially re-enter the Mississippi River Corridor Program.

At the local level, The Heritage Center of Murfreesboro and Rutherford County, a joint venture sponsored by the Tennessee Civil War National Heritage Area, Main Street: Murfreesboro / Rutherford County, Inc., the City of Murfreesboro, and the Center for Historic Preservation at Middle Tennessee State University, opened its doors in the fall of 2006. The Heritage Center promotes Murfreesboro and Rutherford County history to visitors and residents alike, with a special focus on Murfreesboro as a Civil War battlefield and, following the Battle of Stones River, important federal supply base. Stories are told through diverse exhibits, public programs, educational events, school field trips, and downtown tours. The Heritage Center also serves as an orientation hub directing visitors to historic and cultural sites, resources, and events throughout the county. The Heritage Center and all its events and services are free and open to the public, with substantial operating support provided by Rutherford County and State Farm Insurance. The Heritage Center is also home to Main Street: Murfreesboro/Rutherford County, Inc., a key non-profit institution that encourages the preservation of the city's historic downtown business district.

### **Impact of Heritage Tourism**

**The TCWNHA has successfully fulfilled the legislative requirements in meeting heritage tourism goals.** According to TCWNHA's authorizing legislation and its Compact, Master Plan, and final Management Plan, the coordinating supports tourism projects that help share the legacy of the Civil War with the public, fulfilling the 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 and historic site identification, preservation, enhancement, and education.*

The evaluation team considered the following measures in assessing the impact of the coordinating entity's tourism activities:

- Increased promotion of Heritage Tourism
- Heightened visibility of the TCWNHA

#### *Increased promotion of Heritage Tourism*

The evaluation found that the coordinating entity has increased promotion of heritage tourism. This finding is validated by interview data, as well as awards and accolades received. Their work in the Civil Wars Trails Program, for example, has created 234 trail markers, cited by the State Department of Tourism Development as key components of anchoring emerging tourist destinations. In 2011, the Governor of Tennessee awarded the coordinating entity Director with the prestigious Wiley-Oakley award, an award recognizing outstanding contribution to the Tourism Industry in Tennessee. This was the first time in the history of the award that it that it went to someone outside of the state's tourism industry. Moreover, the National Trust for Historic Preservation identified the Civil Wars Trails as one of the most successful and sustainable heritage tourism programs in the nations. Commissioner Susan Whitaker of the Tennessee Department of Tourism development credited the coordinating entity Director of the TCWNHA for much of the success of the program, stating that the:

“The success of the Tennessee Civil Wars Trails program is due largely to the partnership with the Tennessee Civil War National Heritage Area, where, under the leadership of Dr. Carroll Van West, each marker is vetted for authenticity and accuracy”. (Page 6).<sup>6</sup>

#### *Heightened visibility of the TCWNHA*

In addition, data suggests that the visibility of the region has increased as a result of these TCWNHA related projects. As of 2011, 415,000 copies of the TCWNHA Civil War Trails guide were distributed, making this guide the most requested guide in the five-state Civil Wars Trail Program. Many informants cited the importance of having the credibility and historical expertise of the NHA, through the coordinating entity Director and his staff, behind the content of this (and other) statewide programs and materials. Interviewees noted that the Trails program reaches

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<sup>6</sup> Department's 2011-2012 Tennessee Tourism Roadmap

communities across the entire state, and that it contributes to heritage tourism and Civil War themed education and interpretation efforts in Tennessee. Individuals interviewed in the community intercepts indicated that the presence of both historical and Civil War Trail markers at sites increases their awareness of the Civil War heritage, and of the NHA, whose logo appears on each marker.

### 3.2.4 Research and Dissemination

#### Description of Activities

The coordinating entity conducts ongoing research and dissemination on the Civil War era and produces materials that support telling the whole story of the War. The coordinating entity is positioned within the Center for Historic Preservation in Middle Tennessee State University, and its Director, staff and University associates have considerable experience in conducting research in this area. The coordinating entity performs research and dissemination activities through:

- Conducting and sponsoring research and reports
- Contributing to publications and websites

The activities highlighted in Table 3.7 below provide examples of 51 major research reports prepared through the coordinating entity. Reports are written by staff at MTSU and by students working on research projects in their degree programs under the supervision of MTSU staff. In one example the research is an assessment or feasibility study, as is the case of the “*Architectural and Historical Survey of Mississippi River Corridor, Memphis*” in 2006. This study was written for the Mississippi River Natural and Recreational Corridor and Tennessee Parks and Greenways Foundation, in support of the development of the Mississippi River Corridor, Tennessee. In another example, the research report is on an historical topic, such as the “*Recordation and Investigation of the Smokehouse/Icehouse/Potatohouse of the Tennessee Confederate Soldier’s Home Near the Hermitage*,” in 1998. This report is an example of the coordinating entity exploration of the social context and daily life in the Civil War era. Studies such as the *Pickett Chapel United Methodist Church: Historic Structure Report*, submitted to the Wilson County Black History Committee, and *the Courage, Faith, Commitment: Franklin’s African American Heritage* report, submitted to the Williamson County African American Heritage Society and Historic Carnton Plantation, reflect the commitment of the coordinating entity to tell the story of the Civil war from the point of view of the African American population.

These reports give examples of the breadth of research topics of the coordinating entity and the diversity of the partnership network, in the variety of community organizations for whom the

report was produced. The reports also are often written to set the groundwork for future action, whether it be the development or restoration of a property, or creating materials that can be used by the local organizations to enhance their interpretive materials.

**Table 3.7. Accomplishments in NHA Research and Dissemination**

Year	Major Research Reports
1998	The Hermitage Log Barn; Recordation, Description, Analysis, and Deduction, The Hermitage Recordation and Investigation of the Smokehouse/Icehouse/Potatohouse of the Tennessee Confederate Soldier's Home Near The Hermitage, The Hermitage
1999	The Carnton Slave House: Comments Regarding Roofing Replacement, Porch Restoration, and Original Use, Historic Carnton Plantation The Vaughter House: Recordation Drawings, Photography, and Architectural Description: Review of Historic Documentation; Invasive Investigation and Analysis, Stones River National Battlefield Vaughter House Report: Eligibility Assessment, Stones River National Battlefield
2001	Tennessee Civil War National Heritage Area: Draft Interpretive Outline
2002	Greenwood Cemetery, Nomination and Preservation Plan, Columbia, Tennessee Master Plan for the Tennessee Civil War National Heritage Area
2003	The Renewal of the Williams-Hildreth-House Property, Franklin, Natchez Place, Inc.
2004	Proposal for the Repairs of the Moore County Courthouse, County Executive of Moore County Historic Site Report: New Bethel Baptist Church, Oak Ridge, Tennessee
2005	A History of the 110th and 111th Regiments United States Colored Troops (USCT), City of Pulaski Maury County African-American Heritage Tour Guide, Middle Tenn. Visitors Bureau Preservation Guide for the Old Jailor's House, Charlotte, Tennessee, Dickson County Historical Society Physical Condition Assessment and Maintenance Recommendations for "The Pillars," Bolivar, Tennessee
2006	Physical Condition Assessment and Maintenance Recommendations for the Sam Davis Home, Sam Davis Memorial Association, Smyrna, Tennessee Pieces of the Whole: Pulaski Focuses on 2009, City of Pulaski Looking at Lynnville: Heritage Tourism Possibilities, City of Lynnville Tennessee Iron Furnace Trail: A Guide to Resources on the Western Highland Rim, U.S. Forest Service and Tennessee Civil War National Heritage Area Marion County Civil War Heritage Driving Trail Guide, National African American Historical Association of Marion County Longstreet Headquarters Historic Structure Report, Hamblen County Architectural and Historical Survey of Mississippi River Corridor, Memphis: Mississippi River Natural and Recreational Corridor and Tennessee Parks and Greenways Foundation Blount County Heritage Areas Feasibility Study, Maryville: Smoky Mountains



	<p>Convention and Visitors Bureau  Eastern Flank of Franklin Battlefield Section 106 Survey, Franklin: City of Franklin Planning Department  Physical Condition Assessment and Restoration Recommendations for Doe Creek School, Henderson County  Physical Condition Assessment and Restoration Recommendations for St. Mark United Primitive Baptist Church, Maury County</p>
2007	<p>Restoration Guide for Historic Log Houses: Tennessee Civil War National Heritage Area  Pickett Chapel United Methodist Church: Historic Structure Report, Wilson County Black History Committee  Courage, Faith, Commitment: Franklin’s African American Heritage, Williamson County African American Heritage Society and Historic Carnton Plantation  Master Plan Executive Summary: Mississippi River Natural and Recreational Corridor, the Mississippi River Corridor Project and the McKnight Foundation</p>
2008	<p>Historic Structure Report: Montgomery Bell Office Building, Cumberland Furnace, Tennessee, Tennessee Civil War National Heritage Area  Creating a Regional Sense of Place for Hickman, Lewis, Perry, and Wayne Counties  Courage, Faith, and Commitment: Franklin’s African American Heritage Driving Tour, Franklin: Historic Carnton Plantation  Preservation Needs Report: Free Hill Community Center, Free Hill Community Club  Historic Furnishings Report: Longstreet Headquarters at the Nenny Homestead, Morristown: Lakeway Civil War Preservation Association  Preservation Needs Report: Niota Train Depot, Niota, Tennessee, City of Niota</p>
2009	<p>Physical Condition Assessment of Devil’s Step Hollow House, Cumberland County, Tennessee State Parks  Physical Condition Assessment and Restoration Recommendations for Ridley’s Landing Cabin  Thompson’s Station Civil War Battlefield Park Plan, Thompson’s Station, Tennessee Civil War National Heritage Area  A Legacy to Be Preserved and Celebrated: African American Heritage Resources in Cocke County, Tennessee, Tanner Cultural Center</p>
2010	<p>Battery Hill Earthworks, Carthage, Tennessee: Heritage Development Plan, prepared for Smith County Mayor  Madison County, Tennessee, Civil War Heritage Development: A Status Report, prepared for the Jackson Downtown Development Corporation, the Discovery Museum of West Tennessee, and the Big Black Creek Historical Society  Flood Damage Assessment for the Carnton Plantation Springhouse, prepared for Battle of Franklin Trust  The McCampbell House, Davidson County, Tennessee: Physical Condition Assessment and Restoration Priorities, prepared for the Tennessee State Museum and the Tennessee Historical Commission  The Thompson’s Station Civil War Battlefield Park Plan, Thompson’s Station, TN: Tennessee Civil War National Heritage Area  Elk River Country Historic Resources Survey, Southern Giles County, Tennessee, Giles County, Elkton Historical Society and Giles County Historical Society</p>

	Glen Leven Historic Structure Report and Archaeological Reconnaissance Survey, Nashville: Land Trust for Tennessee
2011	Cold Spring Farm Heritage Development Plan Contextual and Architectural History, Condition Assessment, and Interpretive Plan for the Buchanan Log House, Metro Nashville Historical Commission and the Buchanan Log House Chapter, Association of the Preservation of Tennessee Antiquities Glen Leven: Telling Its Stories. A Education and Interpretive Plan, The Land Trust for Tennessee Franklin Cemeteries Project and Preservation Plan: Old City Cemetery and Rest Haven, City of Franklin Clay County Courthouse, Celina, Tennessee: Heritage Development Plan, Clay County The Longstreet Headquarters: An Exhibit with Period Rooms, Lakeway Civil War Preservation Association, Morristown, Tennessee Glen Leven: Historic Structure Report and Archaeological Reconnaissance Survey, Nashville: Land Trust for Tennessee

One of the major publications of the coordinating entity is the Civil War content in *Tennessee Encyclopedia of History and Culture*.<sup>7</sup> This work was edited by the Director of the coordinating entity, who also contributed significant content, particularly in the entries on the Civil War. This reference work includes over 1,500 entries prepared by 560 authors, and won several awards (see Impact, below). The coordinating entity has also made an on-line version available.

The coordinating entity is also partnering with the Tennessee Historical Society to develop a Civil War Sesquicentennial book series that compiles the best Civil War and Reconstruction articles from the Tennessee Historical Quarterly over the last several decades. The coordinating entity and the Center for Historic preservation have also published many other peer reviewed articles, chapters and anthologies.

The coordinating entity supports websites featuring Civil War topics. For example it provides content for and review of materials posted on the Shades of Gray and Blue. This project is a collaborative effort of the Middle Tennessee State University Walker Library, the Center for Historic Preservation at Middle Tennessee State University, and Vanderbilt University Libraries. The site features art and artifacts gathered from across the State that relate to stories of Civil War in Tennessee.

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<sup>7</sup> West, Carroll Van, Connie L. Lester, Margaret Duncan Binnicker, Anne-Leslie Owens, and Susan L. Gordon, eds., *Tennessee Encyclopedia of History and Culture* (1998). Published the Tennessee Historical Society in cooperation with Rutledge Hill Press 1998.

*The Looking Back: The Civil War in Tennessee* Project also supports the dissemination of Civil War era history and increases its accessibility to the public. The Looking Back Project is an innovative effort of the Tennessee State Library and Archives (TSLA) that engages Tennesseans in preserving Tennessee’s Civil War history and that was initially proposed by the TCWNHA Director. In the program, teams of professional archivists, curators, and conservators are deployed by the TSLA to communities throughout the state in events where the public is invited to bring personal Civil War-related items to be evaluated and preserved in digital form. The digital images are then maintained by the TSLA in a permanent online archive that can be accessed by the general public and educators. The project has now coordinated events in over 30 communities throughout the state, and has digitized over 7,000 documents, photos, and artifacts, many of which are new materials that were not previously known or available to the public. An official from the TSLA indicated in an interview that the program would not have been initiated without a strong proposal from the TCWNHA.

### **Impact of Research and Dissemination**

**The TCWNHA has successfully fulfilled the legislative requirements in meeting research and dissemination goals.** According to TCWNHA’s authorizing legislation and its Compact, Master Plan, and final Management Plan, TCWNHA is to *Preserve, conserve, and interpret the legacy of the Civil War in Tennessee*. The research and dissemination activities of the TCWNHA contribute to the interpretation of the legacy of the Civil War, its battles, and the impact on the civilian population. The evaluation team considered the following measures in assessing the impact of TCWNHA’s Research and Dissemination activities:

- Production of research reports in support of TCWNHA and partner activities
- Dissemination of research reports and publications

#### *Production of research reports in support of TCWNHA and partner activities*

Data collected during the site visit, in informant interviews and through documentation attest that the TCWNHA coordinating entity fulfilled the goal of creating research and research reports that supported partner activities. A review of the 51 research reports provided in Table 3.7 provides an overview of the number of research topics as well as the diverse array of partners supported by the coordinating entity. In addition, partner interviews indicate the utility of these research efforts and reports in supporting their activities. For example the Director of Franklin’s Charge indicated that the research report *Eastern Flank of Franklin Battlefield Section 106 Survey, Franklin: City of Franklin Planning Department* in 2006 helped to enlist City and local community support for the initiative to reclaim the Franklin Battlefield.

Also, the coordinating entity research efforts build on each other. The 2006 report, *Physical Condition Assessment and Restoration Recommendations for Doe Creek School, Henderson County* was created to support the restoration of the Doe Creek schoolhouse, which was a Historic Log House. The research and practical knowledge gained during the restoration led to the publication of the *Restoration Guide for Historic Log Houses* in 2007, which made this restoration knowledge available to others facing restoration challenges.

The informants from the Mississippi River Corridor – Tennessee indicated that the report, *Master Plan Executive Summary: Mississippi River Natural and Recreational Corridor*, published in conjunction with the Mississippi River Corridor Project and the McKnight Foundation engaged partner support for moving forward. The report presents a credible assessment of the challenges as well as the benefits of the project, and was a very useful engagement tool. In addition, the informants noted that the consultation the coordinating entity provided in establishing a planning process was itself very useful, and they have modeled their partnership building process on this model.

#### *Dissemination of research reports and publications*

The coordinating entity fulfills its publication dissemination goals through creating multiple channels for the dissemination of their products. Both the coordinating entity and CHP website feature many of the publications of the coordinating entity. In addition, partner sites host many products of the coordinating entity as well. For example the coordinating entity researched and wrote the Civil War Trail Guide discussed in Section 3.2.4, and over 400,000 copies have been distributed by their partner, the Tennessee Department of Tourism Development.

The award winning *Tennessee Encyclopedia of History and Culture*<sup>8</sup> has been made available on-line at <http://tennesseeencyclopedia.net>. This product was the co-winner of the Tennessee History Book Award and received an ASLH Award of Merit in 1999. Coordinating entity staff, particularly the Director, was very involved in producing The Civil War content of this volume, the Director authoring much of the material.

Other websites making Civil War Historical material accessible to the public include the include the Shades of Gray and Blue site (<http://www.civilwarshades.org>) and Looking Back the Civil War in Tennessee will be hosted on the Tennessee State Library and Archives website when completed. The coordinating entity also disseminates Civil War legacy through traveling exhibits, documentaries and preserving living landscapes, which are discussed under community engagement, Section 3.2.5, below.

