

walking tours of the historic district. Their work has brought results; in the last four years:

- The M-NCPPC has assisted with a brochure about the historic district .
- Speed humps were installed by the County public works department to calm traffic, a spin-off of the *Livingston Road Streetscape Guidelines*.
- The police department has monitored speeds on Livingston Road.
- Negotiations with a developer may lead to the proffer of “gateway” signage for the district, following the *Livingston Road Streetscape Guidelines*.
- The historic church has followed the guidelines to selectively clear woodland vegetation in order to provide a viewshed to its historic cemetery.
- A public utility has added plantings along its entrance road to enhance the views to Broad Creek, as proposed in the *Guidelines*.
- A conservancy has been incorporated to work with the National Park Service (NPS) in finding a new tenant for Harmony Hall, the historic property in the district owned by the NPS.

In the next fiscal year, the Planning Department, together with the Historic District Advisory Committee and other area stakeholders will produce a preservation plan for the district that updates the planning study completed before the district was designated in 1985. The study will result in an updated guide to the protection and appropriate development of the district.

These two examples demonstrate how preservation planning can help facilitate a community’s determination of its own future. The studies have contributed plans, standards, and guidelines, which can help to serve as a road map for the community’s future. Following such road maps will depend on continued vigilance and advocacy by each community, along with facilitation and professional advice from local planning agencies.

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Illustrations courtesy Maryland-National Capital Park and Planning Commission.

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Patrick H. Reed

## Partnership Planning Involving Partners in Meaningful Ways

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**I**n 1993, the battle of Chickamauga and the battles for Chattanooga were listed among the 20 most threatened Civil War sites in the Civil War Sites Advisory Commission report to Congress. This finding did not come as a surprise, given the rapid growth and urbanization of the greater Chattanooga and north Georgia region. In 1994, Chickamauga and Chattanooga National Military Park initiated a related lands study called the Chattanooga Area Civil War Sites Assessment. This three-year process has proven very effective in developing new relationships with partners and getting valuable information to local decisionmakers to encourage preservation of the 38 sites studied.

This preservation planning effort was successful because of how the partnership planning team was developed and the meaningful roles that every partner played. All 38 sites were visited and assessed by all members of the multidisciplinary core planning team and group recommendations to encourage preservation were collectively developed by team members. Site assessment visits were publicly announced and local preservation groups, developers, and interested citizens joined the planning team in the field and had opportunities for direct input. Planning partners brought new ideas and perspectives, knowledge of local zoning and economic development issues, related planning efforts, and acted as liaison to local decisionmakers.

The participating planning partners for the related lands study included state historic preservation office staff from Tennessee and Georgia, the Chattanooga-Hamilton County Regional Planning Agency, the Southeast Tennessee Economic Development Authority, the Coosa Valley Regional Development Center (Georgia), and National Park Service (NPS) staff from the park and the River, Trails and Conservation Assistance program. Other partners included the NPS American Battlefield Protection Program who funded the project, the Georgia Civil War Commission, the Tennessee Historical Commission, the Association for the Preservation of Civil War Sites, and The Trust for Public Land. This partnership planning team approach fostered ownership in the final plan and new community appreciation for these resources.

A significant side benefit is the development of stronger relationships with preservation partners that will be of benefit for many years to come. The Chattanooga-Hamilton County Regional Planning Agency has started notifying the park of permit applications and zoning requests that may impact the study sites in Hamilton County. Through Georgia partners, the Georgia Department of Transportation now sends all proposed highway projects in northwest Georgia to the park for review of impacts on Civil War resources. The town of Fort Oglethorpe, Georgia, has started implementation of a streetscape plan with TEA-21 funding at the northern gateway to Chickamauga Battlefield that includes additional interpretation of Civil War sites along the Old Lafayette Road. Battlefield preservation plans have been completed with NPS American Battlefield Protection Program funding at several study sites, including Ringgold Gap, Moccasin Bend, and Wauhatchie. Interpretive way-side exhibits have been installed in McLemore's Cove. Training in alternative development techniques was provided for area planners and developers and a pilot project initiated in Chattanooga.

