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I am submitting herewith a thesis written by Nancy Benziger Brown entitled "Planning, Historic Preservation and the Community: An Analysis of Rugby, Tennessee." I recommend that it be accepted in partial fulfillment of the requirements for the degree of Master of Science in Planning.

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PLANNING, HISTORIC PRESERVATION AND THE COMMUNITY: AN ANALYSIS OF RUGBY, TENNESSEE

A Thesis

Presented for the

Master of Science in Planning

Degree

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Nancy Benziger Brown

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ABSTRACT

This thesis investigates the hypothesis that the planned development of an historic preservation project can help meet some of the needs of the community. To test this hypothesis, the researcher selected the town of Rugby in Morgan County, Tennessee, for analysis. Rugby was defined as the historic preservation project, and Morgan County as the community. Using available published materials, a broad range of needs were defined for Morgan County. These needs were then defined in terms of specific problems.

Morgan County community leaders were asked to rate the problems of their community by means of a questionnaire, which asked respondents to rate the seriousness of the problems from the extremes of not a problem to a very serious problem.

Results from the questionnaire produced a ranking of problems in Morgan County. The plan for Rugby was evaluated by comparing the rankings and proposals. The Rugby plan was found to contain a number of proposals which would satisfy relatively important needs of the community. However, several modifications of the plan were suggested to incorporate several other projects which would fulfill important needs not presently met by

the plan; these projects were considered to be within the scope of the resources fostered by Rugby's development. The main conclusion was that historic preservation projects, as hypothesized, can--if properly planned--help meet some of the needs of the community.

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CHAPTER I

INTRODUCTION, DEFINITIONS, AND RATIONALE

I. INTRODUCTION

According to Robert Garvey, 1819 was a very significant year in the development of historic preservation. Not only was the first modern legislation for the protection of historic properties declared by Cardinal Pacca in the papal states, establishing a basis for the development of legal techniques for historic preservation, but also the restoration of the arch of Titus in Rome introduced the second primary thrust of the modern historic preservation movement, the technical aspect of protecting historic landmarks.[1] In the approximately two hundred and fifty years since, preservationists have worked diligently to perfect both the legislative and technical aspects of historic preservation, supporting both with consideration of aesthetic values and financial costs and benefits.

This study is an attempt to project historic preservation beyond the legal, technical, aesthetic and

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[1]Robert R. Garvey, Jr., "Europe Protects Its Monuments," With Heritage So Rich (New York: Random House, 1966), p. 152.

financial aspects, beyond the development of historic preservation in itself, to link historic preservation with the realities of everyday life and competing interests by utilizing the tools and concepts of planning. In this limited study the focus is on one facet, a very important facet of planning, the determination of community needs. The hypothesis is that the planned development of an historic project can, if properly directed, help fulfill some of the needs of the community. It would be quite impractical to suggest that an historic preservation project of whatever size in any community could fulfill all of the community's needs. It is hypothesized that, with careful analysis of the community's needs, a planner can determine the most appropriate direction and scope for future development of an historic preservation project.

After defining terms to be used in this report and discussing various rationales for historic preservation in the remainder of Chapter I, the history and development of the historic preservation process will be sketched in Chapter II. To assist in the identification of needs, Chapter III presents economic and social profiles of Morgan County, Rugby, Tennessee, and the Rugby Restoration Association. From this information emerges a broad picture of Morgan County's needs in relation to the surrounding region. Needs are not merely, however,

the absence of something, but the feeling that something is absent. Therefore, Morgan County leaders and Rugby residents were asked in a questionnaire to evaluate the seriousness of problems in their area. The methodology of that questionnaire is outlined in Chapter IV, and the results are reported in Chapter V.

Chapter VI is perhaps the most significant. It analyzes results of the community needs questionnaire in relation to the proposals for the development of Rugby advanced under the auspices of the Rugby Restoration Association. Modifications, if necessary, to the present direction of historic preservation effort will be suggested. The intent of these modifications to the plan should be to give the community a voice in the development of Rugby and in return gain increased support from the community for the historic preservation project.

II. DEFINITIONS

Before proceeding further, it seems useful to establish the meaning of several terms which will be utilized throughout this study.

Historic

As Ralph Miner remarks, "historic can be interpreted in a number of ways."[2] For the purposes of this

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[2]Ralph W. Miner, Conservation of Historic and

study, historic will be broadly defined to mean merit of architectural style and/or relationship of an artifact, building or site to either a notable person or event. According to this definition, an historic home could be one which, for example:

1. represents the flowering of a particular architectural style;

2. is possibly a less outstanding example of an architectural style but one rare in the area;

3. may or may not be outstanding architecturally but is associated with an historical event;

4. may or may not be outstanding architecturally but is associated with a famous person, such as United States president.

Historic Preservation

Historic preservation, in planning terms, may be viewed as "a program to identify, evaluate, protect and interpret the important physical features of a community."[3] The term "historic preservation" is meant to include the processes of restoration (returning a building to its original state) and rehabilitation (the repair and modernization of a building for re-use), whether the

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Cultural Resources, Planning Advisory Service Report, No. 244 (Chicago: ASPO, 1969), p. 3.

[3]Ibid.

building is on its original site or not.[4] Some feel that "adaptation" is a better term than preservation.[5] In this case, the process of adapting a structure for re-use has been included in the general process of historic preservation.

(Historic) Landmark

A landmark may be either a building or site associated with history or a notable building architecturally. Some authors believe that the term "landmark" should be restricted to those buildings and sites where an important historical event occurred. However, this distinction seems to be little understood by the general public and is, therefore, not very useful.

(Historic) Communities

Historic communities, in this report, will include both units geographically designated as such and also large districts or neighborhoods within a large metropolitan area. In this sense of the word, "community" refers

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[4]Charles B. Hosmer, Jr., Presence of the Past: A History of the Preservation Movement in the United States Before Williamsburg (New York: G. P. Putnam's Sons, 1965), p. 22.

[5]Urban Design Group, Inc., Preservation and Rehabilitation of a Historic Commercial Area: A Demonstration Study of the Waterfront Historic District -- New Bedford, Massachusetts (New Bedford: [n.n.], [n.d.]), p. 17.

to both that part of Williamsburg designated as Colonial Williamsburg in Virginia and the entire towns of Jonesboro and Rugby in Tennessee.

III. A SPECTRUM OF RATIONALES FOR HISTORIC PRESERVATION

Rationales for historic preservation range from the practical to the almost cosmically philosophical. The most practical reason for preserving a landmark would be because it is less costly to save it than to destroy it and rebuild. In a crowded urban area market pressures often, unfortunately, make it less costly to tear down an old structure and build a new one than to maintain and rehabilitate an old structure. In less intensively developed land use areas and where individual owners and tenants do not have the resources necessary for the financing of new construction, older structures which remain in use are more secure.

Another rationale for historic preservation is based on the belief that landmarks can be educational tools. Preservationists often remind Americans that it is their responsibility to preserve the past for future generations as "the evidence of individual talent and tradition, of liberty and union among successive

generations of Americans."[6] As a picture is worth a thousand words, so can an historic landmark, properly interpreted, be worth a thousand explanations by a teacher to her or his pupils about differing values and experiences in American life. The educational value of buildings cannot be measured in economic terms.[7]

Historic preservation can also provide cultural and aesthetic enrichment for people of all ages. Graphic memories, explains Helen Bullock, reinforce the orderly process of cultural growth.[8] Aesthetic enrichment comes from viewing both the beautiful and uplifting, as well as the ugly and sordid, symbols of the past. Historic landmarks bring the aura of the past to the eyes and mind.

George Zabriskie voices a philosophical rationale for historic preservation that goes beyond even the aesthetic.

> Without some relics the total past becomes less than a myth: neither useful nor believable, but only a sense of unknown loss of knowledge which

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[6]Sidney Hyman, "Empire for Liberty," With Heritage So Rich (New York: Random House, 1966), p. I.

[7]Advanced Planning Research Group, Inc., "A Brief Investigation of the Economics of Restoration and Preservation of Existing Buildings," Kensington, Maryland, 1974. (Mimeographed.)

[8]Albert Rains and Laurance G. Henderson, "Preface," With Heritage So Rich (New York: Random House, 1966), p. xv.

> might exist - a vanished world left for conjecture of imagined cities in the sun.[9]

On this level historic preservation becomes, in the words of Christopher Tunnard, "a collaboration of ourselves and our ancestors" resulting in "a broader culture for the nation."[10] At every level of thought, then, Americans can discover ample justification for the preservation of their historic landmarks.

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[9]George Zabriskie, "Images of Tradition," With Heritage So Rich (New York: Random House, 1966), p. 64.

[10]Christopher Tunnard, "Landmarks of Beauty and History," With Heritage So Rich (New York: Random House, 1966), p. 29.

CHAPTER II

AN OVERVIEW OF HISTORIC PRESERVATION AND ITS RELATIONSHIP TO PLANNING

I. A BRIEF HISTORY OF THE HISTORIC PRESERVATION MOVEMENT

European Precedents

The historic preservation movement had its modern beginnings in Europe at a time when the earliest colonies in America were struggling for survival. In 1630 the Swedish king appointed a Director General of Antiquities who began the inventorying of historic monuments and inscriptions.[11] A few years later, legislation was enacted to protect ancient Swedish monuments, but it was generally ineffective. The first substantial modern legislation protecting historic monuments was, as already noted in Chapter I, enacted in 1819.

France, Greece and England also showed a national interest in historic preservation in the nineteenth century. This interest has been sustained through the present. For instance, Great Britain's 1944 Town and Country Planning Act, Robert Garvey reports, empowered its new Minister of Town and Country Planning "to prepare, for the guidance of local planning authorities, lists of

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[11]Garvey, p. 151.

buildings of special architectural or historic interest."[12] This provision was retained even after repeal of the 1944 act. The integration of historic preservation into the more comprehensive planning process has also been at least partially accomplished in the United States, as will be discussed later in this chapter.

The American Experience

Charles Hosmer states in his outstanding history of the historic preservation movement in America before 1926 that the first written evidence of a sentiment for historic preservation appears in architect Benjamin Latrobe's Pocket Diary as early as 1796.[13] Through the years the sentiment grew stronger and became more widespread, focusing in such cities as Philadelphia and the New England towns of Deerfield and Newport. In Deerfield, Massachusetts, concerned citizens and a local newspaper launched an unsuccessful campaign to save the only house remaining from the massacre of 1704. From this and other examples, Hosmer concludes that "The American preservation movement appears to have been a truly grass-roots effort" whose members only slowly recognized that they were part of a national movement.[14]

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[12] Ibid.

[13] Hosmer, p. 29.

[14] Ibid., p. 21.

The familiar story of the successful rescue in 1850 of the Hasbrouck House, George Washington's headquarters during the Revolutionary War in Newburgh, New York, marks the first substantial victory for historic preservation in the United States. In 1856 there were two more giant steps forward; that year the Tennessee legislature purchased Andrew Jackson's Hermitage after a long struggle by preservationists, and the Mount Vernon Ladies' Association received its first charter and intensified its struggle to save Washington's home. Incidents of historic preservation slowly increased and spread to all corners of the United States but were concentrated east of the Mississippi River.

Early efforts in historic preservation, according to many commentators, shared a preoccupation with objects closely associated with famous persons and events. Patriotism was the primary motivation and education the primary purpose of such groups as the Mount Vernon Ladies' Association. Architectural values were not important to most eighteenth and nineteenth preservationists but are today becoming increasingly important as the pressures of the urban marketplace make it easier and more profitable to destroy than to preserve.

The twentieth century saw the advent of many new ventures in historic preservation and the addition of several new facets, such as historic preservation planning

and the restoration of entire communities. The field of planning was in its infancy at the beginning of the century, but increased its influence on American urban development as the century wore on. Historic preservation was also gaining in popularity and adding to its supporters. In 1906 the United States Congress passed the Antiquities Act which provided for the protections of historic landmarks on government property, and then in 1916 established the National Park Service which was to become very important in the administration of historic preservation at the Federal level.

The culmination of the nineteenth century philosophy of historic preservation, the restoration and reconstruction of colonial Williamsburg, Virginia, was launched in 1926. This effort was financially supported by the wealthy John D. Rockefeller and partially maintained even today by the proceeds from a Rockefeller trust fund. Planner Ralph Miner has an interesting comment in his Conservation of Historic and Cultural Resources on the activities of this period.

> In the late 1920's and early 1930's important changes occurred in preservation thought and action. Until this time virtually all preservation efforts were privately sponsored, locally initiated, and oriented toward single structures to be used as museums. In this period three events contributed to a significant broadening in the scope of the preservation movement. These were the restoration of Williamsburg, the

initiation of historic district zoning, and the creation of the Historic American Buildings Survey (HABS).[15]

Federal involvement with historic preservation began as an attempt to provide employment for architects during the Great Depression of the 1930's under the auspices of Roosevelt's New Deal. Although interrupted by World War II, HABS continues to provide valuable records of America's architectural heritage.

Also during the 1930's the National Park Service consolidated control over historic property at a national level.[16] In 1935 Congress passed the Historic Sites Act, which declared the preservation of historic property a national policy. The next year the city of New Orleans established the Vieux Carre Commission to administer architectural controls in the Vieux Carre (Old French Quarter) district.

World War II interrupted preservation activities, as it did many others. Fortunately, soon after the war Congress chartered the National Trust for Historic Preservation as an information service and clearinghouse which works to improve the methods and techniques of preservation.[17]

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[15]Miner, p. 5.

[16]Harry E. White, "The Police Power, Eminent Domain, and the Preservation of Historic Property," Columbia Law Review 63 (April 1963): 709.

[17]Miner, p. 6.

Some authors credit the lull in historic preservation in the 1950's to the Korean War[18]; this seems quite plausible. The end of that decade did see, however, the initiation of the influential College Hill demonstration project, historic preservation through urban renewal, in Providence, Rhode Island. By 1966, urban renewal activities throughout the United States had saved over one hundred structures.[19] The pace of historic preservation began to accelerate visibly in 1660 with the establishment of the Registry of National Historic Landmarks, designed to recognize private or semi-private property recorded by HABS on the assurance that the owner intends to preserve it. Federal interest in historic preservation became more pronounced through the 1960's. Ralph Miner notes that

> Specific references to preservation appear in the Housing Acts of 1961 and 1965 with respect to the open space program and moving historic structures in urban renewal areas. Further legislation in 1966 promoted the cause of historical preservation at all levels of government.[20]

The 1966 legislation was the National Historic Preservation Act, which provided matching grants to states which undertook comprehensive surveys or wanted to acquire

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[18]Thomas Clark Hammond, "Planning for Preservation in Tennessee: Methods of Identification, Evaluation, and Utilization of Historical and Architectural Resources" (M.S.P. thesis, University of Tennessee, Knoxville, 1969), p. 30.

[19]Miner, p. 7.

[20]Ibid.

and rehabilitate outstanding landmarks. At the national level, the act created a National Advisory Council on Historic Preservation to inform the President and Congress on matters related to historic preservation and to make recommendations for legislation. Also in 1966 a Ford Foundation financed study, With Heritage So Rich, was published by the Special Committee on Historic Preservation of the United States Conference of Mayors. This work helped popularize historic preservation efforts at all levels in the United States.

Another important event at the Federal level which boosted historic preservation efforts was the signing in 1966 of the Demonstration Cities and Metropolitan Development Act. This legislation allowed the cabinet level departments of Housing (HUD) and the Interior to assist state and local agencies, including private groups, in urban and rural areas to carry out a wide range of preservation activities - survey and evaluation, acquisition, restoration and relocation.[21]

From all indications the decade of the 1970's should have been a very high point in the development of quality historic preservation. The interest in historic preservation certainly seemed to be at an all-time high as communities began preparations for celebration of the

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[21]Urban Design Group, p. 23.

nation's Bicentennial. A number of factors, however, seemed to brake instead of accelerate quality historic preservation. First of all, the sheer quantity of efforts (and haste to complete them before July, 1976) make it difficult to control their quality. Financial problems of a nation's economy in recession have made private and public money scarce.

The final, and most serious, blow to historic preservation projects hoping for Federal support was the adoption in 1974 of the Housing and Community Development Act, which allows less total funds for a wide range of community development activities than the legislation it replaced. Although the legislation includes historic preservation as an eligible activity, it is now in competition for funds with such other activities as public works projects and relocation payments for displaced families.

The most beneficial provision of the 1974 act is the requirement that grant recipients

> must take into account the effect of a project on any district, site, building, structure, or object listed on the National Register of Historic Places, maintained by the National Park Service of the U.S. Department of the Interior. Recipients should make every effort to eliminate or minimize any adverse effect on a historic property.[22]

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[22]Department of Housing and Urban Development, "Community Development Block Grants," Federal Register 39, no. 220, Part III, 13 November 1974, 40147.

Throughout the years of American historic preservation the rationales, from pragmatic to philosophical, for historic preservation have been as varied as its supporters, from the frail and genteel Southern lady who led the fight to save Mount Vernon to the bureaucracy of the Federal government. So it was with the motives for historic preservation throughout its development. In the forward to Hosmer's Presence of the Past, Walter Whitehill makes a revealing statement about this aspect of historic preservation.

> As [Hosmer] is at pains to make clear, the motives behind these multifarious efforts in preservation were as disparate as the buildings themselves. They range from disinterested devotion to history and architecture, through regional and individual pride, patriotism, education, to muddled thinking and downright commercialism.[23]

With the rationales for, history of and motives behind historic preservation in mind, what is seen as the future of the movement? It can probably be stated with some confidence that the momentum generated by the Bicentennial will sustain a fairly widespread interest in historic preservation. Hopefully, during this time the movement will become organized and fairly self-sufficient so that the work which remains to be done can be accomplished by a smaller, dedicated group of individuals who

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[23]Walter Muir Whitehill, Foreward to Presence of the Past, by Charles B. Hosmer, Jr. (New York: G. P. Putnam's Sons, 1965), p. 8.

will carry on the continuing work of historic preservation. Each decade, it should be recalled, creates a new group of landmarks that must be considered.

On a more technical level, Alexander Papageorgiou suggests that

> New forms of governmental organization must be developed, suited to the special tasks of historic preservation and use - as new as port authorities, turnpike commissions, government-owned corporations, "Comsat-type" mixed enterprises, or what is called "multiple-purpose-planning-joint-development." New forms of private enterprise, equal to the limited dividend corporation, the private foundation, the research and development corporation or the condominium, are also needed. Such institutional innovation may desirably extend to the realm of citizen participation, voluntary associations, block or precinct action groups.[24]

If even some of the advances Papageorgiou argues for do develop, historic preservation will have made great strides. Historic preservation might then become, however, less the province of the amateur as it has been in the past; one of the great strengths of the movement through the years has been the unselfish dedication and enthusiasm of its supporters.

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[24]Alexander Papageorgiou, Continuity and Change: Preservation in City Planning (New York: Praeger Publishers, 1971), p. 21.

II. PLANNING, PRESERVATION AND THE COMMUNITY: TECHNIQUES FOR IMPLEMENTING HISTORIC PRESERVATION AT THE STATE AND LOCAL LEVELS

The preceding section of this report detailing the history and development of historic preservation in Europe and the United States focused on events significant at the national level. Now in this section the focus is narrowed to the mechanics of implementing historic preservation programs at the state, regional and local levels.

Legal Techniques

Historic district zoning: one type of defense.

The first historic district zone in the United States was established in 1931 in Charleston, South Carolina, at the instigation of planner/architect Frederick Olmstead, Jr. Zoning was upheld as constitutional by the Supreme Court in 1926 on the basis that the elements of zoning were already firmly established in the American legal system. Fortunately for the development of historic district zoning, the issue of justification for saving historic landmarks had also already been decided in the courts. One of the earliest legal techniques used by the government to acquire and protect historic properties

in the United States was eminent domain. In 1896 the Supreme Court announced in its ruling on United States v. Gettysburg Electric Railway Company that

> Any act of congress which plainly and directly tends to enhance the respect and love of the citizen for the institutions of his country, and to quicken and strengthen his motives to defend them, and which is germane to, and intimately connected with, and appropriate to, the exercise of some one, [e.g., eminent domain] or all of the powers granted by congress, must be valid.[25]

Eminent domain soon proved, however, to be a technique that was too expensive and time consuming to be very widely utilized.

Historic district zoning had a very slow growth in popularity before World War II, with only one other city besides Charleston (New Orleans, Louisiana) enacting an ordinance. By 1970, however, there were sixty-three historic districts on the National Register of Historic places and an additional one hundred state or locally recognized districts.[26] Every indication is that this number has grown significantly in the past five years. The legal justification for historic districts has, in many states, been based on reasoning similar to that in Berman v. Parker (1954); that is, it is the prerogative

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[25]United States v. Gettysburg Electric Railway Company, 160 U. S. 669 (1896).

[26]Papageorgiou, p. 20.

of communities to use the police power to promote the general welfare through the development of aesthetics.[27]

The customary form of historic district zoning in the United States follows several general rules. The historic zone is usually an overlay on a regularly designated commercial, residential, industrial, etc., zone, although this does not always seem to be the case. The zoning often regulates the exterior appearance of structures and controls against the location of undesirable uses on historic sites. To administer historic district regulations, an elected official (such as the mayor) customarily appoints interested citizens qualified by their expertise in fields related to historic preservation, such as history or architecture, to serve as a commission which approves or disapproves petitions from property owners in the historic district to make a change in the appearance or use of their property. Appeal from decisions is usually to the local governing body, such as the planning commission or city council, or the courts.

One of the drawbacks to historic district zoning is the moral question of how much the public can take

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[27]Albert B. Wolfe, "Conservation of Historical Buildings and Areas - Legal Techniques," Proceedings of Section of Real Property, Probate and Trust Law of the American Bar Association (Chicago: August 12-13, 1963), p. 21.

from an individual in the interest of public welfare. White comments that

> Preservation, like any other form of zoning, involves a close and difficult balancing of public necessity and private interests; it is an area in which a critical analysis of the facts is essential in order that mere public whims or unthinking bureaucracy not destroy the individual's basic right to use his property as he sees fit.[28]

In Tennessee, as well as in other states with similar enabling legislation, either the historic commission may impose zoning restrictions on historic properties, or a property owner may request that historic district zoning be applied to his or her property. Too often, the hands of the historic district commission are tied if property owners refuse to cooperate. Sometimes outstanding structures, even ones on the National Register, are left unprotected.

Other legal techniques. Historic district zoning is not the only legal technique for historic preservation, but it is probably the most widely used. Other techniques can be quite useful; other situations require historic preservation solutions which involve combinations of a number of techniques. Three especially promising techniques will be discussed here: deed restrictions, scenic easements, and development rights transfer.

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[28]White, p. 732.

Several cities, notably Charleston, South Carolina, and Savannah, Georgia, have developed very successful historic preservation programs based on the use of deed restrictions and the financial technique of the revolving fund. Landmarks are purchased as they become available and then the property (sometimes restored and sometimes not) is sold with deed restrictions on appearance and use to private individuals or businesses for their use. The technique requires a large initial investment, but, with careful handling of the fund, requires little or no further contributions.

Scenic easements also require an outlay of capital to buy or lease a property right. Robert Stipe describes the use of easements in his 1967 article comparing easements and zoning.

> . . . a public or private agency might acquire from X a negative neasement over the facade of a historic building to prohibit any change in that facade without its permission. In other words, X would "own" all of the rights to use the building, exclude others, sell it, pay taxes on it, except that he would not own the right to change the appearance of the building without permission.[29]

The acquisition of easements is one way of balancing public and private interests by recompense of the private property owner.

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[29]Robert E. Stipe, "Advantages and Disadvantages of Easements and Zoning," Popular Government (December 1967): 18.

Another legal technique for protection of historic properties which has just recently been developed and tested is development rights transfer. This technique is another attempt to compensate owners for the taking of some of their rights while saving historic structures. The process of development rights transfer involves the sale of unused development rights of an historic landmark for use on another approved site. For instance, often older buildings are not as tall as new ones because of advances in technology. If zoning regulations allow y height and the building is only x high, then y - x can be sold and added to the height of another structure.