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<sup>8</sup> West, Carroll Van, Connie L. Lester, Margaret Duncan Binnicker, Anne-Leslie Owens, and Susan L. Gordon, eds., *Tennessee Encyclopedia of History and Culture* (1998). Published the Tennessee Historical Society in cooperation with Rutledge Hill Press 1998.

## 3.2.5 Community Engagement and Impact

### Description of Activities

Community Engagement and Impact Activities are defined by the coordinating entity as those that reach out to local and national audiences throughout the state to bring them into contact with the Civil War legacy in Tennessee. These activities are accomplished through:

- Documentary productions aired on national and local television stations
- Permanent and Traveling exhibits on the Civil War
- Restoration and maintenance of “living landscapes”

The Tennessee Department of Education, and the Sesquicentennial Commission, co-chaired by the Director of the coordinating entity, are primary sponsors of a four-part documentary thematic series on the Civil War in Tennessee, which is being aired both nationally and locally. The films will also continue to be made available to schools across the state for years ahead. The first three films in the series, on *Secession*, *Civil War Songs and Stories*, and *Fiery Trail* (about the Battle of Shiloh), have now aired, with the Shiloh film aired on April 5<sup>th</sup> in coordination with the anniversary of the battle. The final film, on women in the Civil War, is under production. The first two films were both nominated for Emmy awards.

Table 3.8 presents some select examples of the coordinating entity’s exhibits on the Civil War legacy. The Free at Last: Emancipation and Reconstruction in Tennessee exhibit is still traveling through the State. It was at the Casey Jones Museum during our site visit in 2012. The exhibit occupies an entire large room, with over four interpretive panels, display boxes and artifacts. The interpretive materials were all written and supplied by the coordinating entity. This museum records monthly attendance of around 50,000 persons.

**Table 3.8 Major TCWNHA Coordinating Entity Exhibits on the Civil War Legacy in Tennessee**

Year	Major Exhibits
2004	The History Wall at Discovery Center Museum: Themes and Timeline, Discovery Center Museum, Murfreesboro, Tennessee Interpretive Kiosks at Oaklands Mansion, Oaklands Association and Ashworth Environmental Design
2005	Building a Cemetery and Creating a Community: The Story of Cemetery, Rutherford County, Tennessee, Photograph Exhibit, Stones River National Battlefield
2006	At the Crossroads: The Civil War in Granville,” Exhibit, Granville Museum, Granville, Tennessee
2007	Free at Last: Emancipation and Reconstruction in Tennessee, traveling exhibition The Occupied City Exhibit, The Heritage Center of Murfreesboro and Rutherford County
2008	The Civil War in McMinnville, Tennessee Civil War National Heritage Area Exhibit The Time that Changed Everything: Murfreesboro’s Civil War Era, Exhibit, The Heritage Center of Murfreesboro and Rutherford County, Murfreesboro
2009	Interpretive Script for Audio Tour of Parker’s Crossroads Civil War Battlefield, Parker’s Crossroads Battlefield Association <i>The Civil War Battle Of Fort Pillow</i> . Documentary, DVD Music and Memories on the McDonald Craig Farm, Stories of Tennessee’s Century Farms
2010	Two Centuries on the Conger Farm, Stories of Tennessee’s Century Farms Series DVD Battle of Parker’s Crossroads, audio tour, produced for the Parkers Crossroads Battlefield Association
2011	James Longstreet Museum Exhibit produced for the Lakeway Civil War Preservation Association

In addition to providing expert consultation on the materials on exhibit at Fort Pillow state Park, the coordinating entity also collaborated on a DVD titled the *Civil War Battle of Fort Pillow*. This DVD runs as a regular feature at the Park in a small amphitheater. The coordinating entity partners with exhibits at the National Park Service’s Stones River Battlefield Park and Andrew Johnson National Park in East Tennessee.

The coordinating entity also contributes to “living landscapes” through its restoration work with local Churches, cemeteries and Battlefields. The term “living landscape” refers to restoration work that is part of a vibrant, active setting, reflecting the community and heritage of the site. The Churches and cemeteries have histories tied to events in the Civil War. For example some of the historic African American Churches, schools or cemeteries restored by the coordinating entity (e.g., Promise Land, Picket Chapel United Methodist Church) were founded by freed slaves in the early days of emancipation. Their history is critical to the emergence of a free African American community in the state and the eventual emergence of the Civil Rights Story. The restored Doe Creek School is on property still owned by family members whose ancestors lie in the adjacent

cemetery. Events leading to the death of these family members are still part of the living oral history in the town, as we learned during our site visit.

Some coordinating entity projects discussed in previous Sections also fulfil community engagement goals of reaching national and local audiences, e.g., the Sesquicentennial Annual Events, the Civil War Trails and events such as the Legacy of Stones River Symposia.

Another major community engagement tool is the worldwide web. The dissemination function of the web was discussed in section 3.2.4. The coordinating entity also uses social media such as Facebook and Twitter as well as traditional web protocols.

### **Impact of Community Engagement**

**The TCWNHA has successfully fulfilled the legislative requirements in meeting community engagement goals.** The Community Engagement activities fulfill the goal of TCWNHA's authorizing legislation and the Compact, Master Plan, and final Management Plan to *preserve, conserve, and interpret the legacy of the Civil War in Tennessee*. The evaluation team considered the following measures in assessing the impact of TCWNHA's Community Engagement activities:

- Production of DVDs, videos, exhibits and products for local and national audiences
- Evidence that these products are reaching their intended audience.

The evidence supports that the TCWNHA coordinating entity has fulfilled its goals of producing materials for local and national audiences, and that these products are reaching those audiences.

#### *Production of DVDs, videos, exhibits and products for local and national audiences*

Both the activities in Table 3.8 and the data we collected during the site visits supports the conclusion that the coordinating entity is fulfilling the goal of producing accessible materials on the Civil War for intended audiences. The first two episodes of the six part documentary were produced and received Emmy nominations. We spoke with representatives from State and National Parks, visitor centers, museums and community organizations and there were many comments on the responsiveness of the coordinating entity in providing support for exhibits or products to reach their constituents.

For example in 2008 coordinating entity worked with the City Murfreesboro, TN and their county tourism authority to restore a site that could contribute to the revitalization of the downtown area. CHP aided in the historic restoration and provided educational exhibits. As a result of this project, interviewees from Murfreesboro, TN note an increase in foot traffic and new businesses occupying formerly vacant spaces along the Main Street. With the educational programs and visitor centers, tour buses now come weekly to the site. The Proprietor of the State Visitor Information

Center at Parker’s Crossroads noted the ongoing support she receives from the coordinating entity in keeping her exhibit materials up to date, as did the informants at Fort Pillow State Park. The coordinating entity was also cited as being an ongoing resource for their exhibits. The coordinating entity had collaborated on a Civil War and the Railroad exhibit, as well as the Emancipation exhibit already discussed.

*Evidence that these products are reaching their intended audience*

There is evidence to support the conclusion that these products are reaching their intended audience. For example, *The Free at Last: Emancipation and Reconstruction in Tennessee* at the Casey Jones Museum exhibit had a grand opening and a press release was crafted. This led to widespread interest. The Commissioner of the Tennessee Department of Tourism, members of the State Legislature and City and County representatives all attended the opening event. This museum keeps attendance records and reports 50,000 visitors a month during the tourist season.

The coordinating entity, along with some of their State partners, is well positioned to obtain the publicity that ensures widespread audience engagement. The Sesquicentennial Signature Event held this April received attention in the national and Tennessee press. This coverage also referenced the Six Part Series on the Civil War, the first two of which received Emmy nominations. The second episode, on the Battle of Shiloh, premiered at the Sesquicentennial, which was attended by over 100,000 persons. The series will run on National TV.

Other sources contribute to the conclusion that the coordinating entity materials reach their intended audience. The restored Promise Land Community Club invites former and current community members and reports over 1,000 at its annual event celebrating this part of the Tennessee Living Landscape. The Club was originally the community school of a Society of Freedmen consisting of recently emancipated African American Slaves. Very few original families whose members attended the school still reside in the area, but they return annually to celebrate their legacy in the restored property. The restored Doe Creek School also has direct ties to the Civil War, and now functions as part of a living landscape as the center of community activity. Members of the Doe Creek School Planning Board noted that the building has restored a sense of community identity and pride in their heritage. The coordinating entity research and restoration effort was cited as helping them realize how meaningful their past was.

### **3.3 NPS and TCWNHA Relationship**

The National Park Service was a very active partner in the early planning process for the TCWNHA. They formed part of the key group of partners that worked to frame and introduce the legislation, and were active in the teams that prepared the 2001 Compact, the 2001 Master Plan, and 2005



Management Plan (both required by the 1996 legislation). The Stones River National Battlefield, the Shiloh National Military Park and the Southeast Regional Office were represented.

Currently, and in the more recent history of the NHA, additional NPS entities in the State have become engaged in NHA affairs and planning. Interviews with NPS representatives indicated two levels of relationships: ongoing partnerships with individual NPS entities in the State such as Stones River National Battlefield, Andrew Johnson National Historic Site and National Cemetery, the Chickamauga and Chattanooga National Military Park, and Shiloh National Military Park; and historical relationships with the Regional Office in Atlanta, and with NPS representatives who were involved in early NHA planning. Ongoing relationships with the individual Park sites were perceived by informants in the NPS and in the NHA as positive, mutually supportive, and based on exchanges of resources, technical assistance, and planning. For example the Superintendents of both the Stones River National Battlefield, and the Andrew Johnson National Historic Site and National Cemetery stated that they have regular, ongoing contact with the coordinating entity around planning for current events at their sites. The Superintendent at Stones River was very pleased with the ongoing collaboration of the coordinating entity in the Legacy of Stones River Symposia series. He feels the coordinating entity staff, and partners from CHP, ensure that the Symposia are accurate and engaging. Similarly, the Superintendent at the Andrew Johnson Park stated ongoing collaboration with the coordinating entity, and stated that the NPS as a whole was moving in a positive direction with focus on more than just the Battles of the War. This corresponds, as she noted, with the coordinating entity goal of telling the whole story of the War.

However there was commentary from individuals from one of the NPS Parks who were involved in the early planning process that indicated that their involvement with the NHA on large scale planning efforts had been reduced due to perceived communication issues and differences in vision for the NHA. For example an NPS representative felt that there had been a divergence in the model that the NPS had for the TCWNHA and the one that emerged. It was clear from the interview that there were variant interpretations of what constituted “grass roots” or “bottom up” planning, and how the process for selecting programs to support was defined. While this reduced communication between this individual and the coordinating entity, TCWNHA relations with the other NPS entities discussed above clearly show positive, long lasting and mutually beneficial partnerships. Interviews at the regional level indicated less close working relationships with the coordinating entity than those between NPS entities within the State of Tennessee itself. This appears to be a matter more of opportunity and personnel changes than any deficiency in strategy or intention of either party. Both the TCWNHA coordinating entity and regional NPS representatives agreed that communication could be improved, and that a more active partnership was desirable.

### 3.4 Summary

**The Evaluation determined that over the last 15 years, the TCWNHA has addressed each of its legislated purposes and goals outlined in the management plan through the federal resources provided.** The TCWNHA coordinating entity has worked closely with the NHA regional liaison and other NPS entities, garnering additional support for activities throughout the TCWNHA. The TCWNHA coordinating entity provides leadership and support through the professional services and outreach, and collaborative partnership activities.

Successful outcomes have been documented in the five activity areas of:

1. Resource and Historic Conservation
2. Education and Interpretation
3. Heritage Tourism
4. Research and Dissemination
5. Community Engagement and Impact

## Section 4: Public/Private Investments in TCWNHA and their Impact

The legislation that created TCWNHA, as amended by Congress in 2008, mandated the following concerning federal appropriations to TCWNHA:

- (a) **IN GENERAL** —There is authorized to be appropriated under this title not more than \$1,000,000 for any fiscal year. Not more than a total of \$15,000,000 may be appropriated for the Partnership under this title.
- (b) **50 PERCENT MATCH** —Federal funding provided under this title, after the designation of this Partnership, may not exceed 50 percent of the total cost of any assistance or grant provided or authorized under this title.

In this section of the document, we describe the public and private investments that support TCWNHA activities, determine if the TCWNHA coordinating entity meets legislative requirements with regard to additional investments required, and summarize the ways in which the coordinating entity makes use of heritage area investments.

### 4.1 Investments in TCWNHA Activities

The financial investments that support TCWNHA activities can be divided into the following categories:

- **Federal NPS Funding** — Funding provided to the TCWNHA coordinating entity through NPS since 1998; and
- **TCWNHA Non-NPS Federal Funding** — All non NPS federal funding, grants, contributions, donations and in-kind contributions, made directly to the TCWNHA coordinating entity to help meet its mission and counted towards match requirements. These resources include monies from the State of Tennessee, local governments, state, organizations, local organizations and in-kind donations.

TCWNHA coordinating entity’s audited financial statements indicate that between 2001 and 2011, over \$8 million in financial and in-kind resources were directed toward TCWNHA-related activities, as shown in Table 4.1 below. The column titled State/Local includes in-kind match from MTSU in the form of staff salaries and contribution of staff time from MSTU staff and other operational support, as well as matching shares from partner organizations receiving funds. The In-Kind column presents contributions from Murfreesboro, for the support of the TCWNHA coordinating center offices and operating expenses. In 2011, state and local funding which had not previously been reported to the NPS from 2007 to 2011 was noted, and is reported here separately. These resources were expended on activities that support the organization’s mission and goals of the authorizing legislation and Management Plan, including the different strategy areas as stated in the logic model. Though TCWNHA was initially proposed in the legislation in 1996, it could not receive funding until the required Compact was submitted and approved by the Secretary of the Interior. This document was signed in 2001, and funding was initiated. The funds received in 2001 were designated for the production of the TCWNHA Management Plan. The total Federal NPS funding from 2001 to 2011 is \$3,485,605, with matching resources (in-kind and cash) of \$ \$4,687,219 from different state and local organizations. The TCWNHA coordinating entity satisfied the federal regulations by matching all funding provided by NPS with more than the required 50%.

**Table 4.1 Direct Financial Investments in TCWNHA, Total and by Year**

Year	Federal - NPS	State/Local	In-Kind	State/Local Previously unreported to NPS	Total
2001	\$250,000	\$256,764			\$506,764
2002	\$199,500	\$215,770			\$415,270
2003	\$217,376	\$282,245			\$499,621
2004	\$232,860	\$233,117			\$465,977
2005	\$386,110	\$390,640			\$776,750
2006	\$386,000	\$427,836			\$813,836
2007	\$472,938	\$480,474	\$15,750	\$28,500	\$997,662
2008	\$465,621	\$510,584	\$63,000	\$15,000	\$1,054,205
2009	\$465,000	\$422,446	\$63,000	\$15,000	\$966,167
2010	\$465,000	\$438,870	\$63,000	\$172,500	\$1,139,370
2011	\$195,300	\$372,223	\$63,000	\$157,500	\$788,023
<b>TOTAL</b>	<b>\$3,735,705</b>	<b>\$4,030,969</b>	<b>\$267,750</b>	<b>\$388,500</b>	<b>\$8,422,924</b>

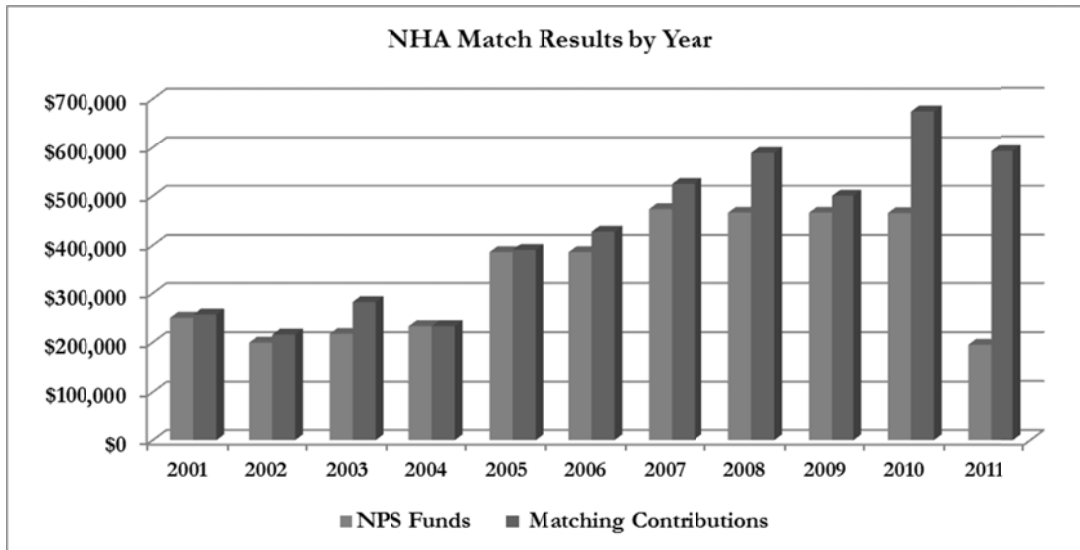
## 4.2 Use of Financial Resources

By Congressional direction, TCWNHA and its coordinating entity must match its federal assistance equally with non-federal contributions (cash or in-kind). As can be seen in Table 4.2, the coordinating entity successfully obtained matching resources for each year since funding began. The total match ratio of NPS funds to Non-NPS match is 1.25, with a total value of approximately \$4.7 million Non-NPS match to \$3.8 million NPS funds by the end of fiscal year 2011. Table 4.2 presents the Match Ratios (Matching contributions/NPS funds), which are also shown in Graph 4.1.

**Table 4.2 Overview of Federal Funds, Matching Contributions and Match Ratio by Year**

<b>NHA Match Results by Year</b>			
<b>Year</b>	<b>NPS Funds</b>	<b>Matching Contributions</b>	<b>Match Ratio</b>
1996	\$0	\$0	
1997	\$0	\$0	
1998	\$0	\$0	
1999	\$0	\$0	
2000	\$0	\$0	
2001	\$250,000	\$256,764	1.03
2002	\$199,500	\$215,770	1.08
2003	\$217,376	\$282,245	1.30
2004	\$232,860	\$233,117	1.00
2005	\$386,110	\$390,640	1.01
2006	\$386,000	\$427,836	1.11
2007	\$472,938	\$524,724	1.11
2008	\$465,621	\$588,584	1.26
2009	\$465,000	\$500,546	1.08
2010	\$465,000	\$674,370	1.45
2011	\$195,300	\$592,723	3.03
<b>TOTAL</b>	<b>\$3,735,705</b>	<b>\$4,687,319</b>	<b>1.25</b>

**Graph 4.1 NPS/TCWNHA Coordinating Entity Match Results by Year**



### Programmatic and Operational Expenditures

TCWNHA coordinating entity expenditures per year, divided between operational expenses, program grant expenses, and the program professional services expenses are displayed in Table 4.4. Operational expenses include staff salaries, utilities and phone, and other administrative expenses. Programmatic expenses are those resources dedicated to TCWNHA activities, such as resource and historic conservation, heritage tourism, education and interpretation. There is a record keeping deficiency in documenting operational expenses prior to 2005. Prior to 2005 the coordinating entity accounting system for operational expenses was housed on a computer system at Tennessee Middle State University that no longer exists; we are informed records cannot be accessed.

**Table 4.4 Operational Spending by Year**

Year	Operational Expenses	Program Expenses (Grants)	Program Expenses (Prof. Svs.)	Total
2001				\$0
2002				\$0
2003		\$14,173		\$14,173
2004		\$20,900		\$20,900
2005	\$316,933	\$104,800	\$75,664	\$497,397
2006	\$179,422	\$94,640	\$60,165	\$334,227
2007	\$206,759	\$101,000	\$83,767	\$391,526
2008	\$176,287	\$133,636	\$53,955	\$363,878
2009	\$163,843	\$46,208	\$42,026	\$252,077
2010	\$75,345	\$257,956	\$67,693	\$400,994
2011	\$158,065	\$71,413	\$129,208	\$358,686
TOTAL	\$1,276,654	\$844,725	\$512,478	\$2,633,856

### Programmatic Funding by Strategy Area

Table 4.5 presents programmatic expenditures of federal NPS funds by Strategy Area. Looking at Chart 4.2 it can be seen that the largest expenditures have occurred in the areas of education and interpretation (45% of funding), and resource and historic preservation (22%). Activities such as the Symposia, trail signage, and interpretive plans and exhibits for historic sites and centers fall into the education and interpretive strategy area. The historic preservation of buildings and properties with historic significance to the Civil War is a resource and historic conservation strategy area activity. Heritage tourism accounts for 15%, community engagement and impact accounts for 14%, with research and dissemination accounting for 6%. Activities under the heritage tourism strategy area consists of Civil War Trails program and promotional materials and brochures; community engagement and impact activities include the development of social media websites, living landscapes and documentaries, and research and dissemination activities include research and publications to encourage and promote the history of the Civil War. Table 4.5 presents TCWNHA total program expenditures for only 2006 to 2011 with a total of \$704,852 funds allocated to all strategy area activities.

**Graph 4.2 TCWNHA Direct Expenditures by Program Type, Total 2006-2009**

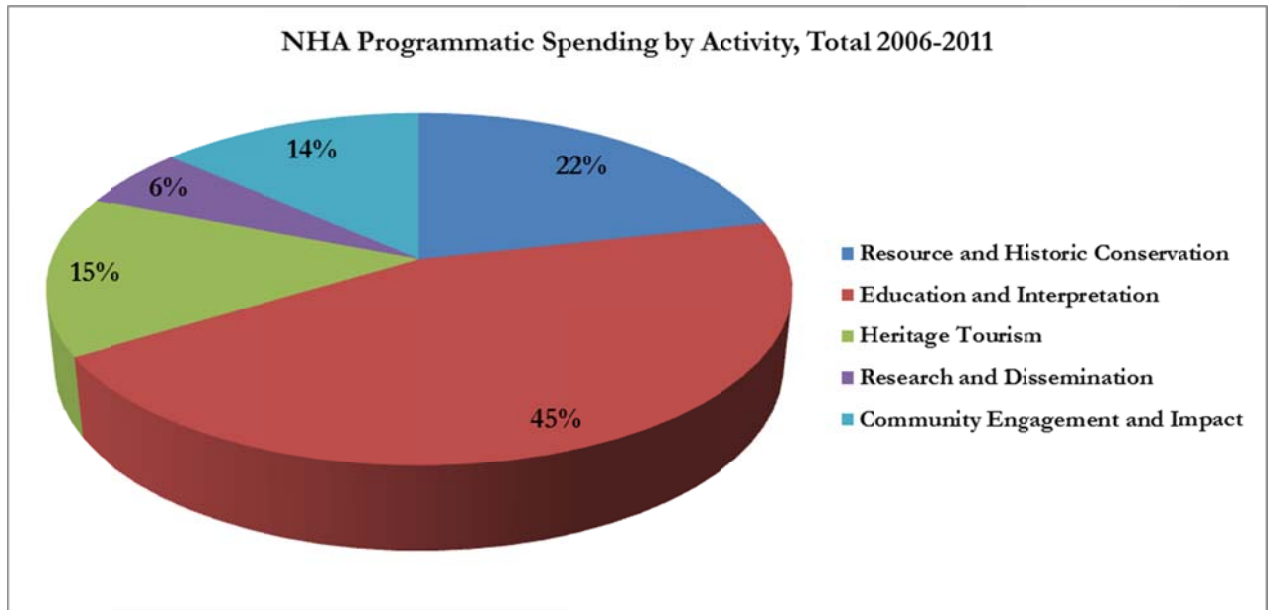


Table 4.5 presents a detailed breakdown of TCWNHA program expenditures over the last five years.

**Table 4.5 TCWNHA Program Expenditures by Year, 2006-2011**

	2006	2007	2008	2009	2010	2011	Total
Resource and Historic Conservation	\$36,796	\$22,000	\$35,300	\$5,000	\$37,500	\$15,000	\$151,596
Education and Interpretation	\$34,875	\$22,700	\$80,611	\$23,971	\$134,425	\$19,200	\$315,782
Heritage Tourism	\$12,219	\$3,000	\$10,425	\$5,275	\$46,800	\$25,513	\$103,232
Research and Dissemination	\$6,250	\$22,300	\$0	\$0	\$5,000	\$5,500	\$39,050
Community Engagement and Impact	\$4,500	\$31,000	\$7,300	\$11,962	\$34,231	\$6,200	\$95,193
TOTAL	\$94,640	\$101,000	\$133,636	\$46,208	\$257,956	\$71,413	\$704,852



**Table 4.6 TCWNHA Federal Funds Received, Non-Federal Match Received, and Expenditures of NPS Funds**

	Federal Revenue	Non-Federal Match	Total	Expenditures (NPS funds)
2001	\$250,000	\$256,764	\$506,764	
2002	\$199,500	\$215,770	\$415,270	
2003	\$217,376	\$282,245	\$499,621	\$14,173
2004	\$232,860	\$233,117	\$465,977	\$20,900
2005	\$386,110	\$390,640	\$776,750	\$497,397
2006	\$386,000	\$427,836	\$813,836	\$334,227
2007	\$472,938	\$524,724	\$997,662	\$391,526
2008	\$465,621	\$588,584	\$1,054,205	\$363,878
2009	\$465,000	\$500,546	\$965,546	\$252,077
2010	\$465,000	\$674,370	\$1,139,370	\$400,994
2011	\$195,300	\$592,723	\$788,023	\$358,686
<b>TOTAL</b>	<b>\$3,735,705</b>	<b>\$4,687,319</b>	<b>\$8,423,024</b>	<b>\$2,633,856</b>

Table 4.6 presents federal funds, match resources and expenditures of NPS funds from 2001 to 2011. Because their Management Plan created a process where the TCWNHA works collaboratively with a wide range of public and private partners, their more extensive projects and programs frequently remain in progress across fiscal years. Currently, the completion of several projects are timed with the state’s and National Park Service’s plans for the commemoration of the 150th anniversary of the American Civil War through 2015. These long-term partnerships were developed prior to the National Park Service notifying the TCWNHA that it was necessary to expend all of its appropriated federal funds within the designated fiscal year. The TCWNHA, working with its partners, Board of Advisors, and the National Park Service Southeast Regional Office, developed a spending plan in 2011 for the remaining funds appropriated to the TCWNHA. The Heritage Area’s spend down plan incorporates projects across the state, including support for the Tennessee Civil War Sesquicentennial Commission, Nashville Public Television, the Tennessee State Museum, Fort Pillow State Park, Franklin’s Charge, Friends of Stones River National Battlefield, and the Abraham Lincoln Library and Museum, among many others. Approved by the SERO, the plan allows the TCWNHA to use remaining funds to complete these projects and programs by 9/30/2013.

### 4.3 Summary: Impact of Investments

The evaluation assessed the investments made to the TCWNHA coordinating entity to promote the work of the heritage area and the impacts of these investments in helping accomplish the purpose of the legislation. Based on our analysis, the TCWNHA coordinating entity has successfully met the 50 percent federal funding match requirements over the entire funding period and annually since 2001. The coordinating entity has been able to successfully leverage the NPS dollars to attract funding from other local sources and to generate its own revenue. As can be seen in Table 4.2, coordinating entity successfully obtained matching funds for each year since funding began. The total match ratio of NPS funds to Non-NPS funds is 1.25, with a total of approximately \$4.7 million Non-NPS funds to \$3.8 million NPS funds by the end of fiscal year 2011. Also, in examining the use of TCWNHA coordinating entity investments, the evaluation concludes that they have been fiscally responsible in expending these funds for programmatic activities that address the goals and objectives specified in the authorizing legislation and management plan. The following section further examines the financial sustainability of the TCWNHA coordinating entity as well as other aspects of the NHA's sustainability.

## Section 5: TCWNHA Sustainability

### 5.1 Defining Sustainability

The third question guiding the evaluation, derived from legislation (P.L. 110-229) asks “How do the coordinating entity’s management structure, partnership relationships and current funding contribute to the NHA’s sustainability?” To guide the assessment of sustainability, we have adopted the definition developed by NPS, with the assistance of stakeholders from a number of National Heritage Areas. Sustainability for an NHA is as follows:

“...the National Heritage Area coordinating entity’s continuing ability to work collaboratively and reciprocally with federal, state, community, and private partners through changing circumstances to meet its mission for resource conservation and stewardship, interpretation, education, recreation and economic development of nationally significant resources.” Critical components of sustainability for a National Heritage Area include, but are not limited to:

- The coordinating entity and NPS honoring the legislative mandate of the NHA;
- The coordinating entity’s management capacity, including governance, adaptive management (such as strategic planning), staffing, and operations;
- Financial planning and preparedness including the ongoing ability to leverage resources in support of the local network of partners;
- Partnerships with diverse community stakeholders, including the heritage area serving as a hub, catalyst, and/or coordinating entity for on-going capacity building; communication; and collaboration among local entities;
- Program and project stewardship where the combined investment results in the improved economic value and ultimately long-term quality of life of that region; and
- Outreach and marketing to engage a full and diverse range of audiences.”

In the following sections, we address each of these components, drawing on the data provided in previous sections.

## 5.2 Honoring the Legislative Mandate of the NHA

As stated in the legislation, the purpose of the TCWNHA Coordinating Entity is to:

1. Preserve, conserve, and interpret the legacy of the Civil War in Tennessee;
2. Recognize and interpret important events and geographic locations representing key Civil War battles, campaigns, and engagements in Tennessee;
3. Recognize and interpret the effect of the Civil War on the civilian population of Tennessee during the war and postwar Reconstruction period; and
4. 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.

## 5.3 TCWNHA Coordinating Entity's Management Capacity

### 5.3.1 Governance, Leadership, and Oversight

#### Board Members

As discussed in Section 2, the Center for Historic Preservation at Middle Tennessee State University acts as the TCWNHA Coordinating Entity. The Board of Advisors consists of 21 members representing all areas of the State, and who are drawn from the National Park Service, community organizations, businesses and State government agencies concerned with National Heritage Area affairs. There are also three ex-officio members from the Tennessee General Assembly and U.S. Congress. Many board members' occupations are in areas of interest to the NHA (e.g., representatives of historic and preservation associations, tourist destinations, attorneys, representatives from business and park entities, and local governmental officials). The designating legislation named the Tennessee Historical Commission and the Tennessee Department of Tourism Development as key partners in coordinating the activities of the TCWNHA. Both organizations have representatives on the Board. The current roster of the Board of Advisors and their affiliation is provided in Appendix 6.

Although there are likely a multitude of criteria that can be used to assess and evaluate a Board of Directors, one set of criteria that helps in assessing sustainability is the extent to which the Board of Directors has a clear understanding of its roles and responsibilities and fulfills these roles. Typically,

boards of nonprofit organizations have three areas of responsibility (e.g., Martinelli, 2010). These include planning and policy development; community and organizational development; and fundraising and support development. Each of these areas is reviewed for the TCWNHA coordinating entity Board.

### *Planning and policy development*

*Planning and policy development* includes determining and refining, as needed, an organization's mission and vision, and developing policies, especially in response to major issues that are having or could have significant impact on the organization and its constituencies. The Board of Advisors meets twice a year to review coordinating entity goals and approve new projects. The TCWNHA coordinating entity prepares a list of possible programs for the coming year, and the Board discusses appropriate actions to be taken. According to one of the board members, the board is active and engaged in budget discussions. The Board reviews where money is spent, considers where it should go, and approves the budget. One respondent stated that the broad-ranging mix of Board members helps to assure that the appropriate expertise is at the table. Another Board member noted that most major State agencies concerned with the TCWNHA are represented on the Board. They commented that Board members know Tennesseans and the regions, and have the expertise to sit down and provide input into what Tennesseans in their area need. Another Board member noted the Board pays special attention to trying to reach all regions in Tennessee, and stretch out the resources to make the best use of them.

### *Community and Organizational Development*

*Community and organizational development* can include a number of different activities, such as broadening the organization's base of support in the community; outreach to the community to identify new issues, opportunities and community needs; and maintaining accountability to the public, funders, members, and clients. The Board of Advisors is structured to have wide-ranging representation throughout the NHA. One board member noted that members are highly involved in their communities and regularly conduct outreach in addition to participating in Board meetings. They noted that members are engaged in many conferences and meetings across the state and they communicate the message of the heritage area. They noted board members are very involved in community, and make a strong effort to do outreach into their community and constituencies.

In addition the coordinating entity and board maintain a very active social media presence. Several members noted that there is a TCWNHA Facebook page which is often used to communicate with community members, particularly around special events such as the Sesquicentennial.

## *Fundraising and Support Development*

*Fundraising and support development* includes Board members giving personal time and money; developing donors, members, and supporters; leading and supporting fundraising campaigns and events as well as maintaining accountability to donors and funders. As can be seen in table 4.1 the TCWNHA coordinating entity's fundraising efforts are limited to providing matching funds for the NPS grant. The role of the Advisory Board, as laid out in the approved Compact, did not indicate fund raising activity for the Board. The coordinating entity works to identify funding opportunities for partners, as discussed in Section 3, rather than seeking additional funding for itself. Matching funds come from a variety of sources, including Middle Tennessee State University, which provides substantial in-kind funds by making University staff members available to the NHA for various activities. Other matching funds are often tied to a particular project, such as when The Main St., Murfreesboro organization contributed funds for education and interpretive activities at the Murfreesboro Visitor Center. Another example is when the Tennessee Historical Society and East Tennessee Historical Society contributed funds that support of education and interpretation activities.

