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I am submitting herewith a thesis written by Bradley Franklin Thompson entitled "The Effectiveness of Planning for a Small Town: A Case Study of Gearing Up for the 21st Century: Planning Strategies for Rockwood, Tennessee." I have examined the final copy of this thesis for form and content and recommend that it be accepted in partial fulfillment of the requirements for the degree of Master of Science in Planning, with a major in Planning.

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The Effectiveness of Planning for a Small Town: A Case Study of Gearing Up for the 21st Century: Planning Strategies for Rockwood, Tennessee

A Thesis

Presented for the

Masters of Science in Planning Degree

The University of Tennessee, Knoxville

Bradley Franklin Thompson

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DEDICATION

This thesis is dedicated to my father and mother, Ronnie and Doris, whom have always loved me and supported me in everything I have ever done or tried to do. To my sister, Amanda, who has made my life much more fun and interesting. To my girlfriend, Tara, who has provided me with much love and support. To my grandmothers Bettye and Harriett whom have provided me with excellent examples of how life should be lived to the fullest extent possible. And most of all to God, who has surrounded me with these great people and supplied me with the willpower to fulfill my goals.

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ABSTRACT

Planning for small towns (population under 10,000) is similar to planning in any other large or medium size city in that their plans have varying effects on the growth or lack of growth and the extent of the effects often rely on the extent of implementation. However, small town planning has to deal with some issues that are not dealt with in larger cities. This thesis studies the effects that one particular strategic plan conducted by the Graduate School of Planning at The University of Tennessee has had on Rockwood, Tennessee. The plan is titled Gearing Up for the 21st Century: Planning Strategies for Rockwood, Tennessee and was published in the spring of 1992 providing a time span of nine years for changes to take place in the town.

The goal of this thesis was to determine whether the plan provided an effective tool for the guidance of the City of Rockwood's development strategies or not. The research has been completed and the results lie within the text.

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CHAPTER I

Introduction

Planning for small towns is often viewed as simply a nuisance to the towns for which the planning is being conducted and is considered "wasteful government activity or a threat to individual property rights-or both" (Brower 1984). For this reason planning is often neglected and yields a lack of otherwise potentially helpful guidance for maintaining or improving the towns' current status. In addition, when planning is neglected it can result in a loss of the valuable tool that can serve as a guide for decision makers and their development decisions that could potentially have an effect on future growth in the communities for which they serve.

According to Tweeten and Brinkman and Bonner, "Planning is only as useful as the planning unit wants to make it" (Tweeten and Brinkman 1976 and Bonner 1967). The value of this study lies in the evaluation of the potential effect planning had on the City of Rockwood, Tennessee based on one particular plan for Rockwood. This study provides The University of Tennessee Department of Urban and Regional Planning with an idea of the impact it and its students had on the selected community. The title of the

plan studied is Gearing Up for the 21st Century: Planning Strategies for Rockwood, Tennessee.

The plan was prepared by the Graduate School of Planning at the University of Tennessee, Knoxville in 1992, thus providing a time span of nearly nine years for changes to occur as a result of the plan. The primary research question for the study is "Has the plan provided an effective tool for the guidance of the City of Rockwood's development strategies?" In addition to the primary research question, the study answered a few secondary research questions. These questions were as follows:

1.) Have the goals stated in the plan been used by Rockwood to guide decision-making? If so, have the goals been accomplished?

2.) Have the strategic approaches in the plan been utilized by Rockwood as a guide for decision-making? If so, have the strategic approaches been fulfilled?

3.) Have the site-specific potential development areas identified by the plan been implemented?

These questions are discussed in detail in chapter four. Before proceeding, it is necessary to first provide a profile of Rockwood, Tennessee.

Rockwood is geographically located in East Tennessee within the Tennessee Valley in Roane County. Its neighboring cities in Roane County are Harriman, Kingston

(the county seat), and Midtown all of which are located east of Rockwood. In addition, Rockwood is 48 miles west of Knoxville and 30 miles southwest of Oak Ridge (Map Quest 2001). The population of the City of Rockwood is 5,348 and makes up approximately 11.4 per cent of the total population of Roane County (Census 1990). The median income of the City of Rockwood as of 1990 is $17,024 as compared with Roane County that has a median income of $24,210 (Census 1990).

Rockwood has access to Interstate 40, and National Highways 27 and 70, which bisect the city (see Figure 1). In addition, Rockwood also has direct access to the Southern Railway, which bisects the town.

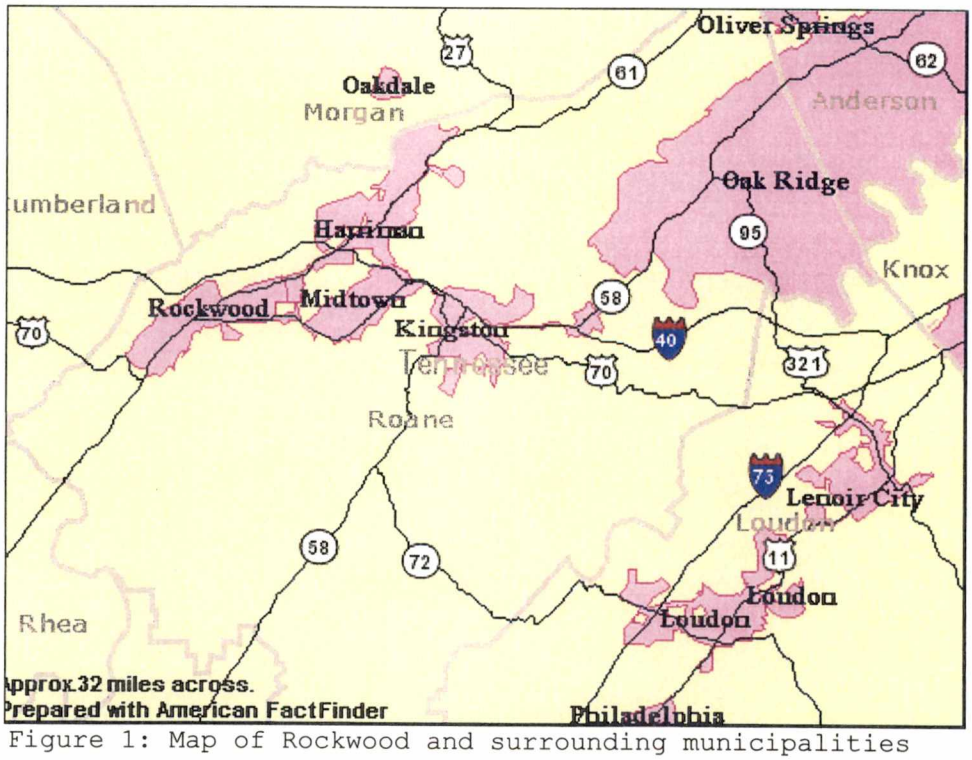


Figure 1: Map of Rockwood and surrounding municipalities

It was assumed that change has occurred over the past nine years (1992-2001). However, it cannot be assumed that the changes are positive or negative or that the changes occurred with the guidance of a plan.

There are many factors to be reviewed in order to provide the most thorough study of the effectiveness of planning in Rockwood. These factors are covered in chapters two and three. Chapter two, titled "Background Information and Literature Review", consists of a summarization of the research that has been conducted in preparation for the writing of this thesis. The research reviewed consists of literature pertaining to small town planning characteristics and issues, strategic planning, history of planning in Rockwood, and measurement of the evaluation of the effectiveness of plans after they have been implemented. Chapter 3 provides a review of Gearing Up for the 21st Century: Planning Strategies for Rockwood, Tennessee. The review is conducted on a chapter-by-chapter basis, beginning with a review of chapter one and ending with a review of chapter six. This review serves as a brief synopsis of the important aspects of the plan that are studied in more depth in the thesis.

Following chapters two and three are the chapters that report the findings of the research that was conducted to answer the secondary research questions and the primary research question.

Chapter four is titled "Effectiveness of the Proposed Goals and Strategic Approaches" and is a review of each of the secondary research questions, their significance in helping to provide an answer to the primary research question, the method for answering each question, and the answers to the questions. The research that was conducted to answer these questions is very similar to the research that is conducted when developing a plan for any city. The research consists of reviews of all related documents on the development of Rockwood since 1992 when the plan was completed. In addition, personal interviews were conducted with public officials, business leaders, and local commercial establishment owners to gather insight into their opinions of the effectiveness of the plan prepared by the Graduate School of Planning.

Chapter five is a review of each of the potential development proposals in chapters three, four, and five of the plan. Each of these chapters is primarily the result of personal observation and interviews.

Chapter six provides a summary of the results of the research conducted to provide an answer to the question of whether or not the plan has served as an effective tool for the guidance of the development strategies of Rockwood, Tennessee. In addition, the conclusions and recommendations are included in this chapter.

CHAPTER II

Background Information and Literature Review

Small town characteristics and small town planning have been studied from both academic and practical views. For the purposes of this thesis, a small town is defined as an incorporated place of less than 10,000 population. This chapter reviews some of the findings of the research that is pertinent to small town planning. Literature from four specific subject areas is discussed. The first is small town planning characteristics and issues; the second is strategic planning; the third is a history of planning in Rockwood, Tennessee; and the final subject is measuring the effectiveness of plans after they have been implemented.

The first three foci of research are primarily to establish an understanding of the issues small towns deal with in planning, an understanding of the characteristics of a strategic plan such as the one studied here, and to establish a background for the planning that was undertaken in the City of Rockwood. This study is unique in that few studies have been conducted to determine the effectiveness of a plan for a city.

Small Town Planning Characteristics and Issues

Planning in small towns and issues dealt with in these towns differ fairly significantly from typical planning and issues in larger cities. Rockwood is no different from any other small town in that it has many issues to deal with that are often highly politicized and can become difficult to deal with due to friendship or family ties. Small town issues are not only politicized but can also become very personalized because it is often the case that the parties involved with a particular issue are also friends or coworkers. In addition, the smaller the town the more personalized the issues can become. This is not to say that all small towns have the same or even related issues, because small towns are all different from one another. They differ in size, location, economic base, and social conditions (Daniels, Keller, and Lapping 1995).

Typically, small towns spend much of their effort planning for economic development and trying to develop methods to diversify the local economy (Daniels 1989). Economic development has become one of the most frequently sought after goals of planning in small towns due to the fact that these towns have gradually lost their traditional roles of serving as retail and commercial centers (Daniels

1989). The loss of this role has resulted often times in heated competitions for potential commercial establishments and the capital and labor supply that results from these establishments (Daniels 1989).

Small towns use a variety of tactics that are designed to attract businesses and other commercial establishments. They will often promote the idea that small towns have advantages such as affordable housing, low crime rates, a unique social make-up, and abundant labor supplies (Daniels 1989 and Daniels, Keller, and Lapping 1995). Another tactic used not only in small towns but also in cities of all sizes is called development planning. Development planning is geared specifically toward the recruitment of businesses and tries to provide an environment in which private businesses can function with as much success as possible (Stein 1995).

Many small towns have suffered from recent losses in manufacturing jobs, mining jobs, and fluctuating agricultural markets (Daniels, Keller, and Lapping 1995, Daniels 1989, Galston and Baehler 1995, and Blakely 1994). As previously noted, small towns often make attempts to diversify their economies. Diversification increases the chances that towns will be able to respond well to declines

in the overall economy (Galston and Baehler 1995) and according to Thomas Daniels in "Small Town Economic Development: Growth or Survival?" industrial recruitment is one of the more common methods for diversification (Daniels 1989). However, Daniels goes on to say that "industrial recruitment and reliance on outside funding are giving way to locally based finance and entrepreneurial activity" this could be attributed to the idea that a decline in agriculture and raw materials production (discussed previously) is soon followed by a decline in industry (Galston and Baehler 1995). For this reason, other forms of development are needed to diversify the economy in small towns.

To cope with the need for diversification, small towns have become recreation and tourist attractions and retirement communities (Daniels, Keller, and Lapping 1995 and Blakely 1994). However, Edward Blakely warns that tourism and retirement will not replace the jobs lost in the basic sectors of the economy and many more steps need to be taken to strengthen the economic viability and job availability (Blakely 1994).

The problem that small towns have in dealing with all of their dynamic characteristics is that most of these

towns do not have permanent full time planning staffs that deal with the particular issues facing a town on an everyday basis and the towns are forced to look for outside assistance with planning (Bonner 1967). In addition, federal aid for small communities has declined in recent years making it more difficult for towns to perform the necessary tasks to continue developing (Daniels 1989 and Galston and Baehler 1995).

Perhaps one of the major problems that smaller towns and communities face is that they simply do not have the luxuries afforded larger urban areas. Small towns in the United States are often overlooked in a regional context due to the fact that they take a back seat to larger urban areas within the region where the majority of economic development occurs and where the political clout is concentrated (Jenks 1990). In addition, small towns often times only rely on one or two major employment source(s) in their community whereas larger cities do not have this limited economic diversity (Daniels 1989). The fact remains that many small towns located on the rural-urban fringe (within ten to fifty miles of a major metropolitan center) are dependent on government jobs, recreation, and employment and have tended to fare rather well (Daniels

1989). Rockwood is very similar due to its close proximity to Oak Ridge and Knoxville.

Finally, many federal programs often require small towns to comply with regulations designed for large cities (Daniels, Keller, and Lapping 1995). The problem here lies in the fact that many small towns cannot afford to meet the standards set forth by these federal programs (Daniels, Keller, and Lapping 1995).

Strategic Planning

As the title suggests, Gearing Up for the 21st Century: Planning Strategies for Rockwood, Tennessee is a strategic plan. The plan and its strategies for development will be reviewed in Chapter 3 but prior to reviewing them, a synopsis of the characteristics of a strategic plan and more specifically the characteristics of a strategic plan for a small town are provided.

Strategic planning is based on a concept that was initially devised for the business world. The idea is that businesses can plan for their own future growth and the directions in which they desire to move in the next five to ten years (Kaufman and Jacobs 1987). This concept began to gain recognition as a potential tool for urban planners in

the mid 1980s and became more popular in the 1990s (Daniels, Keller, and Lapping 1995).

Strategic planning for cities involves people who see themselves as stakeholders that are attempting to create a common goal for the city (Daniels, Keller, and Lapping 1995, Kaufman and Jacobs 1987, Sorkin, Ferris, and Hudak 1984, and Gordon 1993). This vision involves the people of the city or town having the ability to recognize the assets and liabilities using a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis which will aid in the creation of strategies to achieve the common goal that has been established (Daniels, Keller, and Lapping 1995, Kaufman and Jacobs 1987, Gordon 1993, and McClendon and Quay 1988).

In addition to assessing the assets and liabilities, a town must also be innovative to be successful in their strategic planning attempts (Daniels, Keller, and Lapping 1995). Innovation involves taking risks to move forward in the community. However, this tends to be a problem in smaller communities because they are often afraid of significant change that may result from risk taking and the fact that risks can also result in failure (Daniels, Keller, and Lapping 1995).

There are several strengths of strategic planning. Perhaps the biggest strength is that it can build consensus (Kaufman and Jacobs 1987). Consensus building among political leaders and the public is crucial in any community that has a desire to progress in a positive way. Other strengths that Kaufman and Jacobs present are educating the public, developing a shared vision, positioning a community to seize opportunities, identifying the most effective uses of resources, and providing a mechanism for public-private cooperation, all of which are fundamental to positive progression in the community (Kaufman and Jacobs 1987). One other strength of strategic planning is that it involves narrowing the focus from a more comprehensive analysis to only focusing on selected key issues (Kaiser 1995). This can often lead to the increased ability of a community to get the "important" goals and objectives completed.

Although there are many strengths in strategic planning, many warn of the weaknesses. One of those weaknesses is the tendency of the process to promote sameness that can lead to a loss in uniqueness and lead to a loss of identity for a community (Daniels, Keller, and Lapping 1995). Another weakness is that often times

strategic planning will only include the community's business and political leaders thus excluding the general public and resulting in serious political problems (Daniels, Keller, and Lapping 1995). One final weakness is the fact that smaller communities simply do not have the financial and professional resources needed to produce quality strategic plans (McClendon and Quay 1988).

History of Planning in Rockwood, Tennessee

Planning in Rockwood does not have a significant history in terms of the number of plans that have been produced. In fact, there are relatively few plans that have been completed for the city. Currently, Rockwood does not have a plan that is being used by the planning commission. However, the Tennessee State Planning Office is in the process of preparing a comprehensive plan for the city to be completed in approximately one year (Bryant 2001).

Rockwood's planning history dates back to the 1954 Housing Act and Section 701 of the Act. The Housing Act of 1954 required a plan before federal monies (grants or loans) could be distributed to a city for developments (Tweeten and Brinkman 1976). Once the plan was developed,

a city could then apply for and receive federal money. Section 701 of the Act provided the necessary federal funds to cover at least two-thirds of planning related costs. As one might imagine, this Act and Section of the Act led to a significant increase in planning. This was also true for planning in Rockwood. The best possible example of the influence the Act had on planning in Rockwood lies on the title page of both the 1969 comprehensive plan and the 1976 summary plan. The title page of the summary plan of 1976 reads as follows:

> "The preparation of this report was financed in part through and Urban Planning Grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954, as amended." (Tennessee State Planning Office 1976)

The comprehensive plan of 1969 also has a statement similar to this on its title page (Tennessee State Planning Commission 1969).

