Naval Reserve Training Center
Shelby Park, Nashville, Tennessee

Historical narrative, Preservation assessment, and Adaptive Reuse recommendations

Bobby Cooley, Alexis Matrone, David Britton, and Dani O’Brien
Dr. Carroll Van West, project director

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Introduction

In late 2020, the Friends of Shelby Park requested that the MTSU Center for Historic Preservation prepare a report considering three goals:

1. An updated, broader history than what the Center prepared in its c. 2009 nomination of the Naval Reserve Training Center for listing in the National Register of Historic Places. This new history addresses more context on segregation in the Navy at the time the building was constructed and if the building had segregated facilities. Further, this report also provides insight into segregation in Nashville public parks, with a major focus on Shelby Park in East Nashville.

2. An assessment of the building that updates its condition from the time of the National Register nomination, identifies remaining character defining architectural features of the building, and provides a listing of preservation mitigation steps.

3. Recommendations on parking, landscaping and overall features of the building to be kept intact, and those sections more open for adaptive reuse as well as adaptive reuse suggestions.

In early February 2021 Dr. Carroll Van West, director of the MTSU Center for Historic Preservation, first investigated the building with a group formed by the Friends of Shelby Park. He took dozens of images and video to help the students begin to understand the building since the university was still in pandemic shutdown for most of the spring semester. Then in early April, Dr. West took the graduate student team--David Britton, Bobby Cooley, Alexis Matrone, and Dani O’Brien—on an inspection of the building so the final report could be prepared.
Part One: Brief history of the Naval Reserve Training Center and Racial Segregation of Nashville Public Parks

The Navy began the process of ending formal racial segregation in February of 1946 when it published Circular Letter 48-46, banning unequal treatment of African American sailors two years before Executive Order 9981 desegregated the U.S. Military as a whole. This rule included assignments and ratings, as well as accommodations. Given that both orders were in effect prior to construction of the U.S. Naval Reserve Training Center, it is unlikely there were any intentionally segregated spaces in the building’s design.

However, several factors may have contributed to the space being predominately white specifically in relation to officers. The first factor that supports this idea concerns commissioned officers in the Naval Reserve. There were limited avenues available for African Americans in Nashville to obtain officer commissions upon enlistment. The V-12 Program and the Naval Reserve Officer Training Corps were programs that combined officer training and college education, but the only school in Nashville offering either was Vanderbilt University, which did not begin admitting black undergraduate students until after the passage of the Civil Rights Act of 1964. The one opportunity for African Americans in Nashville to enter the Naval Reserve as officers was the Summer Reserve Officer Candidate Program, which was offered to both men and women regardless, at least officially, of race. Additionally, recruitment advertisements for enlistment in the Reserves were routinely posted in the Nashville Banner, calling for men and women to apply at the Training Center. This call would have been for normal enlistment rather than as commissioned officers. While there would have been limited opportunities for African Americans to join the reserves as officers in Nashville, there were no

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2 “Chapter 3: The Navy. Freedom to Serve: Equality of Treatment and Opportunity in the Armed Services, A Report by The President's Committee United States Government Printing Office Washington: 1950.” Truman Library Institute. The Letter stated, "Effective immediately all restrictions governing types of assignments for which Negro naval personnel are eligible are hereby lifted. Henceforth, they shall be eligible for all types of assignments in all ratings in all activities and all ships of the naval service. “In the utilization of housing, messing and other facilities, no special or unusual provisions will be made for the accommodation of Negroes.”
5 Ibid., 113-114; “V-12 Colleges and universities by state.” Vanderbilt was the only school in Nashville to offer the V-12 Program in the post-WWII era, but it also had its own NROTC program as well. The first historically black college or university to be approved for the NROTC program was Prairie View A&M University in Texas, in 1965.
7 “Applications Being Taken for Navy’s Summer Program.” Nashville Banner, Wednesday, January 16, 1952.
8 “Vacancies Announced in Naval Reserves,” Nashville Banner, November 30, 1949, Newspapers.com. Accessed April 2021; “Naval Reserve Has Vacancies for 250 Men,” Nashville Banner, November 29, 1950, Newspapers.com. Accessed April 2021; “Naval Reserve Lists Vacancies,” Nashville Banner, January 9, 1954, Newspapers.com. Accessed April 2021 (This article mentions that anyone with medical training may apply with the possibility of attaining chief petty officer status upon acceptance. This would have been one of the few opportunities to enter the Reserves with a commission without going through an officer training program).
official policies or procedures prohibiting them from joining as non-commissioned enlisted sailors. Nevertheless, racism in Jim Crow-era Nashville was still a reality. Intimidation in testing of recruits and potential competition with white applications vying to fill vacant positions could have presented legitimate occasions for white officers to discriminate against African American who applied to the Naval Reserve, but there are no recorded instances.9