## **Director**

The current Director of the TCWNHA coordinating is also the Director of the Center for Historic Preservation at Middle Tennessee State University. This individual has been involved in development of the TCWNHA since 2001 when the compact was formally signed by the Department of the Interior and funding for the National Heritage area began. Respondents throughout the state were consistent in rating the Directors' strategic planning and facilitation skills as valuable to the TCWNHA and the implementation of its mission. Several informants cited knowledge in strategic planning and consultation as a key resource to the NHA, as they received assistance in identifying additional funding sources to promote their mission and objectives, or were able to leverage additional funds from modest NHA investments.

Several examples of the leveraging of additional funds were provided in section 3; for example in the case of the additional \$5 million raised by the Franklin's Charge organization or the additional funds accessed in the course of the Glen Leven restoration. In addition in these, as an several other interviews, respondents cited the importance of the Director's facilitation skills in bringing community members together to the planning table in order to initiate and then sustain planning to achieve their goal.

The Director is credited with having important and extensive knowledge not just of the history of the Civil War in Tennessee, but of the persons and organizations that are central to planning around the State's Civil War heritage. Several Board members also cited the director's ability to facilitate and sustain planning as critical to the ongoing fulfillment of the TCWNHA mission. Representatives of

State organizations such as the Historical Commission and the Department Of Tourism Development also noted the importance of the director's strength and strategic planning and in particular his historical knowledge. Respondents place great importance on the accuracy and authenticity and historic interpretation that the center for historic preservation director and staff bring to the NHA.

### **5.3.2. Staffing and Operations**

The coordinating entity has five staff positions in support of its mission: the Director, the Associate Director, the Preservation Specialist, an Historian, the Federal Liaison, and a Program Specialist. Of these only the Preservation Specialist and the Federal Liaison are full-time positions. The Heritage Area benefits from its close association with Middle Tennessee State University and the Center for Historic Preservation. The majority of staff and students employed by the Center contribute a portion of their time and resources as in-kind resources to the Heritage Area. Undergraduate, graduate and PhD students assist with a variety of projects including research and writing for exhibits, nominations to the National Register of Historic Places, educational materials, historic structure reports, trail markers including the Tennessee Civil War Trails, and peer-reviewed publications such as the Tennessee Encyclopedia of History and Culture. Staff provide direction and research for ongoing projects and programs, in particular final review on all nominations, exhibits and publications. In addition, Center staff maintain administrative oversight for contracts, technology and information sharing, project assignments, and managing the Heritage Center of Murfreesboro and Rutherford County.

The Director and other staff also have responsibilities for the Center for Historic Preservation which houses the coordinating entity. The Preservation Specialist who is also an historian, and not only has knowledge of restoration and preservation but actually possesses of hands-on skills in performing restoration activities. So for example in the restoration of the Doe Creek Schoolhouse he not only helped plan and design the restoration he actually led the physical reconstruction of the log cabin building. All members of the coordinating entity staff possess a high degree of professional expertise in the history of the Civil War in Tennessee and make contributions to interpretation and education activities. The staff appear to bring the full range of skills necessary to support the activities required to fulfill the mission of the TCWNHA.

### **5.3.3 Strategic Planning and Adaptive Management**

The coordinating entity Board and Management have been very active in Strategic Planning and have engaged both community and governmental partners and consulting management groups in the creation of many Strategic Plans during the NHA's existence. As detailed in Section 3, these include the original Compact, the Management Plan, special purpose plans, such as for the Civil War

Trails Program and the Sesquicentennial Commission, and multiple plans, assessments and reports that assess the feasibility and provide for the design and implementation of TCWNHA activities. In addition, as noted above, many respondents cited the Directors facilitation and strategic planning skills as critical to accomplishing the goals of the NHA.

### **5.3.4 Monitoring and Record Keeping**

The coordinating entity as noted earlier is housed within the Center for Historic Preservation at Middle Tennessee State University. The University performs the financial record keeping for the coordinating entity. The computer system on which these records were kept was replaced in 2005 and the coordinating entity has no access to the detailed records or system that preceded that date. Therefore we were unable to obtain any expenditure data prior to 2005, or prior to 2006 for expenditures related to strategic activity areas. For events since that date we were able to obtain adequate documentation for funds acquired and expended, and details on collaborative grants awarded.

In 1998, the Center for Historic Preservation was charged with creating a Compact and Master Plan to develop, implement, and manage the Heritage Area. Over the next two years, the Center partnered with the Tennessee Historical Commission/ Wars Commission, the Tennessee Department of Tourist Development, the Tennessee State Legislature, the Tennessee Civil War Preservation Association, Tennessee State University's African American History Conference, and other stakeholders to develop a preliminary planning document, conduct state-wide public forums, and gain input and support for the final Master Plan. In 2001, Tennessee Governor Don Sundquist approved and signed, along with Interior Secretary Bruce Babbitt, the Heritage Area's Compact and Master Plan, which outlined major interpretive themes, management structure, planning, and funding guidelines. That same year, a new Director for the coordinating entity was appointed. The final Master Plan and Environmental Assessment was submitted to the National Park Service and the Secretary of the Interior in 2004.

## **5.4 TCWNHA Partnerships**

In Section 2.3 we provide information about the types of partnerships central to the operation of the TCWNHA. These include a variety of NPS entities, as well as State, federal and local governmental organizations, private organizations, federal and State Parks, community organizations and business organizations throughout the NHA. As documented throughout the earlier sections, TCWNHA partnerships are reciprocal in nature, with the joint planning activities furthering the mission of the NHA as well as of the partner organization. For example, partners have played a significant role in the further development of the Eastern Flank of the Battle of Franklin Battlefield, and other historic



sites in Franklin, after the coordinating entity provided seed funding for initial planning. Many community respondents, such as from the Doe Creek School, or the Promise Land Community Club, spoke of how useful the coordinating entity staff have been not just in the initial planning, but through restoration and subsequent events as well. They note that partnerships are ongoing, and continue over time. The NHA has an extensive network of community partners that are engaged in their communities and have access to resources to become stewards of the project after the coordinating entity involvement is removed, which contributes to sustainability of the NHA mission.

Interviewees note that grant funding for resources, planning and consultation often serve as seed investments that set the stage for additional funding from other sources. Interview respondents noted that having the NHA designation and NPS funding provides valuable resources and credibility. Many indicated that the amount provided by the grant funding is small compared to the private funding generated for the project, but that the initial coordinating entity investment provides seed money to get projects started. Others partners indicated that the NHA designation brings with it a sense of federal support for State level activities, which enhances the sense of worth of the shared heritage of the Civil War. This can be seen in multiple levels in large undertakings such as the annual signature Sesquicentennial events. For these events the coordinating entity provides historical expertise, strategic planning, and input into documentary and teaching products. But their participation not only supports the success of the endeavor, it supports efforts to bring other resources to the table, and to gain national and state level recognition of the events. Over 100,000 persons attended the last event at Shiloh, which received local, state and National press coverage.

## **5.5 Financial Sustainability, the Importance of NPS Funds, and the Importance of NHA Designation**

### **5.5.1 NHA Coordinating Entity Need for Financial Resources**

As part of a University Department, the coordinating entity does seek or pursue an active fund raising role. The coordinating entity staff have been able to garner matching funds for their activities, with perhaps the most important of these being the in kind contribution for the University that makes staff available to the coordinating entity to undertake consultation and technical assistance activities. These activities could perhaps be maintained in the absence of NPS funds. But the grant awards have been paid from NPS funds, and it is not clear that these funds could be replaced in the event that NPS funds are no longer available. Many respondents, including State agency representatives and NPS representatives, noted that it was the NHA community partner organizations that would experience the greatest loss. They noted that alternative funds for such seed projects in small communities such as the coordinating entity has been able to support are hard to obtain in a state with such limited resources as Tennessee.

## 5.5.2 NHA Need for Financial Resources

As noted earlier, there are several critical components to NHA sustainability, including financial sustainability. In order for an NHA to be financially sustainable it must have sufficient funds to cover its operating and programmatic expenses. Table 5.1 presents the coordinating entity’s NPS funds received; non-NPS funds received; and total expenses by year. As the chart shows, the federal investment has ranged from a low of \$195,000 to a high of \$472,000 in 2010. The total received over the thirteen years is approximately \$3.7 million of the legislated ceiling of \$15 million for each NHA.

As can be seen in Table 5.1, the coordinating entity has been successful in drawing in matching funds for the operation of the NHA during the years since authorization, receiving non-Federal funds, including state funds and private foundation funds. However, several interviewees noted that it is important to consider that funders are influenced by the presence of federal funds on the table. If the TCWNHA were to have the federal funds reduced, it is possible that activities could be continued, though diminished in number or scope. If the TCWNHA lost its federal funds there is concern that it might significantly affect the coordinating entity’s ability to provide grant support to projects in the NHA, particularly given local governments’ limited financial capacities. Interview participants indicated that the presence of federal funding provides an incentive for private investors to participate. Also funding constraints are such in Tennessee that the federal funds were seen by some as essential to providing the coordinating entity staff a “seat at the table”, and thus essential to the facilitation and initial planning processes that respondents noted were very valuable.

Not only would the reduction/elimination of funding for the NHA affect the ability for the NHA itself to generate financial support, interviewees felt that it would reduce the leveraging effect of current NHA funding model. There is an attraction in the presence of the NHA designation and the federal funding support, that interviewees felt gave credibility and purpose to a project. This in turn increased the value of other funders to become a partner in the initiative and provide resources for further development.

**Table 5.1 TCWNHA Federal Funds Received, Non-Federal Funds Received, Total Revenue and Total Expenses by Year**

	Federal Revenue	Non-Federal Match	Total	Expenses
2001	\$250,000	\$256,764	\$506,764	
2002	\$199,500	\$215,770	\$415,270	
2003	\$217,376	\$282,245	\$499,621	\$14,173
2004	\$232,860	\$233,117	\$465,977	\$20,900

2005	\$386,110	\$390,640	\$776,750	\$497,397
2006	\$386,000	\$427,836	\$813,836	\$334,227
2007	\$472,938	\$524,724	\$997,662	\$391,526
2008	\$465,621	\$588,584	\$1,054,205	\$363,878
2009	\$465,000	\$500,546	\$965,546	\$252,077
2010	\$465,000	\$674,370	\$1,139,370	\$400,994
2011	\$195,300	\$592,723	\$788,023	\$358,686
<b>TOTAL</b>	<b>\$3,735,705</b>	<b>\$4,687,319</b>	<b>\$8,423,024</b>	<b>\$2,633,856</b>

## 5.6 Sustainability Summary

The evaluation found that the TCWNHA coordinating entity has a number of the components of sustainability in place. They have the necessary Board and Corporate administrative structures to support sustainability. They have been successful at generating revenue from non-Federal sources in addition to the NPS funding, which should provide some continuity in funding should NPS funds be reduced or eliminated. However, respondents noted that that this will not replace the funds that supported grant funding in the NHA, and may not be sufficient to perform the consultation, interpretation and technical assistance they have been performing through NPS support.

Both the NPS funding and the NHA designation are seen as very valuable to all of the various partners with whom we spoke in Tennessee. The funding has provided the coordinating entity to be flexible in deploying resources where they are needed, and have served to leverage other resources. The funding is also seen as critical to accomplishing many of the partner goals connected with the mission of the NHA. They simply feel that alternate resources may not be available, in this economic climate, and given other resources available in Tennessee. While the coordinating entity at the Center for Historic Preservation may be able to continue, the activities that it used to undertake throughout the NHA could be reduced significantly. If the NPS funding is discontinued, the general view is that this might reduce the incentive for other funding sources to contribute to projects in the NHA.

Many interviewees also noted the importance of the NHA designation and its contribution to the NHA's success and sustainability. The NHA designation was also cited by informants as providing credibility and a sense of pride for Communities within the NHA. Respondents note that the NHA designation has served to attract investors, both Government and private, as well as bringing credibility to joint ventures with partners in their efforts to further the goals of the NHA.

## Appendix 1 National Heritage Area Evaluation Legislation

From P. L. 110-229, signed May 8, 2008:

### SEC. 462. EVALUATION AND REPORT.

(a) In General.--For the nine National Heritage Areas authorized in Division II of the Omnibus Parks and Public Lands Management Act of 1996, not later than 3 years before the date on which authority for Federal funding terminates for each National Heritage Area, the Secretary shall--

- (1) conduct an evaluation of the accomplishments of the National Heritage Area; and
- (2) prepare a report in accordance with subsection (c).

(b) Evaluation.--An evaluation conducted under subsection (a)(1) shall--

- (1) assess the progress of the local management entity with respect to--

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- (A) accomplishing the purposes of the authorizing legislation for the National Heritage Area; and
  - (B) achieving the goals and objectives of the approved management plan for the National Heritage Area;
- (2) analyze the investments of Federal, State, Tribal, and local government and private entities in each National Heritage Area to determine the impact of the investments; and
  - (3) review the management structure, partnership relationships, and funding of the National Heritage Area for purposes of identifying the critical components for sustainability of the National Heritage Area.

- (c) Report.--Based on the evaluation conducted under subsection (a)(1), the Secretary shall submit a report to the Committee on Natural Resources of the United States House of Representatives and the Committee on Energy and Natural Resources of the Senate. The report shall include recommendations for the future role of the National Park Service, if any, with respect to the National Heritage Area

**Title II**  
**PUBLIC LAW 104–333**  
**Enacted NOV. 12, 1996**

**SEC. 201. FINDINGS AND PURPOSES.**

(a) FINDINGS.—The Congress finds that—

- (1) there are situated in the State of Tennessee the sites of several key Civil War battles, campaigns, and engagements;
- (2) certain sites, battlefields, structures, and areas in Tennessee are collectively of national significance in the history of the Civil War;
- (3) the Civil War Sites Advisory Commission, established by Congress in 1991, identified 38 sites in Tennessee as significant;
- (4) the preservation and interpretation of these sites will make an important contribution to the understanding of the heritage of the United States;
- (5) the preservation of Civil War sites within a regional framework requires cooperation among local property owners and Federal, State, and local government entities; and
- (6) partnerships between Federal, State, and local governments and their regional entities, and the private sector, offer the most effective opportunities for the enhancement and management of the Civil War battlefields and related sites located in Tennessee.

(b) PURPOSES.—The purposes of this title are—

- (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.

**SEC. 202. DEFINITIONS.**

For purposes of this title:

- (1) The term “national heritage area” means the Tennessee Civil War Heritage Area as designated pursuant to section 203.
- (2) The term “Secretary” means the Secretary of the Interior.
- (3) The term “compact” means the compact approved under section 204.
- (4) The term “management plan” means the management plan submitted under section

205.

**SEC. 203. TENNESSEE CIVIL WAR HERITAGE AREA.**

(a) DESIGNATION.—Upon publication by the Secretary in the Federal Register of notice that a compact regarding the Tennessee Civil War Heritage Area has been approved by the Secretary in accordance with this title, there is hereby designated the Tennessee Civil War Heritage Area.

(b) BOUNDARIES.—The Tennessee Civil War Heritage Area shall be comprised of areas of the State of Tennessee depicted on the map entitled “Tennessee Civil War Heritage Area”. The map shall be on file and available for public inspection in the office of the Director of the National Park Service.

(c) ADMINISTRATION.—The national heritage area shall be administrated in accordance with the compact and the management plan.

#### **SEC. 204. COMPACT.**

(a) COMPACT.—The compact referred to in section 203(a) shall include information relating to the objectives and management of the area proposed for designation as the national heritage area. Such information shall include (but not be limited to) each of the following:

- (1) A delineation of the boundaries of the proposed national heritage area.
- (2) A discussion of the goals and objectives of the proposed national heritage area, including an explanation of the approach proposed by the partners referred to in paragraph (4), to conservation and interpretation of resources.
- (3) An identification and description of the management entity that will administer the proposed national heritage area.
- (4) A list of the initial partners to be involved in developing and implementing the management plan for the proposed national heritage area, and a statement of the financial commitment of the partners.
- (5) A description of the role of the State of Tennessee.

(b) PREPARATION OF AND ACTIONS CALLED FOR IN COMPACT.— The compact shall be prepared with public participation. Actions called for in the compact shall be likely to be initiated within

a reasonable time after designation of the proposed national heritage area and shall ensure effective implementation of the State and local aspects of the compact.

(c) APPROVAL AND DISAPPROVAL OF COMPACTS.—

- (1) IN GENERAL.—The Secretary, in consultation with the Governor of Tennessee, shall approve or disapprove the proposed compact not later than 90 days after receiving such compact.
- (2) PROCEDURES IF DISAPPROVED.—If the Secretary disapproves a proposed compact, the Secretary shall advise, in writing, of the reasons for the disapproval and shall make recommendations for revisions of the proposed compact. The Secretary shall approve or disapprove a proposed revision to such a compact within 90 days after the date on which the revision is submitted to the Secretary.

