

MAYFIELD: SURVEY AND MASTER PLAN

by

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Submitted in Partial Fulfillment of the  
Requirements for the Degree of  
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May 23, 1947

Professor Frederick J. Adams  
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Dear Professor Adams:

In partial fulfillment of the requirements for the degree of  
Master in City Planning, I submit this thesis entitled "Mayfield:  
Survey and Master Plan".

Respectfully,

Malcolm G. Little, Jr.

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## INTRODUCTION

Mayfield, Graves County, Kentucky is located in the center of the Jackson Purchase area which is bounded on the east by the Tennessee River; on the north by the Ohio River; on the west by the Mississippi River; and on the south by the State of Tennessee. Settled originally in 1819 by pioneers from Virginia and North Carolina, the area later to be named Mayfield served as the seat of government for Graves County when it was organized in December 1921. By 1923 the town of Mayfield was designated as the permanent seat of justice for the county. The town grew as a rural trading center and in 1846 it was incorporated by the Kentucky Legislature.

Before 1858 transportation to Mayfield was by boat to Paducah and by oxcart for the remainder of the trip. In this year the Memphis, New Orleans and Northern Railroad was completed giving the city railroad access to the rest of the country. Also in this year the city established itself more firmly as the community center of the county with the opening of the fair grounds east of town.

In 1860 as a result of the completion of the railroad the city started a new career in industry. The Mayfield Woolen Mills was established in this year giving the city a character distinctive for a small southern town. It is to be noted that in its formative years this company did not function as a single unit but prepared the wool, made and cut the material at which stage women throughout the county would call for the cut material taking it to their homes to make it into pants. Although all of the sewing is now done in the factory, the custom

of the women living in the county and coming to the factory instead of living in town still exists to a great extent.

During the War Between The States Graves County was considered neutral ground, although sentiment was generally with the South. Occupation of the area by Federals limited organization of Confederate units to but nine (9) companies. Two companies were recruited for the Union Army. Most of the war was spent under Federal occupation, but the Confederacy recaptured the city from time to time. Mayfield suffered its share of post war atrocities despite the fact that most of the slaves had left their owners at the beginning of the war in order to go to Paducah.

Having outgrown the provisions of its charter Mayfield was granted a new charter in 1873. Under its provisions the city was divided into two (2) wards each represented by three councilmen. Other elected officials authorized included the city judge, marshal, treasurer, and city attorney. The city judge was authorized to appoint all other officers.

Although the Ashland Bank was established in 1859, it moved to Paducah in 1864 and the growth of Mayfield as a financial center did not occur until 1875 with the establishment of the First National Bank with a capital of \$150,000. In 1883 the Bank of Mayfield was established with a capital of \$100,000 and in 1898 the Exchange Bank with a captial of \$25,000 later to be increased to \$100,000.

Even more than its <sup>*singular*</sup> woolen garment industry is Mayfield's stand on Prohibition. In 1884 liquor and open saloons were successfully barred. An important part of Mayfield's long history of prohibition has

been the cooperation of the county in prohibiting the existance near the city of establishments selling alcoholic beverages.

Public education made its first appearance in Mayfield in 1850 but a well rounded program of secondary education did not come until 1886 with the establishment of West Kentucky College by the Christian Church. The school's interests were merged into the graded schools and the high school.

In 1891 the Graves County Water and Light Company was granted a twenty-five (25) year franchise. Two years later Kentucky changed its Constitution and Mayfield became a fourth class city with its present city charter. The city was divided into three wards each of which was represented by two councilmen; a mayor was substituted for the city judge as the chief executive although the position of city judge continued as a purely judicial function.

Mayfield took another great step forward with the addition of the Merit Manufacturing Company to the woolen garment industry in 1899.

The Lee School, the Longfellow School, and the Washington School (all elementary schools) were built in 1910 but the High School continued at the College until 1922 when a new building was completed on the same site.

The twenty-five year franchise of the water and light company expired in 1917 and the city bought the facilities for \$276,000.

After a slow deterioration from disuse the fair ground buildings were torn down in 1921, but the next year Mayfield entered organized baseball and won the pennant in the Kitty League. The Country Club with its golf course, tennis courts, and artificial lake was constructed the same year.

Mayfield, located in the heart of the tobacco growing Jackson Purchase area, was always a great tobacco center and consequently figured prominently in the forming of the Dark Tobacco Growers Co-operative Association in 1922. At the end of its first year's operation the Association had a membership of 57,000 and had handled 175,000,000 lbs. of dark tobacco. Graves County furnished 4000 members and pledged 18,000 acres to the pool.

Like so many other cities Mayfield reached its peak of capital development during the "Twenties". Since that time the capital structure has become stabilized. Even more startling than the lack of development has been the absence of maintenance not only of the industries, stores, etc., but to a still greater extent the city itself, the most important factor of production. There have been notable exceptions but generally the city is operating with the same capital equipment which existed in 1929.

Although it did not escape the effects of the depression, economically Mayfield proved relatively stable. As a result of a rather close relationship between the community and its industry most of the recession in its basic industry (men's clothing) was taken up by distribution of jobs rather than by heavy lay-offs.

The recently terminated war had its effect on the city's development not only in the increased production of existing industries but with the addition of the National Fireworks Inc. north of the city. At the end of the war it was closed however; and when no one would buy the plant it was razed.

At present Mayfield is facing the problem of post-war development

and many of its citizens are interested in doing something to improve it as a place in which to live and work. It is in order to clarify its present state and channel of future growth that this study is being made.

## LAND USE

One of the first stages in surveying an existing community is to discover how the land is being used or left idle by the people. In Graves County 89.3% of the land is in farms, 0.54% lies in urban or semi-urban areas such as Mayfield, Fancy Farm, Wingo, etc., and 10.16% has remained undeveloped for various reasons. Regarding the proportion of land in farms the county has reached its practical maximum and the average farm now 75.4 acres shows a definite and healthy trend to become larger. By 1940 acreage in soil building lespedeza, sweet clover, and clover, which had been negligible before 1930, accounted for a considerable proportion of farm land. (1)

Although the use of the land in Graves County is primarily agricultural, it would be a gross oversight to neglect that devoted to industry. The mining of tertiary ball clay near Pryorsburg and Hickory Grove is of great importance to the region. A small pottery industry is located in Bell City.

Just southeast of Mayfield is the Wickersham Brick Company and north of town is the Pet Milk Company.

Of land use in Mayfield a great proportion is devoted to single-family detached housing. (2) Other than grocery stores, filling stations, and small restaurants there is relatively little business outside the central area.

(1) See Charts 1 and 2

(2) The business classification in Chart 1 includes filling stations, garages, and automotive sales establishments, although these three categories are classified as automotive on the land-use map. Regarding feed stores they are considered business unless the milling is done on the same site. In such a case they are classified as industry.

The largest single division of public land is found in the two cemeteries. The next in size is that held by the school district for its four school sites. The courthouse site, the city hall, and the post office represent the governmental centers. The triangle dividing Seventh and Eighth Streets represents the city's only park. The remaining public areas are the Water and Light, the new T. V. A. sub-station, and the Kentucky State Highway building. These last three areas are on U. S. Route # 45 going south. The Water and Light is just inside the overpass while the other two are just past it.

In general the following picture is to be observed. The residential areas, although not economically laid out, do have adequate lots and do not suffer from overdevelopment.. Despite the fact that there are many small groceries and filling stations scattered throughout town, Mayfield is fortunate in having its commercial area centrally located and well-defined. The commercial area suffers from overcrowding and poor circulation but presents a fairly good base for future development.

The city's industry is fairly well situated. The main area is just west of the railroad and is sufficient for expansion. The clothing industry, while located in the center of town, presents no great problem because of its inoffensiveness. Unfortunately it has possibility of expansion only by infringing on residential areas. This problem of expansion of the Curlee plant is rather remote since their headquarters are in Saint Louis and their policy of expansion is one of tapping new sources of labor in other small towns. The Merit plant, however, is home-owned and is expanding its plant to almost twice its present size.

The only noxious industries are located well out of town and do not have residential developments nearby. This applies particularly to the Wickersham Brick Company and stock loading area southwest of town.

From the Land Use Map Figure #1 the distribution of uses becomes better delineated. Within Mayfield there are two major divisions of industry. The first group, which has more employees, is the men's clothing industry. Two establishments are located between South and Water Streets at Sixth and Ninth Streets respectively. The third establishment is located on James Street between Seventh and Eighth. Although these are the largest establishments in town and give work to a great number of people, it is to be noted that they are of a nature not detrimental to the area in which they are located. They possess none of the drawbacks (dirt, noise, heavy traffic, etc.,) which would make their existence at their present locations highly unsatisfactory. Only the parking of employee's automobiles on the surrounding neighborhood streets presents a problem.

Tobacco marketing is the second large industry. Located on the west side of the railroad it covers a great area, requires a great deal of truck transportation, does a tremendous amount of business, yet seldom hires more than 100 men during the season. The buildings are used entirely as warehouses and are not noxious, or noisy but do represent an area of great fire hazard.

The remaining industries are secondary servicing the agricultural hinterland of which Mayfield is the center. Their location is good except for a small development which has had a degrading influence on surrounding

areas in the vicinity east of the High School on the Paris Road. Semi-public land in Mayfield is made up largely of church property. Sole exceptions are the two hospitals and a health clinic on East North Street, the two industrial ball parks and club houses, the train stations (passenger and freight), and the bus stations.

CONCLUSIONS: Although there are relatively few badly placed uses of land in Mayfield, there are indications that new and greater problems are arising in this field. Not only is this true of the area within the city limits but in the areas adjacent. It is necessary that immediate steps be taken in the form of a zoning ordinance to guide the future land-use development and that the city limits be extended to give this same protection to the now adjacent areas.

To prevent the development of premature and poorly designed subdivisions such as those a mile north and immediately south of town subdivision regulations are necessary.

CHART 1

CROP LAND HARVESTED ( 108,517 acres )
CROP FAILURE ( 2,280 acres )
CROP LAND IDLE FALLOW ( 33,800 acres )
PLOWABLE PASTURE ( 106,663 acres )
WOODLAND ( 37,627 acres )
OTHER FARM LAND ( 31,151 acres )

URBAN LAND  
( 1,920 acres )

RURAL NON-FARM,  
UNDEVELOPED.  
( 36,454 acres )

RURAL FARM LAND  
LAND USE GRAVES COUNTY

RESIDENTIAL LAND ( 50.0% )	STREETS ( 28.4% )		
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PUBLIC SEMI-PUBLIC  
( 2.6% )

VACANT LAND  
( 9.5% )

INDUSTRY  
( 6.9% )

BUSINESS  
( 2.6% )

LAND USE MAYFIELD

CHART 2

COTTON ( 353 acres )	TOBACCO ( 9,926 acres )
CLOVER ( 1,116 acres )	SWEET CLOVER ( 9,301 acres )
	LESPEDEZA ( 16,088 acres )
	HAY ( 28,049 acres )
	CORN ( 61,824 acres )

GRAVES COUNTY

FARM ACREAGE BY CROPS

## POPULATION

As important to the future of the community as its use of land is the dynamic picture of its people. Chart #3 shows the general trends of population for Graves County and for Mayfield as compared to the rural and urban growth of Kentucky and the United States. Certain general observations can be made.

1. Graves County has been declining since 1910 except for a slight increase 1930 to 1940 and even the most conservative estimate (Kentucky Department of Health) shows a great loss since 1940. Other such sources, as those of Sales Management and Market Research Department, Farm Journal Inc. estimate the present population to be less than 27,000. Birth rates have averaged about 17 per 1000 as compared to a state average of 21 per 1000. The death rates have averaged about 11 per 1000 with the state figure of 9.5 per 1000. In addition the rate of migration from the county is greater than that of the state as a whole. As a result of these factors the rate of decrease between 1910 and 1930 is expected to continue until 1960 when the population will tend to become stabilized. Allowing for the sudden drop of population from 1940 to the present as a lowering of the trend line the population should be about 25,000 in 1950 and about 24,000 in 1960.

2. There are in effect two types of migration and population. First, there is migration to areas outside the state especially Detroit. Secondly, there is migration from the outer sections of the county to the area immediately surrounding Mayfield. Closely allied to this second type is the predominance of wives who work in the factories while the husbands farm. This tendency for the population of the county to

be located within easy driving distance of Mayfield is an important factor in planning the future development of the city.

3. Mayfield, although still growing, is doing so at a slower rate than the urban population of Kentucky or the urban population of the United States. N.R.P.B. estimated that Kentucky's urban population now 849,327 would be 931,026 in 1960. <sup>(1)</sup> Adopting this same rate of growth for Mayfield the population should be about 9,300 but with an allowance for the war spurt it should be about 10,000 within its present boundaries. With the boundaries to be proposed the 1960 population should be about 11,000 to 11,500.

4. The distribution of growth of rural population (excluding Mayfield and Paducah) for various areas in Graves County and surrounding counties shows that the greatest loss occurred in the southern section and that any growth is east of Mayfield, Marshall County, and McCracken County. <sup>(2)</sup> It is true, however, that there is growth in all vicinities adjacent to Mayfield as witnessed by the slower rate of decrease in these areas.

5. Figure #3 gives the distribution of the population in Mayfield today. The area west of Seventh Street showed a growth of 1,057 (28.1%) from 1920 to 1930 and of 131 (2.7%) from 1930 to 1940. The area east of Seventh Street showed a growth of 537 (19.1%) from 1920 to 1930 and of 311 (9.3%) from 1930 to 1940. One reason for the greater growth '30 to '40 east of Seventh Street is found in the fact that the buildable land is largely within the city limits while much of the development west of Seventh Street was outside the city limits and does not show in the figures.

(1) National Resources Board Report, Wash. Gov't. Print. Off. 1934, p.96-97

(2) See Figure 2.

In addition to the trends and distribution of population there are characteristics of importance.

1. In composition of the population the foreign born represent a negligible quantity. In the county only 6.3% is colored and in Mayfield 13.5%. By 1960 the colored population in Graves County is expected to represent only about 5% while Mayfield only 11%.

2. The rural population now shows farm of 18,321 and a non-farm of 4,823. From the trends estimated by the N.R.P.B. for this area the rural population for Graves County in 1960 should be about 11,720 farm, 5,030 non-farm.

3. While Kentucky has a large percentage of its population below the age of twenty years, Graves County has about the same proportion as the U. S. and Mayfield has an exceptionally small number in that group. (3) In direct contrast is the group from twenty to forty years where Kentucky and Graves County have smaller percentages as a result of migration, while Mayfield has high percentages largely due to the nature of its leading industry.

4. It is not unusual that the proportion of males in the labor force in Graves County is greater than the national average since it is a rural economy, but the great difference for females is worthy of note. This fact is especially true of Mayfield where in addition to a larger proportion of women in the labor force the male proportion is normal but has a smaller percentage employed. (4) AS generally found in a community of predominantly women labor the wages are relatively low, and organized labor practically nonexistent.

(3) See Chart 4.

(4) See chart 5,6,& 7.

The excessive number of operatives among females both in the city and county is responsible not only for the large proportion of female population between twenty and forty, but also the few children less than twenty. Since the industries hiring female operatives are located in Mayfield, the difference between the number in the city and those in the county (about 340) make up those living in the county driving to work.

Another interesting departure from the U. S. average is found in the number of clerical workers. The female proportion is far below average while the male is noticeably above. Although the number of male craftsmen is well below average, this is typical of southern cities as is the excessive number of male domestic servants.

The high percentage of families with both the husband and wife working has resulted in a low rate of birth in the city and the surrounding area in the county. In addition to other factors shown by the unusual distribution of employment there is the lack of opportunity for the ambitious, well-educated, and capable young men of the community to carry on interesting and challenging work. The professional positions are held in greater numbers by women than by men. Although this is primarily due to the presence of teachers, the fact that this single group makes such a great difference shows how meagerly the professions as a whole are represented.

#### CONCLUSIONS:

1. As a result of a relatively low birth rate and high death rate coupled with a more rapid rate of migration than that existing throughout Kentucky, the past population decrease in the county is expected to

continue until about 1960 when it should more or less level off. The population of Graves County should be about 25,000 in 1950 and about 24,000 in 1960.

2. Although Mayfield is still growing in population, it is doing so at a decreasing rate. Allowing for the war increase the population within its present boundaries should be about 9,300 in 1960 or with the proposed boundaries about 11,000 to 11,500.

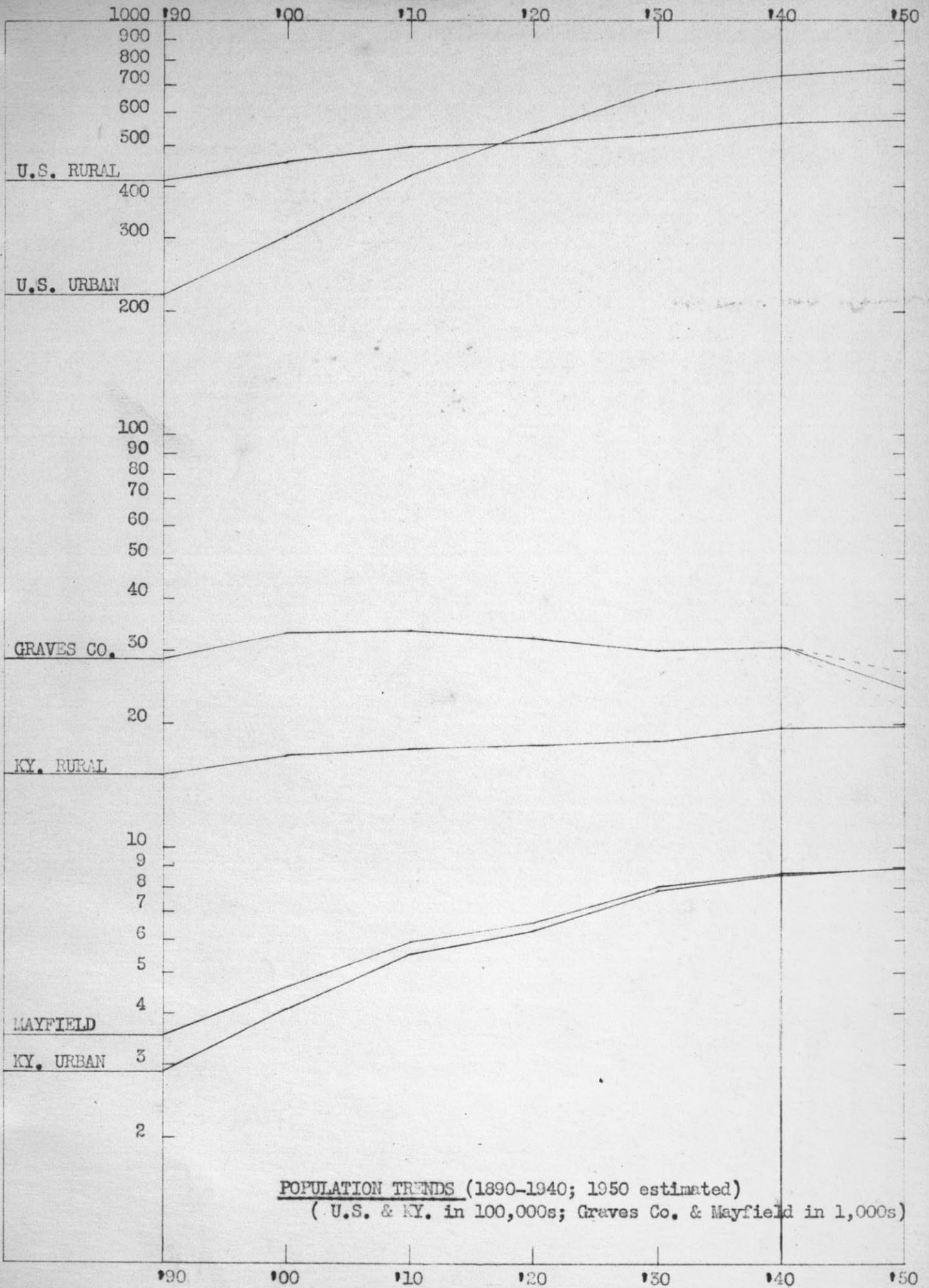
3. There is migration of population from the county and also redistribution within the county toward the vicinity of Mayfield.

4. The colored population represents 6.3% of the county population and should diminish to 5% by 1960.

5. The city shows a small proportion of the population less than twenty years of age and a large percentage in the productive years.

6. The labor force represents a larger proportion of the population than elsewhere due to the great number of women employed in industry.

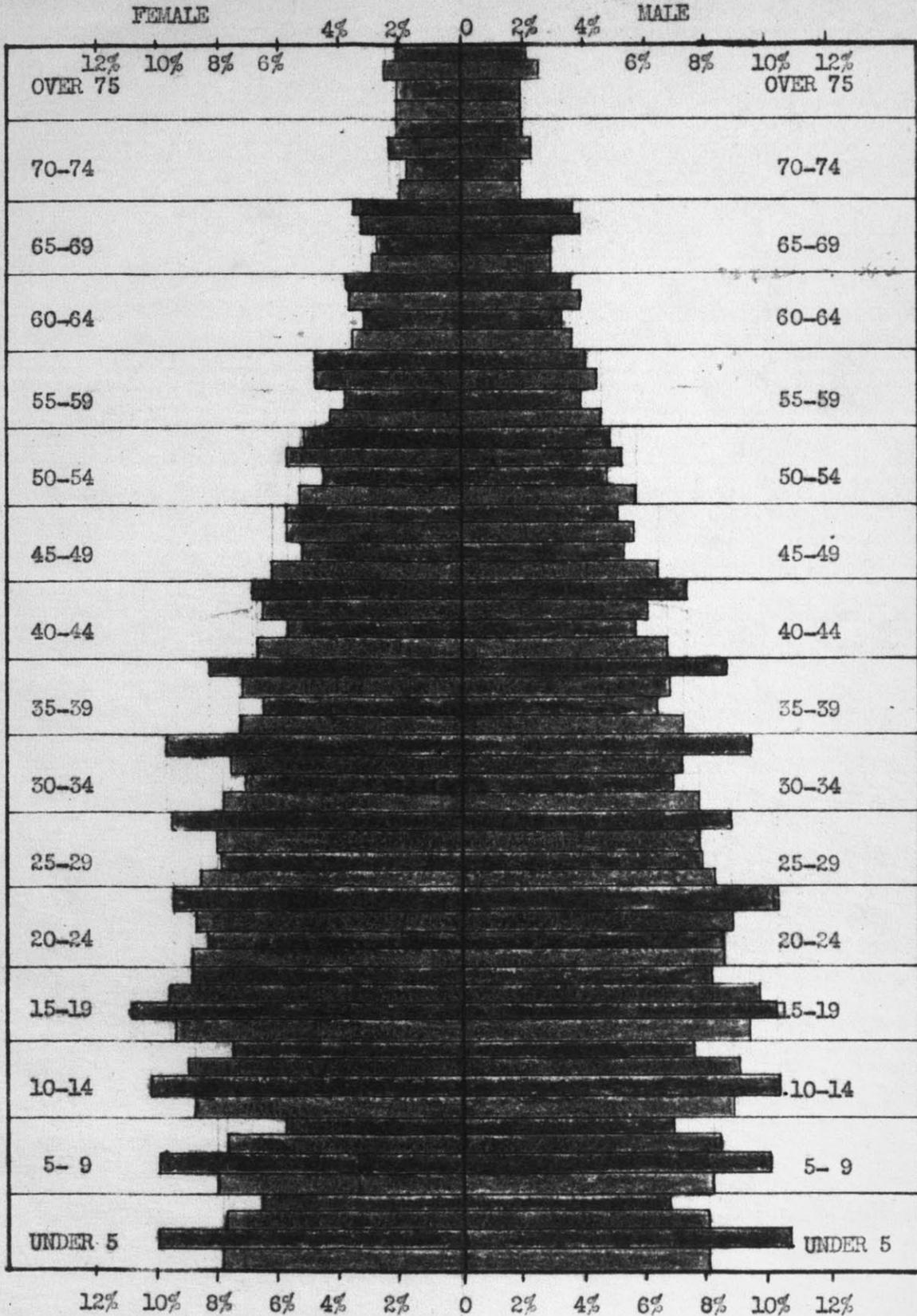
CHART 3



POPULATION TRENDS (1890-1940; 1950 estimated)  
 (U.S. & KY. in 100,000s; Graves Co. & Mayfield in 1,000s)

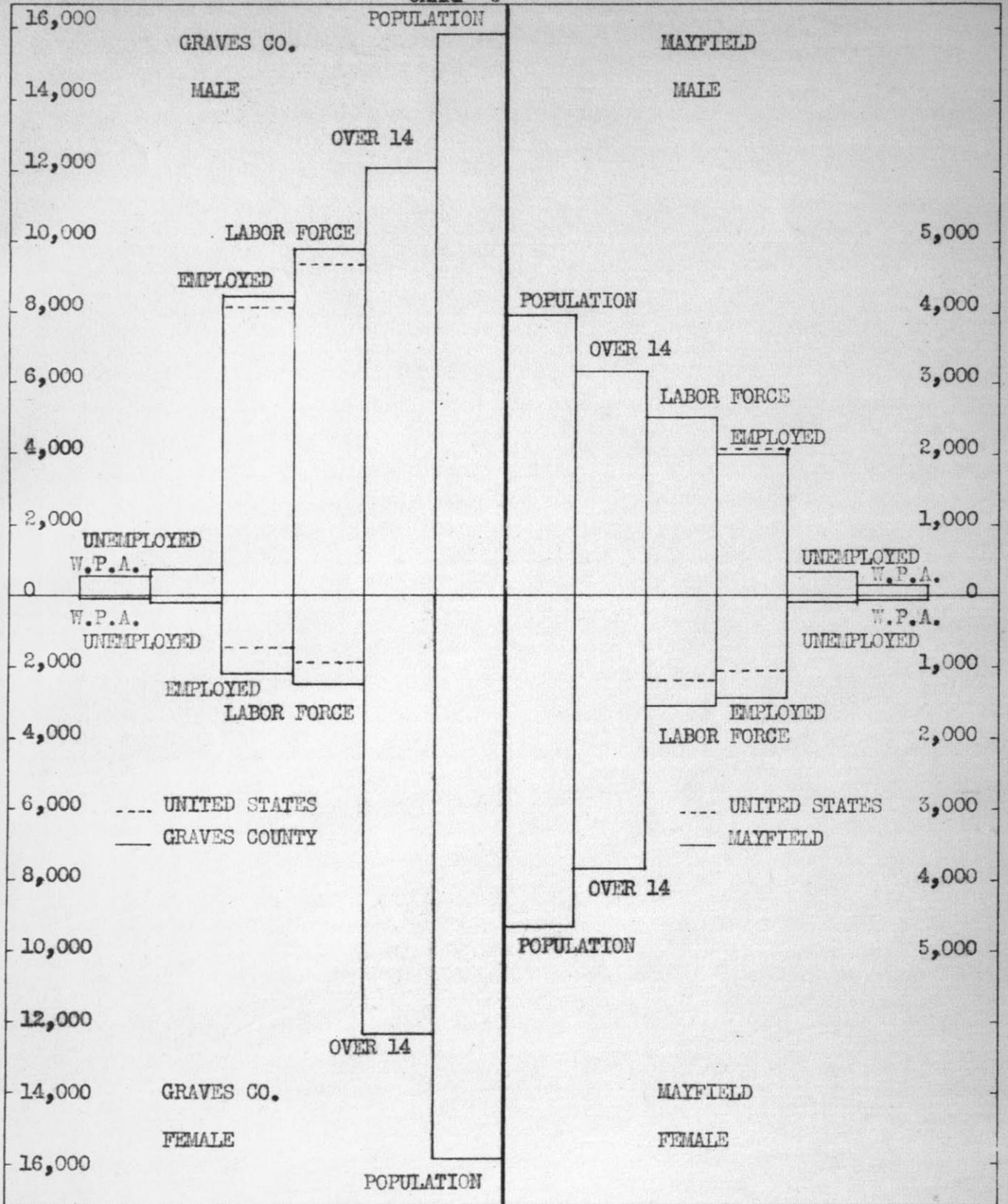
CHART 4

POPULATION AGE SEX DISTRIBUTION



	MAYFIELD
	GRAVES COUNTY
	KENTUCKY
	UNITED STATES

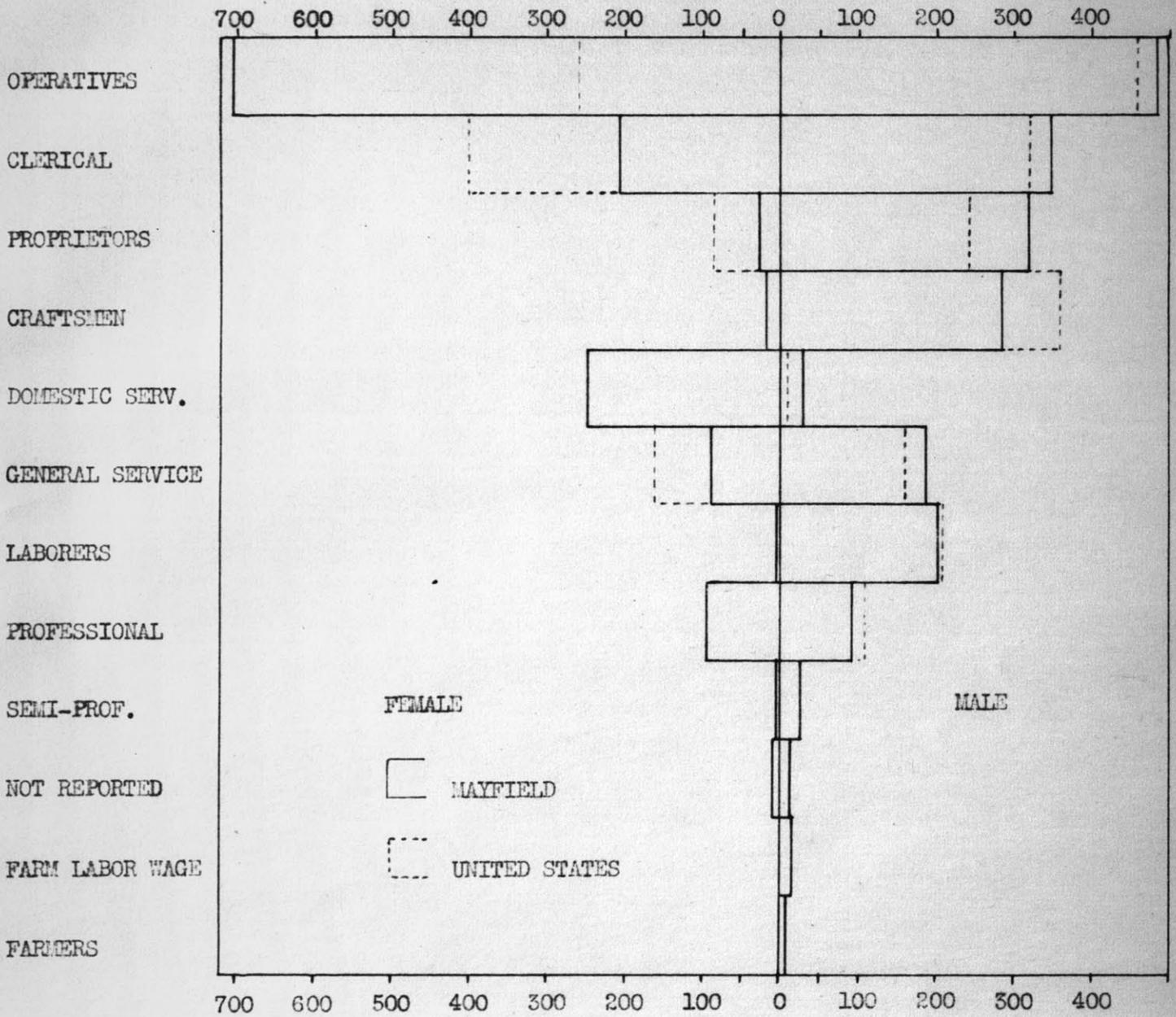
CHART 5



THE LABOR FORCE

GRAVES COUNTY AND MAYFIELD BY SEX, EMPLOYED, UNEMPLOYED, AND W.P.A.

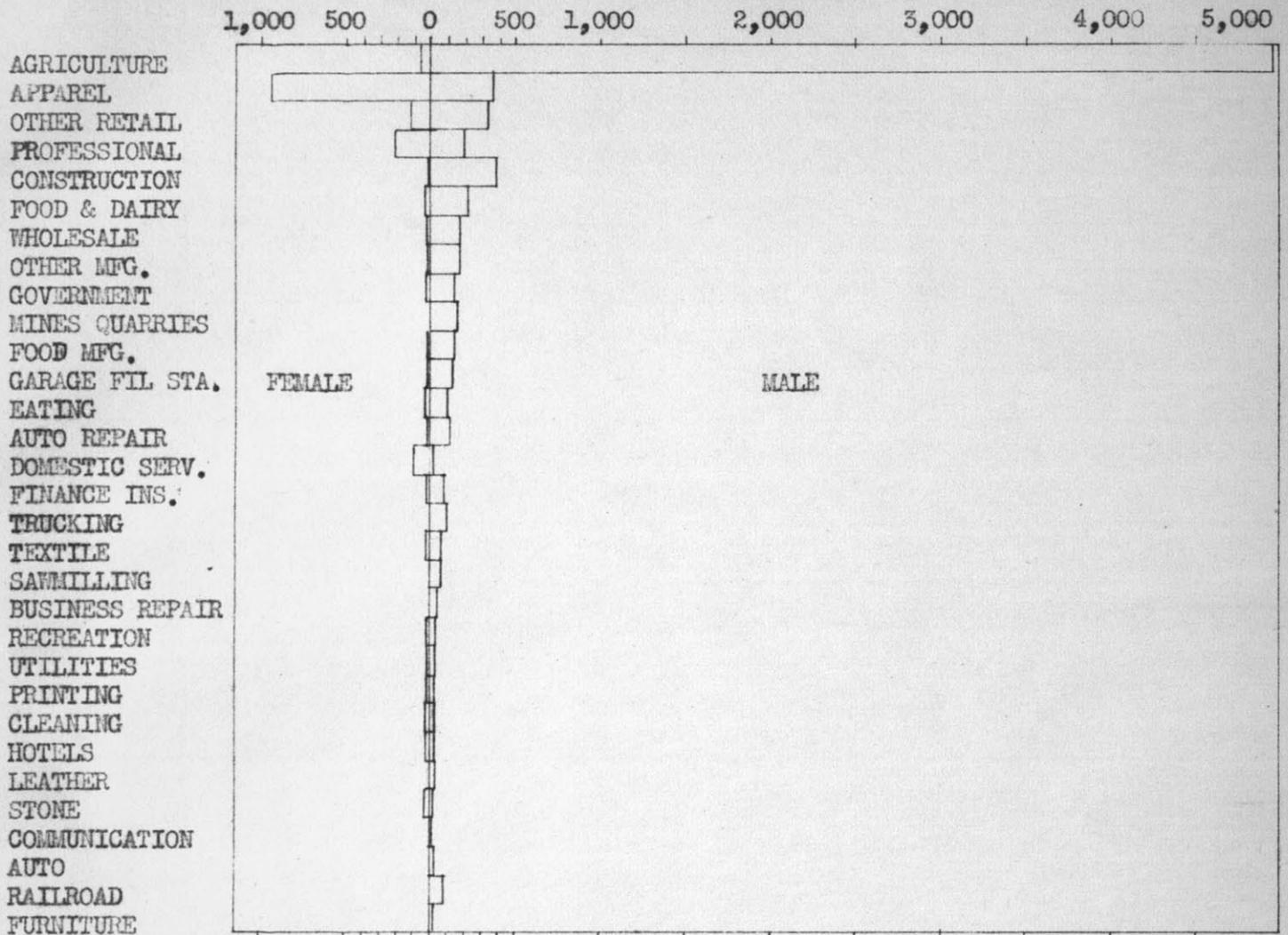
CHART 6



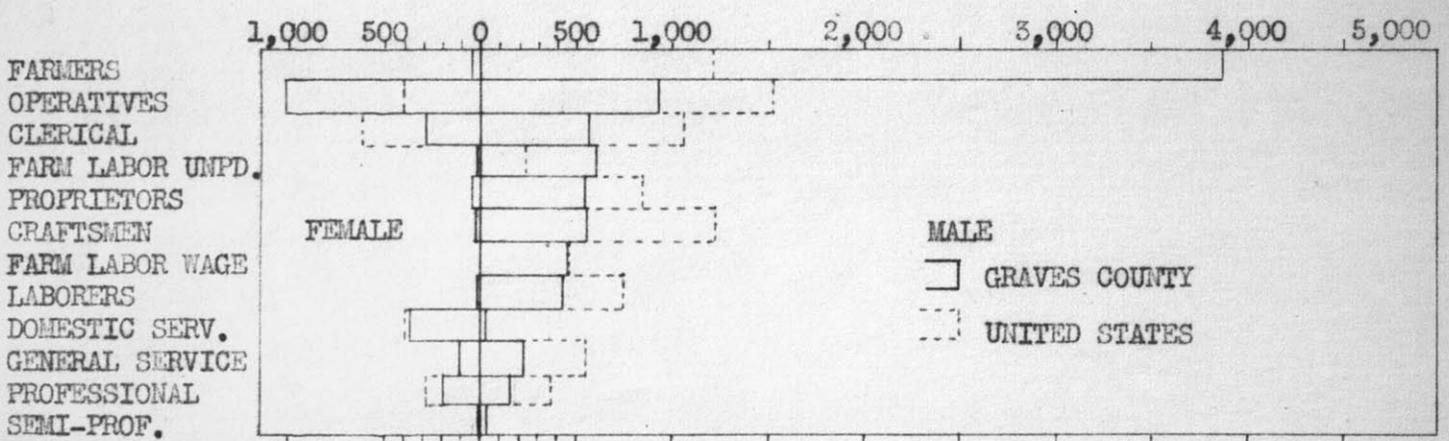
MAYFIELD DISTRIBUTION OF EMPLOYMENT  
BY SEX AND OCCUPATION

CHART 7

EMPLOYED PERSONS BY SEX AND INDUSTRY



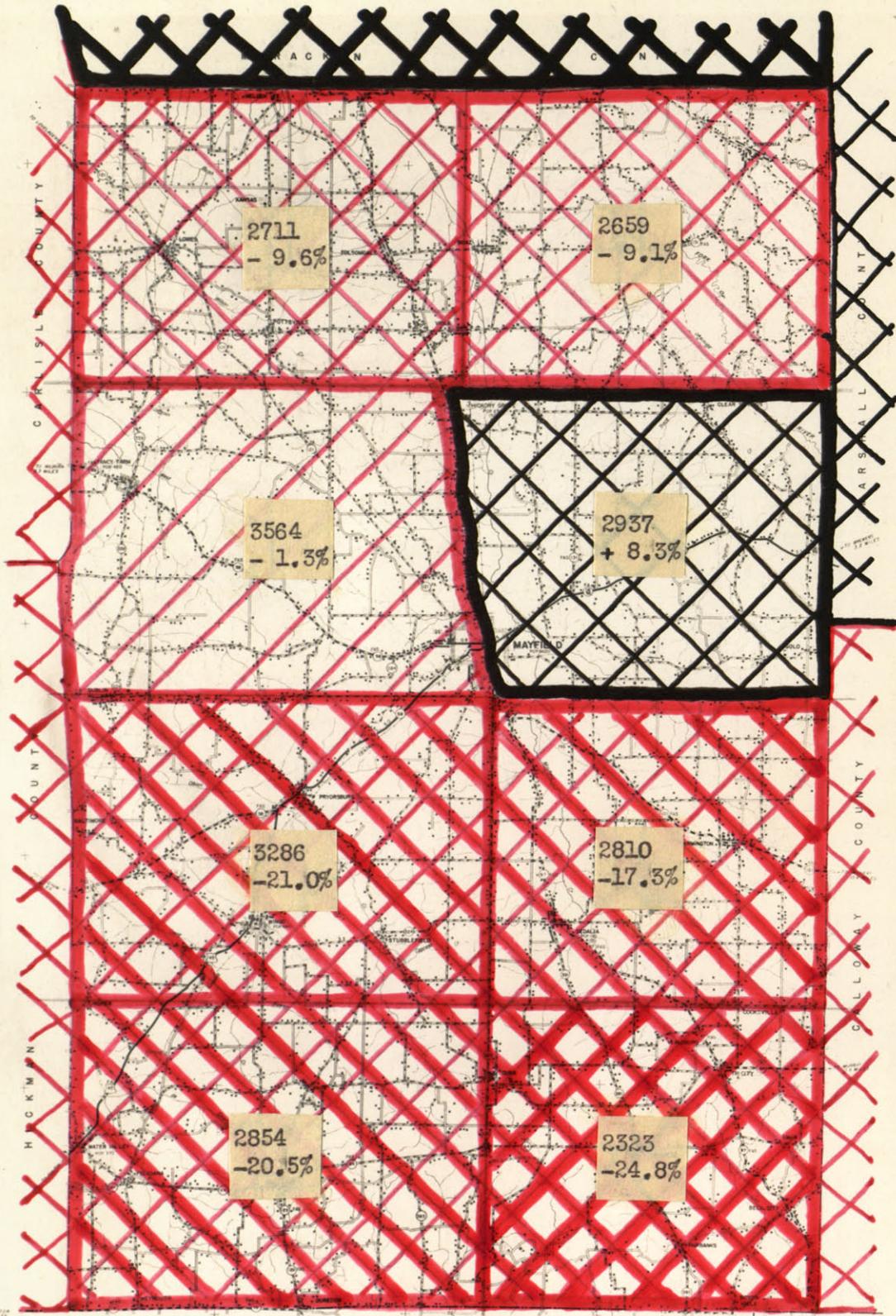
EMPLOYED PERSONS BY SEX AND OCCUPATION



GRAVES COUNTY DISTRIBUTION OF EMPLOYMENT

FIGURE 2

GRAVES COUNTY: POPULATION DISTRIBUTION & GROWTH (Rural)



% CHANGE FOR PERIOD 1920 - 1940

FIGURE 3

POPULATION SPOT MAP: MAYFIELD



## HOUSING

Graves County and Mayfield have a serious housing problem more qualitative than quantitative. In order to give a broad picture before taking up specific problems the comparisons in the following table are of interest.

Table #1. (U. S. Census)

Classification	Kentucky	Graves County		Mayfield
		All D.U.	Rural Farm	
Owner Occupied	36.5%	52.2%	61.1%	40.1%
Owner Occupied (1930)	-----	56.2%	60.0%	55.5%
Needing Major Repairs	17.1%	32.6%	41.0%	13.9%
No Bath (shared or exclusive)	40.3%	77.2%	83.6%	30.0%
Average Rent (Contract Tenant estimated owner occupied)	\$22.28	\$12.56	-----	\$15.49
Median Rent	-----	\$ 9.79	-----	\$12.44
Wood Structures	-----	92.0%	-----	-----
Brick & Stucco	-----	5.8%	-----	-----
With Electricity	-----	57.8%	-----	90.0%
Flush Toilets	-----	28.0%	1.7%	86.4%
Privy Toilets	-----	61.4%	83.5%	7.8%
No Privy or Toilet	-----	8.8%	13.4%	1.4%

Particularly noteworthy are the high percentage needing major repairs, the high percentage having no bathing facilities, the extremely low rents, and the high percentage with electricity.

There are 8,747 dwelling units in the county with an average of 3.63 persons per dwelling unit. Of these units 84.2% are single family and

15.6% are two family. Mayfield has 1347 units with an average of 3.37 persons and a median of three persons per dwelling unit. Of these 58.2% are single family and 33% two family. The largest single group in Mayfield is that including two person dwelling units with 58% of all units housing two or three persons per unit. This factor would be expected from our population studies but is unusual at a time when doubling-up was a tendency throughout the country. (1)

The greater proportion of rents in Mayfield lie between \$5--\$20 per month with a median rent of \$12.44 per month. (2) Despite the fact that these figures were taken in 1940 the rents in Figure 4 taken from O.P.A. records as of February 1947 present the same picture.

In the county, which reached its peak population in 1910, the largest group of homes were built from 1900 to 1919 while Mayfield's period of construction extended from 1900 to 1929. (3)

Figure #4 shows the distribution of housing in Mayfield according to rents. The overlays show other relevant factors such as race, and conditions of dwelling units. The areas in greatest need of redevelopment are more easily discerned by a comparison of the data presented. Outstanding in this respect are the Pryor Street Area, the Dunbar School Area, Water Street at First and also at Fourteenth, Depot Street, and Tin Cup Alley.

The problem presented by these areas is a very difficult one. In the first place, it is hard to get rid of them; they are gold mines. Many fortunes have been made throughout the south by exploiting the field of less than \$15 per month rental housing. Investments of \$150 to \$200 per

(1) See Chart 8.

(2) See Chart 9.

(3) See Chart 10.

dwelling unit in 1900 paid for themselves in a year or two and have 100% profits on rentals since that time. As an example let us take a house costing \$200 and rented at \$10 per month. In two years the investment would be amortized. Since no money is put into the maintenance of these homes, the annual net income thereafter is \$120 per year. In order to buy this site for demolition at a capitalization rate of 6% the price would be \$2000. A fair net return on the above investment would have been \$12 per year, the rest of the \$120 per year should have been turned back into the building for maintenance and improvement, if the rent were to be \$10 per month. In addition no cognizance is taken of depreciation. Instead of making an allowance for it the values are increased by reason of income. Although far from being a solution, building and health regulations are needed to require that these areas shall be improved.

That the problem of housing is a very important one can be realized more thoroughly by considering the death rate from tuberculosis. This disease is known as the disease of poor housing and low incomes. Graves County has a death rate from T. B. of 110 per 100,000 as compared to the Kentucky rate of 66 per 100,000 and U. S. rate of less than 44 per 100,000 for the same year. This rate is much higher than even the worst slum areas in New York. Although this rate represents only a single year, the same relationship of the three exists over a period of years.

At present, incomes are up and people can afford a higher standard of living, but if past trends are any indication, this will affect their

housing to a very small degree especially in the low rent areas. People generally hesitate to improve their standard of living in housing because of its obligations in case of recession. Instead the improved standard is made in other items such as automobiles, clothes, food, recreation, etc. It will take positive action within the community to promote the improvement of housing and to facilitate this process both financially and in construction. In the field of low rents it will be necessary to form redevelopment corporations under the State Urban Redevelopment Act.

Certain problems are being developed at present. Just south of town between Farthing Street and Highland Park Cemetery another slum area is being developed in an area which is worthy of a better residential development. Other sub-divisions are being made two miles north of town and an equal distance south of town. This tendency to scatter developments throughout the countryside is unhealthy for the city and should be discouraged. Sections 100.500 to 100.830 Kentucky Statutes give Mayfield the authority to create a planning commission, a zoning ordinance for the city itself, and subdivision control regulations having jurisdiction over all land within five miles of the corporate limits. To insure a better growth of the area complete advantage should be taken of these powers.

Despite the fact that housing conditions are generally sub-standard, there are indications that there is improvement. The increase in the sanitary facilities has been relatively small but there has been a great increase in the use of electricity. With this came a greater use of the electric water pump and running water on the farm. If the better standard of living brought about by this increased use of electricity is supplemented

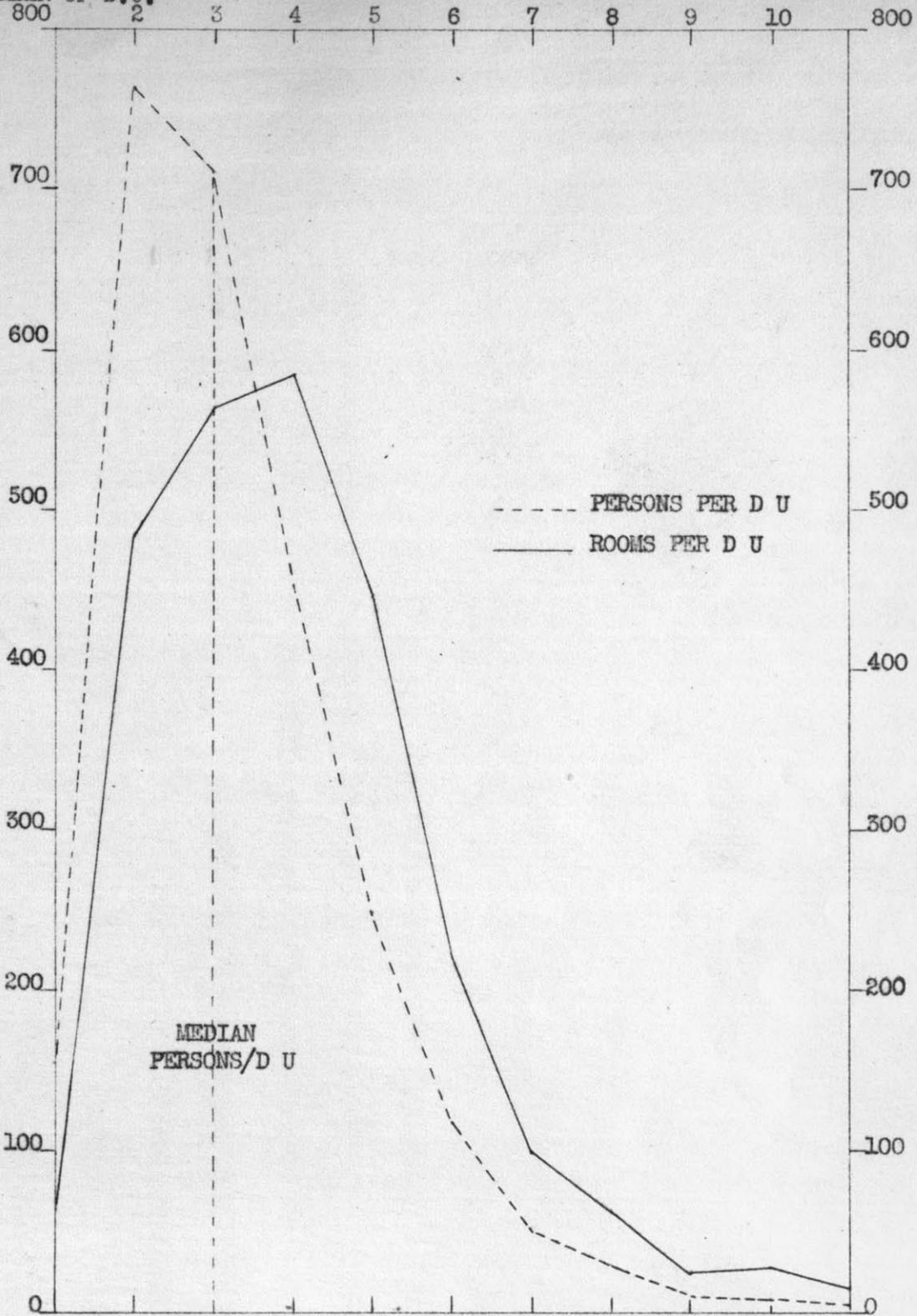
by education about the sanitary requirements of a home, there is a possibility of a gradual rise in the level of housing. Although heating facilities are far below the needs of the climate, this problem is not of too great importance. The real field for better housing in the county appears to lie in the education of the people as to how to improve their homes and make the best use of electricity, while in the city there is a definite need for some type of urban redevelopment.

#### CONCLUSIONS

1. Housing both in the city and in the county is poorly equipped with sanitary facilities.
2. Despite doubling-up 58% of the dwelling units house two or three persons per unit.
3. Areas of lowest rents and poorest conditions are sufficiently good investments to make their elimination costly.
4. Mayfield has a median rent of \$12.44 per month with 74% of the rents less than \$20.00 per month.
5. Low incomes and the high death rate from tuberculosis help show causes and effects of poor housing.
6. The present high incomes alone are not likely to do much to improve the housing situation generally.
7. Present subdivision developments point to the need of subdivision regulations.
8. The extensive use of electricity, if combined with an educational program, should aid in improving rural housing.
9. There is a need for urban redevelopment in areas indicated as sub-marginal in figure 4.

NUMBER OF D.U.

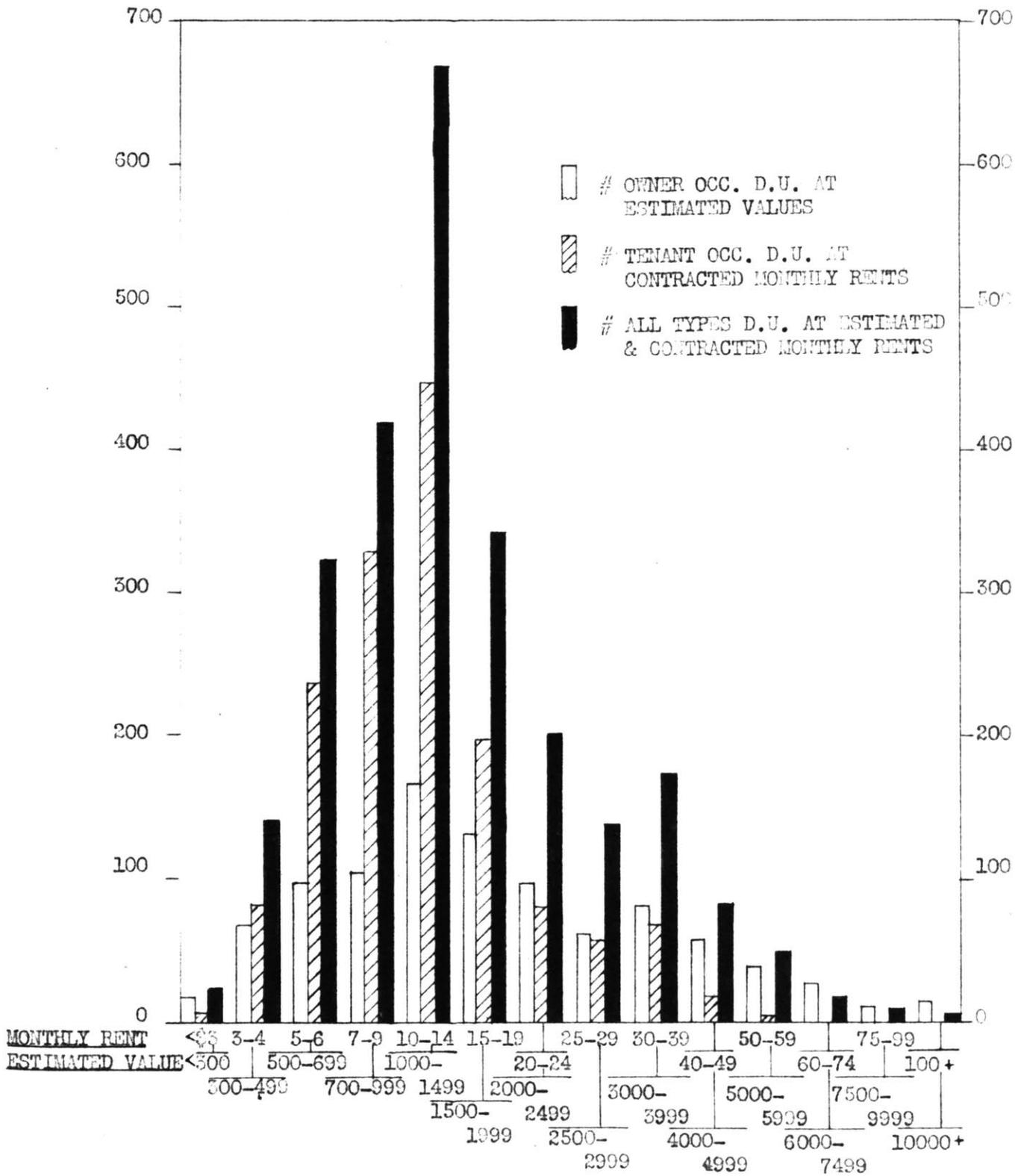
CHART 8



PERSONS PER DU 1 2 3 4 5 6 7 8 9 10 11  
ROOMS PER DU 1 2 3 4 5 6 7 8 9 10 11

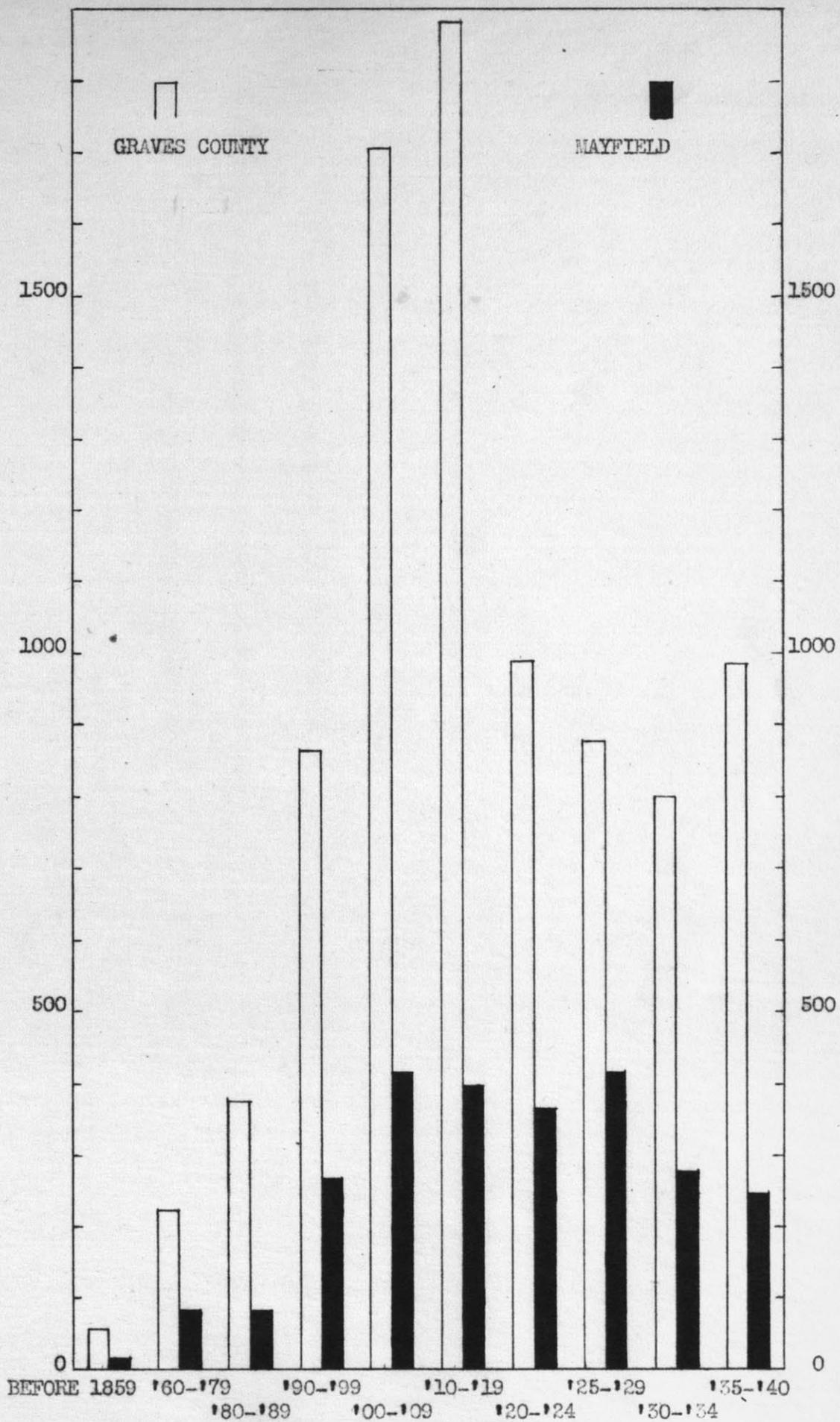
MAYFIELD: DWELLING UNITS BY # ROOMS AND # PERSONS

CHART 9



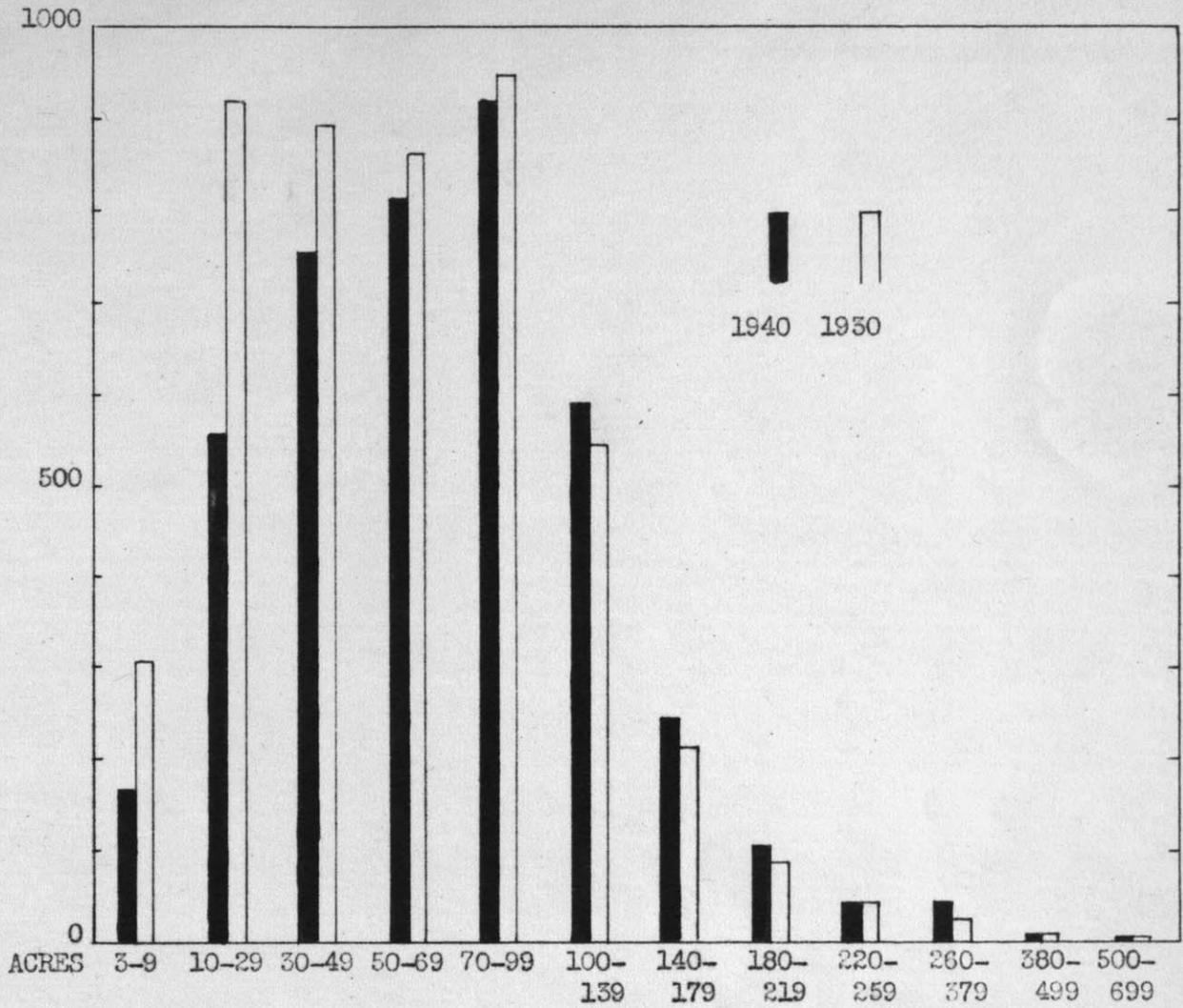
**MAYFIELD:** DISTRIBUTION OF DWELLING UNITS BY VALUE AND MONTHLY RENT.

CHART 10



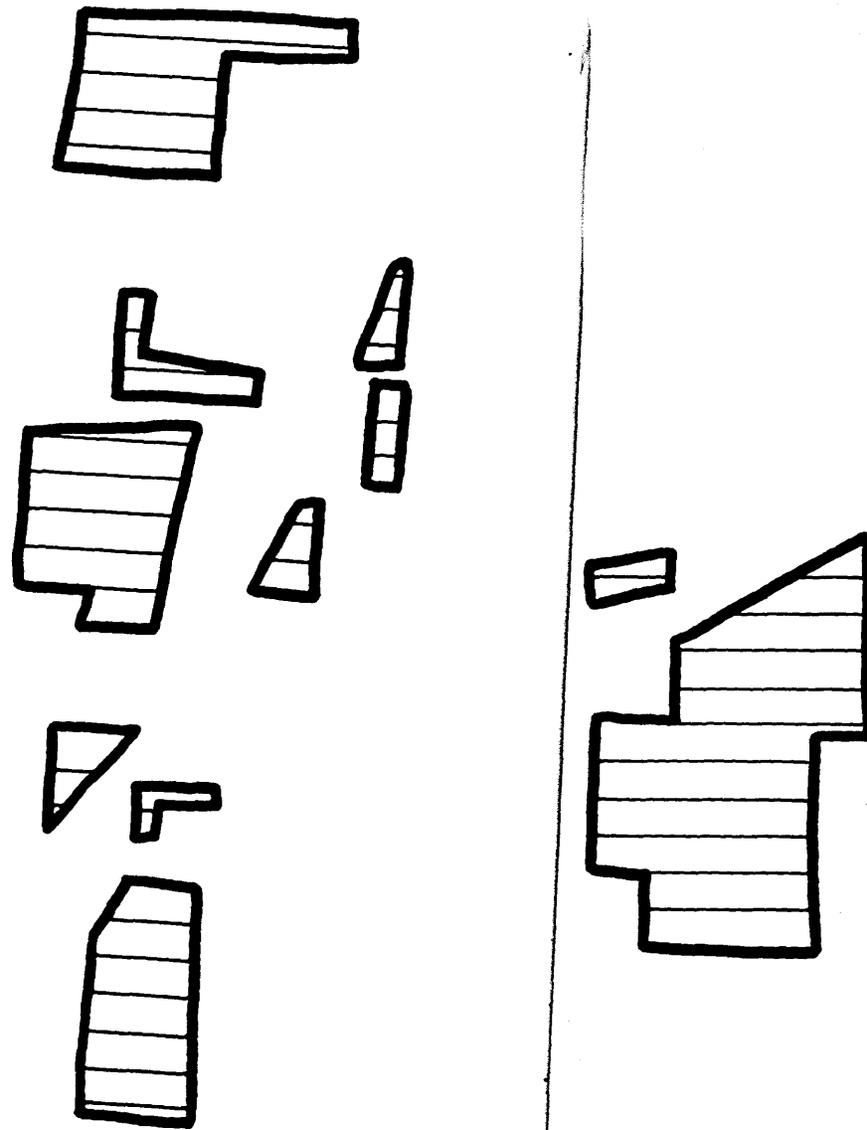
HOUSING DISTRIBUTION BY AGE

CHART 11.

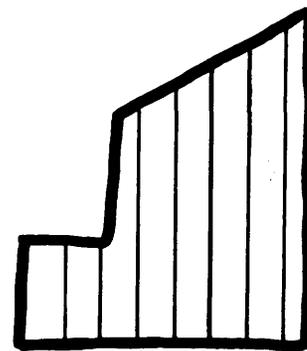
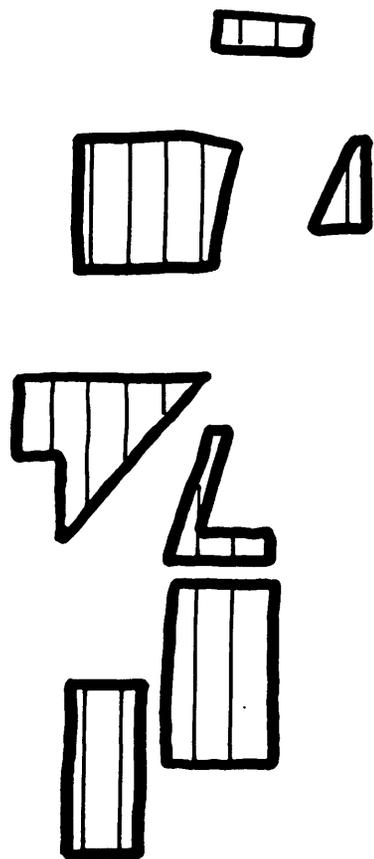


GRAVES COUNTY DISTRIBUTION OF FARMS BY SIZE ( 1930, 1940 )

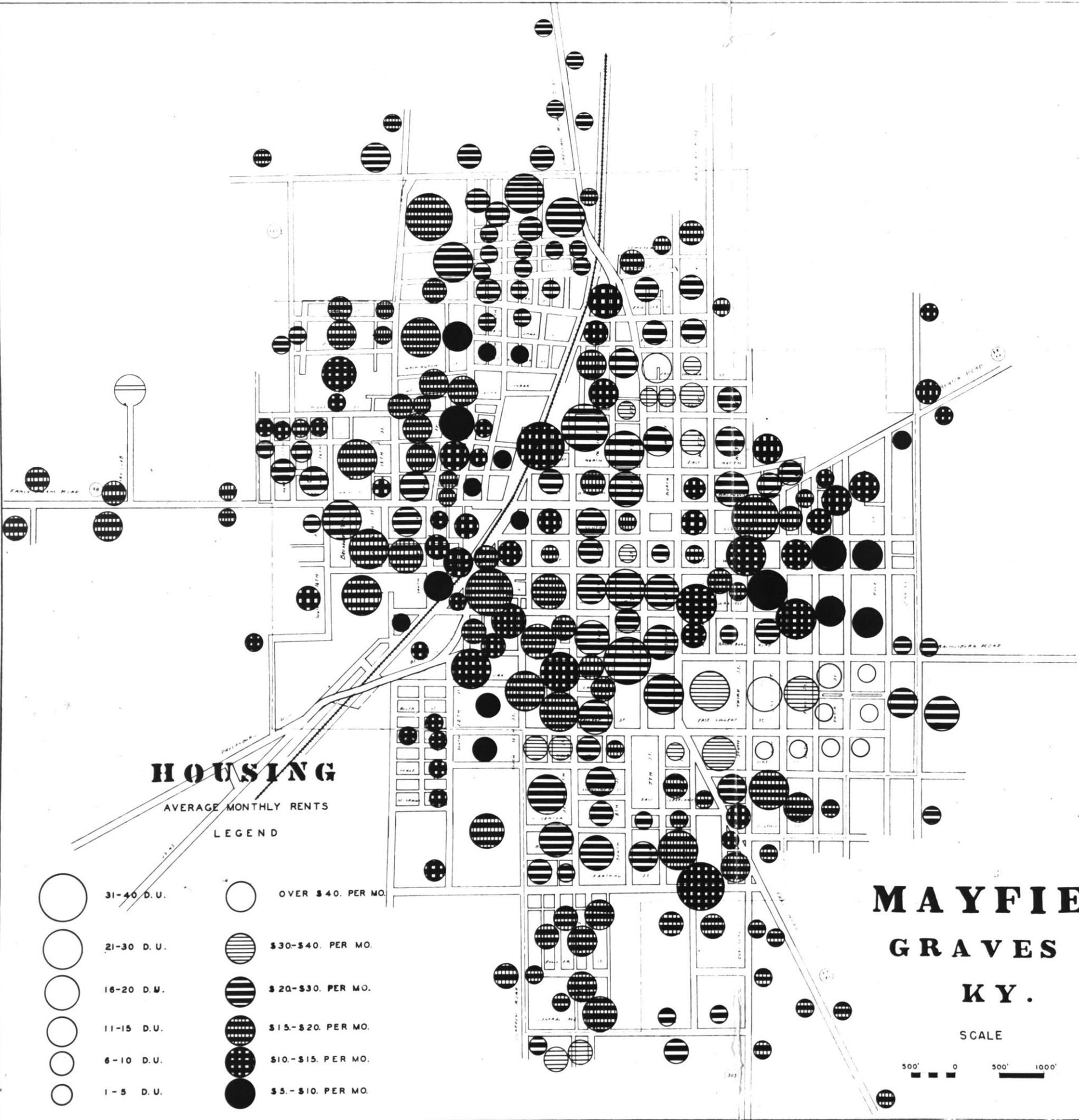
FIGURE 4  
HOUSING DISTRIBUTION: MAYFIELD



OVER 50% NEED MAJOR REPAIR



OVER 50% COLORED



**HOUSING**  
 AVERAGE MONTHLY RENTS  
 LEGEND

	31-40 D. U.		OVER \$40. PER MO.
	21-30 D. U.		\$30-\$40. PER MO.
	16-20 D. U.		\$20-\$30. PER MO.
	11-15 D. U.		\$15-\$20. PER MO.
	6-10 D. U.		\$10-\$15. PER MO.
	1-5 D. U.		\$5-\$10. PER MO.

**MAYFIELD**  
**GRAVES CO.**  
**KY.**



## ECONOMY

In considering the economy of the region it is necessary to differentiate between that which is basic (primarily for consumption elsewhere) and that which is secondary (to service the local population itself). Generally, growth of secondary industries is dependent upon the future of the basic as they affect population and income. In the following analysis each phase of the economy will be designated as basic or secondary. Characteristics of each peculiar to the industry or to the locality will be discussed as well as factors of importance in past and future development.

## AGRICULTURE

Agriculture is basic to the economy of Graves County, and its influence on Mayfield is of great importance. It is essential, therefore that careful consideration should be given it in developing any plans for the county or the city. Topographically Graves County is gently rolling country of which very little rises above the 500' contour despite its inland distance. Originally covered with Mantle of Loess the area in general has suffered moderate sheet erosion with occasional gullies. Generally it is good farm land and any change in the use of land should bear in mind its potential agricultural use. Climatically the county has average temperatures of from 35 degrees in winter to 73 degrees in the summer, annual rainfall of 42.74 inches, a drought frequency of 10 to 15 years, and a growing season from April 1 to October 31.

There have been increases in average size of farms, decreases in

farm tenancy, increases in hogs (tied in closely with an increased acreage of corn), low taxes, and great numbers of farms located on neither hard surfaced or gravel roads. (1) The latter fact will be important in considering Mayfield as a community center for the county.

Regarding the increase in size of farms there has been the greatest decrease in those from 10 to 29 acres with smaller losses as the size approached 100 acres. There has been an increase in the number of farms of more than 100 acres. (2)

Since agriculture is basic to the county, it is well to see what are its trends. Although a running index of the value of the agricultural product is not available, those given tell a story. The following shows the income for various years.

Graves County Agricultural Income  
(U. S. Census, Sales Management)

Year	Agricultural Income	% of County Income
1909	\$4,023,493	----
1929	3,969,026	----
1937	2,592,126	31.5%
1940	2,852,300	31.6%
1942	4,184,000	35.0%
1943	5,554,000	36.0%
1944	5,046,000	31.0%
1945	8,152,000	45.0%

Notice the downward trend until the beginning of the war. It must be remembered that in agriculture great fluctuations in income such as occurred after 1937 reflect variations in price but some of the decline was in actual production from 1909 to 1929. Agricultural production seldom increases greatly with a rise in price.

(1) See Table 2.

(2) See Chart 11.

The income of the county (exclusive of Mayfield) represents .006% of the national income while the rural population makes up .017% of the total population of the United States. (3) As would be expected with such low incomes a greater share of the money is spent consequently the rural population of the county makes about .007% of all purchases in the U. S. Despite the county's decreasing percentage of the United States' population its percentage of the national income remains relatively stable. The following table shows an analysis of agriculture as an industry basic to the county's economy.

Agriculture

Total National Employment		8,372,222
Total Graves County	5,009	
Estimated Graves County Use (.0251% of U. S. Pop.)	2,100	
Basic Employment	2,909	

Although much of the agriculture in the county is used for the households of the producers, there are certain products which are basic to a greater degree than others. Primary among these are the production of tobacco, corn, hogs, milk, and strawberries. Remember that the population represents about 0.017% of the U. S. total and the income about 0.006% of the National Income. The county on the other hand produces 0.4960% of the total tobacco crop; .387% of the total strawberry crop; about 0.0595% of the total corn crop; 0.0570% of the nation's hogs; 0.0296% of the milk sold; and 0.0207% of beans (string and snap). Other cash crops are tomatoes, peaches, and apples.

The production of milk shows a tendency to grow and should continue at a more rapid rate in the future. Although tobacco production has

(3) Sales Management Index.

increased in the United States, Kentucky produced its peak in 1919 and has fallen off since that time. This same trend is to be noted in Graves County where the percentage of the national production has tended to decrease steadily. Corn and hogs have tended to maintain a steady proportion.

As is always true of agriculture, cyclical variations are rapid and violent. In addition seasonal variations are great and canning industries, tobacco warehousing, etc. have short seasons as well. At present the county is experiencing an agricultural boom.

Development of frozen food locker plants shows every indication of future expansion. The use of more mechanized equipment closely correlated with the growth in size of farms expanded greatly before and during the war and should continue. R.E.A. has brought cheap electricity to the farm and there are more than 488 miles of line serving over 2,619 user members. The use of electricity in rural areas is growing and will continue to grow for quite awhile.

A report of agriculture in Graves County would not be complete without noticing changes that are now in the making. The work of the Soil Conservation Service, the County Agent, A.A.A., and the Farm Security Administration in improving farming practices, in building up the land, and preventing erosion have all done a great deal to make the county a more efficient unit of agricultural production. A good proportion of the farms are under contract to the Conservation Service and new ones are coming in each year. Acreage in Lespedeza, Clover, and Sweet Clover was negligible before 1933, but as witnessed by the 1940 figures it has grown greatly and is still growing.

## CONCLUSIONS

1. Agriculture represents a proportion of the county's income varying from 31% in 1937 to 45% in 1945. Of the county's employed persons 47.5% are agricultural.

2. Agriculture is highly sensitive to prosperity and depression. Since Mayfield is the marketing center for almost the entire county, this high sensitivity of such a large proportion of the basic economy has a great disturbing effect on the city's secondary industries and distributive services.

3. The income per farm varied from \$534 in 1937 to \$2,049 in 1945. Although no figures were available for the early thirties, the incomes per farm were considerably less than in 1937.

4. Agriculture is highly seasonal and the accompanying canning, freezing, marketing, and shipping industries necessarily show seasonal variations in employment.

5. Although the production of the chief basic crop tobacco has decreased despite a national increase, the production of other products (milk, strawberries, vegetables, and pork) have increased sufficiently to maintain production since 1929.

6. The efficiency of Graves County as a unit of agriculture is being developed by the increased use of electricity and machine equipment as well as by improved methods as a result of work carried on by the A.A.A., Soil Conservation Service, and Farm Security Administration.

7. Agricultural production is becoming more diversified and less dependent on one or two crops.

8. Despite the fact that production has been maintained, there has been a decrease in the number of farms and an increase in the average size. As a result of this trend there is less subsistence farming and more production of cash crops especially milk, fruits, and vegetables.

Table #2  
(U. S. Census)

Classification	1930	1935	1940
Value of Farms (Land & buildings)	\$10,449,327	\$7,160,903	\$8,762,841
Value of Agricultural Product	3,969,026		2,852,300
Farm Tenancy	39.5%	40.6%	32.0%
Average Size (Acres)	66.5	65.3	75.4
Number of Farms	4,638	4,852	4,247
Horses & Mules	10,221	9,097	10,256
Milk Cows	17,784	19,523	17,682
Beef Cattle	254	300	296
Hogs & Pigs	8,686	16,258	19,429
Sheep & Lambs	1,498	1,558	1,860
Chickens	128,519	164,417	125,934
Automobiles			2,243
Trucks			355
Tractors			188
Farms on hard surfaced roads			435
Farms on gravel roads			2,685
Farms on dirt roads			323
Farms on unimproved dirt roads			607
Average tax per farm			\$6.00
per acre			.27
per \$100			1.00

## INDUSTRY

Merit Clothing Company, Curlee Clothing Company, Andover Clothing Company, King Specialty Manufacturing Company (Furniture), Pet Milk Company, Cooley Clay Company, Kentucky Clay Company, Kentucky-Tennessee Clay Mining Company, X.B. Wickersham Brick Manufacturing Company, and the Polenesium Art Company are Graves County's leading industries. Of these industries men's wearing apparel and clay mining are basic. (4)

The manufacturing of men's suits has been Mayfield's leading industry since 1860. Originally the entire process starting with the raw wool and ending with the tailored suit was performed by the Mayfield Woolen Mills. The actual sewing of the cut material was done by farmer's wives in their homes. Today the material is bought in bulk and only the tailoring of the finished product is carried out by the plants. The farmer's wives no longer do the sewing in their homes but many have remained in the county and drive to work.

The suits manufactured by these concerns are medium price. Although the manufacturing process has been rationalized to some degree, these industries rely primarily on cheap labor for economy of production. As a result the value of production fell off only slightly during the thirties despite lower prices. It is also significant that in 1937 the value of its production represented 0.723% of the nation's while in 1929 it represented only 0.570%.

The Curlee Clothing Company is located in Saint Louis, Mo. It bought the Mayfield Woolen Mills in 1926. Although this type of industry is highly mobile and can be set up easily and dropped just as simply there is

(4) See Table #3.

little reason to believe that this will happen to their plant in Mayfield. In the first place, the Company maintained production during the depression. Secondly, it is a low wage area for an industry which has done relatively little to rationalize its production; therefore it does not represent a marginal plant as related to costs of production.

The Merit Clothing Company is home-owned and will tend to make any reduction of production in its Paducah branch rather than in the home plant. As a result of its local ownership conditions favorable for expansion are leading it to make an addition to its home plant almost doubling its present capacity. The factors influential in maintaining Curlee's production affected Merit the same way during the recent depression.

The Andover Clothing Company opened a plant in 1946, is a stable concern, but there is no reason to believe that in time of recession it will continue to operate in Mayfield. It does custom tailoring; has little expensive equipment; its plant is a N.Y.A. building which represents only a small investment; and its products are more expensive consequently harder hit in times of recession.

In general Mayfield's clothing industry has the following characteristics.

1. It has relatively low wages.
2. Its cyclical fluctuations up to World War II were relatively insensitive to the depression. This is even truer of employment and payrolls than of production.  
(5)
3. There has been little if any rationalization of production by technological developments.

(5) See Chart 12.

4. Although there have been programs to improve working conditions by having baseball, softball, and bowling leagues, employee charities, and clubhouses; personnel practices are quite antiquated. Labor is still hired at the gate despite the presence of a U. S. Employment Service Office. There is no organized labor or machinery for collective bargaining.

5. At present this industry is riding on a boom which is more abnormal than exists throughout the economy as a whole. The unloading of clothing stocks at reduced prices last December, the increased stocks and inventories of clothing point to an ending of this condition in the near future. The present prosperity coupled with an inevitable rapid recession is unusual to this industry which until 1940 was relatively insensitive to cyclical variations. After a rather abrupt recession the industry should return quite rapidly to its formerly stable condition.

6. The labor force for this industry has been exploited rather ~~exploited~~ thoroughly and since it is the main drawing card for the region, there is little reason to expect new apparel industries to move in.

7. Seasonal decreases in employment of apparel group occur in July and December while other industries are in February, March, and April. (6)

8. Women represent almost 75% of the employees. Because of this fact and its effect on the community no encouragement to locate in Mayfield should be given to industries employing large numbers of women or wishing to exploit a cheap labor market.

The clay industry in Graves County is responsible for 8.275% of the nation's production of ball, wad, and sagger clays. Unfortunately as long

(6) See Chart 13.

as the clay is only mined in the county it does relatively little to give employment to the people. The Polenesium Art Co. (formerly located in Hawaii) has moved to Mayfield in order to be near this source of clay. Because these clays are used in the production of sanitary fixtures for which there is a great demand, the present offers an excellent opportunity for developing this type of industry. The following factors are of importance in promoting such a growth.

1. The existance of a trained labor force would play a large part in attracting industry.

2. The existance of adequate water supply, transportation facilities, and inexpensive power are favorable at present.

3. The rationalization of production of ceramics to take full advantage of electric power will be necessary to attract industry.

## CONCLUSIONS

1. The clothing industry has roughly reached its limit unless there is further rationalization of production.

2. During the war there were two industries (National Fireworks and Inter-American Manufacturing Company) which offered much employment and greatly boosted incomes in the county; however both concerns closed down after the war. This income plus the prosperity of agriculture and the clothing industry has given the local economy a boost which is reflected in the expansion of the secondary industries as well as in retail and wholesale distribution.

3. At present industry in Graves County is experiencing a boom in excess of that shown by the national picture. <sup>(7)</sup> Because of indications that the demand for wearing apparel is satisfied at present prices, this condition will not last much longer.

4. The field of future industrial development appears to be in the ceramics industry. Factors in favor of such a growth are the presence of high grade clays, cheap labor, cheap power, good transportation, and an adequate underground water supply. Factors opposed to such a growth are an untrained labor force, other towns having similar qualities but located on the Tennessee, Ohio, or Mississippi Rivers, lack of rationalization of production to take advantage of resources, poor living conditions (housing and recreation), poor health, poor local governmental organization, and lack of sufficient information to aid concerns interested in locating in the county.

(7) See Chart 14

5. Unemployment is a problem primarily among men. In 1929 10% of the male labor force was unemployed, and in 1940 there was 25.3% unemployment of males in Mayfield. Although the end of the war brought a great increase of income to Graves County, about 50% of the labor force was unemployed in January of 1946 and about 28% in January 1947. Much of this was caused by the closing of the two war-time industries, the returning of service men, the reluctance of people to take jobs elsewhere because of the national housing shortage, and the uncovering of agriculture's hidden unemployment as a result of its having entered war industries and the armed services. The fact that the 1946 and 1947 figures were taken in January would make the figures high because of seasonal unemployment, although the rate was high throughout 1946 even during the periods of high seasonal employment.

Table # 3  
(U. S. Census)

Industries ( 1939 )

Classification	Apparel	Clay	Total
Establishments	2	5	21
Employees	1349	176	1768
Wages	\$ 800,000.	\$ 137,724.	\$ 1,337,492.
Value of Product	\$ 3,448,921.	\$ 597,659.	\$ 5,771,041.
Materials, Energy	\$ 1,850,000.	\$ 87,070.	\$ 2,858,574.
Value Added	\$ 1,598,921.	\$ 510,589.	\$ 2,912,467.
Persons in Industry ( % of U. S. )	1,346%	4,530%	.0164%
Payroll ( % of U. S. )	.646%	5.575%	.0130%
Value of Products ( % of U. S. )	.642%	8.275%	.0096%

An analysis of the basic industries is made in the following tables.

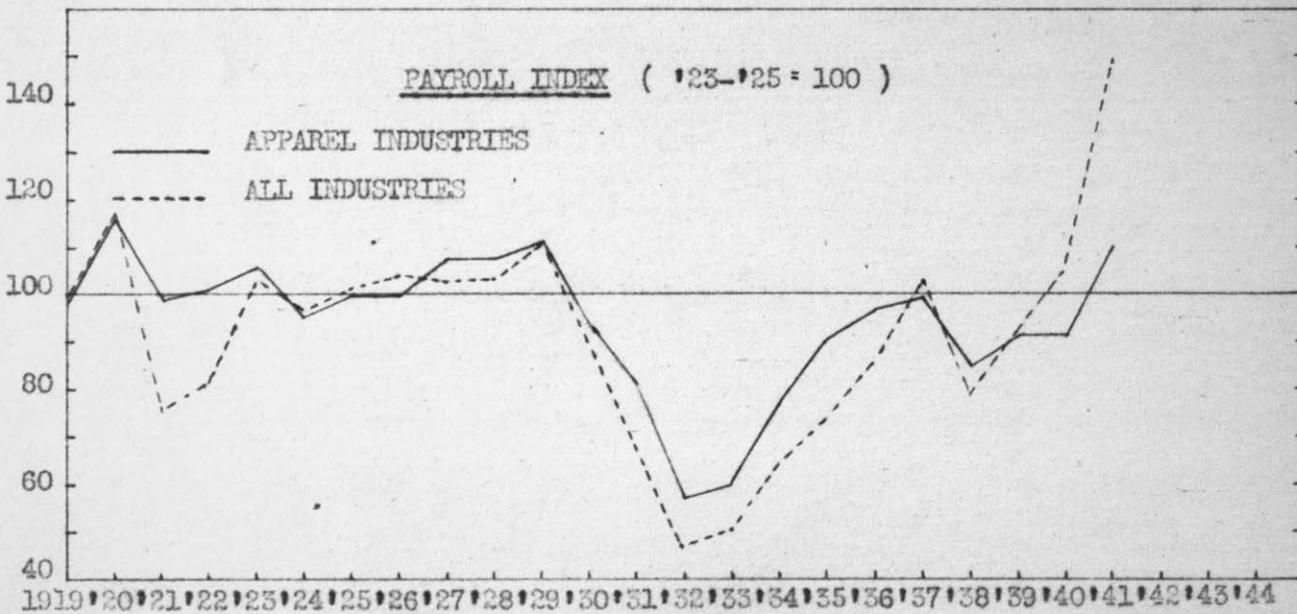
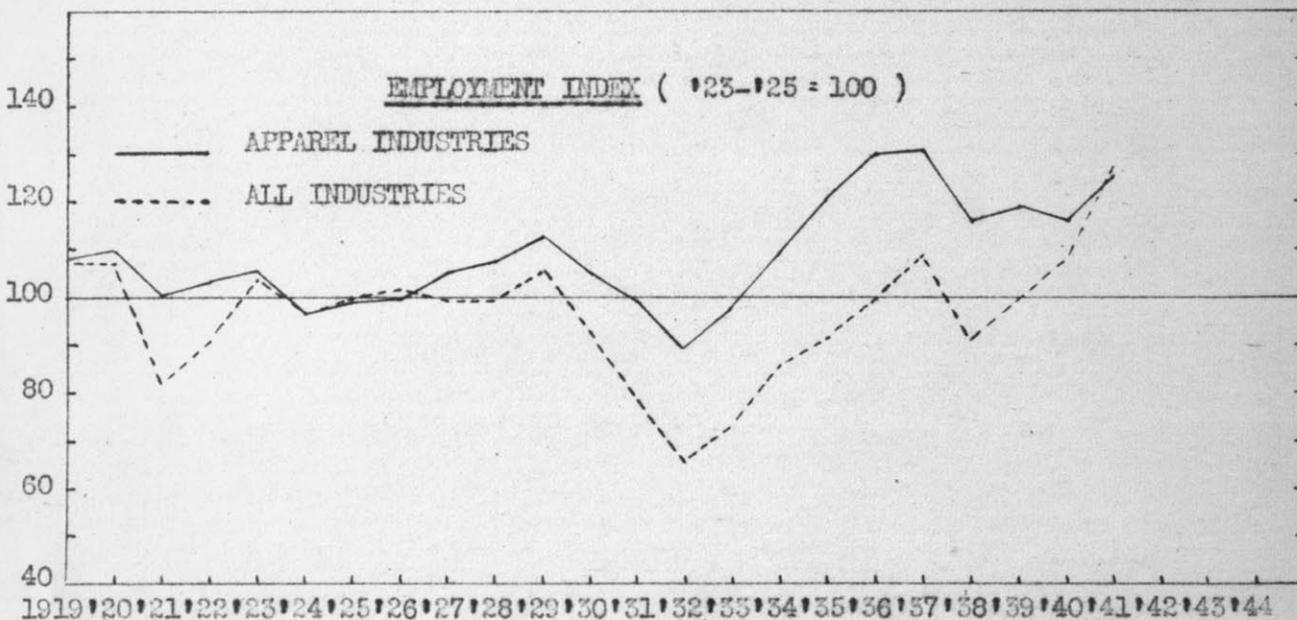
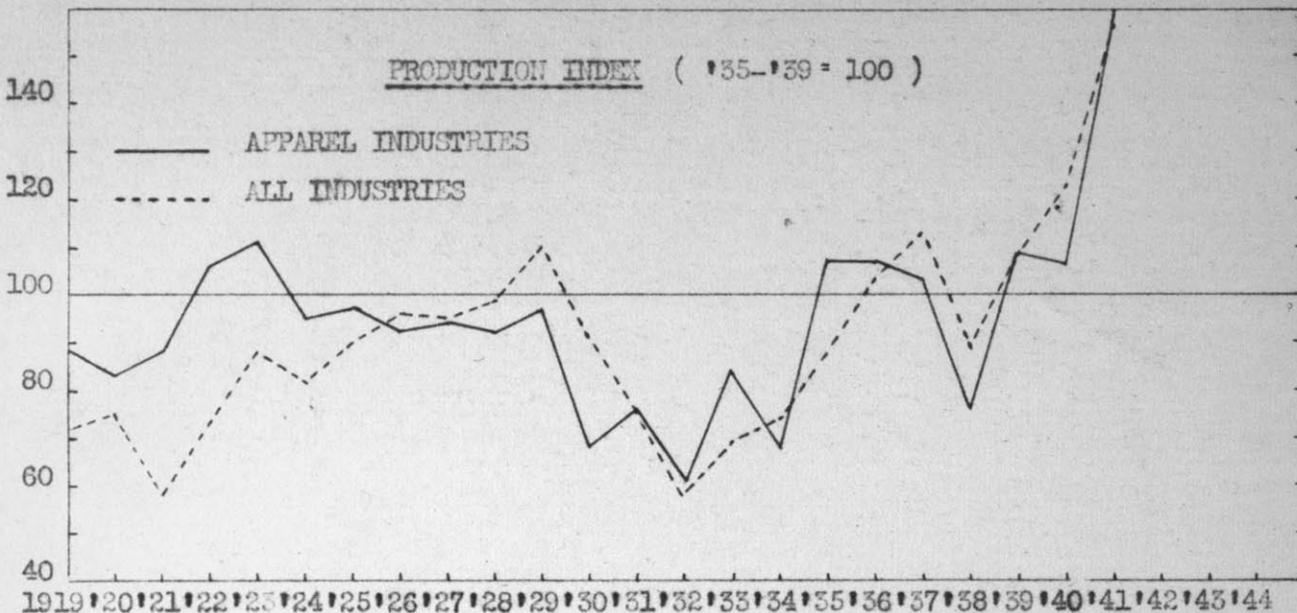
Apparel ( Men's tailored clothing )

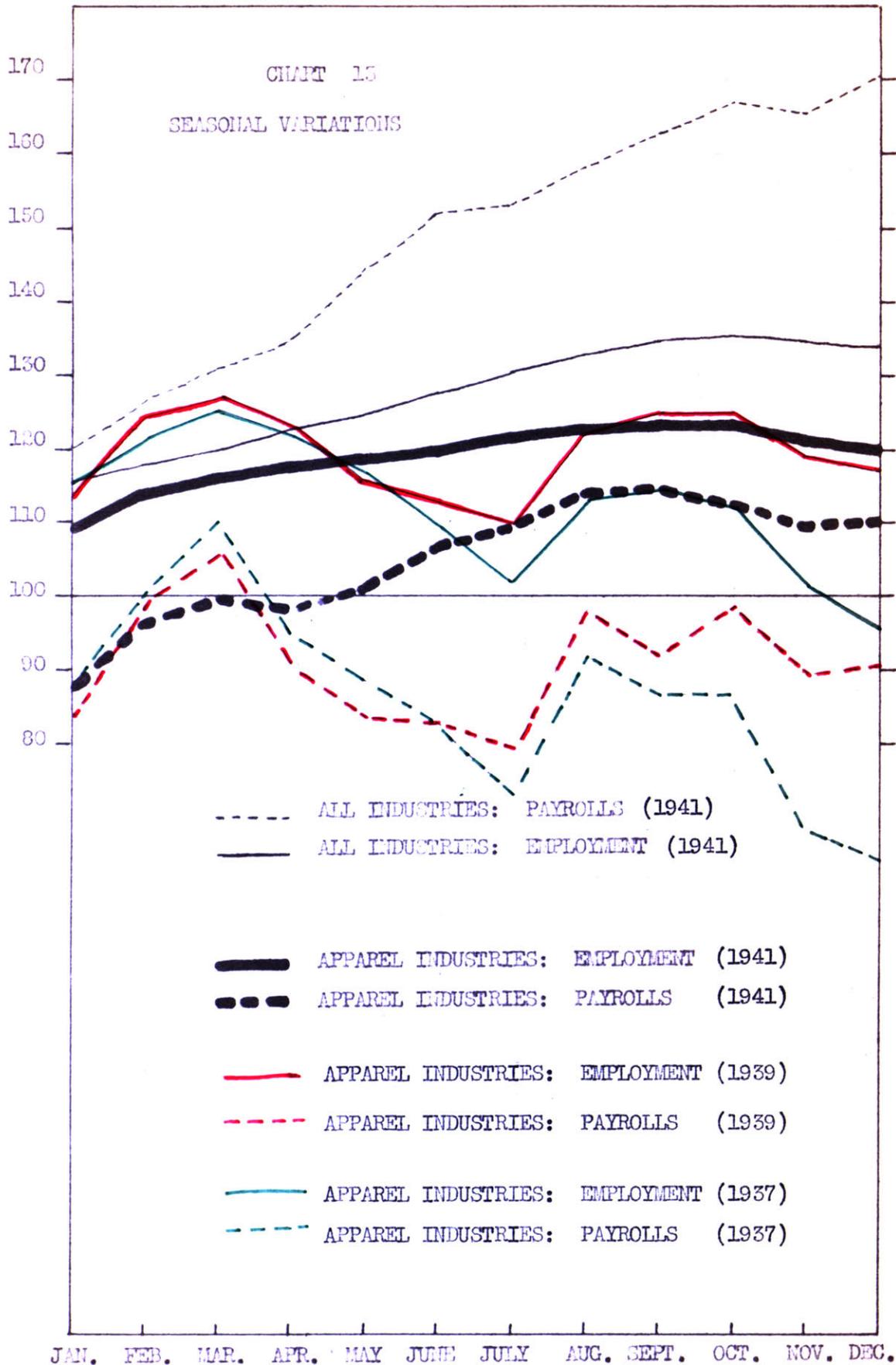
Total National Employment	101,194
Total Graves County	1349
Estimated Graves County Use ( .11% of National Income )	11
<u>Basic Employment</u>	<u>1338</u>

Clay Mining ( Ball, wad, and sagger clays )

Total National Employment	3,460
Total Graves County	176
Estimated Graves County Use ( .011% of National Income )	4
<u>Basic Employment</u>	<u>172</u>

CHART 12





WHOLESALE AND RETAIL TRADE: One phase of wholesale trading in Graves County is basic, mainly Mayfield's tobacco market. During each season of six to eight months in length 100 persons are employed and sales of about \$900,000 are made. In general, however, Mayfield's wholesale territory covers the same area as the county. Its future development will depend primarily upon the basic industries.

It has a rather indefinite basic economy upon which to depend. Overlooking the presently unbalanced situation sales depend in part on the relatively insensitive garment industry and in part on the highly sensitive agricultural economy. The balance of these two makes cyclical variations of about the same pattern as the entire Kentucky economy. Kentucky's fluctuations of income payments has a sensitivity almost exactly the same as for the nation as a whole ( U, S. 10%; Ky. 10.3%).<sup>(8)</sup> Wholesale and retail trade will vary pretty much the same as total income payments for the U. S.

There are two factors which are of importance to wholesale and retail distribution. In the first place, the population of the county is declining while the farm income is remaining about the same and other incomes are rising. This means that the sale of goods closely related to population (primarily food) will tend to fall off, while sale of goods closely related to income (clothes, recreation, etc.) will tend to increase.<sup>(9)</sup> Likewise the lesser consumption of food produced in the county means more will be available for sale elsewhere.

(8) Survey of Current Business, U. S. Dept. of Commerce 26:6-9  
Jan. 1946

(9) See table 4.

Secondly, with the dependence of distributive trades on the county, with the change from purchases dependent on population to those dependent on income, and with the concentration of population closer to Mayfield, the volume of business transacted in Mayfield will depend upon the convenience, comfort, ease, and salesmanship displayed by the commercial district. As incomes increase the problem of consumption versus saving arises. Also as incomes rise greater distances become less important in seeking better places to do business. Factors such as pleasantness of surroundings, parking space, free-flowing traffic, sufficient stocks for selection, etc. all play an expanding role. The commercial area is approaching a period of change from furnishing a counter over which goods may pass to meet the absolute needs of the people to displaying convincingly goods which will enrich the lives of those who buy them. For this new function a new commercial area is needed.

#### CONCLUSIONS

1. Retail and wholesale business has enjoyed sales increases in excess of those throughout the country. In 1937 the income of the county was 0.0115% of the national income and its sales 0.0134%. In 1945 its income represented 0.0113% and its sales 0.015%.
2. Retail and wholesale business is enjoying a boom paralleling that of agriculture and industry. Because of little reaction to the closing down of two war industries and the anticipated temporary recession of both agriculture and industry, it is expected that the present boom in the distributive trades will not be long lived.
3. Except for the present situation the distributive trades depend equally on the highly sensitive agricultural and relatively insensitive industrial economy of the county. As a result of this balance retail

and wholesale business fluctuates with a sensitivity of total income payments for the country.

4. With the increase of per capita incomes in the county there should be a smaller growth in food sales and greater growth in sales of goods (clothes, recreation, etc.) which are more closely correlated with income.

5. The commercial area in Mayfield is not efficient. Many of the stores show lack of maintenance. Traffic is congested. There is insufficient parking space. Sidewalks are crowded. There is need of a more efficient commercial area.

6. The existance of sub-marginal commercial buildings and mixed uses points to the need of building codes and a zoning ordinance to protect shops from buildings and uses which will degrade property values.

INCOMES: In order to find the distribution of families by income within Mayfield the following table was made.

Table 4 Family Income Distribution in Mayfield 1940

Average annual Rent (1)	Per Cent of Income for Rent (2)	Annual Income per Family (3)	Number in Group (1)	Total Income for Group (4)
\$ 48	15.1	\$ 318	164	\$ 52,200
66	10.8	610	322	196,400
96	11.1	865	419	362,200
150	12.3	1,335	668	892,000
204	13.2	1,545	342	521,000
264	13.5	1,955	201	393,000
324	13.5	2,400	139	334,000
420	13.2	3,180	174	554,000
540	12.2	4,460	83	370,300
660	9.8	6,735	50	336,750
804	9.8	8,200	18	147,600
1,044	9.8	10,650	10	106,500
2,310	9.8	23,340	6	140,050 (6)
				\$4,406,000 (5)

- (1) U. S. Housing Census 1940.
- (2) Family Expenditures in the United States. National Resources Planning Board. U. S. Gov't. print. off. Wash. June 1941. p. 79.
- (3) The product of (1) and (2).
- (4) Product of (3) and number in group.
- (5) Total of incomes in Mayfield 1940. Sales Management.
- (6) Difference between the sum of total incomes through \$10,650 and (5).

FINANCE: Mayfield has two banks to handle the finance of the county.

Below is a report of the combined resources and liabilities of the banks.

Resources		Liabilities	
Loans	\$ 1,024,565.29	Capital Stock	\$ 600,000.00
U. S. Bonds & Sec.	7,057,089.42	Surplus	600,000.00
Muni. Bonds & other		Undivided Profits Reserves	364,957.80
Securities	190,592.65	Deposits	10,449,292.82
House, Furniture, etc.	83,253.00		
Cash & Due from Banks	3,658,750.26		
<b>Total</b>	<b>\$ 12,014,250.62</b>	<b>Total</b>	<b>\$ 12,014,250.62</b>
Trust Department	1,632,636.75	Trust Department	1,632,636.75
<b>Grand Total</b>	<b>\$ 13,646,887.37</b>	<b>Grand Total</b>	<b>\$ 13,646,887.37</b>

INCOME

CHART 14  
GRAVES COUNTY: INCOME VARIATION  
( Sales Management )

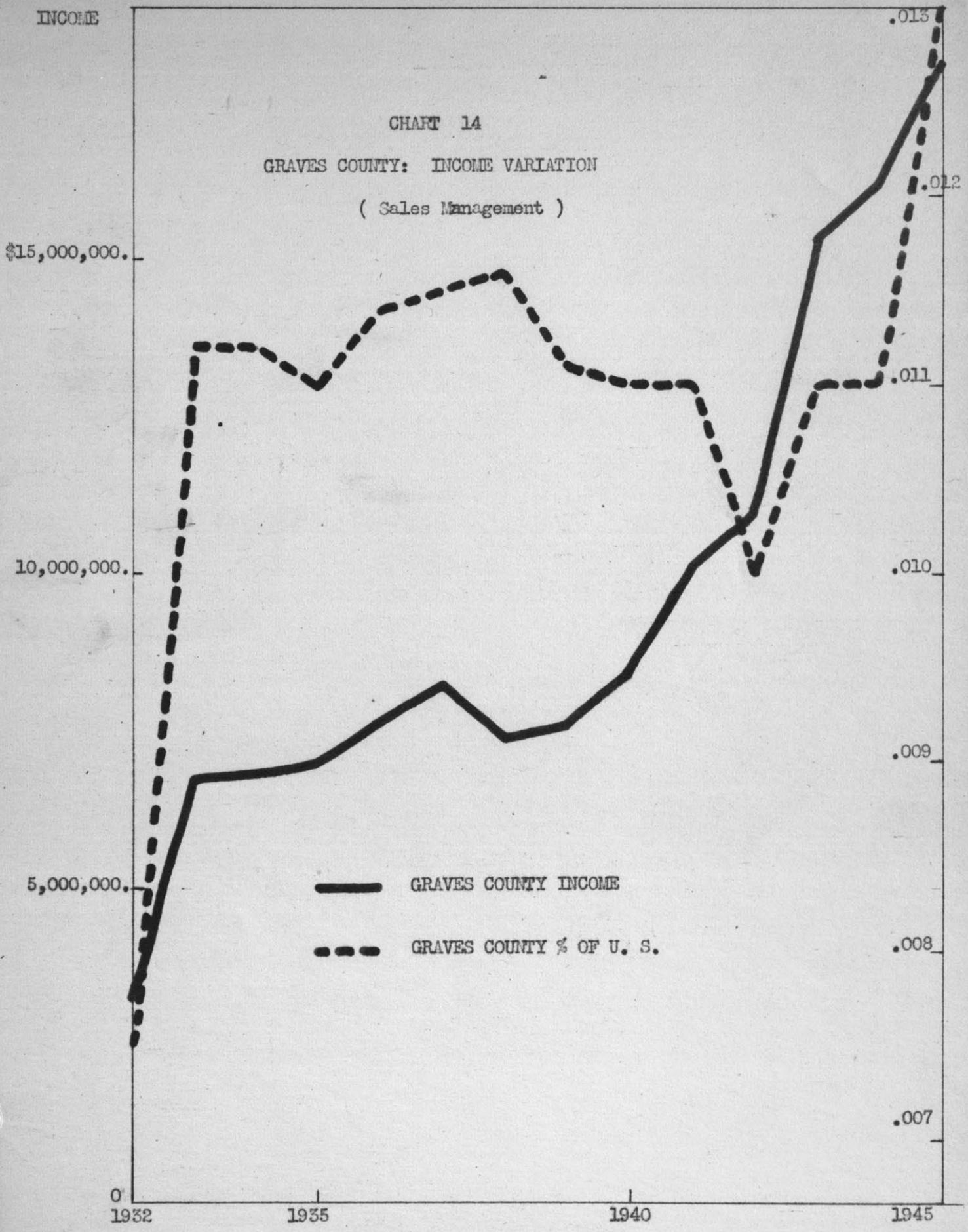
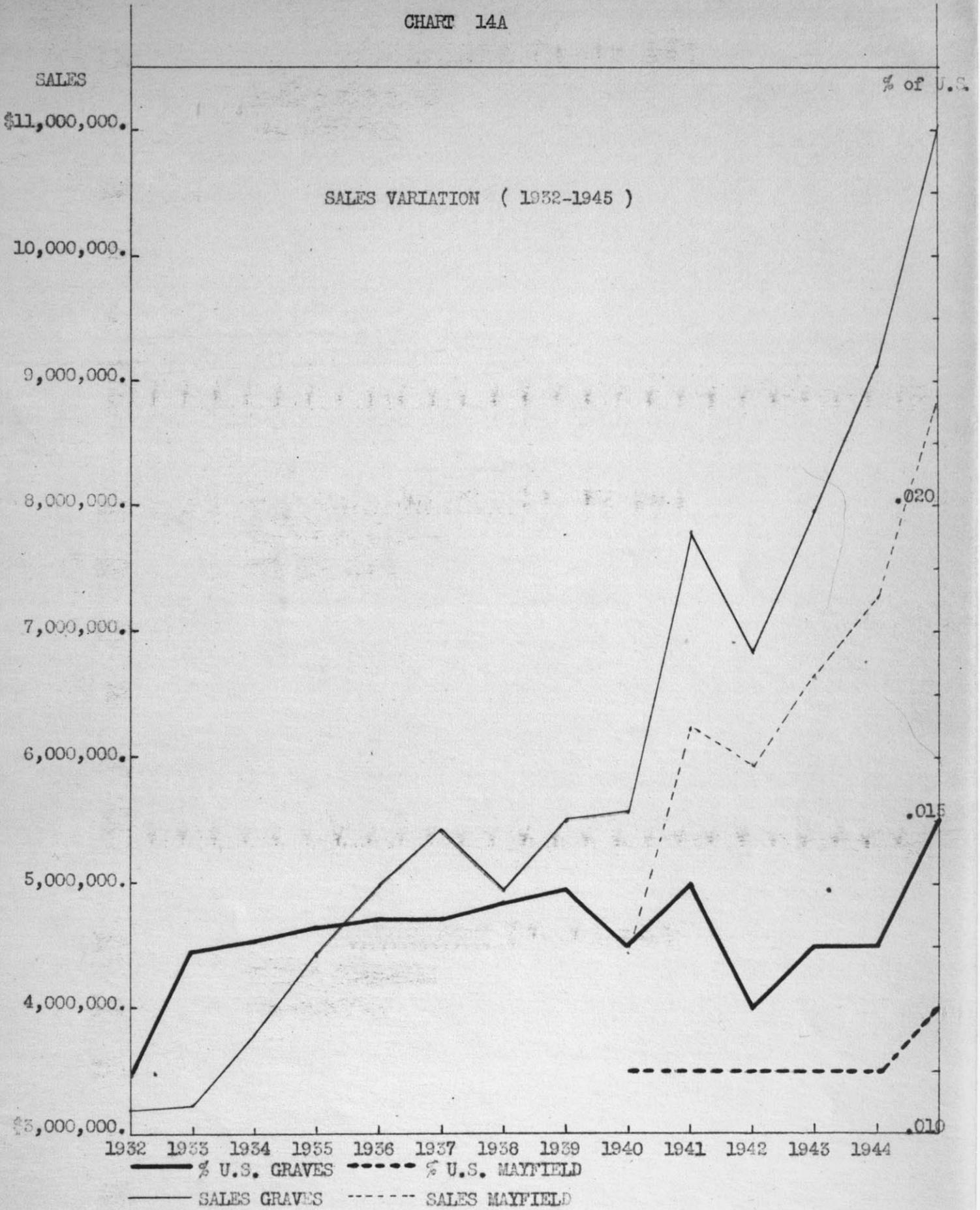


CHART 14A



## GOVERNMENT

Any plans for the future of Mayfield and Graves County must take full cognizance of the existing government. Both the county and city governments suffer from poor organization and reflect the disinterest of the people. The community is interested in attracting new business and industry, yet one of the most important factors in making this possible does not receive more than casual interest. It is no reflection on those now in office, who are generally conscientious, but upon the region as a whole and those who live in it. As important to the region as its physical structure is the administration of its government.

COUNTY: The government of the county is that generally found throughout (1) the South, the county court. Although it is the main local governmental unit, it has no ordinance making or police powers. Its chief executive is the county judge. In addition to his executive capacity he presides over the fiscal court and the probate court. He is elected for a four year term and is paid a salary of \$3,060.00 per year. Administratively his control over the functions of the county government is very limited since each of them is headed by an individual or board elected by the people. There is none of the usual separation of powers since (with the magistrates) the county judge performs the executive, the legislative, and (2) the judicial functions.

Working with the county judge are eight magistrates representing the eight districts. Here again they perform all three functions of government and are held back in the executive by reason of the fact

(1) See chart 15

(2) Misdemeanors up to \$200.

that various offices are controlled by boards independently responsible to the electorate. The most important duties performed by the county judge and magistrates are estimating financial needs for the ensuing year, fixing the tax rate, levying taxes within limits, making or approving purchases and contracts, passing on all claims against the county, authorizing indebtedness to be incurred or bonds issued, and making reports on financial status of county.

The county attorney also is elected for a four year term at a salary of \$1200 per year plus a commission on fines of cases he wins. He is a member of the Budget Commission and represents the county at the District Court.

The county clerk is elected for four years and his compensation consists entirely of fees.

The sheriff elected for four years and ineligible to hold office successive terms has the function of peace officer, maintaining order in the court, serving processes, etc., and most important of all collecting taxes. He receives no salary but gets all of his compensation from fees, commissions on collected taxes, etc.

The tax commissioner (i.e. Assessor) is elected for four years and receives compensation of \$1,000 for the first \$1,000,000 assessed valuation and 2¢ for each \$100 over one million. Although the tax commissioner must pass State revenue department examination designed to test his ability, this is usually a farce. The State is supposed to train local tax commissioners in performing their duties as well as to supervise the assessment of intangibles.

There is a county school board consisting of five (5) members elected by the people. Their functions include appointing the superintendent, approving the appointment of teachers, determining policy and prescribing rules and regulations with the superintendent, enforcing the use of courses prescribed by the State, preparing annual budget and statement of funds needed from the county, and fixing the school tax rate subject to approval of State Board of Education. The power to spend is vested in the superintendent subject to the control of the Board.

The county education system is financed by a tax levy at a tax rate set by the county school board not to exceed \$1.50 on \$100 valuation, to be collected by the sheriff and turned over to the county school board. An increasing proportion of annual income is received from Federal and State Aid.

The board of health consisting of five (5) members elected by the people<sup>(3)</sup> is the sole health agency in the county. Although the board selects the health officer, the State law sets out specific qualifications for office and the State Department of Health has jurisdiction in the removal of county health officials. The financing of health services amounts to about 32% supplied by the county, 35% by the state, and 33% by the federal government.

Finally, there are the coroner, the jailer, and the surveyor all elected by the people.

The most important job of the county government is the construction and maintenance of roads. There is no organization working toward this

(3) In Kentucky city health departments may exist only in first and second class cities.

end. The fiscal court appropriates money to the magistrate from each district for the maintenance of roads in that district. He is paid per diem for his services and is free to hire anyone, to buy any equipment either alone or with another district, or to contract services. No satisfactory records are kept of expenditures.

(4)  
As a result of the County Budget Act of 1936 all functions, with the exception of education, are administered under a uniform budget system. (5)  
The budget commission (county judge, county attorney, and one member appointed by the fiscal court) makes an investigation of county activities for which funds are spent then prepares and adopts a budget for the county not later than May 1 of each year. The proposed budget is then submitted to the fiscal court not later than July 1 of each year, and a copy of the proposed budget must be posted at least 10 days before final approval by the fiscal court. The fiscal court may make any changes in the proposed budget that it deems necessary, except that it cannot make changes in the form or classification of the budget which are set by the State Department of Revenue. After adoption transfers may be made by the fiscal court provided it secures the approval of the county budget commission. The budget must contain an estimate of funds actually needed, uniformly classified by major divisions, and a statement of receipts anticipated from various sources of income. This represents a significant reform in county government.

(4) Carroll's Ky. Statl, 1936, secs. 1851C-1 to 1851C-11.

(5) Education operates under separate budget prepared by the county school board.

Closely allied to the budget reform is a system of accounts and audits. County audits were first made in 1935 and have been made annually since that time. <sup>(6)</sup> The State department of revenue prescribes and may install a uniform system of accounting and bookkeeping. Although such a system has been devised, it has been installed in but a few counties because of its technical nature. The only report of finances made by the State was an analysis of county budgets for the fiscal year of 1937-38.

Fiscal trends can be discerned from Chart #16. Although the fiscal court is supposed to estimate financial needs and fix the tax rate, it operates in a straight-jacket. State law limits the tax rate to 70¢ per \$100 assessed valuation. Such a low maximum combined with only 60% valuations makes the levy relatively fixed. In addition to the fact that it is administratively and politically impossible to adjust valuations to make possible a desired levy, the tax commissioner is responsible only to the people who elect him and not to the budget commission or fiscal court. <sup>(7)</sup>

As a result of the County Debt Act 1938 any county proposing a bond issue which would bring indebtedness to over 0.5% of its assessed valuation must secure written approval of the State department of revenue. Approval not required when issuing refunding bonds. At present the bonded debt of the county is \$112,000 allowing an extension of \$4,440 without securing permission of the State.

CONCLUSIONS: 1. Graves County administration of government is highly disorganized, in fact it is not a government at all but a group of semi-autonomous agencies each carrying out its own function without consideration

(6) Baldwin's Ky. Statute Service, 1939 Sec. 4114 h 2 (6).

(7) Ky. Acts, 1938, first extraordinary session ch. 31.

of the overall needs of the county.

2. Only a minimum of services are performed by the county and of these the majority are heavily subsidized by State and Federal aid.

3. Highway expenses represent 62.4% of annual expenditures made by the county, yet this money is handed over to the magistrate from each district to be spent at his own discretion. <sup>(8)</sup>

4. Only 11% of expenditures are for services other than protection and general government.

5. The budget commission is the only unit which attempts to see the entire picture of county government.

6. The deplorable condition of roads, of the poor-farm, in fact of the courthouse itself reflects the inefficiency of a poorly organized administration of government.

7. The county manager type of government is unconstitutional in Kentucky but section 67.050 of Kentucky Statutes prescribes the manner by which a petition signed by 100 legal voters can place the question "are you for or against having fiscal court composed of three commissioners and the judge of the county court?" on the ballot in the following election. Under such a system each commissioner would be the administrative head of a function. Section 179.020 states that the county judge may, with the consent of the fiscal court, appoint a road engineer. Unfortunately the constitution provides that many county officials must be elected so that steps in the direction of rationalizing administration by means of replacing elected officials and boards with appointed heads is limited.

(8) See table 5.

## MAYFIELD

Mayfield is governed by a Mayor-Council type of government of the (9) "weak-mayor" variety. The mayor is the chief executive in name only since his primary function is to preside over the council. He receives a salary of \$100 per month and is elected for a four-year term.

The council is composed of six members (two from each of three wards). Each member is paid \$3 per meeting is elected for a two-year term. Their duties consist of ordinance making, appointing city officials, making or approving purchases and contracts, fixing the tax rate, levying taxes, authorizing indebtedness, and preparing and adopting the budget for the following year.

The city judge is the only other elected official. He is elected for four years at a salary of \$100 per month. His duty is to preside over the police court.

All other city officials are appointed by the council. Members of the police and fire departments are recommended by the police and fire chiefs respectively and approved by the council. The electric and water system is headed by a manager who does the hiring of its personnel.

Primary appointed offices included the city clerk, police chief, fire chief, city attorney, and city treasurer. The clerk records council meetings, collects taxes, keeps all records, and is in charge of all receipts and records. In reality he does much of the work in drawing up the budget. He is a full-time employee drawing \$200 per month.

The treasurer is paid \$12.50 per month, is an employee of the local bank, and merely accounts for moneys received by and drawn from the city's account.

(9) See Chart 17

The city attorney is paid \$66.67 per month plus \$3 per council meeting, plus 15% of fines collected as a result of his prosecution, plus 25% of all delinquent taxes he collects.

Fiscally Mayfield shows a trend toward a lower tax levy as a result of a relatively stable per capita assessment, slow growth of population, and the sudden reduction of the tax rate as less is needed for water department bonds. <sup>(10)</sup> The funded debt has shown the same reduction as found in most cities today having dropped from a high point of almost \$400,000 to a low today of about \$120,000. The straight-jacket of a 75¢ per \$100 tax rate limit has caused the city to operate according to assessed values rather than according to the services needed or ability of the community to pay. These assessed values normally are about 60% of true market value; today they are less than 40%. It is noteworthy that services furnished by the city government are streets, sewerage, water, electricity, cemeteries, collection of trash ( commercial area only ), police and fire protection, and general administration. There are no recreation, health, assistance, or any other of hundreds of services offered by cities.

One reason for the lack of increased revenues has been the development of residential, commercial, and industrial areas just beyond the city limits. These developments use city services such as streets, water, electricity, fire protection, and possible police protection without contributing in any way to the city's revenue. There is a definite need for an extension of boundaries. Coupled with this is a need for reassessing property at true value in order that the tax rate may be lowered below the limit and become flexible.

(10) See chart 18 and tables 6,7.

Section 89.390 of Kentucky Statutes gives third and fourth class cities the authority to adopt a city-manager type of government. Section 89.410 outlines the process by which a number of legal voters equal to 20% of the votes cast in the last mayoral election may have the question "are you in favor of the organization and government of city of Mayfield under the city manager form of government" entered on the ballot in the next election.

#### CONCLUSIONS

1. Mayfield is governed by the Mayor-Council type of government. The council has considerable executive power including the hiring of most personnel.
2. The electric and water system is headed by a manager who is a full-time trained executive and hires the labor for the system.
3. The City of Mayfield needs a full-time trained executive to be responsible for its administration and services.
4. Both city manager and commission forms of city government are authorized in Kentucky.
5. Fiscally Mayfield operates under a rigid tax system with a rate limit of 75¢ per \$100. The assessments are less than 60% of true value.
6. In spite of increasing costs the tax levy has declined.
7. There are many families living just outside the city limits who use the city's services but who do not contribute to their support. This fact points to the necessity of boundary extension.

## MAYFIELD SCHOOL DISTRICT

The Mayfield school district has the same boundaries as the city with the exception of an extension 600' on either side of Fancy Farm Road for a distance of one mile past the city limits.

The school system is under the control of the Board of Education consisting of five members; the chairman, a member elected at large, and three members elected to represent each of three wards. The superintendent is appointed by the board and is responsible for the operation of the schools. The same relationship exists between the board and the superintendent here as in the county.

Fiscally the picture is much the same as in the city and in the county. (12) There is a tax rate limit of \$1.50 per \$100. Assessments are the same as those of the county for the same area and the tax levy is collected by the sheriff.

The school district is faced with the same problem as found in the city; developments just beyond the district's boundaries. This makes a difficult problem in two ways. In the first place, state aid is received in the amount of \$24.40 for each child from six to eighteen years of age within the district. No grant is made for those going to school but living outside of the area. At times the school enrollment has actually exceeded the school census. (13) Secondly, the tuition paid by students living outside the district amounts to \$36 per year while the cost runs about \$120 per pupil per year. Demand for raises in teacher's salaries have brought this problem to a head and mass meetings are being held to find a solution.

(12) See table 8.

(13) See chart 22.

## CONCLUSIONS

1. Administratively the Mayfield school district is in good shape.
2. Financially despite the fact that it now faces a minor crisis, it is in better shape than either the county or city. It suffers at present from insufficient source of revenue as a result of poor district boundaries and low assessed evaluations.
3. The problem of a decreasing school census upon which state aid is based has been met temporarily by the "war-babies" entering the six year old group and for the first time it outnumbered the group leaving the school census.

## ALL UNITS OF GOVERNMENT

There are certain conditions existing in all three units of government and others common to two of the three. Primary among these are:

1. Low assessed evaluations exist at all three levels consequently tax rates are at their limits and tax levies insufficient.
2. The City of Mayfield and Mayfield school district both suffer from poor boundaries.
3. The city and the county suffer from poor administrative organization.
4. Although less true of the school district, services offered by all three units of government are inadequate.
5. Both the county and the city are paying high rates of interest on their indebtedness. Attempts to save money by refinancing some of the loans have been voted down.
6. All branches of the government show steadily increasing budgets (14) except for the period 1932-1936.

(14) see charts 19, 20.

Table 5

GRAVES COUNTY BUDGET (1 July 1946 to 30 June 1947)

Classification	Actual Expenditures (1945-1946)	Estimated (1946-1947)	Budget Appropriation
1. General government	\$ 21,721.00	\$ 22,640.00	\$ 26,150.00
2. Protection	2,394.00	3,652.00	3,526.00
3. Health & Sanitation	2,326.00	2,439.00	2,728.00
4. Hosp., Charities, Corr.	7,703.00	8,686.00	8,980.00
5. Libraries, other educ.	5,140.00	4,900.00	5,600.00
6. Debt Serv., Genl Fund	148.00	206.00	200.00
7. Misc. Genl Fund	9,444.00	6,842.00	6,280.00
Total Genl Fund	<u>\$ 48,876.00</u>	<u>49,365.00</u>	<u>53,464.00</u>
8. Highways	45,198.00	51,733.00	45,707.00
9. Road & Bridges			
Bond Debt Service	38,174.00	36,028.00	32,428.00
Grand Total	<u>\$132,248.00</u>	<u>\$137,126.00</u>	<u>\$131,599.00</u>

Estimated Receipts All Sources

Classification	General Fund	Road Fund	Sinking Fund	Total
1. Tax Levies	\$47,497.00	\$40,707.00	\$31,665.00	\$119,869.00
2. Delinq. Tax Rept.	1,600.00	---	150.00	1,750.00
3. Truck License Distr.	---	5,000.00	---	5,000.00
4. Fines Forfeitures	1,600.00	---	---	1,600.00
5. Excess Fees	1,285.00	---	---	1,285.00
6. T. V. A.	1,538.00	---	616.00	2,154.00
Total Revenue	<u>\$53,520.00</u>	<u>\$45,707.00</u>	<u>\$32,431.00</u>	<u>\$131,658.00</u>

Estimated Receipts from Tax Levies

Classification	Personal					
	Real Estate	Prop.	Bank Shares	Franchise	Agricultural Products	Poll Tax
1. Assessed Value	\$13,669,674.	\$1,276,260.	\$1,057,301.	\$2,125,000.	\$158,685.	\$6,631.
2. Total Tax Rate	70¢/\$100	70¢/\$100	20¢/\$100	70¢/\$100	15¢/\$100	150.
3. Gross Levy	95,687.	8,934.	2,114.	14,875.	238.	9,846.
4. less discounts	875.	---	---	---	---	---
5. less exonerations	392.	650.	---	---	---	2,675.
6. less delinquency	1,585.	40.	---	---	---	198.
7. Net Levy by Sheriff	92,835.	8,244.	2,114.	14,875.	238.	6,973.
8. less commission	4,213.	330.	84.	594.	10.	283.
9. Recvd. by county	88,622.	7,914.	2,030.	14,281.	228.	6,735.
10. General Fund rate	25	25	10	25	7½	---
11. " " amount	31,651.	2,826.	1,015.	5,100.	114.	6,732.
12. Road Fund rate	25	25	10	25	7½	---
13. " " amount	31,651.	2,826.	1,015.	5,100.	114.	---
14. Sinking Fund rate	20	20	---	20	---	---
15. " " amount	25,321.	2,262.	---	4,081.	---	---
Total	\$ 88,622.	\$ 7,918.	\$ 2,030.	\$ 14,281.	\$ 228.	\$6,790.

ESTIMATED RECEIPTS FROM TAX LEVIES

General Fund

I. General Government	Preceding Year	Estimated	Appropriated
1. <u>County Judge Salary</u>	\$1,200.	\$1,620.	\$2,040.
(other misdemeanors)	600.	810.	1,020.
Office Supplies	110.	400.	400.
2. <u>County Attorney Salary</u>	1,200.	1,200.	1,200.
Stenographer	1,200.	1,400.	1,500.
Office Supplies	117.	100.	286.
3. <u>County Clerk Salary</u>	480.	480.	480.
Fees	1,486.	1,600.	1,600.
Office Supplies	549.	600.	500.
4. <u>Sheriff Fees</u>	142.	150.	150.
Office Supplies	12.	160.	160.
5. <u>Tax Commissioner Fees</u>	215.	297.	300.
Office Supplies	302.	58.	90.
6. <u>Board of Supervisors</u>	188.	188.	188.
7. <u>County Treasurer Salary</u>	1.	1.	1.
8. <u>Auditor Salary</u>	600.	600.	600.
State Auditor	112.	108.	112.
9. <u>Fiscal Court (Per Diem)</u>	900.	672.	672.
10. <u>Law Library Salary</u>	240.	240.	240.
11. <u>Court House Janitor Salary</u>	1,500.	1,500.	1,500.
Supplies	370.	300.	600.
Utilities	1,989.	2,000.	2,000.
Insurance	585.	733.	700.
Renewals & Repairs	2,185.	2,000.	4,000.
12. <u>Circuit Court Stenographer</u>	200.	300.	300.
Misc.	198.	200.	200.
13. <u>Elections (Per Diem)</u>	72.	76.	96.
Election Officers (Per Diem)	1,645.	1,645.	1,645.
Tabulations	224.	240.	200.
Misc. Repairs	246.	117.	150.
Rentals	202.	202.	202.
Printing	568.	440.	500.
Misc.	50.	50.	60.
14. <u>Quarterly Court Clerk Salary</u>	1,200.	1,475.	1,500.
15. <u>County Coroner Fees</u>	336.	300.	300.
16. <u>Gen'l Expenses Publishing</u>	488.	319.	500.
Drainage tax payments	9.	9.	9.
Total General Government	<u>\$21,721.</u>	<u>\$22,640.</u>	<u>\$26,150.</u>

II Protection to Person and Property

1. <u>Jailor</u>	1,446.	1,300.	1,800.
2. <u>Court Work</u>	135.	276.	276.
3. <u>County Jail Supplies</u>	184.	200.	200.
Utilities	427.	550.	550.
Repairs	202.	826.	700.
Total Protection	<u>\$2,394.</u>	<u>\$3,652.</u>	<u>\$3,526.</u>

III Health and Sanitation.

1. <u>County Health Unit Flat Rate</u>	\$1,750.	\$1,750.	\$1,750.
Supplies	39.	100.	100.
2. <u>Vital Statistics</u>	489.	436.	500.
3. <u>Livestock Inspection</u>	---	75.	300.
4. <u>Other (Lunacy Inquest)</u>	48.	78.	78.
Total Health and Sanitation	\$2,326.	\$2,439.	\$2,728.

IV Charities, Corrections.

1. Idiot claims	\$1,504.	\$1,400.	\$1,400.
2. Burials	410.	300.	300.
3. Hospital Care	205.	200.	200.
4. Home Relief	227.	200.	300.
5. Poor Farm Commissioner	---	200.	240.
Fees maintenance of inmates	2,999.	4,300.	4,300.
Building Maintenance	151.	500.	500.
Utilities	413.	520.	520.
Repairs	1,003.	600.	600.
6. House Reform (Claims)	371.	46.	200.
7. Juvenile Court (County Clerk)	420.	420.	420.
Total Charities	\$7,703.	\$8,686.	\$8,980.

V Libraries and Educational Service.

1. Libraries	\$2,500.	\$2,000.	\$2,000.
2. County Farm Agent	2,640.	2,900.	3,600.
Total Libraries and Educat.	\$5,140.	\$4,900.	\$5,600.

VI General Fund Debt Service.

1. Temporary Loans Interest	148.	206.	200.
-----------------------------	------	------	------

VII General Fund Unclassified

1. Misc. Current Expenses	\$ 551.	\$ 700.	\$1,144.
2. Reserve (transfers only)	4,434.	1,777.	851.
3. Courthouse Rental	3,720.	3,640.	3,560.
4. Telephones	739.	725.	725.
Total Unclassified	\$9,444.	\$6,842.	\$6,280.

Total General Fund	\$48,876.	\$49,365.	\$53,464.
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VII Highways

1. <u>Road Const. &amp; Improvement</u>	\$ 75.	\$ 168.	\$ 295.
2. <u>Road Maintenance</u>			
Road Commissioners	40,512.	45,697.	40,000.
Emergencies	4,232.	5,456.	5,000.
3. Road Fund Temporary Loans	379.	412.	412.
Total Highways	\$45,198.	\$51,733.	\$45,707.

IX Road and Bridge Bond Debt Service.

1. <u>Sinking Fund Principal</u>	\$27,000.	\$27,000.	\$27,000.
Interest	7,730.	6,580.	5,230.
Addition to Reserve	2,444.	2,448.	---
Total	\$38,174.	\$36,028.	\$32,230.
<hr/>			
GRAND TOTAL ALL FUNDS	\$133,158.	\$137,126.	\$131,599.

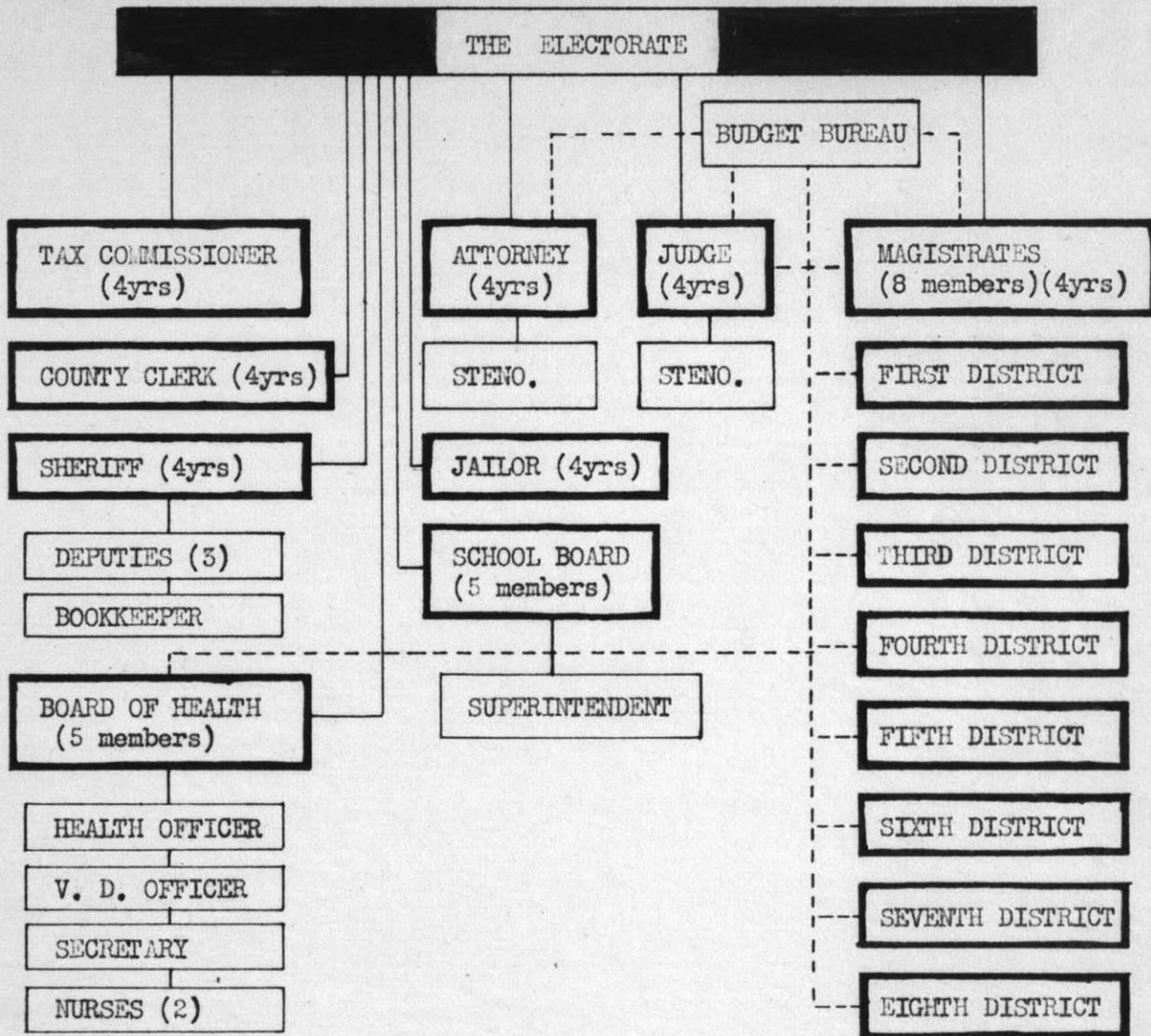
CONDITION OF SINKING FUND

1. Balance 1 July 1946	\$ 5,157.52
2. Deposits to and income Current Year	31,881.63
3. Total Available	37,039.15
4. Payment from Fund	33,615.00
5. Balance 30 June 1947	3,434.14

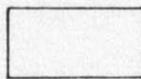
BONDED INDEBTEDNESS 30 June 1947

Road & Bridge	Iss.	Int.	Int. Due	Prin. Due	Outstanding	Int. Due	Prin. Due	
\$150,000.	3/1/26	5%	3/1;9/1	3/1	\$29,000.	\$1,450.	\$10,000.	
\$250,000.	3/1/27	5%	3/1;9/1	3/1	\$46,000.	\$2,300.	\$17,000.	
Refunding								
\$ 37,000	9/1/41	4%	3/1;9/1	3/1	\$37,000.	\$1,480.	---	
<hr/>					Total	\$112,000.	\$5,230.	\$27,000.

CHART 15. GRAVES COUNTY: ORGANIZATION CHART



ELECTED



APPOINTED



FISCAL ONLY

190,000

50,000

POPULATION

CHART 16

GRAVES COUNTY FISCAL TRENDS

ASSESSED VALUE

10,000

ASSESSED VALUE ( \$ 1,000. units )

5,000

TAX LEVY

1,000

TAX LEVY ( \$ 100. units )

500

300

1923

1925

1930

1935

1940

1945

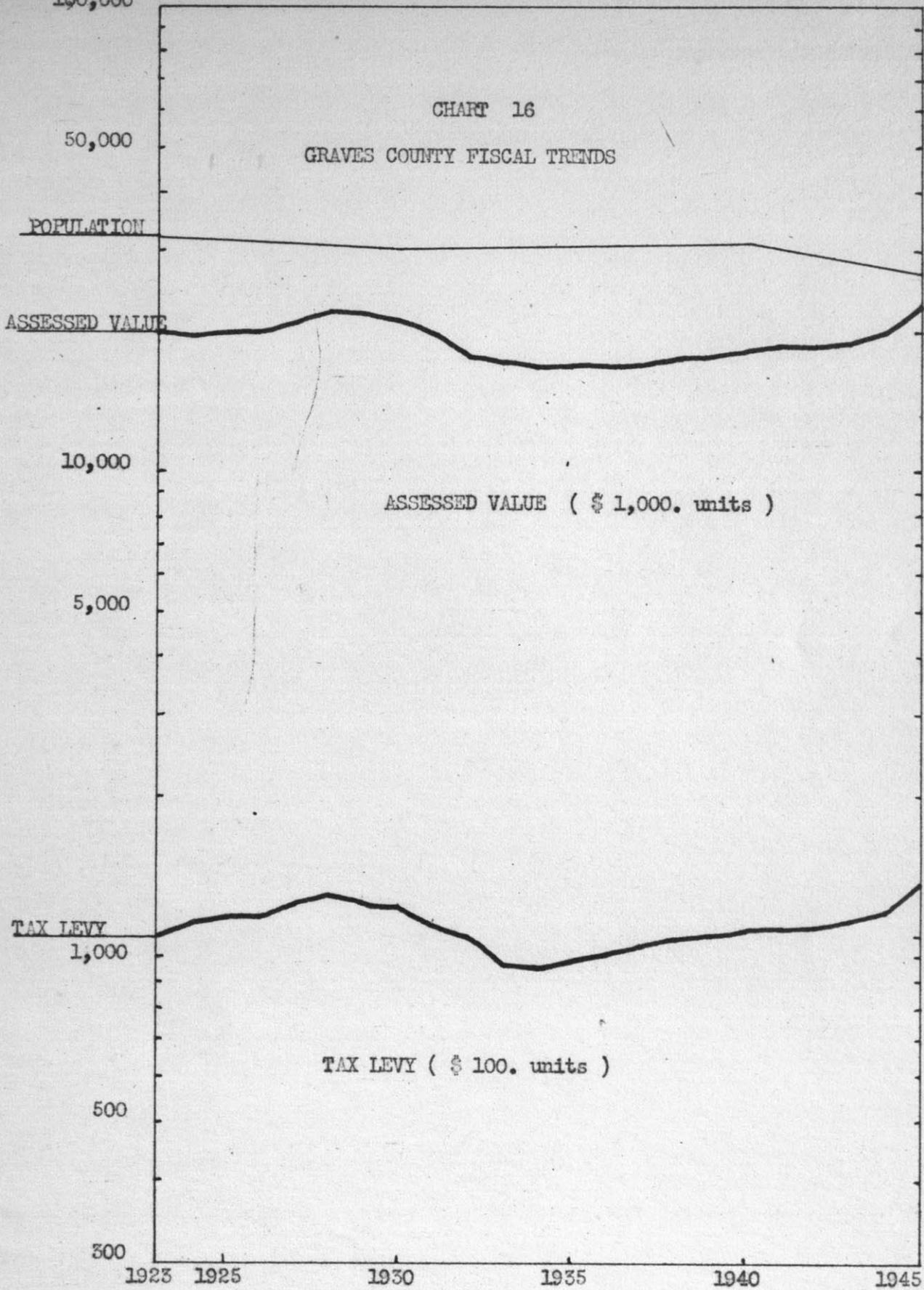


Table 6

## MAYFIELD: AUDIT 1946

## INCOME

Taxes		
1946		\$51,416.34
1945		3,355.26
1944		331.72
1943		63.98
before 1943		<u>223.01</u>
Total		55,390.31
Auto Licenses		8,194.01
Dog Licenses		120.00
Occupational Licenses		21,655.91
Water Department		9,000.00
Fines and Costs	\$12,689.52	
less City Attorney	3,250.53	
less Chief Police	<u>82.57</u>	
Total to General Fund		9,356.42
Cemetery Receipts		4,740.00
Rents		3,200.00
Misc.		
Bus Franchise	\$1,000.00	
Police Car sold	550.00	
Sewer Connections	125.00	
Parking Meters	90.64	
Other	<u>182.56</u>	
Total		1,948.20
<b>TOTAL INCOME</b>		<b>\$113,604.85</b>

DISBURSEMENTS

I Administration and General Government.

1. Salaries	Mayor	\$1,176.67	
	City Attorney	800.04	
	Clerk	2,353.33	
	Treasurer	150.00	
	Ass't. Clerk	458.65	
	Others	<u>234.99</u>	
	Total		\$ 5,173.68
2. Fees			2,121.70
3. Interest			4,320.14
4. Insurance			1,154.46
5. Lights and Water			8,748.07
6. Office Expense			233.69
7. Publishing			360.00
8. Stationery			349.00
9. Supplies			531.59
10. Audit			482.80
11. Other			<u>322.07</u>
	Total Administration & General		\$23,797.27

II Police Department

1. Salaries		\$16,478.31
2. Gas, Oil, and Car Expense		1,011.86
3. Prisoners		1,326.76
4. Police Car		1,283.35
5. Misc.		<u>1,690.91</u>
	Total Police Department	\$21,791.19

III Fire Department

1. Salaries		17,216.60
2. Equipment		1,089.43
3. Other		<u>709.50</u>
	Total Fire Department	\$19,015.53

IV Sanitation Department

1. Salaries		\$ 6,540.47
2. Contract for Clean-up		4,589.00
3. Misc.		<u>1,053.13</u>
	Total Sanitation Department	\$12,182.60

V	Street Department	
	1. Salaries	\$ 5,524.97
	2. Supplies	2,474.01
	3. Construction	2,527.78
	Total Street Department	<u>\$10,526.76</u>
VI	Cemetery Department	
	1. Salaries	\$ 2,254.00
	2. Supplies	63.10
	Total Cemetery Department	<u>\$ 2,317.10</u>
VII	Extraordinary	
	1. Bond Retirement	\$ 5,000.00
	2. Bond Interest	2,700.00
	3. Other	3,651.98
	Total Extraordinary	<u>\$11,351.98</u>
VIII	Debt Retirement	<u>\$32,290.13</u>
	<b>TOTAL DISBURSEMENTS</b>	<b><u>\$100,982.43</u></b>

Table 7

MAYFIELD: BUDGET 1947

INCOME

1. Taxes	\$ 47,000.00
2. Auto Licenses	8,000.00
3. Dog Licenses	21,000.00
4. Fines and Costs	8,000.00
5. Parking Meters	6,000.00
6. Water Department	12,000.00
7. Other	5,700.00
Total	<u>\$107,700.00</u>

DISBURSEMENTS

1. Administration & General Government	24,230.00
2. Police Department	21,040.00
3. Cemetery Department	2,700.00
4. Fire Department	18,710.00
5. Street Department	9,125.00
6. Sanitation Department	12,600.00
7. Extraordinary	3,703.00
8. Sinking Fund	7,700.00
Total	<u>\$99,808.00</u>

State of Balance and Warrants

1. Balance 1 Jan. 1946	\$71,505.45
2. Warrants Outstanding 1 Jan. 1946	60,057.48
3. Warrants Issued 1 Jan. to 31 Dec. 1946	100,809.24
4. Warrants Paid 1 Jan. to 31 Dec. 1946	100,518.84
5. Warrants Outstanding 31 Dec. 1946	60,347.88
6. Balance 31 Dec. 1946	52,200.33
Total	<u>\$445,439.22</u>

CHART 17. MAYFIELD: ORGANIZATION CHART

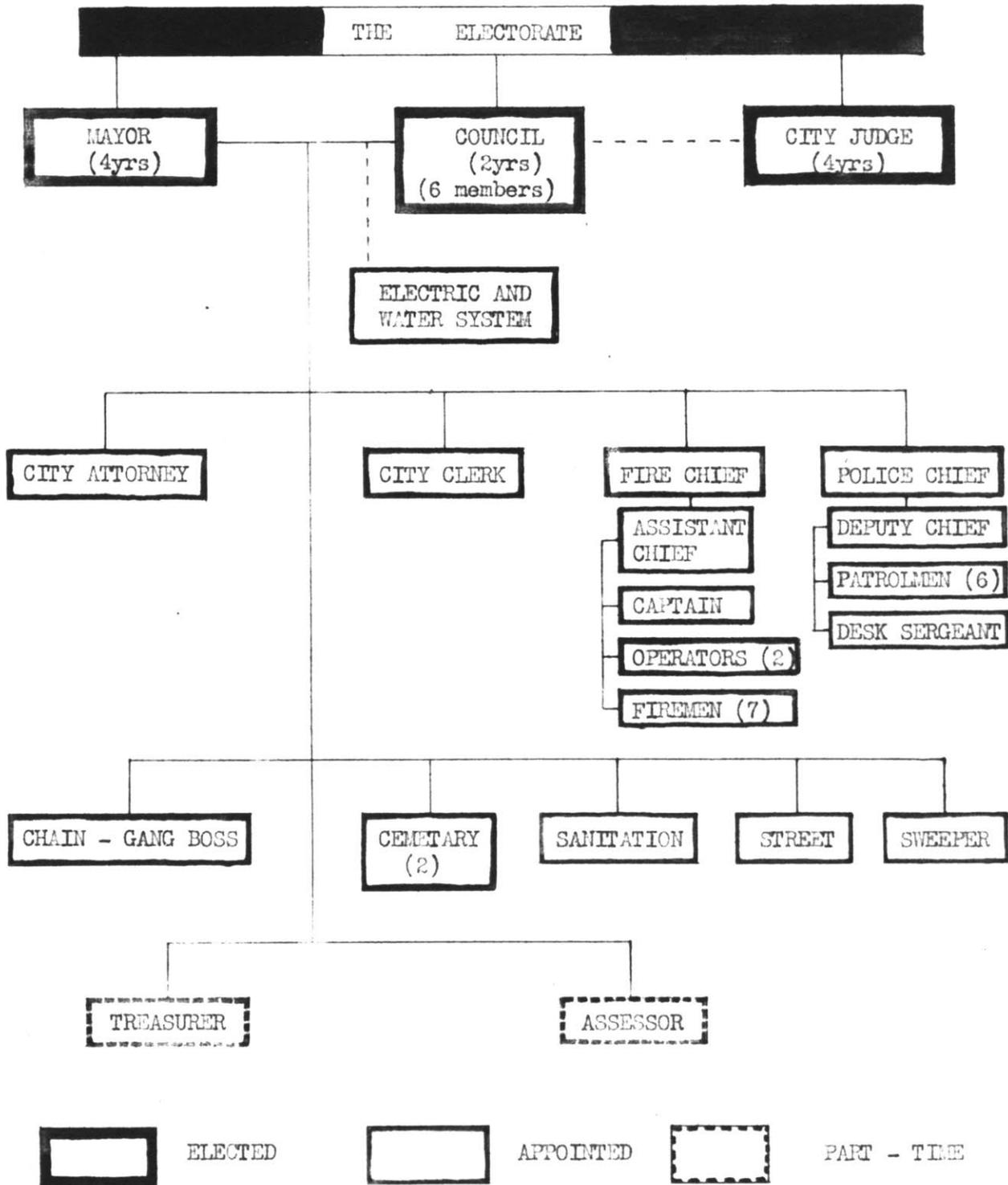


CHART 18

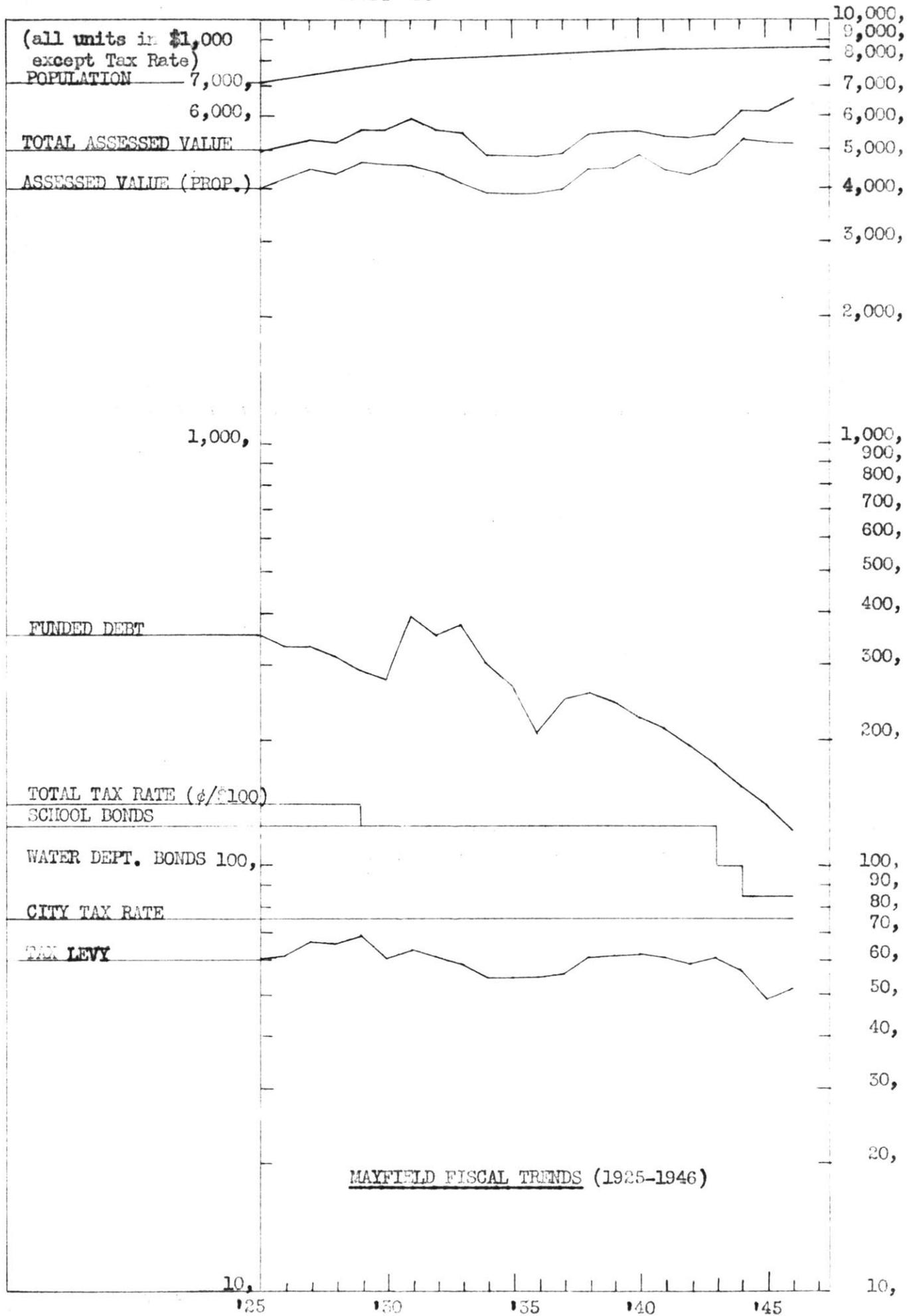


Table 8. MAYFIELD SCHOOL DISTRICT

I AUDIT (1945-46)

Income		Expenditure	
1. State Aid (school census)	\$32,541	Control	\$ 7,000
2. State Aid (Smith Hughes)	3,000	Instruction	86,937
3. Taxes		Operation	14,000
Property	76,620	Maintenance	4,500
Bank Shares	4,000	Fixed (Ins.)	2,000
Franchise	4,560	Auxilliary	3,000
Poll	2,196	Capital Outlays	7,800
4. Tuition	3,000	Debt Service	2,480
5. Other	1,800		
	<hr/>		<hr/>
Total	\$127,717		\$127,717

II BUDGET (1946-47)

Income		Expenditure	
1. State Aid (school census)	\$39,728	Control	\$ 9,362
2. State Aid (Smith Hughes)	2,478	Instruction	96,632
3. Vocational Training	2,320	Operation	12,855
4. Free lunch	4,500	Maintenance	4,906
5. Taxes		Fixed (Ins)	1,600
Property	82,680	Auxilliary	5,780
Bank Shares	3,900	Capital Outlays	6,000
Franchise	4,000	Debt Service	9,479
Poll	2,196		
6. Tuition	550		
7. Other	4,250		
	<hr/>		<hr/>
Total	\$146,604		\$146,615

CHART 19

MAYFIELD & MAYFIELD SCHOOL DISTRICT TRENDS

INCOME

\$ 300,000.

\$ 250,000.

\$ 200,000.

\$ 150,000.

\$ 100,000.

\$ 50,000.

SCHOOL & CITY  
TOTAL

FINES, &  
OTHER

TAXES

SCHOOL  
TOTAL

LOANS

STATE-AID

TAXES

0

135

130

135

140

145

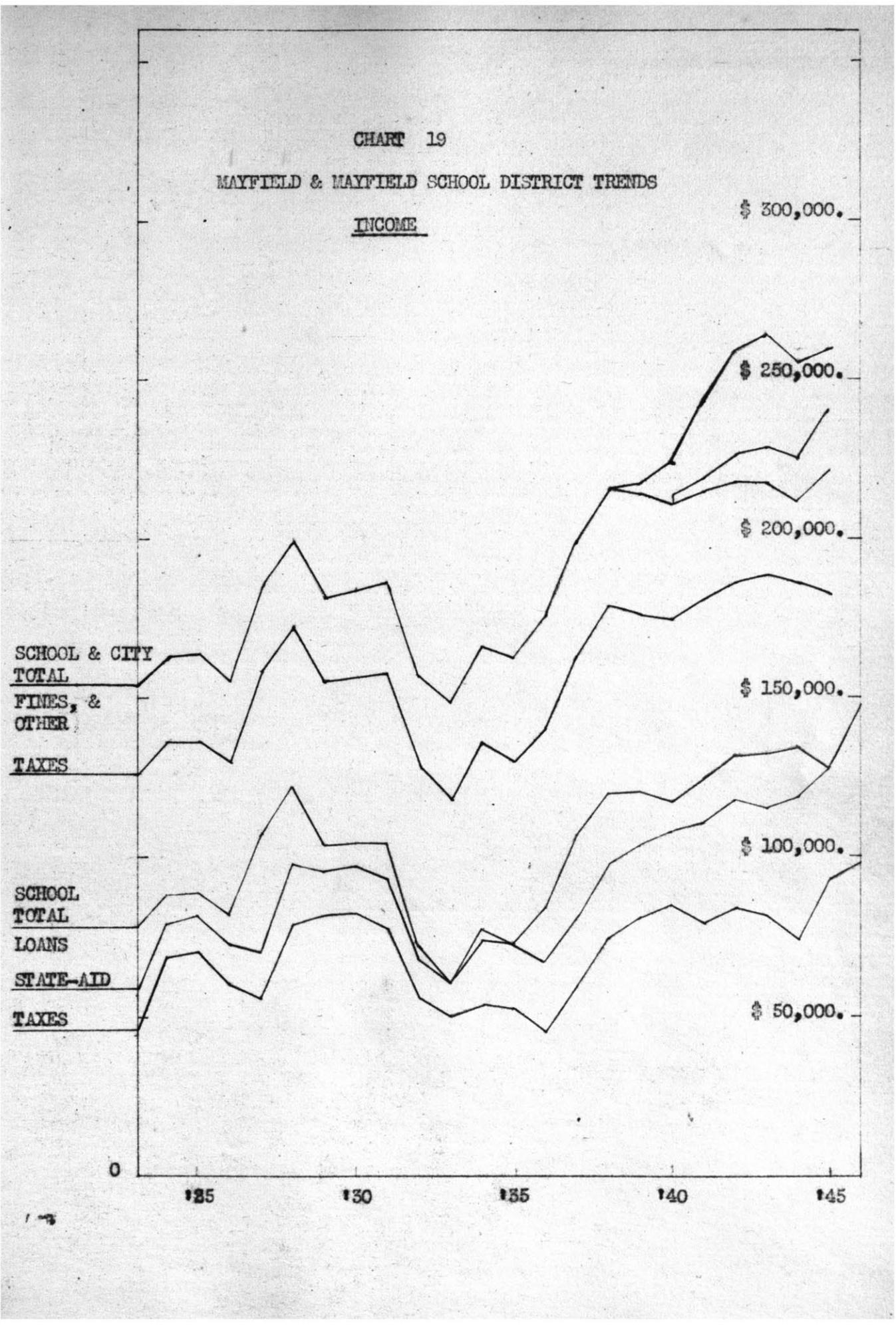
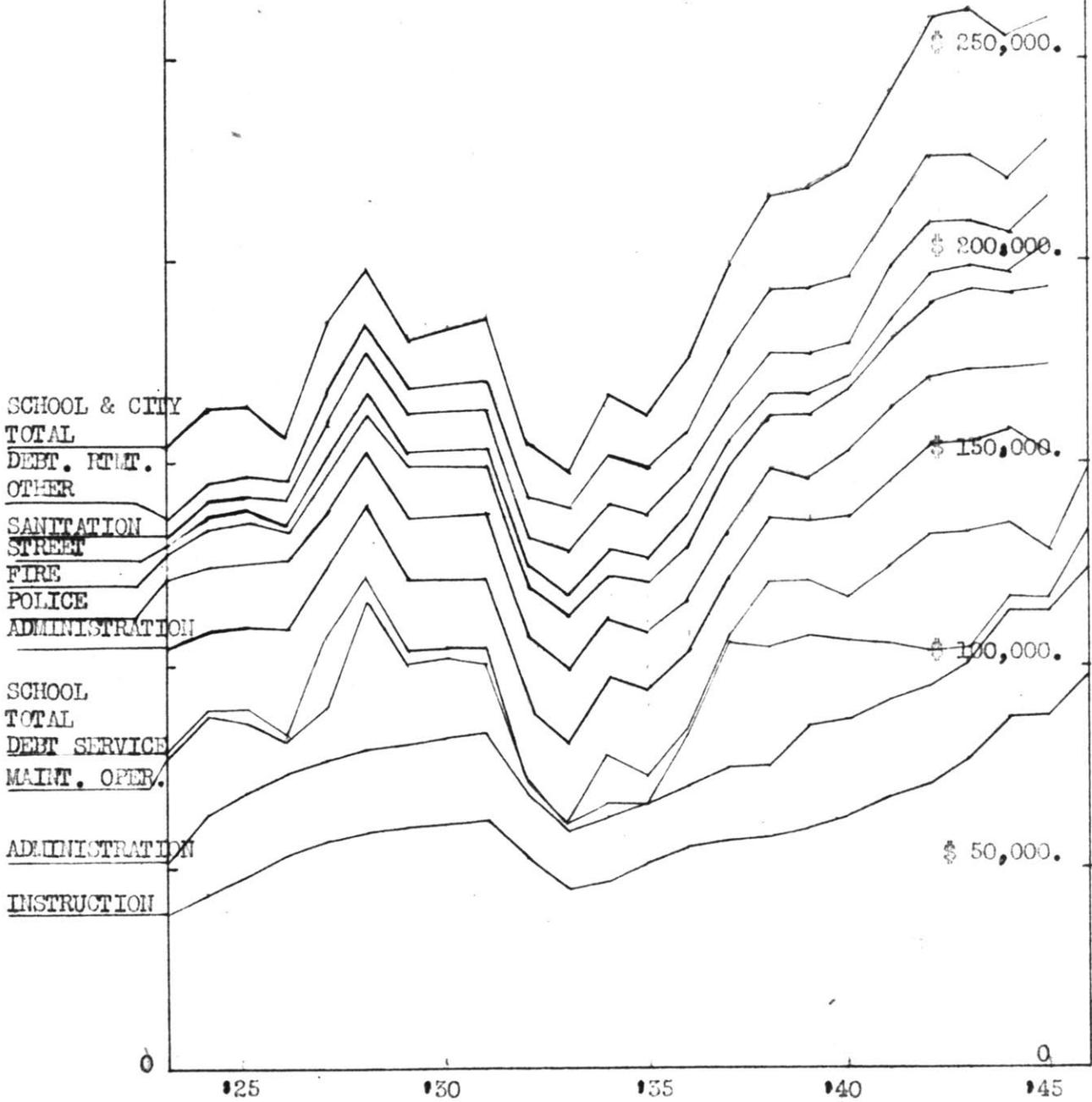


CHART 20

MAYFIELD & MAYFIELD SCHOOL DISTRICT TRENDS

DISBURSEMENTS

\$ 300,000.



## UTILITIES AND SERVICE

TRANSPORTATION: Railroad service to Mayfield and Graves County is furnished by the Illinois Central Railroad. Passenger service consists of two northbound and two southbound trains per day on the Louisville, Memphis, and New Orleans line. Freight handled in the yards amounts to about 6,500 car loadings and about 7,214 less than car loadings per year. (1) Connections are made at Memphis and Louisville for any point in the United States.

There are three truck service lines in Mayfield having van type trucks, bonded drivers, and full cargo insurance.

Bus service includes nine busses per day northbound to Paducah and nine per day southbound to Fulton and Memphis. (2) There are also bus connections with Paris, Tenn.; Benton, Ky.; Clinton, Ky.; Murray, Ky.; and Arlington, Ky. The routes followed by these busses through the county make mass transportation facilities fairly accessible to those living in the county. (3) Local bus service in Mayfield consists of two routes with one-half hour service which is to be changed in the near future to three routes with twenty minute service. (4)

There are fifteen State highways and one U. S. highway passing through Graves County. (5) Of these, six pass through Mayfield. The majority are gravel roads but either concrete or bituminous roads radiate from Mayfield due north, due east, southeast, southwest, and due west. U. S. Highway #45 is a through route from Chicago to the

(1) See table 9.

(2) See table 10.

(3) See figure 5.

(4) See figure 6.

(5) See figure 8.

the Gulf of Mexico. It is a good highway in Graves County except for its passage through congested areas in Mayfield. Maintenance of State highways is passable.

Rural roads maintained by the county are the real problem. Although the distribution of rural homes throughout the county makes many roads necessary and their cost of construction and maintenance exhorbiant, much of the present poor condition of these roads, results from poor administration. They are not well constructed, maintenance is insufficient, and bridges are built of untreated timbers requiring frequent replacement. It must be remembered that the development of agriculture depends to a great degree upon the condition of the rural road network. Business in Mayfield is also dependent upon this fact. From an econmic, physical, and social viewpoint the county rural network of roads is unsatisfactory.

City streets in Mayfield are maintained by the head of the street department who is appointed by the council and is paid \$110 per month plus the use of his truck. He is free to hire what help he needs and is assisted in his duties by the sanitation department and the chaingang boss who receives \$110 per month as well. The streets are fairly good for a southern community of its size. Sections of its thrity-three miles of concrete based bituminous streets show signs of insufficient stabilization but in general the construction of its primary streets is satisfactory. Some secondary streets in the low rental areas such as Pryor and Dunbar Streets show substandard construction but do not present a serious problem. From the viewpoint of circulation, however, the street system is inadequate in certain areas. (5) Diagonal parking

(5) See figure 8.

on narrow streets, multiple intersections involving many turns in the commercial area, lack of off-street parking facilities, "mule-monday", and the routing of heavy trucks through the center of the city have made traffic circulation hazardous, laborious, slow, and highly disagreeable to the local citizens and to those coming in from the county to do business. Although the installation of parking meters has helped the parking situation to some degree, those working in the business area, in the factories, and those from the county doing business in town find it necessary to park on the outlying residential streets. (6)

Pedestrian circulation within a city is important particularly in the downtown business area. Because of short blocks, congested traffic, and narrow sidewalks walking from store to store in the business area is a disagreeable task even during the week. This condition is as bad for business as dirty deteriorating shops.

Mayfield has had a municipal airport for several years. It was originally located just north of town but last year was moved east of town on route 98. It has never been very active and is not too active at present.

CONCLUSIONS: The main transportation problems are:

1. The rural road network is inadequately maintained.
2. There are inadequate parking facilities in downtown Mayfield.
3. As a result of narrow sidewalks, short blocks, and multiple crossing there is poor pedestrian circulation in the downtown area.
4. Reduced capacities of streets result from improper parking,

(6) "mule-monday" occurs on the third monday of each month at which time a great share of the county gathers in the streets surrounding the courthouse to sell or swap mules, and other farm equipment.

multiple intersections, multiple pedestrian crossings,  
and routing of heavy traffic through the center of town.

5. As a result of the transportational deficiencies found  
agriculture and business suffer as do the people themselves  
in carrying out the daily functions of work and leisure.  
The efficiencies of labor are reduced by poor circulation;  
the pleasures of recreation are reduced by traffic snarls,  
hunting parking areas, and crossing traffic congested streets.

UTILITIES: Mayfield is serviced by an adequate municipally owned water  
(7)  
system. The source of water consists of three wells (250') each  
manned by 1000 g.p.m. pumps. Storage consists of a 100,000 gallon  
reservoir and a 92,000 gallon 100' stand pipe. Normal water pressure is  
75 pounds per square inch. Although the water shows no pollution, it is  
chlorinated to protect it throughout the system. All other industrial  
and residential water used in the area is drawn from the 90' to 125'  
strata and has no effect on the city water supply. During the summer  
months industrial wells go dry and municipal water is used.

Water service is extended to those developments immediately adjacent  
to the city, 1900' north on U. S. Route #45, 2500' west on Kentucky Route  
#98, and 2500' south on the Paris Road. Chief among these customers is  
the Pet Milk Company. Both the Wickersham Brick Company and the Pet Milk  
Company have fire hydrants adjacent to their plants. All developments  
outside the city pay the same water rates as those within the city despite  
the fact that they contribute nothing to the paying of water department  
bonds.

(7) See figure 9.

The present water system is well administered and has sufficient capacity for future development of the city.

The Mayfield Electric and Water System has a contract with the Tennessee Valley Authority for its electric power and consequently has low rates. As a result of these new low rates between June 1942 and January 1947 the annual use of electricity jumped from about 5,900,000 k.w.h. to about 13,600,000 k.w.h. with but slight increase in the number of users. At present the highest hourly demand over a period of time amounts to 2886.86 k.w.h. per hour.

Electricity is furnished throughout the county by the West Kentucky Rural Electric Cooperative Corporation employing over 500 miles of R. E. A. lines and serving over 3,000 user members.

There is a privately owned gas manufacturing company having 35 miles of mains, serving 900 users, and manufacturing Butane-Air Gas.

Southern Bell Telephone Company furnishes telephone service to 1,600 subscribers through its Mayfield exchange plus those served by seven exchanges in the county. Both Western Union and Postal Telegraph Companies furnish telegraph service.

Mayfield is serviced by a municipally owned sewerage system including 28 miles of mains, an Imhoff Tank, and two sand filters. The mains have a capacity sufficient for a population of 25,000. (8) The Imhoff Tank, if properly maintained, has a capacity sufficient to allow for future growth while the filters under the same provisions are capable of handling the present load. Unfortunately there has been unsatisfactory maintenance of the plant and a very unsanitary condition exists at the

(8) See Figure 10.

point of effluence. The head of the sanitation department is appointed by the council, is paid \$150 per month, spends more time repairing roads than maintaining the sewerage system, and the maintenance performed is only on the mains and manholes.

The Mayfield fire department has a full-time paid personnel of twelve, three fire truck pumpers, a system of 187 fire hydrants, and first-aid equipment. The third fire truck pumper is a Waukesha model S.R.K.R. costing \$8975 and bought in April 1947 from current revenues. Indicative of good fire protection is the low fire insurance rate. The department answers calls outside the city limits without any charge and no contracts exist with those outside the city limits who receive this fire protection. An extension of city boundaries would entail additional expenditures for hydrants only. Most of the additional developed areas are already serviced by hydrants.

The police department has a full-time paid personnel of nine members, one squad car, one motorcycle, and 200 parking meters. The present setup is sufficient for an extension of boundaries.

Garbage collection is handled by scavengers, while trash collection (commercial area only) is made by the street department each morning. The trash collected is dumped in the county on various areas needing fill. Fortunately they are sufficiently distant from town so as to form no rodent or insect problem.

There are two city owned and operated cemeteries maintained by two caretakers appointed by the council, and receiving compensation of \$100 per month for the Highland Park Cemetery and \$175 per month for the Maplewood Cemetery and Harmon Playground combined.

The streets of Mayfield commercial area are cleaned by a sweeper who is appointed by the council and is paid \$85 per month.

#### CONCLUSIONS

1. Both Graves County and Mayfield are well supplied with cheap electricity.
2. Mayfield has an excellent water system and satisfactory fire and police protection. The county other than that adjacent to Mayfield does not have fire protection and only the State highway policing of traffic as police protection; the sheriff's functions of maintaining peace are unimportant his main job being tax collection.
3. The sewerage system, although adequately designed, is poorly maintained. There is unsatisfactory collection of garbage and trash.
4. While the Electric and Water systems are administered efficiently, all other utilities and services suffer from not being under the direction of a trained full-time executive.

## HEALTH AND WELFARE

All health and welfare services are administered by the county or the State; the city carries on no services in this field.

The Graves County Board of Health is supported by funds contributed almost equally by the county, the State, and the federal governments. It is trying to carry out an ambitious program under a limited budget. Its most outstanding work is being done in the field of discovering and isolating tuberculosis, discovery and treatment of venereal diseases, health education, and the spraying of residential and farm areas with D.D.T. to reduce malaria. This last movement is most interesting. Last year this spraying was performed free and proved very successful. This year it is being put on a more permanent basis with a charge of \$3.00 per house for giving protection for one season. It appears that the people have been sufficiently educated and that the program will be successful in spraying a large percentage of homes. There are two well-equipped private hospitals and one private clinic in Mayfield serving the county.

The public assistance office is maintained entirely by the State and Federal Governments. There is no participation by the county and the program includes only old-age assistance. Payments run a little less than \$20 per month plus health services, etc. Although figures are not for release to the public, the load is fairly heavy as a result of an older population and the economic condition of most of the people. As a result of a State law requiring those children financially able, to contribute to the welfare of dependent parents; the load was greatly reduced when war industries were operating. The payments made are

supposed to be used partially for food, for clothes, etc. Actually it all goes for food. Despite the small payment most old people by having small subsistence farms have been able to make a go of it. There are property allowances; however they are sufficiently large to allow them to keep their homes.

Veteran's services and unemployment compensation are handled by the employment office. The Farm Security Administration also has an office in Mayfield.

The county operates a poor farm which is badly administered and represents its only participation in welfare services.

This year the city is putting on a Community Fund Drive. It represents the first effort in this direction. Both Curlee and Merit have carried on limited welfare systems for their employees, however they are of an informal nature.

#### CONCLUSIONS

1. The State and Federal Governments handle the health and welfare services pretty generally.
2. Some fairly progressive work is being done by the Graves County Board of Health.
3. Welfare work in the county is backward in general and only token participation is affected by the local governments.

Table 9 Railroad Service

Illinois Central Railroad

North Bound	South Bound
10:37 a.m.	4:23 a.m.
12:13 p.m.	6:52 p.m.

Table 10 Bus Service

Greyhound Bus

North Bound	South Bound
5:27 a. m.	2:43 a.m.
7:42 a. m.	4:13 a.m.
11:42 a. m.	7:43 a.m.
1:47 p. m.	11:48 a.m.
5:12 p. m.	1:45 p.m.
7:52 p. m.	5:03 p.m.
	7:48 p.m.

Kentucky Stages (Murray - Nashville)

Lv. Mayfield	Arr. Mayfield
7:00 a.m.	6:50 a.m.
12:00 noon	11:50 a.m.
3:45 p.m.	3:40 p.m.
7:00 p.m.	6:50 p.m.

Belmont Stages (Mayfield - Benton)

Lv. Mayfield	Arr. Mayfield
7:50 a.m.	2:00 p.m.
(Clinton - Columbus)	
9:10 a.m.	5:15 p.m.

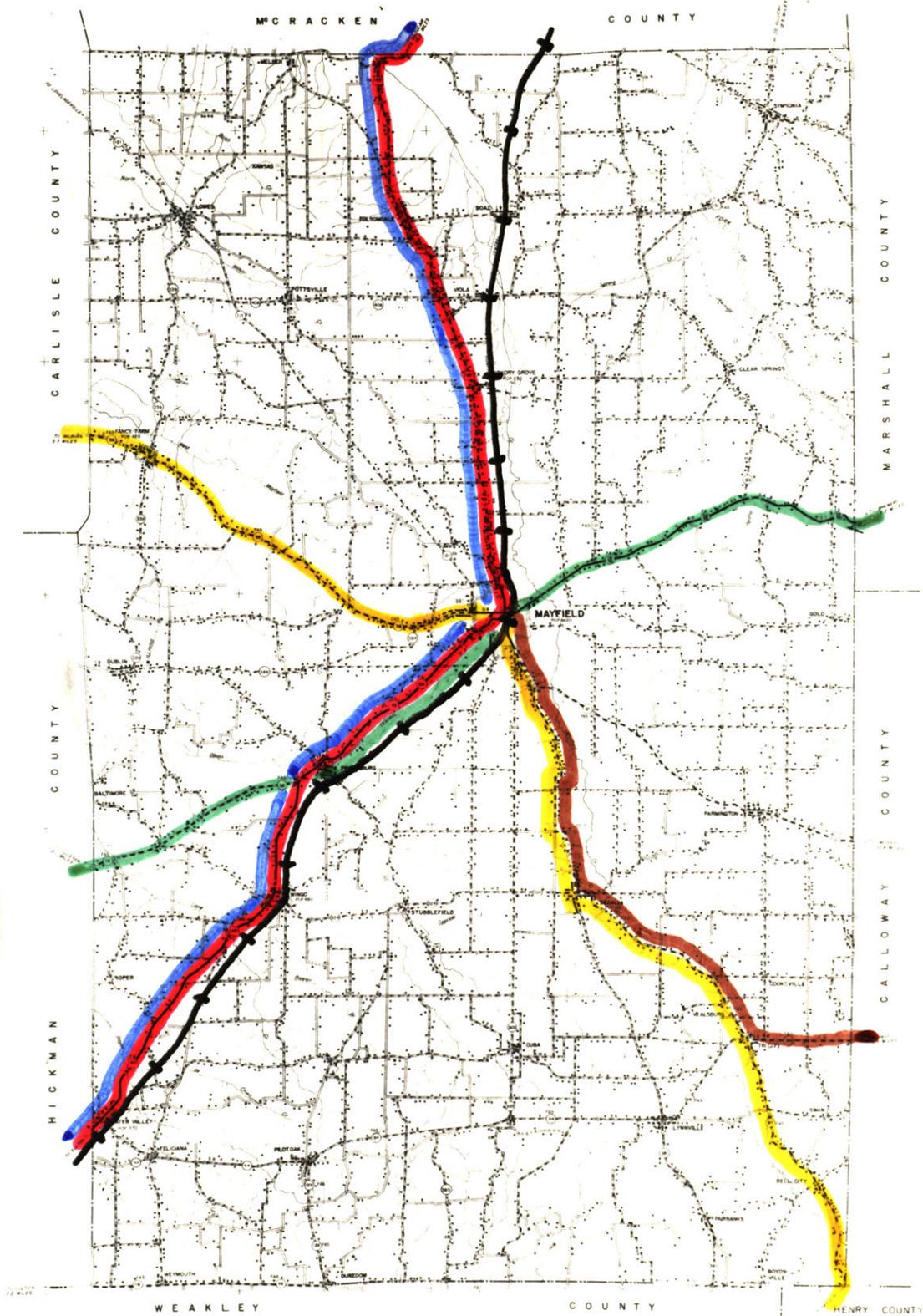
Brooks Bus (Fulton - Detroit)

North Bound	South Bound
11:30 a.m.	7:15 a.m.

Dunlap Bus (St. Louis -Nashville via Paris and Arlington)

North Bound	South Bound
9:05 a.m.	1:30 p.m.

FIGURE 5



- |   |                 |   |                |   |            |
|---|-----------------|---|----------------|---|------------|
|  | GREYHOUND       |  | BELMONT STAGES |  | DUNLAP BUS |
|  | KENTUCKY STAGES |  | BROOKS BUS     |   |            |

FIGURE 6

LEGEND



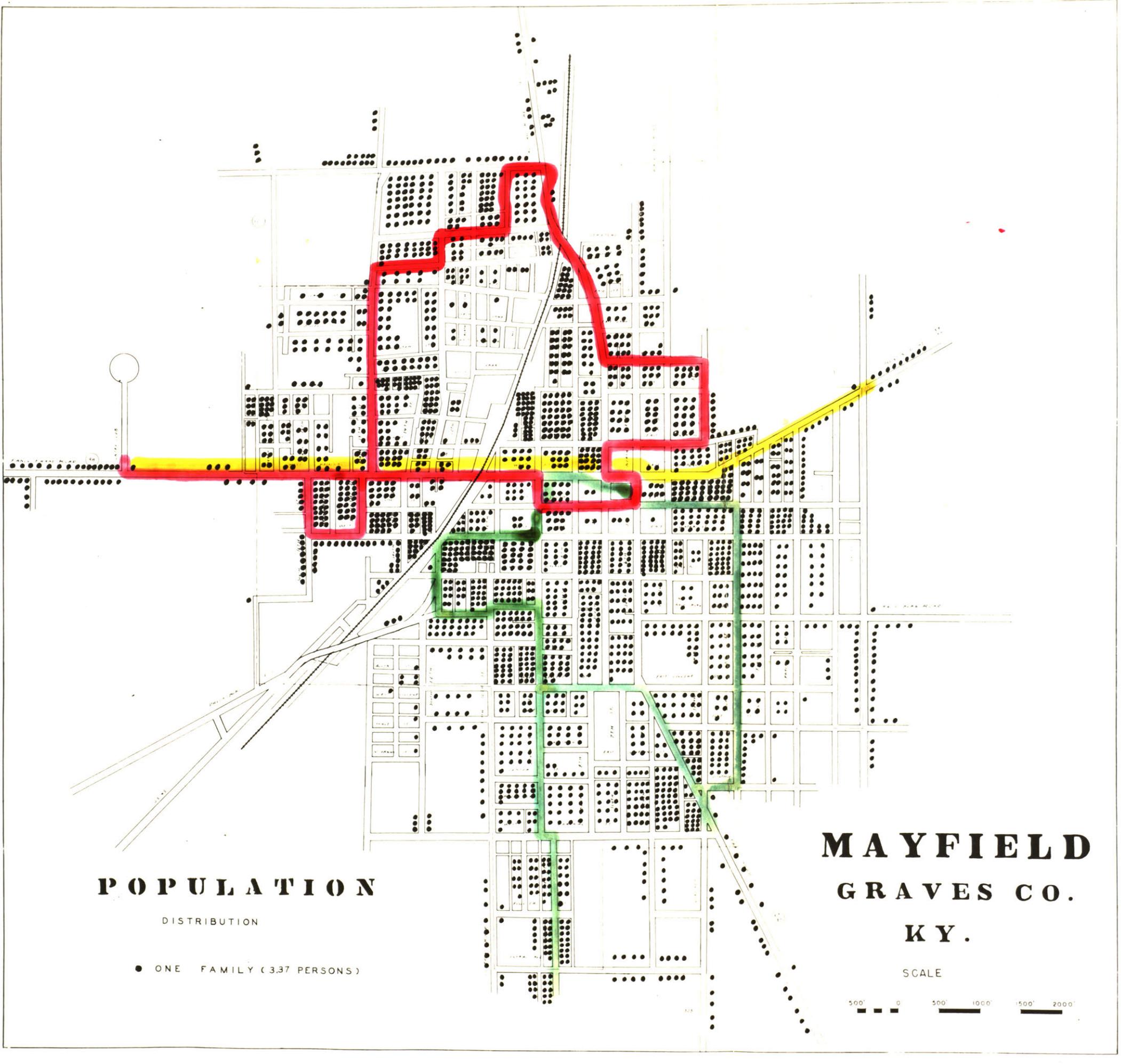
NORTH MAYFIELD ROUTE



SOUTH MAYFIELD ROUTE



PROPOSED BROADWAY ROUTE



# POPULATION

DISTRIBUTION

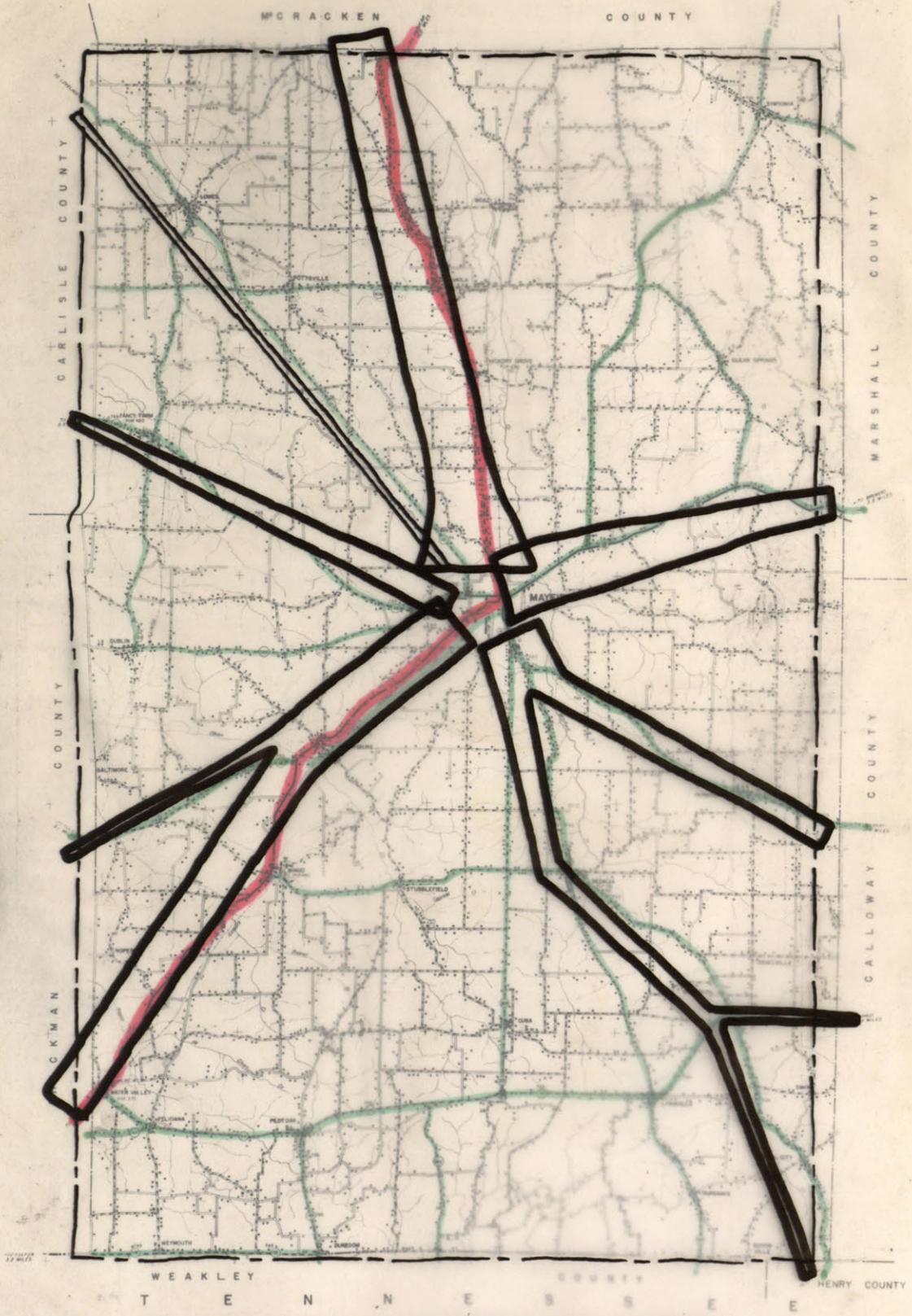
● ONE FAMILY (3.37 PERSONS)

# MAYFIELD GRAVES CO. KY.

SCALE

500' 0 500' 1000' 1500' 2000'

FIGURE 7



ONE INCH EQUALS 5,000 VEHICLES PER 24 HOURS. MINOR KY ROUTES

FIGURE 7

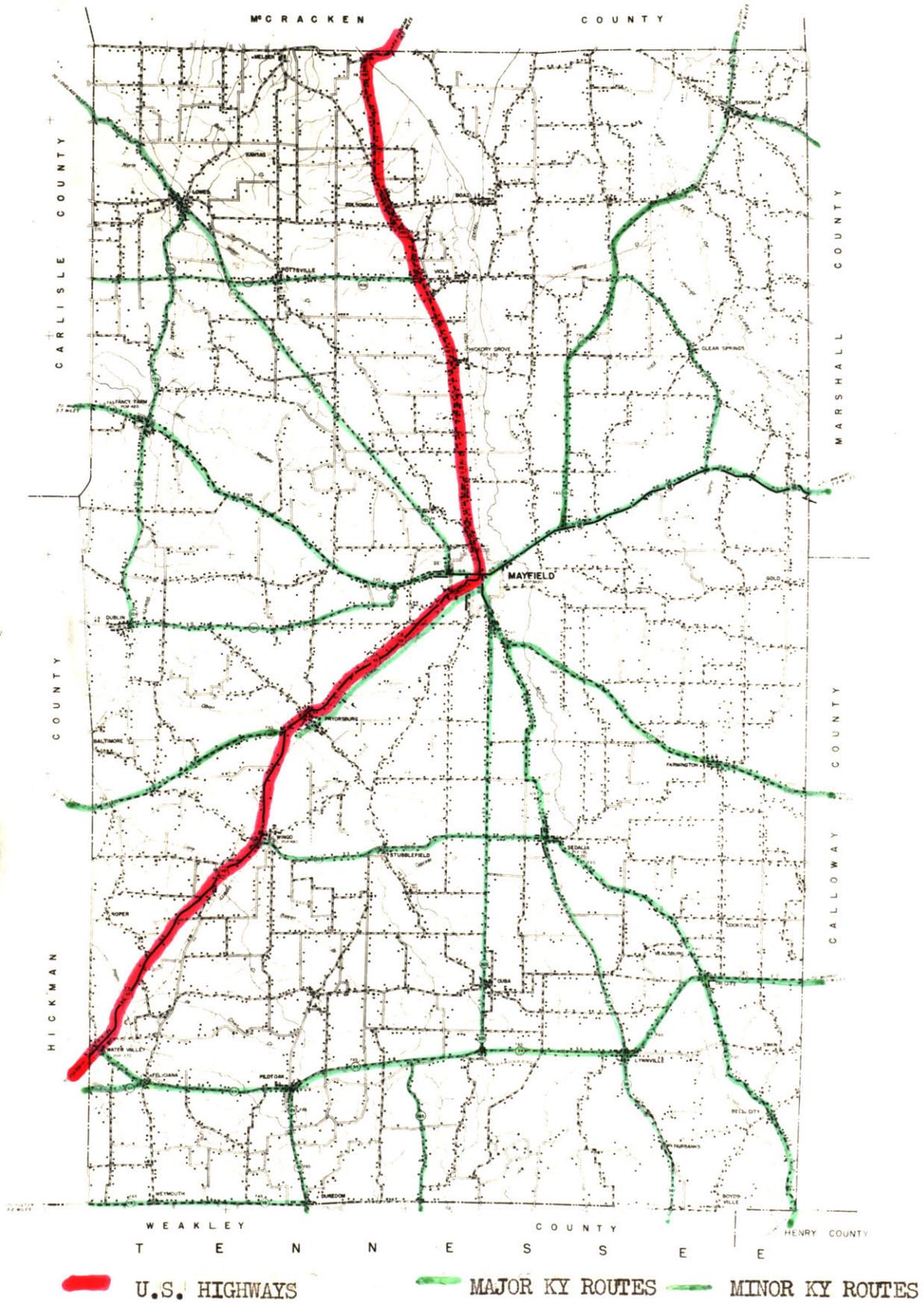
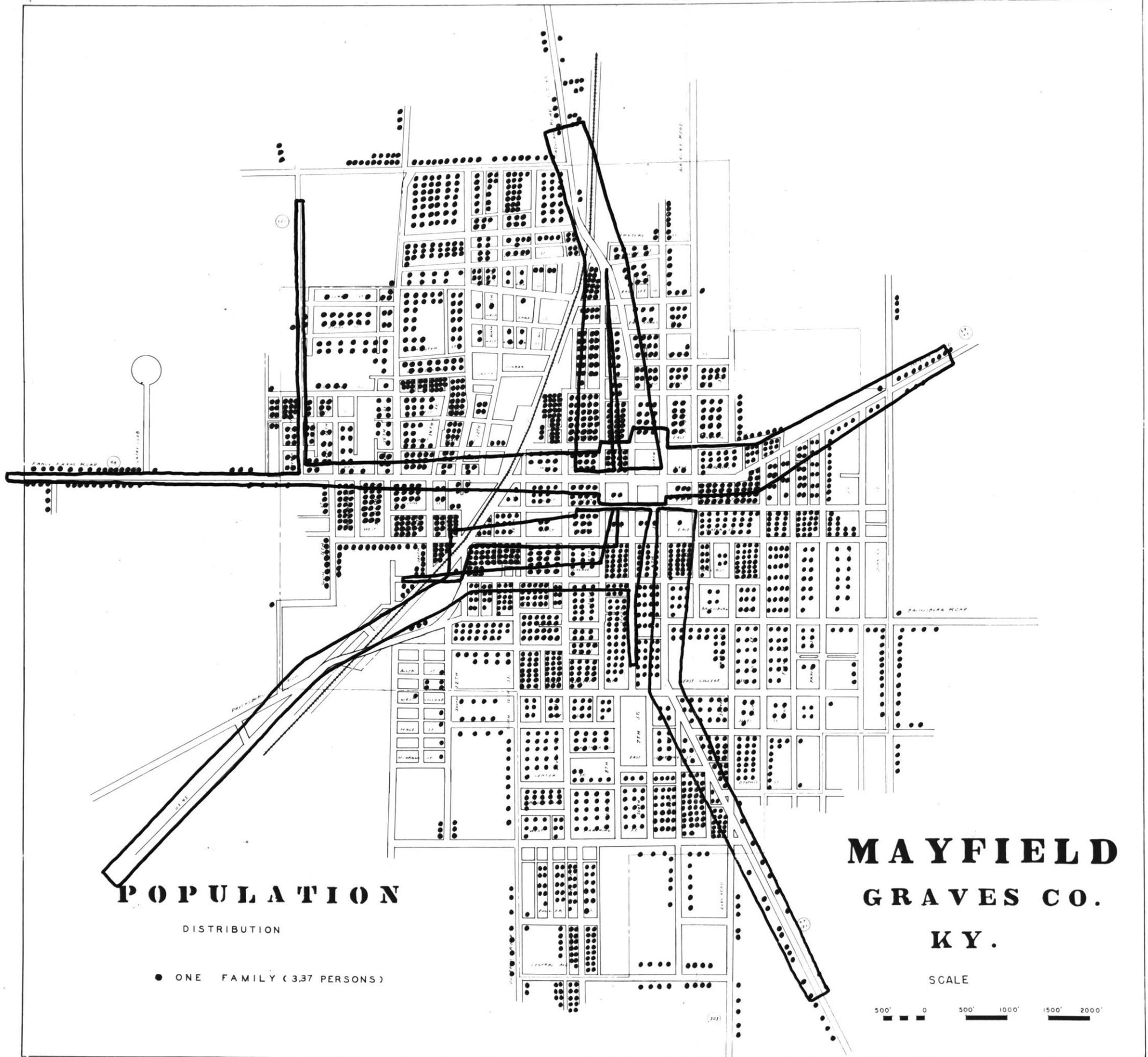


FIGURE 8  
TRAFFIC IN MAYFIELD

ONE INCH EQUALS 10,000  
VEHICLES PER 24 HOURS.



# POPULATION

DISTRIBUTION

● ONE FAMILY (3.37 PERSONS)

**MAYFIELD**  
**GRAVES CO.**  
**KY.**

SCALE

500' 0 500' 1000' 1500' 2000'

FIGURE 8A

MAYFIELD: TRAFFIC FLOW BUSINESS CENTER.

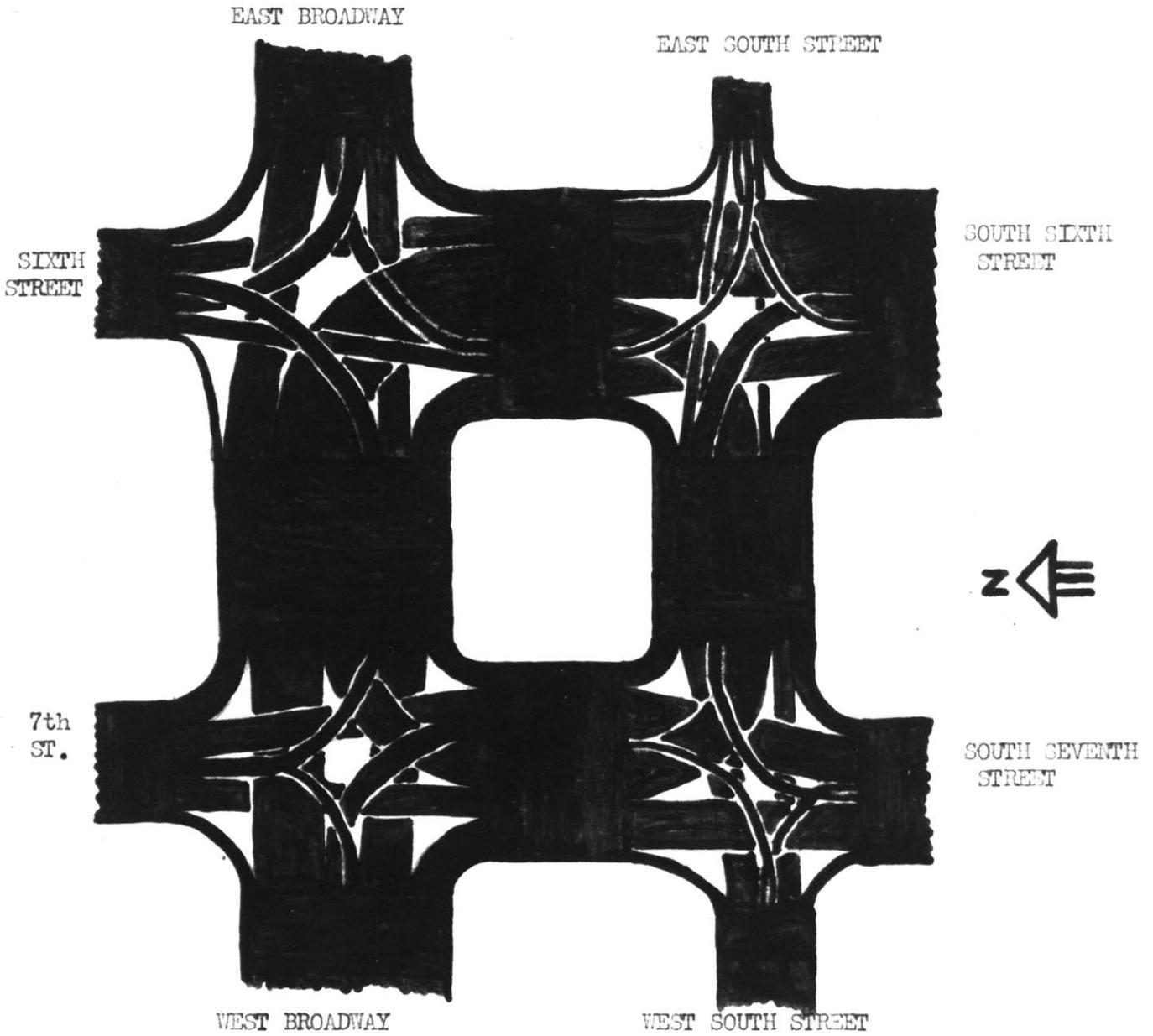
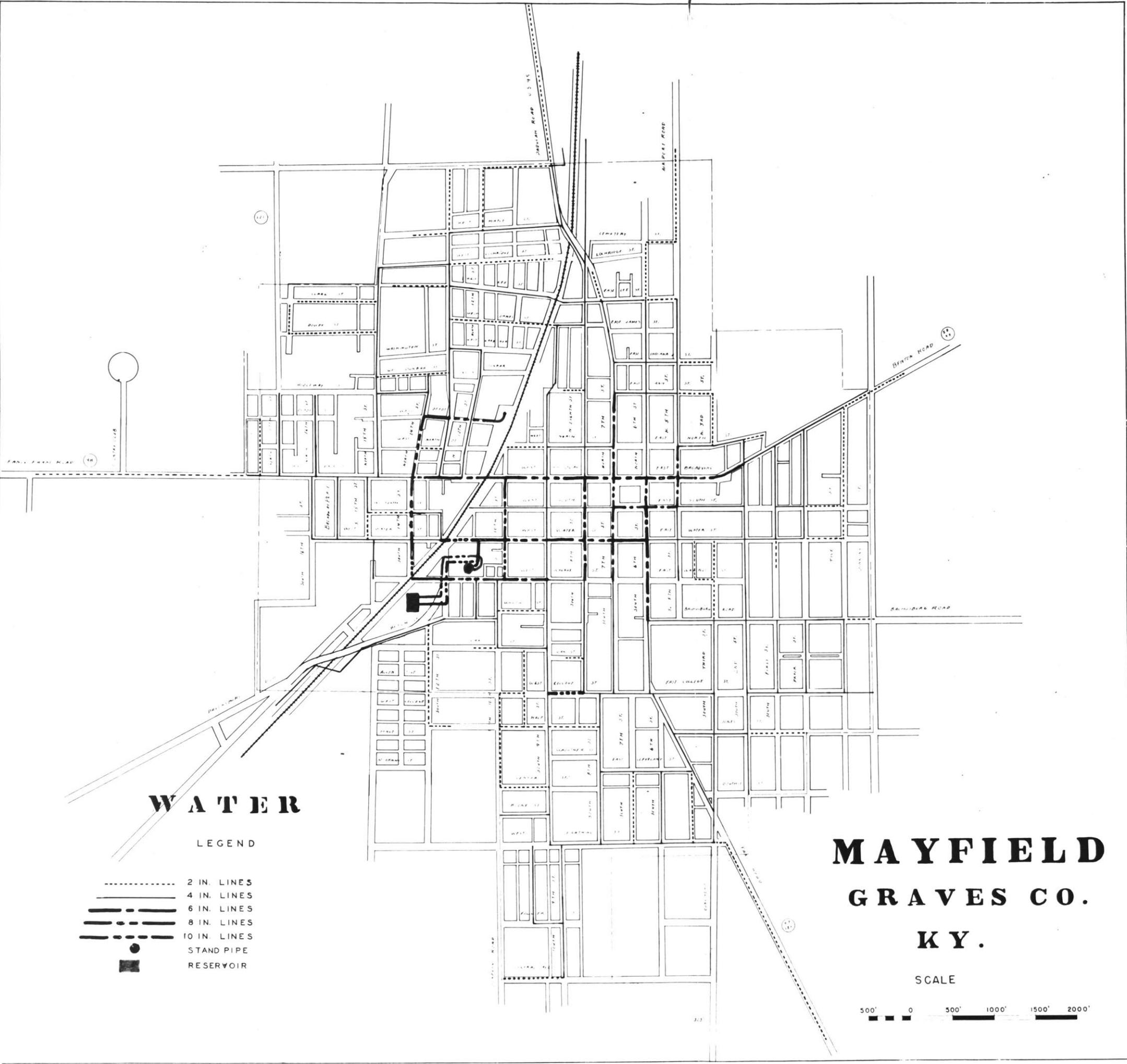


FIGURE 9

WATER SYSTEM: MAYFIELD



# WATER

## LEGEND

-  2 IN. LINES
-  4 IN. LINES
-  6 IN. LINES
-  8 IN. LINES
-  10 IN. LINES
-  STAND PIPE
-  RESERVOIR

**MAYFIELD  
GRAVES CO.  
KY.**

SCALE



FIGURE 10  
SEWERAGE SYSTEM: MAYFIELD

# SEWERAGE

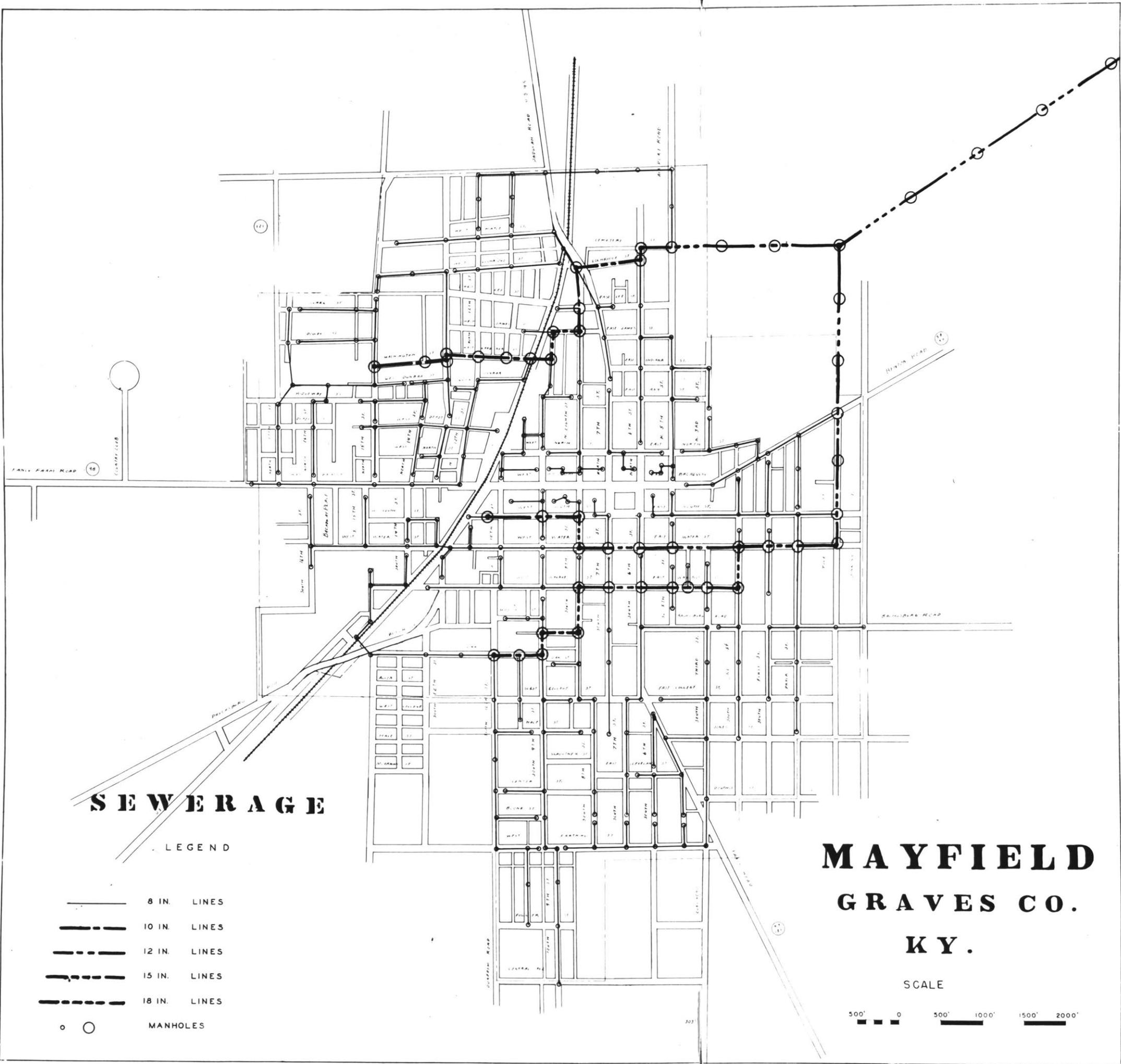
## LEGEND

	8 IN. LINES
	10 IN. LINES
	12 IN. LINES
	15 IN. LINES
	18 IN. LINES
	MANHOLES

**MAYFIELD**  
**GRAVES CO.**  
**KY.**

SCALE

500' 0 500' 1000' 1500' 2000'



## EDUCATION

No one service of government has grown in magnitude as much as that of education. This fact is strikingly true in Mayfield where the tax levy for education is almost twice that for all other services and State-aid is received to supplement this source of revenue. The status of such a service is highly important to the well being of any community.

GRAVES COUNTY: The Graves County school system includes eight high schools, one junior high school, three colored elementary schools, and thirteen white elementary schools. Until last year the system operated under a tax rate limitation of 75¢ per \$100. This fact resulted in the county's having a tax levy almost identical with that of the Mayfield schools despite ~~their~~<sup>its</sup> school census being as much as 340% of Mayfield's and its enrollment as much as 320%. Greater aid was received from the State as a result of the greater school census.<sup>(1)</sup>

This year, however, the tax rate limit is the same as the city's; \$1.50 per \$100. At present the county is not faced with any problems of raising sufficient money through the tax levy to carry out its present program.

The physical layout of schools in Graves County is not peculiar to the county. The faults found here are pretty generally true elsewhere. In the first place, the common error of erecting expensive inflexible buildings with inefficient use of space is particularly true of the high school and junior high school buildings. This fact coupled with movement of population from the county and redistribution within the county has

(1) See table 11. charts 21, 22.

resulted in at least four high schools having sufficiently small enrollment as to question the adviseability of keeping them open.<sup>(2)</sup> One of these schools was built in the latter thirties. Despite the fact that land costs are a minor factor and distances a major factor, one high school is located in the extreme northeast corner of the county, three high schools are located within a short distance of each other in a district which has shown a 25% decrease in population from 1920 to 1940. The one district which actually showed a growth in population has no high school. The real deficiencies, however, are to be found in the elementary schools where poor equipment is the rule. A complete study of school population location should be made and consideration given as to the possibility or redesignating areas serviced by schools, of closing some buildings, and of building new inexpensive flexible school buildings to fill some apparent voids. Certainly any changes contemplated should consider the fact that there is migration of population from the county, a redistribution within the county working toward Mayfield and a long trend of diminishing enrollment and school census.

Graves County school enrollment represents about 69% of its school census while the State average is about 73%. This represents a terrible deficiency when it is realized that State law requires compulsory school attendance for children between ages of seven and sixteen. It has been pointed out that the chief reasons for unsatisfactory school attendance are poor school programs and the non-availability of schools.<sup>(3)</sup>

(2) See figure 11.

(3) "One great reason for unsatisfactory school attendance in Kentucky is the failure of the educational program to meet the needs of the child. The best guarantee of regular attendance is to make the school program so interesting and important to the child that he will want to attend school. Still another reason for unsatisfactory attendance, particularly in high school, is non-availability of schools. It is useless to hope for good school attendance in Kentucky until schools are made available to all children and until the educational offerings can be made to seem worth while to children and parents". Final Report, Postwar Advisory Planning Commission of Kentucky, Frankfort, Ky., 1945 p. 60.

The school program carried out in Graves County is unimaginative, answers few of the needs beyond minimum literacy, has no provisions for adults, has no vocational facilities, and makes no attempt to train for the use of leisure time. Despite the presence of rich supplies of high grade clays, there is nothing in the program related to ceramics; and even more glaring is the lack of agricultural education.

There is one condition in the school system peculiar to Graves County. Fancy Farm has a parochial school supported to a large degree by county funds, administered and staffed by the Catholic Church, and having a mixed student body of Catholics and Protestants. Concessions are made on the part of the Church in not requiring religious subjects, etc. The arrangement has proved quite satisfactory and has prevented duplication of services.

MAYFIELD: The Mayfield school system consists of one high school, one junior high school, three elementary schools, and one colored school (grades 1 - 12). It operates under a budget in the neighborhood of \$140,000 of which roughly 25% is furnished by grants-in-aid. In spite of a growth in population enrollment and school census have been declining since 1935. The sudden drop in school census is difficult to explain, but the drop of enrollment from 1938 to 1939 was probably due in some degree to the opening of the new Sedalia school. Enrollment received its first boost in 1946 with the entrance of "war babies". The school census which was maintained until 1945 by the high school age groups is now falling off rapidly there but is being maintained by the war babies coming of age (6 years). School attendance runs about 92% for whites and 88% for colored.

Mayfield's schools are well located. The three elementary schools are situated so as to divide the city into rather logical areas of equal

school population.<sup>(4)</sup> West Ward and East Ward schools are located near enough to undeveloped land to make expansion of grounds relatively simple. The junior and senior high schools are located sufficiently close to the center of town to serve the community adequately. The Dunbar colored school is located in the center of the crescent shaped area housing the negro population.

Buildings furnish sufficient space (28 students per classroom for whites, 15 per classroom for colored, and 43 in the largest class room) but require better lighting, particularly the elementary schools. All buildings have been fairly well maintained. The Dunbar school is the only one having a sufficiently large site. East and West Ward schools need only slight additional area for playground space in order to be adequate. The crowding into one small site of the South Ward, Junior, and Senior High schools makes it completely inadequate. At present the elementary school children must play on the sidewalk because of the danger of playing on the football field in back of the school and rules against playing on the front lawn. There is a definite need for a new elementary school site separate from the junior and senior high schools. Even with the elementary school removed the present site is insufficient. Although class rooms, shops, auditoriums, gymnasiums, music rooms, domestic science rooms, science laboratories, cafeterias, and landscaping are sufficient for both colored and whites, no site has acceptable recreational areas and facilities. Dunbar with its football field, baseball diamond, and apparatus area represents the best attempt.

(4) See figure 12.

The school system operates on a 6-3-3 system modified by reason of building facilities on the high school site. Here the system is actually 4-3-4. There are sixty teachers of whom six are principals and nine are colored. At present salaries are too low and because of the difficulty in getting teachers they are not well distributed. The Kentucky Educational Association has justifiably demanded a \$2,000. per year average for all teachers. In addition to the raises this would bring about, it also offers the flexibility necessary to reclassify positions according to their job specifications and to initiate better personnel practices regarding recruitment and promotion. At present the teaching personnel are required to have completed four years of college and had training in education.

Mayfield has an unusually progressive program for a small southern community. It encompasses in addition to the usual courses; social sciences, physical sciences, home economics, shop, business, music, and apprenticeship distributive training. The apprenticeship training is the most progressive step. Courses are given in salesmanship, and other phases of running a business. An important part of this is the arranging with various businesses for the students to actually take part in their operation.

Unfortunately there are several shortcomings to the program and the way it is carried out. In the first place, there are no art courses particularly in ceramics. The physical training is limited to calisthenics in classrooms for elementary school children, and football and basketball for high school students. The shop courses are sufficiently disorganized as to be ineffectual. Although there is sufficient woodworking and metal-working equipment, most of it has not been installed, instruction is by a teacher burdened with other tasks and interests, and a program of activity is nonexistent. The shop course is little more than a name. There is also

no drafting course to supplement the shop course. Extra curricular activities are very limited; music, football, and basketball being the primary ones.

The most serious deficiency of the educational system is the nonexistence of an adult education program.<sup>(5)</sup> There has been no attempt to make the school serve as a community center despite ample facilities in the fields of music, manual arts, drama, business, discussion, and indoor athletics.

Most commendable of the system is its broad educational opportunities for colored people. Despite a very small enrollment almost all facilities available to whites are available to colored students.<sup>(6)</sup> In the field of recreation they are somewhat superior.

LIBRARIES: Library service throughout the city and county has taken great steps forward but is still completely inadequate. The county library occupies one small room in the courthouse, has 3560 volumes, is a member of the Regional Library of Murray State Teachers College affording access to all of their books, and has a mobile library unit. There are 2600 registered borrowers using this service.

The Mayfield high school library has 3234 volumes with but slight distribution outside of the school. The Merit Clothing Company has a library and reading lounge having 3924 volumes, a seating capacity of 25, and 1050 registered borrowers.

(5) "The school has been slow to recognize its responsibility for adult education. The idea that the school is for children only is so well entrenched that suggestions for expansion to meet adult interests and needs are often considered and imposition rather than an opportunity. And yet the school is filling only a part of the educational needs of the people when it confines itself solely to the school-age group. Changes in social, political, and economic structures are taking place so rapidly that continuous study is necessary if we are to keep informed on problems that vitally affect our lives. Lack of understanding of these problems leads to apathy or even to the developments of anti-social attitudes. Lack of interest in politics is one of the most common characteristics of our citizens." Final Report, Postwar Advisory Planning Commission of Kentucky, Frankfort, Ky., 1945 p. 60.

(6) The colored school does not have a band or orchestra because there are not enough students.

PAROCHIAL SCHOOLS: In addition to the Fancy Farm school previously mentioned there is Saint Josephs located in Mayfield. This school teaches grades one through eight and has an enrollment of about 150 of which a little less than half come from Mayfield.

CONCLUSIONS:

1. There is no provision for adult education.
2. There is no training for the use of leisure time.
3. There is no vocational education in the county system.
4. Arts and crafts are hopelessly overlooked.
5. Despite their being well placed Mayfield's school sites are inadequate. Many of the county sites are poorly located and buildings of too great capacity.
6. Library services are highly inadequate.
7. Colored school program and facilities in Mayfield are unusually good.
8. Teacher's salaries are inadequate and there is a need for reclassification of different teaching positions.

Table 11 Graves County School Audit ( 1942-43 )

Income		Expenditure	
1. State Aid	\$ 76,346.	1. Administration	\$ 6,483.
2. Taxes	83,416.	2. Instruction	85,393.
3. Loans	9,946.	3. Operation, Maint.	56,486.
4. Other	9,752.	4. Capital Outlay	1,661.
		5. Bonds	10,174.
<hr/>		<hr/>	
Total	\$170,611.	Total	\$160,197.
Balance 1 July 1942	7,332.	Balance 30 June 1943	17,746.
<hr/>		<hr/>	
Grand Total	\$177,943.	Grand Total	\$177,943.

CHART 21

GRAVES COUNTY FINANCIAL TRENDS ( SCHOOL )

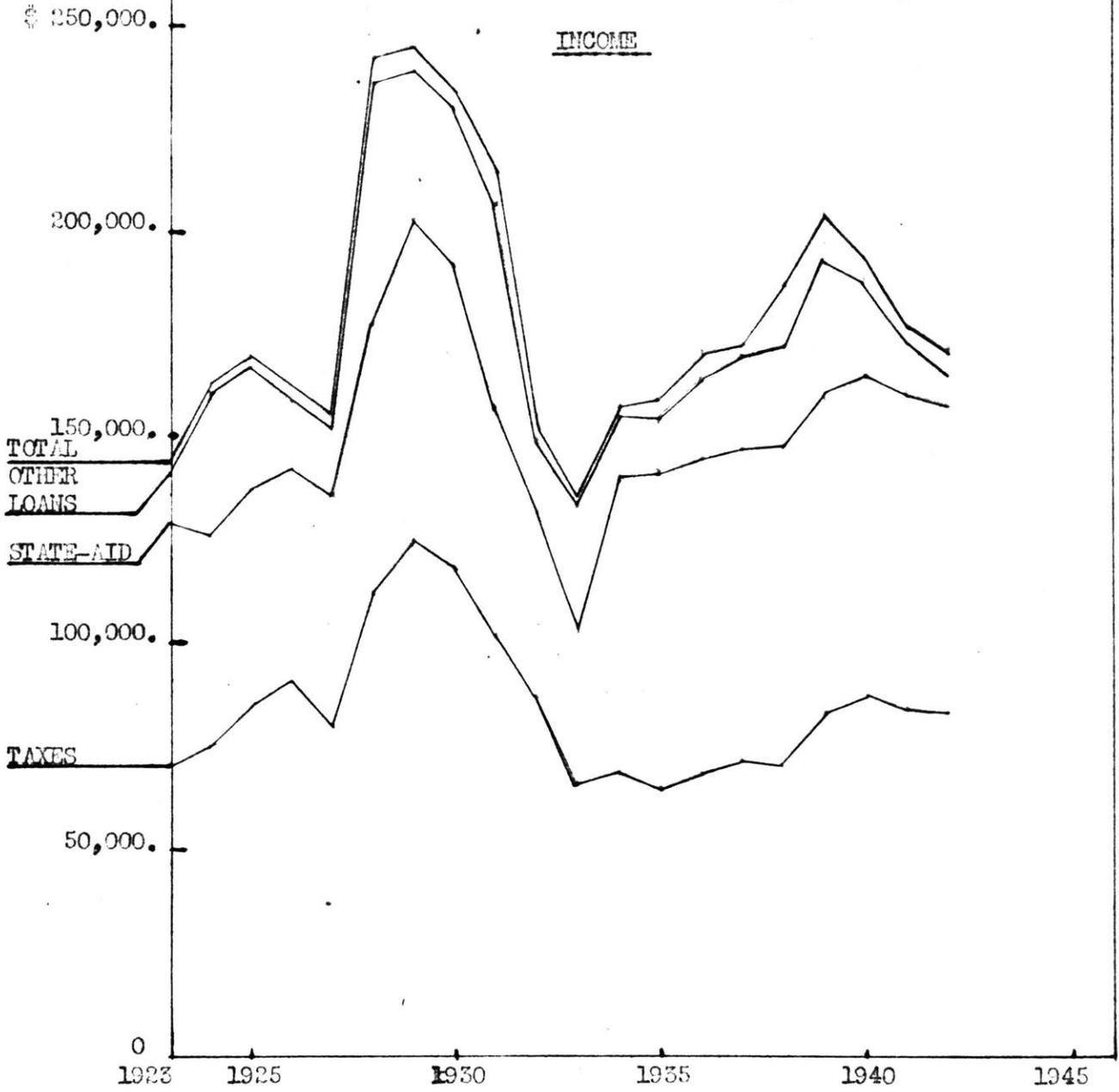


CHART 21A

GRAVES COUNTY TRENDS ( SCHOOL )

EXPENDITURE

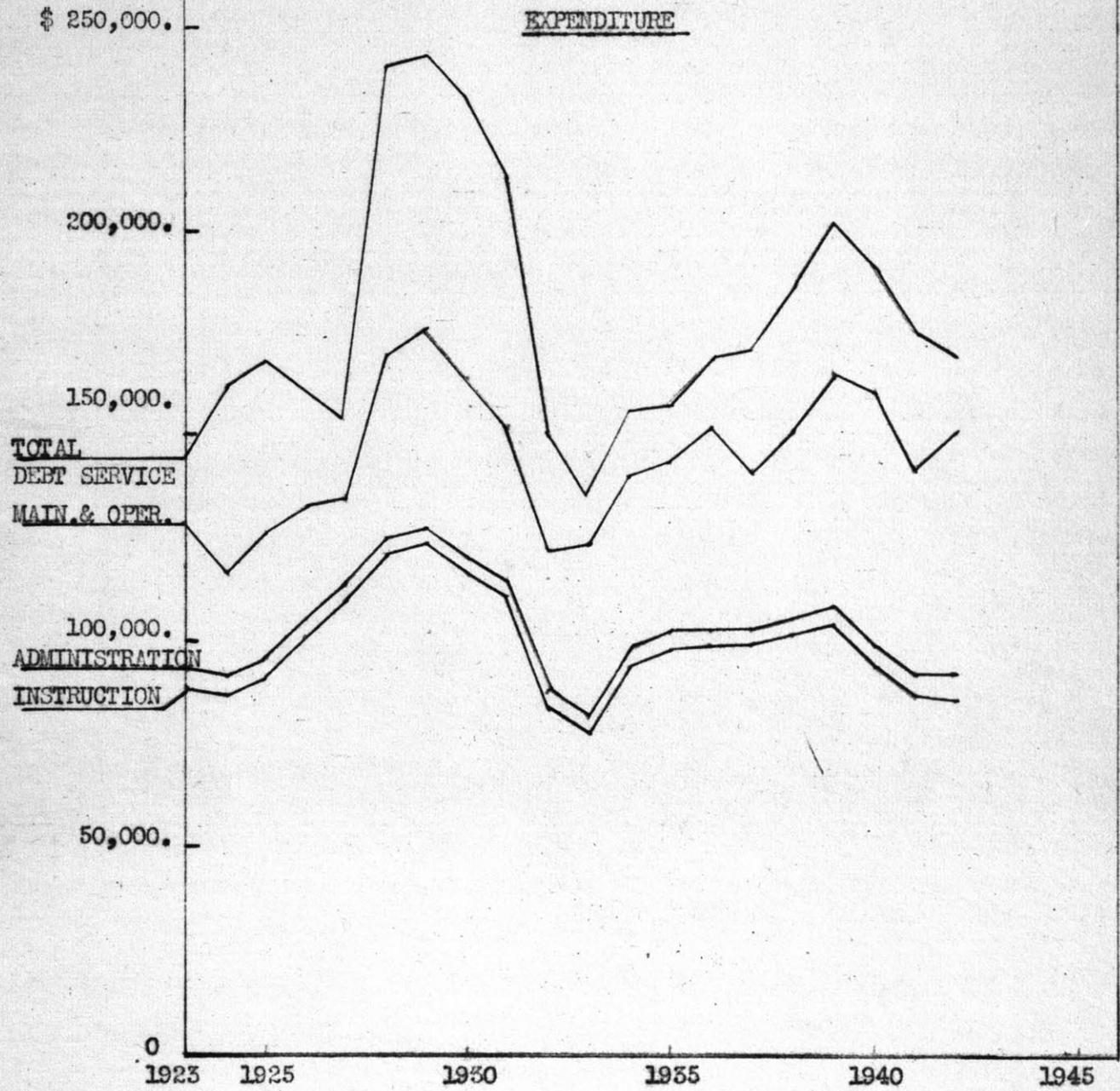


CHART 22

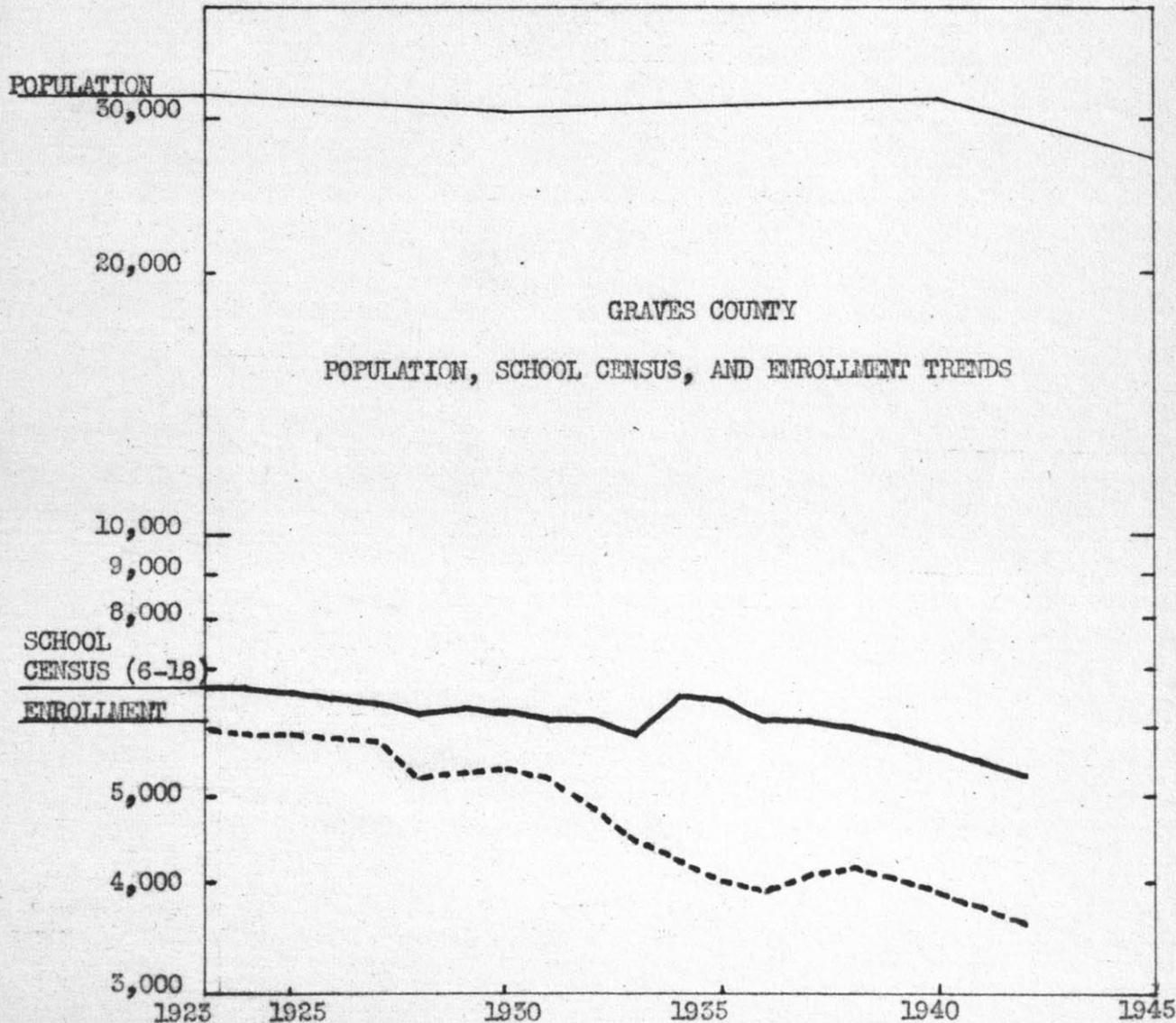
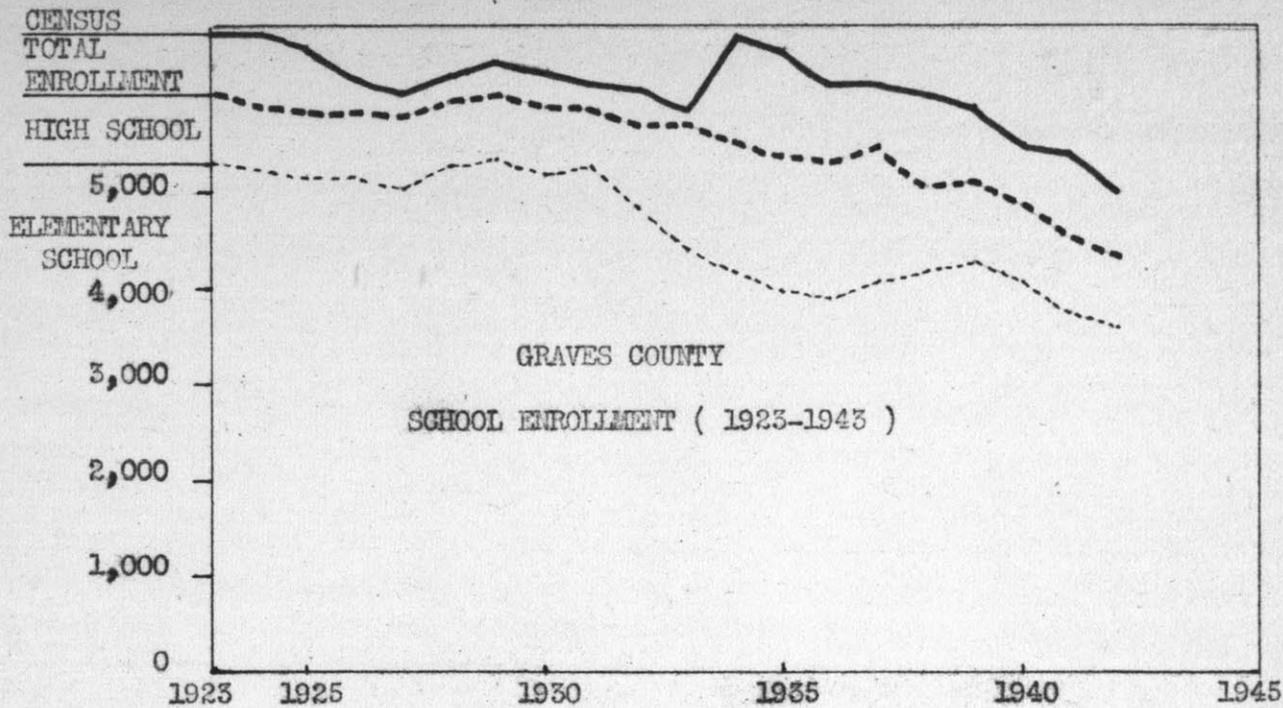
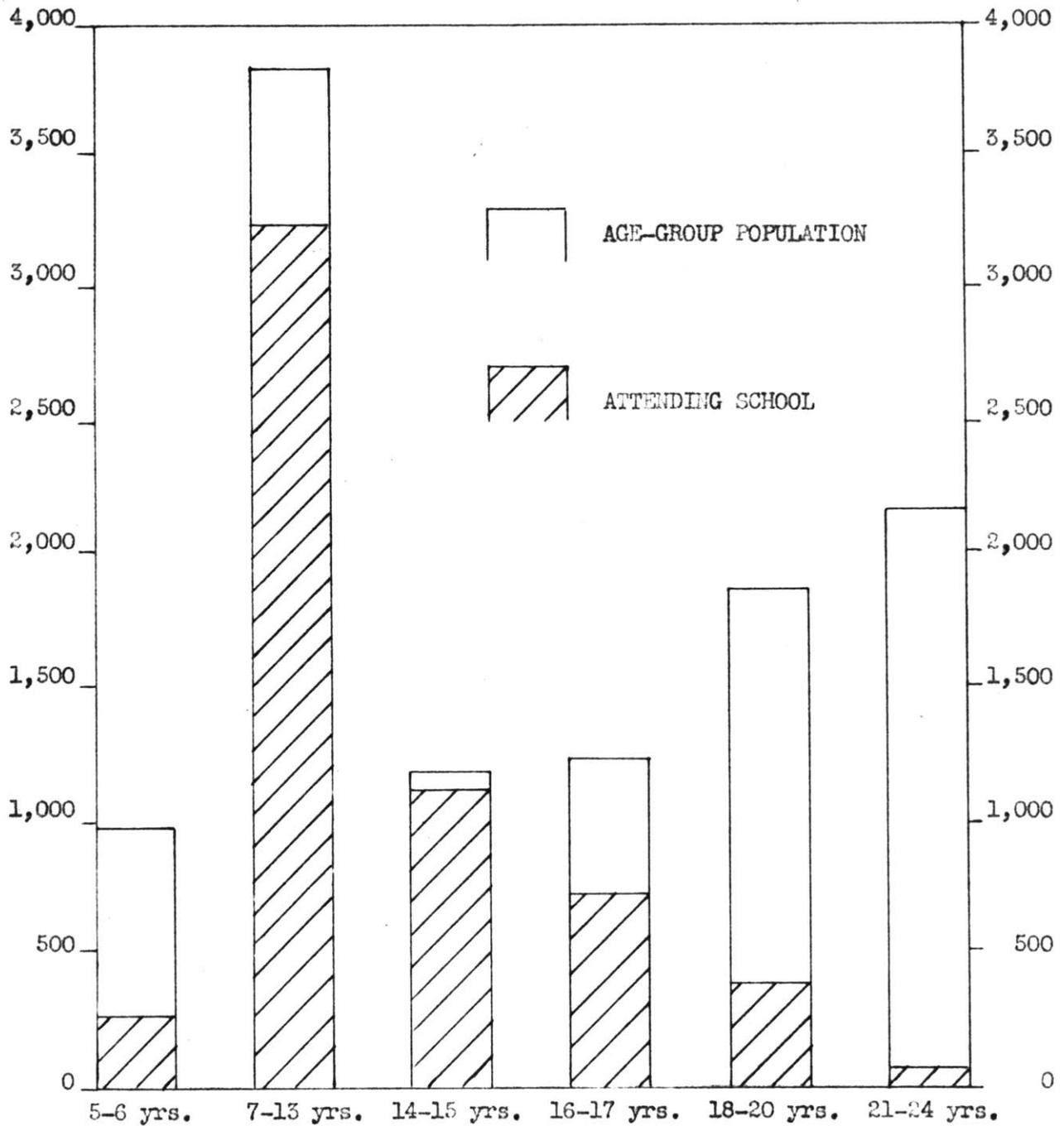


CHART 22A



GRAVES COUNTY SCHOOL ATTENDANCE (1940)

CHART 23

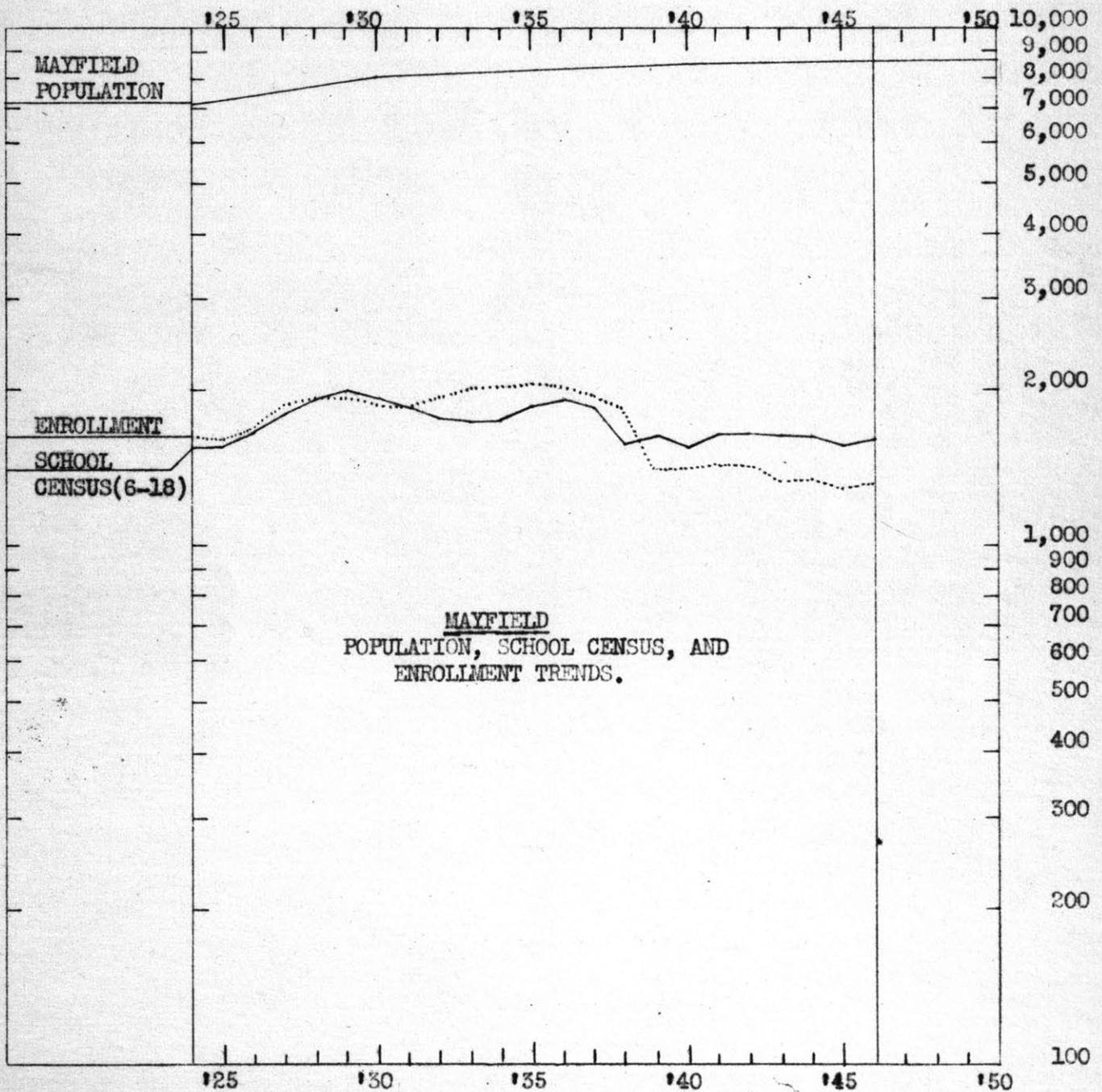
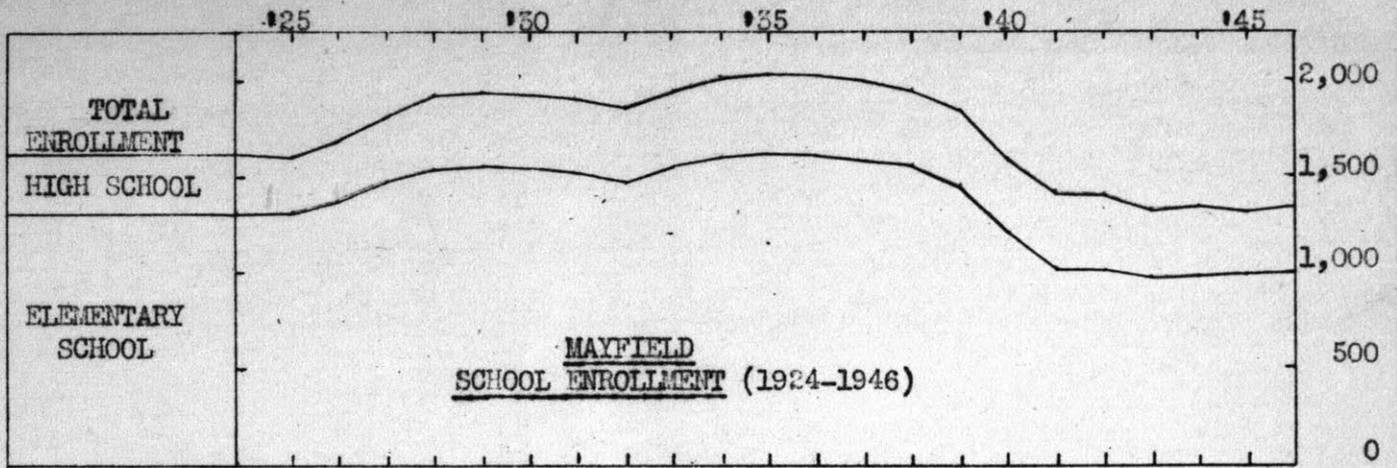


FIGURE 11

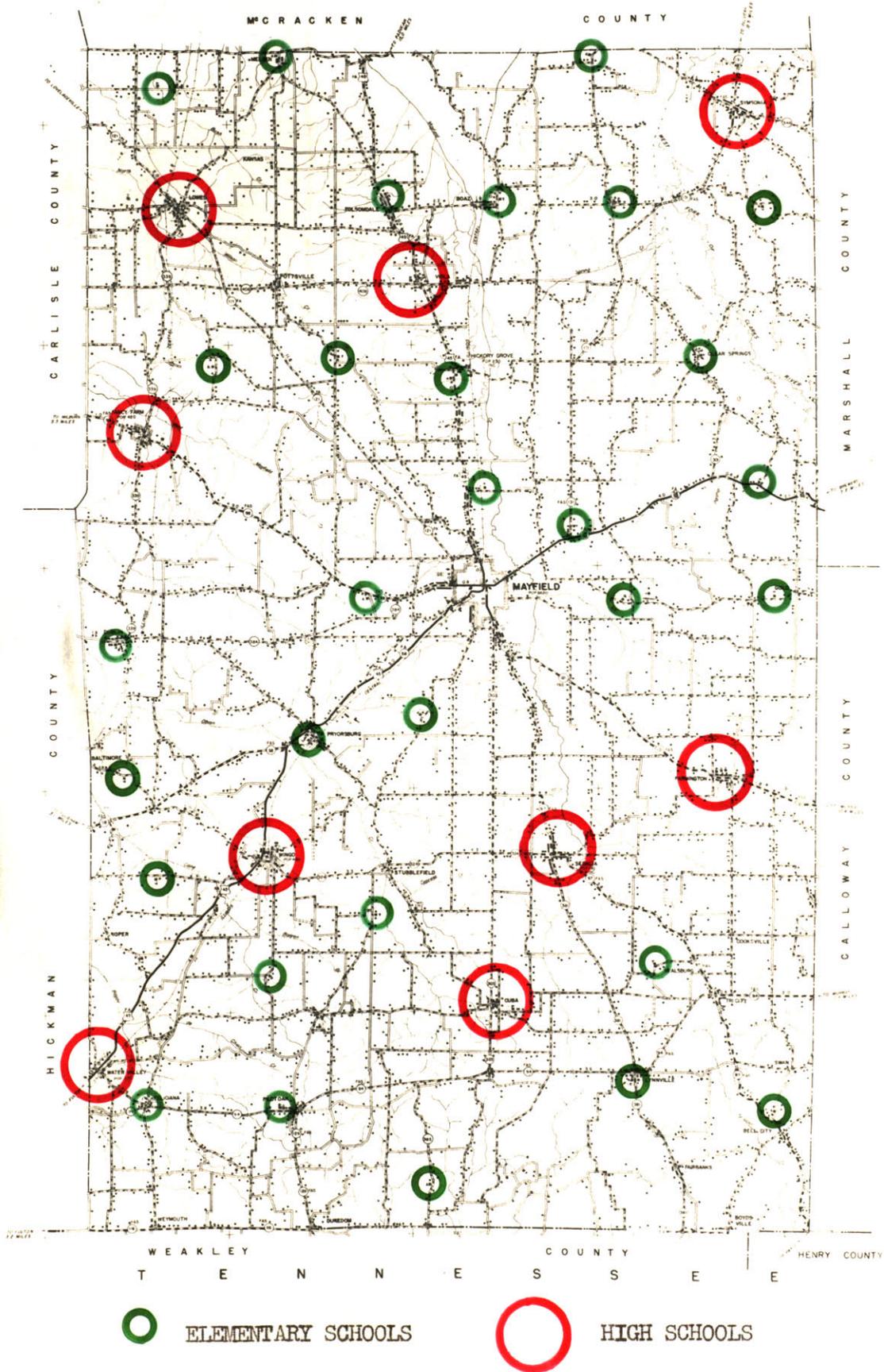
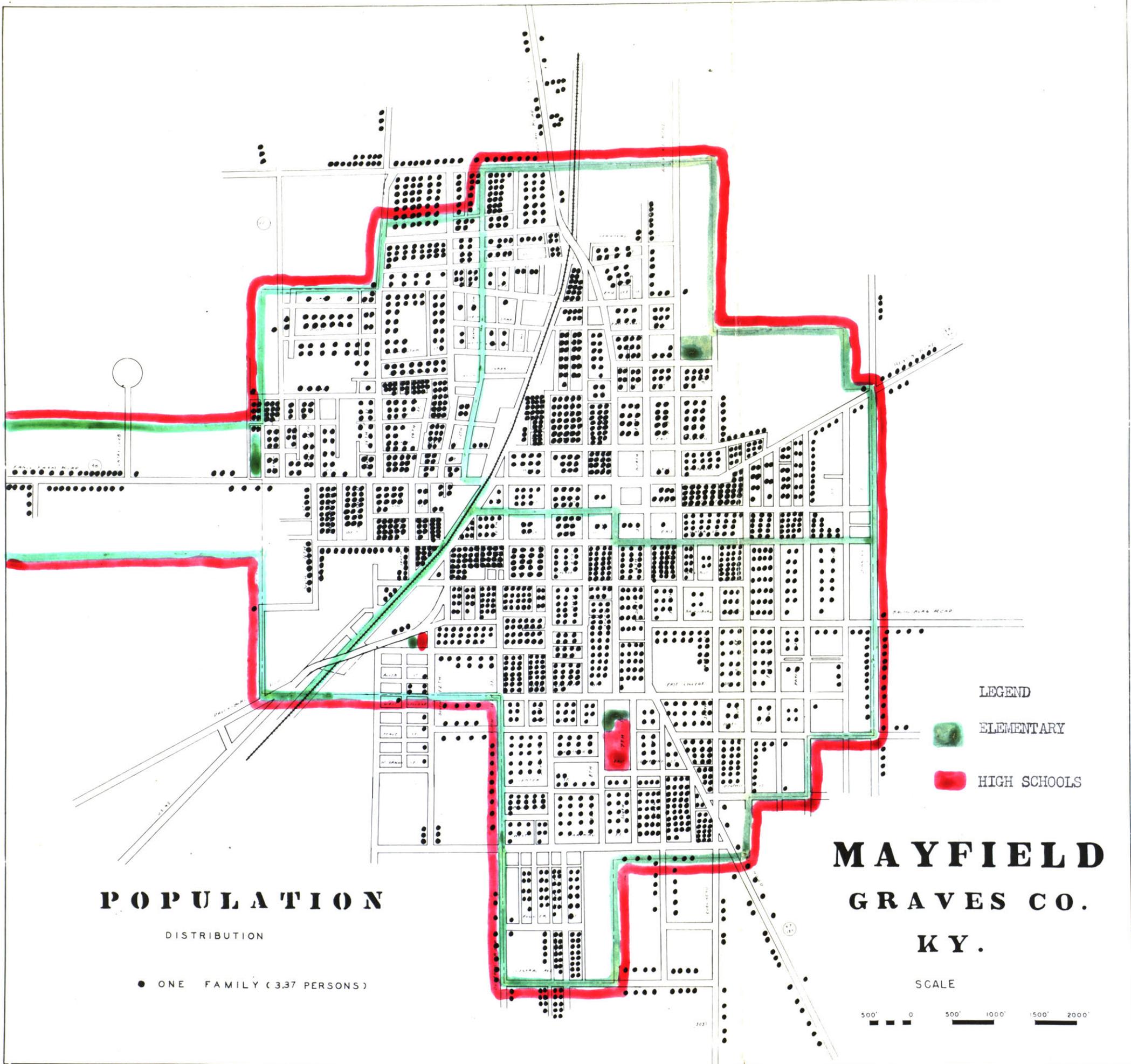


FIGURE 12

SCHOOLS AND SCHOOL DISTRICTS  
IN MAYFIELD



# POPULATION

DISTRIBUTION

● ONE FAMILY (3.37 PERSONS)

## LEGEND

-  ELEMENTARY
-  HIGH SCHOOLS

# MAYFIELD GRAVES CO. KY.

SCALE



## RECREATION

Although education has been the most rapidly growing service of government, its inability to give the people what they needed to cope with their new problem of leisure time has brought out the need for recreation. Recent studies show that most recreation is carried on in the home in the form of newspaper reading, listening to the radio, etc.; that leisure time activity is determined largely by low cost and availability rather than by desire; that outside and physical activity is what most people want; and that the expressed desires of the majority of people can be realized only as opportunities are made available through community provision. <sup>1</sup>It was in realization of these facts that the Graves County War Memorial Corporation was initiated and has raised \$140,000. with a total of \$200,000. expected by the end of its campaign. To aid them and the local governments in determining the recreational status and needs of the community the following survey should be of value for immediate use. The survey will first cover what now exists, secondly what is necessary in the way of recreation, and finally an evaluation of the facilities in light of what seems desirable.

MAYFIELD AND GRAVES COUNTY TODAY: Since other sections have discussed the physical features of the area such as topography, climate, and transportation these will not be repeated here. Factors of importance which have been discussed include; the shift of population toward the vicinity of Mayfield; the poor traffic circulation in Mayfield; the preponderance of older age groups and the small proportion of children in Mayfield; and the poor organizational and financial conditions of

(1) National Recreation Association. The Leisure Hours of 5,000 People Architectural record 75: 207-223 March 1934.

the local governments.

Graves County outside of Mayfield has only slight recreational facilities in the form of school grounds poorly equipped with a few seesaws and swings plus an all purpose field. Schools are seldom used for recreational purposes. Most recreation takes the form of church meetings, "mule-monday", congregating at the court house, and Saturday in Mayfield. With the completion of Kentucky Dam, Kentucky Lake draws increasing numbers for fishing, boating, and hunting; however this lies outside the county.

Mayfield offers recreational opportunities to some degree. A list of commercial facilities shows them all to be overcrowded.<sup>2</sup> There are no bowling alleys, no dance halls, and a skating rink only during the summer. Their professional baseball team is unusual for a city of its size and as a result of its bleachers' having burned it is using the Curlee ball park the capacity of which is entirely inadequate.

Additional facilities are offered by semi-public organizations.<sup>3</sup> Most commendable among these is "The Barn", a youth center sponsored by the Recreational Association which gets its funds from rental of a site for the annual carnival. With a membership of 400 young people from 12 to 18 years it meets twice a week during the school year and three times a week during the summer with an average attendance of 200 each evening. The country club which has successfully furnished golf, tennis, and swimming facilities for its members, lost its club house as a result of a fire. Each of three downtown churches sponsors a boy scout troop and furnishes it one room two nights per week. The rest of the semi-public organizations meet in homes, in space above shops, or in the Hall Hotel.

(2) See table 12.

(3) See table 13.

There is no central point where the programs of activity for semi-public groups can be made known or coordinated. The forms of semi-public recreation having most universal participation are the church supper and other church functions.

Industrial plant recreation in Mayfield has been fairly good in the past, but during the war it was cut down to a great degree. The closing of the city's only bowling alley terminated last year's bowling league. The Curlee plant has only one baseball team which limits participation to a great degree and even Merit with several softball teams reaches but a small percentage of its employees. The most glaring deficiency is the lack of recreation for women. In spite of the fact that 75% of the employees are women the only provision for their recreation is the library and club house. Each plant maintains a totlot with paid supervisor to care for women employees' children during the working hours.

Public recreation in Mayfield is submarginal.<sup>4</sup> The only park is nothing but a tennis court, a lawn, and an extensive but poor display of stone masonry. West and East Ward schools have insufficient area for a softball diamond and have only a minimum of apparatus poorly maintained. The buildings are not used for recreation, although with each of them having a cafeteria conversion to such a use after school hours would be relatively simple.

The high school site is used entirely for a football field with bleachers. The remaining area is relatively useless. Indoor facilities on the other hand are very good. In one section easily separated from the rest of the school there are the following; auditorium seating 1100, a gymnasium seating 1600, shower and locker rooms, toilets, storage rooms,

(4) See table 14.

a large music room, and a woodworking and metalworking shop. If the separation is made at another point, it will add a kitchen, cafeteria, domestic science rooms, and business machinery rooms. The high school has excellent possibilities as a community center if properly administered. At present, recreation in the schools is primarily limited to those participating in interscholastic football, basketball (boys and girls), band, and gleeclub. The rest must be spectators, seek recreation in the already crowded commercial facilities, or go home to loaf. The colored school situation is somewhat better in that there is sufficient area for all to participate in some sport. They also have a baseball and softball diamond and because of less emphasis on interscholastic competition more have the chance of participating.

Private homes have made some provisions for recreation. Both in the county and in the city individuals have erected baskets and backboards in order to practice basketball. Unfortunately this applies only to younger people and there is no indication that adults are doing the same type of thing for themselves. By proper education and promotion various communities in the south have interested small groups in initiating neighborhood badminton clubs. With cheap electric rates such groups including the whole family meet every night after work and continue well into the evening. Other sports such as horseshoes, volley ball, and deck tennis require only inexpensive equipment, are enjoyed by the whole family, and help promote community spirit.

Although there is an insufficiency of outdoor recreational area and facilities, Mayfield's greatest deficiency is the complete absence of a coordinated system of recreation. The Barn's dances for youths, the industrial baseball and softball leagues, and the country club's program

represent the only attempts to carry on any such program. Each touches a limited group. The vast majority of the people are not affected by their programs. The greatest single recreational need in Mayfield and Graves County is an organization to administer a well balanced program of recreation. Although there are deficiencies in outdoor facilities, a pooling of that which is available and bringing it under trained leadership would make tremendous strides towards making a more enjoyable leisure time for all.

WHAT CONSTITUTES GOOD RECREATION: Now that it is known what exists; there is the question of what is desirable. In facing this question it is advisable to divide the question into two phases. First, there are rural people from the county. Secondly, there are the people who live in Mayfield.

Recent studies show that rural recreation demands intensive use of a central area in order to provide for social integration of a widely distributed population.<sup>5</sup> They also showed the following:

1. Periods during which recreation facilities can be used by most rural inhabitants are seasonal rather than daily. Since most of this time is during the winter it gives additional importance to enclosed facilities.
2. The relative isolation of farm families makes it desirable for the entire family to seek recreation at one time (i.e. participation by all age and sex groups at one time). The condition of rural roads can not be underestimated nor can the importance of an area where there are facilities for spending the day and having a picnic type lunch.
3. Since rural labor is largely physical, recreation should be

(5) Eckbo, Garret et al. Landscape Design in Rural Environment. Architectural record 86:72,73, Aug. 1939.

physically, mentally, and psychologically different from labor experience.<sup>6</sup>

4. In order to keep rural young people happy at home, home life must be made more interesting. To make this possible leadership and education are needed to bring recreation into each home.
5. Rural young people meetings are most successful from an educational standpoint if a combination of educational and recreational meeting is used.

It is important in view of the above information that many women work in Mayfield while their husbands cultivate farms. To promote the full usage of a recreational center there must be facilities for the entire family, for picnic lunches, changing clothes, and cleaning up in order that these people will be able to use the center after working hours without first returning to their homes.

Studies as to what makes for good urban recreation are more explicit. National Recreation Association standards show what areas are needed for various units of population. It has been necessary because of the close relationship between the county and the city to consider them as a unit for a recreation center, although neighborhood facilities can be determined by the usual standards. In consideration of the above fact the design population has been taken as 20,000 or that which is within a radius of nine miles of Mayfield. Many of the people in this area have almost daily contact with Mayfield, and those who make only periodic trips to Mayfield will be offset by others making similar demands but who live in the county beyond this radius.

(6) See page, Rural Community Recreational Needs.

A comparison with the standards shows that 15 acres of playgrounds and 25 acres of playfields are needed. Of these the elementary school sites can easily be expanded to take care of that required for playgrounds, and the high school grounds can be expanded to take care of the playfield requirements ( 8 acres ) for 6,000 people or half of Mayfield's anticipated population with its new boundaries. The recreation center would furnish a minimum of 17 acres for the remaining half of Mayfield plus the rest of the area within a radius of 9 miles. Other primary needs are another gymnasium ( recreation center ), recreation building ( the recreation center plus the high school ), and a 7200 square foot outdoor swimming pool.

In addition to the above factors there are those peculiar to Graves County. In the first place, because of the great interest shown in the football and professional baseball teams and there being no stadium, a need for a stadium exists. Basketball has grown rapidly and spectators are so numerous that crowds estimated at about 5,000 have come for big games. Because of this fact the new gymnasium should have a relatively great capacity. Since the recreation center will serve the rural areas where automobile transportation is almost universal, and since spectator sports draw such large crowds, there is need of great parking space with alternate areas for exceptional occasions. Finally, since rural needs are for the entire family, facilities for participation by mothers should be adjacent to those for younger children.

To show what administrative, program, and budgetary requirements should be, several examples are included.<sup>6</sup> A comparison is simple;

(6) See pages 90-92.

Mayfield has none of the three.

CONCLUSIONS:

1. There is no all inclusive recreation program.
2. Outdoor recreational areas and facilities are inadequate for both the city and the county.
3. Education as to the use of leisure time is practically nonexistent.
4. There is overemphasis on team and interscholastic sports.
5. All forms of recreation commercial, semi-public, public, and private are inadequate.
6. Indoor recreational facilities, if properly equipped and administered, are sufficient for the city.
7. Playground and playfield areas for the colored population need only 1.5 acres to be ample but ten additional acres are needed for a picnic area. Facilities for the area are inadequate.
8. Indoor facilities at the Dunbar school if properly equipped and administered are sufficient for a colored community recreation center.

## RURAL COMMUNITY RECREATIONAL NEEDS\*

(W.P.A. Research)

1. Crafts and visual arts, graphic and plastic.
2. Recreational music, including outdoor concerts, popular orchestras, group singing, etc.
3. Dancing--ballroom, folk, social square, tap, ballet, etc.
4. Recreational drama, including marionettes and puppets, plays, motion pictures, pageants, festivals, etc. The outdoor theater is recommended as an ideal form; it also encourages children in their own improvisations.
5. Children's play center, including such equipment as slides, horizontal bars, swings, see-saws, trapeze, marble courts, sandbox, and wading pool.
6. Sports and athletics, including baseball, softball, basketball, tennis, badminton, horseshoe pitching, and swimming.
7. Other activities and special events: picnics require an area of several acres with outdoor fire places, barbecue pits, wood supply, and provisions for waste disposal. Occasional field days, community nights, agricultural fairs, carnivals, traveling circuses can occupy the largest free area used for sports at different seasons.

\* Eckbo, Garret et al. Landscape Design in the Rural Environment. Architectural record 86: 72, 73, Aug. 1939.

Table 12

## Commercial Recreational Facilities

Facility	Number	Overcrowded (Yes or No)
1. Moving Picture Theaters	2	Yes
2. Pool Hall	1	Yes
3. Professional Baseball Park (Professional Ball Club)	1	Yes
4. Roller Skating Rink (tent for summer only)	1	Yes
5. Carnival (two weeks each year)	1	Yes

Table 13 SUMMARY OF EXISTING MUNICIPAL RECREATION FACILITIES  
INCLUDING SCHOOLS.

Name	East Ward School	West Ward School	South Ward School	High Jr. High School	Harmon Park Club	Country Club (Pvt.)	Curlee Plants	Dunbar School
Acreage	2	2	0	3.5	1.2	47.2	6.7	3.5
Gymnasium	0	0	0	1	0	0	0	1
Auditorium	0	0	0	1	0	0	0	1
Recreation Bldg.	1*	1*	1*	1*	0	0	2	1*
Locker Rooms	0	0	0	2	0	2	0	2
Showers	0	0	0	2	0	2	0	2
Toilets	Yes	Yes	Yes	Yes	No	Yes	No	Yes
Industrial Arts	0	0	0	1	0	0	0	1
Arts & Crafts	1*	1*	1*	1*	0	0	0	1*
Library	0	0	0	1	0	0	1	1
Clothing Lab.	0	0	0	1	0	0	0	1
Foods Lab.	0	0	0	1	0	0	0	1
Kitchens	1	1	0	1	0	0	0	1
Cafeterias	1	1	0	1	0	0	0	1
Game Rooms	1*	1*	1*	1*	0	0	2	1*
Club Rooms	1*	1*	1*	1*	0	0	2	1*
Social Rooms	1*	1*	1*	1*	0	0	0	1*
Music Rooms	0	0	0	1	0	0	0	1*
Baseball	0	0	0	0	0	0	1	1
Softball	0	0	0	0	0	0	1	0
Football	0	0	0	1	0	0	0	1
Bleachers	0	0	0	1	0	0	2	1
Basketball(Outdoor)	0	0	0	0	0	0	0	0
Swimming Pool	0	0	0	0	0	1	0	0
Tennis	0	0	0	0	1	2	0	0
Children's Apparatus	Yes	Yes	No	No	No	No	Yes	Yes
Wading Pools	0	0	0	0	0	0	0	0

\* Rooms capable of being adapted to indicated use.

Table 14 EVALUATION OF EXISTING AREAS AND FACILITIES

(Based on future population of 20,000)

				Existing	Required	Deficiency
Gross Acreage	White	1/160	people or less	8.7	125.0	116.5
	Colored	1/160	" " "	3.5	15.0	11.5
Playgrounds	White	1/800	" " "	4.0	15.0	11.0
	Colored	1/800	" " "	1.5	2.5	1.0
Playfields	White	1/800	" " "	3.5	25.0	21.5
	Colored	1/800	" " "	2.0	2.5	.5
Park Acreage	White			1.2	85.0	83.8
	Colored			0.0	10.0	10.0
Softball	White	1/3000	" " "	1.0	7.0	6.0
	Colored	1/3000	" " "	0.0	1.0	1.0
Baseball	White	1/6000	" " "	1.0	4.0	3.0
	Colored	1/6000	" " "	1.0	1.0	0.0
Tennis	White	1/2000	" " "	1.0	10.0	9.0
	Colored	1/2000	" " "	0.0	1.0	1.0
Golf Holes	White	1/3000	" " "	9.0	9.0	0.0
	Colored	1/3000	" " "	1.0	(Insufficient for a course)	
Recreation Bldg.	White	1/20000	" " "	0.0	1.0	1.0
	Colored	1/20000	" " "	0.0	1.0	1.0
Auditoriums (cap. 1000)	White	1/20000	" " "	1.0	1.0	0.0
	Colored	1/20000	" " "	1.0	1.0	0.0
Gymnasiums	White	1/10000	" " "	1.0	2.0	1.0
	Colored	1/10000	" " "	1.0	1.0	0.0
Social Rooms	White	1/10000	" " "	0.0	2.0	2.0
	Colored	1/10000	" " "	0.0	1.0	1.0
Reading Rooms	White	1/10000	" " "	1.0	2.0	1.0
	Colored	1/10000	" " "	1.0	1.0	0.0
Game Rooms	White	1/10000	" " "	0.0	2.0	2.0
	Colored	1/10000	" " "	0.0	1.0	1.0
Art & