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A Program of Improvement for Union County Kentucky Schools

Thomas Fortenbery
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Fortenberry,

Thomas V.

1945

A PROGRAM OF IMPROVEMENT FOR UNION COUNTY KENTUCKY SCHOOLS

BY

THOMAS V. FORTENBERY

A THESIS

SUBMITTED IN PARTIAL FULFILLMENT
OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF ARTS

WESTERN KENTUCKY STATE TEACHERS COLLEGE

AUGUST, 1945

Approved:-

Major Professor
and
Department of Education
Graduate Committee

Francis J. [unclear]
[unclear]

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DEDICATION

This Thesis is dedicated to the School
Children and Youth of Union County, Kentucky,
both present and future, without regard to
race, creed, or social and economic status.

ACKNOWLEDGMENTS

The writer hereby extends an expression of sincere appreciation to Dr. Lee Francis Jones and Dr. Bert R. Smith of Western Teachers College for encouragement, constructive criticism and helpful suggestions; to Mr. Lawrence Casner, architect, Madisonville, Kentucky, for his work in drafting the building plans; to Mr. Edwin R. Ward, Superintendent of Schools, Providence, Kentucky, for his encouragement and suggestions; to Mrs. Ruth Houston, Morganfield, Kentucky, Mr. Otho Edwards, Sturgis, Kentucky, Miss Frances Bethel, Morganfield, Kentucky, for constructive criticisms and assistance in compiling data in preparation of this thesis.

The writer is also indebted to the Division of Planning, Department of Highways, Frankfort, Kentucky, for special permission to reproduce traffic flow and transportation maps; to the Fiscal Court of Union County for special permission to use information taken from a history of Union County, copyrighted by the Fiscal Court; to the Union County Board of Education for the opportunity to engage in this study; and to the faculty of the Union County School System, whose professional alertness and enthusiasm is a constant source of inspiration.

INTRODUCTION

In far too many instances, Kentucky school buildings have been constructed hurriedly with little thought having been given to present needs or future requirements. Many buildings have been constructed which were inadequate before they were finished. They were so designed that future additions were difficult to make. When additions of necessity were made, there resulted architectural monstrosities devoid of beauty or utility. These buildings stand as monuments to the shortsightedness and false economy practiced by school administrators and boards of education.

On the other extreme, we see buildings constructed which were too large in the beginning in sections of declining population. They were never used to their full capacity and they stand as empty memorials to the over-enthusiasm of school administrators and boards of education.

What Prompted the Study.—The writer's observations of poorly planned buildings being used to only a fraction of their capacity have prompted this study.

Statement of Problem.—The problem presented in a Program of Improvement for Union County Schools deals primarily with future school buildings. The problem is threefold:

1. The location of future school buildings must be determined in the light of population trends and economic developments.
2. The size of the buildings must be determined.
3. A plan to finance the program must be developed.

Scope of the Study.—The scope of this study includes all the schools of Union County, Kentucky. Particular emphasis will be placed on the public schools of the Union County System.

Source of Data.—The source of data for this study was a history of Union County, Records of the office of County Court Clerk, office of the County Judge, office of the Union County Board of Education, and data submitted by various coal companies doing business in Union County, together with data used in the course "School Buildings" at Western Teachers College during the summer of 1945.

Technique of Treatment.—The technique of treatment is historical and observational rather than scientific and technical. The program presents a long-term general plan rather than a short-term specific plan. Short-term specific plans must become a part of the long-term general plan to produce realization of the plan. When short-term specific plans are made, minor alterations and adjustments of the long-term general plan will be made.

This study contains five chapters. The first chapter deals with the introduction. The second chapter presents the historical background which serves as a basis for the study. The third chapter deals with the problem of transportation, evaluates the present program, and proposes the future program. The fourth chapter deals with the school building program. The fifth chapter gives consideration to a program of financing, conclusion, recommendation, and bibliography.

CHAPTER II

HISTORICAL BACKGROUND

Union County, Kentucky, embraces 357.5 square miles of territory, including Camp Breckinridge, Army Reservation, along the western edge of the Western Coal Fields.¹ It is bordered on the north and west by the Ohio River for a distance of approximately thirty-five miles. It is separated on the south from Crittenden County by Tradewater River, and is bordered on the southeast by Webster County. Northeast lies Henderson County from which Union County was established in the year 1811. Directly across the Ohio from Union County are the southern borders of the states of Indiana and Illinois. See maps, pages 4 and 5.

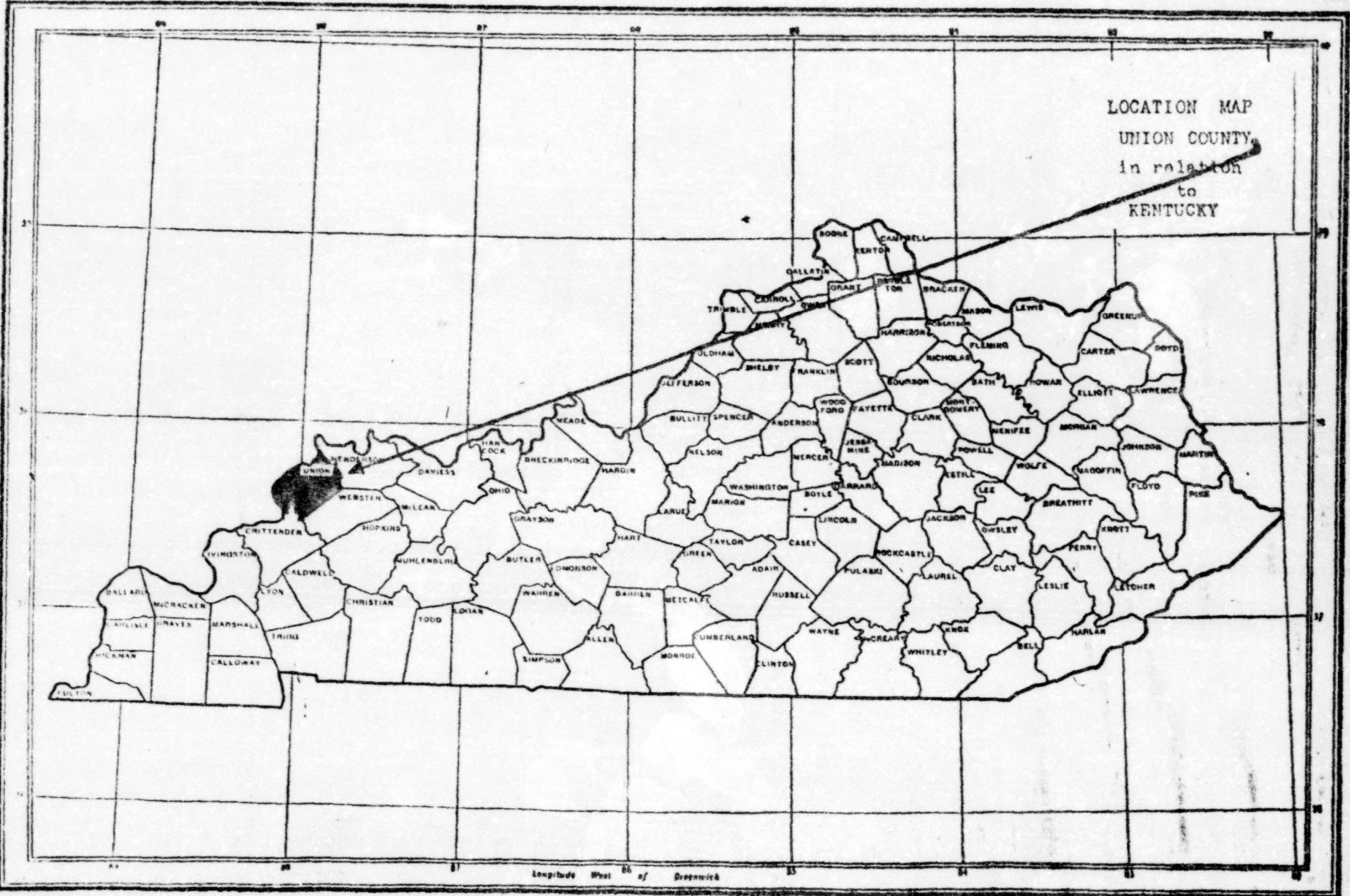
Generally speaking, the county is well drained by the Ohio and Tradewater Rivers and their tributaries. A range of hills and ravines extends through the center of the county from near the Ohio River in the west, eastward to the Webster County line. These hills have a maximum elevation of approximately 600 feet south of Morganfield, the County Seat, while the minimum elevation is approximately 315 feet above sea level in the area where the Ohio and Tradewater Rivers converge.² In addition to the hills and uplands, there is a large area of level lands extending to the river bottoms along the Ohio which makes the County one of the best agricultural counties in Kentucky.

The people of the County are principally of English, Scotch, and Irish descent. Their forbears migrated from the eastern seaboard states. The people of Union County are imbued with a spirit of civic pride and respect for law. Since the beginning of the County, they have shown unusual interest in schools and churches.

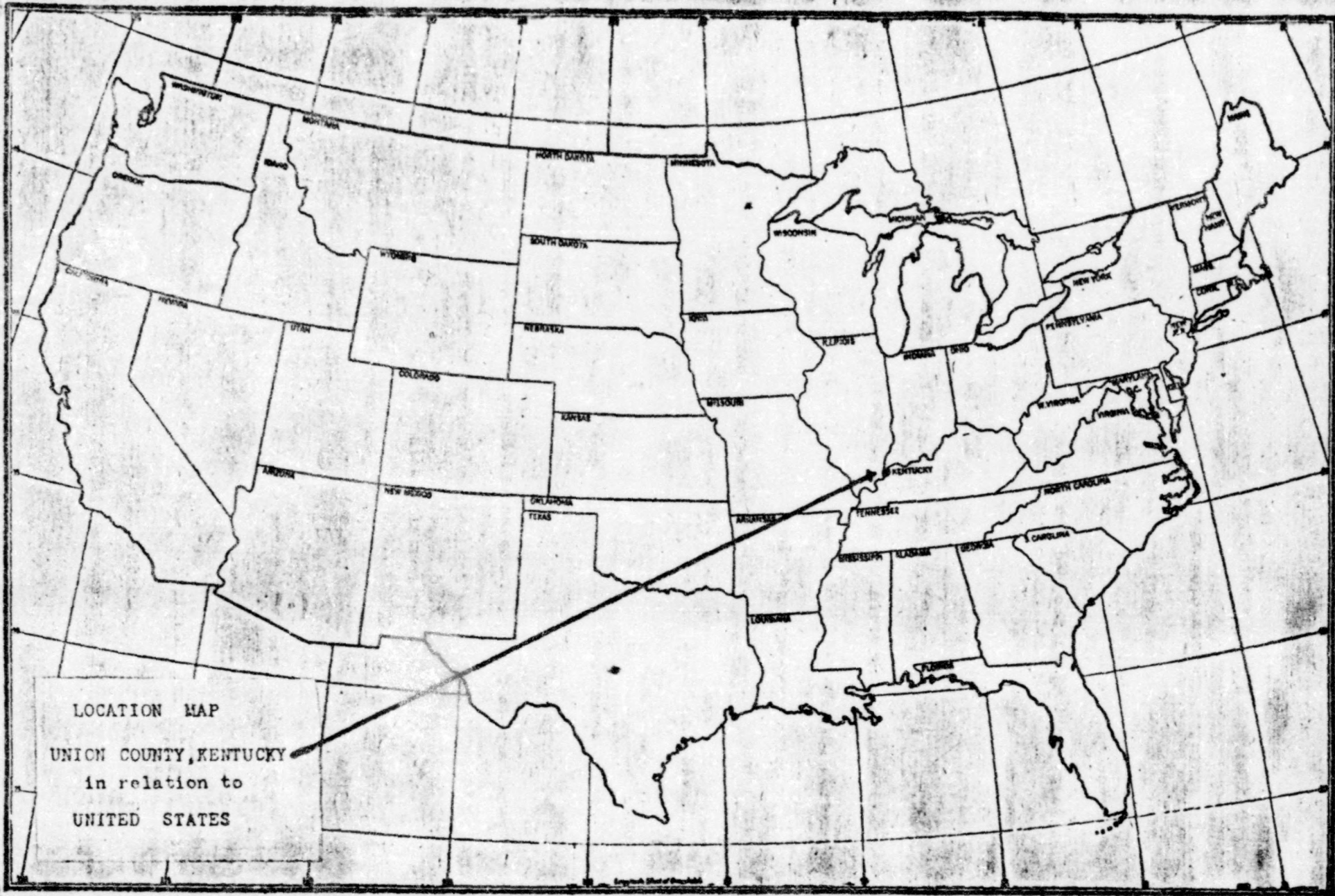
¹ Works Progress Administration Writers' Project, Union County, Past and Present, American Guide Series, Schuhmann Printing Co., Louisville, Ky. 1941. p.1.

² Ibid. p. 1.

LOCATION MAP
UNION COUNTY,
in relation
to
KENTUCKY



Longitude West of Greenwich



LOCATION MAP
UNION COUNTY, KENTUCKY
in relation to
UNITED STATES

As a result, more churches and schools have been built than are now needed for all practical purposes. Today Union County is populated principally with civic-minded substantial, churchgoing, business and farm men and women.

The growth of the County was normal and sound from the beginning because of the type of people who first settled there and because their livelihood was based primarily on an agricultural economy. Table I, page 7, shows the population growth and fluctuation. It will be noted that the population increased steadily from 1810 to 1900, a period of ninety years. The peak was reached in 1900 with a population of 20,326. Then for the next thirty years there was a slow decline to 1930. There was a slight increase from 1930 to 1940. These figures do not, of course, give conclusive evidence that the population will remain static for the next forty or fifty years. There are too many uncertainties and unknowns to safely make such a prediction. A sudden upheaval could cause the population to fluctuate drastically either up or down. The results of the establishing of Camp Breckinridge and its abandonment or retention may cause unforeseen changes. At present it seems that the normal population has not as yet been greatly changed by the establishment of the Camp. In the light of the above facts, therefore, one cannot safely predict the future, however it would seem that the normal population for the next several years in Union should be somewhere near the 18,000 figure.

During the period of history prior to the beginning of the Civil War, records show that a great number of slaves were owned in Union County, and that the farm lands in the county were composed of large estates. The census listed 681 farms in Union County in the year 1850.³ Beginning immediately after the Civil War until 1900, the trend was toward the breaking up of the large estates into smaller farms. The peak was reached in 1900 with a total of 2,279

³
W.P.A. Writers' Project op. cit., p. 59.

TABLE I

POPULATION OF UNION COUNTY, KENTUCKY

Year	Population
1810	3,470
1830	4,764
1840	6,673
1850	9,012
1860	12,971 *
*1870	13,640
1880	17,809
1890	18,229
1900	20,326
1910	19,836
1920	18,041
1930	17,023 #
1940	17,411 &

* Works Progress Administration Writers' Project op. cit.

Fifteenth Census of the United States, 1930. Washington, D.C.

& Sixteenth Census of the United States, 1940, Agriculture, Vol. I, Statistical Report, Washington, D.C.

independent farm units. In 1900, the trend reversed itself and a consolidation movement was apparent. See Table II, page 9. This movement continued until about 1930. In 1935 a slight increase in the number of farms was recorded. Another downward trend in the number of farms then began after 1935 to 1940 at which time there were 1217 farms in Union County. It is significant that the population trend followed closely the trend in the number of farms.

Again the statistics presented are not conclusive evidence that the number of farms and the type of agriculture in Union County has reached a stage where change will not come about in future years. The establishment of Camp Breckinridge in Union County absorbed some 30,000 acres of land and greatly reduced the number of farms. The uncertainty as to the future of the Camp precludes any predictions as to the number of farms in the County in the future.

Statistics reveal, however, that a great number of changes have come about in the kind of farming which is now done in comparison to that which was carried on a few years ago.

As the number of farms has decreased, the average size of the farms has increased. See Table II, page 9. The use of tractors, trucks, and power-driven farm machinery in recent years has lessened the need for horses and mules as beasts of burden resulting in a decline in the number of these animals.

With modern farm machinery increasing in amount and efficiency, the need for tenent farmers has decreased. With the decrease of tenant farmers, the importance of tobacco has waned until Union County no longer produces tobacco to any great extent. See Table III, page 10.

Particular emphasis today is placed on the production of livestock, especially beef cattle. In 1926, the County was accorded the distinction of being the first county in the United States to be free of scrub sires in beef cattle.

TABLE II

NUMBER OF FARMS, AVERAGE SIZE OF FARMS, NUMBER OF FARM TENANTS

Year	Number of Farms
1850	681
1870	848
1890	1,881
1900	2,279
1910	1,840
1920	1,801
1925	1,469
1930	1,342
1935	1,347
1940	1,217
Year	Average Size of Farms
1930	135 Acres
1935	148.8 Acres
1940	170.1 Acres
Year	Number of Tenants
1930	574
1935	539
1940	389 *

* Sixteenth Census of the United States 1940 op. cit.

TABLE III

LIVE STOCK PRODUCTION, UNION COUNTY, KENTUCKY

Animals	Year	Number
Beef Cattle	1930	11,593
	1940	18,623
Hogs	1930	21,237
	1940	30,090
Sheep	1930	3,730
	1940	3,817
Mules	1930	3,431
	1940	3,000
Horses	1930	2,097
	1940	2,015 *

*Sixteenth Census of the United States, 1940, op. cit.

Second in importance to production of beef cattle comes the production of hogs. In the past, sheep production was carried on to a much greater extent than today. There are sections of the county ideally situated for sheep production except for the fact that there has been no effective means reached to control dogs. In recent years there has been an increase in the production of poultry. There is an increase also in the emphasis being placed on production of hay and small grains. See Table IV, page 12. The statistics presented in Table IV are not conclusive because they do not cover a sufficiently long period of time, yet, by them, observations made by one familiar with Union County are, to a certain extent, substantiated and given validity.

It has been pointed out already that the economy of Union County is and has been from the beginning primarily an agricultural economy.

However, it is well to consider some of the industries which have flourished and waned through the years, and those industries which have remained fairly constant and promise to continue for several years to come.

In the early history of the County, valuable timber grew in abundance. Lumbering was an important industry. The primary purpose, of course, was to clear the land for agriculture. This being the case, no effort was made to conserve and there was no thought of reforestation. As the supply of timber diminished, the lumbering industry waned until at the present time practically all the county is cleared and only a few small sawmills now operate. These operate purely for local consumption.

Distilling was another industry which came into being about 1875 and lasted until shortly after the turn of the century. A distillery was located in Uniontown and at one time employed some 300 men. About 1908, the distillery was dismantled and moved to Louisville. This ended the distilling industry in the County.

Near the close of the Civil War, the tobacco acreage in the County was

TABLE IV

FIELD CROP PRODUCTION, UNION COUNTY, KENTUCKY

CROP	YEAR	Acres, Lbs. or Bushels
Corn	1934	1,539,514 bu.
	1939	1,777,270 bu.
Wheat	1929	8,564 acres
	1934	12,727 acres
Barley	1934	2,496 bu.
	1939	19,058 bu.
Hay (all kinds)	1929	17,669 acres
	1939	20,642 acres
Tobacco	1934	675,885 lbs.
	1939	418,588 lbs.*

*Sixteenth Census Report of the United States, 1940, op. cit.

greatly enlarged. A warehouse for buying and stemming was erected in Uniontown. The operation of this enterprise continued until about 1910. It was then discontinued and the market was transferred to Henderson. Thus ended another industry. The production of tobacco in the County has continued to decrease until very little is now produced.

In the past, the manufacture of brick has been carried on at Sturgis and at Uniontown. This enterprise has now also ceased to exist.

There are numerous other small enterprises which have flourished and ceased to exist in the history of the County. Time and space do not permit their separate consideration in this thesis and it is doubtful whether their importance justifies it.

The industry which is next in importance to agriculture in Union County is the production of coal. Coal production in the County has played an important part in its economic development from the early history until the present time. Some communities owe their birth and existence to the Ohio River and early river transportation. Others owe their beginnings and growth to the production of coal. Many mines which once operated in the county have long since closed. New mines have been developed to take their place. At ~~one time~~ a large mine operated in Waverly. It is now closed. Another mine was ~~the nucleus~~ around which the life of Dekoven revolved. It has closed. Sturgis owes much of its growth and development to the production of coal. Yet some of the mines have closed in Sturgis and one new one near Sturgis has recently been opened. Coal is now produced at Sturgis and near Sturgis, at Uniontown and at Morganfield. The Hammack Coal Company at Sullivan began production in 1938. That year 1,000 tons were produced. This mine produced 3,000 tons in 1939, 5,000 tons in 1940, 7,000 tons in 1941, 8,000 tons in 1942, 10,000 tons in 1943, and 15,000 tons in 1944. The Maginnis Coal Company at Morganfield has averaged

65,000 tons per year since 1941. The production of coal is still and promises to continue as an important industry in the economic life of Union County for many years to come. The West Kentucky Coal Company produces the major part of the coal, and has for many years. See Table V, page 15.

Oil production in the County has come into being within the last three years, and there has been a remarkable growth in the production. This oil boom has almost been overlooked due to the fact that the establishment of Camp Breckinridge and of the Sturgis Air Port has so overshadowed it, together with the defense and war impact. See Table V, page 15, on Oil Production. The future of oil production is, of course, problematical due to uncertainties of that industry.

Transportation has played an important part in the history and development of Union County. In the beginning, the water transportation afforded by the Ohio River was by far the most important, causing the development of communities along the river, such as Caseyville and Uniontown. Then came the building of railroads. The emphasis was transferred then from water to rail. This checked the growth of water front communities and gave impetus to the growth of inland towns. Waverly, Morganfield, Sturgis, and Sullivan are examples of those towns served by railroad transportation facilities.

At the present time Union County is served by only one railroad. The Illinois Central line runs through the County from the north to the south. A branch line of the Louisville and Nashville Railroad Company formerly ran from Clay in Webster County to Morganfield. This line was discontinued recently and the tracks were taken up.

Just as the railroads followed water transportation and grew in importance until water transportation was almost eliminated except for heavy freight, the expansion and improvement of the public highway system has lessened the impor-

TABLE V

OIL AND COAL PRODUCTION, UNION COUNTY, KENTUCKY

OIL	Barrels Produced
1942	70,916
1943	734,710
1944	2,170,165 *
COAL	Tons Produced
1934	343,894.62
1935	403,585.01
1936	473,707.42
1937	443,042.21
1938	371,525.31
1939	415,971.26
1940	529,392.48
1941	650,935.87
1942	494,047.14
1943	664,324.90
1944	548,399.65 #

* Records of Union County Court Clerk Office.

Records of West Kentucky Coal Co., Earlinton, Kentucky.

tance of railroad transportation.

Union County is fortunate in having a good road system. U. S. Highway No. 60 runs through the County north and south from the Henderson County line north of Waverly to the Crittenden County line south of Sullivan. Kentucky State Highway No. 56 runs through Union County from the Webster County line on the east through Morganfield west to the Ohio River at a point opposite Shawneetown, Illinois.