#### **SEC. 205. MANAGEMENT.**

(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.

(b) **MANAGEMENT ENTITIES.**—The management entity for the national heritage area shall do each of the following:

(1) Develop and submit to the Secretary a management plan not later than three years after the date of the designation of the area as a national heritage area.

(2) Give priority to the implementation of actions, goals, and policies set forth in the compact and management plan for the area, including—

(A) assisting units of government, regional planning organizations, and nonprofit organizations—

(i) in conserving the national heritage area;

(ii) in establishing and maintaining interpretive exhibits in the area;

(iii) in developing recreational opportunities in the area;

(iv) in increasing public awareness of and appreciation for the natural, historical, and cultural resources of the area;

(v) in the restoration of historic buildings that are located within the boundaries of the area and relate to the themes of the area; and

(vi) in ensuring that clear, consistent, and environmentally appropriate signs identifying access points and sites of interest are put in place throughout the area; and

(B) consistent with the goals of the management plan, encouraging economic viability in the affected communities by appropriate means.

(3) In developing and implementing the management plan for the area, consider the interests of diverse units of government, businesses, private property owners, and nonprofit groups within the geographic area.

- (4) Conduct public meetings at least quarterly regarding the implementation of the management plan for the area.
- (c) CLEARING HOUSE.—The Congress recognizes the Center for Historic Preservation at Middle Tennessee State University as the clearing house for the Tennessee Civil War Heritage Area.

#### **SEC. 206. DUTIES AND AUTHORITIES OF SECRETARY.**

The Secretary—

- (1) may provide technical assistance and grants to units of government and private nonprofit organizations regarding the compact and, upon request of the management entity for the national heritage area, regarding the management plan and its implementation;
- (2) may not, as a condition of the award of technical assistance or grants under this section, require any recipient of such technical assistance or grants to enact or modify land use restrictions; and
- (3) may not make limitations on fishing, hunting, or trapping a condition for the approval of the compact or the determination of eligibility for technical assistance or grants under this section.

#### **SEC. 207. SAVINGS PROVISIONS.**

- (a) LACK OF EFFECT ON AUTHORITY OF GOVERNMENTS.—Nothing in this title shall be construed to modify, enlarge, or diminish any authority of the Federal, State, or local governments to regulate any use of land as provide for by law or regulation.
- (b) LACK OF ZONING OR LAND USE POWERS OF ENTITY.—Nothing in this title shall be construed to grant powers of zoning or land use to any management entity for the national heritage area.
- (c) FISH AND WILDLIFE.—The designation of the national heritage area shall not diminish the authority of the State of Tennessee to manage fish and wildlife, including the regulation of fishing and hunting within such area.

#### **SEC. 208. SUNSET.**

The Secretary may not make any grant or provide any assistance under this title after September 30, 2012.

#### **SEC. 209. AUTHORIZATION OF APPROPRIATIONS.**

- (a) IN GENERAL.—There is authorized to be appropriated under this title not more than \$1,000,000 for any fiscal year. Not more than a total of \$10,000,000 may be appropriated for the national heritage area under this title.
- (b) 50 PERCENT MATCH.—Federal funding provided under this title, after the designation of the national heritage area, may not exceed 50 percent of the total cost of any assistance or grant provided or authorized under this title.

## Appendix 3 Evaluation Methodology

### Background and Purpose

In May 2008, Congress passed legislation<sup>9</sup> which requires the Secretary of the Interior to evaluate the accomplishments of nine National Heritage Areas (NHAs) no later than 3 years before the date on which authority for Federal funding for each of the NHAs terminates. Based on findings of each evaluation, the legislation requires the Secretary to prepare a report with recommendations for the National Park Service's future role with respect to the NHA under review.

The National Parks Conservation Association's Center for Park Management (CPM) conducted the first evaluation of Essex National Heritage Area in 2008. In 2010, CPM, in partnership with the National Park Service (NPS), then contracted with Westat to evaluate the next two NHA sites: Augusta Canals in Augusta, GA and Silos and Smokestacks in Waterloo, IA. Each evaluation was designed to answer the following questions, outlined in the legislation:

1. Based on its authorizing legislation and general management plan, has the Heritage Area achieved its proposed accomplishments?
2. What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?
3. How do the Heritage Areas management structure, partnership relationships and current funding contribute to its sustainability?

This document presents Westat's methodology for conducting the NHA evaluations for the six remaining Heritage Areas. This methodology includes: our core evaluation approach; evaluation design; associated data collection methods, sources, and measures; and analysis and reporting plans. Our methods build upon the methodology and instruments used in previous Augusta Canal and Silos and Smokestacks NHA evaluations.

In addition to outlining our core approach to the evaluation, this document describes the process Westat will use to tailor the approach for each of the specific NHA evaluations.

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<sup>9</sup> From P.L. 110-229, Section 462. EVALUATION AND REPORT, signed May 8, 2008

## Core Evaluation Approach

Our approach to the NHA evaluation centers around three basic principles – stakeholder collaboration, in-depth and triangulated data collection, and efficiencies of time and effort. The evaluation will use a case study design, examining each NHA individually. The case study design is appropriate for addressing the NHA evaluation questions since there are multiple variables of interest within each NHA and multiple sources of data with the need for convergence or triangulation among the sources. As noted below, data sources in each site will include documents, key informants from the coordinating/management entity and partner organizations, and community stakeholders. Data collection will be guided by a case study protocol outlining the domains and measures of interest using topic-centered guides for extracting data from existing sources and for interviewing key informants (individually and in group interviews).

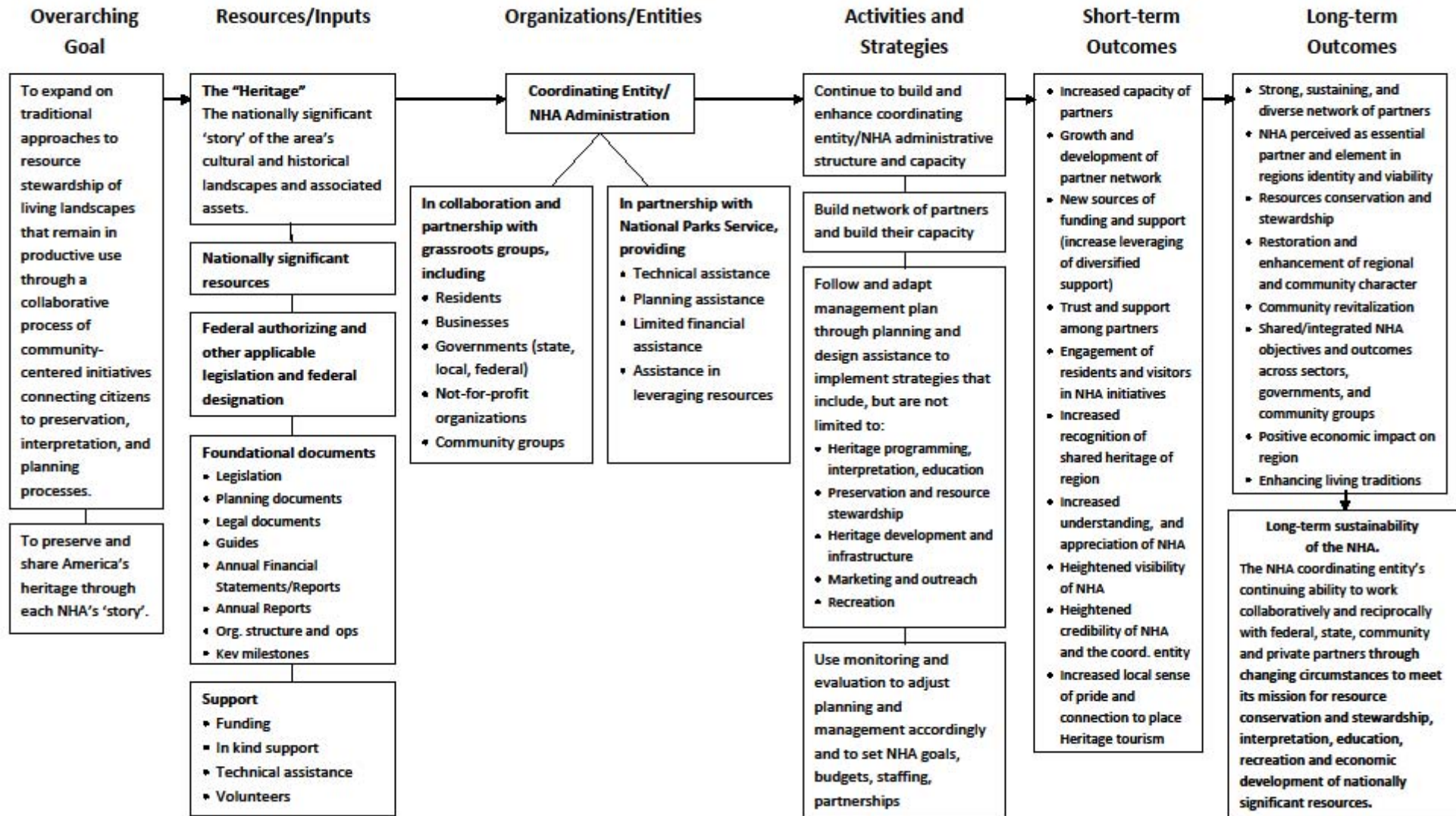
The evaluation will incorporate a collaborative approach with project stakeholders to ensure that it is relevant to all and is grounded in the local knowledge of the site as well as designed to meet legislative requirements. Therefore, in the design and implementation of each evaluation, we will include the perspectives of NPS and NHA leadership. Working products will be developed in close coordination with NPS and the NHA evaluation sites throughout the evaluation process. Involving all key stakeholders and including varying perspectives at each stage of the process will ensure that the data collection methods and indicators, the analysis, and interpretation of the findings reflect their views and concerns.

## Core Evaluation Design and Measures

Westat is developing a core evaluation design that will then be tailored for each NHA evaluation. Three tools guide the development of the core evaluation design: the NHA Logic Model (Figure 1), the NHA Domain Matrix (Appendix C of the Guide), and a comprehensive case study protocol. The basic structure of the NHA Logic Model is a visual representation of the:

- overarching goal for a NHA;
- resources and key partnerships available to help an NHA accomplish its goals;
- activities and strategies that are being implemented to accomplish the NHA goal;
- intended short- and long-term outcomes; and
- the linkages among the activities, strategies, and outcomes.

Figure 1. NHA Logic Model



The logic model provides a blueprint for the case study design, outlining the components to examine, the indicators to measure, and the relationships to investigate between the various activities and outcomes. It therefore is a key tool for outlining the data that should be collected as well as the types of analyses that might be conducted. In addition, it provides an efficient way to display the underlying logic or framework of the NHA. For the core evaluation design, the NHA logic model has guided the development of the NHA Domain Matrix, which will in turn inform the development of a case study protocol to conduct the evaluation.

The NHA Domain Matrix is designed to thoroughly address the three key evaluation questions outlined in the legislation. The left-hand side of the matrix lists the key domains and measures required to answer each evaluation question. Each of these domains and measures are cross-walked with the potential data sources. Many of the domains will be informed by more than one data source, as is typical in a case study, to provide for more valid and complete results through triangulation of multiple perspectives. The sources for data collection include: existing NHA documentation, including foundational and financial documents; interviews with NHA staff and key partners; and input from citizens in the NHA community. A later section of this methodology will provide greater detail about the selected data sources and process for data collection. A brief synopsis of the Domain Matrix and how it guides our approach to addressing the key questions follows:

**Evaluation Question 1:                      Based on its authorizing legislation and general management plan, has the Heritage Area achieved its proposed accomplishments?**

In addressing this question, we will collect data through interviews and documents on the nature of the proposed NHA activities; how these activities are being implemented by the local coordinating entity/management entity, partnership network and/or the local community; and, the impacts of the activities. The measures also will address whether the NHAs are implementing the activities proposed in the initial NHA designation, and if not, what circumstances or situations may have led to their adaptation or adjustment. This examination consists of in-depth interviews with staff to understand what activities have resulted from the NHA designation that was initially not intended or expected. Also, in assessing the goals and objectives of the NHA, we will try to discern if there were mechanisms in place prior to establishment of the NHA intended to achieve these goals.

**Evaluation Question 2: What have been the impacts of investments made by Federal, State, Tribal, and local government and private entities?**

Addressing this question will begin with gathering information through interviews with key NHA management staff and a review of financial data forms. Understanding what investments have been made will involve collecting data on both financial and non-financial investments, including data on the amount, nature, and sources of these investments over time. We will also examine the impact of these investments and how they are helping the NHAs achieve their intended outcomes through data collected from reviewing NHA plans and interviews with key partners and local residents of the NHA community. In cases when an NHA has numerous investment sources, we will focus on the NHA’s “major” sources and whether these sources are restricted or unrestricted funds. To identify “major” sources of investment, we will examine the range of investment sources and characterize them by financial or time commitment thresholds.

**Evaluation Question 3: How do the NHA’s management structure, partnership relationships and current funding contribute to its sustainability?**

Data to inform this question will be primarily gathered from interviews with key NHA management staff and a subset of NHA partners, and by performing a review and analysis of the NHA financial documents. The definition of sustainability developed by the NPS working group<sup>10</sup> will be

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<sup>10</sup> The National Heritage Area coordinating entity’s continuing ability to work collaboratively and reciprocally with Federal, state, community and private partners through changing circumstances to meet its mission for resource conservation and stewardship, interpretation, education, recreation and economic development of nationally significant resources.

Critical components of sustainability of a National Heritage Area include but are not limited to:

- Coordinating entity and the National Park Service honoring the legislative mandate of the National Heritage Area;
- Coordinating entity’s management capacity including governance, adaptive management (such as strategic planning), staffing and operations;
- Financial planning and preparedness, including the ongoing ability to leverage resources in support of the local network of partners;
- Partnering with diverse community stakeholders including serving as a hub, catalyst and/or coordinating entity for on-going capacity building, communication and collaboration among local entities

employed in addressing this question. We will examine the nature of management structure and partnership network and their contribution to sustainability. We will also assess the financial investments over time and their corresponding impact on the financial sustainability of those investments and their future with and without future Federal funding. Specifically, we will perform an analysis of the ratio of Federal funding to other fund sources and the change in this ratio over time overall and for specific activities. We will also interview NHA leadership and board staff to understand the extent to which fundraising activities have been prioritized for specific activities. Based on these analytic and data collection activities, an attempt would be made to determine what the likely effects on the NHA would be if Federal funding was reduced or discontinued; specifically, which activities might have a prospect of continuing with reduced or discontinued Federal funding, which would likely end with reduced or discontinued Federal funding, and therefore, which goals and objectives might not be reached. The evaluation will also examine if there are activities that support issues of national importance, and thus, should be considered for other Federal funding. Finally, the evaluation will address how other organizations that exist within the Heritage Area be effected by the sunset of Federal funds, and if there are mechanisms in place for these organizations to work toward the Heritage Area goals post-sunset.

## Data Collection Methods

The planned data collection methods include: topic-centered interviews with NHA management staff; topic-centered interviews with members of the NHA partner network; intercept conversations with community stakeholders; review of the NHA plans and legal documents; review of the NHA guides, brochures, websites and other descriptive documents; and review of the NHA financial data records. In the sections below, we describe each of these methods, including how we will select the data sources, what data we will collect, and the tools we will use to collect the data. For each of the methods, we will begin by developing a “generic” instrument that corresponds to the key elements outlined in the domain matrix. The process for tailoring the instruments to each of the evaluation sites include:

- Program and project stewardship where the combined investment results in the improved economic value and ultimately long-term quality of life of that region; and
- Outreach and marketing to engage a full and diverse range of audiences.



## Foundation Documents Review

A first set of documents will be reviewed to frame the decisions and actions of the coordinating entity's role in implementing the designated NHA's objectives. These documents provide many of the objectives for the NHA and frame expectations for the local coordinating entity. These documents include:

- Legislation – all Federal, state and/or local legislation that provides the legal framework for the NHA
- Plans – all planning documents, including updates, developed by the coordinating entity and/or partners that are intended to deliver the legal mandates defined by Congress and/or other legislative bodies
- Legal documents – documents signed by the coordinating entity that allow it to conduct/produce routine NHA business

Another set of documents will be obtained and reviewed to understand the nature of NHA activities and their relationship with NHA objectives. These documents include:

- Guides – documents designed to define how NHA business operates
- Annual financial statements and reports – includes audits, tax returns, budget activities and performance program reports
- Annual reports – includes reports to Congress, to partners and to the NPS and others
- Organizational structure and operations – how the coordinating entity, board(s) and committees do NHA work, their roles and functions
- Key milestones – a timeline of major events that document the evolution of the NHA to include outside influences affecting your planning and implementation process

We will collaborate with each of the NHA coordinating entities and NPS to gather these materials. We will also provide sample table shells to help NHA coordinating entity staff understand evaluation data needs and identify relevant documents to share with Westat.

