Implementing a Community-Wide Strategic Plan:
Rock Hill’s Empowering the Vision Ten Years Later

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Rock Hill, SC is located within the Charlotte, NC Metropolitan Statistical Area (MSA). Rock Hill had a 1999 population of about fifty-two thousand people, one-third of whom are African American (City of Rock Hill 2000). Confronted by economic and social change of a large magnitude in the 1980s, Rock Hill’s leaders decided to use community-wide strategic planning as a tool to address the city’s problems and take advantage of its opportunities. John Bryson (1995, 4-5) defines strategic planning as a “disciplined effort to produce fundamental decisions and actions that shape and guide what an organization (or other entity) is, what it does, and why it does it.” Or as Gerald Gordon (1993, 1) suggests, it “is a process by which an organization attempts to control its destiny rather than allowing future events to do so.” A community-wide strategic planning process involves citizens and organizations from the public, for-profit and not-for-profit sectors who have a stake in the community. Rock Hill named its process Empowering the Vision (ETV) and later the ten-year plan itself came to be known as ETV. Rock Hill used this tool to answer three main questions: Will Rock Hill become just another suburb that looks like Anywhere, USA? Can Rock Hill avoid this fate by defining a new identity for itself in the Charlotte MSA? How can Rock Hill enhance the quality-of-life of its residents? In this paper, I assess Rock Hill’s implementation of ETV’s plan. I argue Rock Hill achieved some of the significant results promised by advocates of community-wide strategic planning. The lessons learned from Rock Hill’s experience provide guidance to other communities as they use this planning tool, and contribute to the development and testing of theories of community-building and governance.

Significance of the Rock Hill Case

Rock Hill experienced dramatic change in the 1980s. The city lost its textile industry and subsequently also experienced the economic decline, indeed near complete abandonment, of its downtown business district. Simultaneously, by being part of the rapidly growing Charlotte MSA, Rock Hill attracted new economic development to the undeveloped areas within the city, but outside of the downtown business district. This economic growth produced a pattern of urban sprawl rather than a pattern of well-planned, balanced, high-quality economic
development preferred by many city leaders. Furthermore, the economic development occurring within the area between Rock Hill and Charlotte began to reduce the open space that had separated the two cities physically and also psychologically. Finally, Rock Hill’s proximity to Charlotte also attracted an influx of new residents, many of them from other regions of the United States, changing the character of the population. These economic and demographic changes challenged Rock Hill’s identity as a stable, “textile” community of long-term residents. They also presented an opportunity to re-build and to re-define the city’s community identity.

During the Fall of 1987 Mayor Betty Jo Rhea and City Manager Joe Lanford started a discussion about doing a two-year long community-wide strategic planning process through a series of informal meetings of city officials and community leaders, and a retreat sponsored by the Rock Hill Chamber of Commerce (Wheeland 1991). ETV’s steering committee began meeting in January 1988. Seven community institutions agreed to sponsor ETV and send representatives to serve on the steering committee: the City of Rock Hill, York County, Rock Hill School District No. 3, Rock Hill Chamber of Commerce, York Technical College, Winthrop College (now Winthrop University), and the Rock Hill Economic Development Corporation (RHEDC). Citizens were invited to serve on six theme groups: garden city, business city, functional city, educational city, cultural city, and historic city. The process ended in September 1989 with the presentation of the plan to the public and to a regional conference of municipal leaders in Charlotte. Rock Hill produced a ten year plan intended to change the city into a “southern urban village on the leading edge of Charlotte” (quotation from ETV documents). The content of ETV’s plan included an emphasis on public art, historic preservation, gardens, green-ways, cultural events, business park development, housing, infrastructure improvements, and downtown office development. The implementation of the ten-year plan began officially in January 1990.

When Rock Hill initiated ETV, community-wide strategic planning was still a new and somewhat unproven tool to use. There were several sources published in the 1980s documenting how to use strategic planning in local government (Rider 1983; Rohe and Gates 1985; Sorkin, Ferris, and Hudak, 1984; Thomas, Means, and Grieve 1988). And other cities were using strategic planning with some success (Hall and Wechsler 1990; McClendon and Lewis 1985; Thomas, Means, and Grieve 1988). However, Poister and Streib (1989) found in their survey of cities with a population over 25,000 in the United States that fewer than 25 percent of cities attempted to use strategic planning on a community-wide basis. They (1989, 244) concluded that strategic planning “may be seen as more
useful for major organizational units with a unified sense of mission than for a highly diversified and fragmented
corporate jurisdiction as a whole.” In his 1990 survey of cities with a population over 100,000, Scavo (1993)
reported that only 16 percent of cities used strategic planning to foster citizen participation. After finding that only
one of the five cities in their study completed the strategic planning process and none of them actually implemented
a plan, Bryson and Roering (1988, 1001-1002) concluded that “most efforts to produce fundamental decisions and
policy changes in government through strategic planning will not succeed . . . . Strategic Planning is no panacea.”

In my study of Rock Hill’s planning process, I found a city that had overcome the barriers to success and
provided an example of how this tool could be used to develop a ten-year plan (Wheeland 1991; 1993). Rock Hill’s
ETV not only incorporated many standard features of a strategic planning process, but used innovative features as
well. It is now time to determine if the implementation of ETV achieved its promise, or if it is another example of a
well-intentioned, but later abandoned use of strategic planning.

**Research Design**

Golembiewski (1996) defines three variations of empirical theory common to public administration
research. One of those variations, “goal-based, empirical theory,” is the approach used to study ETV’s
implementation. This type of theory “expresses what is known about how to approach desired or desirable
conditions (Golembiewski 1996, 144).” It is a type of empirical theory supporting evaluation research generally. In
this case study, I follow Reichardt and Cook’s (1979, 19) suggestion to use “qualitative and quantitative methods
together” to evaluate both ETV’s implementation process and the results it produced. The core research question is:
Did Rock Hill’s use of community-wide strategic planning as a tool to shape its future achieve some of the
significant results promised by advocates of this tool?

Eight sources of information are used in this case study: (1) the author’s tour of the city during a three-
week site visit in September 1999; (2) the RHEDC’s newspaper clippings file, which contained over 1000 articles
published between 1990 and 1999 in *The Herald*, Rock Hill’s daily paper, and in the *Charlotte Observer-York
Edition*; (3) various municipal documents, such as annual reports, the city manager’s budget messages, the mayor’s
annual State of the City speeches, city council minutes, numerous planning documents, and documents related to
ETV’s implementation and updating through the Empowering the Community (ETC) initiative, which took place in
1995; (4) in-depth, structured interviews with 21 individuals serving in key leadership positions in city government
and community organizations during the 1990s; (5) questionnaires featuring six questions from the interview
schedule that were completed by five Rock Hill leaders in lieu of in-depth interviews; (6) the author’s participation
in the RHEDC’s annual planning retreat held October 31 - November 2, 1999 which featured a review of the ETV
and ETC initiatives, (7) numerous informal interviews with city officials and community leaders, and (8) a survey
mailed in Fall 1999 to 274 citizens who had worked on the six theme groups featured in ETV/ETC.

The survey consisted of ten statements about results one would expect to achieve in a successful
community-wide strategic planning initiative. Theme group participants indicated the strength of their agreement or
disagreement with each statement using a four point scale: 1 = “strongly disagree,” 2 = “disagree,” 3 = “agree,” and
4 = “strongly agree.”. After two mailings, 113 theme group participants had returned a completed survey for a
response rate of 41 percent. If the three citizens who were deceased and the 27 citizens who moved away from
Rock Hill are excluded, then the adjusted response rate is 46 percent. Table 1 displays the characteristics of all
theme group participants and those participants who responded to the survey. The data suggest that the 113
respondents are representative of the population of theme group participants, with only two exceptions: government
employees and minorities who participated in the 1988 to 1989 planning process (“ETV Only”) are under-
represented.

(Table 1 about here)

Criteria for Determining Success

Scholars and practitioners of public sector strategic planning, collaborative decision-making and
governance theory identify several results that a successfully implemented community-wide strategic planning
initiative should produce. Informed by this varied literature, I define “success” as achieving five results: (1) the
effective management of uncertainty by promoting learning, especially about environmental (i.e, contextual)
conditions; (2) the resolution of conflict by facilitating goal agreement among the participants; (3) the continued
participation of citizens representative of the community; (4) the achievement of tangible and intangible results; and
(5) the establishment of a governance network for the community which remains operational for at least the duration
of the planning period (i.e, ten years in Rock Hill’s case).

1. Managing Uncertainty

Advocates of public sector strategic planning identify the management of uncertainty about the future as
one of the primary benefits of using this tool (Sorkin, Ferris, and Hudak, 1984; Thomas, Means, and Grieve 1988; Gordon 1993; Bryson 1995; Okubo 1997, 5; Woodmansee 1994, 1-2). Uncertainty is managed through the initial strategic planning process by using professional expertise to help participants learn about their community and the forces affecting its future as they work to produce a plan, and through implementation by monitoring and revising the plan as conditions warrant. Sorkin, Ferris, and Hudak (1984, 52) argue “successful strategic planning requires continuing review of actual accomplishments in comparison with the plan . . . [and] periodic or continuous environmental scanning to assure that unforeseen developments do not sabotage the adopted plan or that emerging opportunities are not overlooked.” Clearly assigning responsibility to monitor the plan’s implementation to one of the sponsoring organizations, perhaps the organization that championed the process, will help insure the performance of this key task (Sorkin, Ferris, and Hudak 1984, 52; Okubo 1997, 37; ). Key questions are: Was responsibility clearly assigned to a sponsoring organization?; Did the community monitor and revise the plan during the implementation process?; Did the initiative use expert knowledge to inform and educate?; Did the initiative foster learning among the participants?

1.a Assigning Responsibility. As the main champions of the ETV planning process, city officials also accepted the responsibility to monitor the implementation of the plan. Mayor Betty Jo Rhea, who served from 1985 until she retired in 1998, and City Manager Joe Lanford, who served from 1979 until he retired in 1993, are widely recognized by community leaders as the key leaders supporting ETV. Their successors, Mayor Doug Echols (1998 to present) and City Manager Russell Allen (1993 to present), also supported ETV-related projects and the use of strategic planning to address the city’s future. These officials worked with the city council, the city-staffed RHEDC and its board of directors, and ETV’s other sponsors to implement many projects. Throughout the 1990s, they used numerous formal and informal meetings with leaders of the sponsoring organizations and with other community leaders to monitor, revise, and build support for the plan (Rhea 1999; Lanford 1999; Echols 1999; Allen 1999). As late as 1996, they used formal meetings of the steering committee to review ETV’s progress and encourage support for implementing projects.

1.b Monitoring and Revising. Mid-way through the ten year implementation period, in October 1994, Mayor Rhea and City Manager Allen encouraged the steering committee to initiate a five year review of ETV’s accomplishments and persuaded the committee to start a new community-wide strategic planning process to update
the plan. After much discussion, the steering committee decided to change the name of the planning process from ETV to Empowering the Community (ETC) in order to reflect the new emphasis on neighborhood empowerment (Rhea 1999; Allen 1999). The steering committee also expanded to eight members in order to welcome the Catawba Indian Nation, which had recently settled its land dispute, as a sponsor. The same six theme groups used in ETV were used in ETC. ETV theme group participants were invited to serve again, as well as were many other community leaders and the general public. Of the 176 ETC theme group participants, 26 had participated in ETV, which provided an important historical perspective to the discussions. After a kick-off event on April 27 and 28, 1995, theme groups met four times between May and September at different locations around the city. Each session lasted about two hours. City staff compiled the various recommendations during the Fall of 1995, and joined with theme group participants to present the Final Report on February 15, 1996 at a reception held at Winthrop University. The ETC planning phase officially ended on January 1, 1997, when a 16 page special insert entitled, **1997 Resolutions**, appeared in *The Herald*. This publication reviewed ETV’s accomplishments and called for citizens to support the implementation of ETC’s ideas.

At the end of the ten year implementation period, in November 1999, the RHEDC devoted its annual planning retreat to a retrospective on ETV and ETC. Leaders from all of ETV/ETC’s sponsoring organizations were invited to the retreat and only representatives of the Catawba Indian Nation did not attend. The 50 leaders who attended the three day event examined ETV plans and identified the projects that had been completed. They recognized that ETV had changed Rock Hill, and the sponsoring organizations, in ways called for in the plan they adopted in 1989. Although they generally thought ETC had added less value to ETV than they had hoped, in part due to the limited number of new projects added to the ones carried over from ETV, they were proud of the neighborhood empowerment initiative (see below). But the purpose of the retreat was more than an opportunity to look back at ETV/ETC. The leaders discussed ways to re-kindle the motivation to work together in order to build on their success. And they discussed whether another community-wide strategic planning effort would serve the community as ETV/ETC had done.