Then there is the sad fact that Shelby Park itself was segregated space in the late 1940s. In 1912, the Nashville city government opened Shelby Park (for whites) in East Nashville and Hadley Park (for African Americans) in North Nashville on the same day. Hadley Park was just a few blocks from the newly established Tennessee State Agricultural and Industrial Normal School for Negroses (now Tennessee State University). The opening of Hadley Park marked the official beginning of segregated Nashville public parks, which stayed in place well into the Civil Rights Era.10 Hadley Park was specifically named as a space for African Americans, but given Tennessee’s 1885 statute allowing for separate accommodations for white and black patrons,11 it stands to reason that Shelby was a white-only park even if that was not explicitly stated.12

However, the integration of Shelby Park’s facilities has an important story, specifically in relation to its golf course. De-segregation of the golf course began haphazardly in February of 1954 after a Federal Judge in Nashville granted part-time access of the course to African Americans.13 This came three months before the U.S. Supreme Court, in Brown V. Board of Education, struck down of the “separate” but not-so-equal principle governing public places across the South.14

Following this ruling, there was an ensuing legal battle that involved NAACP attorneys, including future Supreme Court Justice Thurgood Marshall, who argued that the Supreme Court’s ruling in Brown should be applied to the case, and the City Board of Park Commissioners, who sought to have the order overturned and Shelby Park’s golf course reinstated as a white-only course.15 Following a decision by Jude Elmer D. Davies of the U.S.

9 Morris J. McGregor, Jr., “The Role of the Secretary of Defense, 1949-1951” in integration of the Armed Forces 1940-1965, Washington, D.C: Center of Military History, United States Army, 2001, 395. Accessed April 2021. This report covers the history of integration in the Navy and discusses at different points the issue of test score. Specifically, the author argues that the Navy had very rigorous standards in comparison to the Army, and few African American applicants passed the examinations than did white applicants. While McGregor attributes this to lack of equal education opportunities, intimidation is another possibility.

10 School Desegregation in Tennessee 12 Districts Released from Desegregation Orders 17 Districts Remain Under Court Jurisdiction, Tennessee Advisory Committee to the United States Commission on Civil Rights, April 2008, 1. Accessed April, 2021. The precedent for segregation in public accommodations in Tennessee, including parks, dates back to 1885 with his statute: “All well-behaved persons to be admitted to theaters, parks, shows, or other public amusements,” and stated that proprietors “had the right to create separate accommodations for whites and Negroes.”

11 Ibid.

12 “Beautiful Shelby Park is Formally Presented to City,” Nashville Tennessean, 1912, Metropolitan Government Archives, Nashville, Tennessee.


District Court in January of 1956 that ruled in favor of the NAACP, the Board of Park Commissioners effectively de-segregated all golf courses—but not all public parks—in Nashville.\(^\text{16}\) It can be argued that the Shelby Park golf course incident was thus one launching point for the legal fight against segregation in Tennessee parks.\(^\text{17}\)

At the same time, Nashville park Board officials had no intentions of allowing the swimming pools at the city’s white parks to be integrated. When Blacks attempted to use the pool at Centennial Park in 1961, the board abruptly closed all public swimming pools, including the one at Shelby Park, and they stayed closed until 1961.

The reaction to the possibility of integrated swimming pools indicates that the golf course discussion was of little importance to the overall rule of racial segregation in the city’s public parks. In addition to the pools, events like the “Playground Circus,”\(^\text{18}\) were still segregated between traditionally white and African American parks at least until 1962,\(^\text{19}\) though it had formerly taken place at Hadley Park.\(^\text{20}\) In addition to Hadley Park, there were at least seven other parks reserved for the use of African Americans in Nashville. These parks included Frederick

\(^\text{16}\) “Court Asked to Reconsider Golf Course Desegregation.” Nashville Banner, May 2, 1956. This set off another legal battle between the Board of Park Commissioners and several white Nashvillians who were seeking to overturn the ruling, but public opinion seemed to be divided. The Nashville Banner published opinion pieces from each side. “All Golf Courses Open,” Nashville Banner, May 12, 1956.