In reviewing these documents, we will abstract information into tables that historically document NHA activities, such as the number of visitors or number of workshops offered per year. We will also use a case study protocol to abstract key information and make use of data analysis software,

such as NVivo, to meaningfully structure the data. This review of documents will be critical in helping us tailor the specifics of the evaluation for each site, particularly in selecting NHA staff and partners to interview.

## **Financial Data Review**

Our approach to the financial data review is informed by the Augusta Canal and Silos and Smokestacks evaluations, particularly with respect to the types of data collected and the nature of the analyses performed. We will review key NHA financial data records such as audits, tax returns, budgets and performance program reports to collect data on the amount and sources of funding for the NHA, trends in funding over a 10-year period, and the impact of these resources on the economic sustainability of the NHA. We will coordinate with each of the NHA coordinating entities and NPS to gather these materials and collect supporting documentation regarding external matching contributions and use of NHA resources according to program areas. We will use a protocol to guide the review of financial data needs with each NHA site.

## **Topic-Centered Interviews with Staff of the NHA Coordinating Entity**

During a follow-up site visit, key staff from the NHA coordinating entity will be interviewed. The staff will include the Executive Director and staff in key roles identified through review of the foundational documents. For example, some of the staff selected for interviews could include managers of specific NHA activities (i.e., programming or marketing directors), or staff who work in finance, development or partner relationship functions. A topic-centered, semi-structured protocol will be used to conduct each of the interviews, obtaining information about the background of the NHA, NHA activities and investments, and their associated impacts, including their contribution to NHA sustainability. We will conduct individual interviews with the staff with the most history and scope of understanding of the NHA operations, such as the Executive Director or Finance Manager. Other staff, especially those with similar roles such as program assistants will be interviewed in groups to maximize the number of viewpoints gathered. Each of the topic-centered interviews will be semi-structured, outlining the key areas to cover and probes that are specific to the site. However, as new areas emerge, the interviews will be flexible to collect information on these areas. Although all interviews will be conducted on site at the coordinating entity, follow-up telephone conversations will be conducted as needed to capture additional information. We expect to spend 1 day interviewing up to nine staff in each NHA.

## Topic-Centered Interviews with Members of the NHA Partner Network

Members of the NHA partner network, including NPS, will be interviewed to in order to gain an understanding about NHA activities and investments and their associated impacts, including their contribution to NHA sustainability. A topic-centered, semi-structured interview protocol will guide these interviews, some of which will be conducted individually, either in person or by telephone, and others that will be conducted through group interviews to maximize the number of viewpoints gathered. If applicable for the respective site, we expect to select 15-20 partners from each NHA to interview. In determining criteria for selecting partners to interview, we will review foundational documents and web site materials for each NHA site. These criteria will likely include the level of the partner’s relationship with the NHA, the extent to which they participate and/or support NHA activities, their financial relationship and their geographic representation. We will share the list of selected partners with the NHA for completeness and will incorporate the NHA’s suggestions of other partners who should be interviewed. Once this list is finalized, Westat will contact the partners for interview scheduling. We expect to have a range of stakeholders and organizations participate in these interviews adding to the multiple sources of data for triangulation.

## Community Input

Members of the NHA community will be invited to provide their input about the nature and impact of NHA activities through intercept conversations with a sample of residents in the NHA community. These conversations may take place at the Heritage Area site or at an event or place within the community. Conversations will help evaluation team gain an understanding of the community’s familiarity with the Heritage Area and its unique and nationally significant aspects. The intercept conversations will also provide information about the residents’ awareness of and appreciation for the Heritage Area. Westat will work with the NHA management entity to develop strategies for obtaining community input.

It is important to recognize the limitations in the data that will be collected through the community input strategies. First, as we will be identifying “convenient” groups of individuals, it is likely that those involved will not be fully representative of local residents, tourists, and volunteers. Depending on how they are identified, they have more or less motivation to be interested in the NHA. In addition, the data collected will be largely qualitative. We will not be able to develop quantitative indicators of the community input, but rather collect more impressionistic input that will provide an

indication based on each respondent's background, prior involvement, and interest as to how well the NHA is enhancing community awareness of, appreciation of, and involvement in the NHA.

## Analyze Data and Findings Document

The analysis and synthesis of each NHA's data will be guided by the overall protocol and the Findings Document outline. Data reduction will first begin by summarizing the data within each domain area, first within each source, and then synthesizing the data across sources. Attempts will be made to reconcile any issues or discrepancies across the sources by contacting the relevant parties at each NHA. Data will be summarized within each domain and analyzed for relationships, guided by the logic model. To the degree possible, results will be displayed graphically and in tables. Findings will reflect the triangulated information – where appropriate and feasible, it will be important to ensure that the results not only reflect the perspectives of the key informants but are substantiated with data from documents and other written sources.

Results of each NHA evaluation will be communicated in a Findings Document. The findings document will be guided by a modification of the outline finalized by the NHA Evaluation Working Group. The Findings Document outline was developed according to Westat's experience with the Augusta Canal and Silos and Smokestacks evaluation, and has been streamlined to present key findings in an Executive Summary, combine sections according to the three evaluation questions, and address sustainability questions regarding the impact of the sunset of Federal funds on NHA activities. Westat will first share a draft of the findings document with the Executive Director of the NHA coordinating entity for a review of technical accuracy. The Executive Director will have the opportunity to share the findings document with other staff and stakeholders as desired, and can provide comments to the evaluation team, either in writing or via telephone discussion. Finally, if necessary to discuss differences, a joint telephone conversation involving the NHA Executive Director, NPS and Westat can be held to discuss the comments and to arrive at a resolution. Once Westat has incorporated the feedback, the NHA coordinating entity will have another opportunity to review the findings document before it is shared with NPS. Once the NHA's final feedback is reviewed and incorporated, Westat will submit the draft findings documents to NPS for review. Westat expects to have the Final Findings Document for each evaluation complete by July 2012.

## Tailoring the Evaluation Design for NHA Evaluation Sites

The core evaluation design will be tailored to the six NHA sites under evaluation. A preliminary “Meet and Greet” visit to the NHAs will largely inform how the protocols should be customized for each site, including the domains that are relevant, the probes that should be added to inquire about each domain, and the specific data sources that are relevant for the site. We will work with the Executive Director to determine the key staff to involve in individual and group interviews during a second site visit, partner organizations that should be represented, and strategies to obtain community input.

A customized logic model for each NHA will be developed during the initial site visit; detailing the respective NHA’s goals, resources, partnerships, activities and intended outcomes. This process will involve a group meeting with NHA management staff and NPS partners to get a diverse range of perspectives and obtain a complete picture of the designated NHA. In preparation for this visit, we will review existing documentation for the NHA sites. We expect these preliminary Meet and Greet visits and logic modeling sessions to involve about 2 days of travel and meeting time.

Once the tailored logic models are finalized for each NHA evaluation site, Westat will then adapt the NHA Domain Matrix and the comprehensive case study protocol that were developed as part of the core evaluation design. These tailored tools will still address the evaluation research questions identified by the legislation, but will ensure that the questions are geared toward the specific aspects of each NHA site.

Interview data collection for each NHA evaluation will occur during a second visit to each NHA site, and is expected to last 3 to 5 days depending on the scope of the site. We will use memos to keep the NHA Executive Director informed of our evaluation activities both pre- and post- site visits.

We will also work with each NHA during the second site visit, and with email and phone communications post site-visit, to collect and analyze information for the financial review. The financial data protocol will provide the NHA coordinating entity with an understanding of the data needs to address the second evaluation question guide these conversations in identifying years in which there is audit information pertinent to the evaluation and will help NHA coordinating entity staff to identify other data sources that will support the financial analysis.

## Evaluation Limitations

To the greatest extent possible, Westat has tried to ensure this evaluation methodology thoroughly addresses the three research questions. However, there are parameters to this methodology that result in a few limitations on evaluation findings. In some instances, there is a trade-off between maximizing the time and efficiency for the evaluation and the ability to thoroughly collect information from a range of stakeholders. For instance, to obtain input from community stakeholders, a survey is not possible within the current evaluation due to OMB Paperwork Reduction Requirements. Therefore, the data received from intercept conversations will be a more qualitative assessment of the community's perceptions of the NHA. As noted, limitations to the community input include convenient, rather than representative, samples of tourists, local residents, and volunteers, and impressionistic rather than quantitative data on the impact of the NHA on stakeholder knowledge, attitudes, and involvement in the NHA. Therefore, the data obtained will have to be viewed with these limitations in mind.

## Appendix 4 Tennessee Civil War Heritage Area Discussion Protocols

### Tennessee Civil War NHA Management/Staff Topic-Centered Interview Discussion Guide

#### INTRODUCTION

Thank you for talking with me today. As part of the federally mandated evaluation of NHAs, we are talking with NHA coordinating entity staff who have the most history and scope of understanding of the Tennessee Civil War (TCW) NHA's operations. We developed this logic model, based off our last visit to your program, and would like to use it as a guide throughout the interview. Using this logic model as a guide, our discussion will help us gain a more detailed understanding of the TCWNHA, including its background and history, your different activities and investments and their associated outcomes, and their contribution to the NHA's sustainability.

Your participation in this interview is voluntary and it should take about 1 to 2 hours to complete.

The overarching goals of the Tennessee Civil War NHA (TCWNHA) are:

**Resource and Historic Conservation** - Preserve, conserve, and interpret the legacy of the Civil War in Tennessee

**Education & interpretation** - Recognize and interpret important events and geographic locations representing key Civil War battles, campaigns, and engagements in Tennessee.

**Partnerships** - 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 sites associated with the Civil War in Tennessee.

#### HISTORY AND BACKGROUND

1. Could you tell us about the organizational history and evolution prior to the NHA designation?
2. How did the NHA designation come about? How did this designation affect your strategic planning processes and management plan?

3. What was your working relationship like with NPS? Has that relationship evolved over the time you have been working with them?

*Probe:*

- *National Parks Regional office, field offices, and park sites in the State, who are partners to the coordinating entity. Probe: Relationship with New River Gorge)*
- *American Battlefield Protection Program Grants*
- *Certified Local Governments*
- *Federal Lands to Parks Transfers*
- *Historic Preservation Tax Credit Projects*
- *Land & Water Conservation Fund Grants*
- *National Register of Historic Places (they can designate Properties; Districts; or Landmarks. NHAs can also seek National Park designation for select entities. ROS indicated this was a series progression need to check that.)*
- *Preserve America Grants*
- *Rivers, Trails, and Conservation Assistance Projects*
- *Save America's Treasures Grants*

1. How are the management and operations of the NHA coordinating entity currently structured?

- Probes:*
- Description of executive leadership & role in organization
  - Description of governance & role in organization
  - Description of staffing and volunteers

2. What is the mission and vision for the NHA? What are the goals for the NHA coordinating entity?
3. Can you describe the various planning processes that the NHA coordinating entity has undertaken over time? When and how did you determine a need for this and what type of engagement of the larger community was necessary?

## ACTIVITIES

We'd like to get a better understanding about some of the activities that you and other staff told us about during our first site visit. We'd like to learn about how these activities fit into your overall programming and vision for the NHA and who/what is involved in their implementation [Begin with reviewing goals, etc. from logic model] According to the logic model, the coordinating entity is involved in the following activities: resource and historic conservation, education and interpretation, heritage tourism, research and dissemination, and community engagement and impact.



## Resource and Historic Conservation

These are activities that support the long-term preservation, conservation and reclamation of natural, cultural and historic resources, particularly with reference to the heritage of the Civil War. Some activities in this area include: the Sesquicentennial celebration of the Civil war; Franklin's Charge; the Eastern Flank; building and area restoration in downtown Franklin. What other activities are we missing?

1. For each of these activities please provide the following details:
  - When did it begin? What was the impetus for starting it?
  - What has been the role of the NHA coordinating entity?
  - What has been the role of the NHA Administrative staff (coordinating, sponsoring, promoting, attending, staff service on Boards)?
  - What has been the role of the NHA's partnership network?
  - What has been the role of the local community (attending, promoting, supporting)?
  
2. What has/have been the greatest impact(s) of this activity in your area?

*Probes:*

  - *Environmental, cultural and historic resources conservation*
  - *Artifact or building restoration*
  - *Greater amount/diversity in sources of funding committed to conservation and stewardship*
  - *Increased capacity of partners*
  - *Growth in partner network*
  - *Community revitalization*
  - *Job creation*
  
3. What challenges have you encountered in implementing these activities?
  
4. How do you evaluate and/or assess the effectiveness of these activities?
  
5. How would this activity be affected if the federal funding sunsets? Are there other organizations in the community who also provide this activity in a way that support the heritage area?
  
6. Are there documents you could provide us that describe these activities and how they have been implemented over the years?

## Education and Interpretation

These are activities and programs that foster public support and appreciation for the whole story of the Civil War in Tennessee including its natural, historical and cultural significance. These activities may include teacher's guides and workshops, symposia, conferences and workshops, interpretive plans for historic sites, special centers, tours, trail walks, events (regular or special) and festivals.

## Education

1. For each educational activity, could you provide details about:
  - The nature of the activity?
  - When it began?
  - What was the impetus for offering the activity?
  - When it is offered?
  - To whom you provide it? (i.e. teachers, students, etc.)
  - The role of NHA staff in providing this?
  - The role of the community in implementing these activities?
2. How have the educational activities affected:
  - Participants – increased knowledge and skills
  - Partners – their capacity, the relationships among partners - in what ways?
  - This NHA overall and how it is perceived more generally?
  - Community support for preservations, interpretive, educational activities?
  - Ability to provide a cohesive NHA experience focused on the themes of American agriculture?
3. Could you tell us what have been the accomplishments of your educational activities?
4. What challenges have you encountered in implementing these activities?
5. How do you evaluate and/or assess the effectiveness of your educational activities?
6. How would this activity be affected if the federal funding sunsets? Are there other organizations in the community who also provide this activity in a way that support the heritage area?
7. Are there documents you could provide us that describe these educational activities, such as the types of educational activities provided, to whom and the related outcomes?

## Interpretation

1. Please provide the following details for each of these activities.
  - When did it begin? What was the impetus for starting it?
  - What has been the role of the NHA coordinating entity?
  - What has been the role of the NHA's partnership network?
  - What has been the role of the local community?

- What have been the overall accomplishments of this activity in your area? What challenges have you encountered in implementing this activity?
  - How do you evaluate and/or assess the effectiveness of it?
2. What has/have been the greatest impact(s) of this activity in your area?
 

*Probes:*

    - *Engagement of residents and visitors  
(# served/involved/affected)*
    - *Greater amount and diversity in sources of funding committed to interpretive and educational programming*
    - *Job creation*
  3. What challenges have you encountered in implementing these activities?
  4. How do you evaluate and/or assess the effectiveness of your activities?
  5. How would this activity be affected if the federal funding sunsets? Are there other organizations in the community who also provide this activity in a way that support the heritage area?
  6. Are there documents you could provide us that describe these activities and how they have been implemented over the years?

## Heritage Tourism

These are activities that directly foster the goals of the NHA through development and support of tourism, including marketing and outreach activities such as use of guides, brochures, signage, newsletters, social media and/or participation in community events to increase public awareness of the NHA. Such activities may also contribute to sustainability. Some activities include: signage in the Eastern Flank; the Sesquicentennial celebration; trail development etc. Please add additional activities in this area.

1. For each activity could you provide us details about:
  - What it entails?
  - The impetus for starting the activity?
  - How long it has been in place?
  - The role of NHA staff?
  - The role of the local community?
  - The role of members of your partnerships?
2. How have these activities affected: (*Probe – for each activity, how do you know any of these outcomes occurred?*)

- Partners – their capacity, the relationships among partners - in what ways?
  - The NHA overall and how it is perceived more generally?
  - Engagement of residents and visitors/tourism?
  - Community support for preservations, interpretive, educational activities?
  - Economic impacts?
  - Ability to provide a cohesive NHA experience
3. Could you tell us the overall accomplishments of your activities?
  4. How do you evaluate and/or assess the effectiveness of your tourism activities?
  5. What challenges have you encountered in implementing these activities?
  6. How would this activity be affected if the federal funding sunsets? Are there other organizations in the community who also provide similar activities in a way that support the heritage area?
  7. Are there documents you could provide us that describe these activities and how they have been implemented over the years?

## Research and Dissemination

These activities are of a professional nature and include scholarly publication and research that provides a solid literature base on the whole story of the Civil War in Tennessee. Some activities in this area include sponsoring research, providing subvention grants for university press books research based websites (Shades of Grey and Blue and the Civil war website) the Tennessee Encyclopedia of History and Culture and various peer reviewed articles, chapters and anthologies.