Initiated unsuccessfully in New York, development rights transfer was transplanted to Chicago where it was successfully adapted as described in John Costonis' Space Adrift. In large urban areas where pressures for redevelopment are intense, development rights transfer can help alleviate these pressures on historic landmarks that might otherwise be wrecked to be replaced by new construction.

Tennessee law. Since the focus of this study is a particular community, this section briefly reviews the development of historic preservation in the State of Tennessee. In 1856, as mentioned earlier, the

patriotically motivated Tennessee legislature appropriated funds for the purchase of Andrew Jackson's Hermitage. For a century, this was the only major public effort in historic preservation in Tennessee; private preservation was the rule under the auspices as such non-profit organizations as the Association for the Preservation of Tennessee Antiquities.

In 1965 an Historic Zoning Act was approved by the Tennessee legislature and signed into law. The text of this act is included as Appendix A of this report. The legislation provides for overlay historic district on traditional zones and for a five member Historic Zoning Commission, composed of a member of a patriotic or historic group, an architect, if one is available, a representative from the local planning commission, and two other members from the community. Although the Historic Zoning Commission members are appointed and confirmed by the local government, appeal of their decisions is made to the courts. The building inspector is required to refer permits for changes to property in the district to the commission, which has thirty days to act. The commission may approve the change, approve if on the condition that certain changes are made, or deny the permit upon clear statement of its reasons.

Unfortunately, there are several weaknesses in the 1965 legislation. The Tennessee State Planning Office

points out in its 1965 report that before historic district zoning is adopted, a planning commission must exist and regular zoning must be adopted.[30] Since a great many of Tennessee's counties are rural, zoning does not exist in many localities. Also, the legislation only provides for protection of buildings of historic and not those of architectural importance.[31]

Despite these drawbacks, several cities and towns in Tennessee have been able to adopt historic district zoning ordinances, most notably Jonesboro, the state's first and Bicentennial town. Other communities with a strong interest and accomplishments in historic preservation include: Memphis, Nashville, Knoxville, Franklin (site of a Civil War battle), Greeneville (home of Andrew Johnson), Brownsville (historic survey in 1966-7), and Rugby. This list barely scratches the surface of eligible places, according to Thomas Hammond, who notes that a 1962 study of Tennessee's outdoor recreation resources "identified over two thousand sites that had state or local historical significance."[32]

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[30]Tennessee State Planning Commission, Historic Zoning: A New Tool for Tennessee Communities, no. 344 (Nashville: Tennessee State Planning Commission, 1965), unpaged.

[31]Ibid.

[32]Hammond, p. 124.

In the 1975 legislative session Tennessee State Senator William Baird introduced a bill to provide a tax exemption for non-profit sales of property to state controlled landmarks. This bill was passed by the Senate but not the House; it may be re-introduced in the 1976 session.

Although Morgan County has a planning commission, it is not active and no county-wide zoning has been adopted. Therefore, special legislation was adopted to protect Rugby in 1974. The Rugby Historic Preservation Act provides for a five member commission (a member from the Morgan County court, a member from the Tennessee Historical Commission, an architect, an interested citizen, and a representative from the Rugby Restoration Association), which is supposed to adopt operating rules and regulations. Appendix B is a copy of the Rugby legislation. The remainder of the act is very similar to the statewide enabling legislation for historic district zones, although more detailed in regard to the criteria an applicant must meet for a building permit. The constitutionality of the Rugby legislation has not been decided; no court challenges are pending, however.

A Comprehensive Planning Approach

The basis for a viable historic preservation in a community, region and/or state should be comprehensive planning, an approach which can integrate historic preservation and its development with the development of the entire community. Comprehensive planning provides alternative solutions for such problems as traffic, parking and utilities, while establishing a firm base for implementation of a new project, such as a historic preservation project, for expansion of an existing project, or sometimes for protection of the area surrounding a project from the encroachment of undesirable development.

Miner outlines a general planning approach to historic preservation in his report for the American Society of Planning Officials.[33] This framework, with some modifications and amplification, is presented here.

1. Preliminary survey. This survey could probably be accomplished with volunteers. Its results, if favorable, should be attractively packaged, since its primary purpose is to focus interest on the possibilities for historic preservation in the community.

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[33]Miner, pp. 16-34.

2. Comprehensive survey and evaluation. The more detailed comprehensive survey should, if possible, be completed by a professional architect/planner team; the suggested printed form for evaluating landmarks is the one prepared and distributed by the National Trust. Perhaps experienced consultants can be very wisely used at this stage. The most outstanding structures and sites should be recommended for local, state or national designation as landmarks.

3. Area analysis. At this stage the skills of the planner are very important, but the architect continues to contribute his/her special expertise in evaluating the aesthetic impact of newer buildings in the historic area(s). The historic preservation plan - utilizing data from the survey and evaluation, in conjunction with physical, environmental and social data - should be prepared for presentation to and approval by the governing body.

4. Program framework. After the general historic preservation plan is prepared, specific goals and objectives should be established and specific projects designated. The planner and architect will usually act at this stage as advisors to the historic preservation group(s) who will sponsor the various projects.

5. Tools for implementation. At about the same time that the program framework is being determined, the

planner should see that work is begun on securing both the public and private tools for implementation of an historic preservation plan. Public tools include both regular and special historic zoning with historic commissions, scenic easements, application for Federal funds, state and/or local tax incentives, and direct acquisition by eminent domain. Hammond specifically suggests that abatement of stringent building codes, but not fire codes, for historic properties can salvage some structures which would otherwise be torn down, and that maintaining public facilities at a high level can help attract private money to historic areas.[34] In the private sector, preservationists can urge interested and preservation minded parties to acquire landmarks for their private use, and solicit monies for revolving funds, while developing guidelines for deed restrictions, and conducting a general educational program for the public. The educational program should also be aimed at persuading private owners of historic properties to maintain and/or restore their historic character.

6. Implementation of a specific project. After identifying landmarks and selecting one or several for intensive study, the planner should assist the preservation group in:

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[34]Hammond, p. 111.

a. Identifying possible adaptive uses for the landmark;

b. Identifying a need for a specific adaptive use;

c. Developing alternative plans for re-use;

d. Reviewing the economic feasibility of a project;

e. Investigating alternative, innovative approaches if the project does not appear to be feasible under traditional constraints;

f. Setting up a development organization that can carry out both the design and implementation of the project.[35]

Preservation and the planning agency. In the preceding sections it should have become evident that the planning agency (whether at the local, regional or state level) has a substantial role in the development of historic preservation in a community. One of the most important functions of the planning agency is the identification of needs. The planner is able to assist the preservationists to project their needs but is also able to see how the development of an historic preservation project can help satisfy some of the already existing

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[35]Advanced Planning Research Group, pp. 30-31.

"social, economic, functional, cultural and esthetic considerations which will command public support where the apparent luxury of a limited historic appeal might fail."[36] This is, of course, the hypothesis to be tested by the research prepared for this report.

Some of the value of a need satisfaction approach to historic preservation was recognized by those who preserved the waterfront area of New Bedford, Massachusetts. They realized that

> This, then, is the pragmatic concept of preservation activity. The end product is preservation. The motivations are, however, not specifically historic or patriotic but include social, economic, functional and cultural values. In terms of these motivations, preservation activities can and must be recognized as a break from traditions of "precious historcism" and a new commitment to the needs of contemporary society.[37]

The preservationists of New Bedford further point out that relating community needs and historic preservation is particularly necessary when the landmark to be preserved is not as well known or inspiring as the most outstanding landmarks.[38] Although this approach to historic preservation is little known or utilized at present, it has great potential for the future.

The planning agency can also assist the preservationists in establishing priorities. Too often it seems

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[36]Urban Design Group, p. 18.

[37]Ibid., p. 19.

that preservationists either devote their attention to one single project while neglecting other worthwhile landmarks or else diffuse their attention to a point where it is almost impossible to make progress on any specific project. Both of these extremes are dysfunctional from a planning standpoint. Papageorgiou believes that the establishment of priorities and the definition of a project's scope can reduce practical difficulties to a more manageable size.[39] Another element that can assist the preservationists in avoiding later difficulties is including a citizen participation element in the project, because the reaction of citizen participants to the program can help the preservationists anticipate and, hopefully, avoid difficulties in "selling" the project to the general public.

Citizen participation in historic preservation. As the Federal bureaucracy has grown more complex and decision making further removed from the individual citizen, an effort has been made to compensate for this alienation by providing for citizen participation in the selection, direction and implementation of programs. Historic preservation has traditionally been a movement sponsored by private citizens, and it has been only fairly recently

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[38] Ibid., p. 17.

[39] Papageorgiou, p. 15.

that it has been realized that the impact of historic preservation projects can be substantial. Lacking the support of the general public, any adverse effects of the project are exaggerated.

By communicating with the general public about its needs and desires, and taking this information into account when considering alternatives, an historic preservation project can gain broad support in the community. The result will hopefully be successful implementation of worthwhile projects and continuing community support for historic preservation.

Miner explains his concept of public participation and its corollary, public policy, in his ASPO report.

> A team representing both public and private interests and both community and professional viewpoints would be a desirable staff to carry out the preservation program, with its decision being backed up, where appropriate, by the governing body in declarations of public policy.[40]

Such an effort requires more initial preparation than a less structured one, but in the long run it can be both more efficient and more successful.

Economic costs and benefits. The subject of economic costs and benefits is dealt with rather briefly in this report for several reasons. First, it is not a primary focus of this report. Second, costs and benefits are very specific to each project and cannot be determined

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[40]Miner, p. 12.

without a great deal of research. Determining even relative costs and benefits of the Rugby proposals would merit another thesis. Third and finally, very little in depth, quality research has been published on this subject in the field of historic preservation. Formulas to figure costs and benefits have, however, been developed to determine whether to renovate structures and, in certain historic preservation projects, it might be helpful to utilize these.[41]

Several points about economic costs and benefits are, however, fairly clear. First, the cost of restoring structures is quite high. Not only is it difficult and expensive in this age of mass production to find the type of craftspersons who can do restoration work, but as the Advanced Planning Research Group notes:

> Any building that requires "saving" has probably (almost certainly) become functionally and economically obsolete. Some other (new) building will be more utilitarian, more purposeful, more profitable.[42]

Fortunately for a town like Rugby where housing is scarce, new construction is less of a competitive factor, simply

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[41]See City of Baltimore, A Demonstration of Rehabilitation: Harlem Park, Baltimore, Maryland (Baltimore: City of Baltimore, 1965), p. 84; A. H. Schaaf, "Economic Feasibility Analysis for Urban Renewal Housing Rehabilitation," Journal of the American Institute of Planners 35 (November 1969): 399.

[42]Advanced Planning Research Group, p. 2.

because it is less available. The major threat, in this instance, is mobile housing.

Second, too many historic properties in the past have been non-revenue producing ventures; historic landmarks are often utilized as museums which do not pay taxes and do not attempt to show a profit. Although the value of museums is indisputable, "any given community can support only a limited number of such facilities."[43] The emphasis should be on developing most structures through adaptive re-use as business offices, tourist centers, restaurants, shops or any other profitable use. The Advanced Planning Research Group picturesquely terms this as getting the landmark off of welfare and notes that historic preservation planners should attempt to both reduce total costs of historic preservation projects and increase returns.[44]

Several economic benefits from historic preservation projects are quite obvious. Increases in tourism should result, and tourism dollars have beneficial effects on the local economy. Secondary or spin-off effects include increased customers for restaurants and shops in the vicinity of a landmark. It is also often obvious that historic preservation projects increase the prestige of the

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[43]Miner, p. 8.

[44]Advanced Planning Research Group, pp. 2, 14, 18.

area in which they are located and rising property values may result.

Ralph Miner believes that preservation projects also provide cultural, educational and planning benefits to a community.[45] Cultural and educational benefits include: establishment of an area's identity, aesthetic enjoyment, and provision of an educational resource. Planning benefits are seen in the maximum utilization of scarce land, the halt of decay in an area, and the determination of a focal point for area redevelopment. The extent to which each of these benefits is realized depends, of course, upon the skill with which the project is planned and implemented.

Financial sources for historic preservation. Financial resources for historic preservation fall into two main categories, public and private. Because these sources differ a great deal from locality to locality and state to state, the developer of each historic preservation project should compile its own list of possibilities and have a systematic method for approaching each source.

A good place to begin looking for Federal grants is the annual Catalog of Federal Domestic Assistance which is now compiled by the president's Office of Management and Budget, and is available from the Government Printing Office.

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[45]Miner, p. 10.

Historic preservation is indexed in the 1975 edition of the catalog along with other possibilities such as housing rehabilitation. One possible major source of funds at present is the 1974 Housing and Community Development Act block grants. These grants allow metropolitan areas to request funds for historic preservation; the difficulties with this source have been discussed earlier in this chapter.

Sources of private funds are listed in two annual publications, the Annual Register of Grant Support and The Foundation Directory. Although historic preservation is not indexed in the Annual Register of Grant Support 1974/75, some grant for projects related to historic preservation can be found in the sections on architecture, history, education and training, and environmental studies. The sources of support in The Foundation Directory are divided by state.

The three publications already mentioned can be very helpful, but they are limited to fairly large and continuing sources of grant support. A convincing presentation of need to a large manufacturer, for example, with an interest in the area or the project can sometimes contribute a great deal of support.

Other traditional private means of support are membership dues, fund raising drives, gate receipts from a completed preservation project, and from the sale of

gift items, crafts and momentos. It is best, of course, to attempt to obtain funds from all potential sources and particularly unwise, unless there is no other alternative, to depend solely on one private or public grant source which may have its own differing priorities from year to year.

The special case of historic communities. It should be noted that what has already been stated about the necessity for adequate and comprehensive historic preservation planning is applicable to the development of historic communities. The development of such communities requires a complex synthesis of legal, economic, and social factors in a planning framework, plus the ability to deal with some special problems of so large an effort.

There are two basic types of historic communities: the museum village and the contemporary use community.[46] The museum village is often primarily educational in purpose, as it attempts to tell the story of a past era. Prime examples of such villages are the Farmers' Museum in Cooperstown, New York, Sturbridge Village in Massachusetts, and the Museum of Appalachia near Norris, Tennessee. Such efforts are usually supported by tourist dollars, although the restorers of New Bedford's waterfront area

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[46]Robert Lillibridge, "Historic American Communities: Their Role and Potential," Journal of the American Institute of Planners 19 (Summer 1953): 133, 136.

warn that these dollars can be a "false panacea," because maintenance costs can quickly devour profits.[47] However, with careful planning and execution of a project, financial stability can be achieved.

The great advantage of the contemporary use community is its low cost. As in the Vieux Carre district of New Orleans, most property remains in private ownership with usually a few scattered model restorations, some open to the public as muscums.[48] There are many variations possible, but all require a great deal of cooperation from the private property owners. Historic communities in non-metropolitan areas "present a more manageable problem," according to Walter Whitehill, which is one of the reasons that the researcher selected Rugby for this study.[49]

In both types of communities, development creates problems with increased traffic, parking needs, and sufficient capacity, attractively designed utilities. If at all possible, traffic should not be allowed in the core of a district and parking should be on the periphery, with service deliveries limited to the night or early

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[47]Urban Design Group, p. 20.

[48]Lillibridge, pp. 136-137.

[49]Walter Muir Whitehill, "Promoted to Glory," in With Heritage So Rich (New York: Random House, 1966), p. 43.

morning hours. Pedestrian thoroughfares should be designed with the disabled in mind. Where distances are great, tour bus service should be provided with stops at convenient locations.

Underground utilities are the least distracting aesthetically but are expensive to provide and usually require ripping up and replacing streets. If street improvement is necessary anyway, placing utilities underground can be coordinated with scheduled street improvements. Even if utilities cannot be placed underground, sometimes the number of overhead wires can be reduced and their placement improved.

Factors in developing a successful historic community are not limited to the historical and aesthetic appeal or efficient functioning of a community. Other important factors to be considered are

> proximity to large centers of population, the amount of the admission fee, the authenticity of the restoration and extent of the interpretive program, as well as the context and timing of public relations programs. . . .[50]

It is especially important that historic communities be well integrated into the local, regional and state development plans, both general plans and historic preservation plans. On a national level, Lillibridge suggests that a survey be taken of historic communities so

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[50]Robert Lillibridge, "Historic American Communities: Their Role and Potential," Journal of the American Institute of Planners 19 (Fall 1953): 221.

that no area of national historic significance is neglected.[51] One of the great strengths of the United States has been its cultural and ethnic diversity; it would be very unfortunate to lose sight of the contributions of any group or region.

Whether a private or public agency decides to undertake the preservation of a single structure, small or large community, it is essential to have good planning. Planning can provide order and direction, with sensible alternatives, so that problems resulting from sporadic, uneven development can be avoided and the entire area can reap the maximum benefits.

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[51] Ibid., p. 224.

CHAPTER III

THE EAST TENNESSEE DEVELOPMENT DISTRICT, MORGAN COUNTY, AND RUGBY

I. EARLY MORGAN COUNTY

The earliest known inhabitants of what is now Morgan County were the Cherokee Indians. During the years of exploration by white men, the English claimed the territory as part of a large grant of land called Carolina. When colonies and then states were formed, Morgan County was included in that part of the grant which was designated as North Carolina. North Carolina was quite large. Settlers in the Tennessee Valley felt isolated from and neglected by the North Carolina government, so they separated and formed the State of Franklin in 1784. North Carolina leaders were angered by the actions of the independent settlers, and successfully foiled the plans for a separate state by ceding all of the land claimed by North Carolina, which was not already within the state's borders, to the Federal government.

In 1790 the Federal government appointed William Blount as governor of the Territory South of the Ohio River, which meant that he had jurisdiction over what is now East and most of Middle Tennessee. West Tennessee was

still Indian territory. Blount promoted statehood for the region and in June 1976, Tennessee became the sixteenth state in the Union, with its capital at Knoxville.

The new state had to wrestle with many problems. Foremost among these was the wish to move the Indians out of East and Middle Tennessee so that white settlers would be attracted to the area. This was accomplished fairly quickly; in 1805 the Cherokees ceded a large tract of land to the United States. After settling various disagreements over the cessation in 1817, the Tennessee legislature passed an act establishing Morgan County, which was named in honor of Revolutionary War hero Daniel Morgan. The county was much larger then than it is now because it included parts of the present Scott County and Fentress County. The county's boundaries were finally established permanently to include 539 square miles, with a centrally located county seat at Wartburg.

In the century and a half since the establishment of Morgan County, the events which most affected the direction of development in the county were the creation of the Tennessee Valley Authority (TVA) in 1933 and the location of nuclear research and development at Oak Ridge in the mid 1940's. Both of these agencies have had a far-reaching impact on all of the counties of East Tennessee, especially since they have provided a large number

of employment opportunities for both skilled and unskilled workers.

II. THE EAST TENNESSEE DEVELOPMENT DISTRICT

In 1966 the East Tennessee Economic Development District, now known as the East Tennessee Development District (ETDD), was established. Sixteen counties are presently members of the district: Anderson, Blount, Campbell, Claiborne, Cocke, Grainger, Hamblen, Jefferson, Knox, Loudon, Monroe, Morgan, Roane, Scott, Sevier and Union. Three of these counties (Anderson, Blount, and Knox) are each designated by the Bureau of the Census as a Standard Metropolitan Statistical Area (SMSA), while the remainder, including Morgan County, are regional counties. The SMSA counties along with Hamblen, Jefferson and Loudoun are designated as non-redevelopment areas, leaving ten counties in the region where redevelopment is considered necessary.

Administratively, the East Tennessee Development District is an association of local governments headed by a Board of Directors with representatives from each county and municipality. The representatives elect an Executive Committee, composed of one representative from each county, and officers. A professional staff with an Executive Director provides technical assistance

for ETDD counties in the areas of physical planning, human resources planning, government services, and economic development. While ETDD can and must do area-wide planning for the region, staff persons serve as advisors only. ETDD is not allowed to act as a city or county planning commission and, therefore, cannot prepare or adopt general plans, recommend zoning or zoning amendments to a local government or administer subdivision regulations. The only technical activity ETDD is specifically allowed to engage in at the local levels is the preparation of detailed industrial park plans.[52]

Many communities in East Tennessee also receive technical planning assistance from the Tennessee State Planning Office (TSPO), which provides services on a contract basis. Unfortunately, many communities (such as those in Morgan County) do not or cannot afford to take advantage of the expertise of TSPO planners.

The entire East Tennessee region is considered a part of the larger Appalachian Mountains region, which has had a great deal of attention in recent years from the Federal government. The Federal government had funded programs which have attempted to overcome some of the most serious economic problems of the region. These

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[52]East Tennessee Development District, Alternatives for Land Use: Part 1 of the Land Use Plan (Knoxville: ETDD, March 1970), pp. 62-63 (hereafter cited as ETDD, Alternatives).

problems are widespread, but not all pervasive. One observer noted in 1967 that "While the metropolitan cities are by no means isolated, the outlying areas in the region share with most of Appalachia the problems of isolation from the mainstream of industrial America."[53] Morgan County is an example of one of the isolated areas, while Knoxville, which is only a one or two hour drive away, is an economically strong and progressive metropolitan area. This range of development in ETDD is further illustrated by the different types of communities in the region. There are 119 named communities in ETDD; these communities can be classified into five groups: rural, sub-urban, urban, sub-regional center, and regional center.[54] Knoxville is the only regional center in ETDD, but there are numerous rural communities which

> are hardly more than names in that they are generally unincorporated, very sparsely populated (100-199 people) and offer no urban type services. They are generally centered around a school, church or general store on either secondary or primary roads and are spatially dispersed throughout Knoxville's hinterland.[55]

Most of the communities in Morgan County can probably be

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[53]Memphis State University Bureau of Business and Economic Research, The East Tennessee Region: A Study of Its Population, Economic Base, and Potential (Knoxville: ETDD 1967), p. 118 (hereafter cited as MSU Bureau).

[54]ETDD, Alternatives, p. 17.

[55]Ibid., p. 18.

classified as rural, with two or three sub-urban communities such as Wartburg and Oakdale.

The economy of the East Tennessee Development District has progressed in the past two hundred years from an extractive one based primarily on agriculture and the processing of agricultural products to a primarily export economy based on income producing industries and the distribution of their products.[56] Many areas, however, such as Morgan County still depend heavily on agriculture and mining for employment within the county. For quite a few years Knoxville was clearly the industrial leader and a very powerful economic force in the region, but recently its influence has declined as regional subcenters, such as Morristown, have developed. Prosperity is more widely, but still not evenly, distributed.[57]

Today ETDD as a whole faces a number of problems, but it is working toward definite goals to eliminate or alleviate many of them. The problems are:

1. Lack of job opportunities.
2. Too much seasonal and part-time employment.
3. Substandard education.
4. Not enough vocational education opportunities.
5. Inadequate medical services.

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[56]MSU Bureau, p. 1.

[57]ETDD, Alternatives, p. 7.

6. Inadequate development and/or promotion of recreational resources.

7. Need for more and better community services.

8. Lack of progressive leadership.

9. Poor water sources and poor distribution of potable water.

10. Not enough adequate wastewater (sewer) systems.

11. Poor rural roads.

12. Lack of good, developed industrial sites.[58]

Morgan County suffers, to some degree, from all of these problems.

To overcome the district's problems, ETDD is concentrating on three main goals: To decrease unemployment, to improve the standard of living, and to improve East Tennessee's physical and social environment.[59] More specific goals have also been formulated for the various technical assistance areas.

III. MORGAN COUNTY TODAY: RESOURCES AND NEEDS

A very recent study of the Morgan County school system, published by The University of Tennessee, succinctly summarizes several important points about Morgan County. Noting a slight loss of population in the last decade

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[58]Ibid.

[59]East Tennessee Development District, "Report to the Region, 1973/1974," pamphlet.

(1960 to 1970), the researchers agree that the slight growth projected for Morgan County until the year 2000 will probably occur, and that the fairly stable population in Morgan County provides a good base for planning.[60] They mention the lack of a trade center in the county as a serious problem which is compounded by the fact that there are no comprehensive shopping facilities. One bright spot in the county's future is, paradoxically, a result of the nation's energy crisis. Development of Morgan County's coal resources could favorably affect its tax base and provide employment.[61] An even greater potential lies, however, in the development of Morgan County's recreational resources. A more in-depth review of Morgan County's resources and needs is included in the sections which follow.

Natural Features

Morgan County is one of the most isolated areas in East Tennessee. Physical barriers, including Walden's Ridge, Watts Bar and Melton Hill Lake, separate the county from major developed areas. These barriers have also served a useful function--to protect the beautiful,

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[60]University of Tennessee College of Education, A Study of the Morgan County School System of the State of Tennessee (Knoxville: Bureau of Educational Research and Service, 1975), pp. 27, 34 (hereafter cited as UT Education).

[61]Ibid., p. 34.

unspoiled portions of Morgan County, many of which are under government protection.

The average annual temperature in Morgan County is a mild 70° F, and the county receives 48 to 54 inches of rainfall a year. While this amount is generally considered ample,

> . . . uneven distribution produces both droughts particularly in late summers and early fall, and local flooding at other times. Because of this variability of flow, surface water sources are not always reliable.[62]

As a consequence, families and towns must rely upon wells for their water. In the case of Wartburg and other large volume users, multiple wells are necessary. Sometimes a combination of surface and well sources is utilized. Surface rivers and streams in Morgan County include: Obed River, Emory River, Big Clear Creek, Little Clear Creek, Rock Creek, Clear Fork River, Daddy's Creek, and some small mountain streams. These rivers and streams are also very important recreational resources.

Soils in Morgan County are not very favorable for agriculture or industrial development. Most of the slopes are 20 percent or greater, which limits their use to forestry, mining or recreations.[63]

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[62]Morgan County Overall Economic Development Committee, Overall Economic Development Program for Morgan County, Tennessee (n.p., 1968), p. SR-1 (hereafter cited as Morgan County Committee).

[63]ETDD, Alternatives, p. 12 ff.

Supplies of chert, clay and shales, coal, gypsum, oil and gas, and sandstone are located in Morgan County. If the price of recovering energy producing resources can be justified by high enough wholesale prices, mining may become an even more important economic base for Morgan County than presently.

Morgan County's land use pattern differs a great deal from the 16 county ETDD composite. Morgan County has much less residential land, goods and services related land, recreation land, agricultural land, and other miscellaneous uses (mostly public). Commercial forests take up 64.0 percent of Morgan County's land, compared to the ETDD average of 38.3 percent.[64] Even if the mining industry grows substantially, probably a very high percentage of Morgan County's land will remain commercial forest. The only lands considered suitable for intensive industrial, commercial and residential development are:

> (1) Wartburg and an area southeast of Wartburg along highway 27 and 62. This is the county's major growth area, (2) an area immediately west of Oakdale along Highway 2590 and (3) the Coalfield-Petros area. Smaller areas capable of accommodating smaller amounts of growth are the flat area in the immediate vicinities of the smaller communities of Sunbright, Deer Lodge, Lancing and Rugby.[65]

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[64] Ibid., p. 20 ff.

[65] Morgan County Planning Commission, Comprehensive Plan: Morgan County, Tennessee - Part III (Knoxville: ETDD, 1970), p. 104.

Several problems, including flooding, could impede development even in these areas. Leaders of Morgan County realize that the development process must be carefully controlled, but, even with the best of intentions, this is often very difficult.

Population Characteristics

The population of Morgan County has declined steadily during the years 1950 to 1970. In 1950 the population was 15,727. An average annual loss of .9 percent reduced the 1960 population to 14,304. The most recent 1970 Census showed another population loss of 4.8 percent since 1960 for an average annual loss of .5 percent, a decrease from the previous decade. This reduced the total Morgan County population to 13,619 for a fairly low density of 25.3 persons per square mile. In contrast, the state of Tennessee as a whole showed a 10.0 percent gain between 1960 and 1970. Other counties in the ETDD region showed mixed gains and losses.

The projected population increase of 27 percent for Morgan County by the year 2000 is considerably lower than the projected population increase of 70 percent for the entire area. The high predicted increases for Jefferson County (138 percent) and Hamblen County (110 percent) highlight the disparity between redevelopment and non-redevelopment areas in ETDD. The rural population of

Morgan County is also expected to decrease, at a rate of 52 percent between 1980 and 2000, which is slightly greater than the average of a 49 percent decrease of rural population predicted for ETDD.

The population growth of an area is affected by three primary factors--births, deaths, and migrations. In the case of Morgan County birth and death rates are calculated for the entire county, and then migration rates are assumed to make up the difference between these rates and the population size. Using this estimation procedure, it was calculated that Morgan County lost 13.6 percent of its population by outmigration between 1960 and 1970. The Sunbright Division, where Rugby is located, showed the largest loss (18.7 percent) of all the divisions in the county.[66] Unfortunately, the population loss was concentrated in the 24 to 44 and 0 to 14 year old age groups, indicating loss of productive workers and their school aged children, as well as women of child-bearing age.

An age pyramid of Morgan County in 1970 would be atypical. The lowest percentage of the population (10.1 percent) is in the 65 and over age group and the largest is the 0 to 14 years age group at 29.3 percent.[67]

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[66]UT Education, p. 3.

[67]East Tennessee Development District, Socio-Economic Summary Report, Part I (Knoxville: ETDD, 1971), pp. A7-A8 (hereafter cited as ETDD, SESR I).

The intervening groups are very balanced: 17.6 percent in the 15 to 24 years group; 22.7 percent in the 25 to 44 years group; and 20.4 percent in the 45 to 64 years group.

The non-white population of Morgan County is extremely small. After inmates of Brushy Mountain Prison are subtracted from the 1970 totals, approximately six non-whites, or less than .05 percent of the population, reside in Morgan County. Re-opening of the prison would probably increase the non-white population to about its 1970 level of 2.1 percent.[68]

Manpower

The ETDD staff defines "manpower" as "that area of human resources that deals with employment, underemployment and unemployment."[69] There is an East Tennessee Manpower Planning Board in existence, but it only operates Federal programs and has no real manpower planning function. Therefore, any type of manpower planning is the prerogative of local planning commissions.

Fortunately, a number of studies of Morgan County's manpower resources have been completed. These studies have noted that females have entered the labor force in

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[68]Ibid., p. A9.

[69]East Tennessee Development District, Human Resources Program Design: A Plan for Planning (Knoxville: ETDD, 1973), p. 49 (hereafter cited as ETDD, Human Resources).

proportionately greater numbers than males in the last few decades. Between 1960, for example, and 1970 an additional 1.2 percent of Morgan County's males entered the labor force while an additional 13.4 percent of females were employed.[70] It should be noted that the number of males in the labor force is still greater than the number of females. The labor force participation rate for all of Tennessee in 1970 was 70.0 percent for males and 39.2 percent for females while in Morgan County it was 54.4 percent for males and 31.3 percent for females.[71]

The unemployment rate in 1970 for Morgan County was 8.3 percent, with a higher rate (11.7 percent) recorded for the Sunbright Division.[72] The most recently available figures from the Knoxville office of the Tennessee Department of Employment Security show an average unemployment rate for Morgan County of 7.35 percent from July 1974 to June 1975. The month of October 1974 showed the lowest unemployment rate with August and September also quite low (below 5 percent unemployment). The highest percent unemployment (11.5 percent) was recorded in March 1975. According to David Lay of the Knoxville office, monthly

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[70]UT Education, p. 11.

[71]Ibid.

[72]Ibid., pp. 16-17.

fluctuations in unemployment figures are not unusual.[73] It should be noted that August through October are farm harvest and agricultural production processing months.

Data on the type of employment in Morgan County indicate that the percent of workers in agriculture, forestry, fisheries and construction is comparable to the rest of the State.[74] There are more Morgan County residents employed in mining, manufacturing, and the "all other" category than in Tennessee as a whole, and considerably less employees in trade, services and finance. Remarking on Morgan County's reliance on industry, The University of Tennessee researchers note that most of Morgan County's industries are related to textiles, with some related to lumber and coal.[75]

Like many other rural East Tennessee counties, a greater than average (for Tennessee) number of employees in Morgan County are operatives.[76] Very few employees are in the professional or technical categories in Morgan County, compared to the rest of Tennessee. The percent of professional and technical workers for Morgan County is lower than all adjacent counties, including some outside

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[73]Interview with David Lay, Tennessee Department of Employment Security, Knoxville, Tennessee, 6 August 1975.

[74]UT Education, p. 18.

[75]Ibid.

[76]Ibid.

the ETDD region. A more detailed outlook for employment in the various sectors is included in later portions of this chapter.

Human/Social

In 1960 that average Tennessean had 8.8 years of education and the average Morgan County resident had 8.0 years.[77] The next decade resulted in a significant increase in the median years of education of all Tennessee residents, but only a small increase for Morgan County residents. In 1970 the Tennessee average was 10.6 years, while the Morgan County average was only 8.8 years. This figure was, however, higher than the average years of education for the adjacent counties of Cumberland, Fentress and Scott. In 1970 Anderson County residents were the best educated in the region, with an average of 12.2 years of education. Of course, well-educated Oak Ridge personnel significantly affect the Anderson County figures.

Total per pupil expenditures for ETDD and Morgan County in 1967-1968, which are based on average daily attendance, show Morgan County ranked 22 out of 28 city and county systems, and spent $397.45 per pupil.[78] The

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[77] Ibid., pp. 9-11.

[78] Joy Trapp, Elementary and Secondary Education in the East Tennessee Development District (Knoxville: ETDD, 1970), p. 17 (hereafter cited as Trapp, Education).

ETDD average expenditure was lower at $385.77 per pupil, but the average local share of the systems at $105.71 per pupil was more than twice Morgan County's per pupil contribution of $49.77. The State average for this same time period at $411.87 per pupil was far below the national average of $623.00.

Recalling the high rate of outmigration of school aged children in Morgan County and the generally low educational attainment of residents, the 1975 study of the Morgan County school systems states that "The availability of a quality educational program which provides essential opportunities for youngsters should reduce the loss of people between grades 1 and 12."[79] Adult and vocational education programs are also suggested, to be financed (along with other improvements) by local government bonds plus State and Federal grants.[80]

Another possible means of improving education while increasing services and keeping costs at a moderate level is through school consolidation. A few schools in Morgan County have already followed this route, and researchers from the Morgan-Scott Project and Roane State Community College are presently investigating the consolidation issue.[81]

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[79]UT Education, p. 11.

[80]Ibid., pp. 11, 222.

[81]Morgan County News, 3 July 1975, p. 1.

The Tennessee-Appalachia Educational Cooperative (TAEC) has been another attempt at providing higher quality education at the lowest possible cost. Three county systems (Anderson, Morgan and Roane) and four city systems (Harriman, Clinton, Oak Ridge and Rockwood) are cooperating for the purpose of providing "regional research in education and fostering experimental approaches, such as the cooperative, to overcome the pressing problems of education."[82] The association of the State's most sophisticated educational system, Oak Ridge, with the economically disadvantaged Morgan County system is apparently quite unique. Through TAEC, students have benefited from programs in driver education, vocational guidance and vocational education, while the teachers have been exposed to programs in professional development.

As for higher education, Morgan County residents can attend the recently opened Roane State Community College near Rockwood, which is a part of a developing network of community colleges in the State of Tennessee. The nearest four year institutions are located in Knoxville--The University of Tennessee's main campus, Knoxville College and Johnson Bible College. A state area vocational technical school is also located in Knoxville.

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[82]Trapp, Education, p. 81.

To many, especially the elderly, good health is equal to, or even more important than, quality education. According to the ETDD staff, the quality of health services has a distinct influence on many things, including development.

> Numerous studies have indicated that there exists a direct correlation between industrial growth and health in that (1) adequate medical and health facilities are often criteria for industrial location and (2) the general health of the work force governs its productivity and production potential.[83]

There are no hospitals in Morgan County, but there are three clinics or health centers, located at Deer Lodge, Petros and Wartburg. The Wartburg health center has two full-time physicians plus a dentist; its facilities are projected to be adequate for the next 20 years. Some residents of Morgan County also visit clinics in Oneida (Scott County), and Norma near Huntsville (Scott County). The closest hospitals are in Oneida, Jamestown (Fentress County), Oak Ridge, Crossville, and Harriman. Choice of a hospital facility for most Morgan County residents depends upon distance factors and the services needed. Occasionally, special treatments must be administered as far away as Knoxville, or even Nashville. To accommodate those residents who still lack convenient medical facilities

> There is a need to expand the health programs in the county making use of community centers,

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[83]ETDD, Alternatives, pp. 57-58.

schools and other locations for the periodic provision of health services.[84]

According to East Tennessee Health Planning Council (ETHPC) estimates, Morgan County residents will require 56 hospital beds by 1980.[85] The Council, designated as the area-wide Comprehensive Health Planning (CHP) agency, was organized in 1971. To provide the necessary hospital services for Morgan County residents, the Council suggests that the facility at Oneida in Scott County be expanded to meet predicted future needs of both Morgan County and Scott County.[86]

Despite the recent advances in health care in Morgan County, residents still do not have easy access to adequate care, particularly those residents with limited mobility. Fortunately, an Easter Seals Handi-Cab has a weekly schedule of service for residents.

Welfare services, administered out of a county office in Wartburg, are varied: Aid to Families with Dependent Children (AFDC), Aid to the Blind in Tennessee, Family Services, Job Preparation Program, Medical Assistance for the Aged, and Field Services. These

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[84]Morgan County Planning Commission, p. 131.

[85]East Tennessee Health Planning Council, The Need for Short-Term Beds in the East Tennessee Development District in 1980 (Knoxville: ETDD, 1973), p. 68.

[86]Ibid.

services provide help to overcome both medical and socio-economic problems.

Comparing figures from fiscal years 1957 and 1967, it is evident that the number of Morgan County residents receiving AFDC payments declined 23 percent, while the average payment per family increased 71 percent.[87] During the same 10 years, the number of persons receiving AFDC payments in all ETDD counties increased 1 percent, with average payments to families also increasing at a rate of 51 percent. Morgan County payments have consistently been approximately equal to or slightly above the average payments for both ETDD and the entire State.

One measure of quality of aid to physically, socially and/or economically disadvantaged is the number of cases per social worker in an area. The State recommends loads of 60 to 85 cases per social worker. The average number of cases per worker in ETDD was 957.7 in 1966.[88] In comparison, that same year in Morgan County, social workers averaged 111.8 cases each.

As a result of better sight preservation, accident prevention, and vocational rehabilitation training program in the 1960's, the number of blind persons in ETDD,

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[87]Joy Trapp, Public Welfare Services in the East Tennessee Economic Development District (Knoxville: ETEDD, 1968), p. 16 (hereafter cited as Trapp, Welfare).

[88]Ibid., pp. 22-23.

including Morgan County, receiving aid to the blind has steadily declined. Average payments to blind persons have increased, with Morgan County making average payments of $84.80 in 1966, while the average payment for all ETDD counties was less than $39.08.[89]

Payments to disabled residents of Morgan County were equal to the State and above the ETDD average in fiscal year 1957. By fiscal year 1967, however, Morgan County's average payments at $64.67 were $4.12 less than the average ETDD payments and $5.28 less than the average payment in Tennessee.[90]

The number of old age assistance recipients decreased 18 percent in ETDD between 1957 and 1967, probably as a result of increased Social Security payments and coverage.[91] Average payments in ETDD, in general, and in Morgan County, in particular, increased considerably during that 10 years. While the ETDD average payment of $72.06 in 1966-1967 was below the State average of $73.21, Morgan County's average payments at $75.41 were above both figures.[92]

According to the ETDD staff, Federal programs for

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[89] Ibid., pp. 17-18.

[90] Ibid., p. 19.

[91] Ibid.

[92] Ibid., pp. 19-20.

the aging have made it necessary to focus on nutrition needs of the elderly, although the overall goal of Federal assistance is to "prevent premature institutionalization of the elderly" and allow them to lead independent lives.[93] The 1973 report which comments on this not unusual situation, where funding dictates program thrusts, does not discuss what areas of aid to the elderly are being neglected at present or what needs of a more pressing nature, other than nutrition, do exist.

Physical

In this section the present supply and quality, and future need for three man-made, physical resources--housing, roads and highway, and utilities--will be discussed. To the casual observer, the apparent quality of housing, roads and highways in an area present the first impression of the quality of life. To the industrialist, the availability of adequate utilities is often a great influence on locational decisions.

Housing conditions in Morgan County improved between 1960 and 1970, but they are still among the worst conditions in East Tennessee.[94] Between 1960 and 1970 the number of housing units increased by about 10 percent, while the size of the average family in Morgan County

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[93]ETDD, Human Resources, p. 5.

[94]UT Education, pp. 14-15.

declined from 3.9 to 3.2.[95] The increase in number of housing units for all ETDD was 19.7 percent, with the average family size in 1970 at 3.1 persons. The greatest improvement was in the number of housing units with complete plumbing, which increased 24.8 percent. In 1960 only 35.8 percent of the total housing units in Morgan County had complete plumbing, while in 1970 60.6 percent of the total housing units had complete plumbing.[96] However, in 1970 the ETDD average was considerably higher, with 82.7 percent of all housing units having complete plumbing.

Crowding, measured by 1.51 or more persons per room, declined somewhat from 20.4 percent to 13.8 percent between 1960 and 1970.[97] This figure is relatively high; only 8.9 percent of the total ETDD occupied housing units were found to be crowded.

Data on the value of owner occupied units indicate that most Morgan County residents live in fairly low cost housing. In 1970, 76.7 percent of the population lived in units valued under $10,000 with more than half of that percentage living in housing units valued at less than $5,000.[98] In the Sunbright Division where Rugby is

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[95]ETDD, SESR I, p. A11.

[96]Ibid., pp. A11-A12.

[97]Ibid.

[98]UT Education, pp. 14-15.

located, over 80 percent of the residents lived in housing valued at less than $10,000, and no residents lived in housing valued over $25,000.

Forty units of low-income housing have been completed in Wartburg and are now occupied. The town of Oakdale also apparently has plans for low-income housing in the community. One other method of assisting Morgan County residents to afford decent, safe and sanitary housing is Farmers Home Administration (FHA) loans to rural residents. These loans are available at comparatively low rates to finance new housing units and to repair older ones.[99]

Housing and building codes are often important for maintenance and improvement of the quality of structures in an area, including housing units. ETDD encourages the adoption of codes, especially since they are not difficult to adopt. There are a number of reasons listed for favoring the adoption of codes in the 1970 Housing and Building Code Study.

> In the interest of community health and safety, and increasing the standard housing supply, building and housing codes can and should be adopted and enforced by all East Tennessee cities. All cities have specific powers to enact and to enforce ordinances relating to building and their construction standards, maintenance, extension and facilities.[100]

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[99]Morgan County Planning Commission, p. 115.

[100]East Tennessee Development District, Housing and Building Code Study (Knoxville: ETDD, 1970), p. ii (hereafter cited as ETDD, Code Study).

Unfortunately, only cities can adopt codes in Tennessee; counties are not allowed to adopt them. Many Tennessee communities have, however, voluntarily adopted one or more codes.[101]

The two incorporated communities in Morgan County, Oakdale and Wartburg, have each adopted one code. Oakdale does not have any inspectors to enforce the American Insurance Association Fire Code which it has adopted, but Wartburg has one part-time inspector to enforce the Southern Electric Code.

Another means of improving the general condition of new housing is through the adoption of appropriate subdivision regulations. ETDD has strongly recommended that the Morgan County Planning Commission adopt such regulations, but the commission is currently inactive. Any action will probably be precipitated only as a result of a crisis situation developing from unsupervised subdivision construction.

Good roads are another important ingredient in the development of a county. In 1971 ETDD published a Major Road Plan which identified two growth areas in Morgan County, Wartburg (as a general growth area) and Rugby (as a recreational development area).[102] The importance of

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[101] Ibid., p. iv.

[102] East Tennessee Development District, Major Road Plan (Knoxville: ETDD, 1971), pp. 21-22 (hereafter cited as ETDD, Major Road Plan).

well built, adequate capacity roads and highways to the growth and development of an area cannot be underestimated. Goals have been set by ETDD for the development of a transportation network throughout the region.

> The major road plan for the East Tennessee Development District must be based primarily on the provision of adequate connections between each of these growth areas and recreation areas as well as providing for through traffic and traffic between generators in the East Tennessee Development District and in adjoining regions.[103]

The roads in Morgan County are divided into three major groups: Federal Aid Primary (FAP), US 27; Federal Aid Secondary (FAS), e.g., Tennessee 62; and State Secondary, d.g., Tennessee 29A. US 27 is considered a principal arterial, with the remainder of the numbered routes in Morgan County either minor arterials or major collectors. US 27 is considered inadequate at present and needs to be four-laned. Improvements to several stretches of US 72 in Morgan County are considered first priority projects, but reconstruction of Tennessee 52, which passes through Rugby, is considered only a third priority budget item, even though it is rated in poor condition.[104]

Public transportation in Morgan County is considered inadequate. In 1975 a substantial portion of Wartburg's

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[103] Ibid., p. 22.

[104] Ibid., pp. 16 ff, 32-33, 35.

revenue sharing money was spent on public transportation, so there is apparently interest in improving service. Greyhound Bus Lines serve a portion of Morgan County with daily service to Wartburg, Sunbright and several smaller towns.

In 1970 ETDD reported that there were 30 public water systems, 33 utility districts, three privately owned water companies, and 30 wastewater systems in the region, mainly located in or near the major metropolitan areas.[105] Wartburg, Sunbright, Oakdale, Coalfield and nearby areas are served by three utility districts--Cumberland, Plateau, and Wolfe Branch. Only Wartburg has a wastewater system, which just recently began operation. Wastewater systems feasibility studies have been completed for Sunbright, Petros, Coalfield, and Oakdale; these studies indicate that public systems are not feasible in these areas in the foreseeable future.[106] The feasibility of serving Rugby with a wastewater system has also been studied. It has been suggested that either Rugby try to link up with a wastewater system for the proposed Big South Fork National River and Recreation Area (which will be further discussed later in this chapter), or else attempt to obtain a line from the Scott County based

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[105]ETDD, Alternatives, p. 58.

[106]Morgan County Planning Commission, p. 138.

Robbins Utility District. The Robbins Utility District already has plans to serve nearby Elgin on US 27. It is possible that some costs of extending service to Rugby could, because of its historical value, be shared by the State or Federal government.[107] Adequate provision for wastewater disposal and treatment should be assured before there are large increases in tourism in the Rugby area to avoid serious problems, including contaminated drinking water, and to provide needed services, including public restroom facilities.

Drinking water is supplied to most Morgan County residents by wells, since surface water sources are unreliable as stream levels fluctuate considerably on a seasonal basis. According to Robert Freeman of ETDD, one of the greatest deterents to development in Morgan County is the lack of an adequate year-round supply of water.[108] Residential usage in the area is relatively low, but developing industries require substantial amounts of water. There is some indication that the limiting of the water supply in certain areas might be used as a tool to control development.

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[107]Interview with Robert Freeman, East Tennessee Development District, Knoxville, Tennessee, 20 September 1975.

[108]Morgan County Planning Commission, p. 152.

Economic

Morgan County has a limited supply of land for either agricultural or industrial development, mostly as a result of the topography. ETDD ranks Morgan County last in predicted growth (to the year 2000) of manufacturing, trades and services.[109] Morgan County's economy is at what economists term the primary stage, where extractive industries such as agriculture or forestry provide the main income. Mining, also an extractive industry, has some potential for development, especially coal mining. The easiest and cheapest method of extracting coal is, unfortunately, strip mining. Reclamation costs incurred as a result of recent Federal laws may make expansion of the coal mining industry in Morgan County infeasible.

In the past decade several industries have been persuaded to locate in Morgan County. Usually these industries are fairly small and their failure rate is quite high, as in other somewhat isolated Tennessee counties. A few, such as the Blue Hole Canoe Company at Sunbright, are well suited for such areas and even are able to expand in modest stages. Perhaps the development of an industrial park could solve many of the existing problems associated with attracting industry to Morgan County. Home industries, such as the production of

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[109]ETDD, Alternatives, p. 43.

handmade crafts are neither visible or numerous enough at present to have a noticeable impact, but the potential certainly exists.

Crafts are a rapidly growing home industry in the ETDD region. Now produced in small quantities by relatively few professional craftspersons, the potential exists for a significant contribution to the income of skilled Morgan County residents. The East Tennessee Crafts Council believes that crafts have been somewhat neglected, although "these activities are the easiest to promote and offer the greatest return per dollar invested."[110]

Morgan County's greatest potential, however, lies in the development of recreation. Besides a number of lovely streams and rivers, accented by waterfalls and gorges, there are many caves and interesting rock formations. Half of the Catoosa Wildlife Management Area is located in southwestern Morgan County with Frozen Head State Park in the east and Rugby in the north. Congress is currently considering adding the Obed River to its protected group of scenic rivers. While this legislation is supported by United States Representative Marilyn Lloyd, whose district includes Morgan County, there is some

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[110]East Tennessee Crafts Council, "A Crafts Development Proposal to the East Tennessee Development District." (Mimeographed.)

opposition from certain segments of the community. It cannot be predicted at this point whether or not the proposed legislation will be approved.

In Morgan County there are opportunities for white-water recreation, fishing, hunting, nature study and historical tours. A Morgan County Golf and Country Club has been proposed, along with a series of community parks to supplement the existing facilities. Plans for Morgan County show that Rugby, as well as several other Morgan County communities, is recommended as a location for a community center, post office, and library (or bookmobile stop).[111] In addition, Morgan County planners recognize the value of Rugby as an historic site, although many residents are quick to point out that there are a number of other historic sites of local interest in the county. Recreation resources are considered to be of such importance that Part III of the Morgan County Comprehensive Plan states

> It is essential that measures (zoning, easements, sign control, strip mine control) be taken to assure the use of these areas for recreation and tourism purpose in the future. It is not necessary to stop uses such as forestry and mining, but only to control these operations to the extent necessary to preserve the attractiveness of the county.[112]

An increase in tourism resulting from well advertised,

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[111]Morgan County Planning Commission, p. 127.

[112]Ibid., p. 109.

improved and expanded recreational opportunities and facilities should result in an increase in service industries in Morgan County as it has elsewhere in ETDD. The spin-off effects of increased tourism will hopefully provide a broader tax base for providing government services and facilities. Morgan County government relies heavily on income from the property tax and, although Morgan County residents are taxed quite heavily relative to their income, not enough funds are generated.[113]

An even clearer picture of the situation in Morgan County emerges when personal income figures are examined. In 1969 the average family in Morgan County was $5,365 per year, which was $2,382 below the Tennessee average.[114] In 1970 27.3 percent of all Morgan County families had incomes below the poverty level, and over one-third of the families in the Sunbright Division, which includes Rugby, were below the poverty level. These figures represent an improvement, after accounting for the effects of inflation, in income levels for Morgan County residents. It will be a very large and challenging task for Morgan County leaders to promote the development of Morgan County leaders to promote the development of Morgan County and

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[113]Karen S. Johnson and Paul R. Lowry, Overall Economic Development Program for the East Tennessee Economic Development District (Knoxville: ETEDD, 1968), pp. 182-183.

[114]UT Education, p. 26.

the improvement of its citizens, while maintaining those physical features and that life style which they value most.

IV. RUGBY

The picturesque town of Rugby, Tennessee is located in a somewhat isolated section of Morgan County on Tennessee 52 very close to the borders of two other counties, Scott and Fentress. Rugby is unincorporated so it does not have definite boundaries. A portion of the area was designated in 1972 as a National Historic Site and is on the National Register of Historic Places. For the purposes of this report, however, somewhat different boundaries have been assigned to the general area; these boundaries and the reasons for their assignment will be explained in Chapter IV. Plans for the original Rugby settlement encompassed quite a large area, 400,000 acres, but it did not reach nearly that size. Today the colony's artifacts are located within walking distance of each other. The Rugby Post Office, located at Brooks' store, serves approximately 80 persons in 30 housing units with access to Tennessee 52.

The town of Rugby was founded in 1880

> . . . by Thomas Hughes, English author of Tom Brown's Schooldays; educator, Member of Parliament; judge, Queen's Counsel; a founder of the

Co-operative and Christian Socialist Movement; founder of the London Working Men's College and the Chicago Public Library.[115]

Hughes hoped that the younger sons of the English gentry, which he felt were forced to be idle by their social status, would be able to work freely at any trade they chose in America. A site in the Cumberland Mountains was chosen for a number of reasons, including an interest in fostering better relations between the North and South. Although many young English men and women, including a number of wealthy social outcasts, did come to visit or settle in Rugby, none of them showed much inclination to work. Quite a few of the colonists received remittances from their families in England which enabled them to live a life of ease instead of industry.

Unresolved disputes over unclear land titles, an outbreak of typhoid fever which killed 17 colonists in the summer of 1881, financial difficulties of the colony's sponsors, and poor management of the Board of Aid to Land Ownership, plus the unsuitability of the colonists for the constant manual labor needed for survival in a virtual wilderness, all contributed to the short life (approximately five years) of Hughes' American experiment.[116] Today only

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[115]Rugby Restoration Association, "Facts about Rugby, Tennessee," pamphlet.

[116]Shirley Faye Cross, "The History, Development and Results of the Rugby Settlement as a Phase of the English Course at Oneida High School," M.S. thesis, The University of Tennessee, 1956, pp. 89-114.

17 of the approximately 80 original buildings remain: Kingstone Lisle, Hughes Public Library, Christ Church, Walton Court, Roslyn, Ingleside, Newbury House, The Lindens, Adena Cottage, Board of Aid to Land Ownership office building, Cooperative Store, Martin Roost, Oak Lodge, Pioneer Cottage, Uffington House, Ruralia, Twin Oaks, and the Wren's Nest. The colorful names of these buildings, many of them private residences, are matched by the charm of their Victorian architecture. Tourists may visit six of the structures on a regularly scheduled tour, and additional homes are sometimes opened to the public during twice yearly pilgrimages. Other features of interest in Rugby include the Tabard Inn site, Laurel Dale Cemetery where the typhoid victims and Hughes' mother are buried, the path to the Gentlemen's Swimming Hole which is also a bridle trail, the town common and pump site, and a school building dating from 1907 which replaced the Arnold School building. Figure 1 is a map indicating the location of structures of interest in Rugby, while Rugby's location in relation to other Morgan County and ETDD communities is indicated on Figure 2.

Today Rugby is ringed by a wide band of commercial forests. At one time the trees bordering on Rugby itself were threatened, but the logging company was persuaded that the appearance of the area would be irreparably

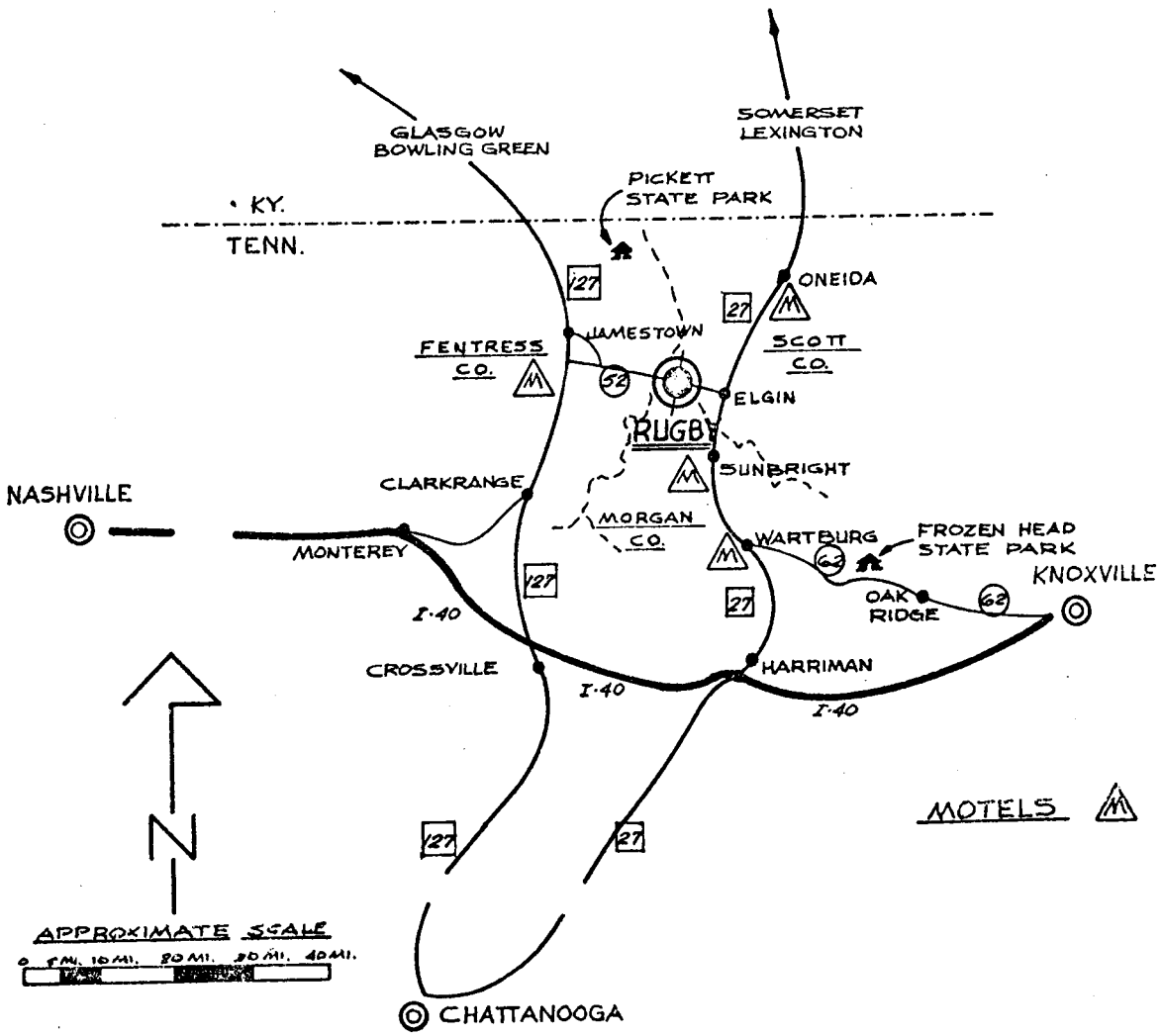


Figure 1. Relationship to Rugby to selected cities.

Source: Rugby Restoration Association.

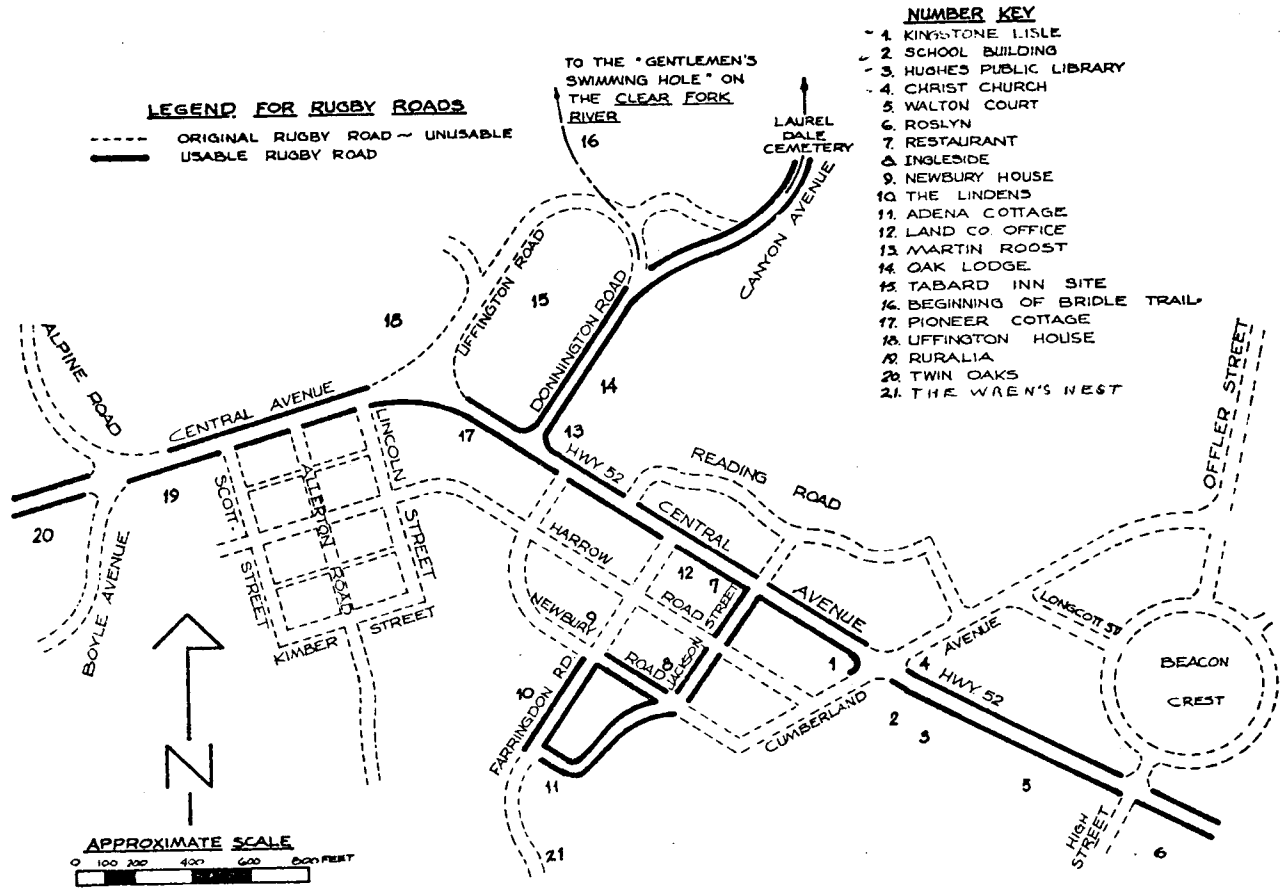


Figure 2. Outstanding Rugby landmarks, 1975.

Source: Rugby Restoration Association.

damaged, so they agreed to leave a stand of trees surrounding the area. In 1974 the Riley Oil Production Company promised the Rugby Restoration Association a 100-acre green belt around the historic district to assure protection of the appearance of the area.

Several mining concerns also have an interest in the Rugby area's gas and oil resources. Several free flowing gas and oil wells are already in operation. As discussed in Chapter II, Rugby is protected by the Rugby Historic Preservation Act (Appendix B). While this legislation provides the preservationists with a tool to prevent incompatible structures in Rugby, it does not protect against the operation of possibly unsightly extractive industries.

Further protection for the Rugby area will result from new legislation creating the Big South Fork National River and Recreation Area (BSFNR&RA). This development will border on two sides of Rugby, assuring a green belt and complimentary land uses.[117] Another bonus for Rugby will be the increased number of visitors to the area. The writers of the act recognized the importance of Rugby and included a provision which states that

> Development within the area adjacent to Rugby, Tennessee, shall be designed toward preserving and enhancing the historical integrity of the

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[117]Rugbeian, Summer 1974, p. 1.

> community and any historical sites within the National Area.[118]

The park is being designed by the Corps of Engineers, but it will be administered by the National Park Service, which has had a great deal of experience in administering historic properties. It is expected that some park facilities may be located near Rugby. Careful planning of these facilities in conjunction with the Rugby preservation project may result in a cost savings for both.

The Rugby Restoration Association

In October 1973, the latest date for which complete figures are available, the Rugby Restoration Association (RRA) had 322 members. Almost all of these members were private individuals, with several organizations such as The University of Tennessee Library also represented. Members resided in 22 different states, the District of Columbia, and England. Only eight members listed Rugby as their primary residence, with an additional 13 listing it as their secondary residence.

The Rugby Restoration Association was founded in 1966 by Brian Stagg, who has been the RRA's executive director since that time. A number of RRA members have

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[118]Big South Fork National River and Recreation Area Act, U.S. Code, vol. 4, sec. 460 (1974).

served as president during the past nine years. While the executive director is responsible for the staff, which has recently included several administrative assistants and clerical help, the president is elected yearly by the RRA members to preside at meetings, to act as a public relations agent, and to clarify staff recommendations to the membership.[119] In 1974 the RRA was reorganized to enable a more efficient exchange of ideas and clearly delineate responsibilities. Figure 3 graphically illustrates the relationships within the Rugby Restoration Association.

Staff positions in the past year have been funded by several Federal sources, including the Comprehensive Employment Training Act (CETA). The staff is presently seeking grants to fund other staff positions and other facets of the Rugby work, such as renovation and reconstruction of buildings.

RRA activities are not limited to promoting the physical aspects of preservation. According to "A First Statement of Goals and Objectives," the RRA is also committed to collecting, displaying, and preserving the records of the colony and colonists as a memorial to

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[119]Interview with Brian Stagg, Rugby Restoration Association, Knoxville, Tennessee, 14 April 1975.

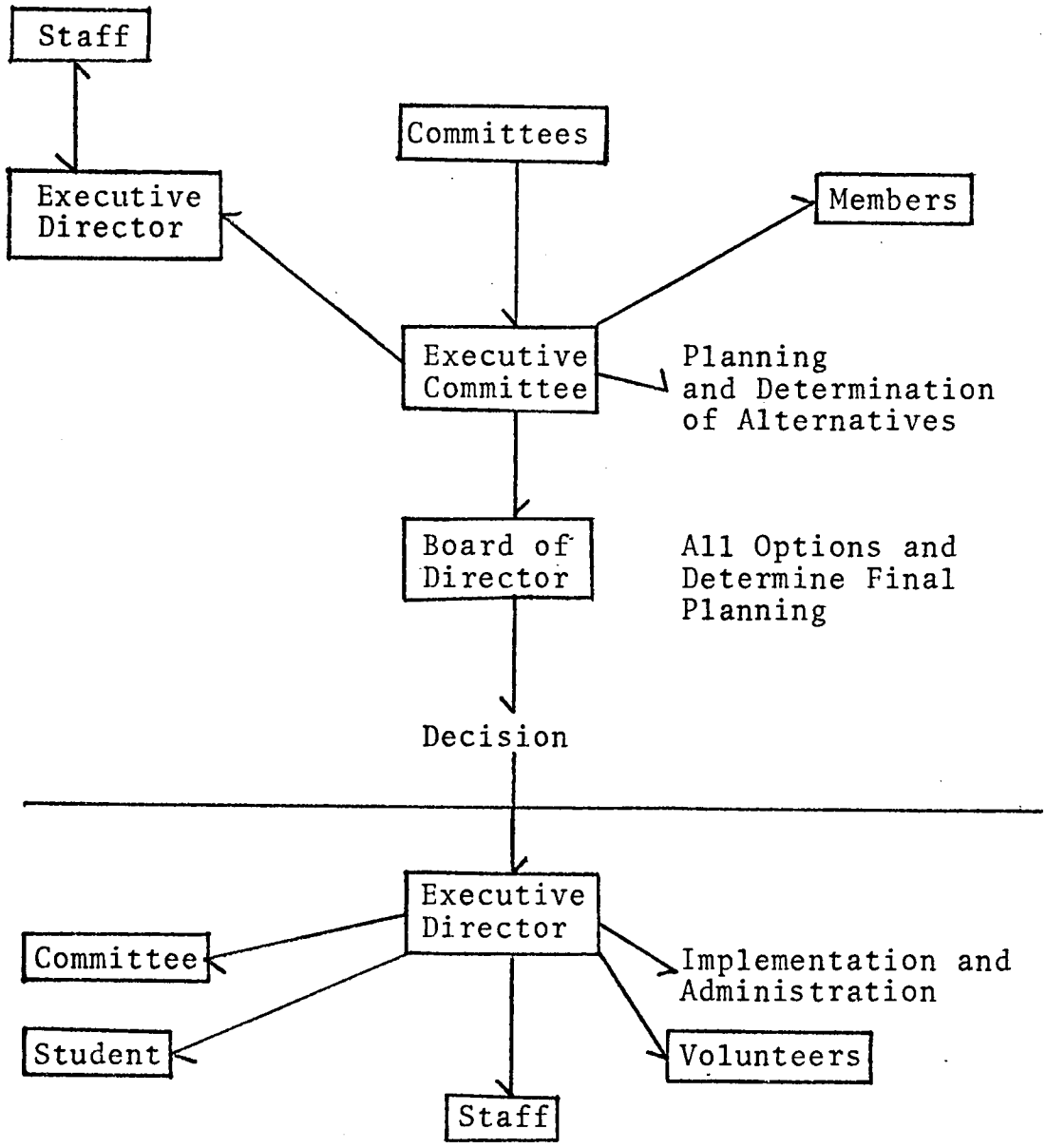


Figure 3. Rugby Restoration Association.

Source: Brian Stagg, Executive Director, Rugby Restoration Association, Rugby, Tennessee (personal communication, 14 April, 1975).

Thomas Hughes.[120] Community involvement in the project development and cooperative enterprise are also to be encouraged. Another goal is the fostering of education and art in a living community which incorporates adaptive uses for original and reconstructed buildings with a few museum-type original structures. The RRA realizes also that adequate utilities, including water and sewer lines, are necessary for sound development. A copy of the RRA's goal and objectives is included as Appendix C.

The RRA has already begun several community oriented projects. A building has been provided at no cost to the Rugby Craft Cooperative, which the RRA staff helped organize, along with the services of one of the administrative assistants.[121] The RRA has fostered the independence of small businesses in the area by encouraging participation in bookkeeping workshops by the Mountain Management Institute. In addition, the RRA sponsors a summer music and crafts festival, which attracts participants from a large geographic area. The RRA is also attempting to develop crafts in the area by providing local persons interested in crafts with the opportunity

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[120]Rugby Restoration Association, "A First Statement of Goals and Objectives," Rugby, September 1974.

[121]Interview with Brian Stagg.

to receive the training necessary to produce quality goods.[122]

The RRA has taken the initiative in establishing a local lending library. Books have been solicited from various organizations and are now being catalogued. The site for a new library building has already been selected. In the meantime, the books are housed in the same building as the craft cooperative. Plans for the future in Rugby include a number of other community oriented projects.

A Plan for Rugby

In the fall of 1974 a group of nine architecture students from The University of Tennessee, under the guidance of ETDD Executive Director John Anderson, prepared A Study of Rugby. This document outlines major proposals for the development of Rugby in three phases, over a total of from 12 to 20 years. Although modifications to this plan are expected as discussions of its proposals are held and new research, including this report, is generated, Brian Stagg and the other RRA staff members accept the general framework of the plan as developed by the

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[122]Letter from George Anne Egerton, Rugby Restoration Association Administrative Assistant, to Rick Carey, Rugby, n.d., Files of the Rugby Restoration Association, Rugby, Tennessee.

architecture students.[123] Copies of the complete study are available from the RRA.

Preliminary work for a long-term development plan for Rugby was generated by the Technical Assistance Division of the Tennessee Valley Authority's Recreation Resources Branch. Architect Ted Martin was assigned by Supervisor David Cagle to work in Rugby after Cable received a request for planning assistance from Brian Stagg.[124] TVA began to sketch proposed general land uses in the Rugby area and relocation of Tennessee 52. The architects attempted to balance the proposed growth of Rugby with the development of Big South Fork project. When ETDD and The University of Tennessee became interested in the Rugby project, TVA realized that the other organizations had more resources to devote to the project at that particular time, so they turned over the project to the students.[125]

As already noted, the plan for Rugby's development as an historic preservation project has three phases.

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[123]Interview with Brian Stagg, Rugby Restoration Association, Rugby, Tennessee, 1 July 1975.

[124]Interview with David Cagle, Tennessee Valley Authority, Knoxville, Tennessee, 12 June 1975.

[125]It is unfortunate, however, that TVA was allowed to drop completely out of the picture, since they did have an expressed interest in the Rugby project and the ability to provide continuing coordination of technical assistance.

In general, provision is made in these stages for separate zones of historic, historic commercial, single and multi-family housing, industrial, and agricultural land uses. Phase I includes the relocation of Tennessee 52, reconstruction of all of the original Rugby roads (many of which are now impassable), improvement and extension of the existing hiking trail to the Gentlemen's Swimming Hole along the Clear Fork River, construction of a circulation loop for pedestrians, reconstruction of eight of the original Rugby buildings, and development of a small residential area near the relocated Tennessee 52 and bordering on White Oak Creek.[126] During Phase I "reconstruction of the ball and game fields, and drainage improvement to restore the original street profile of Central Avenue" are also planned.[127] The time period proposed for accomplishing these developments is one to three years. A portion of the development of a crafts commercial area set in Phase I has already been accomplished with the opening of the Rugby Craft Cooperative's store on Central Avenue, which is Tennessee 52.

Phase II projects, to be completed within a four to seven year period, include further extension of Phase I

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[126]The University of Tennessee School of Architecture, A Study of Rugby, Rugby Planning Report, No. 2 (Rugby: Rugby Restoration Press, 1975), p. 29.

[127]Ibid., p. 11.

projects such as the hiking trails, internal pedestrian circulation loop, and reconstruction of several more original buildings.[128] Other Phase II projects are:

> reconstruction of the Tabard Inn, reconstruction of the stables, completion of the . . . horse trails, restoration of Glen Ray as a visitor center, construction of adjoining peripheral parking, construction of the BSFNR&RA camping and maintenance in Horseshoe Bend, the visitor service center, the furniture factory, the Victorian studies center and crafts center, the grist mill on the Clear Fork River, . . . the first of the second homes areas and lodge between the old and new highways, the restoration of Central Avenue, and clearing the vista to the river from the Tabard Inn.[129]

The seven to 10 years required for Phase III will allow for

> initial development of the second area of vacation homes, and completion of the restoration of all structures in existence in 1887, construction of an amphitheater, the pioneer village in Horseshoe Bend, and the conference center.[130]

During Phase III the network of hiking and horse trails will also be completed.

Successful implementation of such a large project in what has been a relatively isolated area is based upon projected increases in visitation to the area after completion of the Big South Fork National River and Recreation Area project. While about 6,000 visitors annually is

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[128] Ibid., p. 31.

[129] Ibid., pp. 11-12.

[130] Ibid., p. 12.

average for Rugby at present, it is estimated that approximately 150,000 middle and high income visitors will be attracted to Rugby within five years after the development of the Big South Fork.[131] With this type of itinerant population and a larger permanent population to serve the visitors, substantial investment in adequate water and wastewater facilities can easily be justified along with the other proposed projects. In addition, other outdoor utilities, such as street lights, and restroom facilities will also be necessary. Of course, any improvements to the streets should be coordinated with the placement of utility lines (telephone and electric) underground.

The Rugby restoration plan has already been fairly well publicized by Morgan County newspapers, Knoxville newspapers and a Knoxville television station. Reactions from the media have been quite favorable. Channel 6, WATE-TV in Knoxville, reporter Sam Brown applauded the protection and enhancement planned for the "priceless remnants of the past" in Rugby.[132] Willard Yarbrough reported in the Knoxville News-Sentinel that "Rugby and Jonesboro are recognized as Tennessee's foremost historic places," and gave a very complete account of the

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[131] Ibid., p. 8.

[132] WATE, "Six O'Clock News," 10 June 1975.

restoration plans.[133] The Knoxville Journal summarized preservation plans, the work of the Rugby Restoration Association, and included photographs and descriptions of important Rugby buildings and residents in a full page article.[134] Both major Knoxville newspapers have a wide circulation area throughout the ETDD region, and many Morgan County residents also subscribe to one of the two county weeklies which follow activities in Rugby very closely.

The need for the various projects outlined in this chapter will be discussed in Chapter V, which is an analysis of the questionnaire administered to Morgan County leaders. The methodology for arriving at the data on which the analysis in Chapter V is based will be detailed in Chapter IV. It should be noted that the scope of the analysis is restricted to local community (Morgan County) needs. As a result, some projects mentioned in this chapter, such as the Victorian studies center, will not be evaluated since they are intended to attract participants from all areas of the United States and foreign countries. Evaluation of such projects should be based on a sample of a very large geographic area and is left to the talents of a future researcher.

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[133]Willard Yarbrough, "Rugby Restoration Plans Outlined," Knoxville News-Sentinel, 19 January 1975, p. 2.

[134]"Historic Rugby to be Restored," Knoxville Journal, 1 July 1975, sec. B., p. 6.

CHAPTER IV

METHODOLOGY

I. DESIGN OF THE STUDY

Several basic methods of investigation were utilized in the research of this report. First, a review of the literature on historic preservation and historic planning illustrated the scope of past and present historic preservation efforts in the United States. Second, a review of the literature presenting quantitative data on the East Tennessee Development District, Morgan County and Rugby defined needs and outlined the plans of the community. Third, the data on needs was supplemented by a series of intervie s with experts on Morgan County and Rugby. This information suggested questions to be asked of Morgan County leaders and Rugby residents. Fourth, these questions, along with several questions about the respondent, were combined into a questionnaire. The responses from the questionnaire provided data for analysis by the researcher. Questionnaires were administered by mail to the community leaders and in interviews with Rugby residents. As will be discussed in Chapter VI, the results of the questionnaire were used to evaluate the plan for Rugby, which was outlined in Chapter III. The conclusions presented in Chapter VI are based on all of the material presented in this report.

II. THE SURVEY QUESTIONNAIRE

As noted in Chapter I, the questionnaire designed for this study was designed for a very specific purpose: to discover how the people of Morgan County perceive the problems of their area. Morgan County was selected as the community because it is the closest and only level of local government for the people of Rugby and, therefore, the Rugby Restoration Association. Counties are very strong units of government in Tennessee, with the ability to impose subdivision regulations, enact zoning, and control other important development activities through such devices as the issuance of bonds. County officials have a great deal of influence over the small, unincorporated communities under their jurisdiction.

Community leaders were asked to evaluate the problems of Morgan County because it was hypothesized that the leaders had the best grasp of the problems and issues involved, especially on a county-wide, community-wide basis. They are also part of the culture of the community and are, therefore, assumed to be capable of evaluating what improvements in the quality of life are desired and will be accepted by the community as a whole. This is pertinent to the development of Rugby, or any historic preservation project, since it is also hypothesized that the more acceptable a change is to the people of the local community, the

more successful it will be. Ninety community leaders were asked to participate in the study. Of those, 36 or 40.0 percent responded. A random sample of the entire community (Morgan County), which would have also been useful, was precluded by the lack of published information on county residents (e.g., city directories), time and money.

The hypothesis that community leaders are the appropriate ones to evaluate the problems and needs of their community is not a new one. In a 1974 study, The Development of Rural America, J. Carroll Bottum states that

> A basic premise in community development is that only the people of a community may determine what should be its goals after they have been made aware of the problems and opportunities of their community. The value judgements are rendered by community leaders, not by the technicians who carry out the development projects or by educators who may be helping the community in its decision making.[135]

Notice that Bottum connects the setting of goals with the realization of problems. The general technique suggested by Bottum has been followed in this study.

As an extra assurance that community leaders could represent the feelings of community residents accurately,

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[135]J. Carroll Bottum, "The Philosophy and Process of Community Development," The Development of Rural America, ed. George Brinkman (Lawrence: The University Press of Kansas, 1974), p. 5.

Rugby residents were interviewed. Of the 30 housing units in Rugby, responses to one or more questions were received from 17 residents. Results of both surveys are reported in depth in Chapter V.

III. QUESTIONNAIRE DESIGN

For a need to exist, it is assumed that a problem must exist. While there is some question that people are always able to accurately identify needs, because some of them may be what is termed "unfelt" needs, the presence or absence of a problem is a relatively simple concept that is easily grasped by someone of average intelligence.[136] Since the median years of education in Morgan County is less than nine years, simplification of the questionnaire was a conscious objective.

After an extensive review of the literature on ETDD and Morgan County, as discussed in Chapter III, major problems were selected. An attempt was made to include the most important problems in a wide range of substantive areas: housing, education, health services, employment, recreation, consumer issues, community services, environment, and finance. A miscellaneous category was also included to ask about outmigration, non-resident ownership of land, degree of satisfaction with local government, and

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[136]Desmond M. Connor, Diagnosing Community Problems (Ottawa: Development Press, 1968), p. 12.

county-wide planning. Several open-ended questions allowed respondents to express opinions about the questionnaire, Rugby, and the Rugby Restoration Association, as well as point out any problems not covered by the questionnaire which they felt were important.

After a preliminary questionnaire was formulated, it was reviewed by a number of experts on ETDD, Morgan County, historic preservation, and questionnaire design. The comments of these critics produced several revisions in the questionnaire which were incorporated in the final instrument, which is Appendix D.

To enable the respondents to evaluate the degree of severity of the suggested problems, an ordinal scale of one to five was constructed. The lowest rating (one) indicated that the respondent felt that the suggested problem was not a problem at all in his or her view. The highest rating (five) indicated that the problem was very serious. The respondent was allowed to assign his or her own meaning to the intervening numbers (two, three and four).

To advertise the questionnaire and, hopefully, to legitimize it in the mind of any selected participants who were reluctant to respond, an article was written for the Morgan County News. The News is the oldest newspaper in the county and has the widest circulation. The article, directed towards the community leaders, appeared in the

17 July 1975 edition to emphasize that those asked to participate were considered outstanding community leaders. It also discussed the purpose of the questionnaire, its relationship to the total study, and what use would be made of the results, which were to be confidential. The qualifications of the researcher were also briefly reviewed. Those asked to respond to the questionnaire were able to read about it in the newspaper on the same day they received the questionnaire in the mail.

When Rugby residents were administered the questionnaire, they were asked one additional question: "How many months of the year do you reside in Rugby?" This question was asked so that the responses of year-round Rugby residents could be separated from those of part-time or summer residents.

Selection of Leaders

To get a feel for the community, an amount of time was initially spent reading the Morgan County News, noting problems and collection the names of people mentioned fairly often on the front page. This method, however, produced such a long list of candidates for questionnaire participants, without any assurance that they were the most important and/or influential community leaders, that it was discontinued. The list was retained to be utilized later.

The method that was finally adopted for selecting participants resolved the question of whom to ask to participate in the study relatively easily. It was decided that the most outstanding leaders from all different facets of community life should be included: elected and appointed officials, industry, social and community services, utilities, education, religion, business, agriculture, health, and the environment. Other prominent influentials, as defined by experts on Morgan County, were also asked to participate. Details of the selection of the leaders are included in this section. Table I summarizes the types of community leaders requested to participate in the study; often, a leader was represented in more than one category (e.g., an outstanding leader in business could also be a local government official).

The rationale for questioning the leaders of Morgan County was based on their role as representatives of the people. Therefore, the first to be included in the list of community leaders were all elected officials in Morgan County. Foremost among these were the Congressional and state representatives, the county judge and the members of the county court. Also included were elected officials of the two incorporated towns, Oakdale and Wartburg. The holders of major appointed offices

TABLE I

TYPES OF COMMUNITY LEADERS REQUESTED TO PARTICIPATE IN THE STUDY N=90

Type of Representation	N	Percent of Total N Asked to Participate in the Study
Agriculture	4	4.4
Business and Industry	7	7.8
Community Services	4	4.4
County-wide Organizations	1	1.1
Educators	12	13.3
Environment	1	1.1
Health Services	4	4.4
Influentials	19	21.1
Ministers	5	5.6
Public Highways and Utilities	3	3.3
State and Local Government Officials	49	54.4

were also included, to make a total of 47 major elected and appointed officials.

A recent study by Dr. Thomas K. Ryan and Dr. Martin D. Ryan, Power and Influence in a Rural Community, was the basis for adding several more names to the list of Morgan County leaders. Utilizing the Bonjean Two-Step Approach (which identifies leaders by measuring legitimacy, scope of influence and consensus), the Ryans were able to identify five elite influentials and 12 moderate influentials in Morgan County.[137] After excluding one who had died and another who had moved out of the county, the remaining 15 were added to the list of Morgan County leaders. Dr. Thomas Ryan was also able to suggest the names of several other individuals in Morgan County who could be identified as community leaders.[138]

Since schools are often the focus of a great deal of community life in rural areas, the nine principals of the public schools in Morgan County were added to the list of community leaders, along with the chairperson of the Board of Education and the superintendent of the Morgan

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[137]Thomas K. Ryan and Martin D. Ryan, Power and Influence in a Rural Community, College of Education Monograph Series, No. 5 (Knoxville: Bureau of Educational Research and Service, n.d.), pp. 15-18.

[138]Interview with Dr. Thomas K. Ryan, The University of Tennessee College of Education, Knoxville, Tennessee, 14 July 1975.

County schools. Religion is also an important influence on community life in Morgan County. Although the statistics on formal church membership in Morgan County indicate that less than 50 percent of the adult population claim membership in a formal religious group,[139] Reverend Butziger of Deer Lodge believes that the influence of religion in Morgan County, as in many other rural communities, is quite pervasive.[140] According to Reverend Butziger, who is identified as an active and respected community leader in his own right, churches are the most respected volunteer organizations in Morgan County because they have a solid record of accomplishments.[141] There are so many churches in Morgan County that it was impossible to include the ministers of all of them, so Reverend Butziger was asked to identify as many ministers as he wished that he felt could be classified as community leaders. The three persons he named were added to the growing list of participants.

Finally, an attempt was made to include leaders in the fields of industry,, business, agriculture, health, social and community services, and the environment. The

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[139] Ibid.

[140] Interview with Reverend Robert Butziger, Morgan/Scott Project, Deer Lodge, Tennessee, 17 July 1975.

[141] Ibid.

well-known editor of the major newspaper, and the county historian (because of the focus on historic preservation) were also singled out as influential. All four presidents of Morgan County industries were asked to participate, along with the president of the Morgan County Jaycees, and presidents of the two banks in Morgan County. Agricultural representatives included the director of the Morgan County Agricultural Stabilization and Conservation Service and county supervisor of the Farmers Home Administration, plus members of the Farm Bureau Board. Selection of participants representing agricultural interest were made after discussions with the county extension agent.

Representatives of health organizations included the directors of the health agencies in the county, and also the county representative to the East Tennessee Health Planning Council. County-wide leaders in human services were asked to participate, along with leaders of senior citizens groups and the county-wide president of the Home Demonstration Council.

After one final review of the candidate list, 90 persons remained. Early projections had estimated that approximately 100 community leaders and 20 Rugby residents would be asked to participate in the study. A field count of Rugby housing units indicated that there were 30 housing units in the study area.

As a final assurance that no important community leaders were overlooked, question seven on the questionnaire asked "Who are the most important community leaders in Morgan County?" Respondents were asked to name as many community leaders as they liked. Responses from this question produced some additional candidates, but no person who was not already a participant was named by more than two or three persons, so the responses from question seven did not result in any additions to the list of participants.

The Rugby Sample

As mentioned earlier, Rugby has no definite boundaries because it is unincorporated. Before attempting to administer the questionnaire to Rugby residents, some decision had to be made about boundaries. It was decided to question those residents who would be most quickly and most severely affected by the changes proposed in the Rugby historic preservation plan. Therefore, boundaries were assigned primarily on the basis of information about Phase I of the Rugby plan. Fortunately, these boundaries encompassed all those residents in the Rugby area who receive mail through the Rugby Post Office and whose housing units are on or near Tennessee 52, between the Rugby Post Office and the Whiteoak Bridge.

It is fortunate that the area selected for the study

was served by a small post office because it provided a convenient means of communication. The postmistress was able to assist in disseminating information about the study. As the newspaper article was designed to give prior notice and information about the study to the Morgan County leaders, a notice about the study and the upcoming interviews was mailed to Rugby residents a few days before the questionnaire was administered. This notice provided a helpful introduction to the study and generally facilitated the interviews.

Questionnaire Administration

Although the same basic questionnaire was given to both the Morgan County leaders and the Rugby residents, two different types of questionnaire administration, mail and personal interview, were utilized. There were several reasons for this. First of all, to obtain a large enough sample of Morgan County leaders, a method was needed that was efficient in use of time and money. Thus, the written questionnaire with an accompanying cover letter and stamped, addressed mail-back envelope was used for questioning the Morgan County leaders. Code numbers on the return envelopes allowed the researcher to know which respondents returned questionnaires. To provide for the greatest possible communication between the researcher and respondents, adequate space was provided on

the questionnaire for unstructured responses of the type which might develop from an interview. Also, the respondent receiving the questionnaire was urged to call or write the researcher if he or she had any questions. This did occur in one instance, and the researcher conducted a personal interview with the respondent.

It was felt that the written, mailed questionnaire allowed for the participation of a broad spectrum of community leaders in diverse fields, instead of having a limited number of personal interviews with only the most powerful and/or influential Morgan County leaders. Often the duration of power and influence of a single individual is shorter than the duration of a long-term plan. This is especially true in a very politically oriented state like Tennessee, where the political party of the governor has the power to grant quite a few patronage jobs at the county level, and thus wields a great deal of power.

Because of the small number of participants and the relatively small geographic area involved, the researcher decided to conduct personal interviews in Rugby. It was suspected that the Rugby residents might be less familiar with the problems included in the questionnaire, and that it would be best to have interviewers available to answer questions. It was also assumed that the residents might be less well educated as well as less

informed than the Morgan County leaders. Indications are that these assumptions were justified.

Two days were spent interviewing by a two member team in Rugby. Those residents who were not interviewed on the first day received a notice to the effect that all interviews were not completed and that a second set of interviews would be held. All interviews were held between the hours of 9 A.M. and 5 P.M.

On the first day of interviewing, August 12th, the team was composed of the researcher and Judith Stoloff, a trained interviewer who advised the researcher about proper personal interview techniques and helped conduct the first few interviews. Ways of improving the interviews were pointed out by Professor Stoloff in post-interview discussions. Approximately one-third of the personal interviews were completed on the first day. On the second day of interviewing, August 15th, a volunteer accompanied the researcher. The presence and comments of another person other than the researcher seemed to foster good relationship with the persons who were being interviewed.

Those residents who were too busy to be interviewed at the time they were visited were given the option of having the interviewers return or mailing back one of the printed questionnaires. Those respondents who were not home during either of the two visits were mailed

questionnaires in much the same manner as the leaders. Again, an explanatory letter was enclosed along with a stamped, addressed envelope. The participants were requested to complete the questionnaire, call or write the researcher if there were any questions, and mail back the completed questionnaire in the envelope which was provided. Summer residents who could not be contacted in Rugby were mailed questionnaires at their permanent addresses.

At the suggestion of Helen Lourie, secretary-treasurer of the Rugby Restoration Association and a year-round Rugby resident, questionnaires were also sent to several absentee landowners who owned substantial amounts of land in the study area. These landowners did not, however, choose to respond to the questionnaire.

Follow-up Efforts

Although it was stressed that questionnaire responses would be kept confidential in the newspaper article and in the interviews, the researcher learned that some who were asked to participate in the study believed that the staff of the Rugby Restoration Association would have access to the raw data on the original questionnaires. To clear up this misconception and encourage responses from those who had not yet responded, a second newspaper article and a radio spot were written by the researcher.

The radio spot was included in the public affairs program of Morgan County's only radio station, WECO, which broadcasts from Wartburg during the week of August 10th, while the August 14th edition of the Morgan County News carried a second article on the questionnaire. The article requested that those who had not yet returned the questionnaire do so, and stressed their confidentiality, again referring participants to the researcher for answers to any questions that they had.

Specific efforts were made to insure that the opinions of the two most outstanding and influential leaders in Morgan County, the county judge and the leader of the Democratic Party, were recorded. Personal interviews were conducted with these men. At the time of the interviews, both were given a second questionnaire to complete, in case they had not received or had misplaced the first copy.

Mechanics of Questionnaire Analysis

Because there were two different types of administration to fit the particular needs of the study and the sample, there were also two different types of questionnaire analysis. The responses of the leaders were tabulated and analyzed on a computer, while the responses of the Rugby residents were tabulated by hand. There are two types of reporting of the results from the questionnaires in Chapter V, tables of the leaders' responses and

a general discussion of both leaders' and residents' responses.

The leaders' responses were transferred to key-punched data cards and analyzed by the CODEBOOK sub-program of the Statistical Package for the Social Sciences (SPSS). CODEBOOK enabled the researcher to compute tables with simple, one way frequency distributions and supporting descriptive statistics.

Methodological Problems

It perhaps would have been better to administer a different, simpler questionnaire to the Rugby residents than to attempt to administer the same questionnaire to them that was mailed to the community leaders because many Rugby residents had difficulty answering the questionnaire. One of the original purposes behind questioning the Rugby residents was, however, to utilize them as a control group to check on the accuracy of the perceptions of the Morgan County leaders. Although this purpose was not achieved, other information of considerable value to the study was obtained instead.

Other methodological problems included the necessity for focusing on rather narrowly defined problems. The reasons for focusing on problems have already been discussed earlier in this chapter. Interview limitations included the time of day when the questionnaires were

administered and various problems encountered because of the educational level and poor health of some of the Rugby residents.

The one question which should have been included in the questionnaire, and which would have been useful in analyzing the results, was the years of education of the respondents. It is hypothesized that certain differences in attitudes might have been discernible which could be linked to years of eduattion. Perhaps it would have also been helpful to ask all respondents about their length of residence in Morgan County.

It was recognized that the questionnaire was somewhat long. As far as the community leaders were concerned, the rate of response seemed to indicate that the length might not have been a serious problem. However, of the 36 questionnaires that were returned, two were returned too late for analysis.

When it was necessary to analyze the questionnaire, one final problem became apparent. To discuss the questionnaire results, terms had to be assigned to the numbers two, three and four on the scale. Two was termed a minor problem, three a moderate problem, and four a serious problem. These terms will be used in Chapter V.

CHAPTER V

QUESTIONNAIRE ANALYSIS

I. RESPONSES OF MORGAN COUNTY LEADERS AND RUGBY RESIDENTS

Chapter IV outlined the methods of questionnaire analysis for the responses of both the community leaders in Morgan County and Rugby residents. In this section of the report the results of the computer analysis of responses from the leaders will be discussed, along with the responses of Rugby residents.

Of the 90 questionnaires which were sent out to Morgan County (community) leaders, 36 completed questionnaires were returned, for a response rate of 40.0 percent.[142] Seventeen of 30 Rugby residents answered one or more questions from the questionnaire.

Analysis of Survey Respondents

The first seven questions on the questionnaire asked for general information about the respondent's age, sex, income, occupation, and organizational involvement.

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[142]Only 34 of the 36 questionnaires which were returned were analyzed because two of the questionnaires were returned much later than the others, after computer analysis had already been completed. The lapse of time was so great that responses on the last two questionnaires were considered invalid.

Table II presents the responses of community leaders to these questions. All of the community leaders who responded to the questionnaire were 25 years of age or older, while Rugby residents who responded ranged in age from the 15 to 24 years age group to the 65 years or over age group. There is one interesting similarity between the community leaders who responded to the questionnaire and the total population of Morgan County; the 25 to 44 years group in both instances is almost as large as the 45 to 64 years group. There were 16 community leaders (47.1 percent) in the 25 to 44 years age group, and 14 (41.2 percent) in the 45 to 64 years age group. In 1970 22.7 percent of the Morgan County population was in the 25 to 44 years age group, with 20.4 percent in the 45 to 64 years age group.

Of the 90 leaders who received a request to participate in the study, 12 or 13.3 percent were female. Five women or 14.7 percent of the 34 community leaders who responded were female.