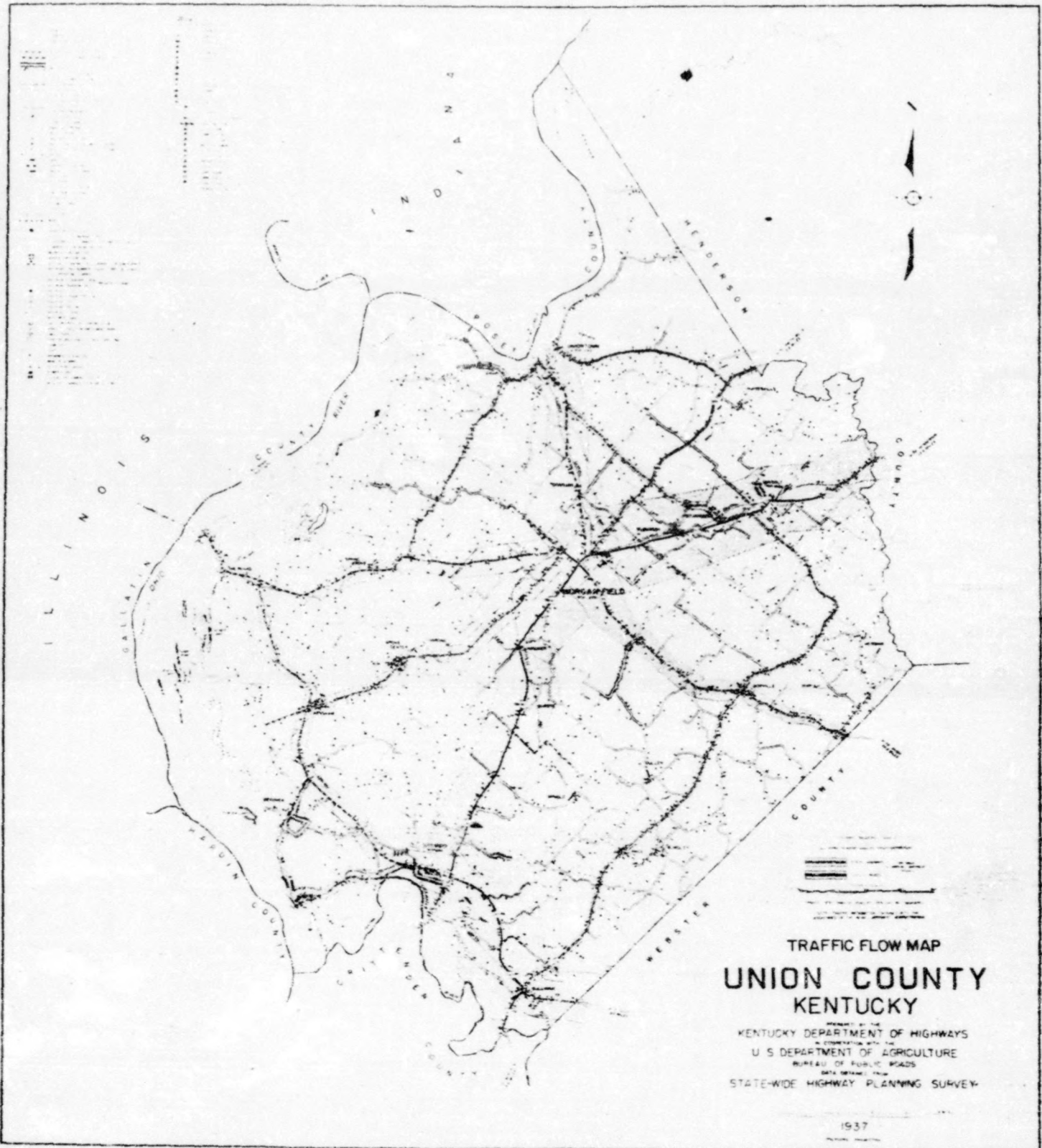
Kentucky State Highway No. 85 runs through the western part of the County from a junction with No. 56 about two miles from the Ohio River to Sturgis where No. 85 joins U. S. Highway No. 60. State Highway No. 85 and U. S. Highway No. 60 are joined from Sturgis to Sullivan in the southern part of the County. They separate at Sullivan, U. S. No. 60 continuing south to Marion and State Highway No. 85 turning east to a junction one mile north of Providence with U. S. Highway No. 41.

In addition to these main highways, Union County has 160 miles of improved county roads and 260 miles of unimproved roads.⁴ See Traffic Flow Map, Page 17.

The growth of good roads in Union County, as elsewhere, has tended to eliminate time and distance and has caused remarkable changes in the economy of the County. This has, in turn, brought about changes in the school system which will be considered later.

Before the era of good roads, the situation in Union County was quite similar to that of most other Kentucky counties. There were many small communities centered around the general crossroads store, the church and the elementary school. In those days an eighth grade education was considered adequate for the vast majority of people. These small communities served as the basis upon which America grew. The small churches and schools made a distinct

⁴ Records, Office County Judge of Union County



TRAFFIC FLOW MAP
UNION COUNTY
KENTUCKY

PREPARED BY THE
 KENTUCKY DEPARTMENT OF HIGHWAYS
 IN COOPERATION WITH THE
 U. S. DEPARTMENT OF AGRICULTURE
 BUREAU OF PUBLIC ROADS
 DATA OBTAINED FROM
 STATE-WIDE HIGHWAY PLANNING SURVEY

1937

and valuable contribution to the economic, social, and religious progress of the country. The few which remain are still making that contribution.

With the coming of good roads and the invention of the automobile, the quiet and even tempo of life in the small communities was rudely disturbed and shaken. It was the beginning of the end for the so-called "horse and buggy" days. This trend began shortly after the turn of the century and continues at the present time. The movement has been more rapid in some sections of the country, of course, than in others. In some sections the small communities are all completely gone while in a few places we find them holding their identity almost as completely as they held it forty or fifty years ago.

There is a great deal of truth in the adage, "For everything we gain, we lose something." The small communities gained in many ways, but lost so far as local control was concerned. During this period of change and adjustment, generally people were ready to accept the automobile, the new farm machinery, and the improved household conveniences. They were moving forward in every way except one. They did not want the school to change. "It was good enough for their fathers, it should be good enough for their grandchildren." It is perfectly natural that many people felt that way, since the school was so close to them, and because of almost absolute local control.

The youth, however, began to want more than the elementary school offered and gradually a few began to enter high school in the independent graded districts maintained in the small towns.

As more of the students became interested in a high school education, a demand came for rural high schools. This trend began shortly after World War I. As a result, hundreds of small high schools were established during the twenties throughout Kentucky. Some of these schools were efficient and still exist today, but a great majority of them failed to produce the desired

results, particularly the one, two and three-year high schools. In the early thirties, these small high schools began to close and that trend has continued to the present time. This is a rather general statement of the history of schools in Kentucky as we consider in detail the history of schools in Union County it will be seen that Union has followed the trend generally found in Kentucky.

In addition to the public schools of the Union County System, there are in the County the independent District of Uniontown and a number of parochial schools.

According to the history of the County, the first public school building in Uniontown was erected in 1890 and an addition was built in 1895. A new gymnasium was built in Uniontown a few years ago in honor of Mr. Otis Hawkins, Superintendent of the Uniontown Schools. At the present time a twelve-grade service is offered at the Uniontown school.

Through the years the parochial schools of the County have contributed to the religious and educational welfare of the County. At the present time there are three parochial high schools in the county and five elementary schools.

Within the past fifteen years, many changes have taken place in the public school system of Union County.

In 1932-33, high school service was offered at four schools in the Union County System; Pride, Dekoven, Boxville and Grove Center. At that time Sturgis and Morganfield Public Schools were independent districts. High school service was offered in both Sturgis and Morganfield. The total number of public high schools in the County in 1932-33 was seven.

In 1926-27, there were forty-eight elementary rural schools in Union County. Four of these elementary schools were discontinued in 1928-29 or con-

solidated with other schools. Two were consolidated in 1930-31, leaving forty-two at the close of the school year 1931. Five were consolidated during the school year 1932-33, leaving thirty-seven at the end of the year 1933. Fifteen were consolidated in 1934-35. This left twenty-two elementary schools in the county system at the end of the school year 1935. In 1935, Dekoven High School was consolidated with the Grove Center High School.

In 1937, the Sturgis Independent District merged with the County System. Morganfield followed suit in 1938. The high schools at Grove Center, Boxville, and Pride were discontinued and the high school students from those communities were transported to Sturgis and Morganfield.

In 1942, when Camp Breckinridge was established in Union County, five schools were located in the area taken in by Camp Breckinridge .

At the end of the school year 1945 there were ten white and two colored schools in the Union County System. The consolidation movement has moved rapidly in the County especially since the enactment of the present school code in 1934. Perhaps the movement has gone a little too rapidly, working hardships on the people in some cases when the lack of good roads handicapped an effective program of transportation.

The decline in the census in the last few years has followed the trend in the state. This has been brought about by people moving from rural areas to industrial centers to engage in war work. See Table VI, page 21 .

In keeping with the decline in census, the number of teachers in Union County has been reduced. See Table VII, page 22 . The number in the future will probably range from seventy-five to eighty-five.

The increase in the number of teachers from 1937-38 to 1938-39 was brought about by Morganfield reverting to the County System.

TABLE VI

CENSUS, UNION COUNTY SCHOOLS

Year	Number
1937-38	4,724
1938-39	4,674
1939-40	4,189
1940-41	3,979
1941-42	3,963
1942-43	3,904
1943-44	3,809
1944-45	3,534
1945-46	3,229 *

*Records, Office County Board of Education

TABLE VII

NUMBER OF TEACHERS, UNION COUNTY SCHOOLS

Year	White	Colored	Total
1937-38	69	6	75
1938-39	86	11	97
1939-40	82	11	93
1940-41	79	11	90
1941-42	79	11	90
1942-43	73	10	83
1943-44	66	10	76
1944-45	69	7	76 *

*Records Office, Union County Board of Education

Summary

There are too many uncertainties and possibilities of unexpected changes to predict future developments within definite limits. From the data presented in this chapter, and in the light of past developments and trends, there is some reason, at least, to justify the following assumptions:

1. The population of Union County will probably continue for the next few decades near the 18,000 figure.
2. The economy of the County will continue with agriculture and the production of coal as the basis.
3. There will be continued improvement in the road system and further consolidation of schools.
4. A better program of transportation is a necessity, in order to give children in the remote sections of the County an opportunity equal to that enjoyed by children located in the more thickly populated center.
5. The majority of the children of the County School System will be located in Sturgis and Morganfield respectively.
6. Fewer but larger and better school buildings will be required.

CHAPTER III
TRANSPORTATION

For many years school transportation has been carried on in Kentucky. Parents individually have taken care of the transportation of their own children to school, in many instances. They have grouped together and pooled their resources, time, and facilities in many cases. Children have been transported to and from school in every conceivable type of vehicle from broken-down hearses to the most modern school buses, even trains and trolley cars, ponies and bicycles, have been used. See photographs, pages 25 and 26.

School transportation at public expense to any great extent, however, is of comparatively recent inauguration. Increased impetus was given to public school transportation after 1934 up until the outbreak of World War II in 1941. Since the beginning of the war, the program has not expanded; in fact, it has been retarded. See Table VIII, page 27. The decline in the number of children transported in Union County from 1941-42 to 1942-43 is due to the fact that approximately 800 families moved out of the Camp area. When new equipment is available again, there will be a great need and demand for new buses, and transportation, no doubt, will again expand.

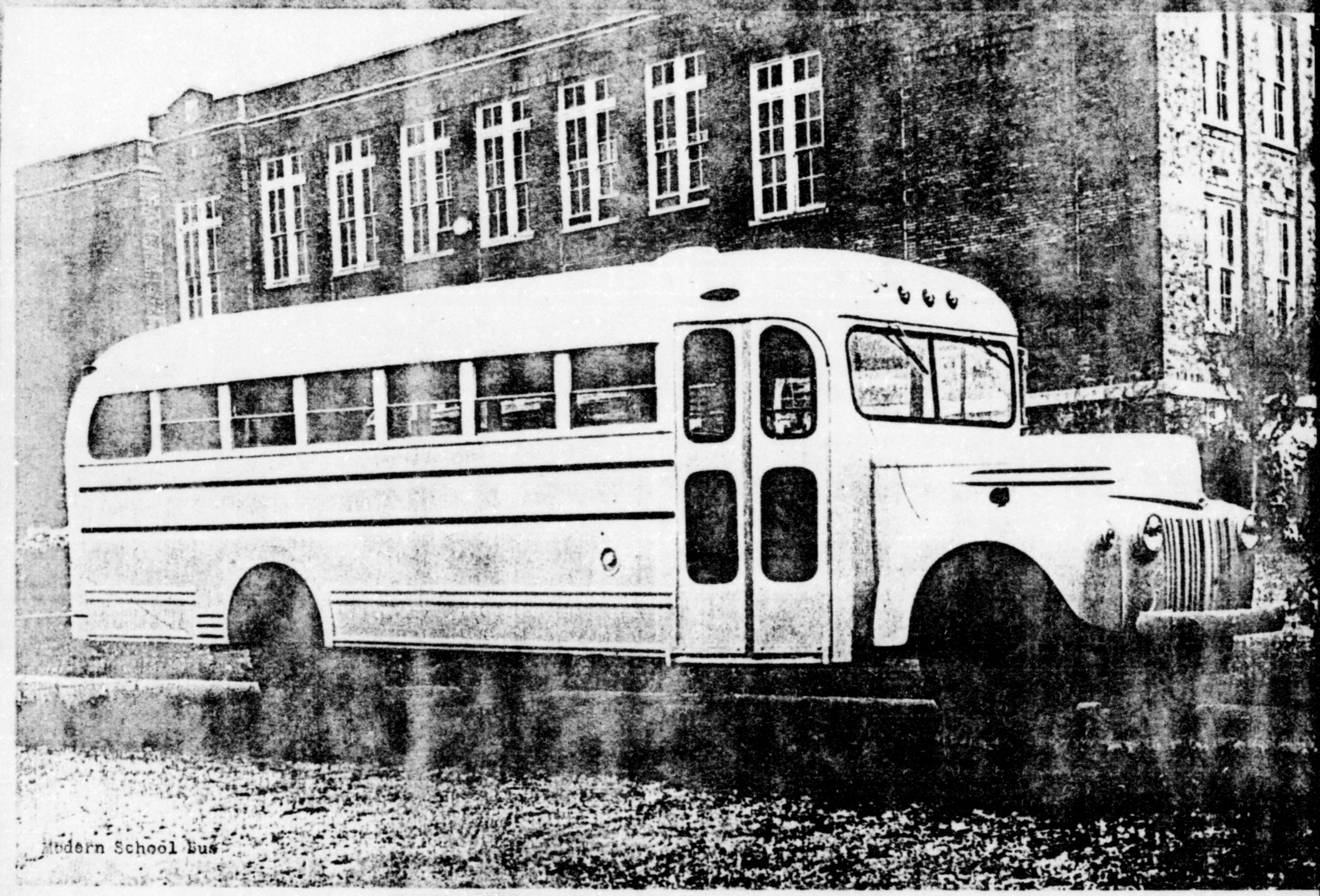
One of the difficult problems pertaining to transportation is that adequate finances have never been provided by the state to carry on a program, and local districts have been limited by tax rate restrictions until they could not raise the revenue locally. Boards of education have tried to operate a program of transportation out of budgets which were already inadequate. As a result there has been a lack of planning and various makeshift programs have been carried on. The children in the end have been the ones to suffer.

In the beginning, a majority of boards of education in Kentucky, together with school administrators, believed that the transportation program could be

DARK

DOCUMENTS

"May Not Film
Well."



Modern School Bus

TABLE VIII

PUPILS TRANSPORTED IN UNION COUNTY SYSTEM

Year	White Elementary	White High School	Colored Elementary	Colored High School	Total
1937-38	931	361	4	19	1315
1938-39	897	379	6	24	1306
1939-40	901	376	9	26	1312
1940-41	939	428	17	32	1416
1941-42	929	418	28	27	1402
1942-43	862	308	4	13	987
1943-44	703	203	7	16	929
1944-45	694	219	53	12	978*

* Records, Office Union County Board of Education

more effectively and economically carried on by contracting with private individuals to transport children.

Boards of education and school administrators are coming to the conclusion that a better program of transportation can be carried on with publicly owned vehicles. This fact is borne out by the trends established in the state as evidenced by statistics compiled by the State Department of Education.

Through experience and observation, the writer is of the opinion that public ownership of buses is more desirable and economical. At the present time, the Union County Board of Education owns six school buses and contracts with private individuals for the operation of five buses. The Board of Education has purchased four new buses for the year 1945-46, and will continue to work gradually toward public ownership completely.

There is reason to believe, also, that boards of education and school administrators have practiced false economy by having an insufficient number of vehicles. The vehicles have been overloaded and driven too far which rapidly resulted in excessive wear and tear. If twice as many buses were used, and if each one were driven just half as far at the proper speed, no doubt it would last more than twice as long.

Due to lack of planning on routing of buses, and false sense of economy, buses have have been required to make three, four, sometimes more, trips. Children have been required to leave home too early in the morning and have been on the road too long. They have been kept on the buses too long in the afternoon, and have reached home too late at night. See Map, page 29. A sufficient number of buses, each required to make only one trip, will, to a great extent, solve this problem. See Map, page 30.

Another problem of transportation is the proper care of equipment such as storage and maintenance. In far too many cases in the state, no provision is made for proper storage of buses. They are parked in vacant lots, on the

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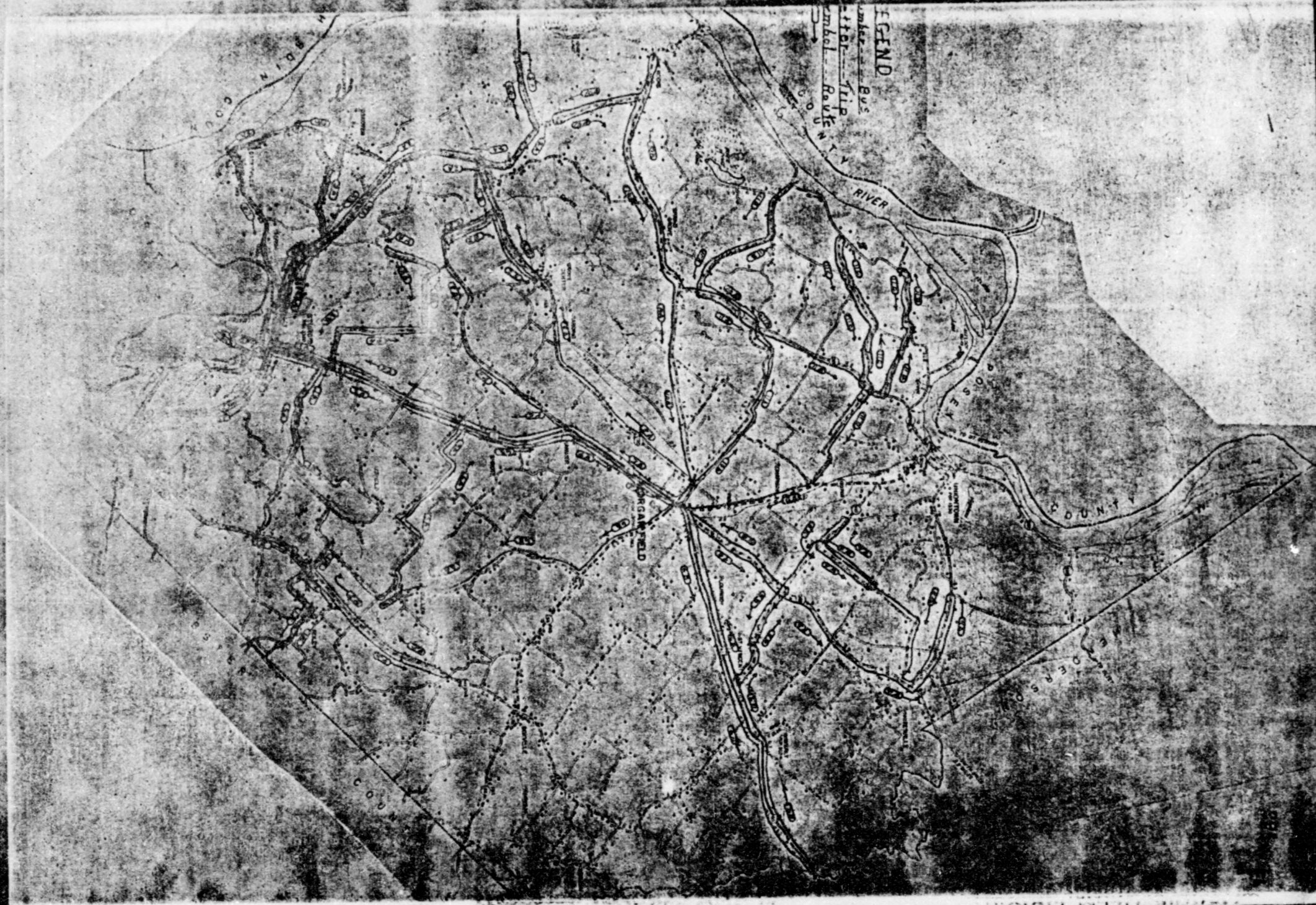
LEGEND
Bus
Tram
Tram
Tram
Tram

RIVER

CHICAGO

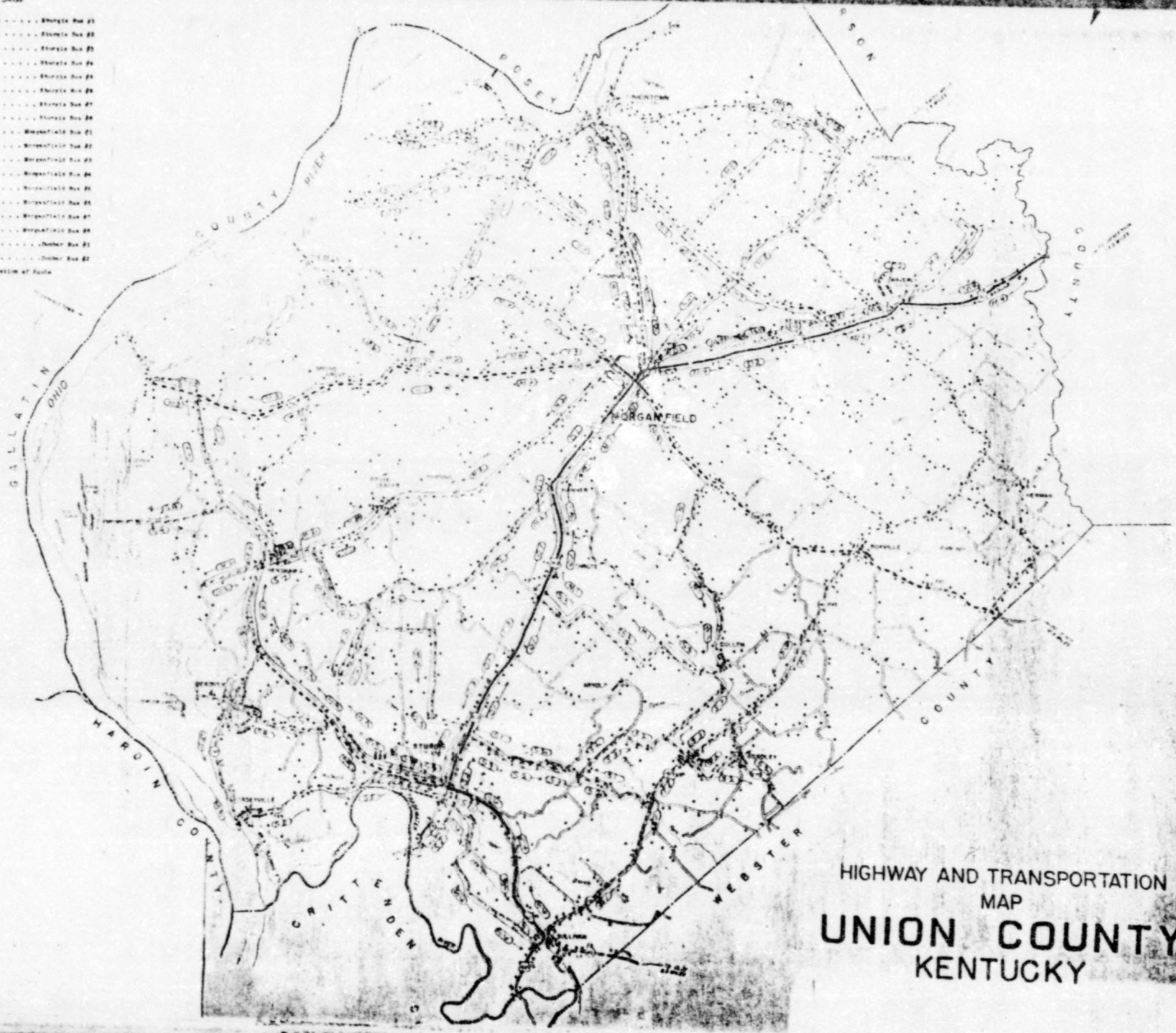
COUNTY

CHICAGO



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I L L I N O I S



HIGHWAY AND TRANSPORTATION
 MAP
UNION COUNTY
 KENTUCKY

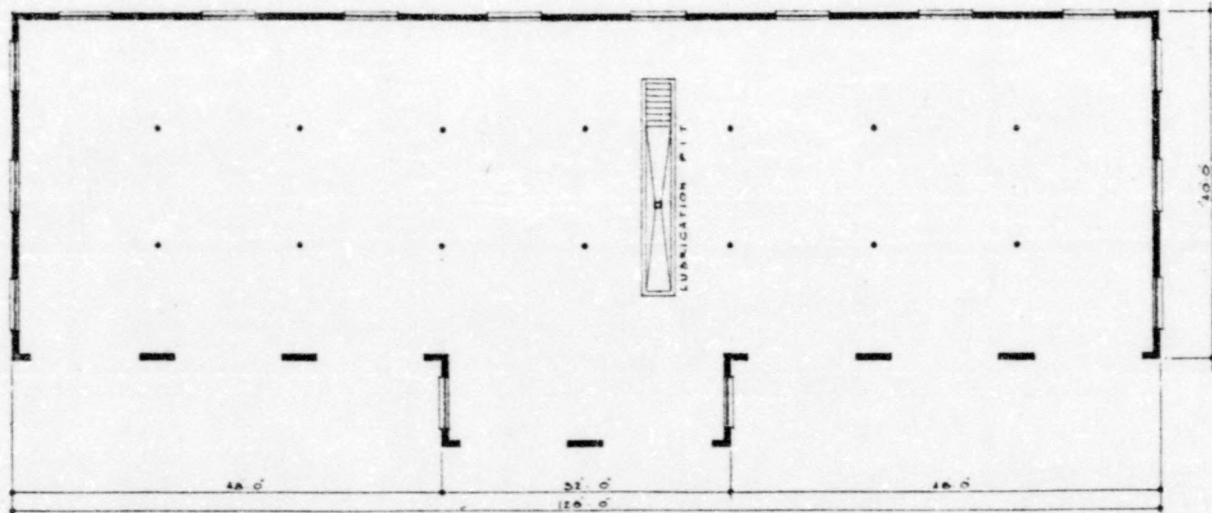
side of roads, in lanes, and in back yards. They are at the mercy of the weather and, as a result, it is difficult to start them in cold weather, resulting in excessive wear and tear when they are pulled by other vehicles in order to start them. This situation has existed in Union County.

The program of improvement for the Union County Schools provides for the erection of two school bus garages. See Plan, page 32. These buildings will be located on the school grounds at Sturgis and Morganfield, respectively. The transportation program for the present for white children will revolve around these two units as the axis.

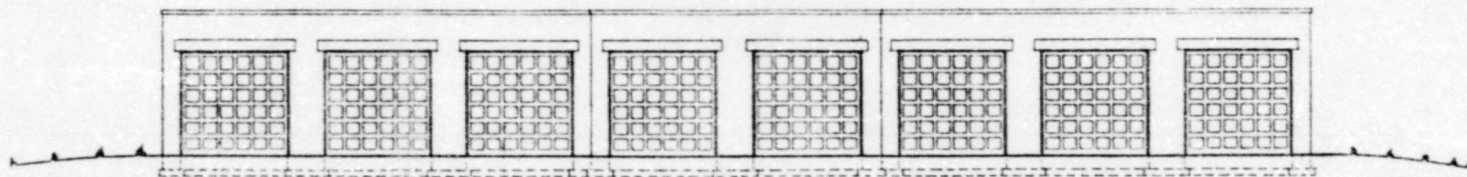
The buildings will be heated with stoves at the present time. Later, as planned, they will be steam heated from a central plant. Each garage is designed to house eight buses. The buildings are 128 feet long and 40 feet deep. The majority of school buses at the present time in Kentucky have an overall length of not exceeding thirty feet. These garages are purposely made deeper in order to accommodate longer buses if and when they are used in Kentucky. Each garage will be equipped with a grease pit and all necessary tools for minor repairs and maintenance. Gasoline pumps will be installed and air compressors will be necessary. See photograph, page 33 .

The purpose of the garages is not to enter into competition with commercial garages any more than cafeterias are designed to compete with restaurants. The primary purpose of both garages and cafeterias is to render more efficient school service for the children. It is planned to have capable mechanics, one at each garage, to have charge of maintenance and repairing of buses.

Another problem of transportation is the securing of capable drivers. It is difficult to find the proper kind of men at the salaries which boards are able to pay, which averages \$40.00 per month in the state. At that salary, it is necessary for drivers to have other employment in order to earn a living.



PLAN
SCALE $\frac{1}{8}'' = 1'-0''$



FRONT ELEVATION
SCALE $\frac{1}{8}'' = 1'-0''$

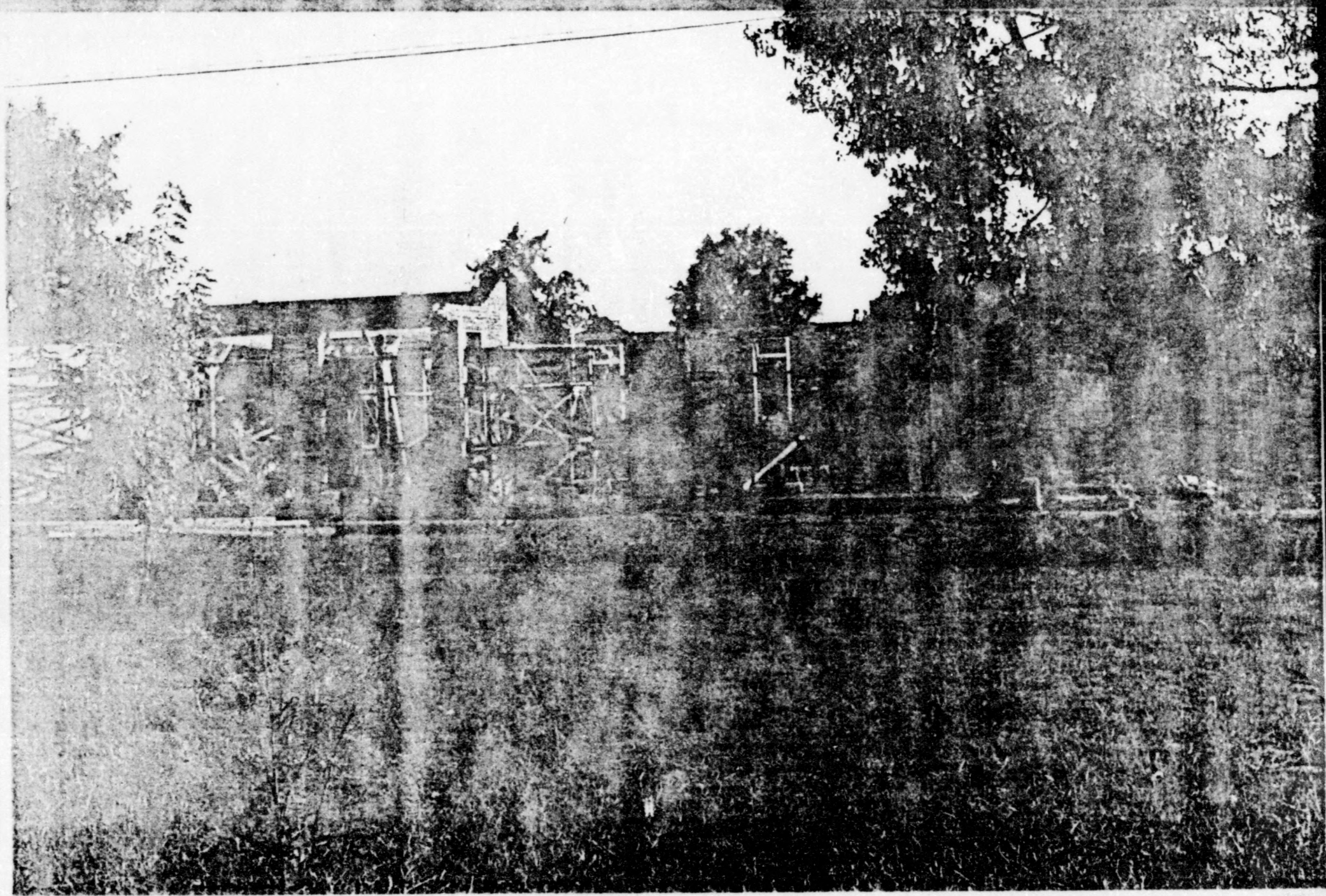
GARAGE BUILDING FOR SCHOOL BUSES.
TYPICAL FOR MORGANFIELD AND STURGIS CONSOLIDATED SCHOOLS
FOR UNION COUNTY BOARD OF EDUCATION

LAWRENCE CASHEN, ARCHITECT.

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It is difficult then to find a job which will work in with a school bus driver's duties. Some boards of education have used janitors as bus drivers with varying degrees of success. The chief difficulty encountered when janitors are drivers is that they should be doing janitorial work at exactly the time they are on the school bus.

There has been a greater shortage of men teachers than of women teachers during World War II for two or three obvious reasons. More of them have been drafted into the armed services, and higher salaries have induced them to enter war industries. With publicly-owned buses, kept in good mechanical condition, operating from a central point, it will be possible to use men teachers as drivers. This work will not interfere too greatly with their actual teaching if they make only one trip in the morning and one trip in the afternoon. Using men teachers as drivers will tend, also, to solve disciplinary problems on the buses. In addition, the extra salary paid men teachers for work as drivers will be an inducement for more of them to return to the profession when hostilities cease, and will, perhaps, cause more young men to look toward school work as a profession.

The program of transportation for colored children, in some ways, is more easily planned than for white children. In other ways the program is more difficult.

The great majority of the colored children in Union County are located at Sturgis, Morganfield, Uniontown, and Waverly. Good roads connect all these points. These children can easily be reached by bus, with few if any stops enroute to and from school.

The difficult problem pertaining to transportation of colored children is reaching the few scattered families in the rural areas.

The program as planned will provide for storage facilities for the buses

for colored children at the Dunbar School. Two buses used exclusively for colored children will suffice at the present time. Further needs may require more.

The transportation program as planned will, therefore, call for eight buses for white children at Sturgis, eight buses for white children at Morganfield, and two buses for colored children at Dunbar. A total of eighteen buses will then be used.

This transportation program will provide for further consolidation. As planned, Pride, Sullivan, and Caseyville will be consolidated with Sturgis. Hancock, Hite, Clements, and a part of Spring Grove will be consolidated with Morganfield. See Map, page 36. The remainder of Spring Grove will be consolidated with Grove Center. This will leave Grove Center as the only rural school in the County System.

A modern six-room brick building was constructed at Grove Center in 1937. This building, unfortunately, has never been utilized to its full capacity. See photograph, page 37. A greater number of children from the section south and west of Spring Grove will be housed at Grove Center when a few miles of additional roads are constructed in that area.

A modern six-room building was also constructed at Boxville in 1937. See photograph, page 38. This building was sold by the Board of Education to the United States Government when Camp Breckinridge was established. This building stands intact today. It was designed to house the children who formerly lived in the territory taken in by the Camp.

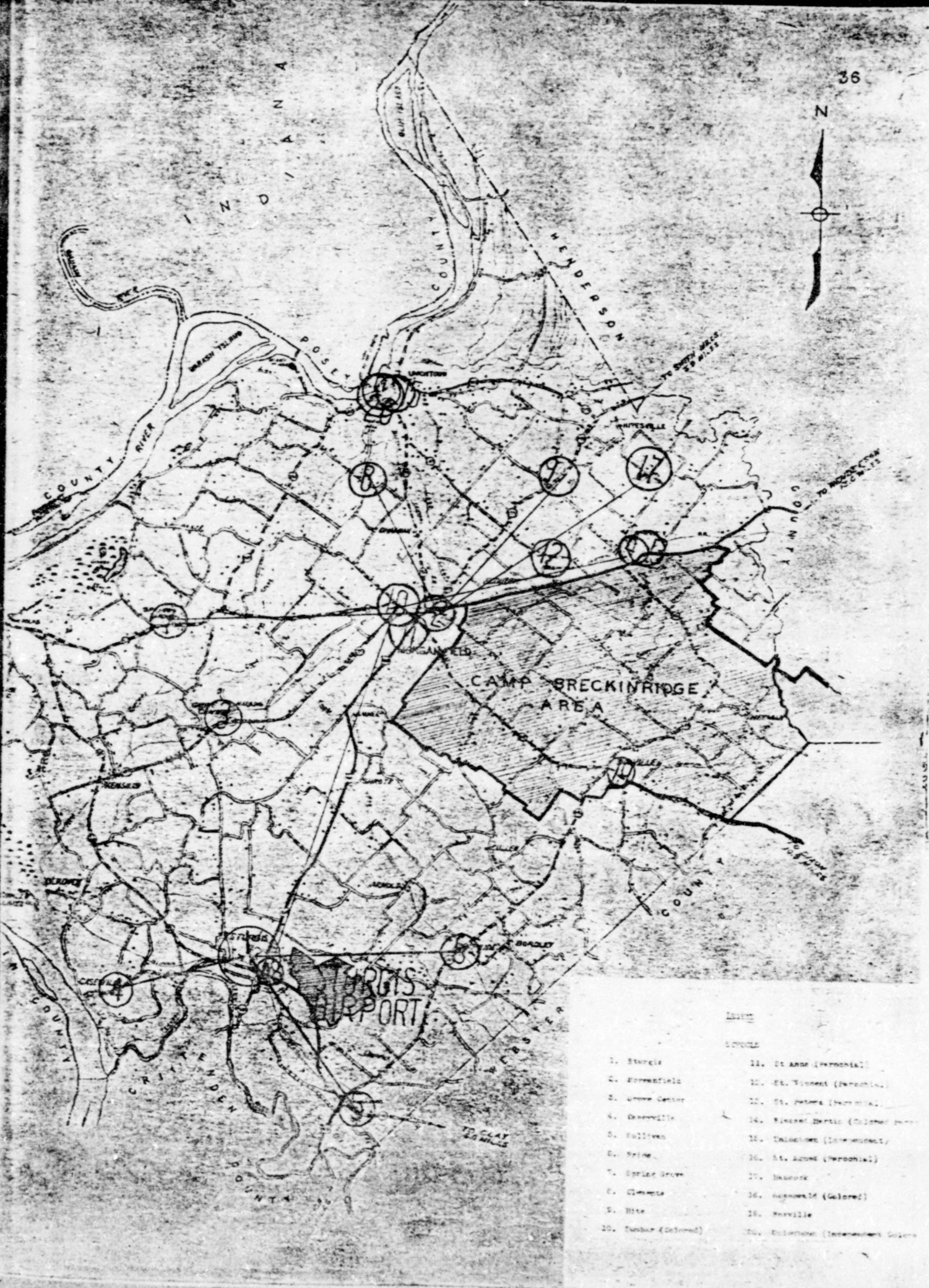
If the land in this section should be used again for agriculture, a need for the school building might again arise. Then it might be advisable for the Board of Education to consider obtaining possession of the building for

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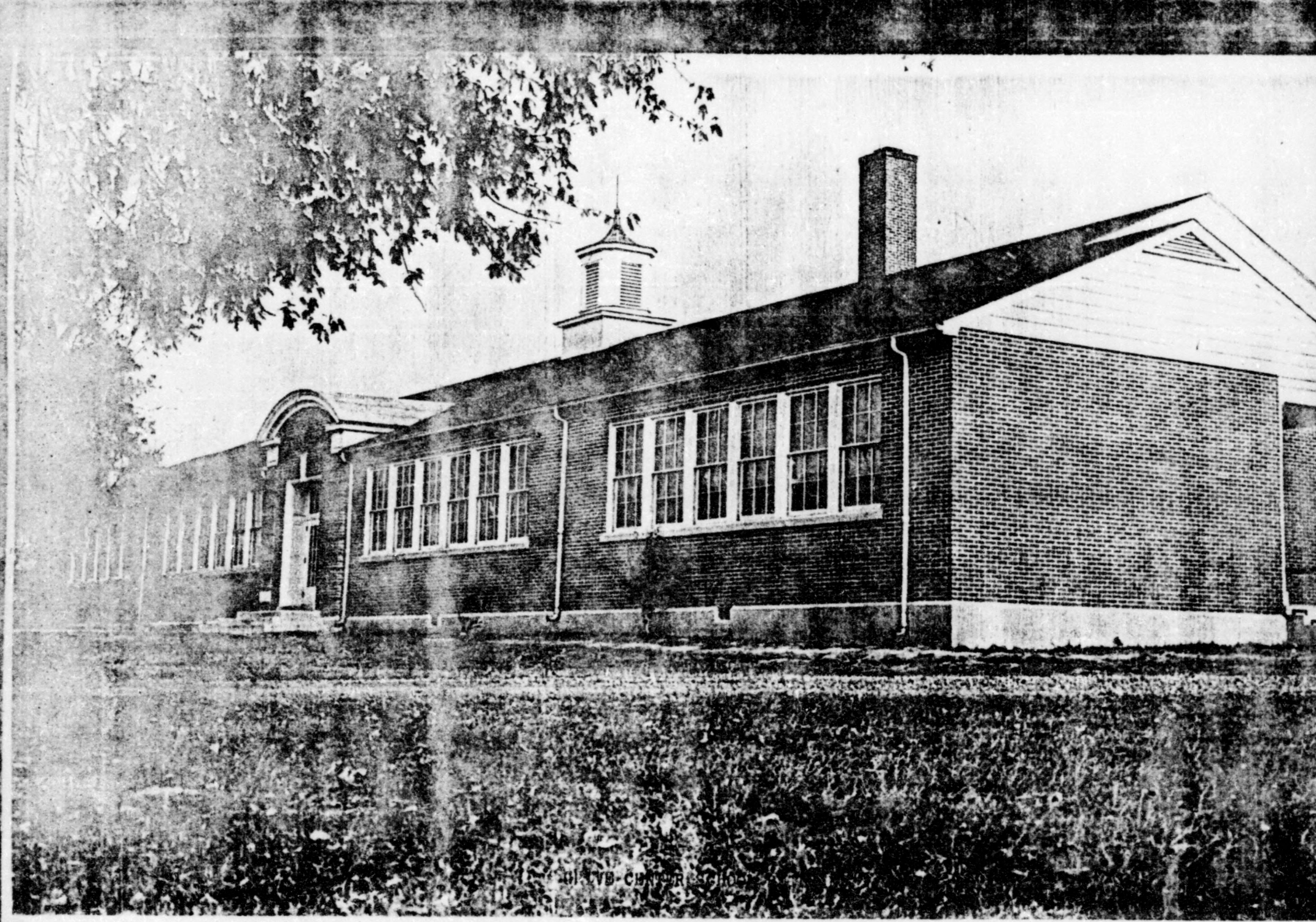


Legend

SCHOOLS

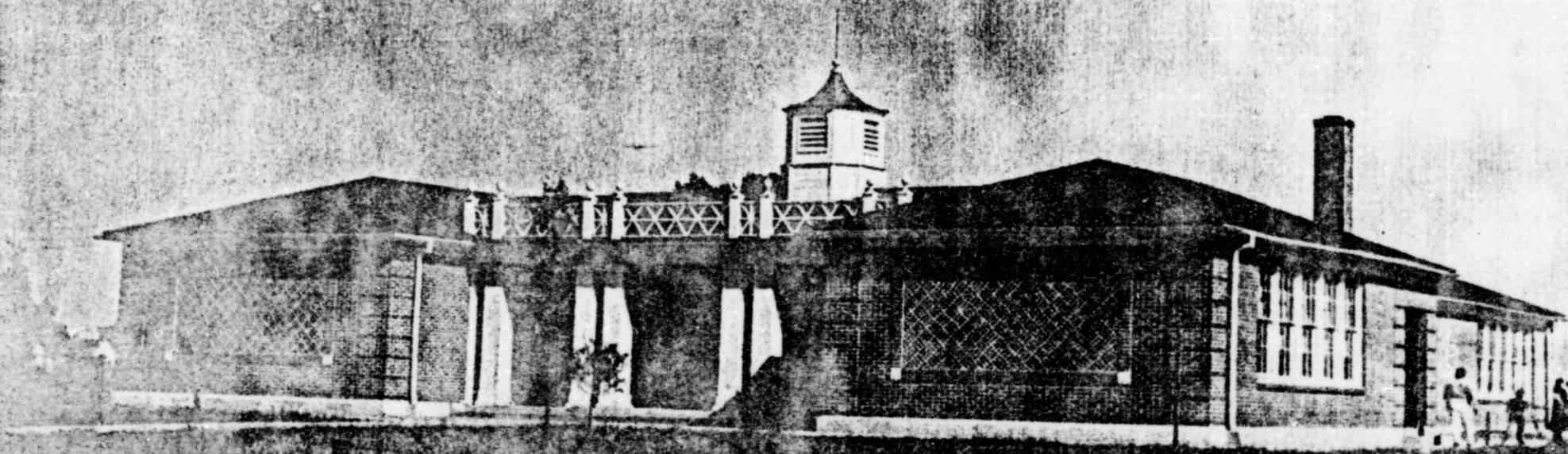
- | | |
|----------------------|--------------------------------------|
| 1. Sturgis | 11. St. Anne (Parochial) |
| 2. Hornsfield | 12. St. Vincent (Parochial) |
| 3. Union Center | 13. St. Peter's (Parochial) |
| 4. Danville | 14. Episcopal Rectory (Colored) |
| 5. Sullivan | 15. Uniontown (Intermediate) |
| 6. Spine | 16. St. Anne (Parochial) |
| 7. Spruce Grove | 17. Inwood |
| 8. Clements | 18. Reynolds (Colored) |
| 9. Hite | 19. Newville |
| 10. Tushar (Colored) | 20. Edgewater (Intermediate Colored) |

AUGUST 1941



1917-18

THE UNIVERSITY OF THE SOUTH PACIFIC



ROXVILLE SCHOOL BUILDING

1912

elementary children in the Boxville area.

The colored program will provide for all high school children in the County and all elementary children in the County, with the exception of the colored parochial children at Waverly, to attend the Dunbar School. These children at Waverly should be permitted to come to the Dunbar School provided the parochial school officials and the parents of the children so desire.

Summary

To provide an improved and acceptable program of transportation for the Union County Schools will necessitate the following:

1. Public ownership of buses.
2. A sufficient number of buses to enable each to make only one trip.
3. The construction of storage and maintenance garages.
4. A separate program of transportation for white and colored children.
5. The employment of men teachers as bus drivers insofar as this is expedient and possible.
6. An expanded program of transportation to reach more completely the remote sections of the County as an expanded road program permits.

CHAPTER IV
BUILDING PROGRAM

Dunbar Unit

At the present time, there are four elementary colored schools in the County and one high school. Two of the elementary schools are located in the County System. Rosenwald is a two-room colored school with a six-grade service for approximately ninety children at Sturgis. There are approximately 120 children in the Dunbar elementary school at Morganfield, and 34 children in the Dunbar High School. See photograph, page 42. An elementary colored school is operated by the Uniontown Independent District with an eight-grade service for about thirty children. The Blessed Martin DePorres colored parochial school at Waverly enrolls about sixty children. In round numbers, therefore, there are 330 children of the colored race in Union County for which educational service must be provided. There are other children of school age who are not attending school for various reasons, the chief problem being accessibility.