1. For each research and dissemination activity, could you provide details about:
  - The nature of the activity?
  - When it began?
  - What was the impetus for offering the activity?
  - When it is offered?
  - To whom you provide it? (i.e. teachers, students, or who is intended audience?)
  - The role of NHA staff in providing this?
  - The role of the community and/or University in implementing these activities?
2. How have the activities affected:
  - Participants – increased knowledge and skills
  - Partners – their capacity, the relationships among partners - in what ways?
  - This NHA overall and how it is perceived more generally?
  - Community support for preservations, interpretive, educational activities?

- Ability to provide a cohesive NHA experience focused on the themes of American agriculture?
3. Could you tell us what have been the accomplishments of your activities? What challenges have you encountered in implementing these activities?
  4. How do you evaluate and/or assess the effectiveness of your activities?
  5. What challenges have you encountered in implementing these activities?
  6. How would this activity be affected if the federal funding sunsets? Are there other organizations in the community who also provide this activity in a way that support the heritage area?
  7. Are there documents you could provide us that describe these activities, such as the types of publications provided, to whom and the related outcomes?

## Community Engagement and Impact

These are activities that bring Civil War story to a wide audience, through televised documentaries, living landscapes and reenactments, publications, DVDs and social media websites.

Can you tell us what Community Engagement and Impact activities this NHA has participated in?

1. For each of these activities:
  - When did it begin? What was the impetus for starting it?
  - What has been the role of the NHA coordinating entity?
  - What has been the role of the partnership network?
  - What has been the role of the local community?
  - What have been the overall accomplishments of this activity in your area? What challenges have you encountered in implementing this activity?
  - How do you evaluate and/or assess the effectiveness of it?
2. What kind of an impact do you think these activities of the NHA and its resources has had in the community?

- Probes:*
- Engagement of residents and visitors/future stewardship
  - Educational/interpretational impacts
  - Greater awareness of the Civil War story and its impact on the development of Tennessee and the Nation?
  - Preservation of NHA and its historical resources
  - Restoration of NHA resources
  - Economic (Job creation)

3. What challenges have you encountered in implementing these activities?
4. How do you evaluate and/or assess the effectiveness of your activities?
5. How would this activity be affected if federal funding sunsets? Are there other organizations in the community who also provide this activity in a way that supports the heritage area?
6. Are there documents you could provide us that describe these activities and how they have been implemented over the years?

### **Grant-making, Technical Assistance and Support**

Activities that build local community capacity and assist individuals, organizations and communities who are involved in NHA activities. These activities could include grant-making, provision of technical assistance for grant-writing, preservation activities, local fundraising, or other activities.

1. We'd like to learn more about your grant-making activities. Can you describe the different grant programs that you offer?
  - When it began?
  - The impetus for starting it?
  - The activities it supports? *Probe – how does it promote the preservation, interpretation and education and programming of America's unique story?*
  - How it is funded? Does it leverage other funding?
  - Whether the grants are provided for a specific purpose/time period and/or if they could be sustained on their own without continued NHA funding?
  - The grant-making process for this program:
    - How do organizations find out about and apply for grants?
    - What is the size of the grants?
    - What is the process for determining award?
    - What are the funding and reporting requirements?
    - What is time period of award?
2. Overall, how have the grants programs impacted: *Probes:*
  - *Build capacity of communities*
  - *Foster future stewardship Coal Heritage sites and resources*
  - *Greater amount and diversity in sources of funding committed to interpretive and educational programming*
  - *Diversify the local economy (e.g., entrepreneur and small business development)*
  -
3. Are there certain grant programs that have been more successful than others in achieving the goals of the NHA? If so, why do you think these have better impacts for the overall NHA area than others?

4. What challenges have you had in administering these grant programs? Are there certain ones that are more or less problematic? In what ways? What have you done to deal with these challenges? What has worked? What has not?
5. What challenges have grantees encountered in implementing the grants?
6. How do you evaluate and/or assess the effectiveness of your grant-making activities?
7. How would this activity be affected if the federal funding sunsets? Are there other organizations in the community who also provide grants that support the heritage area?
8. Are there documents you could provide us that describe these grant programs and how they have been implemented over the years?

## **BOARD OF TRUSTEES AND ADVISORY GROUPS**

### **Board of Trustees and Advisory Groups**

1. Can you tell us about the history of and/or your role on the Board of Trustees or Advisory Group? Has your/their role changed across the life of the NHA?
2. What are the responsibilities of members of these committees? For instance, does it involve setting goals, establishing budgets and financial accountability for the NHA's coordinating entity?
3. How do the skills and expertise that members of these committees bring to the table contribute to the NHA's sustainability?
4. Do you/ members of these committees assist with fundraising? Contribute financially?
5. What kind of fundraising plan (immediate and long-term, sustainable impacts) is in place?
6. What is the process of communication between this NHA's staff and members of the Board of Trustees and Advisory Groups?
7. What activities has the NHA conducted over the years to garner community support? What have been your successes and challenges?
8. Can you tell us what you think have been your greatest successes and most serious challenges across the history of this NHA?

### **Board's Contribution to Sustainability.**

1. How do the diversity of skills and expertise that members of the Board bring to the table contribute to the NHA's sustainability?
2. Has the NHA's Board demonstrated a capacity for adaptive management over time (incl. changes in staffing levels, strategic planning, etc.)?
3. What kinds of investments has the Board made toward developing staff and career advancement opportunities?
4. Has the NHA's Board seemed to have set clear goals for the NHA with well-defined timeframes?
5. What kind of system does the Board have in place for setting annual goals or for establishing budgets?
6. What kind of process does the Board have in place for collecting data on measurable NHA goals and usage of those data (monitoring and evaluation)?
7. What kind of fundraising plan (immediate and long-term, sustainable impacts) is in place?
8. How does the Board of this NHA maintain financial accountability for the NHA? What kind of system is in place for this?
9. How "transparent" is the Board's system for setting goals, establishing budgets and financial accountability for the NHA? (Is this a public or private process)?
10. What kind of plan is in place for stakeholder development?

*Probe:* - How has the NHA's partner network grown over the years?

11. How does the Board typically communicate with partners, members and local residents?

*Probe:*

- What kind of communication systems are in place for communicating with these groups?
- How "transparent" and effective are the Board's channels of communication with governance, staff, volunteers, partners, etc.?

9. Would you say that this NHA's Board has a leadership role in the partner network? If so, how?

## PARTNERS AND PARTNERSHIP NETWORK

### Partners and Nature of Partnerships



1. Who are the NHA’s key “partners” (e.g., city, other agencies, groups, foundations, businesses, exhibits/attractions)?
2. For each partner please provide the following information:
  - What do you see as the “purpose” of the NHA’s partnership with [partner name]?
  - Describe [partner name]’s level of involvement with the NHA.
  - What kinds of resources has [partner name] committed to the NHA? For what? For how long?
3. Could you describe how an organization becomes a partner? What is the partner designation process? What are the requirements for becoming a partner?
4. What types of services or support do partners receive from the NHA?
5. What types of services or support do you receive from your partners?
6. How do partners support one another?
7. How has the NHA’s partnership network grown and evolved over time?
  - Growth in number of partners and regions over time?
  - Different types of organizations that are partners – non-profits, volunteer-led organization, for-profits, etc.
8. In what ways has the partnership network influenced your organization? *Probe – look at the logic model for examples of activities in which the partnership network may have been an influence*
9. What challenges have you faced with your partnership network? For instance, have there been in challenges in identifying partners, meeting their needs, engaging partners over time or in making a cohesive network of partners?

### **Partner Network’s Contribution to Sustainability**

1. Does the NHA have a broad base of partners representing diverse interests and expertise?
2. How do the partners/organizations contribute to accomplishing the goals and objectives of the NHA? Do partners collaborate and combine their investments to accomplish NHA objectives? If yes, how?
3. How has the number NHA partners changed over time?
 

*Probe:*           What kind of partner retention has the NHA had over the years?
4. What kinds of roles (if any) do NHA partners have on the board?

5. Does there seem to be trust and support among partners?
6. How would partners, and their NHA related activities be affected if federal funding for the NHA discontinued? Would their activities continue to work towards accomplishing the goals and objectives of the NHA, and if so, how?

## ACCOMPLISHMENTS, CHALLENGES AND LESSONS LEARNED

1. In your experience, what have been some of the major accomplishments for this NHA?
2. Could you tell us about some of the challenges the coordinating entity and the National Heritage Area face?
3. How would the National Heritage Area be affected if it could not be financially sustained with federal NHA funding?

*Probe:* Which program areas/activities would be affected and how?  
What, if any, activities would continue?  
What, if any, activities would end with the sun-setting of funds?  
Are any of these activities of National importance and thus should be considered for further federal funding?

4. What, if any, organizations or mechanisms currently exist outside of the NHA entity for accomplishing the goals and objectives of the NHA? Would these organizations or mechanisms continue to work toward the heritage area goals post-sunset?
5. What has been the impact of the NHA in the region since its inception? (e.g., more trail/tourism development; increased historic or cultural preservation). How has the NHA's impact changed over time?
6. What were some of the early lessons learned or unintended consequences (e.g. issues related to collaborating rather than competing with partners) in implementing the activities and strategies for this NHA?
7. Could you tell us about any evidence of community support for the NHA? What does this look like (i.e. volunteers, funding, invitation to participate on the boards of other organizations, engagement of State leadership, etc.?)
8. What additional things would you have the NHA coordinating entity do, if any? What changes would it be helpful for the NHA coordinating entity to make?

# Tennessee Civil War NHA Partner Network Topic-Centered Interview Discussion Guide

## INTRODUCTION

Thank you for agreeing to meet with us today about your organization's involvement with the Tennessee Civil War NHA. We are researchers from Westat, a research company based outside of Washington DC and we are conducting a study on National Heritage Areas. Specifically, we're interested in learning about your work with the NHA coordinating entity and any assistance you have either received from or contributed to the National Heritage Area. We are interested in collecting information about your relationship with NHA coordinating entity, how it has evolved and how the NHA coordinating entity has changed over time.

Your participation in this interview is voluntary and it should take about an hour to complete.

## BACKGROUND

1. Describe your organization overall? *Probe – what is the type of organization (i.e. museum, historical society, etc), what does it do, size of organization, who does it serve, size of the organization (staffing, number of active volunteers, budget), length of time it's existed.*
2. What is your position and role in the organization? How long have you been with the organization? Other positions held?

## WORK WITH NHA AND NHA COORDINATING ENTITY

1. Can you briefly the nature of your relationship with the NHA and its coordinating entity?
2. What factors influenced your decision to become a partner with the NHA coordinating entity?
3. When and how did your partnership with the NHA coordinating entity begin? What, if any, requirements are there for being a partner?
4. What is the nature of the partnership?  
  
*Probe:* What types of services/programs/benefits do you receive through the NHA coordinating entity?  
  
What types of services/programs/benefits does the NHA/coordinating entity receive through you?
5. Could you describe how your organization's program activities contribute to the NHA's unique story?

6. Could you describe how your partnership with the NHA coordinating entity has affected your organization?
  - Has it had any effect on the types of visitors you get? The number? Why or why not? How do you know?
  - Has it helped you identify others to work with? Did you know of these organizations before you partnered with NHA coordinating entity?
  - Has it helped you receive funding? In what ways? What funding have you received that you may not have without the NHA coordinating entity partnership?
  - Has it helped you have more community:
    - Visibility?
    - Involvement?
    - Etc.?
  - Does it help you identify or be in touch with other resources and best practices that you may not have known about?

## TECHNICAL ASSISTANCE & CAPACITY BUILDING ASSISTANCE

1. Could you describe the types of assistance and other types of non-financial support your organization has received from the NHA coordinating entity?
  - What type of assistance did you receive (training, consultations, facilitated meetings, brainstorming ideas, site assessments, etc)
  - Who did you receive it from?
  - Where did you receive it?
  - How did you find out about this assistance?
  - Were there requirements for participating in these activities?
  - Did you need to pay for this assistance?
7. Could you describe how you've used this assistance to incorporate or enhance stories about the NHA heritage into your programming?
8. How have this assistance and your activities/offerings evolved over time?
9. What does this assistance from NHA coordinating entity allow your organization to do? Has it allowed you to work and collaborate with other organizations in the area? What are the advantages of receiving this assistance?

## COLLABORATION

1. Could you describe the ways your organization collaborates with NHA coordinating entity and/or with other NHA regional partners?
2. How does collaboration affect your organization's ability to meet its goals? *Probe: Has this collaboration helped you build your financial, programming or organizational capacity?*
3. Have you gained access other organizations or resources in the community because of your collaboration with NHA coordinating entity? How? *Probe – NPS, other state resources*

## OVERALL IMPACT OF PARTNERSHIP WITH NHA

1. How has your relationship with the NHA coordinating entity evolved over time? Has the impact of NHA coordinating entity changed over time – grown stronger, weaker or stayed the same?
2. Have you experienced any challenges as a result of your partnership with the NHA coordinating entity? *Probe – limitations on ability to fundraise or collaborate with other organizations?*
3. What leadership roles does the NHA coordinating entity play in the community? Convener? Organizer? Funder? Other?
4. Are there ways in which the NHA coordinating entity coordinating entity has changed the region over the past 12 years? How? In what ways? How has NHA coordinating entity's impact changed over time? *Probe – were there mechanisms present before the NHA coordinating entity designation?*
5. Is it important for your organization to continue working with NHA coordinating entity? Why? What factors influence your continued relationship?
6. What additional things would you have the NHA coordinating entity coordinating entity do, if any? What changes would be helpful for NHA coordinating entity to make? In general, in what ways could they serve your needs better and the needs of the region?
7. How would your organization be affected if the federal funds that support the NHA discontinued? Would any of your activities that contribute to the NHA mission and story continue? *Probe if there would be an impact on the quantity or quality of these activities?*
8. What do you think would be the overall impact if the federal funding that supports the NHA coordinating entity discontinues? Are there other mechanisms or organizations that could support the unique features and heritage of the area?

## Tennessee Civil War Heritage Area Residents/Visitors Topic Centered Interview Discussion Guide

Hi, my name is [INTERVIEWER NAME] and I'm working with the National Park Service to learn what visitors here know about the National Heritage Area that is located here. Do you have about 5 minutes to chat with me? I'm interested in getting your opinions rather than your personal information. We can stop our conversation whenever you wish and you are free to move on at any time. Also, feel free to skip any questions you would rather not discuss.

Conversation Topics:

1. Residency:  Local resident  State resident  Out-of-state
2. How visitor found out about the site:
3. Reason for visiting:
4.  First time visit  Repeat visit
5. Familiarity with NHA's history
  - Probe on source of knowledge
  - Probe on if and how this visit has enhanced their knowledge of the historical and cultural significance of the region
6. Familiarity with National Heritage Area
  - Probe on materials ( brochure)
  - Probe on signage (signage)
  - Probe on visiting NHA resources (tours, museums, trails)
  - Probe on message (themes) of NHA
  - Probe on what NHA means to them
  - If local, probe on role of NHA in community – economic, cultural, historic, restorative [revitalization]

## Appendix 5 Tennessee Civil War National Heritage Area Timeline

1996	Congress authorized creation of the Tennessee Civil War National Heritage Area (TCWNHA).
1997	Congress authorized funding dependent on completion of the Compact
1998	Governor Don Sundquist directs Middle Tennessee State University's Center for Historic Preservation, as the designated "clearinghouse" of TCWNHA, to develop the Compact.
1999	Draft Compact submitted to National Park Service and Secretary of Interior, with final approval contingent upon completing ongoing public meetings.
2000	Master Plan public meetings began (ending in May 2001) and website launched, providing opportunities for public to comment on draft Compact.
2001	Compact submitted to National Park Service approved and signed on 10 January 2011 by Secretary of the Interior Bruce Babbitt and on 19 February 2011 by Governor Don Sundquist; Master Plan completed; first of semiannual Advisory Board meetings held in April.
2002	Master Plan approved by National Park Service; management plan and environmental study begun; TCWNHA staff hiring begins; Stones River Symposium held (first of 7-part series); Collaborative Partnership Projects initiative established to involve significant projects in planning process on 50/50 matching basis.
2003	Professional Services and Outreach program launched, engaging partners in interpretive and educative heritage development projects across all three regions of Tennessee.
2004	Management Plan and Environmental Assessment completed.
2005	Tennessee Civil War Trails program planning with Tennessee Department of Tourist Development begins; developed and hosted Alliance of National Heritage Area's International Heritage Development Conference in Nashville that included workshops at 14 TCWNHA sites in the Middle Tennessee area.
2006	Middle Tennessee State University provides new administrative headquarters for TCWNHA at 1416 East Main Street on MTSU's campus; the Heritage Center of Murfreesboro and Rutherford County opens on Murfreesboro Public Square, site of Battle of Murfreesboro, for visitor orientation center and additional staff offices.
2007	Battle of Franklin interpretive efforts expanded with major symposium, leading to extensive preservation in Franklin; completed restoration of Doe Creek School; developed major Civil War and Reconstruction exhibit at East Tennessee Historical Society.
2008	Tennessee Civil War Trail markers first installed (now over 240); TCWNHA joined Civil War Sesquicentennial Commission with director serving as co-chair.
2009	Major sponsor of National Trust For Historic Preservation's 2009 National Preservation Conference in Nashville with TCWNHA as host ; expanded work in Mississippi River Corridor in cooperation with Tennessee Parks and Greenways Foundation; began creation of Tennessee Civil War GIS database for Tennessee State Library and Archives website.
2010	Nashville Public Television (six-part Civil War documentary series) began with TCWNHA serving as a major sponsor; worked with Parkers Crossroads Battlefield Association to produce new audio driving tour.
2011	Began development of interpretive materials for major battlefield parks in Franklin and Knoxville; completed website on Tennessee's Civil War art and artists in cooperation with Vanderbilt University and MTSU Walker Library.