\(^\text{17}\) “Negro Leaders to Seek State Park Integration,” Nashville Banner, January 26, 1956. Z. Alexander Looby, attorney for the NAACP and Nashville City Councilman stated he was prepared to file a suit if the state failed to de-segregate the State Parks. Looby was one of the acting attorneys for the Nashville golf course suit as well. Tennessee State Parks were not de-segregated until 1962, however (“African American History at Booker T. Washington State Park,” Tennessee State Parks, February 24, 2021).


\(^\text{19}\) Shelby Park, Box 8, Metropolitan Government Archives, Nashville, TN. The photos in this box indicate that the African American Playground Circus was at Shelby Park in 1962.


What does this background mean? When the Naval Training Reserve Center opened, the building itself was not segregated, but the park in which it stood was segregated, and would remain so for another ten years.

**Future Research on Building History**

Chief Petty Officer Allen S. Nash Jr, who worked at the training center for twenty-five years, has agreed to provide a firsthand account of each room, the significant architectural details, and the daily use of the facilities.

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21 Richard Battle, “Nashville’s Parks for Negros Marked by Expanding Facilities, Special Programs,” July 2, 1948. Newspapers.com; Fredrick Douglass Park was called “Douglas” or “Fred Douglas” Park for many years, prior to its name change in 2017. It is believed it was originally named to honor abolitionist Fredrick Douglass who visited Nashville in 1873 but was apparently changed by white citizens who wanted to undercut the symbolic power of Douglass’s name (David Ewing, “Reclaiming Fredrick Douglass’ legacy for posterity,” *The Tennessean*, March 15, 2017).


24 Linda T. Wynn, “Union Transportation Company (1905-1907),” by Bobby L. Lovett and Linda T. Wynee, "Profiles of African Americans in Tennessee (Book Project)” (2016), *Nashville Conference on African American History and Culture*. Accessed April 2021; Betsey Phillips, “Fascinating figures and forgotten stories from African American History in Nashville,” *Nashville Scene*, February 19, 2015. Accessed April 2021. Greenwood Park was officially the first park designated for the exclusive use by African Americans and resided on land purchased by Preston Taylor in 1905. Taylor was an African American businessman and co-founder of Nashville’s black streetcar line, the Union Transportation Co., and was owned, operated, and used by Nashville’s African American population until 1949. It was located near the historic African American Greenwood Cemetery.


27 Ibid. Lindauer Park was dedicated in 1938 and was formerly part of Gay Street Park.
Part Two: Preservation Assessment and Key Architectural Features

Interior concerns

Homeless occupation/ Vandalism

- Most of the interior has been intermittently occupied as a homeless camp. It has also been subject to significant vandalism, mostly in the form of broken windows and spray paint.
- Hazardous component – Human Waste, Drug Paraphernalia, Trash, Broken Glass

Water damage

- Leaking roof in Western dining hall, and in eastern most rooms. Basement rooms underneath the “ships Prow” show significant water infiltration. See Figure 8.
- Windows and Doors – The windows throughout the building are covered by additional walls added during a refurbishing of the building. A few Port hole doors remain, but many have been replaced or removed after flooding
- Ceilings – false ceilings were added throughout the building, more predominately in the eastern and western wings of the structure and hide original ceiling and window openings.
- Flooring – The floor throughout the structure seems to be concrete and original with minimal damage

Mold

- Although park employees removed wall coverings, carpeting, and other water-soaked elements from many rooms after the flooding of May 2010, a careful exploration of mold-infected areas is needed

Exterior concerns

- Roof. The roof is currently comprised of multiple layers of metal, tar, and polyurethane foam. This roof is likely not salvageable and should be considered for total replacement with a like material.

- Gutters. The gutters are totally absent from the building. This has allowed for significant water infiltration through the basement level and foundation via wicking action. This building is located in a river bottom, thus generally wet conditions prevail. Every attempt must be made to divert water from entering the structure. A well-designed gutter system will aid with this significantly.

- Exterior coating. The current coating consists of multiple layers of paint. The most recent layer is a rubberized “waterproofing” coating that has aided in retention of water. As moisture accumulated behind the layers of paint, the rubberized layer prevented timely evaporation, thus leading to a more expedient deterioration of the building’s exterior paint. The building is made of a poured concrete, likely with significant Portland content in the concrete mix. Accordingly, permeable coatings are not normally required.
However, given the wet conditions of the environs, a permeable final coating should be considered. The drier the concrete can be kept, and the more prevention of wicking is implemented, the less need for permeable coatings. See Figures 1 and 2.