In general, community leaders were wealthier than the average Morgan County resident. Only five or 4.6 percent of the leaders had incomes of less than $9,000 per year. Over half (58.8 percent) of the community leaders had incomes ranging from $9,000 to $15,000 per year, and eight community leaders (23.5 percent) had incomes over $15,000.

TABLE II

RESPONSES OF MORGAN COUNTY LEADERS: ANALYSIS OF RESPONDENTS N=34

Characteristic	Number	Percent
Age		
25 to 44 years	16	47.1
45 to 64 years	14	41.2
65 years or older	2	5.9
No answer	2	5.9
		100.0
Sex		
Male	27	79.4
Female	5	14.7
No answer	2	5.9
		100.0
Income		
Less than $3,000	2	5.9
$3,000 to $4,999	1	2.9
$5,000 to $6,999	1	2.9
$7,000 to $8,999	1	2.9
$9,000 to $15,000	20	58.8
Over $15,000	8	23.5
No answer	1	2.9
		100.0
Membership in Rugby Restoration Association		
Yes	1	2.9
No	33	97.1
		100.0
Occupation		
Local government official	5	14.7
State or federal employee	4	11.8
Lawyer or judge	1	2.9
Educator (teacher, principal, superintendent or librarian)	8	23.5
Minister	3	8.8
Businessman or merchant	3	8.8

TABLE II (continued)

Characteristic	Number	Percent
Manufacturer	3	8.8
Farmer	1	2.9
Health service employee	1	2.9
Retired	3	8.8
Not employed	2	5.9
		100.0
Organizational Memberships		
None (or no answer)	2	5.9
One	2	5.9
Two	10	8.8
Three	7	20.6
Four	4	11.8
Five	2	5.9
Six	3	8.8
Seven	1	2.9
Nine	2	5.9
		100.0
Offices Held in Organization(s)		
None (or no answer)	9	26.5
One	10	29.4
Two	7	20.6
Three	4	11.8
Six	1	2.9
Seven	3	8.8
		100.0

Only one of the 34 community leaders responding to the questionnaire had ever been a member of the Rugby Restoration Association. Many of the respondents were, however, involved in one or more community organizations. Thirteen respondents or 38.2 percent identified themselves as belonging to either one or two organizations. Seven respondents (20.6 percent) belonged to three organizations, while four persons (11.8 percent) held membership in four organizations. Of the remaining 29.4 percent, 23.5 percent belonged to five to nine organizations, and two respondents did not identify themselves as belonging to any organization. The great majority of respondents, 74.5 percent, held offices in one or more of the organizations to which they belonged.

Two of the community leaders stated that they were not employed and three stated that they were retired. The remainder, in contrast to the average Morgan County resident, held semi-professional or professional positions. Included in the sample were eight persons in the education field (teacher, vice-principal, principal, superintendent or librarian) making it the largest occupational category at 23.5 percent. The remaining categories contained one to four persons each. Both the number of organizations and categories of employment represented in the sample indicate that responses may be assumed to be from a diverse group of Morgan County leaders.

Of the 17 Rugby residents who participated in the study, 13 were women and four were men. In addition to the questions on age, sex, income and occupation, Rugby residents were asked how many months of the year that they lived in Rugby. Five of the respondents indicated they lived six months or less during the year in Rugby; one indicated that he or she lived six to eight months of the year in Rugby, and the remaining eight stated that Rugby was their residence 12 months of the year.

Rugby residents responding to the questionnaire represented all but the 0 to 14 years age group. As a group, they are apparently poorer than the community leaders, but, also, a larger percentage are retired. Of those who were not retired, five were housewives and three are employees of the Rugby Restoration Association.

In the following sections, responses to questions eight through 45 are grouped according to the same categories utilized for the questionnaire. With one exception (question 36 concerning flooding which was answered by 30 respondents), every question was answered by at least 32 of the 34 community leaders, with 19 of the questions being answered by all of the leaders who responded. This indicated to the researcher that the community leaders were able to understand and judge the problems that were described in the questionnaire without

too much difficulty. Rugby residents, in contrast, were often unable to answer the researcher's questions. A table of responses of the leaders has been prepared for each category of questions; the responses of Rugby residents are not presented in tabular form. There is a general discussion of the feelings of leaders and residents plus comments from Rugby residents. A discussion of questions 46 through 50 includes comments from both the leaders and Rugby residents.

Housing

The first group of questions (eight through 11) concerned the seriousness of problems related to housing conditions, costs and supply. Table III indicates the responses of community leaders to the questions on housing.

Community leaders were most concerned that there was not enough housing people can afford in Morgan County. Half of the respondents rated this problem as very serious, although seven leaders or 20.6 percent rated it as a moderate problem and five other respondents rated it as not a problem, or as only a minor problem. Most Rugby residents who responded to the question thought of the problem of lack of affordable housing as serious or very serious. One resident remarked that there was a terrible shortage of housing that people could afford.

TABLE III

RESPONSES OF MORGAN COUNTY LEADERS: HOUSING

Question Number	Problem	Total N	(1) NOT a Problem		(2) Minor Problem		(3) Moderate Problem		(4) Serious Problem		(5) Very Serious Problem		Mean
			No.	%	No.	%	No.	%	No.	%	No.	%	
8	Poor condition of existing housing	34	0	0.0	5	14.7	17	50.0	7	20.6	5	14.7	3.353
9	Overcrowded housing	32	9	28.1	10	31.3	7	21.9	3	9.4	3	9.4	2.406
10	Not enough housing that people can afford	34	3	8.8	2	5.9	7	20.6	5	14.7	17	50.0	3.912
11	Middle income people can't find new housing	34	1	2.9	4	11.8	6	17.6	10	29.4	13	38.2	3.882

Community leaders were also concerned about middle income persons not being able to find new housing. Over one-third of the leaders (38.2 percent) rated this problem as very serious, with another 10 (29.4 percent) rating it as serious. Rugby residents also generally felt that the problem of middle income persons being unable to find new housing was a serious or very serious problem. One resident remarked that it would be nice to have some new houses in the area, while another noted that land for building houses was available.

The poor condition of existing housing was of some concern to the leaders, with half indicating they felt it was a moderate problem. Conditions of existing housing were regarded as a somewhat more serious problem by Rugby residents, although one resident told the interviewers that those who were too poor would not fix up their houses.

Overcrowded housing was not a serious problem to either Morgan County leaders or Rugby residents. Nine leaders (28.1 percent) believed that overcrowded housing was not a problem in Morgan County, with another 10 (31.3 percent) rating it at two on the scale of five, as a minor problem.

Education

Concern for the problems of education was fairly high among the Morgan County leaders who responded to the

questionnaire, as indicated by Table IV. The need for school consolidation appeared to be the most serious problem related to education, according to leaders. Sixteen of the community leaders or 47.1 percent indicated that they felt the problem was very serious, and another six or 17.6 percent indicated that they felt it was a serious problem. Most Rugby residents were either unaware of or unconcerned about the need for school consolidation.

The lack of good libraries was judged by community leaders to be between a moderate and serious problem, with a mean of 3.412. The general feeling in Rugby was that, while there is a need for a lending library in the area, that need will be fulfilled by the library which the Rugby Restoration Association is assembling.

The lack of convenient vocational education was judged to be a problem by all community leaders who responded to the questionnaire. Quite a few leaders (14 or 41.2 percent), however, felt it was only a minor problem. Ten community leaders (29.4 percent) indicated that it was a very serious problem. Opinions of the Rugby residents were also divided, with some believing the lack of convenient vocational education to be a very serious problem and an almost equal amount indicating that it was a fairly minor problem.

TABLE IV

RESPONSES OF MORGAN COUNTY LEADERS: EDUCATION

Question Number	Problem	Total N	(1) NOT a Problem		(2) Minor Problem		(3) Moderate Problem		(4) Serious Problem		(5) Very Serious Problem		Mean
			No.	%	No.	%	No.	%	No.	%	No.	%	
12	Lack of convenient vocational education	34	0	0.0	14	41.2	6	17.6	4	11.8	10	29.4	3.294
13	Not enough good libraries	34	2	5.9	5	14.7	13	38.2	5	14.7	9	26.5	3.412
14	Lack of private high school as an alternative to the public high school	32	10	31.3	4	12.5	4	12.5	2	6.3	12	37.5	3.063
15	Need for adult continuing education	34	3	8.8	7	20.6	10	29.4	9	26.5	5	14.7	3.176
16	Need for school consolidation	34	4	11.8	1	2.9	7	20.6	6	17.6	16	47.1	3.853

The need for adult continuing education in Morgan County was generally regarded, along with the need for a private high school as an alternative to the public school, by community leaders as a moderate problem. While most of the responses from Morgan County leaders on the need for adult continuing education were spread out between rankings two (minor), three (moderate), and four (serious), most respondents ranked the lack of a private high school at either one (not a problem) or five (very serious problem) on the scale. Most Rugby residents also either supported the idea of a private high school very strongly, or else stated their opposition clearly. Some residents stated that they would not like a private high school to be located in Rugby or that they could not afford it. The need for adult continuing education was viewed, however, as a serious or very serious problem by most Rugby residents who participated in the study.

Health Services

The problems included in the category of health services, which are included in Table V, were judged by Morgan County leaders to be quite serious. Slightly over three-fourths (76.5 percent) of the leaders felt that the lack of doctors and dentists in Morgan County was a very serious problem. An additional six leaders rated the

TABLE V

RESPONSES OF MORGAN COUNTY LEADERS: HEALTH SERVICES

Question Number	Problem	Total N	(1) NOT a Problem		(2) Minor Problem		(3) Moderate Problem		(4) Serious Problem		(5) Very Serious Problem		Mean
			No.	%	No.	%	No.	%	No.	%	No.	%	
17	Not enough doctors and dentists	34	0	0.0	1	2.9	1	2.9	6	17.6	26	76.5	4.676
18	Doctors or dentists too far away	34	0	0.0	4	11.8	4	11.8	5	14.7	21	61.8	4.265
19	Need conveniently located full service hospital	34	3	8.8	2	5.9	6	17.6	6	17.6	17	50.0	3.941
20	Lack of family planning assistance	34	7	20.6	4	11.8	11	32.4	5	14.7	7	20.6	3.029

problem as serious, for a total of 32 out of 34 leaders (94.1 percent) rating the lack of doctors and dentists as serious or very serious. The Rugby residents also seemed to feel that the lack of doctors and dentists was serious, although one resident did remark that the town of Oneida in Scott County had six or seven doctors. Oneida is 20 miles from Rugby.

A large majority of community leaders also agreed that the problem of doctors or dentists being too far away is a very serious problem. Twenty-one or 61.8 percent of the community leaders who responded to question 18 rated the problem as very serious, with another five or 14.7 percent rating it as serious. Rugby residents agreed with the community leaders that distances from doctors and dentists were only slightly less serious than the lack of doctors and dentists. The worst problem, one Rugby resident remarked, was an emergency, when time could be an extremely important factor.

The need for a conveniently located full service hospital is a serious problem to many Morgan County leaders. Fifty percent of the leaders felt that the lack of such a hospital was a very serious problem. Almost all of the Rugby residents whose opinions were recorded also felt it was a serious or very serious problem to lack a full service hospital. One resident noted that Jamestown, 18 miles from Rugby at the junction of

Tennessee 52 and Tennessee 28 (US 127), has a small hospital. Some Rugby residents told the interviewers that they have had to travel as far as Knoxville or Nashville for weekly, and sometimes, daily, treatments for serious illnesses. Those ill persons in Rugby who lack transportation are able to ride the Easter Seals bus.

The lack of family planning assistance was judged to be a moderate problem by community leaders. Reactions from Rugby residents were mixed. One resident told the interviewers that the people she knew did not do any family planning, another indicated that it was not a problem, and some felt that it was a very serious problem. Of all the health service problems in Morgan County, family planning seemed to generate the least concern.

Employment

Table VI indicates the responses of the Morgan County leaders to questions about employment problems. The primary problem with employment, according to community leaders, is lack of job opportunities. Twenty leaders (58.8 percent) rated lack of job opportunities as very serious, five (14.7 percent) as serious, and nine (26.5 percent) as moderate. None of the leaders who responded to the questionnaire indicated that lack of

TABLE VI

RESPONSES OF MORGAN COUNTY LEADERS: EMPLOYMENT

Question Number	Problem	Total N	(1) NOT a Problem		(2) Minor Problem		(3) Moderate Problem		(4) Serious Problem		(5) Very Serious Problem		Mean
			No.	%	No.	%	No.	%	No.	%	No.	%	
21	Lack of job opportunities	34	0	0.0	0	0.0	9	26.5	5	14.7	20	58.8	4.324
22	Lack of trained workers	34	0	0.0	4	11.8	8	23.5	8	23.5	14	41.2	3.941
23	Wages and salaries are too low	34	0	0.0	1	2.9	10	29.4	8	23.5	15	44.1	4.088
24	Seasonal work cannot provide year-round employment	33	1	3.0	4	12.1	11	33.3	6	18.2	11	33.3	3.667
25	Lack of day care facilities	32	4	12.5	5	15.6	7	21.9	8	25.0	8	25.0	3.344

job opportunities in Morgan County was not a problem or only a minor problem. Rugby residents agreed with the Morgan County leaders, rating the problem as either serious or very serious. Several residents of Rugby used terms like "scarce" or "far away" to describe job opportunities.

Morgan County leaders felt that the problem of too low wages and salaries was serious. Fifteen (44.1 percent) of the leaders felt it was very serious, eight (23.5 percent) felt it was serious, and 10 (29.4 percent) felt it was a moderate problem. None indicated that too low wages and salaries were not a problem. In somewhat of a contrast, Rugby residents were less concerned than the leaders about wages and salaries being too low. One resident did feel that they were "kind of low" with another pointing out that they were at the minimum wage level. Other Rugby residents generally regarded low wages and salaries as not a problem or as a moderate problem.

The lack of trained workers was regarded by Morgan County leaders who responded to question 22 on the questionnaire as almost as serious a problem as low wages and salaries. Fourteen leaders (41.2 percent) indicated the lack of trained workers was very serious, with another eight (23.5 percent) indicating it was serious. Of the

Rugby residents who responded, most felt that it was a very serious problem, but there were others who felt that it was either not a problem or a minor or moderate one.

The problem of seasonal work was discussed in question 24. One-third of the Morgan County leaders agreed that the problem was very serious, but another one-third felt it was a moderate problem. Few Rugby residents gave an opinion on this question, but those who did tended to also regard it as a moderate to very serious problem. One resident stated that he or she did not know anyone who was employed on a seasonal basis.

The lack of day care facilities (question 25) was the least pressing of the employment problems in the opinion of Morgan County leaders, but it still rated as more than a moderate problem. One-fourth of the respondents rated lack of day care facilities as a very serious problem, one-fourth as a serious problem, and 21.9 percent as a moderate problem. Opinions of Rugby residents were divided, with an almost equal amount of responses in each rating. In the opinion of one Rugby resident, there were not enough women with children in the area to justify a day care facility. Another stated that there were not any day care facilities in the area, but then there were not any children in town. According to observations of the interviewers, there are a fair

number of children in Rugby. Care of the children during the mother's absence seemed to be either the responsibility of the oldest child in the family or of a neighboring relative.

Recreation

The responses to questions about recreation problems are reported in Table VII. These problems were generally rated as serious. The lack of indoor recreation facilities, which was the subject of question 27, concerned the Morgan County leaders the most, with only one leader rating it as not a problem and none rating it as a minor problem. Some Rugby residents felt that the problem of lack of indoor recreation facilities was serious or very serious, but others felt it was either a minor problem or not a problem. One resident stated that there were not any indoor recreation facilities, but declined to give an opinion on whether or not the lack of such facilities created a problem.

The lack of recreation opportunities for the elderly was the subject of question 28. This problem was rated as serious by community leaders, slightly over half of whom (52.9 percent) rated it as very serious. Several Rugby residents, in addition, rated the problem as serious or very serious, but one resident also noted that the elderly were often not able to go out.

TABLE VII

RESPONSES OF MORGAN COUNTY LEADERS: RECREATION

Question Number	Problem	Total N	(1) NOT a Problem		(2) Minor Problem		(3) Moderate Problem		(4) Serious Problem		(5) Very Serious Problem		Mean
			No.	%	No.	%	No.	%	No.	%	No.	%	
26	Not enough outdoor parks and playing fields	33	2	6.1	4	12.1	9	27.3	2	6.1	16	48.5	3.788
27	Lack of indoor recreation facilities	34	1	2.9	0	0.0	9	26.5	6	17.6	18	52.9	4.176
28	Lack of recreation opportunities for the elderly	34	2	5.9	3	8.8	6	17.6	5	14.7	18	52.9	4.000
29	Not enough social activities	34	4	11.8	4	11.8	6	17.6	6	17.6	14	41.2	3.647
30	Lack of commercial entertainment	33	5	15.2	1	3.0	4	12.1	5	15.2	18	54.5	3.909

Question 30 asked about the lack of commercial entertainment, such as movies. Over half (54.5 percent) of the community leaders who responded to the question indicated they felt that the lack of commercial entertainment was a very serious problem. Five respondents (15.2 percent) felt that it was not a problem, one felt it was a minor problem, four that it was a moderate problem, and five that it was a serious problem. None of the Rugby residents who answered question 30 believed that the problem was very serious. Several indicated, however, that they considered it serious, several considered it a moderate problem, and others believed that the lack of commercial entertainment was not a problem. One Rugby resident indicated to the interviewers that there was commercial entertainment at Jamestown.

Respondents were asked about the lack of outdoor parks and playing fields in question 26. Almost half (48.5 percent) of the community leaders felt that the lack of outdoor recreation facilities was a very serious problem. Nine respondents (27.3 percent) rated the problem as moderate. Rugby residents generally felt that the problem was serious, although one stated bluntly that outdoor facilities were not needed. Another resident pointed out that people in the Rugby area were able to swim in the river.

The lack of social activities was the subject of

question 28. Fourteen community leaders (41.2 percent) rated the lack of social activities as very serious, with another six (17.6 percent) rating it as a serious problem, six (17.6 percent) as a moderate problem, four (11.8 percent) as a minor problem, and another four as not a problem. Rugby residents were divided in their opinions of whether or not there were enough social activities. One resident remarked that a person would not have any social activities unless he or she "got out," possibly indicating that degree of involvement in social activities was the choice of the individual. The lack of transportation for some residents was related to their personal lack of social activities. One woman mentioned that she would like to attend church and Home Demonstration Club if someone could take her.

Consumer Problems

Questions 31 and 32 concerned consumer problems; the responses of community leaders to these questions are reported in Table VIII. Question 31 asked respondents about the lack of convenient shopping facilities. Morgan County leaders viewed the lack of convenient shopping facilities as somewhat more than a moderate problem. The largest group of community leaders, 12 or 36.4 percent, rated the lack of shopping facilities as serious, with six (18.2 percent) rating it as minor, six as moderate,

TABLE VIII

RESPONSES OF MORGAN COUNTY LEADERS: CONSUMER PROBLEMS

Question Number	Problem	Total N	(1) NOT a Problem		(2) Minor Problem		(3) Moderate Problem		(4) Serious Problem		(5) Very Serious Problem		Mean
			No.	%	No.	%	No.	%	No.	%	No.	%	
31	Lack of convenient shopping facilities	33	2	6.1	6	18.2	6	18.2	12	36.4	7	21.2	3.485
32	Credit seldom available at local stores	32	9	28.1	5	15.6	13	40.6	2	6.3	3	9.4	2.531

and seven (21.2 percent) as very serious. Most Rugby residents felt that the lack of convenient shopping facilities was a serious or very serious problem. However, a few did not feel that there was a problem at all, and one resident stated that she enjoyed the nice drive to the store.

Community leaders felt that the problem of credit seldom being available at local stores was between minor and moderate on the scale. Quite a few community leaders who responded to the question, nine of 32 or 28.1 percent, indicated that the lack of credit was not a problem, with 13 or 40.6 percent indicating that it was a moderate problem. The general feeling in Rugby was that the lack of credit at local stores was not a problem. One resident had had an account at a local store in the past.

Community Services

The problems described in questions 33 through 35 were related to community services. Although the community service problems included in the questionnaire did not, as a whole, concern the community leaders as much as problems in some other categories, they were of greater concern to the Rugby residents. Table IX indicates the responses of Morgan County leaders to questions 33 through 35.

The lack of public transportation was judged by

TABLE IX

RESPONSES OF MORGAN COUNTY LEADERS: COMMUNITY SERVICES

Question Number	Problem	Total N	(1) NOT a Problem		(2) Minor Problem		(3) Moderate Problem		(4) Serious Problem		(5) Very Serious Problem		Mean
			No.	%	No.	%	No.	%	No.	%	No.	%	
33	Lack of sewer facilities	33	6	18.2	6	18.2	4	12.1	5	15.2	12	36.4	3.333
34	Inadequate trash collection	33	15	45.5	10	30.3	4	12.1	4	12.1	0	0.0	1.909
35	Lack of public transportation	33	7	21.2	2	6.1	6	18.2	6	18.2	12	36.4	3.424

community leaders to be more than a moderate but less than a serious problem. Opinions about the lack of public transportation were distributed over the scale, with 12 leaders (36.4 percent of the 33 respondents) rating the lack of public transportation as very serious. The lack of public transportation was, in contrast, a fairly serious problem to Rugby residents, some of whom remembered a time when Rugby was served by a bus which connected it to several nearby towns. Several Rugby residents mentioned that the Easter Seals bus was available for those who needed to visit medical facilities.

The lack of sewer facilities was judged to be somewhat above a moderate problem by community leaders, with 12 of 33 respondents (36.4 percent) rating the problem as very serious. There was very little difference between the numbers of leaders choosing ratings one through four. Rugby residents felt about the same as the community leaders. The residents generally favored sewers but, as one resident remarked, did not see how they could be obtained.

Inadequate trash collection was less than a minor problem to Morgan County leaders, almost half of whom (45.5 percent) stated that it was not a problem at all. Rugby residents were considerably more concerned with the problem of trash collection, which many of them indicated was a serious or very serious problem. Some residents

commented that either they could not or others would not use the trash receptacles located on Tennessee 52. Morgan County, like many rural Tennessee counties, provides for trash collection from large, centrally located receptacles.

Environment

Environmental problems were of some concern to Morgan County leaders, as indicated in Table X. Strip mining was the most serious environmental problem in the opinion of community leaders, but it was judged as not quite a serious problem. Fourteen of 33 leaders (42.4 percent) felt strip mining was a very serious problem, but another 11 (33.3 percent) judged it as a moderate problem. Few Rugby residents regarded strip mining as a serious problem, but several remarked that it was a problem elsewhere in the county.

Flooding was judged to be somewhat more than a moderate problem in Morgan County by community leaders. Seven leaders (23.3 percent) indicated that flooding was a very serious problem, eight (26.7 percent) that it was serious, and another eight that it was a moderate problem. Five leaders (16.7 percent) felt that it was not a problem. As with strip mining, Rugby residents indicated that flooding was of little concern to them but that it created problems at Oliver Springs.

TABLE X

RESPONSES OF MORGAN COUNTY LEADERS: ENVIRONMENT

Question Number	Problem	Total N	(1) NOT a Problem		(2) Minor Problem		(3) Moderate Problem		(4) Serious Problem		(5) Very Serious Problem		Mean
			No.	%	No.	%	No.	%	No.	%	No.	%	
36	Flooding	30	5	16.7	2	6.7	8	26.7	8	26.7	7	23.3	3.333
37	Strip mining	33	1	3.0	3	9.1	11	33.3	4	12.1	14	42.4	3.818
38	Danger of spoiling the county through too rapid development	33	13	39.4	4	12.1	7	21.2	8	24.2	1	3.0	2.394
39	Unsightly gas and oil well drillings	33	12	36.4	9	27.3	7	21.2	3	9.1	2	6.1	2.212

Most Morgan County leaders apparently have little fear that the county will be spoiled through too rapid development. They did admit that it was a minor problem. Thirteen or 39.4 percent of the leaders who responded felt that the danger of spoiling the county through too rapid development was not a problem. One resident of Rugby remarked, with some insight, that whether or not development was a problem depended on what the development was. In general, Rugby residents agreed with the opinions of the community leaders on the question.