1.c Using Expertise. During the ETV planning process in the late 1980s, Rock Hill called upon numerous experts to inform and educate the theme group participants and the public (Wheeland 1991, 398). Throughout the 1990s, Rock Hill continued to call on experts to provide information on some of the ETV-related projects being
implemented. City officials contracted with Broach, Mijeski & Associates (1987; 1988; 1994; 1997) to do public opinion surveys to determine support for projects, such as city beautification, renovating the downtown business district by removing the roof of TownCenter Mall in order to open-up Main Street, and business park development. The Rock Hill Chamber of Commerce also had Broach, Mijeski & Associates (1992) survey public opinion to determine support for downtown revitalization. City officials also welcomed the advice of business leaders who had formed task forces to study city financial practices, such as Citizens For Rock Hill’s Future, which was a group formed in 1996 to review the city’s management of the electric utility fund (Longshaw 1996, *The Herald*, 19 March; Longshaw 1996, *The Herald*, 15 August). And during ETC, participants heard from consultants and various speakers on 21st Century trends, the basics of strategic planning, consensus-building techniques, historic preservation, landscape design, economic development trends affecting Rock Hill, how greenway systems can help preserve a community’s identity, and the culture of the Catawba Indian Nation.

1.d Fostering Learning. The theme group participants’ self-assessments of their learning provides a direct test of how well ETV/ETC fostered learning. The data reported in Table 2 for statements one and two indicate ETV/ETC helped to educate theme group participants about their community. The mean response for each question is above the 2.5 mid-point on the four-point scale suggesting participants thought they had learned. Indeed, over 82 percent of the theme group participants “agreed” or “strongly agreed” that they had learned of more opportunities to work with other people and their organizations, and had learned a lot about Rock Hill’s problems and solutions to those problems. Furthermore, the data in Table 3 indicate the majority of participants involved in ETV only, in ETC only, and in both initiatives “agreed” or “strongly agreed” with these statements.

2. Resolving Conflict

Community-wide strategic planning is a form of collaborative decision making (Sorkin, Ferris, and Hudak 1984; Potapchuk 1999; Chrislip and Larson 1994; Thomas, Means, and Grieve 1988; Himmelman 1994, 27-29; Cigler 1996). Chrislip and Larson (1994, 5) define collaboration as a “mutually beneficial relationship between two or more parties who work toward common goals by sharing responsibility, authority, and accountability for achieving results (see also Wood and Gray 1991, 146-149 for a careful discussion of the concept). As a form of collaboration, differences over goals and means that surface in a community-wide strategic planning initiative are
resolved preferably through consensus building (Okubo 1997, 6; Potapchuk, Crocker, and Schechter 1999, 220-221; Carpenter 1994, 138; Walsh 1997, 93-102; see Innes 1996 on consensus building as a tool in traditional comprehensive planning). But other forms of conflict resolution also are appropriate, perhaps even necessary, including coalition-building via compromise and accommodation (Helling 1998: Faerman 1996, 636-637; Parr and Lampe 1996, 204). If the planning process is used skillfully, then Sorkin, Ferris, and Hudak (1984: 50) believe “there should be broad consensus about what the issues are, how the external environment will affect the community, and what the strengths and weaknesses are. . . [and] new coalitions of business, government, and community members will have been formed with a commitment to specific strategies.” Key questions are: Did the initiative foster stronger working relationships among the participants?; Were participants more willing to contribute their time, effort, and other resources to help implement the plan?; Were participants able to set aside their vested interests to help achieve common goals? Were participants inspired?; Did the initiative organize interests to form a stable constituency to support the plan?

2.4 Relationships, Willingness, Common Goals, Inspiration. The data reported in Table 2 for statements three, four, five and six indicate the mean responses to each question are greater than 2.5 and over 80 percent of the respondents “agreed” or “strongly agreed” with each statement. They believed by participating on a theme group they “developed a more effective working relationship with Rock Hill’s active citizens. . .”; they “became more willing to contribute their time, effort, and other resources to help Rock Hill. . .”; that other citizens “who participated in ETV and ETC were able to set aside their vested interests. . .”; and they were “inspired by ETV and ETC. . .”. In addition, the data in Table 3 indicate the majority of participants involved in ETV only, in ETC only, and in both initiatives “agreed” or “strongly agreed” with these statements.

2.5 Stable Constituency. Mayors Rhea and Echols and city managers Lanford and Allen played leading roles in using community-wide strategic planning to create and sustain a coalition of three overlapping clusters of citizens: (1) theme group participants, (2) business and civic leaders, and (3) the general public. The mayors and city managers were aided by the efforts of several city council members as well, including Winston Searles, Osbey Roddey, and Henry Woods. These city officials identified themselves as progressives who supported using city government to promote economic development and quality-of-life initiatives, such as building more public parks, building walking trails, purchasing public art, providing financial support to cultural events and institutions,
promoting historic preservation, beautifying the city through landscaping and forestry, and supporting an affordable housing initiative.

The first cluster supporting the progressive agenda consisted of the large majority of citizens who participated as members of the six theme groups used in ETV and ETC. The data in on statements three, four, five, and six confirm the positive effects of these planning processes. Statements seven and eight are also useful measures of the support these participants were ready to offer progressive leaders. First, 83.2 percent of these participants “agreed” or “strongly agreed” that they “developed a more positive view of Rock Hill’s citizens, especially the business, civic, neighborhood, and political leaders.” Second, 63.9 percent of these participants “agreed” or “strongly agreed” that the “openness and credibility of . . . the initiatives helped me to set aside doubts and skepticism about them.” The data in Table 3 also indicate the majority of participants involved in ETV only, in ETC only, and in both initiatives “agreed” or “strongly agreed” with statements seven and eight.

The second cluster supporting progressive city officials consisted of a variety of business leaders and civic leaders through the years who could mobilize private sector resources to help implement specific initiatives, as well as influence public opinion. The RHEDC has led the effort to promote quality economic development by building high amenity business parks and purchasing downtown properties in order to prepare them for sale to private developers. The large majority of the more than 50 business and civic leaders who have served on RHEDC’s Board of Directors have been consistent supporters of ETV/ETC initiatives. The leaders of York Technical College, Rock Hill School District, Winthrop University, The Rock Hill Chamber of Commerce, and York County were also supportive of the ETV and ETC planning processes. They secured their board or council’s unanimous approval in 1990 of a resolution endorsing ETV’s plan. And they pledged to implement ETC’s plan in 1996. The leaders of the Catawba Indian Nation were the only sponsors to withdraw gradually from participating in ETC’s implementation. They chose to focus on matters specific to their community.

The data in Table 4 presents an overall assessment by 13 steering committee members and three members of the city’s planning staff of the sponsoring organizations’ contributions to ETV and ETC (note that all sponsors had at least one leader among the respondents). The respondents were clearly disappointed with the Catawbas’s contributions. They did not think the Catawbas played an “important” role in doing the ETC process. They also were not “satisfied” with the Catawbas’s effort during the planning process and with implementing specific
initiatives. York County received the lowest ratings of the original seven ETV sponsors, although the satisfaction ratings are above 2.5 which indicates that the respondents were closer to being “satisfied” with the York County’s effort than “dissatisfied.” The city and the RHEDC were clearly recognized as the most important sponsors of ETV and ETC, and respondents were “very satisfied” with the city and the RHEDC’s efforts to develop a plan and implement it.

(Table 4 about here)

The general public was the third cluster of citizens who supported the vision defined by ETV’s plan. More than 700 citizens from over 70 community organizations toured the Belk Building over a period of five months in 1989 in order to see the theme group displays and the models depicting the content of ETV. About 97 percent of the written comments in the visitor’s log were positive. People described the plan as “excellent, great, super, impressive, very progressive, and most interesting” (City of Rock Hill 1989). Survey research by Broach, Mijeski, and Associates (1987; 1988; 1992; 1994; 1997) and by the Palmetto Municipal Benchmarking Project (1998), an endeavor of the Institute of Public Affairs at the University of South Carolina, provide additional evidence of long-term public support for some of the key ideas found in ETV, including city beautification, downtown revitalization, business park development, expanding support for the arts and culture, and park maintenance and development. These surveys also consistently found general satisfaction with nearly all basic services and a consistent majority favored at least “holding-the-line” on spending. Even during the changing financial conditions in the 1990s, when the city began to reduce its use of electric utility revenue to finance general fund services, only a minority of respondents favored cutting services.

In addition to these three clusters of citizens, progressives were supported by the editors of The Herald who consistently published editorials supporting the strategic planning process and many specific initiatives as well. The Herald also provided extensive coverage of the ETV and ETC processes and of specific initiatives. This coalition of three overlapping clusters of citizens, the support of The Herald, and the momentum gained by establishing a record of success enabled progressive public officials to implement many of the most significant ETV-related initiatives throughout the 1990s. When progressive city officials encountered reluctance or opposition to initiatives, no matter if this challenge came from one or more of the sponsors, or conservative city council members, or conservative citizen activists, or conservative business leaders, they were able to work through this conflict from a position of
strength. Although characterized by progressives as a “vocal minority,” conservatives have been one or two council seats away from being able to stop the progressives. That conservatives did not take control of council, win the mayoralty since 1985, oppose doing the ETV and ETC planning processes, or even prevent the implementation of some of the main ETV-related initiatives, is testament to the political skill of progressive city officials — especially to their ability to mobilize their coalition of three overlapping clusters of citizens to support progressive candidates and initiatives.

3. Continuing Citizen Participation

As a “stakeholder” in the community, the public is an integral part of a community-wide strategic planning initiative (Thomas, Means, and Grieve 1988; Chrislip and Larson 1994; Woodmansee 1994; Okubo 1997). This type of planning depends upon extensive citizen participation in order to develop ideas, build a consensus, and secure the resources needed to implement the plan. Walsh (1997, 41) believes “bringing people together to determine who they are as a community is the most creative and exciting aspect of community building.” In promoting the creation of “deliberative communities,” Briand (1995, 11) argues that a “community cannot make lasting progress toward solving its problems unless it involves members of the community.” Box (1998, 82) suggests “one way out of the cycle of intercommunity competition and intracommunity factional conflict is through greater citizen involvement.” All of these perspectives reflect an appreciation for citizen participation founded on democratic theory. And so the framework used to assess the participatory structure of a community-wide strategic planning initiative should rest on democratic theory. Berry, Portney, and Thomson (1993) offer such a framework.

Berry, Portney, and Thomson (1993) integrate the work of Robert Dahl on democratic theory and Benjamin Barber on participation in a democracy to produce a framework that measures the breadth and depth of participation. By breadth they mean “the extent to which an opportunity is offered to every community member to participate at every stage of the policymaking process (Berry, Portney, and Thomson 1993, 54-55).” A broad participatory structure is one that offers citizens “open access to the agenda, extensive information about alternatives, and high rates of participation among the population (Berry, Portney, and Thomson 1993, 55).” By depth they mean “the extent to which the citizens who choose to participate have an opportunity to determine the final policy outcome by means of the participation process (Berry, Portney, and Thomson 1993, 55).” A deep participatory structure is one that offers “equal weight given to all citizen preferences, decisions made on the basis of those preferences,
translation of those preferences into final policy outcomes, and effective implementation of those policies (Berry, Portney, and Thomson 1993, 55).” Although developed to measure the “participatory structures” evident in neighborhood-based participation efforts in five cities, their framework is sufficiently broad to allow its application to community-wide strategic planning.

A successful community-wide strategic planning initiative, from the start of the planning process through efforts to update the plan, should achieve a broad and deep participatory structure as described by Berry, Portney, and Thomson (1993). First, the initiative should routinely provide the public with information, be open to any citizen interested in participating, and as Thomas (1995, 56) suggests, be open especially to “all organized and unorganized groups of citizens or citizen representatives who (a) could provide information . . . useful in resolving the issue, or (b) could affect the ability to implement a decision by accepting or facilitating implementation.” However, the public’s participation and interest in the initiative need not be constant, especially during the implementation of the plan. A reasonable expectation is that the public’s focus will be event-oriented, revealing greater interest, for example, during the implementation of a particular project featured in the plan (see Bryson and Roering 1988 for a discussion of the different conceptions of time used by participants in strategic planning processes). Second, achieving broad-based community support for the planning process and the plan itself depends on involving citizens who are representative of the community. As Thomas, Means, and Grieve (1988, 13-14) argue “building a consensus about a community’s future means finding ways to engage the interest and commitment of people of all income and educational levels, political persuasions, and occupations.” Three types of representation are especially important: (a) geographic (from all neighborhoods in the community), (b) demographic (from different racial, ethnic, and economic identities), and (c) political (from different political parties and interest groups). Third, some projects featured in the plan ought to reflect the ideas of the citizens participating in the planning process and should be implemented as well. Key questions are: Were steering committee members, theme group participants, and the public kept informed during the implementation of the plan?; Did the public at least reveal an event-oriented interest in the initiative?; If the plan was updated, did the public participate? If so, were the participants in the revision effort representative of the community? Did citizens who participated think community leaders went along with the most important recommendations in the plan?

3.a Informing and Interest. The city and other sponsors provided information about ETV/ETC through
public meetings and occasional newsletters. But these leaders recognized that the numerous articles published in *The Charlotte Observer-York Edition* and especially in *The Herald* provided the public with the greatest amount of information. The steering committee members and city planning staff were satisfied with the quantity, accuracy, and fairness of the coverage by the press, and believed the public had ample opportunity to become well-informed about the ETV and ETC planning processes, the challenges and opportunities facing Rock Hill, the proposals to address these challenges and opportunities, the details in the final plans, and the implementation of projects. They also recognized, however, that most of the public revealed greater interest and knowledge about specific projects as they were being completed, rather than for the planning processes and the whole range of projects in the plans.

3.b Public Participation. The theme group participants were generally representative of the diversity of Rock Hill’s community elite, and on some measures of the general population. They were leaders of more than 30 different community organizations, including the Sierra Club, the Junior Welfare League, the Fine Arts Association, the League of Women Voters, Rotary, United Way, the Mid-Town Preservation Association (later called Historic Rock Hill), and the NAACP. They represented a mix of Democrats, Republicans, and Independents (see Table 1). They were primarily white, male, professionals and business leaders, but women and minorities were significantly involved. Women were 28 percent of the 124 ETV participants and 48 percent of the 176 ETC participants, and minorities were 15 percent of ETV participants and 19 percent of ETC participants (see Table 1). The participants also represented all areas within the city, although some wards predominated. In ETV, ward four had the most participants and wards one and three the least (Wheeland 1993). In ETC, wards four and six had the most participants and wards two and five the least (note that ward boundaries under ETC were different due to redistricting). Both ETV and ETC were dominated by professionals and business leaders with government and civic leaders amounting to less than 20 percent of the participants. Citizens working “blue collar” type occupations did not participate on theme groups.

3.c Recommendations. The data reported in Table 2 for questions nine and ten indicate theme group participants believed the city’s political leaders were “open to my ideas and my interests” and “citizens in positions of power or authority have been willing to go along with many of the most important recommendations in ETV and ETC.” Although there was more disagreement on these two statements than on statements one through seven, the mean responses for both questions are greater than 2.5 and about 62 percent and 78 percent of the respondents
“agree” or “strongly agree” with the statements, respectively. The data in Table 3 also indicate the majority of participants involved in ETV only, in ETC only, and in both initiatives “agreed” or “strongly agreed” with statements nine and ten.

4. Achieving Tangible and Intangible Results

If there is a bottom-line to determine success, it is the achievement of results, both tangible and intangible. Bryson (1995, 166) argues “creating a strategic plan is not enough. Developing effective programs, projects, action plans, budgets, and implementation processes will bring life to the strategies and create real value for the organization (or community) and its stakeholders.” Chrislip and Larson (1994, 107) suggest a “successful collaboration produces results, not just structures and activities that create the illusion that a problem is being addressed.” As a form of collaboration, community-wide strategic planning can help overcome intangible problems, such as cynicism, mistrust, and parochialism, because it uses a wide range of participation and information sharing practices that have produced such intangible changes in the social capital of other communities (Chrislip and Larson 1994, 53-54; Berman 1997, 110; Weeks 2000; see Putnam 1995, 67 for a discussion of social capital). Key questions are: What specific projects and policies from the original plan were implemented?; What specific projects and policies from the revised plan were implemented?; Did the initiative help produce among participants a culture built on trust, reciprocity, civic engagement, and optimism, and one focused on the broader interests of the community?

4.a ETV and ETC Projects. The sponsors implemented dozens of major projects promised in the plans. Many projects required the action of only one sponsor, such as York Tech completing the Baxter Hood Conference Center, Winthrop’s renovation of campus facilities throughout the 1990s, the Chamber’s locating its new headquarters in downtown Rock Hill in 1999, the school district’s implementation of the middle school concept in 1991, and the county’s participation in landscaping the I-77 corridor. Yet they also chose not to do so on occasion, such as the school district’s decision in 1991 to locate its headquarters outside of the city rather than in downtown as called for by ETV (Handal 1991, The Herald, 30 October, 5A). City officials also had to continue to negotiate with sponsors for their support on initiatives that involved those institutions directly in partnerships with the city. The sponsors’ different missions and constituencies presented a coordination challenge to the city’s leaders as they sought their cooperation. Below are described some of the more challenging projects either because they were
controversial, or because they required the cooperation of several sponsoring organizations, that were implemented.

(4.a.1) The city adopted a historic preservation ordinance that established the Rock Hill Historic Review Board. Over the years, the city has created several historic districts and adopted rules governing the rehabilitation of buildings in these districts.

(4.a.2) All seven sponsors of ETV have been involved with “Jubilee: Festival of the Arts,” which began in the Fall of 1990. The festival is coordinated by the Rock Hill Arts Council and has become a popular multi-cultural event offering a diverse range of performances, exhibits, and art sales.

(4.a.3) The city council unanimously agreed in 1990 to alter its spending guidelines for the accommodation tax revenues to provide 25 per cent of the revenue to the Rock Hill Arts Council in order to help this civic organization promote the cultural goals found in ETV (Handal 1990, The Herald, 24 July, 4A). The guidelines were again altered in 1998, but the Arts Council continues to receive an allocation of 20 percent from the accommodations tax.

(4.a.4) The city established the Rock Hill Joint Venture On Affordable Housing Corporation in 1991. The city allocates Community Development Block Grant (CDBG) money to fund the non-profit corporation which offers a first-time home buyers loan program, a home repair loan program, and sponsors volunteer groups who repair homes provided by the corporation.

(4.a.5) The city and the RHEDC built Gateway Plaza which is a landscaped entrance to the city along the Dave Lyle Boulevard that features two 60-foot-high, Egyptian revival columns covered in terra cotta tiles and four bronze sculptures produced by New York sculptor Audrey Flack. Each of Flack’s sculptures is of a winged female figure over twelve feet tall named “Civitas.” Each “Civitas” holds a symbol of the city: culture, education, industry, and function. This controversial project was completed in 1991 and cost $1.2 million.

(4.a.6) The city renovated city hall by adding a new wing, renovating the existing structure, removing asbestos, adding a rotunda, and building a new public square. This controversial project was completed in 1992 and cost about $8.5 million.

(4.a.7) The RHEDC purchased 23 properties in downtown Rock Hill at a total cost of about $2 million. Then it managed the dismantling of the TownCenter Mall’s roof beginning in 1993, the installation of a new utilities and a streetscape in 1994, and sold all but one of its downtown properties to private investors by 1999. The RHEDC
continues to help recruit private investment to the downtown.

(4.a.8) The City of Rock Hill and York County agreed in 1994 to operate the airport through a joint city-county commission and to build a new $1.3 million terminal which opened in 1998. Other renovations to the Rock Hill-York County Airport included a new instrument landing system, new approach lights, and an extension of the runway to 5,500 feet.

(4.a.9) The RHEDC’s decision to build its fourth business park – the high-amenity, 400 acre Waterford Business Park along the Catawba River and I-77 – generated a lot of controversy. The initial phase of project was completed in 1995 and other features of the project, including a golf course, a passive recreation area called River Park, and residential home sites were completed by 1999. A private developer built the golf course and homes.

(4.a.10) Winthrop University, York Tech, the RHEDC, and the city worked together to build 9.4 miles of walking and biking trails by 1999.

4.b ETC Projects. ETC incorporated many of the projects unfinished under ETV, such as building River Park, building a new airport terminal, and encouraging the city and the county to adopt similar land-use regulations to better control growth along Rock Hill’s boundaries. An important example is the I-77 Corridor Plan adopted in 1998. This plan extends the values and the approach to economic development found in ETV to the area adjacent to Interstate 77. I-77 is the main highway linking Charlotte, NC to Rock Hill. The plan covers the area surrounding I-77 from the Catawba River Bridge on the northern boundary of Rock Hill to Highway 901 just south of the city. The plan also incorporates some of the unfinished projects found in the ETV plan, such as spending $11.6 million to install new utilities and a new street-scape along North Cherry Road, which has been Rock Hill’s main commercial corridor and its most frequently used access to (and exit from) I-77 (Walker 1999, Charlotte Observer-York Edition, 2 January, 1Y, 3Y).

Many community leaders think ETC’s biggest success is the neighborhood empowerment program. From 1995 to 1999, Rock Hill increased the number of active neighborhood groups (i.e., neighborhood watch groups, homeowner associations, neighborhood associations) from six to 63 (City of Rock Hill 1998b). Each group chose its name, defined it boundaries, and set its agenda. With the help of city staff, the most active groups formed the Rock Hill Council of Neighborhoods, which had 18 full-member organizations as of 1999 (Brandon 1999). The basic purpose of the program is to offer better services to neighborhoods by improving the flow of communication
between city staff and citizens, and among city staff about how their work affects neighborhoods.

4.c Civic Culture. The ten statements listed in Table 2 measure the extent to which the culture in Rock Hill rested on trust, reciprocity, civic engagement, optimism, and the broader interests of the community. The data indicate that the large majority of theme group participants agreed that ETV and ETC promoted these elements in Rock Hill’s civic culture. City officials and leaders of the other sponsors believed using community-wide strategic planning helped to create a climate for resolving differences and promoting efforts to cooperate. ETV and ETC did not eliminate conflict, nor was it intended to do so. Rather ETV and ETC were alternatives to conventional approaches used in Rock Hill and other cities to resolve differences, such as negotiating project-specific partnerships not integrated into a community-wide strategy, or using electoral politics to gain control of city, county, and/or school governments. Dennis Merrill, President of York Tech captured the sentiment about ETV and ETC’s impact when he explained, it was “all about balance. We needed to promote education, parks and recreation, the arts, and quality economic development and in the process find the appropriate balance. Community-wide strategic planning is the critical tool we used to work with political officials to find this balance. It was never a question that York Tech should get everything it wants — rather we recognized the need to balance what we got with the needs of other community organizations (Merrill 1999),”

5. Establishing a Governance Network

Community-wide strategic planning rests on an understanding of governance that sees the interdependence of the for-profit, not-for-profit, and government sectors of society. In order to meet the needs of its members, a well-governed community depends upon organizations to form intergovernmental and intersectoral partnerships. Skillful use of community-wide strategic planning can enhance the capacity of communities to act to solve problems (McQuire et al. 1994, 431), and generally enhance the civic infrastructure present in every community, but that is underdeveloped in many of them (Potapchuk et al. 1998, 10). The National Civic League (1999, 13) defines the civic infrastructure as the “formal and informal processes and networks through which communities make decisions and attempt to solve problems.” The civic infrastructure concept is similar to the concept of a governance network found in organization theory. Hult and Walton (1990, 97) explain that “governance networks link structures both within and across organizational boundaries. [They] . . . may be permanent or temporary, formal or informal. They may be consciously designed, emerge unplanned from the decisions of several actors, or simply evolve.”
An important outcome of a successful community-wide strategic planning initiative should be a governance network (civic infrastructure) that is consciously planned and permanent (at least for the duration of the original designated planning period, such as ten years). The members of this network should establish a partnership that moves beyond information sharing and isolated efforts to cooperate on one or more projects. Instead, their partnership should at least reveal an effort to coordinate the commitment of resources, and perhaps even delegate some of their individual authority to the network in order to achieve their shared agenda (see Cigler 1999, 88-89 on types of partnerships). Finally, no matter which sponsoring organizations are responsible for specific actions, Sorkin, Ferris, and Hudak (1984, 51) argue the key to a successful implementation is linking the strategic plan to the organizations’ policy making processes, especially budgeting, so “implementation becomes part of everyday operations” (see also Bryson 1995, 170; McClendon and Lewis 1985, 79). Key questions are: Did the steering committee meet periodically during the implementation period?; Did sponsoring organizations integrate parts of the plan into their routine policy-making processes?; Did the sponsoring organizations work together to implement specific parts of the plan?; Did the leaders of sponsoring organizations use formal and informal channels of communication to maintain the partnership over time?

The evidence presented in the paper indicates the answer to all of these questions is yes. The steering committee served its purpose. The sponsors’ budgeting, planning, and other policy-making processes reflected their role in implementing ETV and ETC. The sponsors formed various partnerships to implement many ETV and ETC projects. The governance network lasted the ten years required to see most of ETV’s plan implemented. The resiliency of Rock Hill’s governance network and the use of formal and informal communication channels is illustrated by the controversy over the use of tax increment financing for economic development projects.

A tax increment district allows a city to borrow money through a bond sale to pay for improvements in the district and then use the increased property tax revenue derived from new investment in the “blighted” area to pay off the debt. The use of a tax increment district to finance economic development projects affected the short-run revenues (e.g., a 15 year period) received by the city, the school district and the county. Tax increment financing was not controversial when Rock Hill used it to finance the building of TechPark in 1988, a business park located in an area encompassing an abandoned textile mill property, and to finance the redevelopment of downtown (Handal and Harrison 1991, *The Herald*, 16 August, 1A). These two blighted areas produced little new tax revenue because
of the lack of new investment. The county and school district were willing to forgo the small amount of new tax revenue possibly generated by the area in its current condition in order to gain more revenue in the future once the area attracted investment after the city made improvements. Basically they decided to allow their share of any new tax revenues from those two areas to be used to pay for the improvements in those areas.