These same principles were also successfully applied at Moccasin Bend National Historic Landmark. In February

1999, we completed a 14-month special resource study, as directed by Congress, to assess the national significance, suitability, and feasibility of adding this unit to the national park system and to evaluate other alternatives. On the Moccasin Bend special resource study we invited the State of Tennessee, Hamilton County, and the City of Chattanooga to put planning representatives on the core team as fully participating members to work with National Park Service professional planners and park staff. The state, county, and city own most of Moccasin Bend and are major stakeholders. The Tennessee State Archeologist and a senior planner from the Chattanooga-Hamilton County Regional Planning Agency (RPA) participated in all planning activities (stakeholder meetings, open houses, workshops, and public meetings) and drafted sections of the final plan. Under a memorandum of agreement we transferred \$15,000 from project planning funds to the RPA to offset personnel costs, mapping, and other professional services provided. The relationships developed with the state, county, and city during this planning process will be key factors in resolving significant feasibility issues and existing incompatible uses on the site.

The principal resource on Moccasin Bend is reflected in 10,000 years of continuous habitation by American Indians. Federally-recognized and culturally-affiliated American Indian tribal governments (most notably Creek and Cherokee) were involved in meaningful ways throughout the planning process and actively participated in all workshops and public meetings. In addition to scoping sessions, workshops, and public meetings held in Chattanooga, two public meetings were

*Civil War Sites Assessment Planning Team on a site visit to McLemore's Cove. NPS Photo.*



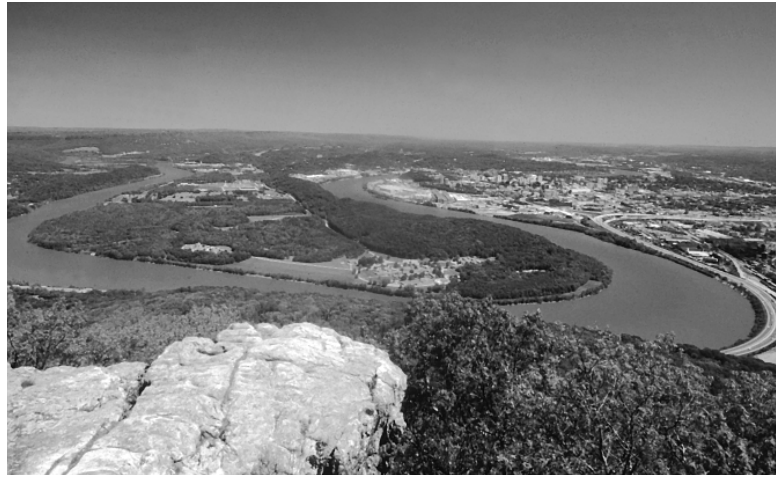
*Moccasin Bend  
from Lookout  
Mountain. NPS  
Photo.*

held in Oklahoma to involve a larger segment of the culturally-affiliated tribes. The Cherokee Nation was relocated in the 19th century to Oklahoma along the Trail of Tears and the Creek Nation was also relocated to the Oklahoma region. With the principal culturally-affiliated tribes being relocated in Oklahoma, it was important and essential to take the planning process to them.

In both cases, the overriding best practice that resulted in successful planning efforts was that we involved multiple professional planning partners in meaningful ways as fully participating members of the core planning team. I am convinced we produced much better products in both cases than the National Park Service could have achieved planning by itself with less input and review from others.

Some managers and planners may feel uncomfortable with this preservation planning approach. We gave up some measure of control in the planning process by having major partners as full members of the planning team, but our experience has been very positive. I am convinced we have produced better planning products with a much better chance of implementation and positive results because of the relationships developed with local and regional planners and their “ownership” in the planning process. Local issues and concerns were addressed more fully during the planning process and consensus was achieved in most cases. Our experience has been that state and local decisionmakers are much more likely to embrace the recommendations in a plan and actively work for implementation when they or their professional staff participated directly in the planning process and helped shape the recommendations.

This was particularly evident in the Moccasin Bend study. The future of Moccasin Bend has been a national preservation issue for



over 50 years. The Bend has been repeatedly threatened by piecemeal development proposals. Burial sites have been looted heavily, yet the integrity of the overall site remains significantly intact. The state and local planners on the team helped bring the decisionmakers to the table and develop general consensus for long-term preservation of the Bend. These planning “liaisons” with elected officials and other decisionmakers have opened new doors and have brought the Bend closer to preservation than it has been since 1950. Several new preservation projects and initiatives have come out of the Civil War sites assessment, such as a Georgia-Tennessee work group to develop multiple National Register nominations for most of the 38 sites studied. Feedback from partners has been very positive. They overwhelmingly agree that this is the best way to do cooperative planning and enhance the chances of success.

Multidisciplinary planning teams can produce better results and address a broader range of issues from different perspectives. Planning recommendations that require support from the public and other external decisionmakers stand a much better chance of being implemented when there is meaningful involvement throughout the planning process and differing views are fully explored. The best plan ever written is not worth much if it just sits on a shelf and collects dust.

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