Unsightly gas and oil well drillings were slightly more than a minor problem to Morgan County leaders. Rugby residents were sharply divided in their opinions. One group indicated that unsightly gas and oil well drillings were not a problem, while about the same size group stated that they were a very serious problem. Most gas and oil well drillings in Morgan County are located in or near the Rugby study area.

Finance

Two finance problems, inflation and scarcity of money to finance improvements, were included in the questionnaire. Responses of community leaders are reported in Table XI. Both finance problems were considered serious by Morgan County leaders.

TABLE XI

RESPONSES OF MORGAN COUNTY LEADERS: FINANCE

Question Number	Problem	Total N	(1) NOT a Problem		(2) Minor Problem		(3) Moderate Problem		(4) Serious Problem		(5) Very Serious Problem		Mean
			No.	%	No.	%	No.	%	No.	%	No.	%	
40	Inflation	33	0	0.0	0	0.0	4	12.1	7	21.2	22	66.7	4.545
41	Scarcity of money to finance improvements	33	1	3.0	1	3.0	7	21.2	9	27.3	15	45.6	4.091

Inflation was judged by two-thirds of the community leaders to be a very serious problem. Another 21.2 percent of the 33 leaders responding to question 40 felt that the problem was serious. No respondents indicated that inflation was either not a problem or was only a minor problem. Rugby residents agreed with the leaders. One resident remarked that inflation was getting worse every day, and another noted that it had affected everyone.

The scarcity of money to finance improvements was a very serious problem to 15 (45.6 percent) of 33 community leaders. Another nine (27.3 percent) rated it as very serious. Many of the Rugby residents who responded also felt that the scarcity of money to finance improvements was a serious or very serious problem. One respondent told the interviewers that it was too hard to repay debts, even if borrowed money were available.

Miscellaneous Problems

Responses of Morgan County leaders to questions about four miscellaneous problems are included in Table XII. In question 42, respondents were asked about the problem of people moving out of Morgan County. All community leaders indicated that outmigration was a problem, to some degree. Ten leaders (30.3 percent) rated the problem as very serious, eight (24.2 percent) as

TABLE XII

RESPONSES OF MORGAN COUNTY LEADERS: MISCELLANEOUS PROBLEMS

Question Number	Problem	Total N	(1) NOT a Problem		(2) Minor Problem		(3) Moderate Problem		(4) Serious Problem		(5) Very Serious Problem		Mean
			No.	%	No.	%	No.	%	No.	%	No.	%	
42	People moving out of Morgan County	33	0	0.0	4	12.1	11	33.3	8	24.2	10	30.3	3.727
43	Control of Morgan County land by outsiders	34	4	11.8	1	2.9	6	17.6	5	14.7	18	62.9	3.941
44	People discontented with local governments	34	3	8.8	3	8.8	15	44.1	9	26.5	4	11.8	3.235
45	Lack of county-wide planning	33	0	0.0	4	12.1	11	33.3	6	18.2	12	36.4	3.788

serious, and 11 (33.3 percent) as a moderate problem. Rugby residents had mixed opinions. One resident felt that people were coming to the Rugby area to live, instead of moving out. Another resident stated that people in the area were dying off instead of moving out.

Control of Morgan County land by outsiders was the subject of question 42. Slightly over half of the community leaders, 18 or 52.9 percent, indicated that it was a very serious problem. The remainder of the leaders were divided in their opinions. More Rugby residents regarded control of Morgan County land by outsiders as not a problem or as a minor problem than as a serious or very serious problem.

Discontent with local government was at a moderate level, according to those community leaders who responded to question 44. Fifteen community leaders (44.1 percent) indicated the problem was moderate, with nine (26.5 percent) rating it as serious. Those few Rugby residents who responded to question 44 were divided in their views of the problem of discontent with local government.

The lack of county-wide planning was recognized as a problem by all community leaders who responded to the question. Twelve of 33 leaders (36.4 percent) judged the problem as very serious, but another 11 (33.3 percent) regarded it as only a moderate problem. Although one Rugby resident remarked that there seemed to be a lot of planning

going on in the area, several others felt that the lack of county-wide planning was a very serious problem.

Summary Ranking of Morgan County Problems

To summarize the information from responses made by community leaders to questions 8 through 45, Table XIII was prepared. Utilizing the means calculated for each question, problems were ranked in order of their seriousness, with the most serious being ranked as number one. Questions 46 through 50, which asked for comments from the respondents, are discussed in the final section of this chapter.

Examining Table XIII, it seems apparent that leaders are concerned about a wide variety of problems. Of greatest concern seem to be several health service problems, lack of doctors and dentists and distance from doctors and dentists, both of which were ranked between serious and very serious. Inflation and scarcity of money to finance improvements, which are finance problems, were both viewed as serious problems by Morgan County leaders. Together, these two problems make finance an outstanding category of problems. Lack of job opportunities also ranks as more than a serious problem on the scale, along with the problem of wages and salaries being too low. In addition, lack of recreation opportunities for the elderly were judged by

TABLE XIII

RESPONSES OF MORGAN COUNTY LEADERS: RANKING OF PROBLEMS

Rank	Problem	Question Number	Category	N	Mean
1	Not enough doctors or dentists	17	Health Services	34	4.676
2	Inflation	40	Finance	33	4.545
3	Lack of job opportunities	21	Employment	34	4.324
4	Doctors or dentists too far away	18	Health Services	34	4.265
5	Lack of indoor recreation facilities	27	Recreation	34	4.176
6	Scarcity of money to finance improvements	41	Finance	33	4.091
7	Wages and salaries are too low	23	Employment	34	4.088
8	Lack of recreation opportunities for the elderly	34	Recreation	33	4.000
9	Need conveniently located full service hospital	19	Health Services	34	3.941
9	Lack of trained workers	22	Employment	34	3.941
9	Control of Morgan County land by outsiders	43	Miscellaneous	34	3.941
12	Not enough housing people can afford	10	Housing	34	3.912
13	Lack of commercial entertainment	30	Recreation	33	3.909
14	Middle income people can't find new housing	11	Housing	34	3.882
15	Need for school consolidation	16	Education	34	3.853
16	Strip mining	37	Environment	33	3.818
17	Not enough outdoor parks and playing fields	26	Recreation	33	3.788
17	Lack of county-wide planning	45	Miscellaneous	33	3.788
19	People moving out of Morgan County	42	Miscellaneous	33	3.727
20	Seasonal work cannot provide year-round employment	24	Employment	33	3.667
21	Not enough social activities	29	Recreation	34	3.647
22	Lack of convenient shopping facilities	31	Consumer	33	3.485
23	Lack of public transportation	35	Community Service	33	3.424

TABLE XIII (continued)

Rank	Problem	Question Number	Category	N	Mean
24	Not enough good libraries	13	Education	34	3.412
25	Poor condition of existing housing	8	Housing	34	3.353
26	Lack of day care facilities	25	Employment	32	3.344
27	Lack of sewer facilities	33	Community Service	33	3.333
27	Flooding	36	Environment	33	3.333
29	Lack of convenient vocational education	12	Education	34	3.294
30	People discontented with local government	44	Miscellaneous	34	3.235
31	Need for adult continuing	15	Education	34	3.176
32	Lack of a private high school as an alternative to the public high school	14	Education	32	3.063
33	Lack of family planning assistance	20	Health Services	34	3.029
34	Credit seldom available at local stores	32	Consumer	32	2.537
35	Overcrowded housing	9	Housing	32	2.406
36	Danger of spoiling the county through too rapid development	38	Environment	33	2.394
37	Unsightly gas and oil well drillings	39	Environment	33	2.212
38	Inadequate trash collection	34	Community Service	33	1.909

community leaders to be serious. Other problems which concerned Morgan County leaders a great deal include the need for a conveniently located hospital, lack of trained workers, and control of Morgan County land by outsiders.

On the other end of the scale, inadequate trash collection was judged to be less than a minor problem. Other problems judged as less than moderate problems by Morgan County leaders include: unsightly gas and oil well drillings, danger of spoiling the county through too rapid development, overcrowded housing, and credit seldom available at local stores. Although eight of the leaders who responded were educators, education did not rank high on the list of problems, and neither did poor conditions and overcrowding of housing (which is a basic necessity of life).

II. COMMENTS OF MORGAN COUNTY LEADERS AND RUGBY RESIDENTS

Five questions at the end of the questionnaire allowed leaders of the community and Rugby residents to comment on the questionnaire itself, the town of Rugby, and the Rugby Restoration Association. This section will summarize responses to the open-ended questions and discuss the implications of the various responses.

Other Problems

Question 46 asked respondents to list any other problems in Morgan County that had not been included in the questionnaire, and to indicate the seriousness of these problems. Half of the leaders had some response to question 46. Five Rugby residents also briefly discussed what they considered as other problems. The problems noted by Morgan County leaders and Rugby residents can be divided into three general categories: problems not mentioned in the questionnaire (which were the responses which the question was intended to solicit), problems which were closely related to problems mentioned in the questionnaire, and problems which were mentioned already in the questionnaire.

Other problems that leaders considered important included: poor leadership in education, poor roads, lack of revenue from taxes for the operation of the local government, lack of legal aid for low income persons, need to upgrade academic standards in the schools, drug abuse, inefficient telephone service, and lack of community involvement. Problems related to questions eight through 45 included: exploitation of Morgan County's minerals by outside interests (see question 43); lack of educated, dedicated local government officials (question 44); and lack of county-wide leadership and planning (questions 44 and 45). Community leaders also emphasized the

problems with state ownership of Morgan County land (see question 43), lack of employment, especially of young people (question 21), and primary health care (questions 17, 18 and 19).

In addition to the above comments, one leader stated that the questionnaire covered the problems pretty well. Another objected to an outside influence, presumably the researcher, attempting to judge rural Morgan County problems. As discussed in Chapter I, the researcher did not attempt to judge Morgan County problems; the questionnaire allowed leaders to judge the problems. A third respondent objected to the fact that the questionnaire necessarily omitted consideration of many important problems, such as the quality of public education in Morgan County.

Rugby residents had a few comments on other problems of particular concern to them. One resident complained that people did not visit like they used to and objected to the activities of the Rugby Restoration Association and some of its members. Vandalism was mentioned as a problem by another resident who told the interviewers that it was difficult to get the local sheriff to answer calls in the area. Apparently, according to the resident, the sheriff "used to be bugged a lot" by false alarms. The hard water in Rugby was a problem to a resident, who had to take the family's

wash 10 miles away. Discontent with local government was reflected by another resident who felt that there was poor representation of the interests of areas of the county most distant from Wartburg.

Question 47 asked respondents to name the most serious problem in Morgan County and to indicate why they felt it was the most serious problem. Twenty-five community leaders responded to the question, many of them naming problems which had been included in questions eight through 45. Specific employment problems, especially lack of job opportunities (for men and young people, both skilled and unskilled), were singled out by many leaders as most serious. Welfare was criticized by one respondent who felt it discouraged the unemployed from seeking work. The lack of doctors and hospitals and the high cost of ambulance service were also named as the most serious problems.

Several leaders stated that recreation problems concerned them the most. Politics and politicians were criticized, and the need for cooperation and community involvement were stressed by several. The need to unite in order to progress was emphasized by more than one leader. Long-term growth planning was viewed by one respondent as the primary means of avoiding the destruction of Morgan County's natural resources for short-term economic gain.

Several leaders felt that the quality of education in Morgan County was the county's most serious problem. One community leader felt there was a need for qualified, concerned personnel in the schools. Other problems which leaders considered the most serious included: the need for water for residential, business and industrial use; the need to reclaim strip mined areas; the high cost of solid waste disposal; inequitable taxes; the need for matching funds to take advantage of federal grants; and the high cost of rental structures.

One of the most telling responses to question 47 was the single word "severe." Another leader exclaimed that it was impossible to list the most serious problem of Morgan County.

When asked about the most serious problem in Morgan County, Rugby residents named employment most often. Lack of doctors and water were also listed, along with the problem of control of Morgan County land by outsiders.

Question 48 inquired about the attitude of the people of Morgan County towards Rugby and the Rugby Restoration Association. Twenty-eight Morgan County leaders took the opportunity to comment on question 48. Many of the comments they made were positive, a few were negative, some noncommittal, and several outlined constructive criticisms of the effort in Rugby. Quite a few of the leaders indicated that the town of Rugby and

the work of the Rugby Restoration Association were not well known in the county. A few leaders pointed out that Rugby was remote, and it was not the only area of historical significance in the county.

Constructive comments emphasized the need for input from local people in the project and the need for local support. There were many encouraging comments from leaders who indicated that county residents who were aware of the Rugby effort generally had a good attitude towards Rugby and the Rugby Restoration Association. One Morgan County leader stated that the development of Rugby had a "definite role" in Morgan County's economic growth as well as having historical significance. A few indicated, however, that they felt most Morgan County residents had an apathetic attitude towards Rugby.

Rugby residents seemed to feel quite strongly about attitudes towards the town and the Rugby Restoration Association. Residents contrasted the indifference and/or hostility of some with the approval and pride others evidenced. One resident commented that the Rugby Restoration Association employees were regarded as outsiders and that some were jealous of the better educated Rugby Restoration Association members. Another resident pointed to a lack of understanding between local residents and the Rugby Restoration Association. It is possible that the hostility some feel could be undermined if all local

residents were kept well informed about the Rugby Restoration Association activities and encouraged to participate. Several Rugby residents longed for the old days before the Rugby Restoration Association was established.

The question of what the development of Rugby should provide for the people of Morgan County was posed to respondents in question 49. Twenty-two community leaders responded with comments. Tourism was most often mentioned as an economic means of aiding all of Morgan County. One specific economic benefit of interest was increased employment. Recreational opportunities were also emphasized as a benefit to the entire county. Several residents also mentioned the restoration of the Tabard Inn as a worthwhile and necessary project.

Another type of benefit mentioned by the community leaders was less tangible, but of equal, if not greater, value than economic benefits. The lessons to be learned from the history of Rugby and Rugby's cultural value were mentioned by several leaders. Others felt that the development of Rugby could help the county residents by providing training in the various crafts, and by providing technical assistance to other communities.

Rugby residents echoed the views of community leaders. Recreation, employment, culture and education

were mentioned as desired benefits, along with specific needs such as activities for children and social activities for adults. More than one resident felt Rugby should become a living historic community, and some mentioned the need for better understanding to create a common ground for people of different backgrounds. Another need, according to one Rugby resident, was the need for more religious activity. Finally, one resident felt that the development of Rugby should provide nothing for the people of Morgan County.

Question 50 asked respondents to list any other comments they had about Rugby or about the questionnaire. Seventeen community leaders made additional comments. Remarks were made about: the remoteness of Rugby from the rest of Morgan County; the lack of conformance of some of the individuals living in Rugby to the normal standards of the county; the lack of attention to other important historical sites and events in the county; the need to pay attention to the successes of the mountain people who built Morgan County; the lack of knowledge of the respondents about activities in and plans for Rugby; and the feeling that Morgan County, as a whole, was not living up to its potential. The most pessimistic comment was that it was useless to try to do anything to solve Morgan County's problems. Another leader complained that, although studies of Morgan County had been made in the

past, no action to implement that plan was ever taken.

Many leaders made encouraging remarks about Rugby. The citizens of Rugby were characterized by one community leader as ambitious and worthy of national recognition, which another leader felt it had already achieved. Several community leaders commented on the beauty of Morgan County.

Two community leaders objected to aspects of the questionnaire. One protested that the questions were "loaded," while another felt that other questions which had not been asked were as important, if not more so, than the ones that were asked. Two other respondents thanked the researcher for the opportunity to express their opinions.

Rugby residents responding to question 50 expressed a variety of opinions. The need for financial backing and a better qualified staff to implement the Rugby plan were noted by one resident. Another stated that the next three years were critical in the development of Rugby. It was felt that mutual cooperation between the oil companies and the Rugby Restoration Association had produced a solution to their conflicts. Several residents wanted the return of the peaceful past, including the amenities of public transportation and a full service post office.

Objections to development in Rugby were expressed by several Rugby residents. One mistrusted the "bearded

weirdos"--employees of the Rugby Restoration Association. A Morgan County leader residing near Rugby stated in an interview that he felt private property in and near the study area had been abused by tourists who parked their cars on privately owned land and drove their cars across cropland. The leader supported the right of the Rugby Restoration Association to do what it wanted with its own property but felt that the Rugby Restoration Association had selfish motives. He predicted that the development of Rugby would eventually be thwarted by private property owners who would refuse to sell their land so that Rugby could be expanded.

Some residents commented in response to question 50 that they did not know enough about the problems of Morgan County to answer the questionnaire properly. One resident felt that no one knew enough about Morgan County to answer the questionnaire and objected to the fact that the study was directed primarily towards Morgan County. The problem with residents not being knowledgeable enough to answer the questions eight through 45 has already been acknowledged. Apparently, however, community leaders were quite able to respond, as indicated by the low rate of non-response on individual questions. The reasons for focusing on Morgan County as the community were explained in Chapter III.

CHAPTER VI

SUMMARY AND CONCLUSIONS

I. SUMMARY

Before offering any conclusions about this study, a summary of the material already presented is in order. It is helpful to review all of the information before attempting to advance an opinion on the relationship between planning, historic preservation and community development.

Chapter I presented the hypothesis that the development of an historic preservation project in a planning framework can assist a community in meeting some of its needs. To avoid confusion and insure against misinterpretation, the terms "historic," "historic preservation," "(historic) landmark," and "(historic) community" were defined. Finally, the wide range of rationales for historic preservation was presented.

Chapter II opened with a discussion of European precedents to the American experience in historic preservation which has largely been a private volunteer effort until just recently. It was indicated that planning became important to historic preservation efforts because it provided a framework, the comprehensive planning process, for meaningful historic preservation. The

problems historic preservation presently faces were briefly discussed before focusing on the use of planning to implement historic preservation. Specific references were made to the Tennessee law and the Rugby Historic Preservation Act.

The comprehensive planning approach was related directly to historic preservation in Chapter II. The relationship of an historic preservation effort to the planning agency and to the general public, the need to deal with economic matters, and suggested financial sources were detailed. To draw all of the material in Chapter II together and relate it to the present study, the final section of Chapter II discussed historic communities, indicating how planning could foster the soundest and best development.

Chapter III reviewed the extensive literature available on the counties in the East Tennessee Development District, Morgan County, and Rugby. Needs of the community, which was defined as Morgan County, were established by comparing Morgan County with other counties in East Tennessee. Detailed information was provided about Rugby and the plan for Rugby's development, plus information on the development of the Big South Fork National River and Recreation Area, which will border on Rugby.

The methodology of the entire study was briefly reviewed in Chapter IV. The remainder of the chapter

mostly concerned design of the survey, its administration, and mechanics of questionnaire analysis. The reason for utilizing questions about problems instead of needs, to simplify the questionnaire for respondents, was explained. Problems encountered in questionnaire administration and analysis, and the attempts made to surmount them, were also discussed. Chapter V presented the analysis of the questionnaire.

As indicated in Chapter V, the greatest concerns of those responding to the questionnaire and in interviews seemed to be: the lack of and distance from doctors, dentists, and hospitals; inflation and a lack of money to finance improvements; lack of job opportunities and low wages and salaries; lack of recreational opportunities; and control of Morgan County land by outsiders. Obviously, an historic preservation project, such as the one at Rugby, can do nothing to fulfill the needs created by some of the problems which caused respondents great concern, such as inflation. There are problems and, therefore, needs which the development of Rugby can overcome for the good of the entire community. The conclusions in the next section will attempt to present as detailed comments as possible on the relationship between the development of Rugby and the needs of the community, and also indicate how the process presented in this study can be of use to any planner or

preservationist who realizes the necessity of relating planning, historic preservation and community development.

II. CONCLUSIONS

In this section elements of the plan for Rugby, detailed in Chapter III, will be compared against the economic and social needs established in Chapters III and V to see which needs of Morgan County in general and Rugby in particular are provided for in the plan. Secondly, suggested revisions to the plan which will provide the maximum possible amount of need satisfaction for Morgan County and Rugby will be introduced. Third, some comments on the applicability of this study will be offered. It is assumed that there will be a substantial increase in the number of visitors to Rugby, as predicted in the plan, after implementation of the Big South Fork National River and Recreation Area. The implementation of each of the phases of the plan, as noted in Chapter III, is linked to levels of projected increases in visitation to Rugby.

The most significant benefits of the development of Rugby to the entire county are direct and indirect economic benefits which will result from increased tourism. Visitors to Rugby will need certain services, many of which can be provided by Morgan County businesses. An improved economic base with increased employment

opportunities will allow the county and its residents to meet some needs which are presently neglected. The number and scope of spin-off effects from Rugby's development and their impact on Morgan County will be related to the increases in visitation. Some projects developed at Rugby, such as the establishment of a library on a low cost basis, can provide other Morgan County communities with models to indicate how they can help meet some of their needs.

Focusing on the Rugby area, Phase I projects of the Rugby plan involve road improvements, an expansion of the historic area through reconstruction of some of the colony's original buildings and trails to further Rugby's attraction for visitors, initial development of a residential area, and initial development of a crafts commercial area. As indicated by questionnaire responses and comments, all of these projects can help fulfill needs of the community (Morgan County) by helping solve some important recreation, employment, housing, and community service problems. In Table XIII, page 145, problems to be attacked by the development of Phase I and their rank include: (3) Lack of job opportunities; (5) Lack of indoor recreation facilities; and (14) Middle income people can't find new housing. The plan's Phase I benefits can help meet Morgan County's needs. Although not indicated in the plan, a lending library is already

past the planning stage in Rugby. This library will help the Rugby area to meet the problem of not enough good libraries, which is ranked at 24.

Phase II projects should provide more job opportunities, higher wages and salaries and more recreational opportunities for Morgan County residents, all of which will help to reverse the outmigration trend in the county. The reconstruction of the Tabard Inn, which was mentioned by several respondents as a desirable project, is planned for Phase II. Other important projects of particular import in the development and expansion of Rugby include construction of a visitors' center with parking, construction and operation of a furniture factory, establishment of a Victorian studies center and a crafts center, and the construction of second homes and a lodge. Some commercial entertainment will be provided for nearby Morgan County residents in Phase II, since reconstruction of the stables and horse trails is planned.

Construction projects will provide a choice of short- or long-term employment for both skilled and unskilled workers in Morgan County. On the job training for Morgan County residents in the factory, crafts centers and on the construction crews should reduce or eliminate the problem of lack of trained workers. Service industries, including recreation, will provide employment for blue collar workers. Some technical level employment will also be available.

The amphitheater planned for Phase III will fulfill a fairly important need for commercial entertainment in the Rugby area and will hopefully attract Morgan County residents as well as visitors. Tourism will be furthered by completing reconstruction of the original structures and construction of a conference center. The pioneer village planned for Phase III should interest those Morgan County residents who feel that the history of the rest of the county's history has been neglected. All of the projects in Phases I, II, and III, if financed on a sound basis, should help provide monies to finance other improvements in the county through increased tax and service industry revenues.

Reviewing the needs of Morgan County and Rugby and recalling the opinions expressed by respondents, it is apparent that there are several areas in which the plan for Rugby can further provide for some of the community's needs. The most important problem of the Rugby area that has not been dealt with in the plan is the lack of health services. A development such as is planned for Rugby needs to provide for emergency health care for visitors to Rugby, at the very least. The small clinic at Jamestown or even an expanded hospital at Oneida will not be sufficient. It is suggested, therefore, that a study be conducted to determine the projected need for medical services of residents and visitors. Further studies would

have to determine whether Rugby needed its own separate facility, probably including both a small hospital and an outpatient clinic, or could combine with the present clinic at Jamestown to fund an expanded facility. Non-emergency care will probably continue to be provided at larger, urban hospitals. Ambulance service should, of course, be available if a clinic is not located at Rugby.