But in 1991 when the city proposed using a tax increment district to finance the building of Waterford Business Park, the county and school district officials objected. They did not want to forego their share of property tax revenue generated by the new Galleria Mall, which the designated area included. Although the state enabling law allowed for areas that were not blighted to be included in the district, such as the Galleria Mall, county and school district officials were reluctant to give-up their tax revenues for 15 years (Handal and Harrison 1991, The Herald, 16 August, 1A). They also were not confident the Waterford project would be successful and they already were planning to receive the revenue from the successful Galleria Mall.

The city decided to negotiate with county and school officials. Mayor Rhea explained “We would like it to be a win-win situation rather than being at odds. This is important to the future for the people of Rock Hill and the state of South Carolina (Staff Reports 1991, The Herald, 30 August, 1A).” They achieved an agreement that gave the school district and the county their shares of tax revenue through January 1994 and their full share of personal property taxes for the full 15 years of the district’s life. School superintendent, Joe Gentry said of the compromise, “I didn’t say I was happy. It is the best possible solution I can think of though. To be totally happy, I wish it wouldn’t have an effect on our tax base (Price 1991, Charlotte Observer-York Edition, 6 September, 1Y).” Phil Kelly, the school’s associate superintendent of administration, said of the deal, “Basically, we are gambling that they [the city] are going to have development in that area; otherwise we get nothing down the road (Price 1991, Charlotte Observer-York Edition, 6 September, 1Y).”

The tension generated over the use of tax increment financing resurfaced when the city proposed the North Cherry Road Project in 1998. This project is an important part of the I-77 Corridor Plan and involves installing underground utilities, high quality street lighting and traffic signals, stormwater management improvements, and landscaping. City officials presented the plan to county and school officials before introducing it to the public. The county and school district officials praised the plan but objected to tax increment financing for reasons similar to the ones they had raised in the Waterford dispute. Initially the city council approved the tax increment district in a five-
to-two vote in December 1998 (City of Rock Hill 1998a). As they had done in Waterford project dispute, city officials continued to negotiate to secure the cooperation of the county and the city to share the cost of improvements along North Cherry Road.

In January 1999, the negotiations broke down and York County filed a lawsuit over tax increment financing (the school district did not formally join the suit but informally supported it). County Council Chairman Carl Gullick expressed regret about filing the suit, but felt the county had to exercise its “fiduciary responsibility” (Milstead 1999, The Herald, 2 January). City, county, and school officials promised to keep talking. After seven months, the city and county settled the lawsuit out of court (Simpson 1999, The Herald, 29 July, 1A). The city and county councils unanimously approved the settlement, which calls for the city to pay $10.8 million and York County to pay $5.3 million to fund the project, and a tax increment district will not be used. Rather the city will use proceeds from the sale of land, CDBG money, among other sources, and the county will use accommodation tax revenues and other sources as well. All three governments will continue to receive property tax revenues from the area. City, county and school district officials all regretted the lawsuit. They considered it the “low point” in their relationships. Yet they all embraced the settlement because the project promises to change North Cherry Road in ways envisioned in ETV and ETC. Rather than serve as the end of the partnership that began in ETV and continued through ETC, the settlement rekindled the idea of working together.

Conclusion

Rock Hill successfully used community-wide strategic planning to develop and implement a ten year plan. Community leaders achieved five significant results, including managing uncertainty by promoting learning, resolving conflict, involving citizens, producing tangible and intangible results, and establishing a governance network for the duration of the planning period. This case clearly demonstrates the vital role government must play as the prime sponsor of such planning initiatives. The city’s leadership consistently championed the use of this tool and worked to implement the plans produced by ETV and ETC. Without this sustained public commitment, Rock Hill would not have been able to shape its future in ways that improved the quality-of-life its residents and enhanced a tradition of community involvement.
Notes

1I interpret means above 2.5 indicating some agreement with the statement and scores below 2.5 as indicating some disagreement. This is a subjective judgment that I argue is reasonable in light of the limitations of using a four-point scale, rather than a five-point scale. By using the 2.5 midpoint, I avoid setting up a standard that will understate disagreement (using 2) or understate agreement (using three). I also use the same rationale when interpreting the data from four-point scales in Table 4. In a five-point scale I would use 3.0 as the mid-point. Note that for all ten statements in Table 2 the median is three which indicates “agreement.”
References


________. 1999. Pre-Conditions for the Emergence of Multicommunity Collaborative


Merrill, Dennis. 1999. Interview by author. September.


Table 1

Profile of 124 ETV and 176 ETC Participants and the 113 ETV/ETC Participants Responding to Survey

<table>
<thead>
<tr>
<th>Planning Initiative</th>
<th>Total</th>
<th>Male</th>
<th>Female</th>
<th>White</th>
<th>Minority</th>
<th>Govt</th>
<th>Bus</th>
<th>Prof</th>
<th>Civic</th>
<th>Rep</th>
<th>Dem</th>
<th>Ind</th>
</tr>
</thead>
<tbody>
<tr>
<td>ETV Only</td>
<td>98</td>
<td>72</td>
<td>26</td>
<td>84</td>
<td>14</td>
<td>9</td>
<td>33</td>
<td>48</td>
<td>6</td>
<td>na</td>
<td>na</td>
<td>na</td>
</tr>
<tr>
<td>Adjusted n</td>
<td>81</td>
<td>61</td>
<td>20</td>
<td>71</td>
<td>10</td>
<td>9</td>
<td>28</td>
<td>38</td>
<td>4</td>
<td>na</td>
<td>na</td>
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<tr>
<td>Responded</td>
<td>32</td>
<td>23</td>
<td>9</td>
<td>31</td>
<td>1</td>
<td>1</td>
<td>13</td>
<td>14</td>
<td>4</td>
<td>8</td>
<td>14</td>
<td>10</td>
</tr>
<tr>
<td>ETC Only</td>
<td>150</td>
<td>75</td>
<td>75</td>
<td>110</td>
<td>30</td>
<td>18</td>
<td>54</td>
<td>54</td>
<td>10</td>
<td>na</td>
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<td>na</td>
</tr>
<tr>
<td>Adjusted n</td>
<td>137</td>
<td>69</td>
<td>68</td>
<td>101</td>
<td>26</td>
<td>17</td>
<td>49</td>
<td>49</td>
<td>8</td>
<td>na</td>
<td>na</td>
<td>na</td>
</tr>
<tr>
<td>Responded</td>
<td>62</td>
<td>33</td>
<td>29</td>
<td>51</td>
<td>11</td>
<td>6</td>
<td>23</td>
<td>31</td>
<td>2</td>
<td>20</td>
<td>21</td>
<td>18</td>
</tr>
<tr>
<td>ETV and ETC</td>
<td>26</td>
<td>17</td>
<td>9</td>
<td>22</td>
<td>4</td>
<td>3</td>
<td>10</td>
<td>9</td>
<td>4</td>
<td>na</td>
<td>na</td>
<td>na</td>
</tr>
<tr>
<td>Adjusted n</td>
<td>26</td>
<td>17</td>
<td>9</td>
<td>22</td>
<td>4</td>
<td>3</td>
<td>10</td>
<td>9</td>
<td>4</td>
<td>na</td>
<td>na</td>
<td>na</td>
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<tr>
<td>Responded</td>
<td>18</td>
<td>13</td>
<td>5</td>
<td>16</td>
<td>2</td>
<td>2</td>
<td>6</td>
<td>8</td>
<td>2</td>
<td>4</td>
<td>6</td>
<td>7</td>
</tr>
</tbody>
</table>

Note: The initiative is not known for 1 respondent who is male, white, has a business occupation, and is a Republican. Data on race are missing for 10 ETC Only participants. Data on occupation are missing for 14 ETC Only participants and 2 ETV only participants are categorized as “other.” Data on political party are missing for 3 ETC Only participants and 1 ETV and ETC participant. Data on political party are not available (na), except for survey respondents, because voters do not register by party in South Carolina. “Adjusted n” refers to the number of citizens who are not known to have died or moved away from Rock Hill.

Table 2

Theme Group Participants’ Views of Their Experiences in ETV and/or ETC

<table>
<thead>
<tr>
<th>Statement (name)</th>
<th>Mean (n)</th>
<th>Percent &gt; 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. I learned of more opportunities to work with other people and their organizations to promote our</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
mutual interests in addition to the community’s more general interest. (Opportunity) 2.91 (112) 80.4

2. I learned a lot about Rock Hill’s problems and alternative solutions to those problems. (Learn) 3.06 (112) 83.9

3. I developed a more effective working relationship with Rock Hill’s active citizens, especially the business, civic, neighborhood, and political leaders. (Relations) 3.03 (113) 82.3

4. I became more willing to contribute my time, effort, and other resources to help Rock Hill become a better place in which to live and work. (Willing) 3.06 (113) 84.1

5. The citizens who participated in ETV and ETC were able to set aside their vested interests to achieve the common goal of improving Rock Hill. (Common) 2.91 (111) 80.2

6. I was inspired by ETV and ETC to do my part to make the plans a reality. (Inspired) 2.97 (110) 80.9

7. I developed a more positive view of Rock Hill’s citizens, especially the business, civic, neighborhood, and political leaders. (View) 3.04 (113) 83.2

8. The openness and credibility of Rock Hill’s community-wide strategic planning initiatives helped me set aside doubts and skepticism about them. (Credibility) 2.65 (108) 63.9

9. I developed a greater level of trust in Rock Hill’s citizens, especially in the city’s political leaders, to be open to my ideas and my interests. (Trust) 2.73 (111) 62.3

10. Those citizens in positions of power or authority have been willing to go along with many of the most important recommendations in ETV and ETC. (Go Along) 2.86 (109) 78.0
### Theme Group Participants Views of their Experiences by Initiative

(Percent “agree” or “strongly agree” reported)

<table>
<thead>
<tr>
<th>Statement</th>
<th>ETV Only (n)</th>
<th>ETC Only (n)</th>
<th>Both Initiatives (n)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Opportunity</td>
<td>77 (31)</td>
<td>81 (62)</td>
<td>83 (18)</td>
</tr>
<tr>
<td>2. Learn</td>
<td>81 (32)</td>
<td>85 (62)</td>
<td>82 (17)</td>
</tr>
<tr>
<td>3. Relations</td>
<td>75 (32)</td>
<td>82 (62)</td>
<td>94 (18)</td>
</tr>
<tr>
<td>4. Willing</td>
<td>81 (32)</td>
<td>82 (62)</td>
<td>94 (18)</td>
</tr>
<tr>
<td>5. Common</td>
<td>84 (32)</td>
<td>47 (60)</td>
<td>78 (18)</td>
</tr>
<tr>
<td>6. Inspired</td>
<td>77 (31)</td>
<td>80 (60)</td>
<td>89 (18)</td>
</tr>
<tr>
<td>7. View</td>
<td>81 (32)</td>
<td>81 (62)</td>
<td>94 (18)</td>
</tr>
<tr>
<td>8. Credibility</td>
<td>59 (29)</td>
<td>67 (61)</td>
<td>59 (17)</td>
</tr>
<tr>
<td>9. Trust</td>
<td>59 (32)</td>
<td>70 (60)</td>
<td>67 (18)</td>
</tr>
<tr>
<td>10. Go Along</td>
<td>91 (32)</td>
<td>71 (59)</td>
<td>82 (17)</td>
</tr>
</tbody>
</table>
Table 4

Steering Committee and Planning Staff Views of Sponsors’ Contributions to the ETV/ETC Processes and Implementation

<table>
<thead>
<tr>
<th>Organization</th>
<th>Importance Doing The ETV/ETC Planning Process</th>
<th>Satisfaction With Support Provided For Doing The ETV/ETC Planning Process</th>
<th>Satisfaction With Support for Implementing Specific Recommendations in the Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Rock Hill</td>
<td>4.0</td>
<td>3.8</td>
<td>3.8</td>
</tr>
<tr>
<td>Rock Hill Economic Development Corporation</td>
<td>3.9</td>
<td>3.9</td>
<td>3.9</td>
</tr>
<tr>
<td>York Technical College</td>
<td>3.4</td>
<td>3.5</td>
<td>3.5</td>
</tr>
<tr>
<td>Winthrop University</td>
<td>3.3</td>
<td>3.4</td>
<td>3.3</td>
</tr>
<tr>
<td>Rock Hill School District</td>
<td>3.2</td>
<td>3.0</td>
<td>2.9</td>
</tr>
<tr>
<td>Chamber of Commerce</td>
<td>3.2</td>
<td>2.9</td>
<td>3.0</td>
</tr>
<tr>
<td>York County</td>
<td>2.4</td>
<td>2.7</td>
<td>2.8</td>
</tr>
<tr>
<td>Catawba Indian Nation</td>
<td>2.3</td>
<td>2.4</td>
<td>2.3</td>
</tr>
<tr>
<td>(ETC Only)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Note: Thirteen steering committee members and 3 planning staff responded to questions using four-point scales: 1 = very unimportant, 2 = unimportant, 3 = important, and 4 = very important; 1 = very dissatisfied, 2 = dissatisfied, 3 = satisfied, and 4 = very satisfied.