- **Drainage.** The rear (north facing side) of the building has significant drainage issues. There is a stone and concrete retaining wall (East-West) approximately 20’ from the building, bisecting a slope, presumable to slow the flow of water down the grade. Between this wall and the building are several large grates covering drains. The soil around these drains has settled over time and now aid water retention, instead of drainage. Combined with the missing gutters, the rear of the structure takes on a lot of water due to wicking and poor evaporation. See Figures 3 and 6.

- **Carport** (Westside). This more recent addition shows considerable degradation, water infiltration, and possibly excessive weight upon the stone retaining wall, which holds up the west side of the carport roof. The presence of this roof has led to this wall retaining significant moisture, which can shorten the life of the wall. See Figure 7.

**Exterior Recommendations**

- **Roof.** Roof should be replaced in its entirety with a like material. Current roofing suggests a 5-V ribbed galvanized metal roof would be appropriate.

- **Gutters.** A proper gutter system should be designed to receive the significant volume of roof run-off during a rain event. This system should make every effort to combine with an underground drainage system to not empty roof water onto the ground. This is especially important on the rear (north facing) side. Half round galvanized guttering of a sufficient width is recommended.

- **Ground drainage:** The retaining wall at the rear of the building should be kept intact. Not only does this appear to perform the task of slowing down-grade drainage, it appears to be of contemporary construction to the building. The stonework appears to be of a high caliber. Where necessary, the wall should be re-pointed. It is essential that the mortar is matched by a lab to determine to proper mix of aggregates, lime, Portland, etc. The soil between this wall and the structure should be re-graded to properly move water away from the building and into the underground stormwater drainage system.

- **Exterior coating.** All existing exterior coating should be removed. *Testing and attention should be paid to lead mitigation and removal.* The surface should be properly etched with a compatible surface prep agent. A permeable coating should be considered to aid in moisture dispersal and evaporation. Special attention should be paid to the original color. This will be the color closest to the concrete surface. Every attempt should be made to replicate this color with the new coating. A suggested coating is: St. Astier Lime Paint from Limeworks.us.
• **Carport.** Total removal is suggested. This addition is of recent construction, needs repair, and is not compatible with the era of significance for the structure.

• **Flagpole.** There is a flagpole that replicates a ships mast located directly to the front of the structure. This should be considered as part of the structure and character defining. It should not be removed. **See Figure 14.**

### Interior Recommendations

• **Drill Hall.** The most important interior space should not be partitioned and the windows restored to maintain its historic character.

• **Prow and stair handrails.** There are staircase handrails that have partially remaining cored metal handrails. These replicate handrails found in naval ships. This is a defining feature and should be re-cored with similar roping technique as represented in the remaining pieces left on the staircase handrails. Intact handrails are character defining and should be repaired and painted. **See Figures 14 and 15.**

• **Port holes.** There are two porthole windows on either side of the “prow”. These are currently covered. These should be left intact and restored to maintain the character defining visage of a ships prow.

• **Windows:** Throughout the exterior and interior, window are one of the largest character defining features of the building. The National Register nomination of the windows show they were originally of four light vertical metal-and-glass construction. Due to the building’s location in such a damp environment, windows can provide needed air flow for the building to ensure that moisture evaporates from within the building quickly. These windows also constitute a significant built-in energy efficiency, and accordingly should be operable wherever possible.

Small porthole windows are located on the south facing/ front of the building, where the building replicates a ships prow. These are extremely defining features of the structure and should be retained or replaced with replica windows. These are currently covered with metal. **See Figure 11.**

• **Doors:** There are a number of doors featuring Port holes stored in several rooms. These doors are a defining feature of the structure and imitate doors found on U.S. naval ships. Effort should be made to match port doors to their original locations within the structure. Multiple original doors discovered within the structure still have naval companies and their logos painted on them. Every attempt should be made to conserve these painted logos. The Vanderbilt University NROTC has deep ties to the training center and have used it since its opening. It is possible they could have valuable information about the doors and the painted logos on them. Missing logos could be recreated. **See Figures 4 and 5.**
• **Horizontal trim.** This 1x4 wooden decorative trim is throughout the entire structure. It lays horizontal and serves well to break up the vertical height of the wall. This should be retained, and where necessary, repaired with like material. See Figure 10.