Fire protection is another necessity. With an expansion of the number of permanent residents in Rugby to serve the influx of visitors and seasonal residents, it seems probable that enough men and women would be available to form a volunteer fire company. If not, the Tennessee Valley Authority is presently refining a new concept in rural fire protection which can be utilized in Rugby as well as in other sections of Morgan County.

It is expected that public transportation, sewers and day care facilities will be byproducts of the planned development of Rugby. Otherwise, as in the case of sewers, the danger of spoiling the county through too rapid development will become a much more serious threat than it is presently.

Another need that could be easily met by a slight revision of the Rugby plan is the need for recreational opportunities for the elderly. Perhaps special educational, cultural, and social programs could be included in the programs of the crafts and Victorian studies centers.

While the Victorian studies center could be limited to the use of scholars, educational needs of Morgan County's elementary and secondary students and adults could instead be met by programs designed to make Rugby understandable to all. Many of those who are critical of the Rugby Restoration Association's efforts at present seem to lack a basic understanding of the historic preservation project and what it can mean to the entire community. Lack of communication between the leaders of Morgan County, the Rugby Restoration Association, and the remainder of Morgan County's residents can hamper implementation of the plan. A concerted effort should be made as soon as possible to "sell" the plan to the local community. The support of the community is vital to the short- and long-term success of Rugby. In addition, Rugby staff could respond to calls for assistance from other community groups who wish to imitate some of the achievements of the Rugby Restoration Association. A written record of the Rugby Restoration Association's efforts could be useful in selling the plan and disseminating the methods used at Rugby to other rural communities.

Perhaps the most serious problem that has been overlooked in planning for Rugby is the need for low income housing. The type of residential development in the Rugby plan provides housing for high and high middle income families but not for the families of the many low

income and low middle income persons who will be employed in construction work, factory work and service industries. It is suggested, therefore, that the plan be expanded to include one or more areas of prefabricated modular housing and apartments, plus a model trailer park. Otherwise, uncontrolled low income development will probably occur on the fringes of Rugby and spoil the carefully planned effect of the historic preservation project.

There are, of course, some needs of the county that cannot be met, some problems that cannot be solved, by the development of a major historic preservation project at Rugby. Some of the pooblems that cannot be solved are inflation, control of Morgan County land by outsiders, school consolidation, strip mining, and discontent with local government. County-wide planning may be encouraged by the development of Rugby. Hopefully, local officials will anticipate the need for the planning process and planning tools, such as subdivision regulations, before a crisis occurs.

The larger conclusion to be drawn from all of the information presented in this report is that properly planned historic preservation projects can help meet the needs of communities. This hypothesis, introduced in Chapter I, was the raison d'être of this study. The methodology utilized to evaluate the strengths and

weaknesses of the Rugby plan, with some revisions, can be applied to assist in evaluating and justifying all types of proposed historic preservation projects, and the expansion of existing projects. In many instances, the information on community needs has already been compiled by local and state planning agencies in the area of a proposed project. If historic preservationists could be persuaded to utilize the information available in the framework of the planning process and also provide input to the planning process of an area, both the community and the historic preservation project could benefit. For too long, historic preservation projects have been justified only as educational or cultural contributions to society. No matter how strong a rationale these aesthetic benefits can provide, the rationale for a project can be strengthened dramatically by relating it, by means of the planning process, to need fulfillment in overall community development. The preservation of America's architectural heritage is a lofty goal but, as with almost all aesthetic values, its proponents must be able to cope with the realities of the marketplace and other competing values in everyday life. Planning can provide both the process and the tools necessary for success.

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APPENDIXES

APPENDIX A

HISTORIC ZONING ACT

CHAPTER 222, Public Acts of 1965

AN ACT To amend Title 13,
Chapters 4 and 7,
Tennessee Code Annotated

WHEREAS, Tennessee is rich in historic sites and historic buildings worthy of preservation as part of the educational and patriotic heritage of future generations, and

WHEREAS, each year numbers of historic buildings are being defaced by remodeling which substantially changes their character, are removed entirely, or are encroached upon by buildings or uses in the immediate environs which substantially detract from their character, and

WHEREAS, the powers of local government to encourage the preservation and to protect such historic facilities short of public acquisition are presently limited or ineffective, and

WHEREAS, substantial remedy of this situation may be expected if local governments are granted power to extend encouragement and protection to such buildings and sites through the application of appropriate zoning measures:

SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF TENNESSEE, That Title 13, Chapters 4 and 7 of the Tennessee Code Annotated, be and the same are hereby amended by adding to the ends thereof the following language: "In order to preserve structures of historic value to the State of Tennessee, special historic districts or zones may be included or superimposed on zoning maps covering historic sites and buildings."

SECTION 2. BE IT FURTHER ENACTED, That Title 13, Chapters 4 and 7 be amended by adding the following language:

"(a) Historic zones or districts may be established by the Chief Legislative Body, either as a part of

a new zoning ordinance or as an amendment to existing ordinances.

"(b) For the enforcement of any Statute of Historic Zoning, the local legislative body shall create a 5-member Historic Zoning Commission which shall consist of a representative of a local patriotic or historical organization; an architect, if available; a member of the local planning commission, at the time of his appointment; and the remainder shall come from the community in general.

The Historic Zoning Commission shall be appointed by the Chief Executive, subject to confirmation by the legislative body. The appointments to membership on the Commission shall be so arranged that the term of one member will expire each year, and their successors shall be appointed in like manner for terms of five years. All members shall serve without compensation. The Commission may adopt rules and regulations not inconsistent with the provisions of this Act.

"(c) All applications for building permits for construction, alteration, repair, moving, or demolition to be carried on within the historic zones or districts, shall be referred by the building inspector to the Historic Zoning Commission who shall have broad powers to request detailed construction plans and related data pertinent to thorough review of the proposal. The Historic Zoning Commission shall, within thirty days following the availability of sufficient data, direct the granting of a building permit with or without attached conditions or direct the refusal of the building permit, and the grounds of refusal stated in writing. Upon review of the application for the building permit, the Historic Zoning Commission shall give prime consideration to: (1) historical and/or architectural value of the present structure; (2) the relationship of the exterior architectural features of such structure to the rest of the structure and to the surrounding area; (3) the general compatibility of exterior design, arrangement, texture, and materials proposed to be used; and (4) to any other factor, including aesthetic, which it deems to be pertinent.

"(d) Exclusive jurisdiction relating to historical matters is placed in the 5-member Historic Zoning

Commission. Anyone who may be aggrieved by any final order or judgment of this Commission may have said order or judgment reviewed by the courts by the procedure of statutory certiorari as is provided for in Tennessee Code Annotated 27-902 and Tennessee Code Annotated 27-903."

SECTION 3. BE IT FURTHER ENACTED, That should any section or provision of this Act be held to be unconstitutional or invalid, the same shall not affect the validity of the Act as a whole or any part thereof other than the part so held to be unconstitutional.

SECTION 4. BE IT FURTHER ENACTED, That this Act shall take effect from and after its passage, the public welfare requiring it.

APPENDIX B

RUGBY HISTORIC PRESERVATION ACT

CHAPTER 821, Public Acts of 1972

WHEREAS, Rugby, Tennessee, is rich in historic sites and historic buildings worthy of preservation as part of the educational and patriotic heritage of future generations; and

WHEREAS, Each year the historic buildings are being changed by remodeling, are being allowed to degrade entirely, or are encroached upon by buildings or uses in the immediate environs which substantially detract from their characters; and

WHEREAS, Many of the local citizens and land owners wish to participate in and encourage the preservation and protection of such land, buildings, and historic facilities; and

WHEREAS, Many individuals, land owners, local citizens, and officials are concerned that the educational and cultural heritage of Rugby has been neglected through the demolition of historic buildings or their conversion beyond recognition, occupancy of historic sites by other uses, and encroachments which have rendered buildings or sites unattractive; now, therefore,

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF TENNESSEE:

SECTION 1. This act shall be known as the "Rugby Historic Preservation Act."

SECTION 2. There is created and established a Rugby Historic Commission of five members made up as follows:

(a) A representative from the Morgan County Quarterly Court.
(b) A representative of the Tennessee Historical Commission.
(c) A registered architect with a demonstrated familiarity with historic preservation.

(d) A citizen-at-large who has a demonstrated interest in the historic preservation of Rugby; and
(e) A member of the Rugby Restoration Association.

The appointment of the Commission members from the Morgan County Court, the Tennessee Historical Commission, and the Rugby Restoration Association shall be by resolution of those respective organizations. The selection of the registered architect and the citizen-at-large shall be by the three organizational members, from a list of at least three names submitted by the public for each position, public notice having been given that such selection would occur. Terms of membership shall be five (5) years, except that those first appointed, one shall be for one year, one for two years, one for three years, one for four years and one for five years, with the length of the respective first terms to be determined by lot.

SECTION 3. The Commission shall elect a chairman from among its membership and shall at its first meeting develop and adopt the necessary operating regulations and rules not inconsistent with the provisions of this act. These regulations, rules, and procedures shall be available for public information. The Commission members shall serve without compensation.

SECTION 4. In administering this act the Rugby Historic Commission shall receive for review and prompt action applications from persons desiring to build, remodel, demolish, or change the use of buildings or lands within the designated Rugby Historic District. The Commission should meet promptly and not delay the applicant. They may require of the applicant detailed construction plans in order that they may do an adequate job of considering (1) the historical or architectural value of the present structure, (2) the relationship of the exterior architectural features of the structure to the structure and to the surrounding area, (3) the general compatibility of exterior, design, arrangement, texture, and materials proposed to be used, and (4) any other factor including aesthetics deemed pertinent: The Commission shall give a decision within thirty (30) days following the availability of necessary data. They may direct the granting of the building permit with or without attaching conditions, or they may direct refusal of the building permit but the grounds of refusal shall be stated in writing. Anyone who may be aggrieved by any final order or judgment of the Commission may have such order or judgment reviewed by the

courts as provided by Chapter 9 of Title 27, Tennessee State Code Annotated.

SECTION 5. The Rugby Historic District is defined as including those lands within Morgan County bounded by the Clear Fork River on the North and West, White Oak Creek on the East, and the Whaley Branch Creek on the South, except that the western end of Whaley Branch Creek be extended to the Brewster Bridge over the Clear Fork River and the eastern portion be extended to mile post 6 on the White Oak Creek, such mile post being defined on TVA's Rugby Quadrangle map.

SECTION 6. If any section or provision of this act be held to be unconstitutional or invalid, the same shall not affect the validity of the act as a whole or any part thereof other than the part so held to be unconstitutional.

SECTION 7. This Act shall take effect on becoming a law, the public welfare requiring it.

Signed by Governor Winfield Dunn

APPENDIX C

A FIRST STATEMENT OF GOALS AND OBJECTIVES

RUGBY RESTORATION ASSOCIATION
Rugby, Tennessee
September, 1974

In the charter of the Rugby Restoration Association, a non-profit, educational corporation, the basic purposes of the Association are stated as follows: "To preserve and maintain the historic colony of Rugby, Tennessee, founded in 1880 by Thomas Hughes, English statesman and author of Tom Brown's Schooldays; to preserve and improve its surroundings; to protect and care for those buildings and features of the colony that might be purchased by the corporation; to restore those buildings which are standing and rebuild those original buildings which have been destroyed; to collect, preserve, and display the records of the colony and persons active in its history: all to the end that it may be a memorial to Thomas Hughes and the Rugby colonists, that Christ Church, Episcopal, at Rugby may continue as a shrine for religious worship, and that the Thomas Hughes Public Library may be preserved in its original form, and that all buildings be restored and maintained authentically.

In keeping with Thomas Hughes's original goals in establishment of the Rugby Colony, the Association shall maintain a specifically Christian outlook, cognizant of its Anglican origins but broadly ecumenical. There shall be a stress within the organization on community involvement, and in the realm of business the Association will encourage co-operative enterprise. An overall goal for the development of the Rugby Colony shall be a center for education and the arts--be they music, literature, painting, restoration arts or crafts, with the possible establishment of a preparatory school, crafts training center, Victorian studies center, etc. Tourism will also be encouraged in an orderly fashion but should not be regarded as the sole justification of the preservation of Rugby.

While the Association is involved in current important planning stages it will set a short-term goal of financial support of all current staff. Additional staff

may be sought as needed for special projects via grants or subsidy. It will seek funds for a master plan of the colony, to include architectural studies, cost estimates, recommendations on adaptive use, and visual materials. With these in hand the Association will seek major funding from foundation sources and the possibility of a long-term government loan--such as that which effected the Shakertown Restoration at Pleasant Hill, Kentucky--is suggested if feasibility studies indicate the workability of such an approach. During these planning stages there will also be a short-term goal of the highest quality maintenance of properties already owned by the Association, with the encouragement of maximum accessibility to the public. Once these plans are formulated, the Association will seek the speediest possible implementation of them so that expenditures on planning are not rendered non-revenue-producing and plans unfulfilled. The Association wishes to avoid such open-ended financial commitments.

The Rugby Restoration Association will seek the re-creation of a living community at Rugby. To encourage this it will try to strike a workable balance between museum buildings and structures that serve multiple and adaptive uses. Specifically, the Association recommends that Christ Church be regarded as a church first and a museum structure only secondarily. The Association encourages seeking parish status under the ownership of the Diocese of Tennessee as the town and Restoration grow. It is encouraged that the Hughes Public Library consider itself primarily a research facility, managed by a board functioning under its original charter. Research will be encouraged by the publication and distribution of a catalog of the library's holdings.

Kingstone Lisle will serve as a museum house for the display of original Rugby furnishings and period pieces. Its furnishing and appearance should take into account as much as possible the character and person of Thomas Hughes, its first owner and occupant. The house should give the appearance of being lived in and avoid the sterility characteristic of museum houses. The Association's printing equipment will be housed in the back of Kingstone Lisle until such date as the balance of the house may be restored and the printing shop moved to more ample quarters. The grounds at Kingstone Lisle will be maintained for public use, such as picnicking, meetings, receptions.

The Rugby Public School Building (owned by the Asscciation) is currently under lease to the Baptist

Church at no rent. The Association seeks eventual restoration of the building to its 1880's appearance with adaptation for an educational purpose such as craft training, music classes, seminars, writers' conferences, or possible inclusion in the facilities of a preparatory school. The Baptist group should be allowed to continue use of the building unless they are able to provide other quarters.

The Association seeks the reconstruction of Percy Cottage, which originally stood behind Kingstone Lisle, for use as a caretaker's residence and for public rest-room facilities. This building should have a high priority, as it is central to the important historic buildings. Plans for this structure have been prepared by Architect Engineer Associates.

The Harrow Road Cafe is currently under lease. When another eating facility, i.e., Newbury House or the Tabard Inn, should be available, an interim use of the cafe building is recommended, such as a dining room for a school, office space, a museum, storage, a staff dining room, etc. The eventual goal of the Association should be demolition of this non-period structure. The Association also seeks the eventual elimination of incompatible structures via acquisition.

The Board of Aid building will serve as a focal point for the Association's activities and will house a welcoming center until other recommendations contained in any master plan may be implemented. It shall house Association offices and meeting space for the executive committee and the Rugby Historic Commission. The front upstairs room will be used for a circulating library for the community. The building currently houses the Association's craft shop; it is recommended that this be moved to another building when feasible.

The Uffington Road triangle should be a garden area.

On a long-term basis, the Association will seek acquisition of the following important structures: Newbury House, for restoration to its original use as a hotel and dining room; the general store building, for use as a crafts center both for training and sales; the site of the town pump; the commons area bordering Farringdon Road, for use as a gardens and game area for croquet, quoits, badminton, etc.; the lot between Nerbury House and The Lindens for restoration to its 1880's use of a formal garden; and Uffington House for use as a museum

house, the housing of staff or official Restoration guests, and for receptions. The grounds should also be restored. Due to the distance from other restored buildings it is recommended that this building would be shown on a limited schedule and perhaps under separate ticket.

The Association will seek reconstruction of the following structures: Percy Cottage (already mentioned), the commissary building, with use as a functioning general store, to house a post office, etc. The auditorium upstairs would be used for films, musical entertainment, plays, etc. The Tabard Inn should be totally and authentically reconstructed, with allowance for fire protection systems and modern facilities, and should be operated as a hotel and dining room. Grounds restoration should include a deer park, lawn tennis, and re-clearing of the river view. The Public Stables should be reconstructed and provide horses and carriages on a rental basis.

The Tabard Inn may be run either by lease or by the creation of a separate profit-making corporation which would donate the corpus of its income to the Restoration Association. The central activity of such a profit-making corporation could include operation of the Tabard Inn and stables, Newbury House, possible cottage rental business, and the operation of any retail shops that the Association might own in the restored area.

As for residences not mentioned in the foregoing: The Association recommends that those in private ownership remain so, under the zoning authority, of course, of the Rugby Historic Commission. It will seek the reconstruction or restoration of others by the Restoration Association or private individuals for the purposes of resale, rental, or staff housing. The Association will formulate a strong lease and deed policy should it become involved in resale procedures to insure integrity of appearance, development, and use. As for business houses that were originally in the Colony: With strong lease, deed, or historic zoning control, the Association is favorable to the private operation of business houses to further the living aspect of Rugby's restoration.

The Association will seek the establishment or extension of a utility district to provide water and sewage lines and the improvement of telephone and electrical services in the area. When the town of Rugby has reached the required population it is recommended that responsible officials investigate the possibility and desirability of incorporation as a municipality.

As it grows the Association will expand its publishing activities, which will include the expansion of its printing plant with the addition of folders, binders, collators, type compositers, headline machines, etc. These may be sought via grants or donation.

The Rugby Restoration Association will allow the donation or acquisition of property for resale for the protection of the community or when otherwise deemed appropriate.

These goals and objectives are subject to revision upon the consideration of professional advice and the completion of a master plan for the colony. If the recommendations of planners are at odds with these goals and objectives the two will be reconciled as completely as possible through conferences and study committees. When planning work is complete it is recommended that the plan and this statement of goals and objectives be amalgamated and divided into phases with identifiable stages of implementation.

APPENDIX D

MORGAN COUNTY QUESTIONNAIRE

Instructions

Each section of this questionnaire has its own instructions, identified by a circle o. Please read all instructions carefully and answer every question completely. Thank you!

o Please check (✓) one answer for each of the following:

1. Age

___ 0 to 14 years
___ 15 to 24 years
___ 25 to 44 years
___ 45 to 64 years
___ 65 years or over

2. Sex

___ Male
___ Female

3. Income

___ Less than $3,000
___ $3,000 to $4,999
___ $5,000 to $6,999
___ $7,000 to $8,999
___ $9,000 to $15,000
___ Over $15,000

4. Have you ever been a member of the Rugby Restoration Association? ___ Yes ___ No

o Please give as many details as possible in answering the following questions.

5. What is your occupation?_____

_____

6. What organizations do you belong to, and what offices do you hold in those organizations (including clubs, churches, work related groups, government, etc.)?

Organization	Office	Organization	Office

7. Who are the most important community leaders in Morgan County? Name as many as you like.

_____ _____
_____ _____
_____ _____
_____ _____

o Below are listed a number of possible problems in Morgan County. Please rate these problems by checking the blank under the number which indicates the seriousness of each problem listed. Something that is not a problem is rated as a one (1). On the other end of the scale, something that is a very serious problem is rated as a five (5). Please check only one blank for each problem.

	NOT a Problem 1	2	3	4	Very Serious Problem 5
How serious are the following HOUSING problems?					
8. Poor condition of existing housing.....	___	___	___	___	___
9. Overcrowded housing.....	___	___	___	___	___
10. Not enough housing that people can afford.....	___	___	___	___	___
11. Middle income people can't find new housing.....	___	___	___	___	___
How serious are the following EDUCATION problems?					
12. Lack of convenient vocational education.....	___	___	___	___	___
13. Not enough good libraries.....	___	___	___	___	___
14. Lack of private high school as an alternative to the public high school...	___	___	___	___	___
15. Need for adult continuing education.....	___	___	___	___	___
16. Need for school consolidation.....					
How serious are the following HEALTH SERVICE problems?					
17. Not enough doctors and dentists.....	___	___	___	___	___
18. Doctors or dentists too far away.....	___	___	___	___	___
19. Need conveniently located full service hospital.....	___	___	___	___	___
20. Lack of family planning assistance.....	___	___	___	___	___
How serious are the following EMPLOYMENT problems?					
21. Lack of job opportunities.....	___	___	___	___	___
22. Lack of trained workers.....	___	___	___	___	___

	NOT a Problem 1	2	3	4	Very Serious Problem 5
23. Wages and salaries are too low.....	—	—	—	—	—
24. Seasonal work cannot provide year-round employment.....	—	—	—	—	—
25. Lack of day care facilities.....	—	—	—	—	—
How serious are the following RECREATION problems?					
26. Not enough outdoor parks and playing fields.....	—	—	—	—	—
27. Lack of indoor recreation facilities.....	—	—	—	—	—
28. Lack of recreation opportunities for the elderly.....	—	—	—	—	—
29. Not enough social activities.....	—	—	—	—	—
30. Lack of commercial entertainment, such as movies.....	—	—	—	—	—
How serious are the following CONSUMER problems?					
31. Lack of convenient shopping facilities.....	—	—	—	—	—
32. Credit seldom available at local stores.....	—	—	—	—	—
How serious are the following COMMUNITY SERVICE problems?					
33. Lack of sewer facilities.....	—	—	—	—	—
34. Inadequate trash collection.....	—	—	—	—	—
35. Lack of public transportation.....	—	—	—	—	—
How serious are the following ENVIRONMENT problems?					
36. Flooding.....	—	—	—	—	—
37. Strip mining.....	—	—	—	—	—
38. Danger of spoiling the county through too rapid development.....	—	—	—	—	—
39. Unsightly gas and oil well drillings.....	—	—	—	—	—
How serious are the following FINANCE problems?					
40. Inflation.....	—	—	—	—	—
41. Scarcity of money to finance improvements.....	—	—	—	—	—

	NOT a Problem 1	2	3	4	Very Serious Problem 5
How serious are the following problems?					
42. People moving out of Morgan County....	___	___	___	___	___
43. Control of Morgan County land by outsiders.....	___	___	___	___	___
44. People discontented with local government.....	___	___	___	___	___
45. Lack of county-wide planning.....	___	___	___	___	___

o Please briefly discuss your answers to the following questions.

46. Are there any other problems in Morgan County that have not already been mentioned? What are these problems and how serious are they?

47. What is the most serious problem in Morgan County and why?

48. What is the general attitude of the people you know in Morgan County towards the historic town of Rugby? Towards the Rugby Restoration Association?

49. What do you think the development of Rugby should provide for the people of Morgan County?

50. Please list below any other comments you have about Rugby or about this questionnaire.

VITA

Nancy Benziger Brown was born in Knoxville, Tennessee on 14 May 1950. After attending elementary and secondary schools in California, Tennessee, New York and Massachusetts, she was graduated from Walpole High School, Walpole, Massachusetts in June 1968. In September of that same year Ms. Brown entered The University of Tennessee at Knoxville. While at the University she was elected a member of Phi Beta Kappa and Mortar Board. In March 1972 she graduated magna cum laude with a Bachelor of Arts degree in American Studies.

Ms. Brown entered the Graduate School of Planning of The University of Tennessee in September 1973 as an Urban Studies Fellow of the Department of Housing and Urban Development. During the summer of 1974 she was employed by the Tennessee Valley Authority as an intern planner. In the fall of 1974 she was part of a student planning team which was awarded first place in an international competition for planning students sponsored by the Student Planning Network. She received the Master of Science in Planning in December 1975.

Ms. Brown is married to Robert Alan Brown, a native of Kingsport, Tennessee. Mr. Brown, an accountant, is a graduate of Florida Southern College and of The University of Tennessee at Knoxville.