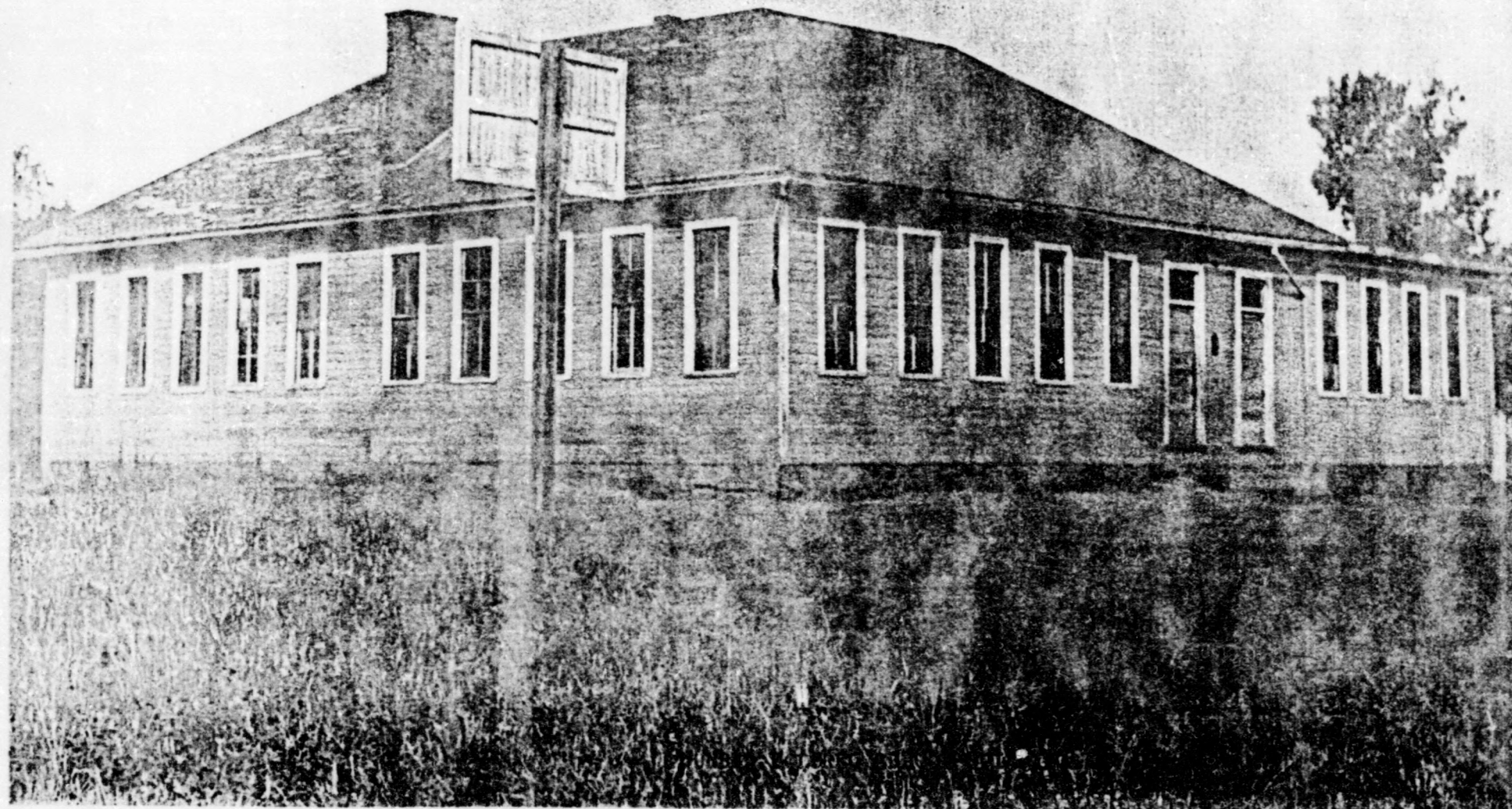
The buildings in which these colored children are housed are substandard and inadequate. The buildings are poorly designed without proper heating and restroom facilities.

When the L. & N. Railroad discontinued operation in Union County about 1938, it offered for sale certain property in Morganfield consisting of about twenty acres of land on which there were standing three dwelling houses which had been occupied by Company employees. The Union County Board of Education purchased this property. The plan is to use it as a building site for the future colored buildings. In the year 1942, the Board of Education sold the Boxville school property to the United States Government. The buildings on this lot consisted of a modern six-room brick school building which still

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PHOTOGRAPH BY THE NATIONAL ARCHIVES
REPRODUCED FROM THE NATIONAL ARCHIVES

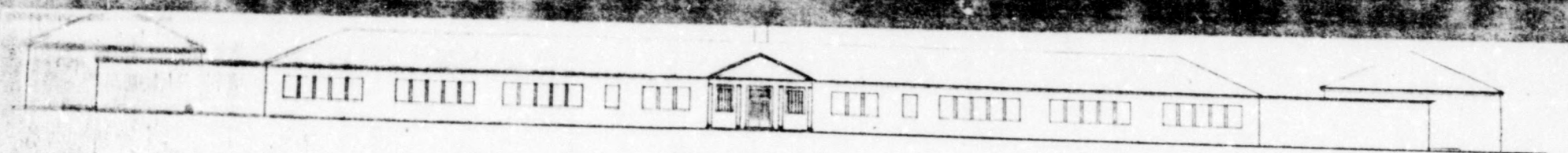
stands, also a large frame gymnasium. The Board of Education then exercised its option and reclaimed the frame gymnasium at a reduced figure. This gymnasium was razed, moved to Morganfield, and rebuilt on the property purchased from the railroad company.

This gymnasium will serve as the nucleus around which the colored building program will rest. See Building Plan, page 44. This building is designed to care for all the colored children in Union County, provided the Independent District of Uniontown and the parochial colored school at Waverly see fit to send their children to the Dunbar School.

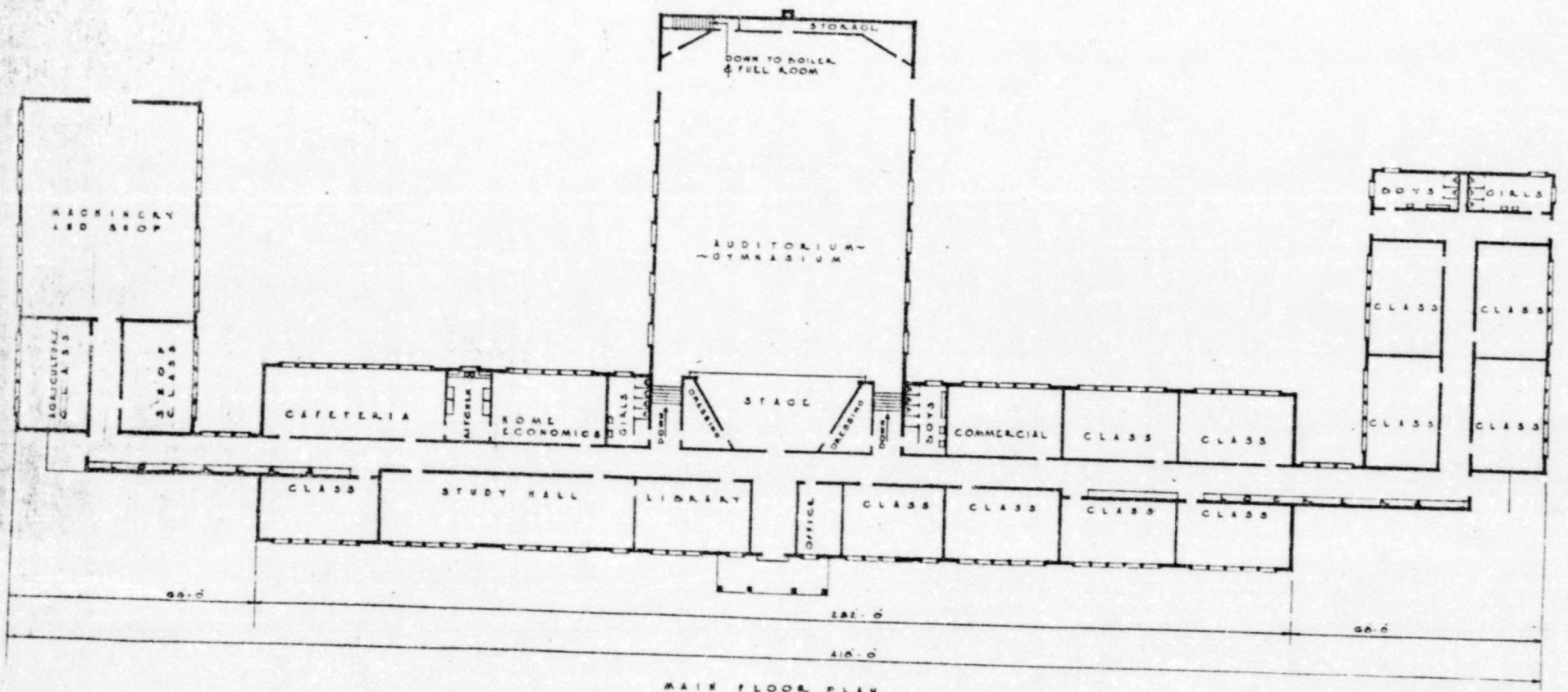
Due to the fact that the Board of Education owns some twelve or fifteen acres of land on which to construct the colored building, it is possible to use a one-story building. In using a one-story plan it is not necessary to construct a fire-proof structure. Yet the danger from fire is kept at a minimum because of breaks in the building plan and by providing a sufficient number of exits. Note the two wings at the ends of the main building, except for a covered walkway. This building is designed to care for the first eight grades with one grade in each room. The first four grades are to occupy the four rooms in the north wing at the right of the main building. Restroom facilities are provided for this group of children at rear of the north wing. Rooms designed for the upper four grades as designed are located at the north end of the main building adjacent to the wing housing the lower grades. The two rooms at the right of the main entrance and the room listed "Commercial" directly across the hall from these two rooms are designed as high school class rooms.

The Principal's office is at the right of the main entrance. This places the Principal near the center of activities and permits him to more easily supervise.

Restroom facilities are provided for high school students opening from the corridors leading to the combination gymnasium-auditorium. These restroom



FRONT ELEVATION
SCALE 1/8" = 1'-0"



MAIN FLOOR PLAN
SCALE 1/8" = 1'-0"

CONSOLIDATED SCHOOL BUILDING
FOR THE NEGRO RACE AT MORGANFIELD, KY.
FOR UNION COUNTY BOARD OF EDUCATION
LAWRENCE CASNER,
ARCHITECT.

facilities are also to be used by the general public at athletic games and community programs. There are many arguments against a combination gymnasium and auditorium. However, without a sufficient number of children, a separate auditorium and gymnasium cannot be justified. There is not a sufficient number of colored children in Union County to justify the separate buildings, therefore the combination auditorium-gymnasium is designed.

At the left of the main entrance on the left side of the hall is located the library; next, the study hall; and at the end of the hall, a regular classroom. The library and study hall are near the center of the building and the Principal's office which is desirable from the standpoint of supervision.

At the left of the main entrance on the right side of the hall is located the Home Economics classroom and the cafeteria. Between these two rooms is a kitchen with an outside entrance. The kitchen is designed for use by Home Economic students in addition for preparation of food to be used in the cafeteria. It is highly important that more attention be paid to nutrition in order to protect the health and well-being of students.

The south wing at the left of the main building is designed as an agriculture shop room, agriculture class room, and school bus garage. Only buses, perhaps two, for colored children will be stored in this building. It is important that facilities be provided whereby colored boys are given training in manual arts. Very little attention has been given to this problem in Union County. This is, no doubt, one of the reasons why so few colored boys have completed high school in this County.

The heating plant for the Dunbar School building will be placed in a basement at the rear of the auditorium. This will serve as a safety precaution, since there would be a greater fire hazard if the heating plant were placed near the stage at the main entrance.

The specifications for this building will provide for a frame structure on a solid concrete foundation. The building should be storm-sheathed and covered with white asbestos siding. This will make an attractive, practical, and substantial school building for the colored children of Union County.

With present enrollments of colored children in the various schools in the County, the proposed building complete cannot be justified unless all colored children are housed there. There are enough children in the Union County System to justify the main building. The wings can be added if and when the need makes them desirable.

The Sturgis School Unit

A modern high school building was constructed in Sturgis in 1937. This building is sufficiently large to take care of future needs so far as regular classroom space is concerned. See photographs, pages 48 and 49 .

The building was well planned with two exceptions. A drainage problem exists because the building was constructed with the floor joists too near the ground. The ground around the building is flat and in order to take care of the surface water, a fill will have to be made near the building. This will, no doubt, necessitate concrete retaining walls placed around the building on at least two sides.

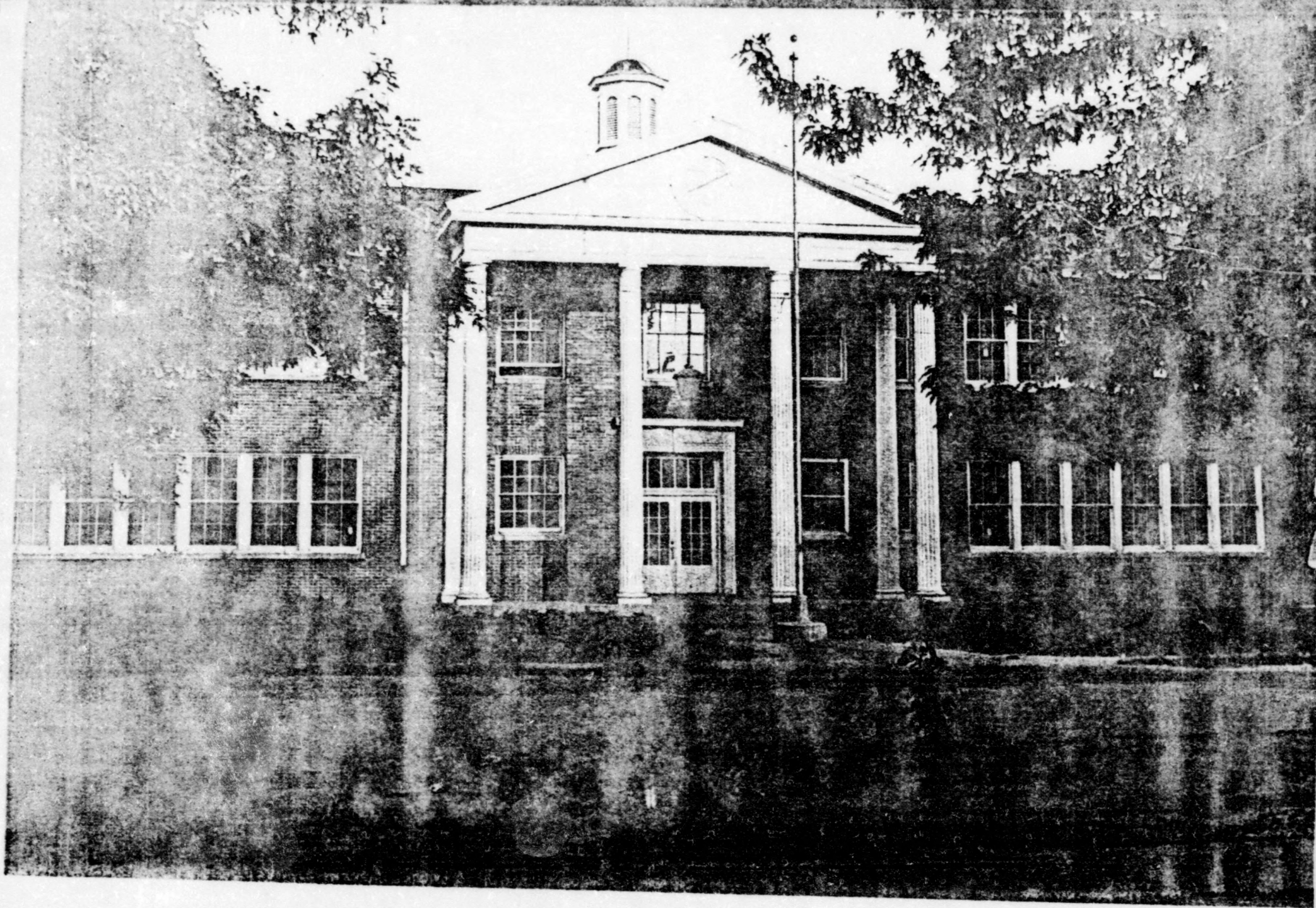
Before the Sturgis High School building was constructed, the Sturgis Independent Board of Education had a contract with the Employees Mutual Benefit Association of Sturgis whereby the Board leased a building consisting of a gymnasium and auditorium owned by the E.M.B.A. for athletic games and commencement programs. A small auditorium was also available in the old high school building, which still stands, for school programs. The E.M.B.A. building has now been sold and is no longer available. Perhaps the board of education, assuming that the arrangement with the E.M.B.A. would continue, or assuming that the small auditorium would suffice, failed to plan properly the gymnasium which was constructed in the new high school building. At any rate, the gymnasium in the high school is too near the ground to provide for ventilation under the floor. As a result, the floor placed in the building in 1937 will have to be replaced within a very short time. There are no dressing rooms adjacent to the gymnasium and there is no stage at all. The small auditorium in the old high school building will seat approximately 400 people only. There are approximately 850 children in the Sturgis school.

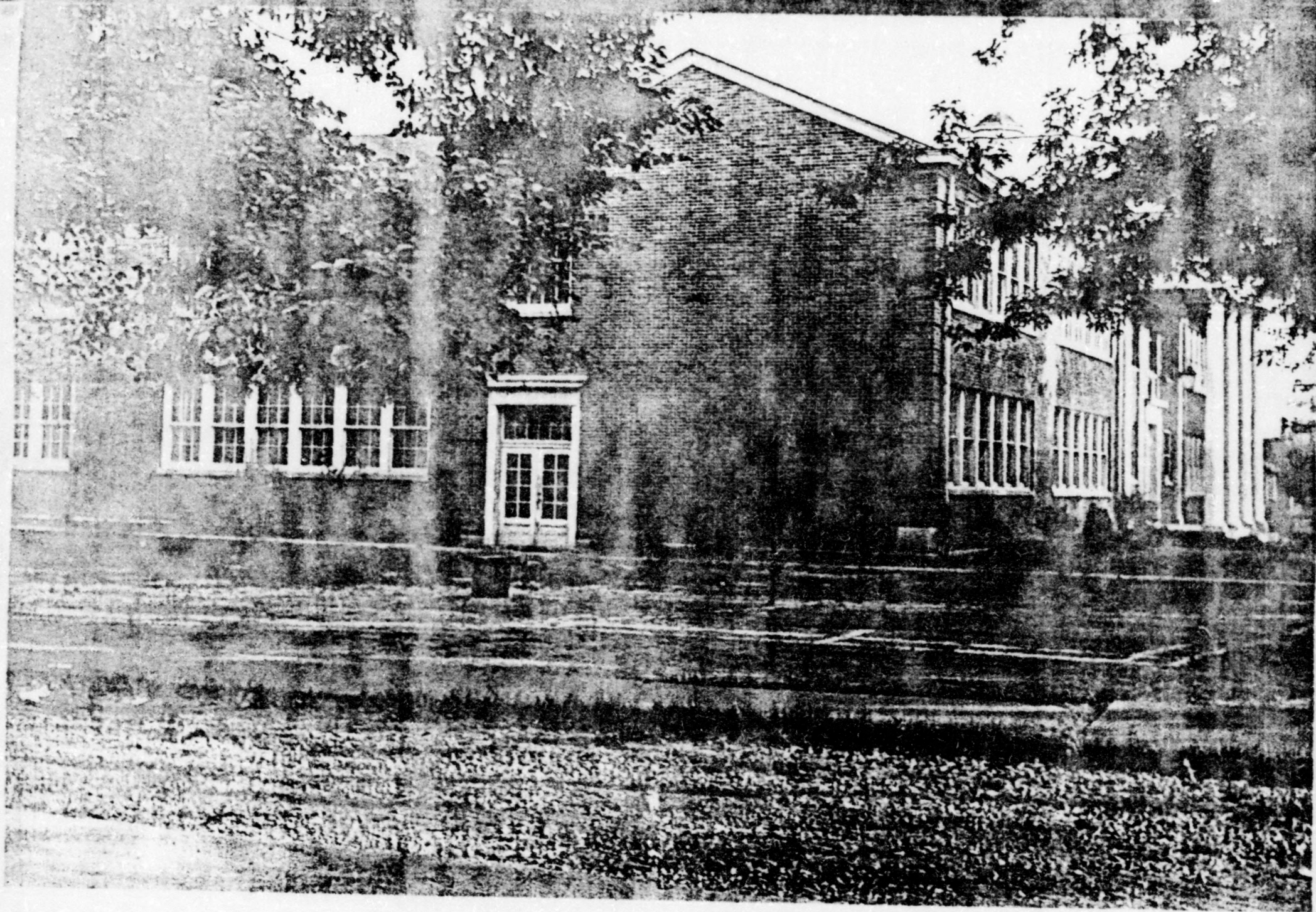
The future building program of the Sturgis school will be centered around

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the present high school building as a nucleus. The proposed program will transform the present gymnasium into an auditorium.

An extension will be built out from the west side of the present gymnasium. The stage will be placed in the extension. The auditorium will extend east to west whereas the gymnasium now extends north and south. The floor will be raised and elevated. This plan will provide an auditorium capable of seating 800 to 1,000 people.

The band and music room will be placed under the stage in a half-basement room. This arrangement has the bad feature of using a basement room. The desirable factors, however, seem to outweigh the one undesirable feature justifying the arrangement.

The band room in the basement can more easily be sound-proofed. This prevents band practice disturbing other classroom work. The band room is located near the stage and centrally located to the extent that children from the high school and elementary buildings have easy access to the music room.

The elementary children of the first five grades of the Sturgis school are housed in a brick structure constructed in the year 1906. See photograph, page 51. This building has three stories, with the lower floor being some three feet below the ground level. The building contains ten classrooms on the two main floors, with numerous small rooms, closet and dead end halls. A winding stairway of wood leads upward from the main entrance of the building to the second floor. The floors of the two upper stories are of wood. The floors of the basement rooms are of concrete or brick. All restroom facilities and the furnace are located in the basement. Although there are two metal fire escapes on the north and south sides of this building, it is dangerous from the standpoint of fire. The rooms on the northwest side of the building cannot be adequately heated despite the fact that a new furnace was installed in the building in 1943. This building is obsolete and does not

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meet minimum standards from the standpoint of heat, light and safety.

The upper grade building, which was formerly the high school building, though a much newer building than the lower grade building, is nevertheless, obsolete and inadequate. This building is a brick structure, constructed in the year 1921. See photograph, page 53 . It contains four regulation size classrooms on the main floor with two small rooms. A long, dark hall runs the length of the building extending along the rear of the small auditorium. The restroom facilities are located in the basement. Athletic equipment is stored in two poorly lighted rooms in the basement on the south side of the building. The cafeteria is located in two similar rooms in the basement on the north side of the building. The floors and stairways in this building are constructed of wood. This building is not as dangerous from the standpoint of fire as the lower elementary building since it is only a two-story building with the lower floor level some three feet below ground level. It is more easily heated, also. Nevertheless it is inadequate and filled with waste space, and is designed in such manner that practical and economical alterations to any great extent are next to impossible.

The proposed plan of improvement for the Sturgis school contemplates razing these two buildings, conserving all usable materials for use in the construction of the new buildings.

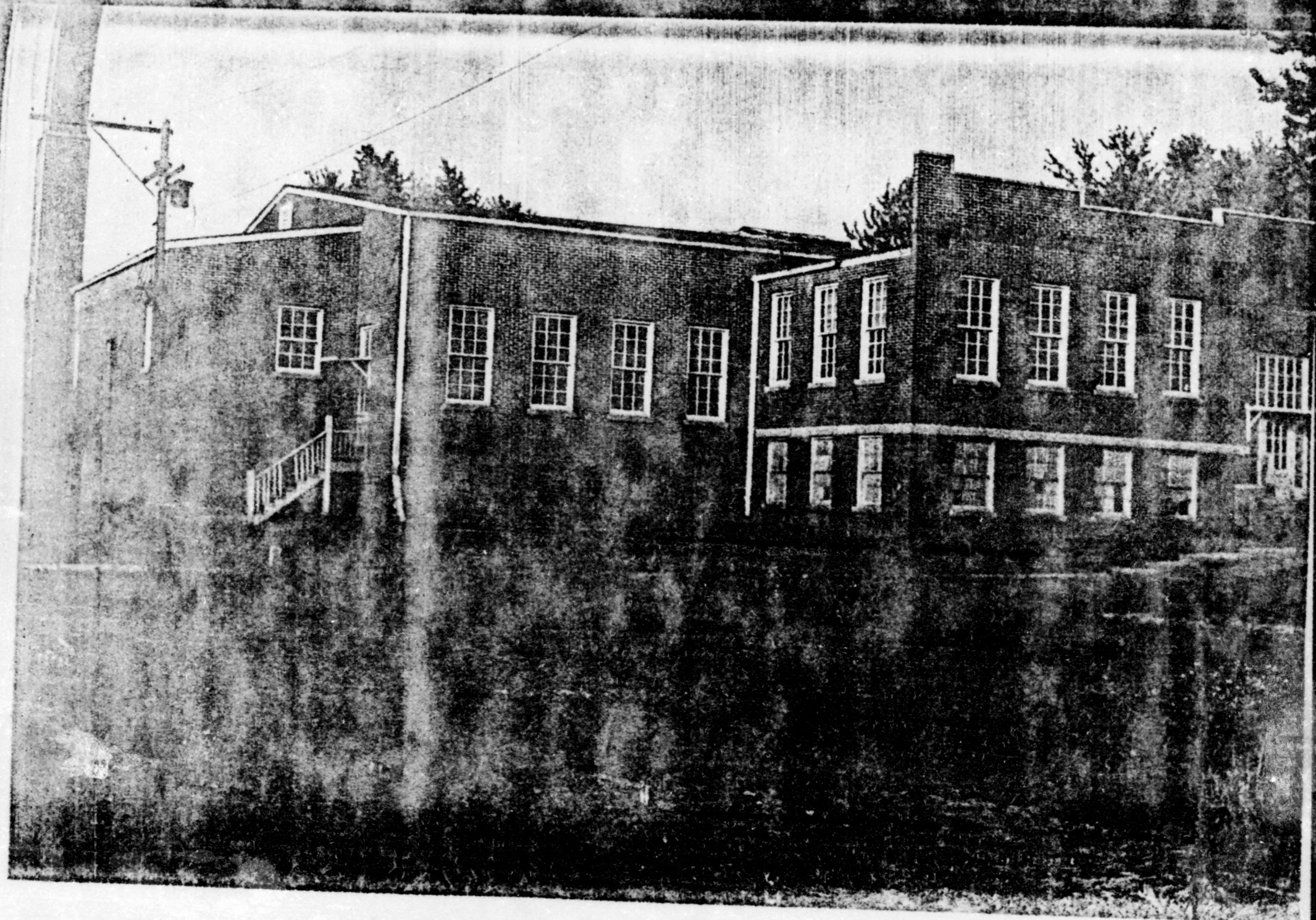
The plot plan, page 59 shows the present high school building facing Kelsey Street, the proposed elementary buildings facing Tenth and Eleventh Streets, respectively. West of the elementary building on Tenth Street is shown the school bus garage now under construction. West of the proposed elementary building on Eleventh Street is the proposed building for agriculture shop, etc.

The Union County Board of Education owns the property from Tenth to Eleventh Street and Kelsey to Stadium Street. "Stadium" is not the official

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name of the street; however the architect used the name as a matter of identification. To avoid confusion, the street will be called Stadium Street in this plan. The lot west of Stadium Street is owned by the West Kentucky Coal Company. It would be necessary to purchase this property for the proposed gymnasium, stadium and athletic field. To place the gymnasium on the lot as plotted, it will be necessary to close Eleventh Street at the intersection with Stadium Street. The city authorities of Sturgis have informed the board of education they will cooperate in this matter.

It will be noted the proposed heating plant is not shown on the plot plan nor in the detailed plans of the buildings.

There are three or four different plans being considered---a separate building for central plant constructed on the lot facing Stadium Street midway between the school bus garage and the agriculture shop; a central heating plant located in the shop building; or a plant located beneath the auditorium of the high school building.

Further study, a survey by competent heating engineers, and estimates of cost will be necessary before final conclusions can be reached relative to the heating plant.

The general plans for the two elementary buildings will be identical; therefore a typical plan is presented.

There is a slight error in the plan. The large playroom is shown on the second floor. The playroom will be placed on the lower floor of one elementary building for lower grade children, and the cafeteria-kitchen will be placed on the lower floor of the other elementary building for upper grade children.

According to the number of children now attending the Sturgis school and the number attending the Caseyville, Pride, and Sullivan schools, which

will be consolidated with Sturgis, twenty-four elementary teachers will be required. See Table IX, page 56 . The two elementary buildings provide for a total of twenty-eight rooms, exclusive of the large playroom and the cafeteria-kitchen combination. These two extra rooms in each building are to be used for the Principal's office, storage of free text books, and library. The detailed plans are to be made at a later date.

Restroom facilities are provided on both floors. The facilities for the boys are to be at the end of the building to the right from the main entrance. The facilities for the girls are located at the end of the building to the left from the main entrance. Arranged in this manner, the restrooms for girls are separated from those for the boys by the entire length of the building. This provides a desirable arrangement.

The restrooms are placed above the ground level at the outside of the building in order to provide for direct sunlight, which is a powerful disinfectant, and to provide for convenience in maintenance and operation.

Three exits from the building, one at each end and one in the center, are sufficient for safety in case of fire. No unsightly and dangerous fire escapes are to be built on the outside of the buildings.

The specifications will call for brick structures, semi-fire proof. The corridors, stairways, and restrooms are to have fire-proof floors and the floors of the classrooms are to be of hardwood.

The architectural design of the two elementary buildings will correspond to that of the new high school building.

The gymnasium with the stadium adjacent thereto is designed as a physical education building, not merely a gymnasium. We cannot justify the erection of such a building for basketball alone. There must be provision made for training for physical fitness for all the children and youth, girls as well as boys.

TABLE IX

MEMBERSHIP UNION COUNTY ELEMENTARY SCHOOLS, 1945

Grade	Sturgis	Caseyville	Sullivan	Pride	Total
One	87	5	9	9	110
Two	51	5	6	17	79
Three	63	6	6	8	83
Four	78	3	6	9	96
Five	72		2	4	78
Six	66		6	7	79
Seven	79		9		88
Eight	73		5		78
Total	569	19	49	54	691 *

* Records, Office Union County Board of Education

A regulation basketball floor is provided in this building with ample storage space for physical education equipment. Ample restroom facilities are provided above the ground level. The restroom facilities, dressing rooms, and storage space on the east side of the building facing the stadium are more desirable than those on the west side of the building, due to the fact that outside sunlight is provided.

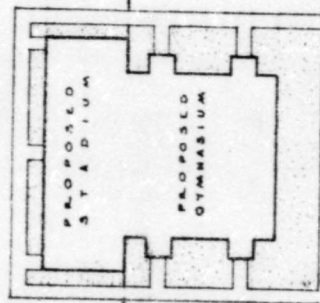
Often sound principles of school building construction are in conflict. In order to provide for one, it becomes necessary to compromise on the other. The one must be accepted which is the more important.

This situation exists in regard to the building under consideration. By connecting the stadium to the physical education building, the same showers, dressing room and restroom facilities serve for both. As planned, however, the stadium will face the west. This is not a desirable arrangement from the standpoint of spectators since they face the sun when afternoon games are played. This undesirable aspect is somewhat lessened by the fact that most games are played at night. The storage space and facilities under the stadium are somewhat undesirable from the standpoint of light. To remedy these two factors, the stadium would have to be constructed as a separate unit and additional facilities provided, or the physical education building would have to be constructed at the western instead of the eastern side of the playing field. This would place the building too far from the other buildings for convenience of the children and for a central heating plant.

When all the factors and principles are considered, it seems more desirable and economical to proceed as planned. The stadium is designed to seat 2,000 spectators. This is probably too large at the beginning. The stadium can be constructed to seat approximately 1,200 to begin with and, if desirable, later additions may be made.

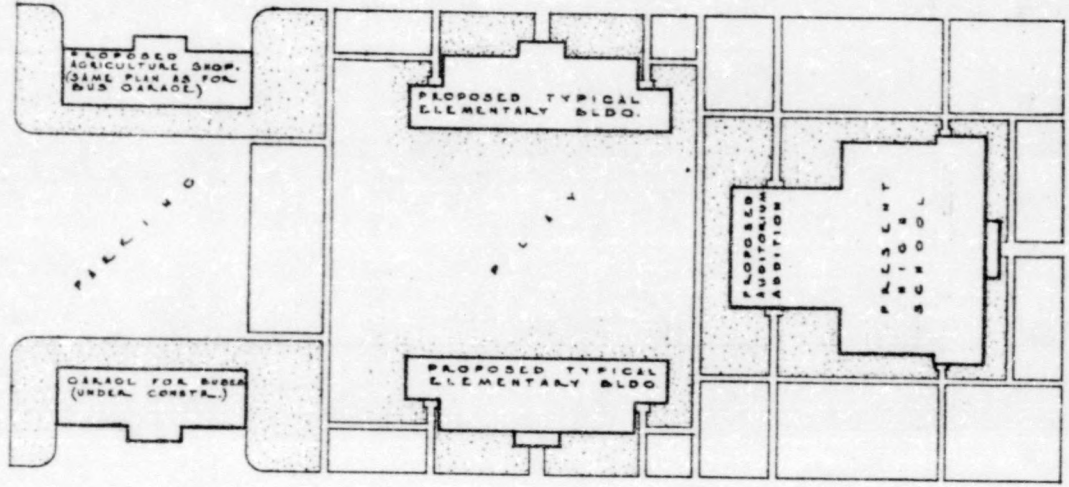
The architectural design of the physical education building, the garage, and the agricultural shop does not conform to the design of the elementary and high school classroom buildings. This digression is justified from the standpoint of economy, utility, and the very nature of the buildings.

FOOTBALL FIELD



STADIUM STREET

ELEVENTH STREET



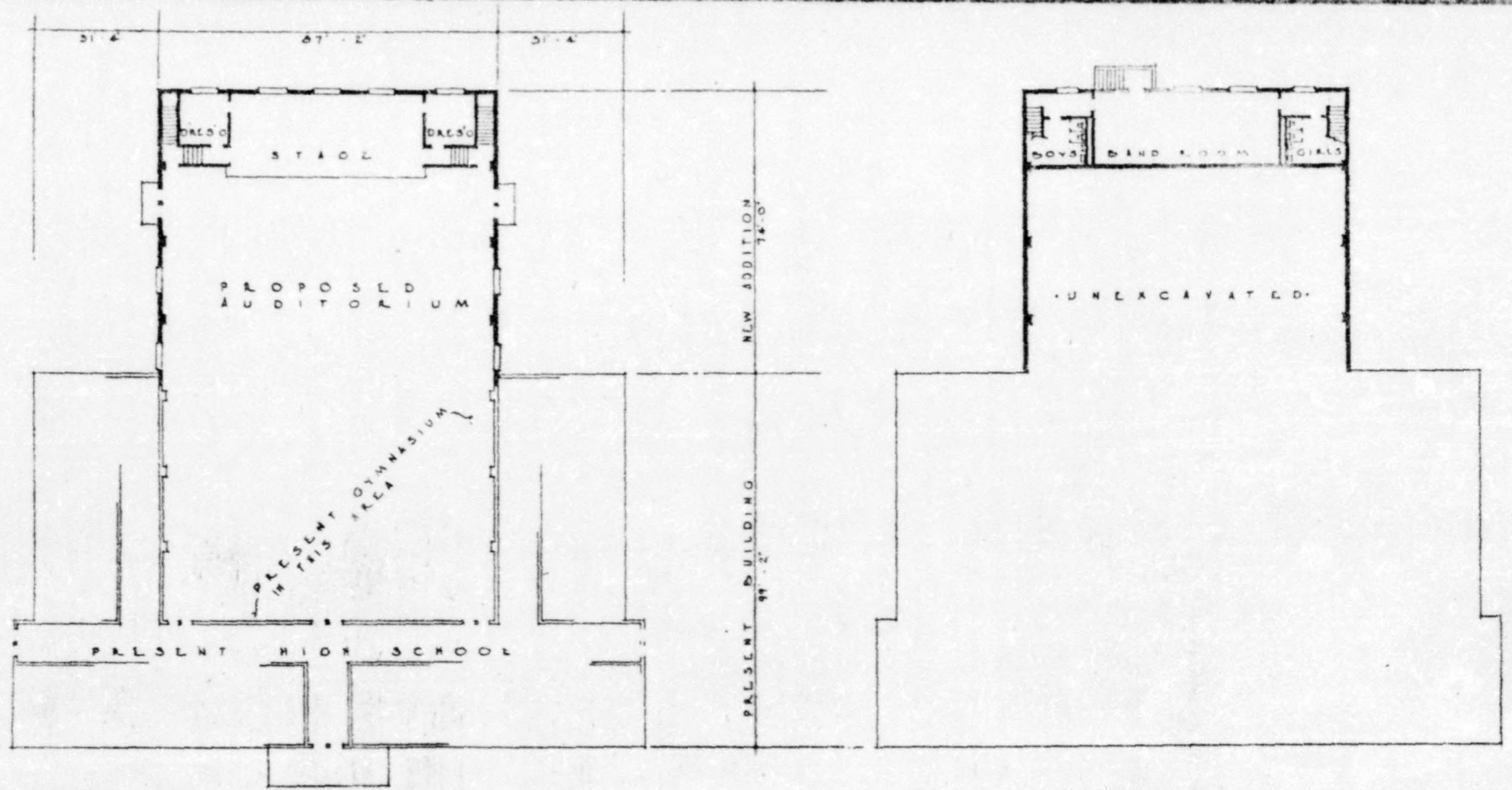
KELSEY STREET

TENTH STREET

PLOT PLAN SHOWING PRESENT AND PROPOSED BUILDINGS FOR
CONSOLIDATED SCHOOLS AT ST. LOUIS
FOR UNION COUNTY BOARD OF EDUCATION

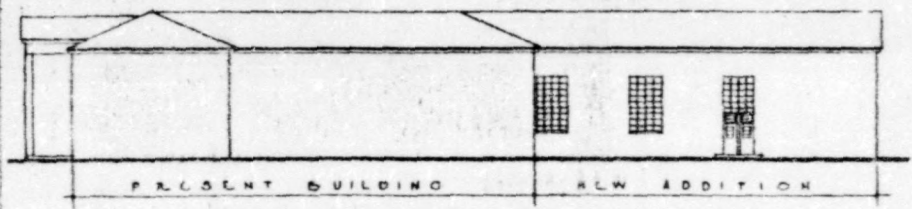
LAWRENCE CASNER, ARCHITECT

SCALE 1" = 50'-0"



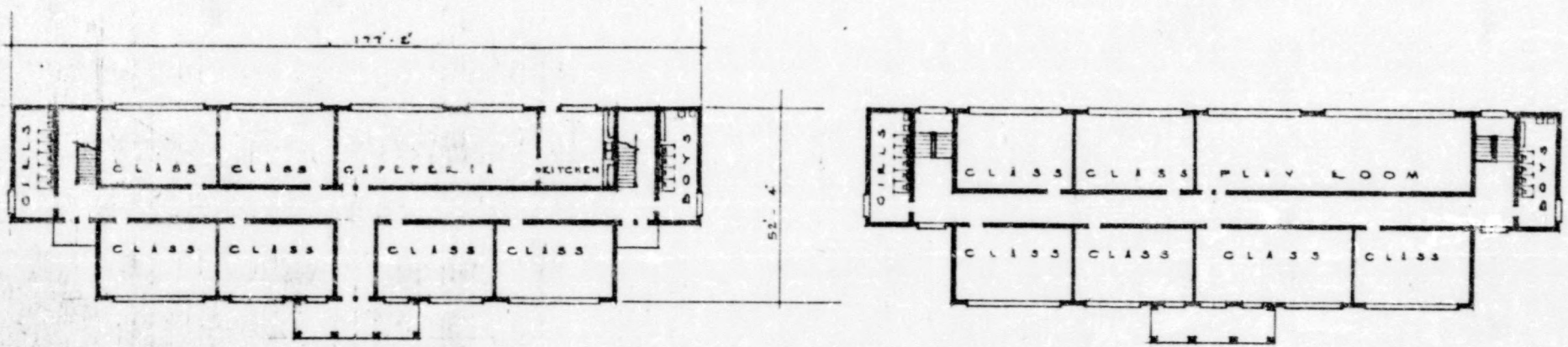
FIRST FLOOR PLAN

BASEMENT PLAN



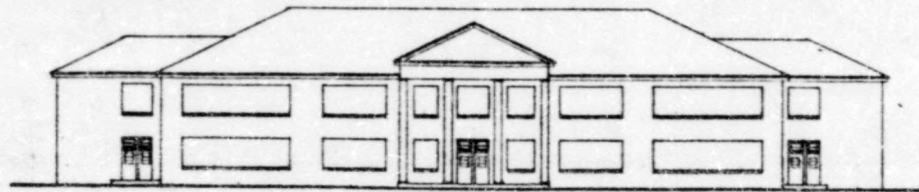
PRESENT BUILDING NEW ADDITION
SIDE ELEVATION
ALL SCALE 1/8" = 1'-0"

AUDITORIUM ADDITION TO STURGIS HIGH SCHOOL
FOR UNION COUNTY BOARD OF EDUCATION
LAWRENCE CASNER, ARCHITECT.



F I R S T F L O O R

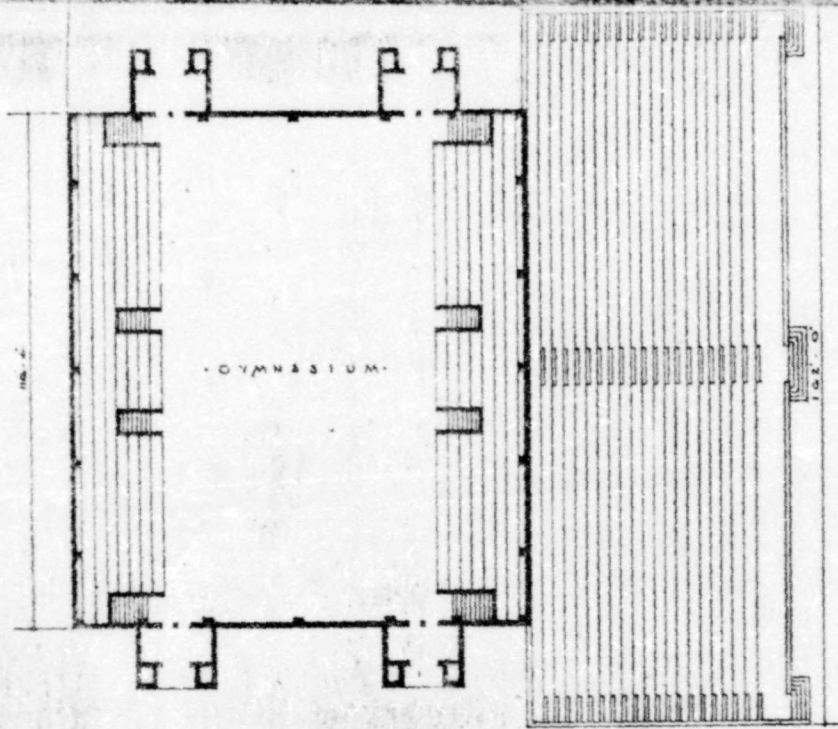
S E C O N D F L O O R
S C A L E $\frac{1}{16} = 1'-0"$



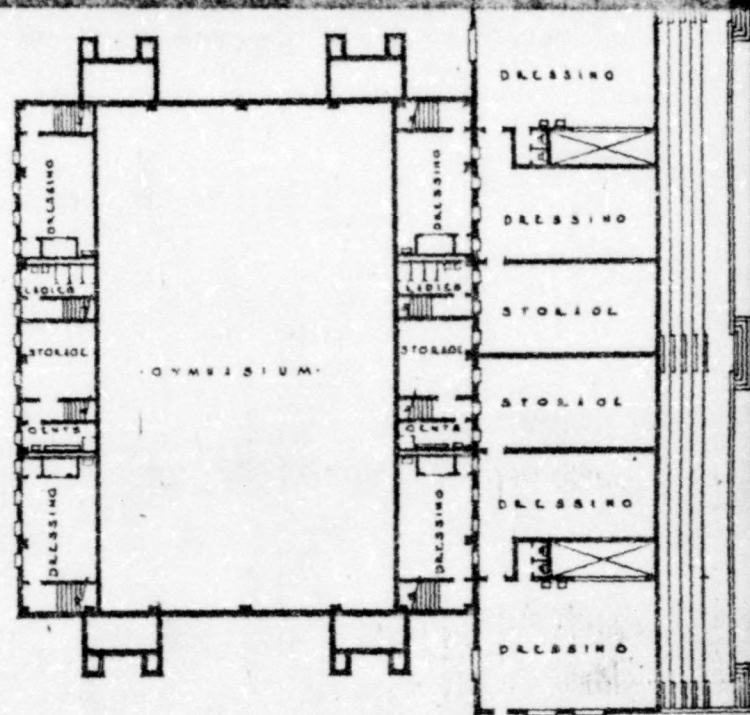
F R O N T E L E V A T I O N

TYPICAL ELEMENTARY SCHOOL BUILDING FOR CONSOLIDATED SCHOOLS
AT STURGIS FOR UNION COUNTY BOARD OF EDUCATION

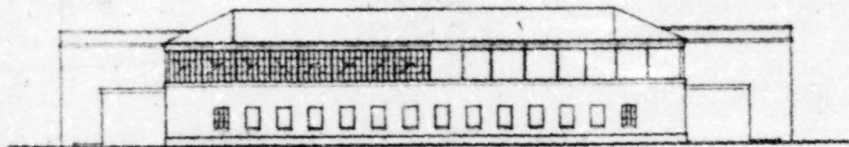
LAWRENCE CIBREK, ARCHITECT.



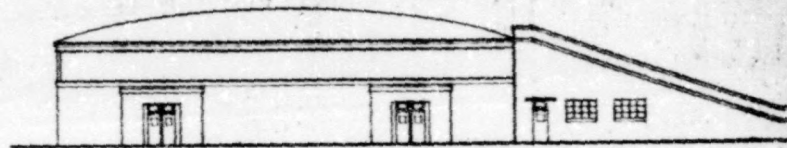
MAIN PLAN OF GYMNASIUM AND STADIUM
SCALE 1/8" = 1'-0"



GROUND FLOOR PLAN



SIDE ELEVATION



END ELEVATION

GYMNASIUM AND STADIUM FOR CONSOLIDATED SCHOOLS AT STURGIS
FOR UNION COUNTY BOARD OF EDUCATION
LAWRENCE CASNER, ARCHITECT.

The Morganfield School Unit

A new high school building was constructed in Morganfield in 1939. This is a modern building and is well planned, with the exception of a few minor details. This building will serve as the nucleus around which the future program will be built. See photograph, page 64 .

As at Sturgis, there are two buildings in addition to the high school building on the school lot.

The original building in which the elementary children are now housed at the Morganfield school was constructed in 1909. See photograph, page 65 . An addition was built to this building in 1927. The original building contained eight large classrooms and four small rooms. It is three stories high considering the basement which has, as usual, the floor level some three feet below the ground level.

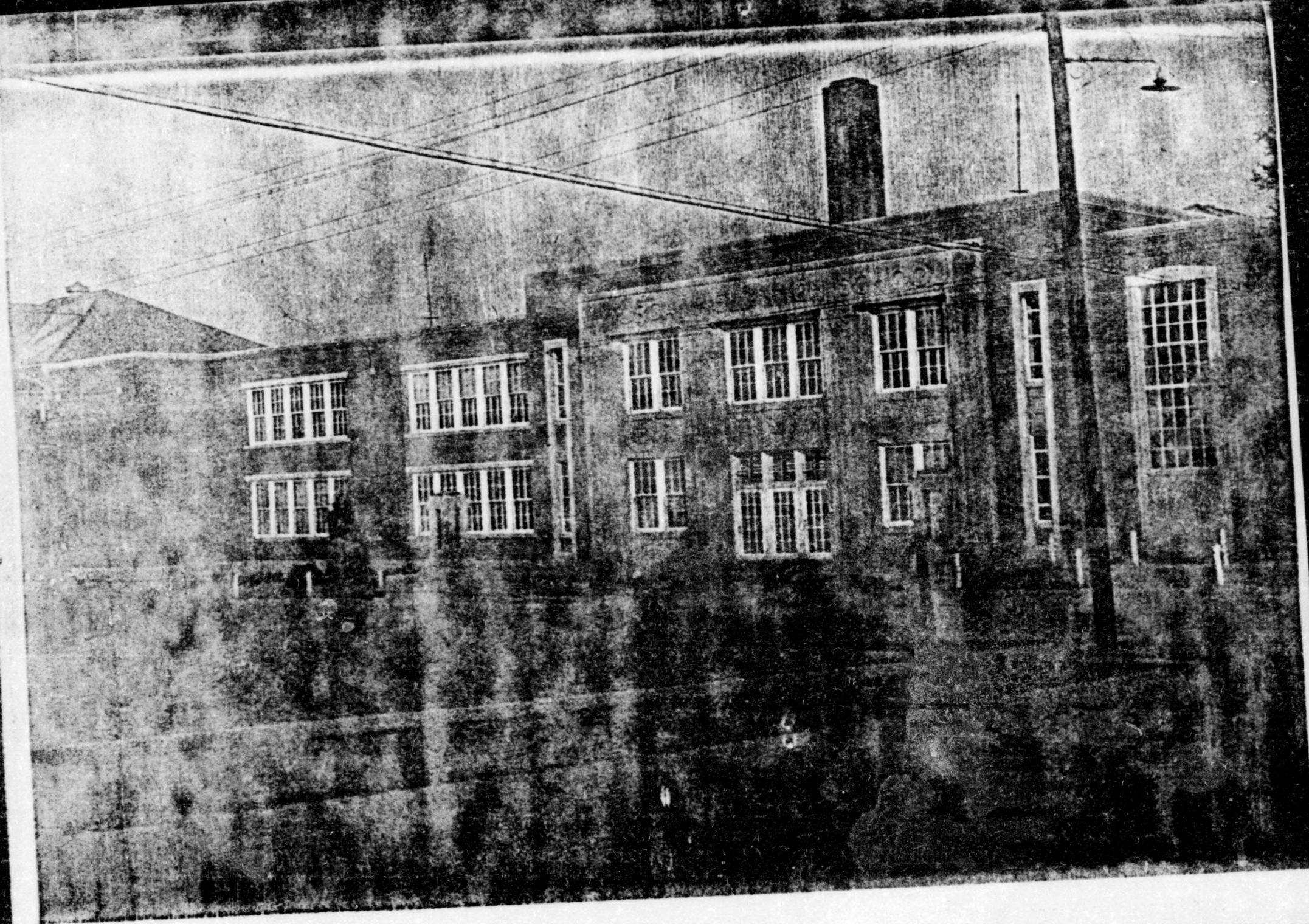
Restroom facilities are located in the basement of this building. The main stairway in the center of the building at the front is a traditional winding one constructed of wood. The floors, with the exception of the basement, are also of wood. The long side of the classrooms of this building extend from the outside to a central hallway. The windows are, therefore, placed in the end of the rooms instead of the side. This arrangement, of course, makes the lighting poor and inadequate in the classrooms, particularly in the ends near the hallway.