• **Glass Block wall.** At the entrance to the stairwells at basement level are glass block walls. Every attempt should be made to keep and repair these with like material. See Figure 12.

• **Interior Walls.** The general floor plan show in alarm system plans in the NR nomination appear to be mostly original to the structures construction. The original wall surfaces appear to be of plaster. Accordingly, all existing plaster surfaces should be maintained and repaired with like materials.

• **Ceilings:** Acoustic drop ceilings throughout the structure should be removed. This will expose the original ceiling height. Where original ceiling materials exist, it may be appropriate to replicate. The important factor here is the original ceiling height should be maintained. As with the windows, ceilings heights have natural “go green” effect and when use in conjunction with functioning windows can have significant energy savings. Current ceiling heights in the west and east wings, north facing side, obscures the topmost portions of the original window openings.

• **Flooring.** Generally speaking, the floors are not character defining, but as they are concrete should be repaired where needed, and if coated, appropriate materials should be used. However, consideration should be given to the possibility of flooding in the basement level. Decisions about floor coatings, etc. should consider this factor.

• **Community library.** Lack of time and access to resources leaves the assessment of this space, seemingly carved out of the old mess hall wing, incomplete. But the use of it as a public library for what was c. 1970 an underserved neighborhood is worth close consideration. See Figures 16-17.
Figure 8.
Figure 9.
Figure 10.
Figure 11.
Figures 16 and 17: community library c. 1970
Part Three: Adaptive Reuse Suggestions

The size and location of the building lends itself well to adaptive reuse. If the recommendations above are followed, the character defining elements of the structure can be kept, while allowing for redevelopment of the majority of the interior space.

**Drill Hall:** While plans shown in the NR nomination refer to this as a Drill Hall, photographic evidence from various newspapers articles make it clear that this space was frequently used in entertainment, i.e., dances, concerts, ceremonies, etc. The size of this room lends easily to its reuse is a similar manner. The key components here are to retain the balconies, the window openings, and the open floor plan. Any acoustic treatments/sound reinforcement on the ceiling would be appropriate. See Figure 9.

**East/West Wings:** These are two-story wings that consist of a central hallway with office space along either side of the hall. With the exception of the previously mentioned port-hole doors and horizontal wooden trim, these spaces could be altered to suit the needs of the occupants.

**Dining Hall:** This westernmost space in the structure possess little character defining significance and could be altered to suit the needs of the occupant. The accessibility of the western entrance to the exterior ground makes this space ideal for businesses requiring frequent loading in/out such as restaurant.
**Basement:** As previously mentioned, consideration should be given to flooding in the basement level. All decisions for installation of business, or public-facing space, facilities, and infrastructure should be given this consideration.

**Prow (front):** This section of the building is of primary importance and significance. Its significance lays in its appearance. Accordingly, every attempt should be made to return the prow to how it looks in the oldest of photographs. Currently, there is a very conspicuous HVAC condenser located there. This should be removed. See Figure 15. All systems installations should be made with a mind toward invisibility to the front of the structure, especially the prow. This space also lends itself well to the interpretation of the entire building. Whether inside or out, interpretive panels could yield significant opportunity to educate and perpetuate site identity. There were also originally anti-aircraft guns installed on the “deck” of the prow. Consideration should be given replicas reinstalled on these original locations.

**Parking:** Currently, parking is extremely limited. For adaptive reuse purposes, requests should be made to Metro Parks to increase the parking onto adjacent land. Otherwise, measures should be taken to locate parking elsewhere and provide pedestrian ingress/egress.

**Handicapped Accessibility:** At the front of the building, ground level entry provide access to the basement level. For an accessible entrance, consideration should be given to an elevator on the interior. Alternatively, consideration could be given to providing an accessible entrance on the western entrance. Likewise, accessible restrooms should be given priority on the 1st floor. No ramps, etc. should be added to the front of the structure.
Suggested adaptive reuse:

These are based on observations of similar structure reuse across the country. The size of this structure could facilitate nearly all of these suggestions.

Entertainment space in large hall
Rentable meeting space
Leasable office space
Restaurant space in western wing
Farmers/ Public Market
Location for Metro Park Police precinct
Entrepreneur workspace
Collective workspace
Educational/ Interpretive/ Museum space
Community Center