Research has revealed that only three plans have been conducted for the City of Rockwood. Two of the plans are the Comprehensive Plan, Rockwood, Tennessee, 1969-1990 and the Summary Plan, Rockwood, Tennessee, 1976, both of which were produced by the Rockwood Regional Planning Commission and the East Tennessee Office of the Tennessee State Planning Office. In addition, there has been one other

study and one other plan for Rockwood. The study, titled Background for Planning Rockwood, Tennessee, was done in 1966 by an Urban Geography class at the University of Tennessee in cooperation with the Rockwood Regional Planning Commission and the East Tennessee Office of the Tennessee State Planning Commission (Stimson 1966). The other plan that was prepared for Rockwood was the one that is studied in this thesis and will be discussed further in the next chapter.

The comprehensive plan of 1969 covers a time span of twenty-one years from 1969 to 1990. The plan includes an analysis of the population, economy, land use, transportation, housing, and community facilities (Tennessee State Planning Commission 1969). The plan then presents a plan for land use, transportation, and community facilities based on the analyses as well as population projections for 1990, standards, and community goals (Tennessee State Planning Commission 1969).

The summary plan of 1976 is also a comprehensive plan and is similar to the 1969 comprehensive plan. The only difference in this plan is that it includes an implementation schedule and environmental assessment (Tennessee State Planning Office 1976).

The background for planning study that was conducted by Dr. Lillian Stimson's Urban Geography class was only an analysis of several issues that were affecting the city at that time. The analysis was performed for economic, population, land use, utilities, transportation, and community facilities (Stimson 1966). However, this study made no attempt to develop a plan for any of the areas that were analyzed.

Effectiveness of Planning

Effective planning and how to produce effective plans are two subjects that have been written about in many publications. However, how to produce effective plans is not what this thesis is about. This thesis looks at the effectiveness of a plan after it has been written. Extensive research was conducted to try to find a study of the effectiveness of a plan after the fact but nothing was found.

All plans and plan makers have the goal of being used. However, the fact is that many plans are often not used.

There are several definitions for effective planning:

> "The effectiveness of a planning program is measured by the degree to which it is implemented." (Bonner 1967 and Tweeten and Brinkman 1976)

> "It is planning that produces a decided, decisive, or desired outcome that is often achieved by surmounting obstacles." (Roeseler 1982)
>
> "Direct influence on policy decisions and the prestige that follows from recognition by others of that influence." (Altshuler 1965)
>
> "Just as in your own life you consider yourself successful if you achieve what you set out to do, so does the body politic." (Roeseler 1982)

These definitions are descriptions of how effective or successful planning is defined by corresponding authors.

According to William S. Bonner, at the completion of a plan there is a body of knowledge and facts that were used to develop the plan and its recommendations and this information should be used to evaluate the effectiveness of that plan (Bonner 1967). In addition, Bonner also says that there is a need to determine the effect of decisions by local governments and private individuals on the plan and the plans recommendations (Bonner 1967).

Wolfgang G. Roeseler's book on Successful American Urban Plans is the closest study of successful planning. This book documents plans and whether or not they were successful for selected cities across America. However, his study was of the megalopolis, major cities, and medium-sized cities but not small towns. In his book Roeseler uses a similar approach to determining the effectiveness of

a plan as is used in this thesis. This approach consists of becoming familiar with a given plan, the methodologies and techniques, the circumstances at the time of the plans development, and the procedures and objectives of the plan (Roeseler 1982). After getting familiar with these subjects, comparisons are made with the current conditions (Roeseler 1982). Roeseler says that if what was hoped for years ago is there now, then success of the plan can be assumed (Roeseler 1982).

CHAPTER III

Review of Gearing Up for the 21st Century: Planning Strategies for Rockwood, Tennessee

Before addressing the secondary research questions, it is necessary to review the source of the questions. This chapter reviews the plan that serves as the basis of this study. The review is structured so that each chapter of this plan and its' most important attributes are highlighted. Each chapter is reviewed in order beginning with chapter one and ending with chapter six. Chapter seven of the plan is titled "Programs and Funding Sources" and will not be reviewed due to the fact that it is merely a list of potential resources and contacts that were viewed as being potential providers of technical assistance to Rockwood in implementing the strategies in the plan (Graduate School of Planning 1992).

Gearing Up for the 21st Century: Planning Strategies for Rockwood, Tennessee is a strategic plan. According to Kaiser, Godschalk, and Chapin in Urban Land Use Planning, a strategic plan narrows the task of more comprehensive analysis by focusing on only selected critical issues (Kaiser, Godschalk, and Chapin 1995). In addition, "strategic planning relies on a rational process of

assessing the environment, creating a vision of success, and selecting actions in light of a range of possible futures" (Kaiser, Godschalk, and Chapin 1995). The graduate students in the Planning Methods class of the Graduate School of Planning at the University of Tennessee produced this strategic plan in 1992 with this definition as their guide. This plan indeed serves as an excellent example of the definition of a strategic plan as defined by Kaiser et.al.

Like most plans, there is an attempt to ensure the city's future prosperities that could be achieved with the right policies for developing its resources. In the introduction, it is made clear that the purpose of the plan is to provide the citizens of Rockwood with the necessary development strategies that will allow Rockwood to take full advantage of these resources as well as create positive change (Graduate School of Planning 1992). The introductory pages of the plan also deal with the recurring theme of synergism and interrelationships among the proposed development concepts (Graduate School of Planning 1992). The concept of synergism and the interrelationships will be discussed in further detail later in this chapter. In the meantime, a discussion of chapter one of the plan

titled "Problems, Needs, Assets, and Opportunities" follows.

Problems, Needs, Assets, and Opportunities

Many, if not most of the literatures pertaining to the small town planning processes and city planning processes suggest that one begin with a statement of the goals and objectives for the town. The Rockwood plan does not jump immediately to the goals and objectives. Instead, the plan first discusses its methods for formulating the goals and objectives. Chapter One provides the results of the base studies, personal interviews, and focus groups consisting of the Rockwood City Council, Rockwood 2000 representatives (a local downtown revitalization group), the Planning Commission, and concerned citizens which lead to the formulation of the goals and objectives (also known as strategic approaches in this particular plan) (Graduate School of Planning 1992). From the results of these studies, the students of the Planning Methods class devised a list of the problems, needs, assets, and opportunities for Rockwood and included them in the first chapter of the plan.

Eight subheadings were used under the headings of problems, needs, assets, and opportunities. The subheadings contain bulleted lists of each of the problems, needs, and assets. The subheadings are Economic Development, Transportation, Land Use, Housing, Downtown, Public Facilities and Parks, Environment, and Social (Graduate School of Planning 1992). Each of the headings, subheadings, and their bullet points are listed as they appear in the plan. As stated by the plan itself, "the order in which they appear is not indicative of their importance" (Graduate School of Planning 1992).

First, the problems faced by the City of Rockwood are listed. The problems for economic development identified by the plan are as follows:

- Vacancies in the Industrial Park,
- Low population,
- Unemployment,
- Families below the poverty level, and
- Vacant Gateway Shopping Center.

The problems for transportation identified by the plan are as follows:

- Dangerous intersections,
- Pavement deficiencies,

- Railroad bisects the City,
- Emergency response problems due to railroad bisecting the City,
- Railroad signal lights,
- Lack of street signage and lane markings, and
- Lack of pedestrian and bicycle pathways.

The problems for land use are as follows:

- Lack of open/green space,
- Strip commercial,
- Lack of buffer zones,
- Lack of zoning and building code enforcement,
- Zoning ordinance lacks provisions for mixed-used development and open space,
- Large number of vacant lots,
- Housing in floodplain, and
- Lack of aesthetic quality and landscaping along Highway 27.

The problems listed for housing are as follows:

- Lack of housing code enforcement,
- Substandard housing,
- Scattered mobile homes,
- Not enough subsidized housing for the poor, and

- Residential rental properties shortage.

The downtown problems as listed by the plan are as follows:

- Vacant buildings,
- Poor physical condition of many buildings,
- Physical condition of streetscape,
- Limited evening entertainment activities,
- Lack of variety of retail facilities, and
- Lack of adequate parking.

The problems with public facilities and parks are as follows:

- Insufficient park space,
- Lack of signage and identification,
- Outdated utility information,
- Limited variety of park activities,
- Underdevelopment and underutilization of existing parks, and
- Lack of plans for utility expansions.

The environment problems as listed by the plan are as follows:

- Floodplain,
- Steep slopes,
- Poor soils for development purposes, and

- Water quality of Watts Bar Lake.

Finally, the social problems listed by the plan are as follows:

- Lack of strong community image,
- Low education levels,
- Lack of neighborhood identities, and
- Minority relations.

Next, the plan lists the needs for the city. The needs for economic development are as follows:

- Development of small incubator program,
- Unify business community,
- Incentives for new/small businesses,
- Incentives to retain existing businesses,
- Full-time economic development director,
- Additional lodging accommodations,
- More recreational activities,
- Promote existing resources/amenities (Mt. Roosevelt, Watts Bar, historical features),
- Re-use of Roane Iron Company site,
- Further development of Industrial Park, and
- Additional upscale restaurants.

The needs for transportation as identified by the plan are as follows:

- Improve deficient streets,
- Railroad overpass,
- Upgrade railroad safety features,
- Additional street signage,
- Pedestrian/bicycle paths and sidewalks,
- Additional street lighting,
- Alternative transportation modes,
- Roadway connection between the downtown/airport/lake, and
- Focus on Heritage Highway development.

The land use needs are as follows:

- Open space,
- Alternatives to strip development,
- Improve and enforce zoning ordinance,
- Update land use plan,
- Concentrate industrial development in appropriate locations, and
- Historic District designation of Kingston Avenue.

The identified needs for housing in Rockwood are listed as follows:

- Stronger code enforcement,

- Multi-family residential,
- Improve poor and substandard housing,
- Control placement of mobile homes, and
- Additional housing for disadvantaged.

The needs for downtown are the following:

- Physical improvement of buildings in accordance with design guidelines,
- Improvement of streetscape, including street furniture,
- Additional businesses,
- Mixed-use development, and
- Development of a crafts incubator complex.

Needs for public facilities and parks are identified as the following:

- More parks,
- Comprehensive recreation plan,
- Develop 212 acres,
- Create Parks Board to promote recreation activities,
- Develop 96 acres on Watts Bar Lake, and
- Annually update utility information.

Needs for the environment are listed by the plan as follows:

- Protect existing resources and amenities,

- Further develop and promote Mt. Roosevelt and Watts Bar Lake, and
- Preserve scenic resources, including the forest.

The social needs are listed as follows:

- Population growth,
- Improve educational programs,
- Sense of town image,
- Improve town image, and
- Community unity and spirit.

The last aspects discussed in chapter one of the plan are the assets and opportunities for Rockwood. The assets and opportunities for economic development are as follows:

- Bed & breakfast and hotel development,
- RSCC/Agricultural Exposition Center,
- Arts, crafts, and music festivals,
- Gateway Shopping Center,
- Businesses for the elderly,
- Arts/crafts/furniture production,
- Small business incubator program,
- Tourism development,
- Expansion of medical services,
- TVA funding sources,

- Nostalgic attractions,
- Establish upscale restaurants,
- National Register Historic District and individually listed buildings,
- Re-use of Roane Iron Company facility,
- Airport,
- Entice travelers off Highway 27,
- Auto restoration/replication industry,
- Preservation building materials,
- Community of crafts people,
- Development of natural resources, and
- Recruit businesses for Industrial Park.

The transportation assets and opportunities for Rockwood as identified by the plan are as follows:

- Intermodal Surface Transportation Efficiency Act (ISTEA) funding,
- Federal Aid Primary and Federal Aid Urban (FAP/FAU) funding,
- Heritage Highway designation,
- Interstate highway interchange, and
- Dixie Highway recognition.

The assets and opportunities identified for housing in Rockwood are as follows:

- Multi-family residential development,
- Second home development along the lake, and
- Department of Housing and Urban Development (HUD) and State funding including HOME, CDBG, 202 Program.

The downtown assets and opportunities were identified as follows:

- Redevelopment and adaptive re-use,
- Mixed-use development,
- Small businesses,
- Nostalgia related activities, and
- Downtown park and integrated greenway.

The assets and opportunities for public facilities and parks were the following:

- Roane State Community College,
- Agricultural Exposition Center,
- Site for festivals,
- Development of 212 acres,
- Assorted activities for Watts Bar Lake and Mt. Roosevelt including: fishing, hunting, boating, camping, RV site, sight seeing cruise, picnics, hiking, arts/crafts, and music festivals, and
- Development of Roane County fairground.

The assets and opportunities for the environment in Rockwood are listed as follows:

- Development of walking/hiking trails,
- TVA funding resources,
- Promote forest resources,
- Climate, and
- Preserve and enhance natural resources.

The social assets and opportunities are identified by the plan as follows:

- RSCC vocational/crafts center/continuing education,
- Common vision of the community,
- Retirement community for the elderly, and
- Promotion of small town living.

The assets and opportunities for land use were the last to be identified by the plan. They are as follows:

- Use of existing vacant buildings and lots and
- Greenway development.

Problems, needs, assets, and opportunities are a crucial step in formulating the goals and objectives for a plan. Much of the study of whether or not this plan served as an effective tool for guiding Rockwood's development

strategies is based not only whether or not the goals and objectives were met, but also whether or not the identified problems, needs, assets, and opportunities were dealt with. Following is a discussion of chapter two of the plan where the goals and strategic approaches are discussed.

Goals and Strategic Approaches

Using the problems, needs, assets, and opportunities devised in Chapter one of Gearing Up for the 21st Century: Planning Strategies for Rockwood, Tennessee, the goals and strategic approaches were formulated and presented in chapter two of the plan. According to the introductory paragraph of chapter two, "community goals should express the agreed-upon desires of what local residents want for themselves and their city" (Graduate School of Planning 1992). In addition, the statement is made that "strategic approaches should provide a sense of direction and act as a decision-making guide to assist the community in achieving its goals" (Graduate School of Planning 1992). The plan presents seven goals and several accompanying strategic approaches for each goal. The goals and strategic approaches are as follows:

Goal One: Improve civic pride by strengthening the social and economic dimensions of Rockwood.

Strategic Approaches:

- Revitalize the downtown as a central focus or showcase.
- Combine the natural, manmade, and historic resources into a nostalgia theme for the city of Rockwood.
- Promote cooperation between the various interest groups toward the common goal of revitalization.
- Encourage businesses to utilize local labor.
- Encourage the combined efforts of all social groups in Rockwood to enhance the City's identity.
- Focus on developing tourism activities with Rockwood.
- Promote environmentally sensitive development of the City.
- Create a development council as an umbrella organization to assist present businesses and recruit new businesses to the area.
- Create a community development staff position to implement objectives.

Goal Two: Stimulate economic development in Rockwood through increased tourism.

Strategic Approaches:

- Protect and enhance the natural, scenic, and historic resources of Rockwood.
- Revitalize and preserve historic structures in the downtown as a central focus, or showcase for Rockwood.

- Stimulate tourism through the promotion of arts & crafts activities with special attention to historic ironworks, furniture building, automobile restoration, and other activities.

- Prepare and distribute tourist-oriented brochures concerning Rockwood in cooperation with other organizations.

- Recruit upscale hotels and restaurants to Rockwood which complement the nostalgia theme.

- Educate citizens and city officials about the economic advantages of tourism development for Rockwood.

- Develop Rockwood Recreation Park as a community-wide facility emphasizing festivals, hiking, and other outdoor activities.

- Promote, through festivals, brochures, and other activities, the recreational resources of Rockwood including Watts Bar Lake, Mount Roosevelt, and the Catoosa Wildlife Area.

Goal Three: Revitalize and aesthetically improve the downtown as the central point of social and economic activities of Rockwood.

Strategic Approaches:

- Emphasizes the historic downtown as the focal point for Rockwood by rehabilitating its older buildings in accordance with design guidelines.

- Encourage new development in the downtown consistent with the nostalgia theme of Rockwood.

- Link the downtown with Rockwood Recreation Park, the Community Center, and historic Kingston Avenue by using landscaping, greenways, and other streetscape elements.

- Utilize an assortment of funding techniques to revitalize the downtown.

- Redevelop buildings to serve as sites for tourist, recreation, arts and crafts activities, and historical information.

- Develop a Kingston Avenue/Dixie Highway historic district, and place other eligible properties in the National Register of Historic Places.

Goal Four: Create and promote a theme of nostalgia for the City of Rockwood.

Strategic Approaches:

- Attract artisans and crafts people to work and live in Rockwood.

- Organize a continuing campaign to attract traditional building material companies to relocate to Rockwood; particularly decorative iron fabricating artisans.

- Emphasize automobile restoration, and the rehabilitation of auto theme related buildings.

- Develop a Kingston Avenue/Dixie Highway historic district, and encourage placement of other eligible properties in the National Register of Historic Places.

- Produce a brochure that emphasizes arts and crafts, automobile restoration, and historic Kingston Avenue/Dixie Highway.

- Seek funding to reuse the Roane Theater as a possible museum promoting the historic aspects of Rockwood.

Goal Five: Develop Rockwood facilities and services to provide an attractive lifestyle and serve the needs of a growing retirement population.

Strategic Approaches:

- Develop a variety of retirement housing and facilities in and around Rockwood, particularly near Watts Bar Lake.

- Promote and actively publicize the City of Rockwood as a place for elderly to reside; e.g., mild climate, location, and accessibility.
- Appoint a long-term task force to prepare proposals which will eventually lead to better health care services for Rockwood's citizens.

- Promote the active participation of the elderly population in arts and crafts activities through RSCC courses, part-time work, and shop ownership.

- Create a walkway and greenway to provide an outlet for passive recreation.

Goal Six: Utilize the many surrounding natural amenities, resources, and recreational sites and facilities.

Strategic Approaches:

- Utilize Watts Bar Lake for large fishing tournaments, camping, and other recreational activities.

- Maximize the use of Rockwood's marina facilities on Watts Bar Lake.

- Develop an RV facility site near Watts Bar Lake.

- Publicize Mt. Roosevelt as a scenic overlook and recreational facility.

- Promote the development of greenways and bike trails, including mountain bike trails for recreational and competitive activities.

Goal Seven: Develop the Rockwood Recreation Park in an environmentally sensitive way with a broad mix of facilities to provide recreation opportunities for local citizens and to attract visitors.

Strategic Approaches:

- Develop a four-diamond ball field complex with walking, bicycling, and hiking trails, and picnic area.

- Develop a portion of the site for festival and carnival use, including music, arts and crafts, flea market, farmers market, etc.

- Develop a portion of the site as an RV park.

- Link the site with proposed greenway project, the downtown, and the lakefront areas to facilitate and encourage use of the recreation complex.

- Seek funding from all possible sources, public and private, to pay for high quality site improvements so that the recreation complex will be a source of community pride.

With the goals and strategic approaches formulated the plan progresses to the specifics for attaining the established goals. Without programs for attaining the goals, the plan would be incomplete. Chapter three begins outlining the necessary programs for attaining the goals set forth in chapter two of the plan.

Potential Development Areas

Chapter three of the plan presents a variety of possible development opportunities for Rockwood. The opportunities in chapter three are discussed in much less detail than chapters four and five which deal in detail with the development opportunities of downtown revitalization and the Rockwood Recreation Park (Graduate School of Planning 1992). In addition to presenting some of the development opportunities, this chapter also discusses the concept of synergism.

Synergism is the idea that success in one development opportunity area will increase the likelihood and amount of success in another development area (Graduate School of Planning 1992). In other words, "the whole is greater than the sum of the parts" (Graduate School of Planning 1992). The idea of synergism is graphically illustrated in the plan by mechanical gears (Graduate School of Planning 1992). Key concepts of the Rockwood Recreation Park, Retirement Community, Tourism, Nostalgia, Economic Growth, and Revitalized Downtown serve as the primary gear and the specific details of each concept serve as the surrounding cogs that interact with the primary gears. This illustration is used to show how each concept and their

specifics interrelate with each other. An example of the gear and cogs can be seen below in Figure 2.

Strategic planning emphasizes the selection of a few critical issues to focus on (Kaiser, Godschalk, and Chapin 1995). Potential development areas are one of those critical issues and are key to any strategic development. Not including the revitalization of downtown and the Rockwood Recreation Park, there are 21 identified possible development opportunity areas in this plan. The plan has brief details for each of the development areas, but only the development areas and a brief statement of the key

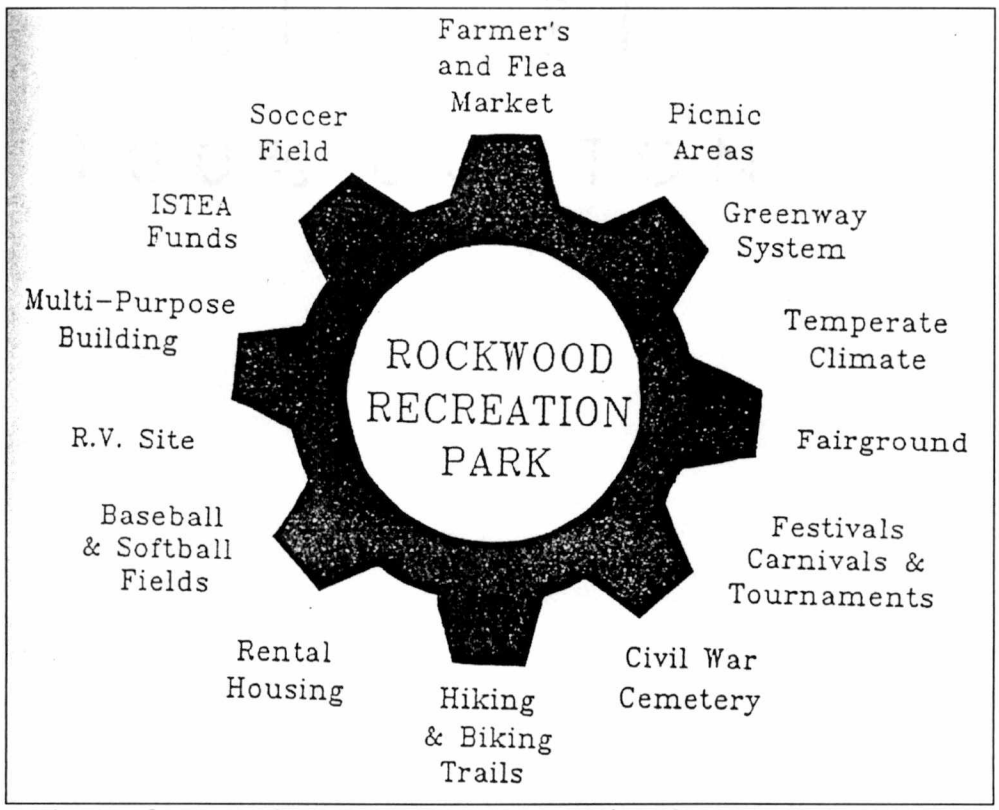


Figure 2: Example of gears and cogs in plan

details for each are described here. The development areas are listed in the order they are listed in the plan.

The Image of Rockwood
The key point of this development area is to preserve the history and culture of Rockwood while revitalizing it with a theme of nostalgia. The plan suggests that a strong community economic development organization should be formed to define, implement, and promote a positive image for Rockwood.

Nostalgia
The key point here is for Rockwood to assess and promote its nostalgic characteristics in order to attract tourists and retirees looking for a place to visit and settle. The plan suggests promoting the local historic exhibits (given in detail in the plan), creating an arts and crafts incubator program, and creating a historic district along Kingston Avenue.

Tourism Development
The plan suggests taking advantage of Rockwood's ideal location, climate, and natural and scenic resources with which to attract travelers. It also suggests that Rockwood define itself as an arts and crafts town, promote its iron-related heritage, and sponsor festivals promoting its nostalgic theme. The source for defining these ideas should come from a tourism development group.

Small Business Development
The prime area for this activity is located in the downtown area and Gateway Avenue. The plan suggests that the resources to be used for this development are vacant structures, the industrial park, Highway 27, and Roane State Community College. Another resource suggested is to possibly create a small business incubator and an arts and crafts incubator.

Arts & Crafts/Furniture Production
The plan suggests that Rockwood has the potential to develop its image in the form of an arts and crafts colony-type atmosphere. It is suggested that the local forest hardwoods could be used as materials.

Iron Works
This development opportunity comes from the former iron industry in Rockwood. The plan suggests that iron craftsmanship could become an important part of the image of Rockwood. The proposed incubator program would focus on iron working and other metal crafts. The old Roane Iron Works site is suggested as a good location for the iron works companies.

Commercial Rehabilitation
This area suggests that some of the older buildings in downtown Rockwood apply for National Register of Historic Places status. Another suggestion is to make sure that all the buildings meet the codes set forth by the Americans with Disabilities Act.

Automobile Restoration
The plan suggests that Rockwood further develop its auto restoration exhibits. One suggestion for doing this is to rehabilitate the old Esso service station.

Festivals and Flea Markets
To further develop the tourism industry, the plan suggests increasing the number of festival activities in Rockwood, especially with the arts & crafts businesses. Another suggestion is to hold outdoor flea markets.

Bed and Breakfast Inns
With a lack of bed and breakfast inns in Roane County, the plan suggests that Rockwood use one of several ideal sites to build one.

Historic Highways and Roadside Architecture
The main point of the discussion of this development area is to emphasize the importance of the convergence of U.S. Highway 27 and U.S. Highway 70, two historic highways, in Rockwood. Another historic roadway, Kingston Avenue, has a rich history with its historic houses that could also be utilized as a tourist attraction. In addition, it is suggested that the old Esso Gas Station exterior be restored.

Highway 27
This is a discussion of the widening of Highway 27 from Chattanooga and its designation as a Heritage Corridor and the potential for increased traffic in Rockwood. This

leads to the suggestion that Rockwood recruit a full-service restaurant and a hotel and place attractive signs to welcome travelers.

Location and Accessibility
This is a brief discussion of the ideal location of Rockwood and how this should create opportunities for increased tourism, economic growth, and population growth.

Sidewalks and Greenways
The plan places significant emphasis on investing in sidewalks and streetscape improvements, as well as developing a network of landscaped walkways and bikeways that would connect downtown, the proposed Rockwood Recreation Park, and the Community Center.

Hunting & Fishing Activities
With plenty of outdoor recreation via Watts Bar Lake and wildlife areas, the plan suggests taking advantage of these opportunities. These recreation opportunities could attract tourists to the area.

Mt. Roosevelt State Forest
This states that there is an opportunity to attract tourists to the area with hiking and natural beauty.

TVA Leased Land
According to the plan, this land, located on Watts Bar Lake and leased by the City could be further utilized. The proposal is the construction of a pavilion, fishing pier, and a walking trail.

Watts Bar Lake
The suggested opportunity here, lies in the previously mentioned TVA leased land and its potential developments. In addition, it is suggested that site-seeing tours on the water, and guided fishing tours could be done. Also, it is suggested that upscale housing be pursued along the shoreline.

Housing
Better enforcement of housing codes is the emphasis of this opportunity. According to the plan, this is the reason for many of the homes that are in poor and substandard conditions. It is also suggested that the codes be reviewed and updated if necessary. Another subject in

housing opportunities is the potential for upscale housing along Watts Bar Lake.

Rockwood Municipal Airport
This is viewed as a development opportunity because of its potential value in providing hunting and fishing packages. It is also suggested that the road leading to the airport be aesthetically improved.

Roane State Community College
The opportunities presented by RSCC are numerous, according to the plan. One opportunity is to provide classes for the local craftsmen. Likewise, there should be more of an emphasis placed on continuing education.

This concludes the review of the idea of synergism and the identified development opportunity areas. Next, will be a review of chapter four and the proposals for the revitalization of the downtown area.

Revitalization of the Downtown Area

Planning for small towns often involves an initiative to revitalize the downtown area. Gearing Up for the 21st Century: Planning Strategies for Rockwood, Tennessee, is no exception. Chapter four of the plan is devoted entirely to proposals that are geared to help revitalize the downtown area. The objective for the revitalization is to economically strengthen and aesthetically improve the area, while keeping a nostalgic emphasis. Following is a review of the proposals set forth by the plan.

The first area that is addressed is methods that could be used to unify the overall downtown area. Those suggestions are as follows:

- Increase the width of sidewalks by approximately 5 ft.
- Use decorative pavers as the surface material for sidewalks. Use the same pavers as the sidewalk pavers in the crosswalk areas.
- Plant native trees at curbside along both sides of Rockwood Street. Plant trees on 50 ft. centers.
- Establish and implement an appropriate tree maintenance program.
- Convert parking on both sides of Rockwood Street to parallel parking.
- Install turn-of-the-century period lighting on 50 ft. centers along Rockwood Street from Kingston Avenue to Wilder Avenue.
- Install the same historic lighting on Kingston Avenue within the boundaries of the proposed National Register historic district.
- Convert storefront signage to standard dimensions spelled out in downtown design guidelines. The dimensions should emphasize pedestrian scale (under 14 ft. high) and specify materials to be used.
- Use an overriding iron theme to emphasize Rockwood's history.
- Incorporate decorative iron elements such as: street furniture, trash receptacles, benches, bicycle racks, tree gratings, bridge railings, traffic lights, and a gazebo.

- Construct a wall feature utilizing an iron-railing element to define and unify sidewalks and greenway paths.

- Construct new off-street parking areas.

- Strip building facades of outdated remodeling items such as aluminum awnings and storefronts.

- Clean and/or paint building facades as needed, but do not use sandblasting.

- Improve storefronts through custom designs featuring ironwork and woodwork elements.

Following the recommendations made to help unify the downtown area is a list of five focus areas for downtown revitalization. Each of the five areas have detailed bullet points that specify tasks that should be performed to fulfill the revitalization efforts of that particular focus area. The five focus areas and their tasks are as follows:

Gateway Focus Area

- Relocate the two crab orchard stone buildings located along Nelson Street between Kingston Avenue and Highway 27.

- Renovate the octagonal crab orchard stone building as the Rockwood Information Booth.

- Renovate the other existing crab orchard stone building as a restroom facility.

- Establish a bicycle repair and rental shop in the existing concrete block building.

- Include an informal seating area.

- Incorporate trees and landscaping in and around the seating area.

- Create a visual connection to draw visitors into the downtown and greenway areas.

- Establish a distinct entrance to the greenway.

- Provide parking for existing athletic courts and plaza activities.

- Define Highway 27 from Stratton Street to Nelson Street through an iron-railing element, upgraded sidewalks, and large, uniform trees.

Roane Theater Focus Area

- Use the existing facility as a nostalgia and crafts-oriented bookstore and as a museum to display items of local history and interest. Utilize the existing theater marquee for museum and book promotions. Enhance the building façade to provide dual orientation to Rockwood Street and Highway 27 with architectural elements such as fenestration and covered walkways.

- Construct a small, landscaped parking lot with access from Highway 27.

- Denote the downtown entry with an iron sign incorporated into an iron railing element.

Greenway Focus Area

- Provide several access points including one at the downtown gateway area and the Civitan Square.

- Link the downtown area to the Rockwood Recreation Park via the greenway.

- Construct separate paths for walking and biking, or one wider path to accommodate both.

- Strategically place bike racks along the greenway.

- Use bike and walking route signage to designate the greenway, especially at arterial crossings.

Bridge Focus Area

- Provide an above grade link over the railroad tracks to alleviate existing concerns regarding police, fire, and emergency vehicle access.

- Integrate an exclusive right-of-way walking path on the bridge, using decorative iron caging.

- Provide an underpass for the greenway along the existing Black Creek streambed.

- Create a retention/duck pond (to be visible from Highway 27) and use the fill for bridge construction.

Crafts Incubator Focus Area

- Renovate existing buildings on Front Street to house arts and crafts incubator businesses. Revitalize the front and back facades of buildings by cleaning, painting, and utilizing design treatments. The incubator will provide space for the production of items to be sold in the downtown retail facilities.

- Develop a rear courtyard for production, educational instruction, and display of crafts. Plant trees and other landscaping amenities in the courtyard.

- Construct small parking lots adjacent to the arts and crafts incubator.

- Construct an alley to provide vehicular access to the rear of the incubator area.

- Link the incubator courtyard to the greenway.

- Install the same sidewalk pavers, historic lighting, and street furniture used in unifying the downtown area.

One of the recurring themes in the plan is of historic preservation. Included in the chapter on downtown revitalization is a discussion of historic preservation and the emphasis on making this the key in Rockwood's revitalization efforts. The reason given for this is that historic preservation shapes the unique character of a community and creates civic pride about its past as well as its future. The plan identifies and recommends five keys to preserving the historic character of Rockwood: Establish a National Register Historic District along Kingston Avenue; List individual downtown structures in the National Register; Establish a local historic overlay district with design guidelines; Establish a design district for downtown with design guidelines; and Evaluate the possible establishment of a historic district and the individual listing as part of a National Register multiple resource document.

Revitalization efforts can be costly to a city and the plan warns of such costs. However, the plan makes several suggestions for possible funding sources. In addition to suggesting possible sources for funding, the plan lays out

a recommended schedule for implementing the proposed projects. Chapter four concludes with numerous concept drawings of the proposals. Chapter five is the final chapter that is devoted to the actual programs that are proposed for Rockwood and will be discussed next.

Rockwood Recreation Park (212 Acres)

Chapter five of the plan is devoted to a proposal for the development of 212 acres that was purchased in 1992 to be used as a recreation park. This chapter provides a proposal for how the development should take place. The plan notes that in addition to providing more recreational opportunities, the new recreation park should also be used to link existing features in Rockwood for a better community recreation system.

The beginning of the chapter provides an analysis of the site. The analysis covers general attributes of the location such as natural features, soil classification, and land use compatibility. This particular part of the chapter will not be discussed in detail due to its lack of importance as a determining factor of the effectiveness of the proposal. Following the site analysis is the program formulation for the development of the park.

The program formulation is divided into two sections. The first section is residential and comprises 42.5 of the 212 acres. The second section is recreational and makes use of the remaining land. According to the plan, the residential section is proposed due to its compatibility with the surrounding land uses and the need for housing to support the growing population. The plan proposes that the residential units be multi-family to ensure compatibility with surrounding land uses. The recreational section proposes ten major facilities proposed for the park. They are as follows:

- Ball fields (1 baseball, 3 softball, and 1 soccer),
- Walking, biking, and hiking trails,
- Picnic and sitting areas,
- Parks and playgrounds,
- Campground for Recreation Vehicles (RVs),
- Multipurpose building (for an administrative office, meeting rooms, etc.),
- Fair/carnival site with a small amphitheater and several open structures,
- Green house and gardens,
- Civil War cemetery preservation, and
- Small pond.