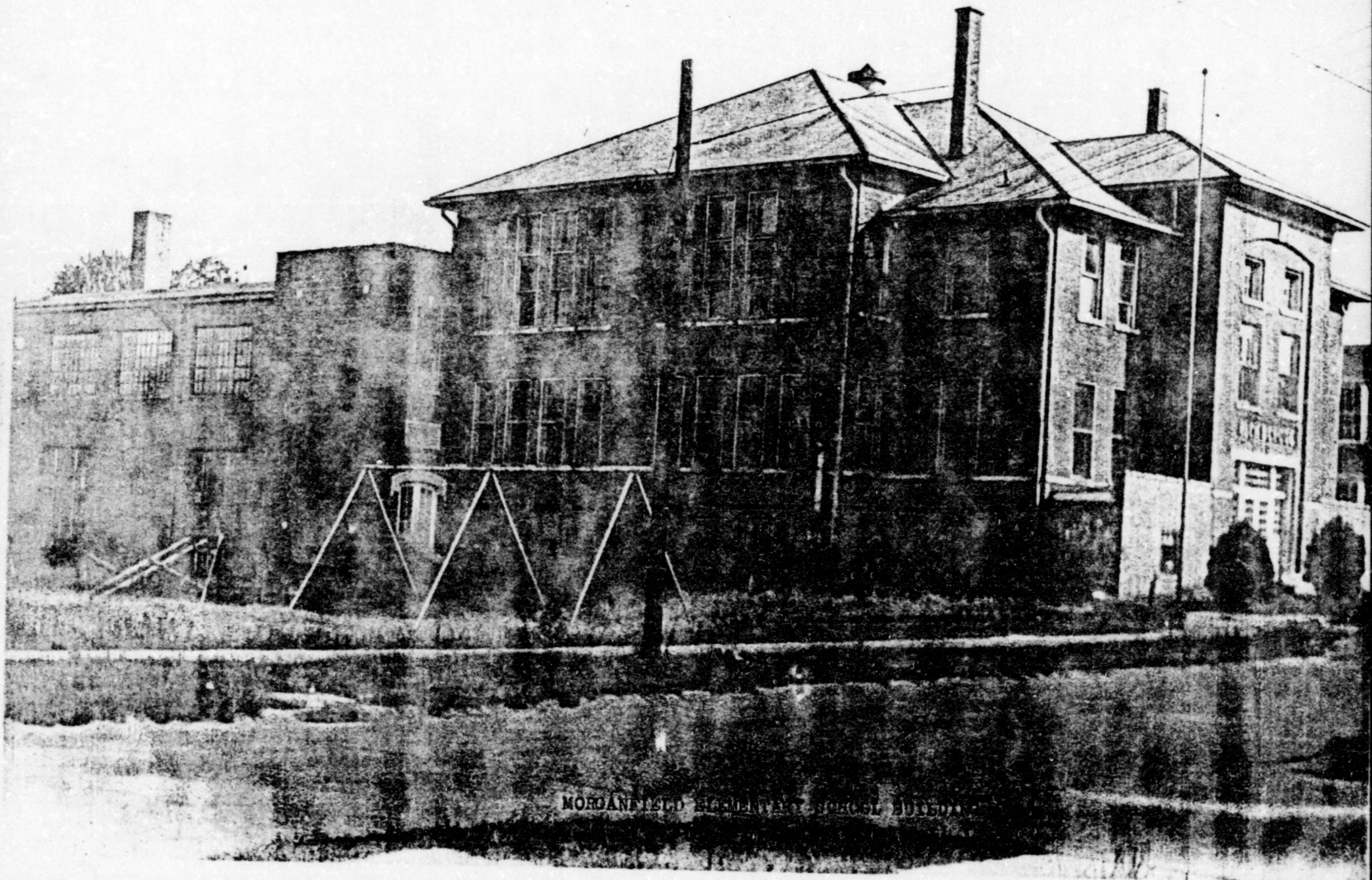
The addition which was built to this building in 1927 consisted of a gymnasium-auditorium which is not of regulation size, with an enormous study hall above the gymnasium. The floor level of the gymnasium-auditorium is four or five feet below the ground level. This arrangement creates a problem relative to surface water and water backing up the sewers from a central sewer line.

DARK

DOCUMENTS

"May Not Film
Well."





MORGANTOWN ELEMENTARY SCHOOL BUILDING

The heating plant is located under the stage. The floor level of the furnace room is some six or eight feet below ground level. There is a spring in the basement which flows constantly, requiring an automatic sump pump to take care of the water. The electrical cost of operation is high.

When the addition to the main building was constructed, a metal slide-down fire escape was placed at the rear of the study hall above the stage in the auditorium. Two exits from the study hall were constructed at the rear of the original building. These are winding wood stairways leading from dark ante-rooms above.

In the year 1944, six classrooms were arranged in the study hall by erecting temporary partitions. The building now contains fourteen classrooms. This building is inadequate, obsolete, expensive to maintain, and dangerous from the standpoint of fire and health requirements.

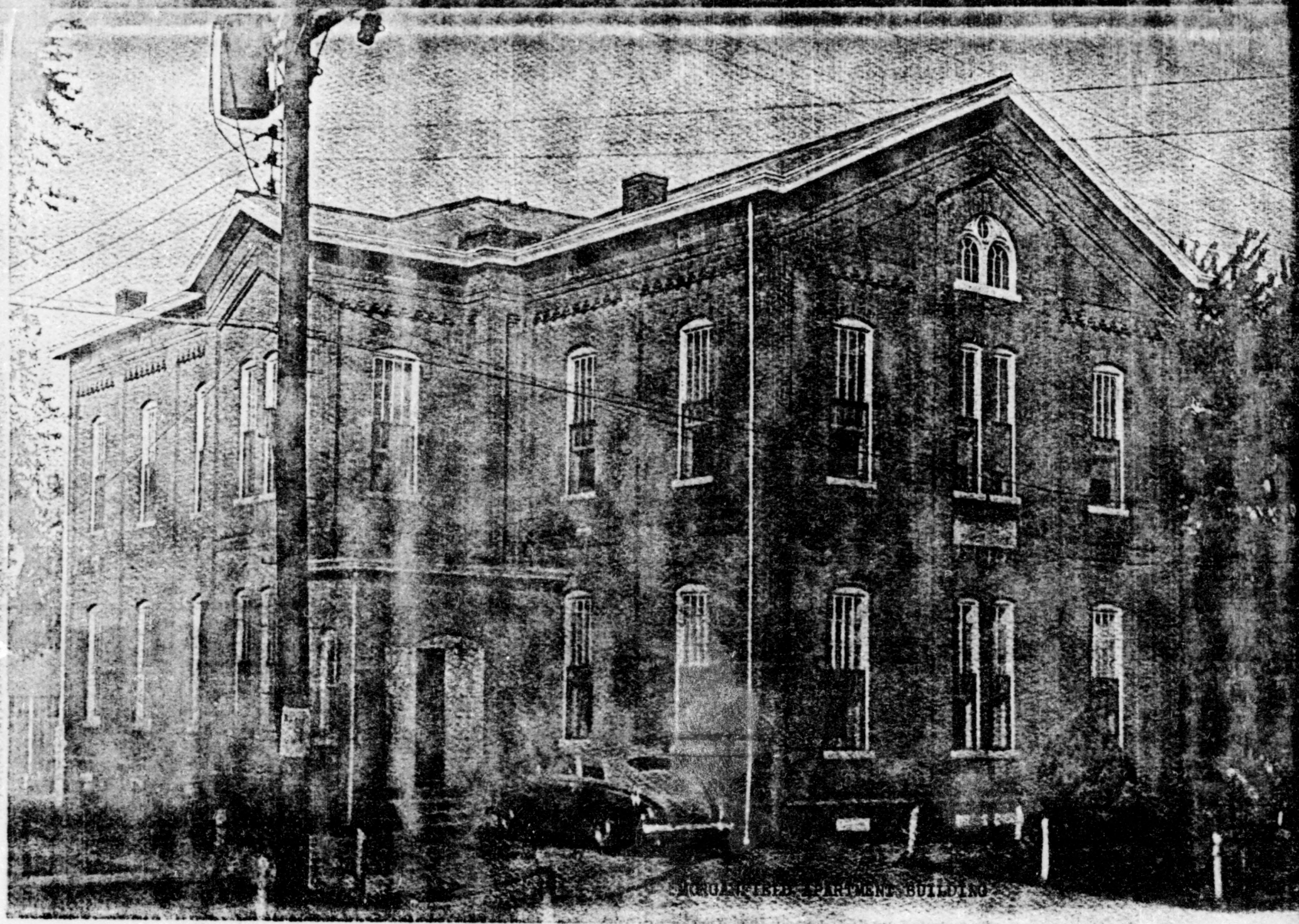
The building formerly used for elementary children was erected in 1892. See photograph, page 67. It is constructed of brick with wood floors and stairway. It is two stories high and contains six classrooms. The restroom facilities are located on the first floor with the furnace in the basement. No students have had classes here since 1942. At that time it was used for agriculture shop, band, and storage. When the housing shortage became acute in the late summer of 1942 due to the impact brought by the establishment of Camp Breckinridge, the Union County Board of Education transformed the building into a teacherage. Each classroom, with one exception, was made into an apartment. Temporary partitions were placed in the classrooms making smaller rooms for the apartments. Teachers have resided in these apartments since that time. All the apartments are now occupied.

Despite the fact that this is a much older building than the former high school building, it more nearly meets standards of today and is basically a

DARK

DOCUMENTS

"May Not Film
Well."



APARTMENT BUILDING

better building. The cost of making this into an acceptable school building today, though, would be almost prohibitive.

One serious handicap with planning for the future buildings at Morganfield is the fact that the school lot is too small to adequately meet the needs. The Board of Education could well use all the lot from Brady Street on the east to Casey Street on the west. See plot plan, page 71. Brady Street is shown but Casey Street is not. Casey Street runs parallel to Brady Street at the back of the garage building. Six frame dwelling houses are situated on this lot. For this reason, the purchase price would be prohibitive. This handicap of having insufficient space for playground at the Morganfield school is somewhat relieved by the fact that the Board of Education owns an athletic field east of Morganfield at the edge of the city limits on Highway 56.

There appears to be an error on the plot plan of the Morganfield school. The elementary building can be placed approximately 100 feet farther to the right than the plan shows. This would relieve congestion between the elementary building and the high school building, and lessen the danger along the driveway from the garage to Brady Street.

The proposed plan at Morganfield calls for a gymnasium, an elementary school building, and an auditorium.

The gymnasium, or physical education building, will be erected west of the high school building on Morton Street. This building will provide a regulation basketball floor and sufficient dressing and restroom facilities for all future needs. There are four exits from the building, with a covered walkway to the main high school building.

There is proposed, in addition to the physical education building, a four classroom addition to the present high school building. These rooms are

not needed for high school classes, except the two rooms on the lower floor which may be used for an agriculture room and shop. The two rooms on the upper floor should be used for upper elementary grades.

The ground floor plan provides for the band room under the stage as is provided at Sturgis, and for the same reason.

The cafeteria is shown on the ground floor. The desirable factors present when the cafeteria is placed in this way outweigh the undesirable ones. The cafeteria will be cool, since the floor level is below the ground surface. There will be cross-ventilation since windows are provided on both the north and the south side of the room. The kitchen is undesirable from the standpoint of light and ventilation, yet has the desirable features of being adjacent to the dining room and is planned with an outside entrance to the south.

Unlike the situation at Sturgis, there does not seem to be much choice relative to the heating plant at Morganfield. A central heating plant for all the buildings does not seem feasible. There is a furnace in the high school building which, with added sections, will be adequate to heat the physical education building in addition to the high school building. This furnace cannot be enlarged to the extent that it will also heat the elementary building, therefore the heating plant for the elementary building and the garage is provided on the ground floor of the elementary building.

The first floor of the elementary building provides for eight classrooms, office, and restroom facilities for both boys and girls. There are three exits from the building. All classrooms are desirable, with the exception of the room directly across the entrance from the office. If not need for classroom use, this room should serve as a free textbook room.

The second floor plan provides seven classrooms and a study hall and library. This study hall should, perhaps, be considered as two classrooms. Rest-

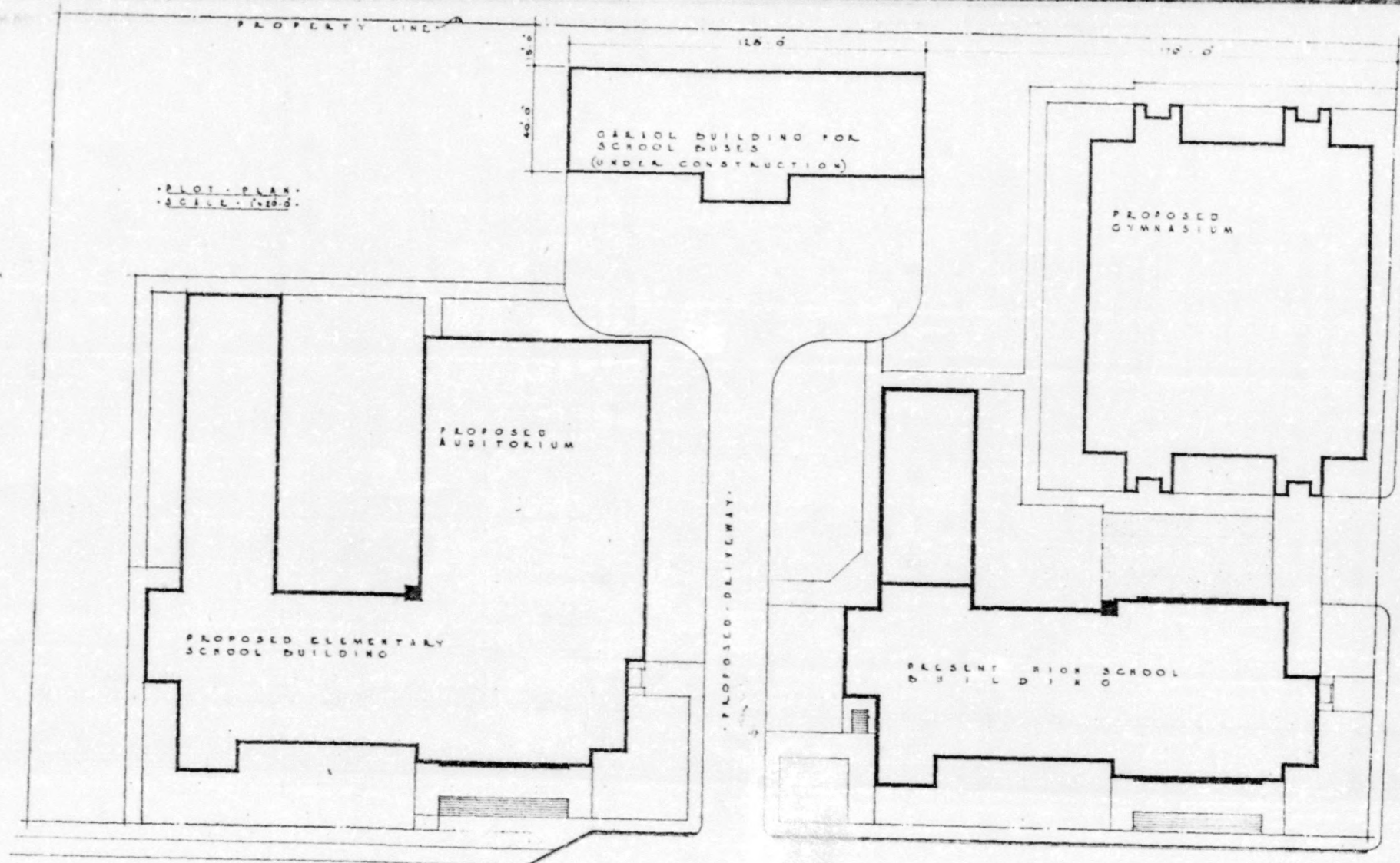
room facilities are also provided for both boys and girls on the second floor.

This plan calls for fourteen classrooms of regulation size, with one small classroom. The study hall and library would provide for two more, if needed.

The Morganfield plan is more difficult to work out than the Sturgis plan due to the fact that the school lot is much smaller. A greater number of plans were necessary because of the fact that three floors must be provided in the Morganfield elementary school since there is only one building. Two floors are necessary only at Sturgis, with two instead of one elementary building shown. Further study on details must be made at both places before the final plans are drawn.

With the schools consolidated as has been proposed at Sturgis and Morganfield, it is probable, with slight increases in enrollment which are expected after the war, that twenty-four elementary teachers will also be required at Morganfield. See Table X, page 80 .

It is very probable that the eight-four plan of organization will continue to be used.



PLOT PLAN
SCALE: 1/8"

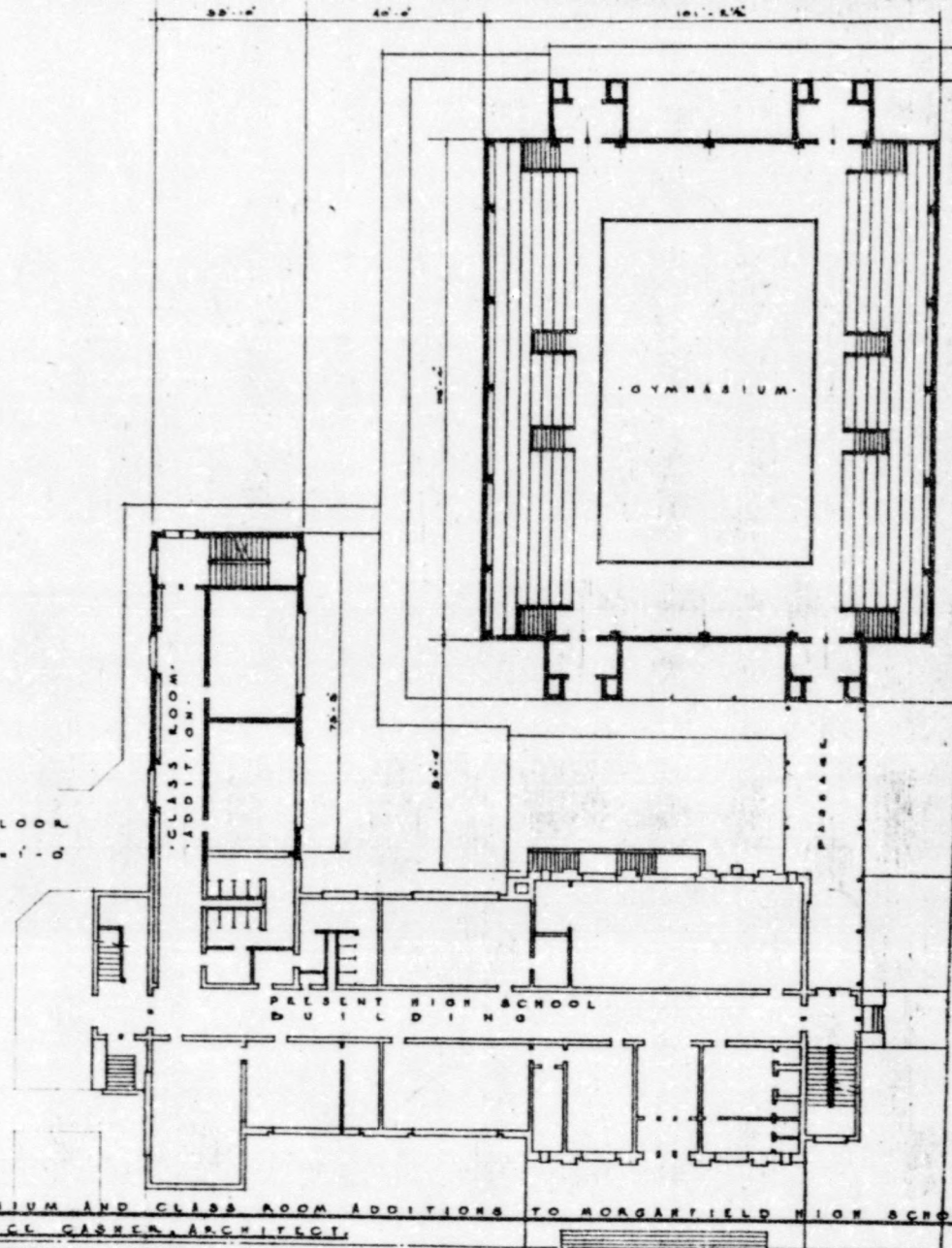
BRADY ST.

PLOT PLAN OF CONSOLIDATED SCHOOLS AT MORGANFIELD
SHOWING PRESENT AND PROPOSED BUILDINGS
FOR UNION COUNTY BOARD OF EDUCATION

LAWRENCE CASNER, ARCHITECT

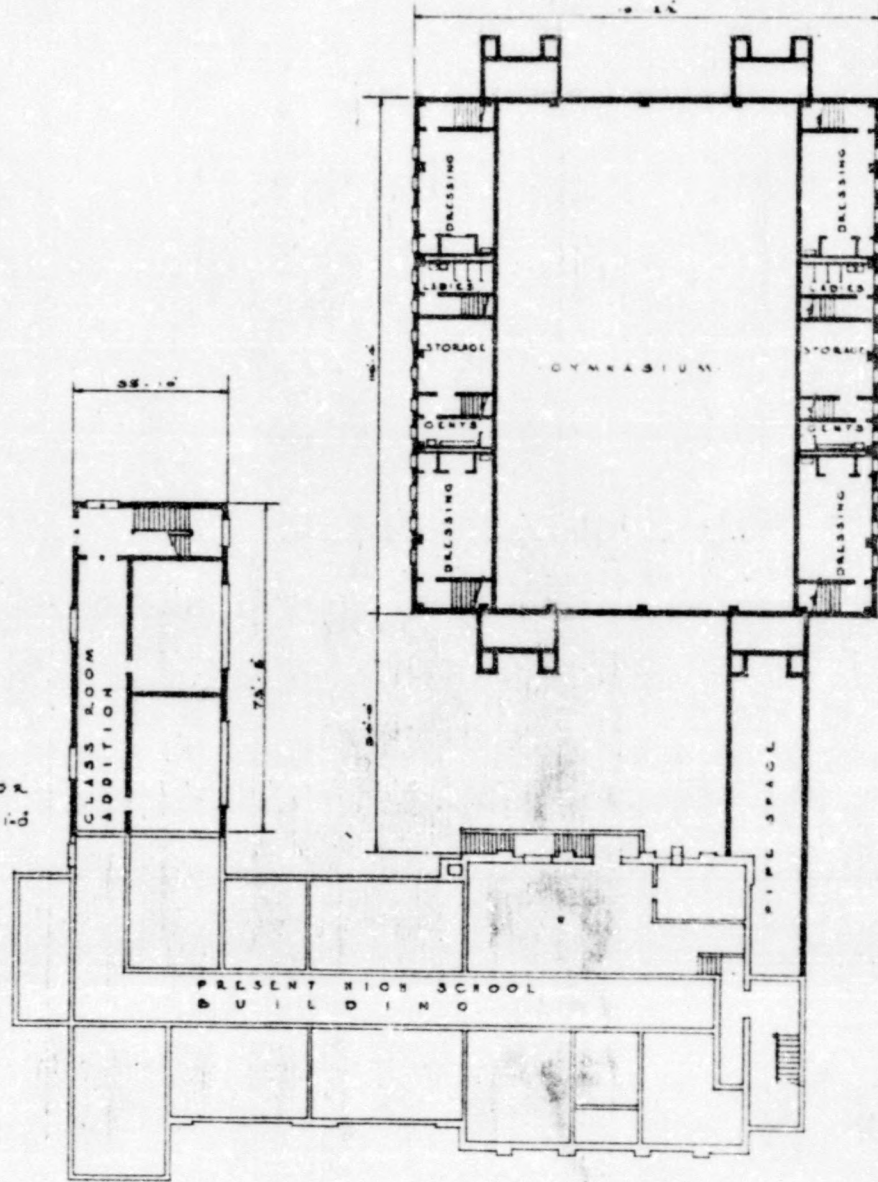
MORTON ST.