Ernie Bacon	Tennessee Preservation Trust
Beverly Bond	University of Memphis
Bee Curtis	Tennessee Department of Tourism Development
Walter Durham	Tennessee State Historian
Jack Fishman	Lakeway Civil War Preservation Association
Glenn Gallien	The Nature Conservancy
Jack Gilpin	Department of Environment and Conservation
Honorable Brock Hill	Cumberland County Mayor
Stuart Johnson	Stones River National Battlefield
Alton Kelley	Belle Meade Plantation
Larry Lofton	USDA Natural Resources Conservation Services
Bobby L. Lovett Professor	Tennessee State University
Randy Lucas	Attorney at Law
Patrick McIntyre	Tennessee Historical Commission
Ben Nance	Tennessee Department of Environment and Conservation
Lisa Oakley	East Tennessee Historical Society
Dan Pomeroy	Tennessee State Museum
Fred Prouty	Tennessee Wars Commission
Clark Shaw	Casey Jones Village
Ann Toplovich	Tennessee Historical Society
Richard Tune	Tennessee Historical Commission

n

ative Bart Gordon, U.S. Congress 6th District

Senator Douglas Henry, Tennessee General Assembly

Representative Steve McDaniel, Tennessee General Assembly



## Appendix 7

## Collaborative Partner Grant Projects Funded

Collaborative Partner	Project	Contract #	Award (Paid)	Beg. Date	End Date	Geographical Scope
Byrdstown/Pickett County Chamber of Commerce	Tennessee Borderlands Driving Tour Brochure	C03-0204	4,000 (1,000+1,500+500)	09/04/02	05/31/03	Pickett Co
Tipton-Haynes Historic Site	Landon Carter Haynes/Civil War in ETN Exhibit-INCOI	C03-0203	8,000 (4,477.91)	09/04/02	05/31/03	Washington Co
Abraham Lincoln Library and Museum	Cumberland Gap Civil War Traveling Exhibit	C03-0283	10,000 (2,695)	09/04/02	12/31/03	Claiborne Co
Bradley Academy Museum	Occupied Murfreesboro exhibit	Letter of Agree	4,000	01/01/03	01/01/04	Rutherford Co
Sam Davis Home and Museum	Slavery in Tennessee Exhibit	Letter of Agree	6,500	01/01/03	01/01/04	Rutherford Co
Chattanooga African-American Museum	Underground Railroad (Phase I) Research	C04-0737	5,000 (2,500+2,500)	05/19/04	06/30/04	Hamilton Co
Main Street Collierville	Civil War in Collierville Brochure	C04-0801	900	06/25/04	11/30/04	Shelby Co
Tennessee State Museum	Teacher Workshop-West Tennessee	C05-0110	5,000	08/01/04	11/30/04	West Tennessee
Chattanooga African-American Museum	Underground Railroa (Phase II) Teacher Workbook	C05-0261	5,000	09/15/04	10/15/04	Hamilton Co
Chattanooga African-American Museum	Underground Railroad (Phase III) Book	C05-0402	5,000	10/29/04	02/28/05	Hamilton Co
Heritage Foundation of Franklin and Williamson	Labor Contracts Book	C05-0867	4,000	05/15/05	12/31/05	Williamson Co
Tennessee State Museum	Teacher Workshop-Middle Tennessee	C05-1101	3,240 (1,718.92)	05/15/05	12/31/05	Middle Tennessee
Rhodes College	Interpretive Materials- Ft. Pillow State Park	C05-0888	3,000	05/31/05	08/31/05	Lauderdale Co
Borderlands Foundation	Upper Cumberland Civil War Driving Tour	C06-0008A	5,000	05/31/05	12/31/05	Middle and East Tennessee
Tennessee Historical Society	THQ Issue on Battle of Nashville 140th Anniversary	C05-0865	6,250	05/31/05	03/31/06	Statewide
Cumberland Valley Civil War Heritage Association	Civil War Driving Tour	C05-0945A	1,000	05/31/05	06/30/06	Middle Tennessee
Heritage Foundation of Franklin and Williamson	Civil War Tourism Brochure	C06-0042A	5,000	05/31/05	06/30/06	Williamson Co
Paris-Henry Co Heritage Center	Civil War Driving Tour	C05-0866A	3,000	05/31/05	11/31/06	Henry Co
Tennessee Council for the Social Studies	Resource Notebooks for Fall Retreat	C06-0010	1,200	06/01/05	12/31/05	Statewide
Smith Co Heritage Museum	Civil War Exhibit	C06-0041	5,000	06/01/05	08/01/06	Smith Co
Heritage Foundation of Franklin and Williamson	Economic Impact Study of CW Tourism Sites	C06-0064A	5,000	07/20/05	06/30/06	Williamson Co
East Tennessee Historical Society	Civil War and Reconstruction Exhibit	C06-0325A	50,000	09/30/05	12/31/07	East Tennessee
Battle of Blue Springs Reenactment Planning Co	Battle of Blue Springs Educators' Resource Book	C06-0501	4,000	10/31/05	12/01/05	Greene Co
Tennessee Parks and Greenways Foundation	Mississippi River Corridor Master Plan	C06-0565A	30,000	11/30/05	01/31/07	Statewide
East Tennessee Historical Society	Tourism Kiosk	C06-0637	14,000 (7,000+7,000)	01/15/06	07/31/06	East Tennessee
Nature Conservancy-Tennessee Field Office	Alliance for the Cumberlands Conference	C08-0881	2,108	03/15/06	06/30/06	Middle and East Tennessee
Cumberland Region Tomorrow	Quality Growth Toolbox	C06-0882	18,500	03/15/06	12/31/06	Middle Tennessee
National African American Historical Association	Civil War Driving Tour	C06-0887	4,000	03/15/06	12/31/06	Marion Co
Tennessee Civil War Preservation Association	Civil War Battlefield Website (Phase I)	C06-0935	10,000	04/15/06	06/30/07	Statewide
City of Franklin	Battle of Franklin Plan	C06-1282	20,000	05/15/06	03/31/07	Williamson Co
Arts Center of Cannon Co	Civil War Exhibit	C06-1033A	5,000	06/01/06	03/31/08	Cannon Co
Battle of Blue Springs Planning Committee	Teachers Guide, Teachers Workshop, Education Day	C06-1326	5,000	07/01/06	12/31/06	Greene Co
Nashville City Cemetery Association	Ft. Negley Visitor's Center Interpretive Plan	C07-0224	5,000	08/07/06	11/30/06	Davidson Co
Sam Davis Home and Museum	African American Experience Exhibit	C07-0493	2,000	11/01/06	01/31/07	Rutherford Co
Franklin's Charge	Newsletters/DVD-DID NOT COMPLETE DVD	C07-0624	7,500 (2,500)	11/15/06	12/31/07	Williamson Co
Frank H. McClung Museum	Film	C07-0661	22,300 (11,150+11,150)	11/20/06	09/30/07	Knox Co
Tennessee Historical Society	Encyclopedia Entries of Civil War Battles	C07-0548A	4,000	11/20/06	01/31/08	Statewide
Main Street Murfreesboro/Rutherford Co.	Services and Marketing	C07-0746	18,000	02/01/07	01/31/08	Rutherford Co
William Blair	Stones River Symposium	C07-0726	1,000	03/01/07	04/30/07	Rutherford Co
Tennessee Civil War Preservation Association	Civil War Battlefield Website (Phase II)	C07-0814	10,000	03/01/07	03/30/08	Statewide
Franklin's Charge	Why Franklin Matters symposium	C08-0010	5,000	06/20/07	08/31/07	Williamson Co
Abraham Lincoln Library and Museum	Exhibit and Educational Materials	C08-0009	2,895	06/20/07	09/30/07	SE Kentucky, NE Tennessee, and SW
Borderlands Foundation	Teachers Guide	C08-0154	1,500	07/20/07	12/31/07	Middle and East Tennessee
Tusculum College	Andrew Johnson Symposium	C08-0153	2,125	07/20/07	03/31/08	Greene Co
Rhodes College	Zion Cemetery	C08-0207	9,950	07/31/07	07/31/08	Shelby Co
Mississippi River Natural and Recreational Corridor	Restoration Plan- Ft. Wright	C08-0152A	10,000	08/01/07	07/30/08	Tipton Co
Patty Dean	Honorarium	C08-0279	1,000	10/03/07	10/03/07	Nationwide
Parker's Crossroads Battlefield Association	Civil War Driving Tour	C08-0622A	2,500	11/26/07	12/31/09	Henderson Co
Southeast Tennessee Tourism Association	Civil War Driving Tour	C08-0621	10,000	12/15/07	09/30/08	SE Tennessee
Tusculum College	Andrew Johnson Symposium Speakers	C08-0859	7,387 (5,962.28)	01/29/08	12/31/08	Greene Co
Belle Meade Plantation	Interpretive Markers	C08-0733	6,000	01/29/08	01/31/09	Davidson Co
City of McMinnville	Civil War and Reconstruction Exhibit	C08-0869	5,000	01/29/08	01/31/09	Warren Co
Matt Gardner Homestead Museum	Website	C08-0767	425	01/29/08	01/31/09	Giles Co
Franklin's Charge	Newsletters	C08-1062	4,500 (3,230.52)	01/29/08	03/31/09	Williamson Co
Great Smoky Mountains Heritage Center	Intro. Film	C08-0734	20,000	01/29/08	03/31/09	East Tennessee
Historic Carnton Plantation	African American Heritage Driving Tour	C08-0899A	2,300	01/29/08	04/30/09	Williamson Co
Main Street Murfreesboro/Rutherford Co.	Services and Marketing	C08-0678	18,000	02/01/08	01/31/09	Rutherford Co
Tennessee Civil War Preservation Association	Civil War Battlefield Website (Phase III)	C08-0870	11,000	04/01/08	03/31/09	Statewide
City of Knoxville	Earthworks	C08-0262A	3,000	08/22/08	07/15/09	Knox Co
Barbara Fields	Stones River Symposium	C09-0045	2,000	09/01/08	12/31/08	Rutherford Co
Cumberland Co. Government	Civil War Exhibit-Military Museum	C09-0701	6,000	11/24/08	12/31/09	Cumberland Co
Paris-Henry Co Chamber of Commerce	Civil War Driving Tour	C09-1162	10,000	11/24/08	12/31/09	Benton Co, Henry Co, Houston Co, Stewart Co
Knoxville Civil War Roundtable	Archaeological Survey of Ft. Higley	C09-0728	15,000	01/01/09	09/30/09	Knox Co
Mississippi River Corridor-Tennessee	MS River Parkway Commission meeting in Memphis,	C09-0699	5,000	01/15/09	09/30/09	West Tennessee
Society of Military History	2009 Annual Meeting in Murfreesboro, TN	C09-0760	2,714	01/15/09	09/30/09	Nationwide
Tennessee Preservation Trust	Statewide Preservation Conference	C09-0702	2,000	01/15/09	09/30/09	Statewide
Tennessee State Museum	Symposium at Belle Meade Plantation	C09-0872	2,000	01/15/09	09/30/09	Statewide
Vanderbilt University	Art and Material Culture of Civil War in TN	C09-0726	7,500	01/15/09	09/30/09	Statewide
Main Street Murfreesboro/Rutherford Co.	Services and Marketing	C09-0844	18,000	02/01/09	01/31/10	Rutherford Co
Historic Casey Jones	Civil War and Reconstruction Railroad Exhibit	C09-0982A	15,000	03/20/09	08/31/10	Madison Co

Matt Gardner Homestead Museum	Rack Cards	C09-1160	275		04/10/09	12/31/09	Giles Co
National Trust for Historic Preservation	Exhibit Hall for 2009 meeting in Nashville, TN	C09-1138	30,000		04/10/09	12/31/09	Davidson Co
Tennessee Civil War Preservation Association	Civil War Battlefield GIS Database	C09-1062	3,000		04/10/09	12/31/09	Statewide
Abraham Lincoln Library and Museum	Civil War in a Box	C09-1064	5,000		04/10/09	03/31/10	SE Kentucky, NE Tennessee, and SW Virginia
Tennessee Historical Society	Lectures and Abstracts	C09-1152A	5,000		04/10/09	03/31/10	Statewide
Franklin's Charge	Franklin's Charge Symposium	C09-1151	4,000		05/10/09	09/30/09	Williamson Co
MTSU - Public History	"More Than Meets the Eye"	MOA	1,000		05/27/09	05/26/10	Rutherford Co
Nashville Public Television	Civil War Film Series Prep.	C10-0002	30,000		06/06/09	06/30/10	Statewide
Kentucky Historical Society	Civil War 150th Session at NCPH annual meeting in P	C10-0797	1,000		02/01/10	04/30/10	Nationwide
Keith Bohannon	Stones River Symposium	C10-0442	500		02/01/10	05/31/10	Rutherford Co
Sam Davis Elliott	Stones River Symposium	C10-0495	500		02/01/10	05/31/10	Rutherford Co
Main Street Murfreesboro/Rutherford Co.	Services and Marketing	C10-0704	12,000		02/01/10	01/31/11	Rutherford Co
Southeast Tennessee Tourism Association	Civil War Driving Tour (2nd edition)	C10-0839	5,000		02/15/10	08/31/10	SE Tennessee
Governor Frank G. Clement Railroad Hotel Muse	Civil War Exhibit	C10-0801	2,425		02/15/10	12/31/10	Dickson Co
Nashville Public Television	Civil War Film Series Prep.	C10-0841	50,000		02/15/10	12/31/10	Statewide
Nashville Public Television	Documentary Film Series	C10-0841	50,000		02/15/10	12/31/10	Statewide
Knoxville Civil War Roundtable	Civil War Earthworks Documentary Film	C10-0771A	15,000		02/15/10	01/31/11	Statewide
Tennessee Civil War Preservation Association	Civil War Battlefield GIS Database	C10-0866	11,000		02/15/10	04/30/11	Statewide
Vanderbilt University	Civil War Art and Material Culture Website	C10-0865A	25,354	(3536+277+21,5	02/15/10	12/31/11	Statewide
SC National Heritage Corridor	International Heritage Development Conference in Ch	C10-1231	5,000		05/20/10	08/31/10	Nationwide
City of Parkers Crossroads	Battle of Parkers Crossroads Brochures	C11-0312	7,500		08/31/10	08/31/11	Henderson Co
Tennessee Historical Society	Civil War 150th Sig. Event in Nashville, TN	C11-0424	2,500		10/15/10	12/31/10	Statewide
Tennessee Historical Society	Civil War in TN Book	C11-0425	2,500	(2,000+500)	10/15/10	12/31/11	Statewide
University of Tennessee Press	Franklin B. Cooling Book	C11-0552	2,500		11/01/10	08/31/11	Statewide
Lakeway Civil War Preservation Association	Civil War Exhibits at Longstreet	C11-0626	20,000	(1,972.13+18,01	12/01/10	08/31/11	Hamblen Co
Main Street Murfreesboro/Rutherford Co.	Services and Marketing	C11-0741	12,000		02/01/11	01/31/12	Rutherford Co
TN Civil War Sesquicentennial Commission	NPT/Civil War 150th Sig. Event DVDs	C11-1203	5,000		05/01/11	12/31/11	Statewide
Civil War Trust	National Teacher Institute	C11-1338	3,200		06/01/11	08/31/11	Nationwide
Promise Land Community Club	Living History Tours/"Flags of Freedom"	C11-1215	1,200		06/01/11	08/31/11	Dickson Co
City of Clarksville	Parks and Recreation/Ft. Defiance Brochure	C11-1400	2,400	(2,398)	06/01/11	12/31/11	Montgomery Co
Cemeteries of Athens Preservation Association	Civil War Cemeteries Walking Tour	C11-1234	900		06/01/11	04/30/12	McMinn Co
Civil War Trust	Spring Hill Exhibits	C11-1341A	4,000		06/01/11	04/30/12	Maury Co and Williamson Co
Franklin's Charge, Inc.	Battle of Franklin Map Update	C12-0110	7,500		06/01/11	04/30/12	Williamson Co
McMinn Co Living Heritage Museum	"A House Divided" Exhibit	C11-1332	1,680		06/01/11	04/30/12	East Tennessee