The plan follows the residential and recreation sections with a section that discusses three general development areas based on the intensity of use. The three intensity classifications are passive, moderate, and active. This system is used so that a buffer is created. According to the plan, the buffer is created because the more passive uses (example: walking and biking trail, picnic and sitting area) begin closest to the residential areas surrounding the park and the uses become more moderate (example: fair site, soccer field, softball and baseball fields, etc.) as the development moves away from the residential areas.

The final section of chapter 5 pertains to the implementation proposals for the development. According to the plan, the project should be developed in three phases because this allows for flexibility in obtaining funds for the construction and modifications. Within the plan, there are preliminary drafts of the phases accompanying the discussion of each phase. A discussion of each of the three phases follows.

According to the plan, phase one of the plan allows the City the flexibility to expand the park into a first class recreational facility with baseball and softball as

its focus. The facilities recommended for phase one are as follows:

- One baseball diamond and three softball diamonds each equipped with bleachers,
- Main access roads,
- Walkway lining the four ball fields,
- Paved parking for 200 cars and overflow parking on grass areas for additional 600 cars,
- Playground adjacent to softball diamonds,
- Concession stands,
- Public restrooms,
- Selected walking and bicycle trails,
- Fair site,
- Service roads to sewer treatment plant,
- Main entrance signage, and
- General landscaping and buffering.

Phase two provides some expansions on facilities completed in the first phase in addition to development of some new facilities. The plan states that the extent of construction of the facilities in phase two depends on the success of the facilities of phase one. The facilities for phase two are as follows:

- Multipurpose building,

- Picnic area,
- Civil War Cemetery preservation,
- Special People's Park,
- Playground in Special People's Park,
- Extended walking and bicycle trails,
- Amphitheater and open air shelters on fair site,
- Selected signage,
- Parking off Highway 27 and walking trails to recreational park,
- General landscaping and buffering,
- RV camp site, and
- Soccer field.

Phase three of the development of the park represents extensions of facilities or uses started in the previous two phases. They are as follows:

- Municipal Garage,
- Greenhouses in Special People's Park,
- Gardening lots and fish pond,
- Extended walking and bicycle trails,
- Outdoor arts and sculpture,
- Manmade pond and picnic areas, and
- Landscaping buffers.

The discussion of phase three concludes chapter 5 and the proposed programs for the City of Rockwood. Chapter 6 is the final chapter that will be discussed from the plan and deals with program sequencing.

Program Sequencing

This chapter of the plan deals with all the proposed programs in the plan and provides a time frame for which to implement or begin implementing those programs. The plan recommends that the proposed programs be implemented within a period of ten years. A series of bullet points are used to give the time frame for the implementation of each program and the same bullet points are shown below.

First Year

- Hire a community development coordinator.
- Form a community development council.
- Develop a detailed plan and initiate the clean-up of Highway 27, including landscape, signage, and downtown entry improvements.
- Begin construction on the 212-acre recreation site.
- Gear up for increased tourism activity (develop a tourism brochure and other marketing/advertising tools).
- Secure funding for flood reduction projects.

- Initiate a Rockwood sponsored arts & crafts festival.

- Support Heritage Highway legislation.

- Continue and expand the historic homes tour and related activities.

- Review and amend the zoning ordinance.

- Improve building and housing code enforcement.

- Develop a plan to upgrade substandard housing.

- Develop a plan to increase the quantity of affordable housing.

- Sponsor more recreation-oriented activities, i.e. fishing tournaments, bicycle and foot races, ball tournaments.

- Pursue federal and state funding sources for economic development and community development projects.

- Initiate substantial improvements to the street and highway system.

Short Range (Year 2-4)

- Establish a small business incubator program with an arts and crafts orientation.

- Create a downtown welcome center and park.

- Aggressively pursue tourism as a major source of economic development.

- Coordinate public and private sector agencies and resources.

- Expand hospitality facilities (B&B, hotel, restaurants, etc.).

- Develop design guidelines for downtown.
- Begin downtown façade and streetscape improvements.
- Begin development of the greenway system (including walking and biking trails).
- Continue construction of the Rockwood Recreation Park.
- Establish traditional building materials manufacturing.
- Create an automobile restoration industry and begin restoration of historic automobile theme-related activities.
- List eligible properties on the National Register.
- Coordinate with RSCC to offer arts, crafts, woodwork, and ironworks courses.
- Develop dock facilities and recreational activities on Watts Bar Lake.
- Develop a plan to promote retirement housing.

Intermediate Range (Year 4-10)

- Complete construction of Rockwood Recreation Park.
- Complete the greenway system (within the city and connection to Mt. Roosevelt).
- Continue downtown revitalization efforts.
- Redevelop Roane Iron Company site.
- Develop extensive tourist activities/facilities.

- Complete large-scale improvements to the street and highway system.

- Continue to attract small businesses to strengthen and diversify the local economy.

- Promote the development of retirement housing and advertise Rockwood as a desirable place for retirement living.

Chapter six concludes this discussion of the plan. The plan has a seventh chapter but, it deals with funding sources for the proposed programs and is not considered to be an issue that is relevant to the analysis of the effectiveness of the plan. For the purposes of this study, it will be necessary to see how many and which of the programs have been implemented.

With the review of the plan itself, the study can now focus on the analysis of the effectiveness of the plan. The first analysis is of the secondary research questions and the findings are documented in the next chapter.

CHAPTER IV

Effectiveness of the Proposed Goals and Strategic Approaches

As is the case in a plan for any city or town, many issues are addressed that provide valuable information for the city and the plan making process. Many plans may include demographic data, a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis, land inventories, current maps, or other data and background information that is necessary to include in the plan. This plan for Rockwood, Tennessee is no different. However, when the plan was completed there are only a few specific sections of the plan that are meant to help guide the city or town development in the directions that have been deemed desirable by the public and the city officials. In this plan the sections that serve this purpose are found in chapters two through five. Chapter two contains the goals and strategic approaches, chapter three presents several potential development areas, chapter four discusses the revitalization of the downtown area, and chapter five discusses the development of the Rockwood recreation park (a review of each of these chapters was conducted previously in chapter three).

The primary research question is whether or not the plan for Rockwood has provided a useful guide for the development strategies of the town. In order to answer this question which will be examined in detail in chapter six, it is necessary to examine the goals and strategic approaches presented in chapter two of the plan to determine if the goals were reached and if the strategic approaches were utilized in attaining or not attaining those goals. The results of the examination of each of these goals and strategic approaches along with the proposed development areas to be analyzed is in chapter five and provides a basis for answering the primary research question in chapter six.

Methodology

There are many methods used in social research to arrive at conclusions of research projects such as this one. For this study the two methods used to arrive at the conclusions were personal observation and personal interviews. A basic matrix served as the format for documenting the observations and the answers to the personal interview questions.

In order to determine if the goals and strategic approaches were achieved or used and to determine the extent to which the potential development proposals were developed, ten people were interviewed that are familiar with the City of Rockwood and its development in the past nine years since the plan was introduced. The people interviewed ranged from local business owners to past and present political figures. In addition to being familiar with Rockwood's development in the past few years, 6 of the 10 people interviewed were also members of the group that helped formulate the plan. The personal interview method was chosen because according to Babbie, the most honest answers to survey questions are obtained using this method (Babbie 1998).

Each of the seven goals and accompanying strategic approaches are examined by using the answers that were given by the people who were interviewed. Each of the goals and strategic approaches were included in a matrix that has three possible columns for answers. The three columns are "Fulfilled", "Partially Fulfilled", and "Not Fulfilled". For example, the interview question would be "Has the goal of utilizing the many surrounding natural amenities, resources, and recreational sites and facilities

been fulfilled, partially fulfilled, or not fulfilled?" The appropriate column would then be checked based on the answer given. To gain further insight, if the person interviewed answered "not fulfilled", then he or she was asked why it had not been fulfilled. The matrices for the goals and strategic approaches can be found in the appendix. The research findings for each of the goals and their strategic approaches will be discussed next. Since the achievement of each goal depends on fulfilling the strategic approaches, the strategic approaches for the goal will be discussed first and then an assessment of the goal itself will follow the strategic approaches.

Goal One

The first goal of the plan is to improve civic pride. The first strategic approach for this goal is to revitalize the downtown as a central focus or showcase. It is extremely difficult in small towns to have the downtown serve as a central focus due to the fact that most people travel outside the downtown to obtain services that are usually provided at a lower cost; especially with a Wal-Mart being located in the city limits but outside the Central Business District (CBD). However, when compared

with the state of the downtown and the number of people visiting the downtown in the early 1990s, a large majority classified this approach as being partially fulfilled. This is due to the addition of new antique stores, a new restaurant, and a structurally revitalized downtown district (to be discussed later).

The next strategic approach is to combine the natural, manmade, and historic resources into a nostalgia theme for the City of Rockwood. This approach was one that was not easy for the interviewees to reflect on as they found it difficult to understand what was meant by the approach. However, the majority classified it as partially fulfilled because of the turn of the century lighting that has been installed on the downtown streets, the improved facades that have been redone to look as they once did, and the improved recreational facilities.

Promoting cooperation between the various interest groups toward the common goal of revitalization is the next strategic approach and one that is almost unanimously agreed upon as being fulfilled. According to Sherry Hill, former president of Rockwood 2000 and local business owner, this is perhaps the most obvious reason for the revitalized downtown. She states that the town and all its interest

groups "pulled together" to help improve the entire city (Hill 2001). She also states that without the cooperation of all groups, none of the projects would have been possible (Hill 2001).

The next strategic approach is to encourage businesses to utilize local labor. Very little has been done to fulfill this strategic approach therefore, it has been classified as not fulfilled by the interviewees. However, most of the businesses in the downtown district utilize local labor because they either only employ the people who own the business or take advantage of the local high school students who provide a source of inexpensive labor for the businesses. As for the establishments outside the downtown district such as those in the Rockwood industrial park or the local Wal-Mart, they also rely heavily on local labor.

Closely related to the strategic approach of promoting cooperation between interest groups is the approach of encouraging the combined efforts of all social groups in Rockwood to enhance the City's identity. Like the cooperation of interest groups, this approach is primarily classified as being fulfilled. Without the cooperation of social groups such as the Civitan Club, Rotary Club, Knights of Pythias, Eastern Star, and various church groups

in Rockwood, improving civic pride would not be possible because of the influence these groups have on ensuring the civic pride of Rockwood. These groups often influence people to take part in community improvement programs that have tremendous benefits to the city.

The next strategic approach is to focus on developing tourism activities in Rockwood. This approach reappears several times in various forms throughout the goals and strategic approaches and development opportunity areas and will be analyzed in more detail later. As a general thought, this approach has been partially fulfilled according to the interviewees. Tourism opportunities have increased in Rockwood as a result of the completion of the Rockwood recreation park, improvements at the Dr. Tom Fuller Memorial Park boat launching and picnic facility, the Rockwood Christmas Home Tour, and the annual Roane County Antique Trail presented by the Roane County Antique Association which takes place in March of each year and includes two downtown antique stores in Rockwood (Freeman 2001).

Crucial to any plan is to promote environmentally sensitive development of the city. This plan is no different and suggests environmentally sensitive

development as a strategic approach to improving civic pride. The people interviewed mostly concluded that this approach has been fulfilled and nearly all interviewees stated the preservation of wetlands at the Rockwood recreation park as the primary reason for this view. In addition, there have been conscious efforts by the planning commission and city council to preserve the natural slopes in the city (McNelly 2001).

One of the strategic approaches that has not been fulfilled is the creation of a development council as an umbrella organization to assist present businesses and recruit new businesses to the area. This is primarily a result of a lack of funding for such an organization. In small towns, funding is often tight and extra money to assist businesses and recruit new businesses is hard to come by (Long 2001). An industrial board was created in the mid 1990s to keep track of developments and potential developments in the industrial park but no money is set aside for the aid of existing businesses or attracting new businesses or industries.

The final strategic approach for improving civic pride is to create a community development staff position to

implement the objectives of the city. This has not been fulfilled due to a lack of funding for such a position.

The first goal of this plan is to improve civic pride. During the research it was evident that civic pride has improved over the past eight years. This is primarily the result of a revitalized downtown and increased cooperation among political and interest groups. In addition, the suggested strategic approaches have been utilized to help achieve this goal with six out of nine of the approaches being either partially fulfilled or fulfilled according to the results of the interviews.

Goal Two

The second goal of the plan is to stimulate economic development through tourism. Communities require desirable attractions that a population is willing to travel to enjoy in order for tourism to be a successful form of economic development (Galston and Baehler 1995). Some of those commodities include recreational facilities, natural amenities, historic elements, amusement facilities, etc. (Galston and Baehler 1995). Rockwood is fortunate to have recreational facilities and several historic destinations as well as a natural beauty in the area with the surrounding mountains and lakes.

The first strategic approach for attaining economic development through tourism is to protect and enhance the natural, scenic, and historic resources of Rockwood. This approach is fairly broad but, for the most part, the interviewees agree that this approach has been partially fulfilled. Some examples of projects that fulfill this approach follow: the waterfront of Watts Bar Lake has primarily been enhanced with improved public access points, Mount Roosevelt lookout tower and surrounding park and overlook has been aesthetically improved, Black Creek in town has been cleaned up and continues to be maintained by the city, and many of the historic houses on Kingston Avenue have been bought and renovated.

The next strategic approach is to revitalize and preserve historic structures in the downtown as a central focus, or showcase for Rockwood. The people interviewed believe that this approach has been fulfilled. They state the following as examples: downtown facade improvements, the recently bought and soon to be renovated fire hall museum, the many historic houses on Kingston Avenue that have been renovated, and the First National Bank building that was once covered with green plastic molding has been stripped and the entire exterior restored. However, one

particular building that the interviewees failed to mention is the old Roane Theater that used to stand on the corner of Highway 27 and Rockwood Street. The theater was torn down in the mid 1990s. This issue is discussed in more detail later in this chapter.

The third strategic approach is to stimulate tourism through the promotion of arts and crafts activities with special attention to historic ironworks, furniture building, automobile restoration, and other activities. This approach has been partially fulfilled according to the people who were interviewed. Efforts have been made to increase the antique attractions and recreation attractions but nothing has been done with the historic ironworks, furniture building, and automobile restoration.

As previously mentioned, the number of antique stores in downtown has increased since the early 1990s with the addition of three new stores. In addition, the Roane County Antique Association has been created which has allowed the stores in Rockwood to participate in the Annual Roane County Antique Trail. Another benefit to the tourism attractions of Rockwood has been improved facilities along the waterfront of Watts Bar Lake. The tourism attractions will also increase when the Rockwood Fire Museum in

downtown Rockwood is nominated for placement on the National Register of Historic Places in April 2001 (see Figure 3). Tim Robinson of Rockwood has bought the building and he and his wife are currently renovating the building so that it replicates the fire hall that was housed in the building in the early 1900s (Robinson 2001). In addition, the fire museum will also house a City of Rockwood museum with artifacts of Rockwood on display on the upper floor of the building (Robinson 2001). The museum has a tentative opening date of July 2001.

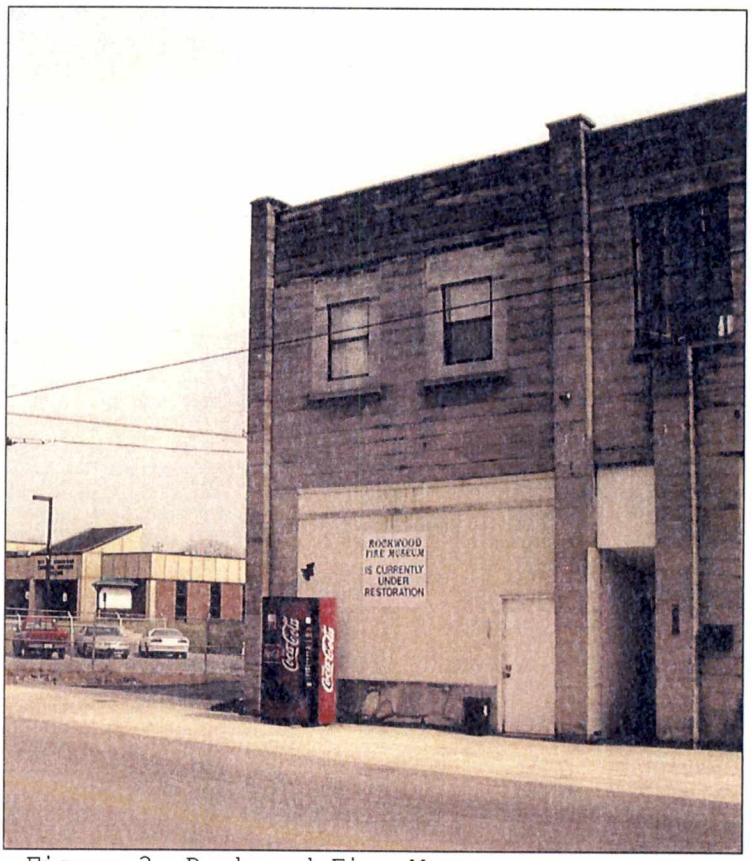


Figure 3: Rockwood Fire Museum

The next approach is to prepare and distribute tourist oriented brochures concerning Rockwood in cooperation with other organizations. This strategic approach has been partially fulfilled with the advent of a general brochure that has been developed for the City of Rockwood by the Rockwood Industrial Board (Watts 2001). The brochure contains minimal information about tourism in the city but does not completely satisfy this approach.

The fifth strategic approach for fulfilling the goal of stimulating tourism based economic development is to recruit upscale hotels and restaurants to Rockwood that complement the nostalgia theme. This approach has not been fulfilled and in all likely hood will not be fulfilled in the near future according to former mayor Mike Miller (Miller 2001). In the past 10 years the only new full service restaurant in Rockwood is Ivan's Restaurant on Rockwood Street but the restaurant is not an upscale restaurant. As for hotels in Rockwood, there have not been any new additions since 1990.

The next strategic approach for stimulating tourism based economic development in Rockwood is to educate citizens and city officials about the economic advantages of tourism development for Rockwood. This approach has

been partially fulfilled. It is evident from the interviews that the city officials understand the benefits of tourism. However, it is difficult to bring tourism to a small town such as Rockwood.

The next approach is to develop Rockwood Recreation Park as a community-wide facility emphasizing festivals, hiking, and other outdoor activities. This approach has been partially fulfilled with the completion of the park in 1996. Since its completion, the park has served as a fair ground for the annual Rockwood Football Booster Club carnival, hosted many Rockwood High School baseball games and softball games, hosted the summer little league baseball and softball games and tournaments, hosted several youth soccer games, and has served as host to several slow pitch softball tournaments. As a personal observation, the latter could be more beneficial than it currently is but there seems to be very little promotion of the park as a venue for hosting these tournaments. There have been very few if any festivals hosted in the park and there are no hiking facilities on the premises.

The final strategic approach for stimulating tourism based economic development is to promote, through festivals, brochures, and other activities, the

recreational resources of Rockwood including Watts Bar Lake, Mount Roosevelt, and the Catoosa Wildlife Area. This approach has been partially fulfilled due to an increased promotion of the Dr. Tom Fuller Memorial Park boat launching and picnic facilities. However, there has been very little promotion of Mount Roosevelt and the Catoosa Wildlife Area.

Of the eight strategic approaches, six have been at least partially fulfilled or fulfilled. This would lead to the conclusion that the goal of stimulating tourism based economic development for Rockwood has been pursued. To an extent this is true but Rockwood does not pride itself on having a solid tourism economy. Much more could be done to take advantage of the tourist related establishments in Rockwood that would further strengthen the tourism economy but some initiative to do so will have to come from the movers and shakers in the community.

Goal Three

The third goal of the plan for Rockwood is to revitalize and aesthetically improve the downtown as the central point of social and economic activities of Rockwood. This goal is very closely related to the first

strategic approach of goal one that suggests that the downtown be revitalized as a central focus or showcase. However, there are several strategic approaches that were meant to lead to the achievement of this goal that are much more specific and provide a good idea of what has been done to revitalize the downtown.

The first of these strategic approaches is to emphasize the historic downtown as the focal point for Rockwood by rehabilitating its older buildings in accordance with design guidelines. This approach has been partially fulfilled only because there have been no design guidelines developed. One of the big reasons that the downtown has been revitalized is that many of the buildings have been rehabilitated. All three antique stores in the downtown district have undergone facade and interior renovation. The Live and Let Live Drugstore has also had a facade and interior improvement. Several other storefronts in the downtown district have also undergone renovation. The façade improvements have helped make Rockwood a much more aesthetically pleasing downtown and something for the citizens of Rockwood to be proud of. The improvements came about because of one storeowner improving the store facade

and then others realizing the benefits and doing the same to his or her store (Hill 2001).

The next strategic approach for revitalizing the downtown is to encourage new development in downtown consistent with the nostalgia theme of Rockwood. This approach has been fulfilled according to the people interviewed. They state that the proof lies in the three new antique stores that have opened in the downtown district since 1995. The facades for each store were improved with painting and using paint schemes that are typical of older buildings and an antique theme. In addition, the new fire museum will further build upon the nostalgia theme for Rockwood.

The third strategic approach is to link the downtown with the Rockwood Recreation Park, the Community Center, and historic Kingston Avenue by using landscaping, greenways, and other streetscape elements. This approach has been partially fulfilled. The downtown is linked with the Recreation Park and Community Center. The downtown sidewalks leading to the Rockwood Recreation Park have been rebuilt with a few sections of decorative pavers in the downtown area (to be discussed in detail in chapter 5). The sidewalks along the Kingston Avenue area have not been

redone due to the large tree roots that have protruded into the sidewalk right of way.

The next strategic approach is to utilize an assortment of funding techniques to revitalize the downtown. This approach is one of the keys to revitalizing the downtown district because of the high costs for revitalization. Fortunately, this approach has been fulfilled. Funds were obtained from the Tennessee Valley Authority for reconstructing the curb and guttering in the downtown district to minimize the previous problem of flooding in the area. In addition, the city was able to obtain low interest loans and an Intermodal Surface Transportation Efficiency Act (ISTEA) grant to fund the sidewalk improvement project in the downtown as well as matching the funds provided by private business owners along Rockwood Street to pay for the decorative paver strips put in place with the sidewalk project (Hill 2001).

The fifth strategic approach for revitalizing the downtown is to redevelop buildings to serve as sites for tourist, recreation, arts and crafts activities, and historical information. This approach has not been fulfilled due to the view held by Rockwood 2000 and other

political entities. Their view is that these buildings are not a necessity for vitality in the downtown (Long 2001).

The final strategic approach is to develop a Kingston Avenue/Dixie Highway historic district, and place other eligible properties in the National Register of Historic Places. This approach has not been fulfilled. Soon after this plan was presented to the city, this project was attempted but never realized. According to Sherry Hill, there simply was not enough will power for anyone to take on such an arduous task (Hill 2001). Ms. Hill did state that this is still a possibility in the near future because there is interest in the community for creating the historic district (Hill 2001).

Five of six strategic approaches have been either partially fulfilled or fulfilled and this warrants the attainment of the goal of revitalizing and aesthetically improving the downtown as the central point of social and economic activities of Rockwood. The downtown is certainly the central point of social activity but there is still a lack of economic activity due to the fact that the necessary goods and services cannot be found in the area. Instead, the public travels outside the downtown district to the nearby Wal-Mart.

Goal Four

The fourth goal is to create and promote a theme of nostalgia for the City of Rockwood.

The first strategic approach for reaching this goal is to attract artisans and crafts people to work and live in Rockwood. This approach has been partially fulfilled due to the increased arts and craftsmen who have recently found work in the area. This work is mainly the result of local art shows. One of those art shows is conducted in conjunction with the Dogwood Arts Festival in Knoxville, Tennessee. At this time each year, there is an arts and crafts festival in downtown Rockwood that has found success.

The next approach is to organize a continuing campaign to attract traditional building material companies to relocate to Rockwood; particularly decorative iron fabricating artisans. This approach has not been fulfilled and the majority of people interviewed feel the plan architects tried too hard to bring back an obsolete iron making industry in Rockwood.

The third approach is to emphasize automobile restoration, and the rehabilitation of auto theme related buildings. This approach has not been fulfilled. Perhaps

the major reason is that most of the antique car enthusiasts in Rockwood are only hobbyists who have other careers and are not looking to develop their hobbies into profit producing businesses. The auto restoration exhibit that used to be downtown now serves as a storage facility for a private collection of automobiles. In addition, the old Esso station on Kingston Avenue has not been restored as suggested by the plan.

The next strategic approach under this goal is to develop a Kingston Avenue/Dixie Highway historic district, and encourage placement of other eligible properties in the National Register of Historic Places. This approach has already been discussed under the Goal Three section of this chapter.

The fifth strategic approach for fulfilling the goal of creating a theme of nostalgia is to produce a brochure that emphasizes arts and crafts, automobile restoration, and historic Kingston Avenue/Dixie Highway. This approach has been partially fulfilled. There is a flyer that is distributed throughout Rockwood and Roane County that promotes the antique trail each year. But, as already discussed, the automobile restoration project did not happen and the historic Kingston Avenue district has not

been created to date therefore there are no brochures for these attractions.

The final approach is to seek funding to reuse the Roane Theater as a possible museum promoting the historic aspects of Rockwood. This approach has not been fulfilled and the theater was torn down. Funding was sought to buy the theater but the funds fell short of what was needed to purchase the building. This will be discussed in more detail later in this chapter.

The fourth goal of the plan has proven to be much more difficult to achieve than many of the other goals. With four of six of the strategic approaches not being fulfilled, the goal has not been achieved. There has been an increase in arts and crafts related businesses in the city but not enough to create the suggested theme of nostalgia for the city.

Goal Five

Goal number five is to develop Rockwood facilities and services to provide an attractive lifestyle and serve the needs of a growing retirement population. Many small towns in the southeastern United States have recently began to take advantage of their warm climate and rural character to

attract elderly population who are retired or soon to be retired. This has especially been the case in several small communities in east Tennessee such as Tellico in Loudon County and Lake Tansi and Fairfield Glade in Cumberland County.

The first strategic approach suggested for serving the needs of the retirement population is to develop a variety of retirement housing and facilities in and around Rockwood, particularly near Watts Bar Lake. This approach has been fulfilled with the addition of a large-scale residential development on Watts Bar Lake called Crystal Cove (see Figure 4) and a new high end assisted living facility called Victorian Square located in the old Baptist Hospital building (see Figure 5). City councilman Glen Long stated in his interview that he thinks these types of developments will increase in the next five to ten years when a large tract of land known as Wilson Farm along the shoreline of Watts Bar Lake is placed on the real estate market (Long 2001).



Figure 4: Entrance to Crystal Cove

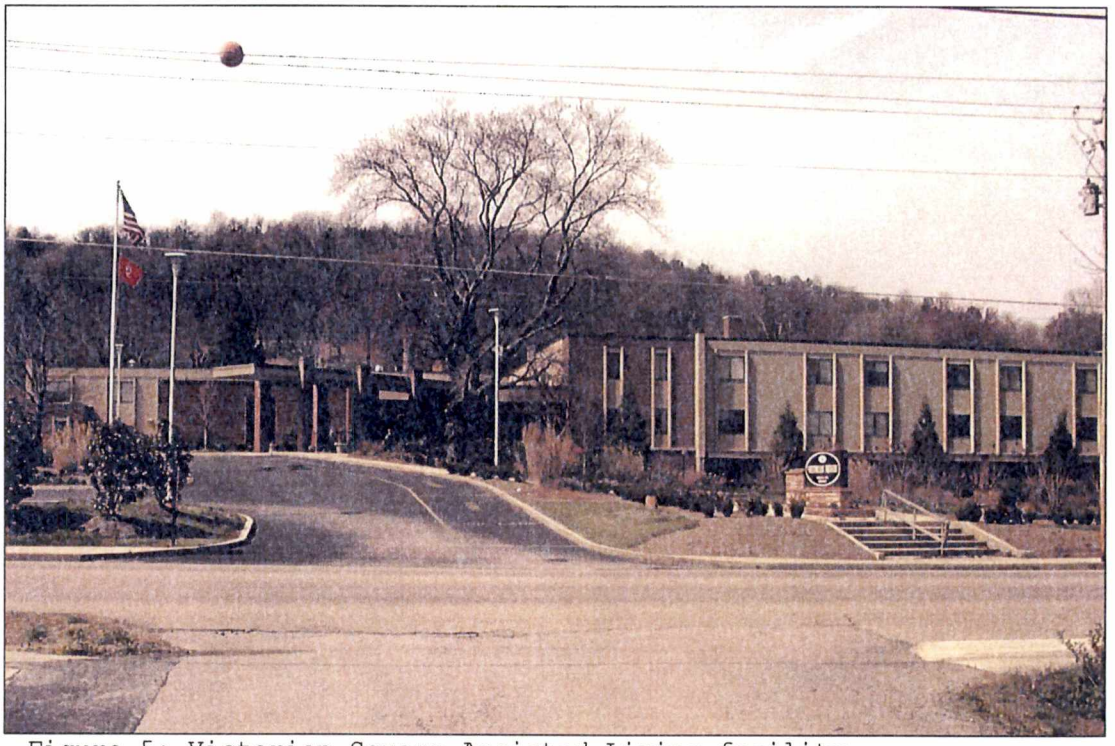


Figure 5: Victorian Square Assisted Living facility

The next approach is to promote and actively publicize the City of Rockwood as a place for elderly to reside; e.g., mild climate, location, and accessibility. This approach has not been fulfilled because the city has not had to publicize the area due to an abundance of private developers proposing new developments in and around the city; especially adjacent to Watts Bar Lake.

The third strategic approach is to appoint a long-term task force to prepare proposals which will eventually lead to better health care services for Rockwood's citizens. This task force was never established primarily because of the loss of Baptist Hospital of Roane County (located in Rockwood) in the mid 1990s. Previously, the city was able to rely on the hospital to provide expertise in helping the city's decision makers plan for better health care facilities. With the demise of Baptist Hospital citizens with emergency medical needs have to travel to Roane Medical Center in nearby Harriman, Tennessee.

The fourth approach for developing facilities and services to serve the retirement population is to promote the active participation of the elderly population in arts and crafts activities through Roane State Community College (RSCC) courses, part time work, and shop ownership. This

approach has not been fulfilled because of a lack of interest by any of the social groups, political groups, or RSCC in creating a program for the elderly. In addition, most of the shops downtown only employ the owner of the shop and the annual budgets of these shops do not allow the owners to hire part time help.

The final strategic approach is to create a walkway and greenway to provide an outlet for passive recreation. This approach has been fulfilled with the addition of the Black Creek greenway and the greenway trail system that connects the Community Center to the Rockwood Recreation Park.

The fifth goal has been partially fulfilled according to the people who were interviewed. Of the five strategic approaches suggested, two have been fulfilled. Most of the people interviewed agree that the retirement population in Rockwood will continue to grow in the next few years due to abundant available land for new residential developments on the outskirts of the city, warm climate, rural character, and Watts Bar Lake. In addition, the interviewees understand that Rockwood needs to begin planning for the influx of elderly population to ensure quality developments.

Goal Six

The sixth goal of the plan is to utilize the many surrounding natural amenities, resources, and recreational sites and facilities. Rockwood has an abundance of natural amenities including Watts Bar Lake on the Tennessee River system, the Walden's Ridge on the Cumberland Plateau, and many small streams. In addition, Rockwood has a new state of the art recreation park with four ball fields, two soccer fields, and walking trails.

The first strategic approach suggested for attaining this goal is to utilize Watts Bar Lake for large fishing tournaments, camping, and other recreational activities. This approach has been partially fulfilled due to improvements that have been made to the Dr. Tom Fuller Memorial Park boat launching and picnic facilities (see Figure 6). With improvements to this facility, the number of large fishing tournaments has increased each year since the improvements in 1994 (Thompson 2001). Some of the tournament trails that have recently began making annual stops at the facility include the Bass Invitational Team Event trail, the Bass Angler Invitational Trail, Reeder Chevrolet trail, and the Norris Craft trail (Nuckols 2001). According to former mayor Mike Miller, these tournaments

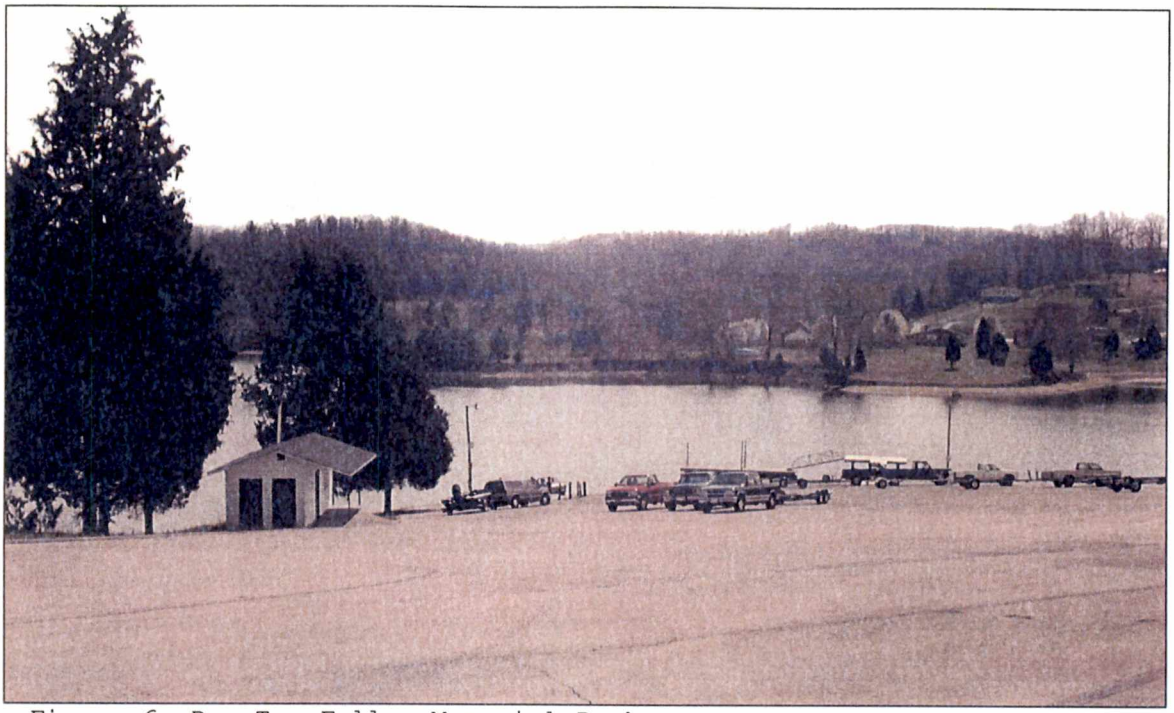


Figure 6: Dr. Tom Fuller Memorial Park
boat launching and picnic facility

also help bring in tourist dollars because the tournament trail fishermen spend money at local restaurants, service stations, hotels and motels, and other commercial establishments in the area (Miller 2001). Camping activities have not increased on Watts Bar Lake other than the RV's that park at the Dr. Tom Fuller Memorial Park as a result of the fishing tournaments.

The next strategic approach is to maximize the use of Rockwood's marina facilities on Watts Bar Lake. The people interviewed mostly agree that this has not been fulfilled because it is possible that the Dr. Tom Fuller Memorial Park could be further developed. The City of Rockwood at one time explored the possibility of adding a restaurant

and full service marina at the park but the interest gradually declined. However, Glen Long and others agree that the possibility for future development in the park is still very much a desired element (Long 2001).

The third approach is to develop an RV facility site near Watts Bar Lake. This approach has not been fulfilled due to the fact that money in the city for such facilities has not been available in the past few years. However, with the continuing increase in the number of fishing tournaments per year, this is a project that could become desirable in the next couple of years (Thompson 2001).

The next approach for attaining the sixth goal is to publicize Mt. Roosevelt as a scenic overlook and recreational facility. This approach has been partially fulfilled with the development of a Rockwood folded pamphlet that is sponsored by the Rockwood Industrial Board. The pamphlet mentions the scenic overlook and provides a picture of the view from the site (see Figure 7). However, this is the only attempt to publicize the overlook and more could be done to promote the park.



Figure 7: View of Rockwood and the Tennessee Valley from Mt. Roosevelt State Park

The final strategic approach is to promote the development of greenways and bike trails, including mountain bike trails for recreational and competition activities. This approach has been fulfilled according to the people interviewed. The completion of the Rockwood Recreation Park in 1996 included the completion of a greenway and bike trail for the park. Later, the trail was extended to the Community Center and the greenway along Black Creek was integrated into the same system. In addition, the trail will soon be extended to the Mt. Roosevelt State Park.

The sixth goal of utilizing the natural amenities, resources, and recreational sites and facilities has been

fulfilled and has proven to be one of the most beneficial goals of the entire plan as it has increased the civic pride and created a source of recreation for the city. Only three of the five strategic approaches has been partially fulfilled or fulfilled but those 3 approaches that have been fulfilled have been instrumental in attaining the goal.

Goal Seven

The seventh goal of the Rockwood plan is to develop the Rockwood Recreation Park in an environmentally sensitive way with a broad mix of facilities to provide recreation opportunities for local citizens and to attract visitors. Since this plan was completed in 1992, the Rockwood Recreation Park has also been completed. Play began on the ball fields in 1996.

The first strategic approach for the recreation park development is to develop a four-diamond ball field complex with walking, bicycling, and hiking trails, and picnic area. This approach has been fulfilled. There are four ball fields, walking trails in the park that can also be used as bicycling trails, a picnic area, and hiking trails will soon be built that connect to the Mt. Roosevelt

overlook. There is also a bicycling park with freestyle bicycling ramps across the street from the park that was built in 1998 (see Figure 8) (Woods 2001).

The next approach is to develop a portion of the site for festival and carnival use, including music, arts and crafts, flea market, farmers market, etc. This approach has been fulfilled. The Rockwood Football Booster Club carnival and Rockwood Civitan Club circus is held on the fairgrounds in the park annually. To date, the park has not been used as a site for a flea market or farmers market. However, with the soon to come infrastructure



Figure 8: Rockwood Bicycle Park

improvements such as electrical wiring and paving, these could soon be coming to the park (Woods 2001).

The third approach is to develop a portion of the site as an RV park. This has not been fulfilled and there are no plans in the future to develop an RV park. According to David Woods, director of Rockwood Parks and Recreation, there is no need for an RV park because most of the people who visit the park commute or stay in local motels (Woods 2001).

The fourth approach is to link the site with proposed greenway project, the downtown, and the lakefront areas to facilitate and encourage use of the recreation complex. This approach has been partially fulfilled. The park is currently linked with the greenway and the downtown district but it is not linked with the lakefront. The reason it has not been linked to the lakefront is because of a lack of funding and the lack of interest by the public to have a walking trail that is three to five miles long (Holloway 2001).

The final approach for achieving the seventh goal is to seek funding from all possible sources, public and private, to pay for high quality site improvements so that the recreation complex will be a source of community pride.

This approach has been fulfilled out of necessity. The project utilized funds from city taxes, grants (including an ISTEA grant), and a bond issue.

The goal to develop the Rockwood Recreation Park in an environmentally sensitive way with a broad mix of facilities to provide recreation opportunities for local citizens and to attract visitors has been fulfilled. The park was built with every attention to detail to insure the success of the park and to give the citizens of Rockwood a reason to be proud. Since its completion, the park has been utilized practically every weekend of the spring, summer, and fall months (Woods 2001).

The goals of the plan were meant to be attainable and meant to help improve the City of Rockwood if they were met. Of the seven goals, six were fulfilled. In addition, the goals that were met have greatly benefited the City of Rockwood.

CHAPTER V

Effectiveness of the Potential Development Area Proposals

The proposed potential development areas presented in chapter three of the plan will now be examined to determine the extent that each of the development areas has been developed. In addition, the two specific potential development areas outlined in chapters four and five of the plan will also be examined. The first of which is the proposals for the revitalization of the downtown area and the second is the Rockwood Recreation park.

Methodology

The methods used to analyze the effectiveness of the proposed development areas in chapters four and five of the plan are a little different than those used in analyzing the goals and strategic approaches in chapter four of this study. In examining the goals and strategic approaches, the primary method was personal interview with several community leaders. This was also done to assess the potential development area proposals however; the primary method used was personal observations. The personal observation has been conducted over the past seven months.

Development Areas

The first issue addressed and one that was apparently of primary concern to the citizens was to improve on the image of Rockwood. The citizens wanted to revitalize the city while maintaining its heritage thus creating a theme of nostalgia. According to the plan, the route to take for achieving this goal began with using the motto "Preserving the past; preparing for the future." This motto caught on immediately with the public and the leaders of the community and has served as the motto for Rockwood since its introduction and can be seen on U.S. Highway 27 and U.S. Highway 70 as you enter Rockwood (see Figure 9) (Miller 2001). In addition to creating a motto, the students working on the plan found it essential to create a strong community economic development organization to define, implement, and promote a positive image for Rockwood. The Rockwood 2000 club, which has been the driving force for implementing several community improvement plans in the city, has filled this role. Rockwood 2000 was instrumental in implementing the sidewalk and streetscape improvements plan in 1996 and 1997 (Hill 2001). They have also helped start other city improvement initiatives along with the city council, Rockwood Merchants



Figure 9: Welcome sign traveling from Chattanooga to Rockwood on U.S. Highways 27 and 70

Association, the Rockwood Industrial Board, and other social groups in the community.

The next issue was to create a nostalgia theme utilizing the many historic assets of the city. The theme was to be used as a tool to attract tourists and retirees looking for a place to settle. There were three suggestions for creating the theme. The first is to promote the local historic exhibits in the city, the second is to create an arts and crafts incubator program, and the third is to create a historic district along Kingston Avenue. The local historic exhibits have been promoted through the annual Christmas Homes Tour, the annual Ye Old Trade Days Festival, and the annual Roane County Antique

trail. The arts and crafts incubator and the historic district have never materialized. Creating a nostalgia theme for the city has not been a priority and as a result has not been fully developed.

The third development area is tourism development. The strategy for developing tourism was thought to rely on promoting the climate, natural beauty, the arts and crafts industry, and the nostalgia theme. Tourism in the area has increased with improvements to Watts Bar Lake and the access points to the lake in Rockwood and the newly established antique stores in downtown. However, since the nostalgia theme has not been developed, there has not been any promotion of the theme.

The next development area is small business development in the downtown area and Gateway Avenue (U.S. Highways 27 and 70). Small businesses have increased since the early 1990s with the addition of three antique stores and a thrift store on Rockwood Street in the downtown. Gateway has also increased its establishments since the early 1990s with the addition of a Subway restaurant, Rite Aid Pharmacy, and a Piggly Wiggly supermarket.

The next area of potential development is an arts and crafts and furniture production development. There are

some forms of arts and crafts in the antique stores downtown but not enough to warrant designating it as a significant development. The plan suggested using some of the available forest hardwood trees in the area as a source for furniture production but the only furniture production in the city has come from the Berkline plant in the industrial park.

Drawing upon the heritage of Rockwood as a company town created by an iron industry, the plan suggests using this to help develop the nostalgia theme. The plan suggests attracting iron working and metal crafts companies to the town and housing them in the old Roane Iron Company site. The site is now used by a local trucking company as its headquarters and there are no new iron companies in the city.

The next potential development area as seen by the students preparing the plan is commercial rehabilitation through building codes enforcement and placing old building on the National Register of Historic Places. According to Mike Wertz, building code inspector, all buildings in the downtown district meet the required codes, including the codes set forth by the Americans with Disabilities Act. In addition, the Rockwood Post Office is now on the National

Register of Historic Places and the old Rockwood Fire Hall is going to be nominated in April of 2001 (see Figure 10) (Watts 2001).

Automobile restoration is the next development area. The automobile restoration exhibit in Rockwood has not developed any further than its status at the time of the plan and the old Esso gas station has not been renovated and currently serves as a law office.

In an effort to increase the tourism sector of the economy in Rockwood, the plan suggests increasing the number of festivals and flea markets in the city. The number of festivals has increased with the addition of the Roane County Antique Trail and the Ye Old Trade Days Festival. However, the number of flea markets in the area



Figure 10: Rockwood Post Office

has decreased since the early 1990s from two weekly flea markets to none.

The next development area is a bed and breakfast in the area. This thought stems from a stated lack of this type of facility in the area. This has not happened in Rockwood due to a lack of private interest in establishing a bed and breakfast and the newly established White Stone Bed and Breakfast in nearby Kingston, Tennessee.

The suggestion for the next development area is to take advantage of the convergence of U.S. Highways 27 and 70 (known as Gateway Avenue in Rockwood), as well as looking to Kingston Avenue as a possible tourist attraction due to the historic homes located along the roadside. In addition, this development area suggests improving and restoring the local roadside architecture (especially restoring the old Esso service station on Kingston Avenue). Rockwood has seemed to show little interest in efforts to improve Gateway Avenue and attract new businesses to the area. In the past four years, highway 27 has been expanded to a four-lane highway from the southern split of highways 27 and 70 in Rockwood to Chattanooga, Tennessee thus improving the travel time to and from Chattanooga. This has presented an excellent opportunity for Rockwood to

utilize this as a development area with increased traffic counts but the efforts to do so have remained stagnant. The annual Rockwood Christmas Homes Tour has continued to grow and relies heavily on the historic homes on Kingston Avenue. The tour has increased the number of tourists to the city. Very little has been done to improve the roadside architecture along Gateway Avenue with the exception of recent facade improvements to the Gateway Shopping Center. In addition, the old Esso Service Station has not been restored.

The next development area has already been briefly discussed in the previous development area. This development area is Highway 27. The plan suggests taking advantage of the lane expansion to Chattanooga with a full-service restaurant and a hotel and improved signage to welcome travelers. The full-service restaurant and hotel have not been implemented. However, the signage welcoming travelers has improved with the placement of a sign for the city with the motto "Preserving the Past; Preparing for the Future."

The next development opportunity is location and accessibility. Rockwood has only slightly taken advantage of its location and accessibility. It has taken advantage

of its accessibility with an increased number of industries that rely on access to interstate and rail (most recently Caterpillar in 1996). The city has also taken advantage of its location next to Watts Bar Lake by promoting the lake and facilities as a source of recreation.

The next development area is the single development area that has been fulfilled to highest extent possible by the City of Rockwood. The suggestion is for improved sidewalks and an improved streetscape, as well as developing a network of landscaped walkways and bikeways that would connect downtown, the proposed Rockwood Recreation Park, and the Community Center. This area has been completely fulfilled. The topic will be discussed in further detail later in this chapter.

Hunting and fishing activities have always been prominent in the City of Rockwood (Thompson 2001). The plan suggests continuing to take advantage of the resources of the area to further develop these activities. The fishing activities have significantly increased as discussed earlier. However, the hunting activities in Rockwood have decreased due to continued vacant land developments (Thompson 2001).

The next development area is one that is often overlooked as an asset to the city. This area is Mt. Roosevelt State Forest. The area has an observation deck and park with a spectacular view of the Tennessee Valley and the City of Rockwood. The park will soon be improved with the addition of a hiking trail from the Rockwood Recreation Park to the Mt. Roosevelt park.

Located directly across the lake from the current Dr. Tom Fuller Memorial Park is some Tennessee Valley Authority (TVA) leased lands that the City of Rockwood has control of. The city has not developed any of the land since this plan was developed. The plan suggests utilizing this land by constructing a pavilion, fishing pier, and walking trail. However, the land has only recently become accessible by land and TVA has severely tightened its grip on dock and pier building making it difficult to develop.

The next development opportunity is Watts Bar Lake in general. Part of the suggestion was to utilize the TVA leased land; this has already been discussed in the previous paragraph. Another aspect of this development area is to develop sightseeing tours and guided fishing tours. The sightseeing tours are not currently being conducted but the number of guided fishing tours has

increased in the past five to seven years (Nuckols 2001). One other suggestion is to develop upscale housing along the shoreline. This has been fulfilled with the Crystal Cove housing development along the shoreline of Watts Bar Lake (see Figure 11). The houses in this development range from $250,000 to $750,000 (Holloway 2001).

The next development area is housing. The plan suggests improving the enforcement of housing codes, updating the codes, and developing new housing along the Watts Bar Lake shoreline (discussed in previous paragraph). Mike Wertz became the new codes enforcer for the city in 1997 and since being hired, the codes enforcement has



Figure 11: View from house in Crystal Cove

improved dramatically (Watts 2001). According to Mr. Wertz, the codes did not really need to be updated; they just needed to be enforced (Wertz 2001). The low income housing on Gateway Avenue and Kingston Avenue is extremely dilapidated and many do not meet codes. However, Rockwood has recently obtained grant money from The Department of Housing and Urban Development to renovate the houses.

The Rockwood Municipal Airport is the next subject of a potential development area because of its potential value of providing hunting and fishing packages. The packages have not been developed and there appears to be no plans to try to develop the packages. In addition, the plan suggests aesthetically improving the road leading to the airport. This project along with the repaving of the runway at the airport has been completed (Holloway 2001).

The final potential development area is to take advantage of the numerous benefits provided by Roane State Community College (RSCC). It is suggested that the city promote RSCC as a training facility for local craftsmen and promote continuing education. There are currently very few classes in arts and crafts that are offered by RSCC. However, the local high school graduates continue to take advantage of the curriculum offered by RSCC to obtain a

college education and use the college as a stepping-stone for transferring to a four-year school to obtain a bachelors degree.

Several of the potential development areas as outlined by the plan for Rockwood have been taken advantage of with parts of others being utilized and a couple that have not been developed. Regardless of whether or not all the proposed development areas have been developed, the plans proposed development areas have served as a good source for creating ideas that city leaders have used to improve the City of Rockwood. However, the plan has not only served as a source for ideas, but also as a guide for some of the development that has occurred in the city in the past few years. The focus now turns to the proposals for revitalizing the downtown.

Methods for Revitalizing the Downtown

Chapter four of the plan has already been discussed and deals specifically with methods to revitalize the downtown of Rockwood. The plan begins with one overall plan for unifying the downtown area and then subdivides into five specific focus areas for revitalizing the downtown. The six areas of the plan to be analyzed here

are similar to the goals and strategic approaches analyzed in chapter four. The method and five focus areas have specific proposals that are meant to insure that the method and focus areas are fulfilled. As already discussed in the methodology section of this thesis, the primary method of research for these development areas is personal observation with some interviews. The methods for unifying the downtown area are analyzed first followed by the analysis of the five focus areas.

Methods Used to Unify the Downtown Area

Since this area is meant to be an all-encompassing plan for unifying the downtown area, there are several methods suggested. The first method is to increase the width of sidewalks by approximately five feet. The sidewalks in the downtown district or CBD have been greatly improved but they were not widened due to the loss of parking spaces along Rockwood Street that would result from widening the sidewalks (Miller 2001). However, the sidewalks along Chamberlain Avenue were widened to accommodate the walking and bike trail that follows the roadway (Woods 2001).

The next method suggested is to use decorative pavers as the surface material for sidewalks and crosswalks. When the sidewalk and streetscape improvements plan that was basically a replica of the plan being studied here was implemented, one of the major issues discussed by business owners and the city council was whether or not to incorporate decorative pavers. The concern was one of significant cost to the city to incorporate these pavers. Rockwood 2000 stepped in to push the idea but the council decided the costs associated with incorporating the pavers would be to great. Rockwood 2000 then decided to counter with a proposal that would involve the local business owners and themselves donating as much funding as possible and the city matching that amount of money. Enough money was raised by the three entities to allow the decorative pavers to be put in place in six-feet by eight-feet squares spaced apart by approximately 30 feet along the sidewalks (see Figure 12). The material used as the paver was pebble. The pavers have not been used in the crosswalks due to a lack of funding.



Figure 12: Decorative paver on downtown sidewalk

The next method for unifying the downtown is to plant native trees at curbside along Rockwood Street on 50 feet centers. The city felt that this would take away from the already limited sidewalk space (especially since the sidewalks were not widened by 5 feet as suggested in this plan) and thus elected not to incorporate native trees into the streetscape. Instead the city elected to plant the trees along Gateway Avenue (U.S. Highways 27 and 70). In addition, the next method of unification is to establish a tree maintenance program for the planted trees. This too has been done for the trees along Gateway Avenue.

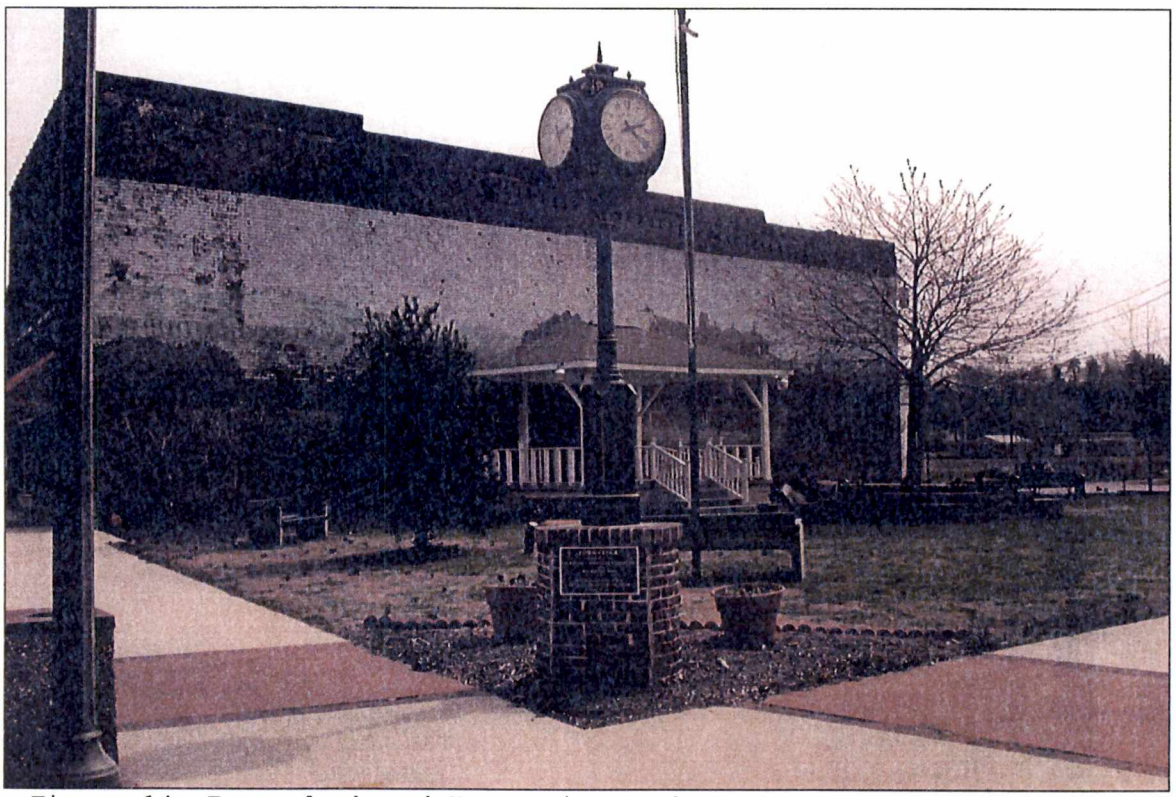
The next method of unification is to convert parking on both sides of Rockwood Street to parallel parking. This has not even been discussed by the city primarily because

of the view that parking on the street is already minimal and parallel parking would only deplete the number of spaces (Hill 2001).

Perhaps one of the biggest successes of this plan is from the suggestion to install turn-of-the-century period lighting on 50 feet centers along Rockwood Street from Kingston Avenue to Wilder Avenue (see Figure 13). With the sidewalk and streetscape improvements plan came the fulfillment of this method. Turn-of-the-century lights were purchased and installed on Rockwood Street as well as the installation of traffic light poles that match the lighting. The lights are on approximately 60 feet centers and begin at the Rockwood Homecoming Park on the corner of Front Avenue and Rockwood Street and extend to Wilder Avenue. The plan also suggests installing the same lighting on Kingston Avenue but this has not been completed. In 1999, a town clock was purchased for $16,000 by the city and was placed in the Homecoming Park (see Figure 14). The clock also matches the lighting and traffic lights on Rockwood Street.



Figure 13: Turn of the century light and traffic light


Figure 14: Town clock and Homecoming Park

The next method is to convert storefront signage to standard dimensions spelled out in downtown design guidelines with an emphasis on pedestrian scale (under 14 feet high) and specific materials to be used for the signs. Design guidelines have not been created and storefront signage is not regulated.

The next method for unification is to use an overriding iron theme to emphasize Rockwood's history. The iron theme has not developed other than some decorative iron elements in the turn-of-the-century traffic light poles and lighting. One of the primary reasons for this is the lack of iron fabricating artisans in the city (Hill 2001). Some of the iron elements suggested by the plan are street furniture, trash receptacles, benches, bicycle racks, tree gratings, bridge railings, traffic lights, and a gazebo. Of these suggested iron elements, only the bridge railings and traffic lights have been incorporated. Decorative trash receptacles have replaced the old receptacles and are made of the same pebble that was used for the decorative pavers on the sidewalks. There is also a gazebo that has been added to the Homecoming Park on Rockwood Street but it is wooden. There is no street furniture, no benches, bicycle racks, or tree gratings.

The next method is to construct a wall feature utilizing an iron-railing element to define and unify sidewalks and greenway paths. There has not been a wall feature built on any of the streets or greenway paths.

Parking has been a consistent issue in Rockwood for many years. For this reason and the removal of on-street parking spaces if the change to parallel parking had been completed, the plan suggests building new off-street parking. This has been done to a minimal extent with the destruction of an outdated and vacant building adjacent to Junior's Restaurant on Rockwood Street and conversion to parking for the restaurant during business hours (see Figure 15). The parking lot created an additional 25 spaces.



Figure 15: Parking lot adjacent to Junior's Restaurant

The next method suggested for the unification of the downtown area is to strip building facades of outdated remodeling items such as aluminum awnings and storefronts. Most of the aluminum awnings in the downtown district have been removed. However, the biggest benefit in many years to the downtown buildings is the recent removal of the aluminum siding on the Am South Bank on Rockwood Street to expose the original material of the building. The bank was built in 1934 as the First National Bank with all brick siding but was covered up with a green aluminum siding in the 1960's (Hill 2001). In 2000, the siding was removed to expose the beautiful building still in good shape and in its original condition. Efforts continue to completely restore the original status of the building as it stood in its early years as First National Bank (see Figure 16).



Figure 16: Am South Bank (formerly First National Bank)

In addition to removing the aluminum awnings and storefronts, the plan suggests cleaning or painting building facades as needed. To date, 14 of the 32 buildings in the downtown area have experienced some kind of facade improvement with some being painted and some being pressure washed and cleaned (Wertz 2001). In addition 5 of the downtown buildings have had their roofs and gutters replaced (Wertz 2001).

The last method suggested by the plan to unify the downtown is to improve storefronts through custom designs featuring ironwork and woodwork elements. None of the stores downtown have used ironwork elements to improve their storefronts. However, two of the antique stores used woodwork to beautify their storefronts. Live and Let Live Drugstore owner Sherry Hill has added a marble store sign to the exterior of the building (see Figure 17) and the First National Bank building exposed its engraved marble with the removal of the aluminum siding (Hill 2001).

Many of the proposed methods to help unify the downtown area have been used by the city and the Rockwood 2000 club. As a result, these ideas have greatly improved the downtown area. Several hundred members of the public strongly opposed the improvements that were planned to



Figure 17: Live and Let Live Drug Store Façade

begin when they were in the planning stages, especially the sidewalk and streetscape improvements due to the cost of the project (Miller 2001). After the projects were completed however, most agreed that they have created a revitalized downtown that all can be proud to be a part of resulting in a greatly increased amount of civic pride.

Gateway Focus Area Tasks

Very little has been done to improve Gateway Avenue in the past eight to ten years. In fact, none of the proposed 10 tasks in this plan have been completed. The first six tasks deal specifically with two crab orchard stone

buildings that are located at the corner of Gateway and Nelson Street on the south end of Rockwood.

The first task is to relocate the two buildings. This has not been done because the Tennessee State Highway Patrol has owned the buildings and land until recent months when one of the buildings was turned over to the city. Although one of the buildings has been turned over to the city, there are no plans for relocation.

The next task for the Gateway focus area is to renovate the octagonal crab orchard stone building as the Rockwood Information Booth. This building is the one that has been turned over to the city and the Rockwood 2000 club intends to renovate the building for this purpose in the next 2 years (Meadows 2001). The plan also suggests renovating the other building as a restroom facility and establishing a bicycle repair and rental shop in the adjacent concrete building. Neither of these tasks can be initiated because the city does not own the two buildings.

The fifth and sixth tasks relating to this site is to include an informal seating area and incorporate trees and landscaping in around the seating area. Once the octagonal building has been converted to the information booth, the

plans are to add some sitting benches with landscaping around them to the outside of the building (Meadows 2001).

The next task is to create a visual connection to draw visitors into the downtown and greenway areas. There have been no initiatives, plans, or programs in the past several years to create a visual connection with the downtown and greenway areas.

Establishing a distinct entrance to the greenway is the next task. The greenway has been completed along Gateway and Black Creek but there has been little signage to designate the entrance to the greenway.

The next task for the Gateway focus area is to provide parking for existing athletic courts and plaza activities. The same parking facilities are located at the courts that were there when this plan was developed. When asked about the possibility of paving the current gravel parking lot, David Woods said there were more important gravel parking lots that would be paved before that one (Woods 2001). His specific example was the parking lot at the Rockwood Recreation Park (Woods 2001).

The final task is to define Highway 27 from Stratton Street to Nelson Street through an iron-railing element, upgraded sidewalks, and large, uniform trees. As

previously discussed, the iron-railing element has not materialized and a tree-planting program has been implemented along Gateway Avenue.

Crafts Incubator Focus Area Tasks

None of the tasks for creating a crafts incubator have been fulfilled thus leaving the crafts incubator non-existent. The tasks can be seen earlier in chapter 3. The only reason given for the lack of interest in creating the incubator is that the whole idea was "too far out of the box" to even consider (Miller 2001). In addition, it is unanimously agreed upon by all the people interviewed that this simply would not work due to a lack of support by the public.

Bridge Focus Area Tasks

Rockwood has strongly desired a route that enables emergency vehicles to bypass the railroad that bisects the city for many years so that the vehicles can improve on their emergency response times (Miller 2001). This desire will begin to take form in the next two years as the project has been approved and funding has been secured to build the overpass (Holloway 2001).

The plan studied here suggests that this bypass be built on the southern end of town and connect Gateway Avenue with Front Street. At the time of the plan Baptist Hospital of Roane County was located on the southern end of town on Chamberlain Avenue prompting the suggested location. Since the plan was developed, the hospital has been shut down. The city council along with assistance from Barge, Waggoner, Cannon, and Sumner engineering firm decided that the best location for the overpass as a result of the hospital being shut down is on the north end of town across from David Clifton Chevrolet (Holloway 2001). The engineering work has been completed and construction will start in the next year (Holloway 2001).

The next suggestion for the bridge focus area task is to provide an underpass for the greenway along the existing Black Creek streambed and to create a retention/duck pond and use the fill for bridge construction. If the bridge were being built in the plans' suggested location, there would be a need for an underpass for the existing greenway, but the bridge is not being built in the suggested location. When the bridge is built, it will no longer pass over the Black Creek streambed thus eliminating the possibility for a retention/duck pond.

As previously mentioned, a bridge that overpasses the railroad tracks in Rockwood has been desired for many years. This was known at the time of this plan and suggestions were made for where the bridge would best serve its purpose. At the time, the suggested location on the southern end of town would have been the ideal location due to the hospital that existed at the time. However, as noted, the hospital no longer exists and the city chose the location that is now being prepared for its construction.

Greenway Focus Area Tasks

The greenway that has been built was done so as a part of the Rockwood Recreation Park but was not completed until 1998 (Miller 2001). This plan suggested that the greenway be built with several access points including one at the downtown Gateway area and the Civitan Square (since renamed to Homecoming Park). These suggestions were taken into consideration and an access point was built on Gateway Avenue (see Figure 18). The other access points are at the Rockwood Community Center, the Rockwood Recreation Park, and Rockwood Street.



Figure 18: Gateway access point to greenway

The next suggestion for the greenway is to link the downtown area to the Rockwood Recreation Park via the greenway. As previously mentioned, an access point is located at the park and one at Rockwood Street. Therefore, this suggestion has been fulfilled.

The next two suggestions are to construct separate paths for walking and biking, or one wider path to accommodate both and to strategically place bike racks along the greenway. The new greenway paths were built wide enough to accommodate both bikers and walkers and the sidewalks that were already in existence that comprise some

of the greenway paths were widened to accommodate both (Woods 2001). There are no bike racks in place along the greenway paths because there are not enough bikers to warrant racks (Woods 2001).

The final suggestion for the greenway focus area task is to use bike and walking route signage to designate the greenway, especially at arterial crossings. Unfortunately, there is very little signage that designates the greenway routes. This is something that needs to be reviewed and considered as a minor project for the Rockwood Parks and Recreation Department. The reason given by David Woods, director of the parks and recreation department, is that they were extremely happy to get the project completed and since that time have been getting caught up on other projects that need to be completed (Woods 2001). He also stated that signage will soon be integrated into the greenway system (Woods 2001).

Roane Theater Focus Area Tasks

This plan for Rockwood had high hopes for the possible uses of the Roane Theater on the corner of Gateway Avenue and Rockwood Street. The theater dated back to the 1930s and at the time of the development of this plan, the

theater had experienced severe dilapidation and structural deficiencies. In fact, the accompanying building adjacent to the theater had one wall that had fallen. The theater had dilapidated to the point that it had become an eyesore for the city (Miller 2001).

The proposed use for the theater was as a nostalgia and crafts-oriented bookstore and as a museum to display items of local history and interest. The theater had a marquee and this was suggested as a tool to promote the museum and bookstore. Unfortunately, the theater was sold to Rite Aid by the local owner and was torn down in 1994. Rite Aid then built a store in its place. Prior to the owner selling the structure to Rite Aid, a few private individuals made efforts to raise enough money to buy the building with plans to restore it and use it as suggested in this plan but the efforts fell short (Hill 2001).

One of the suggestions for the site was to construct a small, landscaped parking lot with access from Highway 27. When the Rite Aid store was built, an accompanying parking lot was built and has access from Highway 27.

The plan also suggests denoting the downtown entry with an iron sign incorporated into the iron elements. A sign was built on the corner of Rockwood Street and Gateway

Avenue in 1998 and has a listing of the stores located on Rockwood Street in the downtown district (see Figure 19). However, the sign does not have an iron element. JimCo, a local metal fabricating company, built the sign for the cost of materials and the sign is maintained by the City of Rockwood. Each of the stores pays an annual fee of $175 to have their store name on the sign (Hill 2001).

Proposed Facilities for the Rockwood Recreation Park

The final chapter of the plan to be analyzed and tested for its effectiveness is chapter five. Chapter five of the plan deals with suggestions for how to develop the 212 acres of land on the southern end of Chamberlain Avenue that were designated for use as a recreation park at the



Figure 19: Downtown entry sign with business listing

time of this plans completion. The facility has been built and has served as an asset to the community for attracting tourists and increased revenues to the local businesses in Rockwood and Roane County.

The first suggestion for the facility is to build one baseball field, three softball fields, and one soccer field. The baseball field is one of the best facilities in the area with an all bermuda grass outfield and bermuda and dirt infield, gravel warning track, stadium seating, and soon to be built indoor practice facility (see Figure 20) (Woods 2001). The field serves as home to the Rockwood High School baseball team. All three softball fields have been built and serve as home to the little league baseball teams, girls' softball, men's softball tournaments, and Rockwood High School softball team (see Figure 21). There are two soccer fields that are used by a league for grade school students.

The next suggested facilities are walking, biking, and hiking trails. The park has a combination walking and biking trail that is also part of the Rockwood greenway (see Figure 22). Currently, a hiking trail is being constructed that links the park with Mt. Roosevelt park.