FIRST FLOOR
P L A N
SCALE $\frac{1}{16} = 1'-0"$



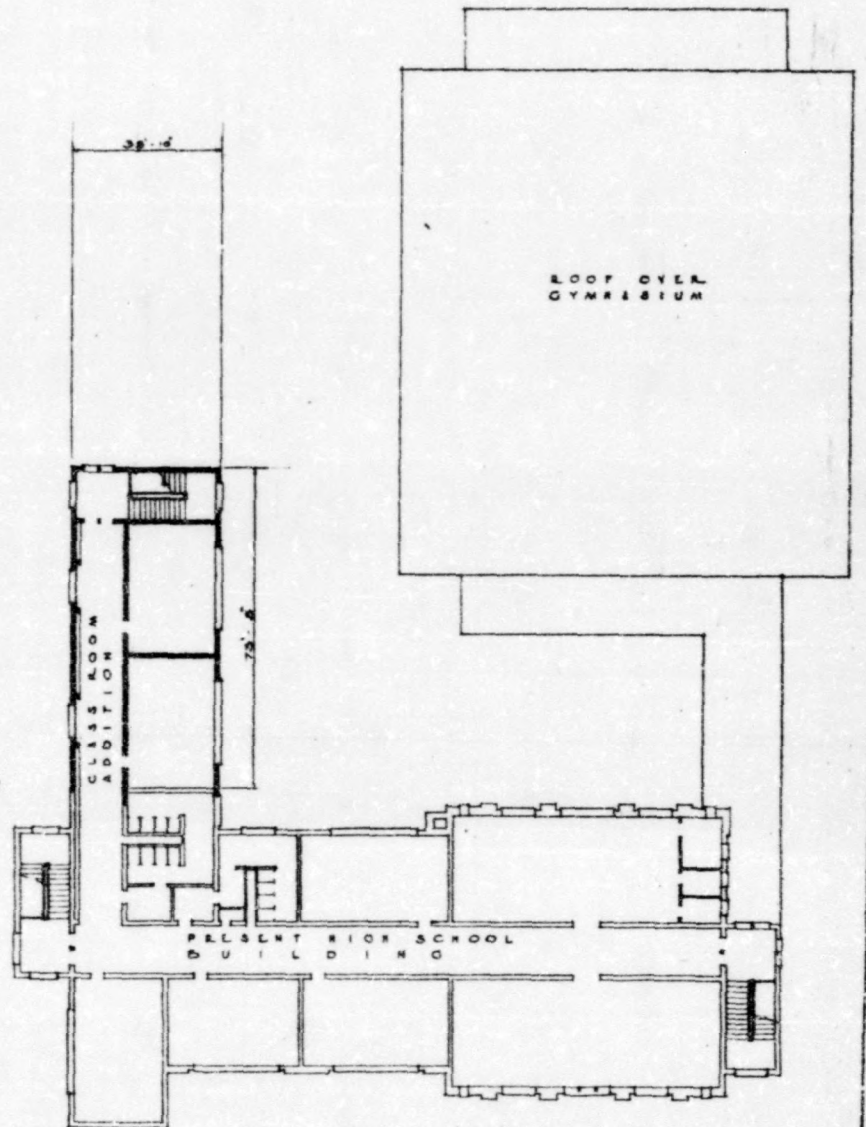
GYMNASIUM AND CLASS ROOM ADDITIONS TO MORGANFIELD HIGH SCHOOL.
LAWRENCE CASHEN, ARCHITECT.

GROUND FLOOR
PLAN
SCALE 1/8" = 1'-0"

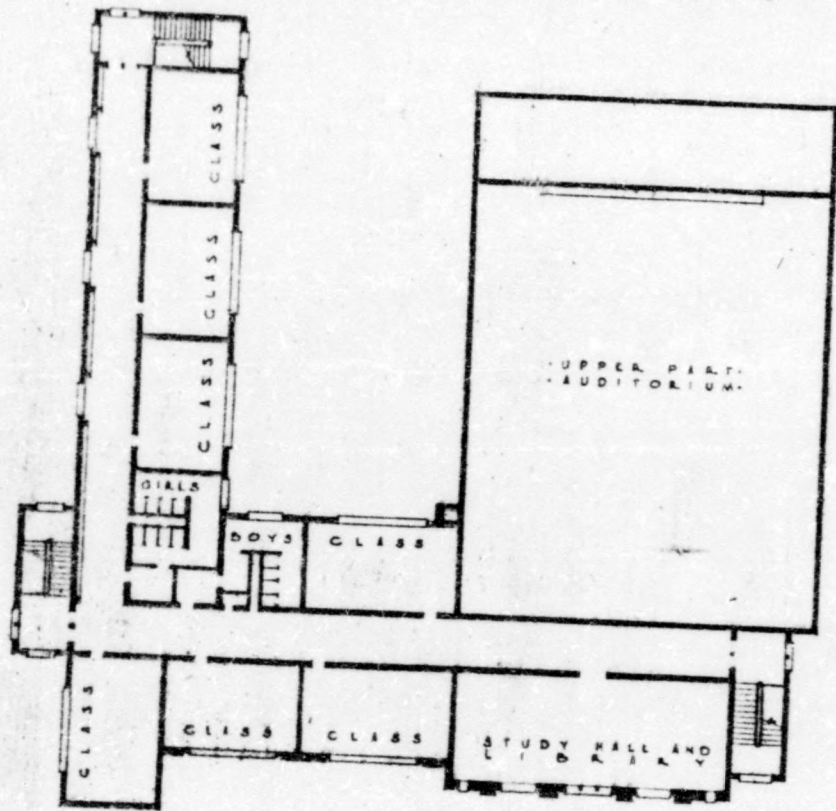


GYMNASIUM AND CLASS ROOM ADDITIONS TO MORGANFIELD HIGH SCHOOL
LAWRENCE FISHER, ARCHITECT

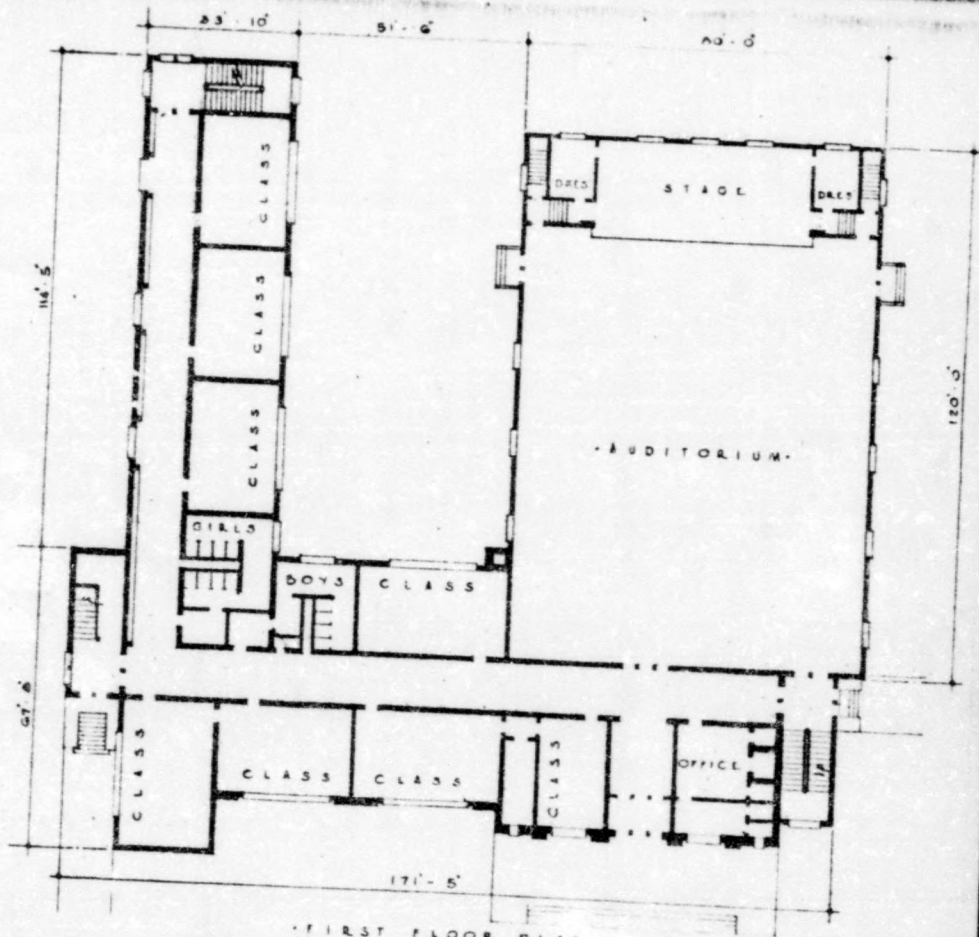
SECOND FLOOR
PLAN
SCALE 1/8"=1'-0"



GYMNASIUM AND CLASS ROOM ADDITIONS TO MORGANFIELD HIGH SCHOOL.
LAWRENCE CASHER, ARCHITECT.



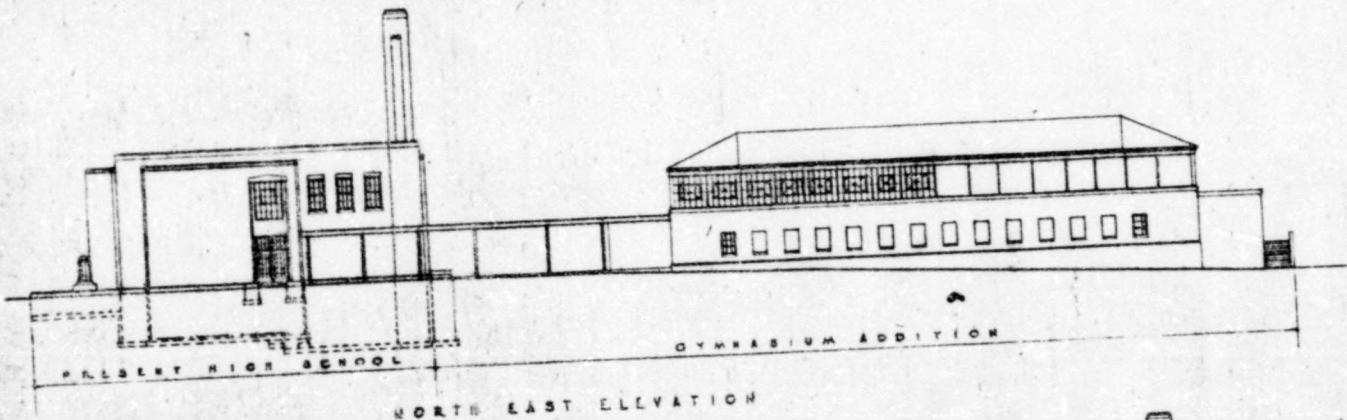
SECOND FLOOR PLAN
SCALE 1/8" = 1'-0"



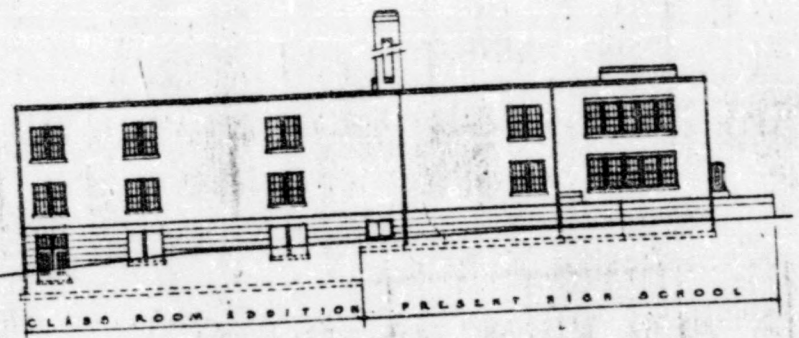
FIRST FLOOR PLAN
SCALE 1/8" = 1'-0"

AUDITORIUM AND ELEMENTARY SCHOOL BUILDING FOR
CONSOLIDATED SCHOOLS AT MORGANFIELD
FOR UNION COUNTY BOARD OF EDUCATION

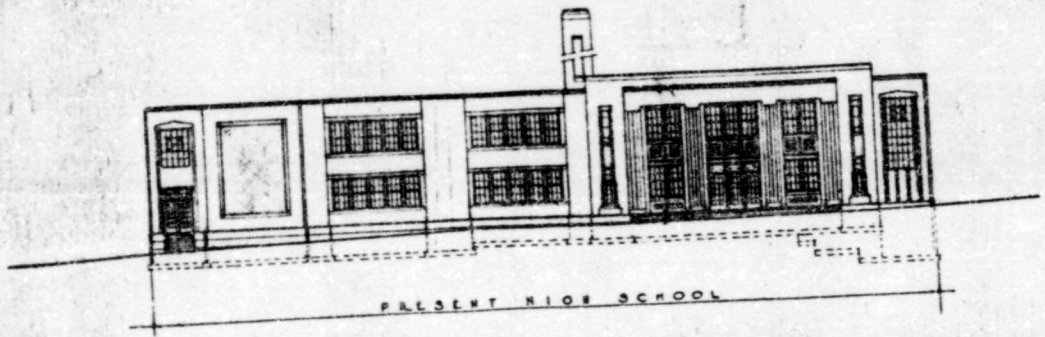
LAWRENCE CASNER, ARCHITECT.



NORTH EAST ELEVATION

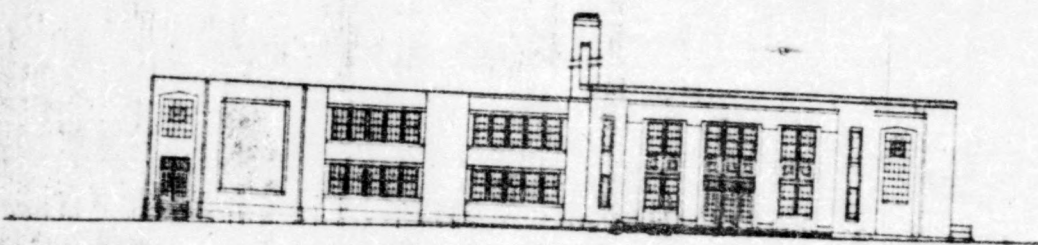


SOUTH WEST ELEVATION

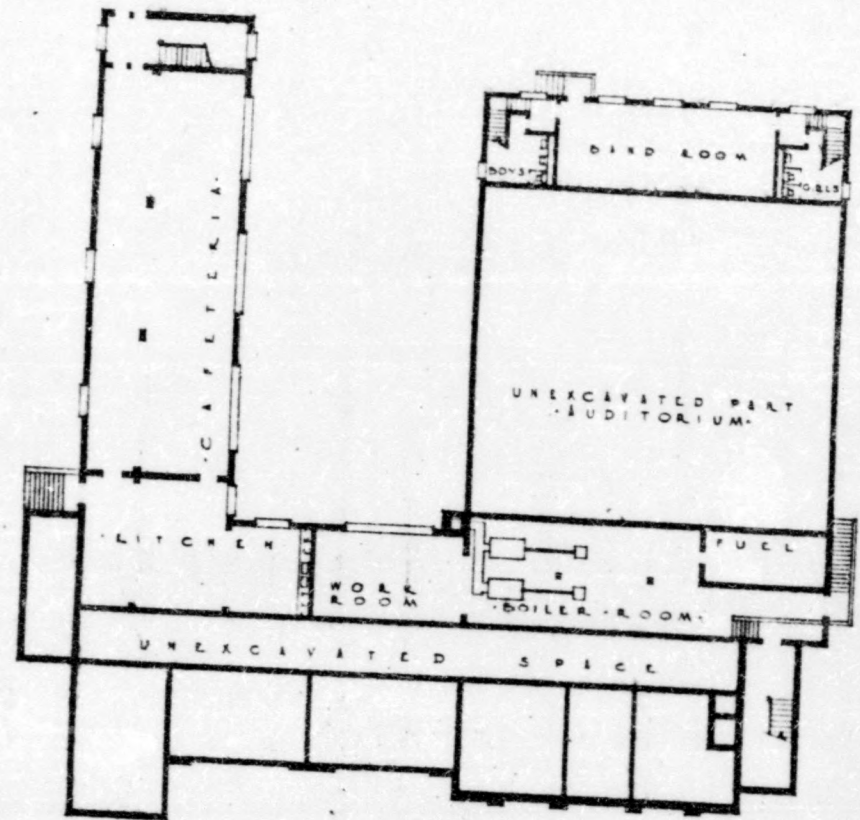


FRONT ELEVATION
DIXIE STREET
ALL SCALE $\frac{1}{8} = 1'-0"$

GYMNASIUM AND CLASS ROOM ADDITIONS TO MORGANFIELD HIGH SCHOOL
LEWACHCE CASNER, ARCHITECT.



FRONT ELEVATION
DEEDY STREET
SCALE 1/8" = 1'-0"



GROUND FLOOR PLAN
SCALE 1/16" = 1'-0"

AUDITORIUM AND ELEMENTARY SCHOOL BUILDING FOR
CONSOLIDATED SCHOOLS AT MORGANFIELD
FOR UNION COUNTY BOARD OF EDUCATION
LAWRENCE CISNER, ARCHITECT.

Summary

A long-term program of improvement must be achieved by setting up short-term programs, which, as they materialize, become a part of the long-term program and fit in as a definite part of the pattern. Step by step, the specific short-term program grows into the general program. The steps should be determined according to need, cost, and ability to realize the objective. It seems that the buildings proposed should be constructed in the order as follows:

1. The garage buildings should be constructed first because the need for a solution of the transportation problem is most urgent, and these will be the least expensive buildings to construct.

2. The colored school building, exclusive of the wings to the main building, should come second. The need for a colored school building is great. This will be the next least expensive building because of the fact that materials from two-room schools and two dwelling houses, owned by the Board of Education, can be used to advantage in the colored school buildings.

3. The two elementary school buildings at Sturgis and the elementary school building at Morganfield, exclusive of the auditorium, should be next on the program. In far too many cases the high schools have been operated at the expense of the elementary grades. The high school students have moved into the new buildings and the elementary school children then take the buildings vacated by the high schools. It is time, it seems, to design and construct buildings for the elementary children. The present gymnasium-auditorium combinations at Sturgis and Morganfield should be utilized until the elementary buildings are constructed.

4. The auditoriums, the physical education buildings, and the stadium

should be constructed last.

5. The proposed new buildings at Dunbar, Sturgis, and Morganfield are designed for a practical school program. The beauty and utility of the buildings rest in the simplicity of design which blends with the surroundings.

TABLE X

MEMBERSHIP UNION COUNTY ELEMENTARY SCHOOLS, 1945

Grade	Morganfield	Spring Grove	Clements	Hite	Hancock	Total
One	66	16	5	8	3	98
Two	56	17	2	7	5	87
Three	40	16	3	10	2	71
Four	55	6	4	7	2	74
Five	52	13	5	3	7	80
Six	51	14	3	5		73
Seven	57	14		5	4	80
Eight	51	8		3		62
Total	428	104	22	48	23	625 *

* Records Office Union County Board of Education

CHAPTER V

FINANCING THE PROGRAM

Anything which is worthwhile is always difficult. Financing "A Program of Improvement for Union County Schools" will be difficult. It will be expensive, any kind of school program is; yet it is far more expensive in the long run to fail to provide educational opportunities for children. The question is, "Are children worth it?" The writer is of the opinion that they are worth all the expenditures in money, time, and effort that are made in their behalf. The citizens of Union County believe in schools as evidenced by the fact that they have provided good schools in the past, and are making provision for good schools today.

There are two reasons why the plan of financing "A Program of Improvement for Union County Schools" will be difficult. They are:

1. The present indebtedness of the Union County Board of Education.
2. The discriminatory and restrictive provisions of the Kentucky Statutes.

The present indebtedness of the Union County Board of Education is \$144,000.00. This indebtedness is represented by two bond issues. Both are holding company issues with the Union County Fiscal Court serving as the holding company. One issue is in the amount of \$120,000.00 first mortgage bonds on the property at Morganfield, Sturgis, and Grove Center. The other issue is in the sum of \$24,000.00 and is represented by second mortgage bonds on the two school bus garages now under construction at Morganfield and Sturgis, respectively. The first mortgage bonds bear an interest rate of two and one-quarter percent; while the second mortgage bonds bear an interest rate of two and one-half percent. The second mortgage bonds come due over a period of three years, beginning in 1947. The first mortgage bonds come due

over a period of fourteen years beginning in 1950 and ending in 1964.

Union County is one of the more favored counties of Kentucky in regard to financial ability to support schools. The assessed valuation of property subject to common school tax is relatively high in comparison to other counties with a greater number of children, schools, and teachers. As a result, teachers' salaries are higher than in many counties and a nine months' school is provided for all elementary children as well as for high school pupils. Table XI, page 92 shows the assessed valuation of property. It will be noted that there was a substantial increase from the year 1937-38 to the year 1938-39. This was due to the fact that Morganfield reverted to the County System that year. There was a decrease in the assessed valuation from 1942-43 to 1943-44. This is accounted for by the loss occasioned by approximately 30,000 acres of land being taken by Camp Breckinridge. The following year there was a slight increase which overcame the further loss suffered when approximately 1300 acres of land was taken by the Sturgis Air Port. There was an increase for the year 1945-46 which practically places the assessed valuation at the pre-war figure.

It will be seen that the assessed valuation of property is sufficient to carry the present indebtedness and probably to also finance the main building at Dunbar, since the garages at Sturgis and Morganfield will be paid for out of the proceeds of the sale of bonds which is included in the \$144,000 indebtedness at present. The credit of the Union County Board of Education is good as evidenced by the fact that the first mortgage bonds bear an interest rate of two and one-quarter percent. It must be kept that way.

Sections of the Kentucky Statutes and of the Constitution of Kentucky which have a bearing on the financing of school programs are as follows:

160.490 (2980-40) Maximum Limits on Ad Valorem Tax.—

(1). "In an independent district embracing a city of the first class the tax levy for school purposes, other than sinking fund purposes, shall be not more than one dollar on each one hundred dollars of property subject to local taxation.

(2). "In an independent district embracing a city of the second class the tax levy for school purposes, other than sinking fund purposes, shall be not more than one dollar on each one hundred dollars of property subject to local taxation, except that an additional levy not to exceed twenty-five cents on each one hundred dollars of taxable property may be made for operating and maintaining the schools, if the legislative body of the city approves the levy and the board of education presents due proof to the city legislative body that the additional levy is necessary for school purposes.

(3) "In an independent district embracing a city of the third class the tax levy for school purposes, other than sinking fund purposes, shall not be more than one dollar and fifty cents on each one hundred dollars of property subject to local taxation.

(4) "In an independent district embracing a city of the fourth class the tax levy for school purposes, other than sinking fund purposes, shall be not more than one dollar and fifty cents on each one hundred dollars of property subject to local taxation.

(5) "In those independent graded common school districts that were in existence on July 14, 1934, the tax levy for school purposes, other than sinking fund purposes, shall be not more than one dollar and twenty-five cents on each one hundred dollars of property subject to local taxation.