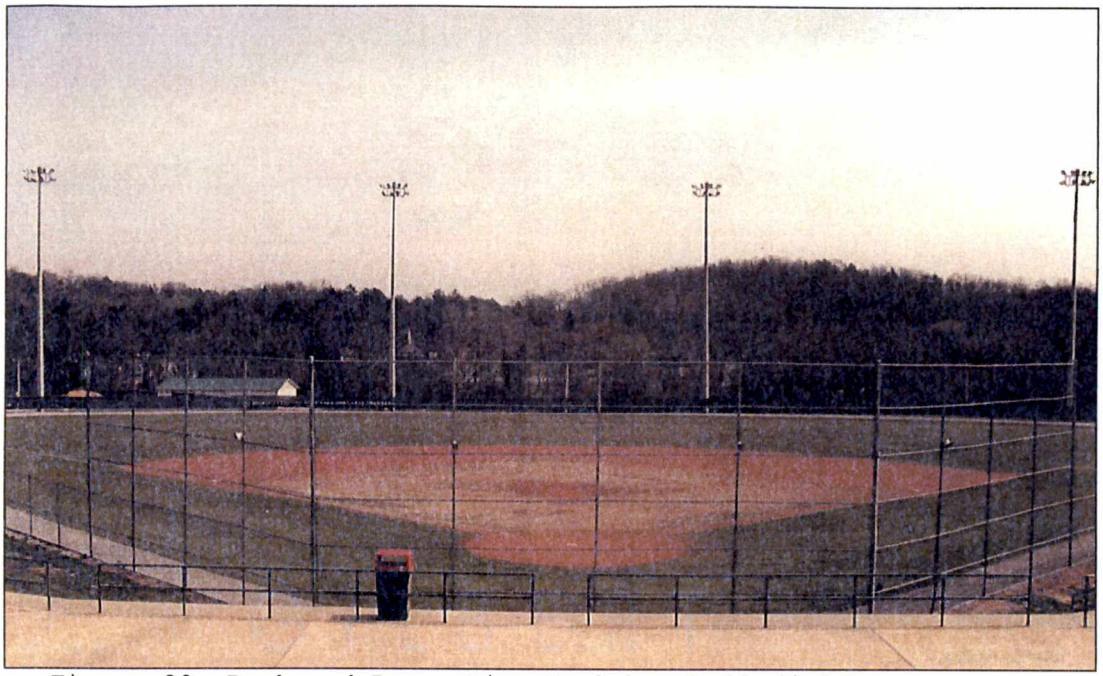


Figure 20: Rockwood Recreation Park baseball field



Figure 21: Rockwood Recreation Park softball field



Figure 22: Greenway stop in Rockwood Recreation Park

The next two facilities that are suggested are picnic and sitting areas and parks and playgrounds. A gazebo on the site serves as the picnic and sitting area for the park (see Figure 23). There is also a playground with state of the art play equipment in a sand lot that is adjacent to the gazebo that houses the picnic and sitting area (see Figure 24).

One of the proposed facilities that were not included in the park is a campground for recreation vehicles (RVs). The reason according to David Woods is that most people who use the park either commute or chose to stay in hotels and motels in the area (Woods 2001).



Figure 23: Gazebo with picnic and restroom facilities in Rockwood Recreation Park



Figure 24: Playground area in Rockwood Recreation Park

The next facility is a multipurpose building for an administrative office, meeting room, etc. This building was built at the hub of all the ball fields along with the press boxes and concession stand. The building has an office and meeting room.

One of the most important aspects of the park is a fair and carnival site. This has been built and is used several times a year by a traveling carnival and circus. The plan also suggested building a small amphitheater but the funds were not sufficient to do so (Miller 2001).

The next proposed facility is a green house and garden. Most of the people that were interviewed found this particular proposal humorous and felt that it was absurd to build this facility. The main reason given for not building such a facility is that the majority of people in the city own enough property with their house that they can have their own garden (Miller 2001).

The final two proposals are to preserve the Civil War cemetery and to build a small pond. The cemetery has been preserved with straightening of tombstones and fencing around the cemetery (see Figure 25). The pond was never constructed. The only pond according to former mayor Mike



Figure 25: Civil War cemetery

Miller (jokingly) is the holding pond that is part of the wastewater treatment plant next to the park (Miller 2001).

Many of the potential development areas were not or have not been used by the City of Rockwood to date. The Gateway, crafts incubator, bridge, and the Roane Theater focus areas have not been utilized by the city other than perhaps providing some ideas for the future. However, there were several of the development areas that provided great benefits to the city such as the methods for unifying the downtown, the greenways focus area, and the proposed facilities for the Rockwood Recreation Park. In addition, the majority of the development areas proposed in chapter 3 of the plan were utilized and have helped to create a positive image for Rockwood.



Figure 26: View of Rockwood Recreation Park from Mt. Roosevelt State Park

CHAPTER VI

Effectiveness of the Plan and Conclusions and Recommendations

Mr. William S. Bonner once said, "The effectiveness of a planning program is measured by the degree to which it is implemented" this statement is the basis from which this plan has been assessed (Tweeten and Brinkman 1976 and Bonner 1967). The purpose of this thesis is not to determine the goodness or badness of the plan but the effectiveness of the plan. The primary research question that serves as the driving force for this thesis is "Has the plan provided an effective tool for the guidance of the City of Rockwood's development strategies?" With the completion of chapters four and five, the answer to this question is yes-"But".

The easiest way to summarize the thesis and answer the primary research question is to provide a quote from Sherry Hill, former president of Rockwood 2000. When the interview with Mrs. Hill concluded she simply said "this plan served as catalyst to a majority of the programs that have been implemented in downtown Rockwood." In fact, most of the people interviewed had a similar comment along with a statement of the appreciation they have for the Graduate

School of Planning and their efforts to provide the city with a guide for their growth. Another indicator that the plan was successful stems from W.G. Roeseler's Successful American Urban Plans. Roeseler states that a fundamental way to determine the effectiveness of a plan is to determine how many of the goals and objectives have been fulfilled (Roeseler 1982). In this plan, six of the seven goals were at least partially fulfilled.

The purpose of the plan as stated in the introduction was to provide the citizens of Rockwood with an integrated development strategy that can make Rockwood a truly pleasant and thriving community (Graduate School of Planning 1992). Based on the changes that have occurred in the city in the past eight to ten years (many as a direct result of this plan) and the proposals of this plan that have been carried out by the city, the plan definitely has served its purpose of helping Rockwood become a better place to live. All of the interviewees were ecstatic about the newly created civic pride shared by most citizens as a result of the downtown revitalization efforts and the completion of the Rockwood Recreation Park.

The plan proposed seven goals with accompanying strategic approaches for attaining those goals. Of the

seven goals, six were partially fulfilled or completely fulfilled leading to the conclusion that this plan has been very effective in not only guiding the development of Rockwood but also helped solve many of the problems outlined in the plan. The question one may have is "did the goals and approaches actually come from the plan or were they already goals that were set forth prior to the plan?" In other words, did the plan actually serve as the guide for Rockwood's development? The answer is yes, of the ten people interviewed; eight said that the plan served as a guide for the city. Simply stated, Rockwood has become a much more livable city as a result of the plan.

Although the majority of interviewees said the plan was used as a guide, they qualified their answer with one of two statements. One of the statements was that the plan was used primarily by the Rockwood 2000 organization. The other qualification was that only parts of the plan were used due to the fact that many of the ideas in the plan were too unrealistic and would not be easily implemented.

Rockwood 2000 is the most influential citizen based non-elected committee in the city and has the necessary means (both local business owners and funding) to push projects requiring significant expenditures by the city

council that might otherwise fizzle out. For example, when the plan was introduced to the city, Rockwood 2000 viewed it as the tool that was needed to supply the necessary justification to begin asking the city to initiate the sidewalk and streetscape improvements program. With the help of the plan and several local business owners supporting the plan, who were members of Rockwood 2000, funding was sought and obtained to begin the project in 1995 and was completed in 1997.

The second qualification is true of any strategic plan. There are going to be parts that are not used for various reasons. The same is indeed true for this plan; many of the goals and potential development areas were not attained for various reasons. Some of the implementation barriers to this plan were a lack of funding, acceptability of some of the ideas, the lack of involvement of the city council and planning commission in the plan making process, and a lack of political leadership. However, many of the goals were fulfilled and a few of the potential development areas were also completed and have substantially helped the city.

The review of this plan has been very interesting and gratifying because the positive results of good planning

that were uncovered in this study. The plan was a project for students in a planning methods class in the Graduate School of Planning at the University of Tennessee and the students apparently did a tremendous job of creating the plan because much of the plan was implemented.

Successful planning is not only the result of a good plan because many good plans go unnoticed due to their lack of implementation. Successful planning also requires a commitment from the community being planned for to use the plan to its utmost extent and carry out the initiatives called for in the plan.

As many scholars of planning and practicing planners will say, planning has to be a continuous process in order to be effective. This plan for Rockwood is a step in the right direction but the planning process needs to continue. One plan alone is not sufficient to successfully guide the development and growth for a city. For example, when this plan was developed in 1992, there were only three major shopping centers in Rockwood and only one was vacant. Nine years later, there are four major shopping centers and two are vacant. Therefore, a new plan needs to be developed to begin finding tenants for the two vacant shopping centers.

Is the plan still useful today? To an extent some of the ideas in the plan can still be utilized. However, many things have changed in the City of Rockwood in the past 8 to 10 years (like the vacant shopping centers mentioned above) and the plans horizon was only 10 years. Therefore, it would be in the city's best interest to begin another visioning process to help them prepare for the next 5 to 10 years.

Strategic plans tend to have shorter time horizons (typically 5 to 10 years) than comprehensive plans (typically 10 to 25 years) and this can have its advantages as seen in the results of this plan and its effectiveness in providing Rockwood with quality guidance for a short term. Since strategic planning focuses on a shorter time period, more emphasis can be placed on more specific development proposals and projects that will have an immediate impact on a community. However, strategic plans do not provide long range plans for important issues such as education, environmental protection, transportation, infrastructure, and economic development and should not be used to plan for a city's long term future.

On the other hand, comprehensive planning has a longer time horizon and has distinctive advantages when longer

range planning is needed. Comprehensive planning lacks the focus of strategic planning but is better suited for planning for educational facilities, environmental protection, long term economic development, infrastructure needs, and transportation needs, as the needs of these issues often take longer to change. For the best results, cities should utilize both strategic and comprehensive planning because they complement each other very well and if the processes for both are handled properly, will provide a much more livable community.

Perhaps the single most important aspect of planning as uncovered in this thesis is that planning goes beyond simply providing the document and making attempts to implement it. In order to have a truly successful plan in a small town such as Rockwood, a town needs an individual or a group of individuals who are well respected in the town and are willing to take initiative and provide the necessary leadership to insure that the plan serves as an active tool for guiding that town.

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APPENDIX

APPENDIX

APPENDIX A: Goal One

	Fulfilled	Partially Fulfilled	Not Fulfilled
Goal One: Improve civic pride	9	1	0
Stategic Approaches:			
Revitalize the Downtown as a central focus or showcase	8	2	0
Combine the natural, manmade, and historic resources into a nostalgia theme for the city of Rockwood	1	9	0
Promote cooperation between the various interest groups toward the common goal of revitalization	10	0	0
Encourage businesses to utilize local labor	1	3	6
Encourage the combined efforts of all social groups in Rockwood to enhance the City's identity	10	0	0
Focus on developing tourism activities with Rockwood	0	6	4
Promote environmentally sensitive development of the City	10	0	0
Create a development council as an umbrella organization to assist present businesses and recruit new businesses to the area	1	1	8
Create a community development staff position to implement objectives	0	0	10

APPENDIX B: Goal Two

	Fulfilled	Partially Fulfilled	Not Fulfilled
Goal Two: Stimulate economic development (tourism)	6	4	0
Stategic Approaches:			
Protect and enhance the natural, scenic, and historic resources of Rockwood	3	7	0
Revitalize and preserve historic structures in the downtown as a central focus, or showcase for Rockwood	10	0	0
Stimulate tourism through the promotion of arts & crafts activities with special attention to historic ironworks, furniture building, automobile restoration, and other activities	2	5	3
Prepare and distribute tourist oriented brochures concerning Rockwood in cooperation with other organizations	4	6	0
Recruit upscale hotels and restaurants to Rockwood which complement the nostalgia theme	0	0	10
Educate citizens and city officials about the economic advantages of tourism development for Rockwood	0	10	0
Develop Rockwood Recreation Park as a community-wide facility emphasizing festivals, hiking, and other outdoor activities	3	7	0
Promote, through festivals, brochures, and other activities, the recreational resources of Rockwood including Watts Bar Lake, Mount Roosevelt, and the Catoosa Wildlife Area	0	10	0

APPENDIX C: Goal Three

	Fulfilled	Partially Fulfilled	Not Fulfilled
Goal Three: Revitalize and aesthetically improve the downtown as the central point of social and economic activities of Rockwood	9	1	0
Stategic Approaches:			
Emphasizes the historic downtown as the focal point for Rockwood by rehabilitating its older buildings in accordance with design guidelines	3	7	0
Encourage new development in the downtown consistent with the nostalgia theme of Rockwood	8	2	0
Link the downtown with Rockwood Recreation Park, the Community Center, and historic Kingston Avenue by using landscaping, greenways, and other streetscape elements	3	6	1
Utilize an assortment of funding techniques to revitalize the downtown	10	0	0
Redevelop buildings to serve as sites for tourist, recreation, arts and crafts activities, and historical information	0	0	10
Develop a Kingston Avenue/Dixie Highway historic district, and place other eligible properties in the National Register of Historic Places	0	4	6

APPENDIX D: Goal Four

	Fulfilled	Partially Fulfilled	Not Fulfilled
Goal Four: Create and promote a theme of nostalgia for the City of Rockwood	2	3	5
Stategic Approaches:			
Attract artisans and crafts people to work and live in Rockwood	0	7	3
Organize a continuing campaign to attract traditional building material companies to relocate to Rockwood; particularly decorative iron fabricating artisans	0	0	10
Emphasize automobile restoration, and the rehabilitation of auto theme related buildings	0	0	10
Develop a Kingston Avenue/Dixie Highway historic district, and encourage placement of other eligible properties in the National Register of Historic Places	0	4	6
Produce a brochure that emphasizes arts and crafts, automobile restoration, and historic Kingston Avenue/Dixie Highway	2	7	1
Seek funding to reuse the Roane Theater as a possible museum promoting the historic aspects of Rockwood	0	1	9

APPENDIX E: Goal Five

	Fulfilled	Partially Fulfilled	Not Fulfilled
Goal Five: Develop Rockwood facilities and services to provide an attractive lifestyle and serve the needs of a growing retirement population	2	6	2
Stategic Approaches:			
Develop a variety of retirement housing and facilities in and around Rockwood, particularly near Watts Bar Lake	9	0	1
Promote and actively publicize the City of Rockwood as a place for elderly to reside; e.g., mild climate, location, and accessibility	0	2	8
Appoint a long-term task force to prepare proposals which will eventually lead to better health care services for Rockwood's citizens	0	0	10
Promote the active participation of the elderly population in arts and crafts activities through RSCC courses, part-time work, and shop ownership	0	0	10
Create a walkway and greenway to provide an outlet for passive recreation	10	0	0

APPENDIX F: Goal Six

	Fulfilled	Partially Fulfilled	Not Fulfilled
Goal Six: Utilize the many surrounding natural amenities, resources, and recreational sites and facilities	7	3	0
Stategic Approaches:			
Utilize Watts Bar Lake for large fishing tournaments, camping, and other recreational activities	3	7	0
Maximize the use of Rockwood's marina facilities on Watts Bar Lake	1	3	6
Develop an RV facility site near Watts Bar Lake	0	0	10
Publicize Mt. Roosevelt as a scenic overlook and recreational facility	3	6	1
Promote the development of greenways and bike trails, including mountain bike trails for recreational and competitive activities	10	0	0

APPENDIX G: Goal Seven

	Fulfilled	Partially Fulfilled	Not Fulfilled
Goal Seven: Develop the Rockwood Recreation Park in an environmentally sensitive way with a broad mix of facilities to provide recreation opportunities for local citizens and to attract visitors	10	0	0
Stategic Approaches:			
Develop a four-diamond ball field complex with walking, bicycling, and hiking trails, and picnic area	10	0	0
Develop a portion of the site for festival and carnival use, including music, arts and crafts, flea market, farmers market, etc.	9	1	0
Develop a portion of the site as an RV park	0	0	10
Link the site with proposed greenway project, the downtown, and the lakefront areas to facilitate and encourage use of the recreation complex	0	10	0
Seek funding from all possible sources, public and private, to pay for high quality site improvements so that the recreation complex will be a source of community pride	10	0	0

VITA

Bradley Franklin Thompson was born in Rockwood, Tennessee on December 5, 1976. He attended Ridge View Elementary School in Rockwood, Tennessee, and graduated from Rockwood High School in May 1995. He entered Roane State Community College in Harriman, Tennessee during August of 1995 where in May 1997 he received the degree of Associate of Science in General Studies. He then entered The University of Tennessee, Knoxville in August 1997 where in May 1999 he received the degree of Bachelor of Arts in Geography. In August of 1999, he returned to The University of Tennessee, Knoxville to pursue the degree of Master of Science in Planning with a specialization in Land Use Planning. While studying, he worked as a research assistant for the university and Oak Ridge National Laboratory and as a graduate assistant for the Department of Urban and Regional Planning. The Master's degree was received May 2001.