(6) "In county school districts, the tax levy for school purposes other than sinking fund purposes, shall be not more than seventy-five cents on each one hundred dollars of property subject to local taxation."

158.110 (4399-20) Transportation of Pupils.—

"Boards of Education shall furnish transportation from their general funds or otherwise for pupils of elementary grade who do not reside within reasonable walking distance of the school provided for them, and any board of education may provide transportation from its general funds or otherwise for any pupil of any grade who does not live within a reasonable walking distance from the school provided for him. The boards of education shall

adopt such rules and regulations of the State Board of Education dealing with the transportation of pupils. Pupils attending private schools are entitled to the same rights and privileges to transportation to and from school as are provided herein for pupils of public schools."

160.540 (4399-44) Power to Borrow Money in Anticipation of Taxes.—Any board of education may borrow money on the credit of the board and issue negotiable notes in anticipation of revenues from school taxes for the fiscal year in which the money is borrowed, and may pledge the school taxes for the payment of principal and interest on the loan. The rate of interest charged shall not exceed six percent per annum, and the principal shall not exceed seventy-five percent of the anticipated revenue for the fiscal year in which it is borrowed. In all cases such loans shall be repaid within the fiscal year in which they are borrowed."

160.550 (4399-45) Budget Not to be Exceeded.—No superintendent shall recommend and no board member shall vote for an expenditure in excess of the income and revenue of any year, as shown by the budget adopted by the board and approved by the State Board of Education, except for a purpose for which bonds have been voted or in case of an emergency declared by the State Board of Education."

Sec. 158.Ky. Const. Indebtedness; Limit of Allowed; Issual of Bonds.—The respective cities, towns, counties, taxing districts, and municipalities shall not be authorized or permitted to incur indebtedness to an amount, including existing indebtedness, on the aggregate exceeding the following named maximum percentage on the value of the taxable property therein, to be estimated by the assessment next before the last assessment previous to the incurring of the indebtedness; viz.: Cities of the first and second classes, and of the third class having a population exceeding fifteen thousand, ten per centum; cities of the third class having a population of less than fifteen thousand, and cities and towns of the fourth class, five per centum; cities and towns of the fifth and sixth classes, three per centum; and counties, taxing districts and other municipalities, two per centum; Provided, Any city, town, county, taxing district or other municipality may contract an indebtedness in excess of such limitations when the same has been authorized under laws in force prior to the adoption of this Constitution, or when necessary for the completion of and payment for a public improvement undertaken and not completed and paid for at the time of the adoption of this Constitution; And provided further, If, at the time of the adoption of this Constitution, the aggregate indebtedness, bonded or floating, of any city, town, county,

taxing district or other municipality, including that which it has been or may be authorized to contract as herein provided, shall exceed the limit herein prescribed, then no such city or town shall be authorized or permitted to increase its indebtedness in an amount exceeding two per centum, and no such county, taxing district or other municipality, in an amount exceeding one per centum, in the aggregate upon the value of the taxable property therein, to be ascertained as herein provided, until the aggregate of its indebtedness shall have been reduced below the limit herein fixed, and thereafter it shall not exceed the limit, unless in case of emergency, the public health or safety should so require. Nothing herein shall prevent the issue of renewal of bonds, or bonds to fund the floating indebtedness of any city, town, county, taxing district or other municipality."

162.110 (4399-13) Bonds of Subdistricts—The board of education of any county school district may at any time submit to the voters of any one of its subdistricts or of any group of its subdistricts the question of whether or not the board shall issue and sell bonds of the subdistrict or group of subdistricts in an amount not exceeding the limit provided by Section 158 of the Constitution, for the purpose of buying a site or building or equipping a school building for such subdistrict or subdistricts, and of whether or not the board shall levy annually a school tax on each one hundred dollars of taxable property within the district, as valued in the assessment for local school purposes next preceding the levy of the tax, to pay the interest on the bonds and to create a sinking fund for the retirement of the bonds at their maturity. The election for this purpose shall be called and conducted in accordance with the provisions of KRS 160.150, and may, in the discretion of the county board of education, be called at the same time and place as an election called under KRS 160.150, and conducted by the same election officers. The tax, if approved by two-thirds of the vote cast on the question, shall be collected and settled for as provided in KRS 160.150. The tax shall be set aside and used by the board of education solely for interest and sinking fund purposes."

"BUILDINGS IN CITIES OF ANY CLASS"

162.120 (4421-1) Independent District in City May Convey Property to City to Provide Buildings.—"For the purpose of providing buildings for school purposes, boards of education of school districts embracing a city of any class may convey to the city a fee simple title with covenant of general warranty to a site now held or hereafter acquired by such boards of education."

162.130 (4421-2) City to Contract for Erection of Building.—"Every city to which a site for a building has been conveyed, as provided in KRS 162.150,

shall enter into a contract or contracts with some person for the erection on the site of a building with the necessary appurtenances, according to plans and specifications adopted by the city and approved by the board of education and the Superintendent of Public Instruction.

162.140 (4421-3) Lease of Building by Board of Education; Terms; Amount of Rent.— "Immediately upon the approval of the plans and specifications as provided in KRS 162.130, the board of education shall offer to lease the building for a term of one year from the time the building is completed and ready for occupancy. The lease by its terms shall give the lessee the right and option to extend the term of the lease from year to year, for periods of one year, until the original term of the lease has been extended for a total number of years, acceptable to the city, not exceeding thirty years, at a rental which, if paid for the original term and for each of the full number of years for which the term is extended, will amortize the total cost of the erection of the building and appurtenances, provided an adequate maintenance fund and in addition thereto a sum sufficient to pay the cost of insuring the building against loss or damage by fire and wind storm or other calamity in such sum as may be agreed by the parties thereto.

162.150 (4421-5) City May Erect School Buildings.— "Any city may establish and erect school buildings and necessary appurtenances within the corporate limits under the provisions of KRS 162.160 to 162.180, for the purpose of supplying the board of education of the independent district embracing the city with adequate buildings necessary to carry out its duties and powers.

162.160 (4421-12) Plans and Specifications for Buildings; Board of Education Must Offer to Lease Building Before Construction Contract is Made.— (1) "When any city desires to construct a school building, under the provisions of KRS 162.150, the governing body of the city shall, by ordinance, cause plans and specifications for the building to be duly made and filed in the office of the city clerk. The plans and specifications shall give a full description of the building to be constructed, the details thereof and the manner of construction. The plans and specifications shall be prepared by an architect selected by the city and approved by the board of education of the school district, and shall be submitted to the board of education of the school district and to the Superintendent of Public Instruction for approval.

(2) If the plans and specifications are approved, and if the board of education of the school district offers to lease the building under a lease of the kind provided in KRS 162.140, the city governing body shall cause the city clerk to advertise for bids, and thereafter the city governing body, through the mayor or chairman of the board of trustees, may contract for the construction of the building.

162.170 (4421-6; 4421-12) Financing Construction of Buildings.—"For the purpose of defraying the cost of constructing or acquiring any school buildings and appurtenances thereto, under the provisions of KRS 162.150, any city may borrow money from the Public Works Administration or other agency of the Federal Government and issue negotiable bonds. No such bonds shall be issued until conditions of KRS 162.160 have been complied with, and until authorized by an ordinance specifying the proposed undertaking, the amount of bonds to be issued, and the maximum rate of interest the bonds are to bear, not exceeding six per cent per annum. The ordinance shall further provide that the buildings and appurtenances are to be constructed or acquired under the provisions of KRS 162.150 to 162.280.

162.180 (4421-7; 4421-8) Bonds; Interest on; When Payable; How Sold.—"All bonds issued under the provisions of KRS 162.170 may bear interest at a rate not exceeding six percent per annum, payable semiannually, and shall be executed in such manner and be payable at such times, not exceeding thirty years from the date thereof, and at such place as the governing body of the city determines. The bonds shall be sold in such manner and upon such terms as the governing body of the city deems for the best interest of the city.

162.190 (4421-8) Bonds Negotiable; Tax Exempt; Signatures; Not a City Debt.—"All bonds under the provision of KRS 162.170 shall have all the qualities of negotiable instruments, and shall not be subject to taxation. If any of the officers whose signatures appear on the bonds or coupons cease to be such officers before delivery of the bonds, the signatures shall nevertheless be valid for all purposes the same as if the officers had remained in office until delivery. The bonds shall be payable solely from the revenue derived from the school building as provided in KRS 162.230, and shall not constitute an indebtedness of the city within the meaning of the constitutional provisions or limitations. It shall be plainly stated on the face of each bond that it was issued under the

provisions of KRS 162.150 to 162.180 and that it does not constitute an indebtedness of the city.

162.200 (4421-9) Use of Funds; Lien on Building.—

"All money received from any bonds issued pursuant to KRS 162.170 shall be used solely for the establishment or erection of the school building and necessary appurtenances, except that the money may be used also to advance the payment of the interest on bonds during the first three years following the date of the bonds. There shall be a statutory mortgage lien upon the school building and appurtenances in favor of the holders of the bonds and coupons.

162.210 (4421-10) Rights of Bondholders to Enforce Lien.—

"The school building and appurtenances shall remain subject to the statutory lien provided by KRS 162.200 until the payment in full of the principal and interest of the bonds. Any holder of the bonds or of any of the coupons may, either at law or in equity, protect and enforce the lien, and may by action enforce and compel performance of all duties required by KRS 162.150 to 162.280, including the making and collecting of sufficient rents, the segregation of the income and revenue, and the application thereof.

162.220 (4421-11) Receiver in Case of Default.—

"If there is any default in the payment of the principal or interest on any of the bonds, any court having jurisdiction of the action may appoint a receiver to administer the school building on behalf of the city, with power to charge and collect rentals sufficient to provide for the payment of any bonds or obligations outstanding against the school buildings and for the payment of the operating expenses, and to apply the income and revenues in conformity with KRS 162.150 to 162.280, and the ordinance referred to in KRS 162.170 and 162.230.

162.230 (4421-13; 4421-17) Rent, Disposition of to be Fixed by Ordinance.—

"At or before the issuance of the bonds, the governing body of the city shall, by ordinance, set aside and pledge the income of the building into a special fund to be used and applied in payment of the cost and maintenance of the building. The ordinance shall definitely fix the amount of revenue necessary to be set aside and applied for the payment of the principal and interest of the bonds. The balance of the income shall be set aside for the reasonable and proper maintenance of the building, including a sufficient sum to pay the cost of insurance. The city governing body may provide by ordinance any provision and stipulation it deems necessary for the administration of the income for the security of the bondholders. It may amend or repeal any other

162.240 (4421-17) Deposits and Investment of Sinking Fund.—"The sinking fund shall be deposited in a depository selected by the governing body of the city. The deposit, where practicable, shall be continuously secured by a pledge to the city of direct obligations of the United States, exclusive of accrued interest, at all times at least equal to the balance on deposit in the account, or in some other manner acceptable to the purchasers or holders of the bonds. The securities shall be deposited with the city or held by a trustee or agent satisfactory to the governing body of the city. The sinking fund may be invested in direct obligations of the United States.

162.250 (4421-14) Maintenance Fund Surplus to be Transferred to Sinking Fund.—"If a surplus is accumulated in the maintenance fund equal to the cost of maintaining the building during the remainder of the calendar or fiscal year, as may be provided by the ordinance required by KRS 162.230, and the cost of maintaining and operating the building for the succeeding like calendar or fiscal year, the excess over such amount shall be transferred to the sinking fund.

162.260 (4421-15) Refunding Bonds May be Issued.—"The city may issue refunding bonds for the purpose of providing funds for the payment of any outstanding bonds, in accordance with the procedure prescribed for the issuance of the original bonds. The refunding bonds shall be secured to the same extent and shall have the same source of payment as the bonds which are refunded.

162.270 (4421-16) Additional Bonds Authorized.—"If the governing body of the city finds that the bonds authorized will be insufficient to accomplish the purpose desired, additional bonds may be authorized and issued subject to the same procedure.

162.280 (4421-18) When City to Convey Property to Board.—"When the board of education of the school district has paid rent as provided in KRS 162.160, sufficient to amortize the cost of erection of the building and appurtenances, and to maintain the building and pay the cost of insurance, the city shall thereupon convey the premises to the board, and shall transfer any balance remaining in the funds provided for in KRS 162.230 to 162.250 to the account of the board of education.

162.290 (4421-4; 4421-19) Alternative Methods; Other Procedure Not Required.—"KRS 162.120 to 162.140 and KRS 162.150 to 162.280 are additional and alternate methods for the acquisition of school buildings by boards of education of independent districts embracing cities of any class and do not include, alter, amend or repeal any other

statute. No proceeding shall be required for the acquisition of any school building or the issuance of bonds under KRS 162.150 to 162.280 except such as are prescribed by those sections."

BUILDINGS IN COUNTY AND CERTAIN INDEPENDENT DISTRICTS

162.300 (4421-20 to 4421-38) County Boards of Education and Boards of Independent Districts Not Embracing Cities May Obtain School Buildings in Manner Provided in KRS 162.120 to 162.290.—"County boards of education and boards of education of independent districts not embracing a city of any class may obtain buildings for school purposes by proceeding under the provisions of KRS 162.120 to 162.290, except that the provisions of KRS 162.120 to 162.140 may be used only for the construction of school buildings with financial assistance from the Federal Government. When applied to such boards of education, KRS 162.120 to 162.290 shall be so read that the term:

- (1) "City" means "County."
- (2) "City clerk" means "county clerk."
- (3) "Governing body of the city" means "board of education."
- (4) "Mayor or chairman of the board of trustees" means "county judge."
- (5) "Ordinance" means "resolution."

160.150 (4399-6; 4399-12; 4399-12a) Tax Levies in Subdistricts; Limitation and Election on.—(1) "The board of education of any county school district may submit to the voters of any subdistrict, at an election called for that purpose, the proposition of the levy of a tax annually for a specified number of years upon the taxable property in the subdistrict, for the use and benefit of the schools of the subdistrict, which may include transportation of pupils who do not live within reasonable walking distance of school. On written petition of forty percent of the voters of any subdistrict asking that a subdistrict tax be levied, the county board of education shall, within fifteen days from the time the petition is filed, make an order and record it in the minutes of the board calling an election to determine the will of the voters on the proposition. The rate of taxation shall not exceed seventy-five cents annually on each one hundred dollars of taxable property within the subdistrict, as valued in the assessment for local school purposes next preceding the levy of the tax.

(2) Not less than fifteen days' notice of the election shall be given by written or printed posters signed

by the chairman and secretary of the county board, stating the purpose of the election, the area affected, and the date, place or places, and hours of the election, posted at not less than two public places in each sub-district concerned, and by one insertion of the notice in a newspaper published in the county. The county board of education shall appoint at least three legal voters of the subdistrict to serve as election officers in the election and to certify the election returns to the county board of education. The decision of two of the three officers shall be final in determining any questions which arise during the election. The election shall be conducted in such a manner as to insure the integrity and secrecy of the ballot.

(3) If a majority of the votes cast are in favor of the proposition, the tax shall be levied annually by the fiscal court of the county for the period of years specified in the proposition, in accordance with the requirement by the county board of education, and shall be included by the county clerk in the regular tax bills rendered for county purposes. The tax shall be collected by the tax collector legally authorized to collect taxes for the district and settled for with the county board of education as in the case of county school taxes and at the same rate of commission for collection. If a majority of the votes cast are against the proposition, the tax shall not be levied, and the status and boundary of the subdistrict shall be unchanged by the election.

(4) Any subdistrict tax may be removed by the vote of the people in the same manner in which it was authorized.

(5) In case all of the subdistricts of a county district levy a special tax, the board of education may abolish all of the special taxes of the subdistricts and in lieu of the special levies the regular county levy the board may levy a general tax of not more than the maximum levy permitted for county school districts increased by not more than the lowest of the subdistrict levies."

Section 160.490 (2980; 4399-40) Kentucky Statutes sets the limit on tax rates on general property for local school purposes. This section discriminates against County school districts by fixing the limit at seventy-five cents on the hundred dollars of taxable property, while giving independent districts authority to levy from \$1.00 to \$1.50 on each \$100.00 of taxable property, depending on the size of cities located in the respective districts.

TABLE XI

ASSESSED VALUATION

UNION COUNTY SCHOOL SYSTEM, 1937-1946

Year	Assessment
1937-38	6,540,000.00
1938-39	9,639,470.00
1939-40	9,382,520.00
1940-41	9,379,275.00
1941-42	9,589,315.00
1942-43	9,435,620.00
1943-44	8,235,620.00
1944-45	8,440,565.00
1945-46	9,525,045.00 *

Section 158, Kentucky Constitution, is designed to protect the taxpayer
 * Records, Office Union County Board of Education
 financial indebtedness. This section provides for limitations on indebtedness. The present Constitution was adopted in 1901. Section 158, no doubt, was desirable at that time. This section, however, stands as a hurdle over which schools of education must climb or must bypass in order to finance an adequate program of education.

Section 159, Kentucky Statutes, is amended to permit schools of education to borrow money at the beginning of the school year for necessary current expenses, before taxes have been collected. This is a desirable sec-

At the same time county districts are required to meet the same standards of accrediting as are the independent districts. This discrimination cannot be justified.

Section 158.110 (4300-20) Kentucky Statutes requires county boards of education to furnish transportation for elementary school children who do not live within reasonable walking distance of the school and permits boards of education to transport high school students. This is as it should be except no financial provision is made whereby this additional service may be offered, except that money from the general fund, or otherwise, may be used. With the \$.75 limit on the \$100.00 of taxable property, the general fund is not sufficient to take care of other current expenses, not to mention capital outlay and debt service.

Section 160.550 (4399-45) Kentucky Statutes provides that no expenditure in excess of income as shown by the budget shall be made in any school year, except for the purpose for which bonds have been voted on in case of an emergency declared by the State Board of Education. This is a desirable section of the statutes and is designed to safeguard the taxpayer.

Section 158, Kentucky Constitution, is designed to protect the taxpayer and to keep municipalities, counties, and school districts solvent in regard to financial indebtedness. This section provides for limitations on indebtedness. The present Constitution was adopted in 1891. Section 158, no doubt, was desirable at that time. This section, however, stands as a hurdle over which boards of education must climb or must by-pass in order to finance an acceptable program of education.

Section 160.540 (4398-44), Kentucky Statutes, is designed to permit boards of education to borrow money at the beginning of the school year for necessary current expenses, before taxes have been collected. This is a desirable sec-

tion of the statutes as it gives certain rights to borrow money and also limits the amount to seventy-five percent of the anticipated revenue for the fiscal year.

Section 160.150 (4399-6; 4399-12; 4399-12a) Kentucky Statutes provides an election on the proposition of levying a specified tax on each one hundred dollars of taxable property subject to the tax for a specified number of years. Boards of education are required to call such an election provided forty percent of the voters residing in the subdistrict request by written petition such an election. The rate of taxation shall not exceed seventy cents on each one hundred dollars of taxable property. This section provides the regulations by which the election must be held and provides for a majority of votes to carry.

Section 162.120 (4421-1) to Section 162.290 (4421-4; 4421-19) inclusive provides for city councils to act as holding companies for city boards of education. By this method, in general, the city board of education conveys to the city council the grounds on which a school building is to be erected. The city council issues holding company bonds and sells the bonds. From the proceeds of the sale of the bonds, the city constructs the school building according to plans and specifications of the board of education. These bonds do not constitute an indebtedness against the city and, therefore, by-pass the limit of indebtedness imposed by the Constitution.

A contract, lease and option is entered into by the city council and the board of education. At the same time the board of education conveys the school ground to the city council by a deed of trust.

The contract, lease, and option provides that the board of education contracts to lease the building, when completed, from the city council for one year, with the option of renewing the lease annually at a specified

At the present time, it is impossible to estimate the cost of the work

annual rental. Over the specified period of years, the annual rental will be sufficient to retire the bonds and interest at which time the title to the building and grounds reverts to the board of education, as provided in the deed of trust.

Section 162.300 (4421-20 to 4421-38) Kentucky Statutes provides that fiscal courts and county boards of education may proceed under the sections of the Kentucky Statutes as outlined above.

The two chief problems, therefore, with financing a future building program in Union County are the limitations imposed by the Statutes and the present indebtedness which the board of education is carrying.

There is a possibility that some desirable changes may be made by the Kentucky General Assembly in the Statutes which unjustly limit county systems to a seventy-five cent rate. There is a possibility, also, of a future Federal Works Program whereby the Federal Government will aid local school districts financially on a dollar for a dollar matching basis. Should these two possibilities become realities, the proposed building program in Union County can be realized.

Should the state fail to do anything relative to tax rates and the Federal Government provide a Federal Works Program, the plan can still be worked out provided the people are willing to vote a tax to supplement Federal funds.

Should neither of these possibilities materialize, new buildings in Union County cannot be constructed until the present indebtedness is paid off or at least greatly reduced, with the possible exception of the colored school building. This building would not be so expensive as the others and materials from existing frame buildings, which no doubt will be discontinued, could be used to advantage in the colored building.

At the present time, it is impossible to estimate the cost of the proposed

building in Union County. Therefore it is impossible to know the amount of new bond issues, if and when they are made. The tax rate, should a vote be taken in the county, will have to be determined by the amount of the issue of bonds and by the number of years over which the bonds will come due. These details of necessity have to be determined by bond specialists and financial experts. Limiting provisions of Kentucky statutes.

Some local support, either through a bond tax or by a higher tax rate by legislative action, together with Federal Aid, can obtain the buildings needed in Union County. They cannot be obtained in any other way unless the present indebtedness is liquidated.

Summary

Two problems are apparent when the financing of the program of improvement for the Union County Schools is considered. They are the present indebtedness of the Board of Education of Union County, and the inflexible and limiting provisions of Kentucky Statutes.

More local support, either through a voted tax or by a higher tax rate limit by legislative action, together with Federal Aid, can obtain the new buildings needed in Union County. They cannot be obtained in any other way until the present indebtedness is liquidated.

Proper maintenance and repair are essential for effective service. To provide efficient facilities, the buses must operate from a central point. The bus and transportation program for the school has proved, one at Sturgis and one at Morgantown. These buildings are designed to hold eight buses. Additional ones can be added to each party if the need arises.

2. The school building program provides one school building for all the children in the county.

3. The Sturgis school buildings are designed to take care of all the children in the southern part of the county.

4. The Morgantown school buildings are designed to take care of all the children in the northern part of the county.

5. The bus and transportation program should be utilized for the elementary children in the northern section of the county.

6. The bus and transportation program should be utilized for the elementary children in the southern section of the county.

CONCLUSION

From the data presented in Chapter I, though not conclusive, it is assumed that Union County will continue on an agricultural basis of economy with a population of about 18,000 people. There is reason to believe that more and better improved roads will be built in the future. This will make consolidation of schools desirable.

1. An effective consolidation program depends upon adequate transportation facilities. Public ownership of buses is desirable in order to make the routing flexible enough to provide for ever-changing conditions. Proper maintenance and storage of buses are essential for effective service. To provide storage facilities, the buses must operate from a central point. The plan for transportation provides for two school bus garages, one at Sturgis and the other at Morganfield. These garages are designed to house eight buses each. Additions can be made to each garage if the need arises.
2. The school building program proposes one school building for all the colored children at Morganfield.
3. The Sturgis school buildings are designed to take care of all the children in the southern part of the County.
4. The Morganfield school buildings are designed to take care of all the public school children in the northern part of the County.
5. The Grove Center building should be utilized for the elementary children in the western section of the county.
6. Should the Camp Breckinridge Government Reservation revert to private ownership and be divided again into farms, the Boxville school building may again be used for elementary children in the eastern section of the County.

7. Financing the proposed building program will be difficult. Inflexibility of existing statutes and present indebtedness of the Board of Education present the two most difficult problems.

8. Unless the Kentucky General Assembly raises the tax rate limit for county school purposes, a voted tax, together with a holding company plan of financing, will be necessary, coupled with Federal Aid, to construct the buildings needed in Union County in the future.

9. A call for a tax vote should be made by the Board of Education only after the people petition the Board to do so. This election should not be called until further detailed plans are completed. Financial experts and competent legal counsel should be employed to work out the detailed plan of financing.

10. The credit of the Union County Board of Education is good and must be kept that way.

RECOMMENDATION

To the members of the Union County Board of Education and their successors in office, and to the citizens of Union County, both present and future, a Program of Improvement for the Union County Schools is respectfully submitted and recommended.

May it be given the consideration which, in their judgment, it merits.

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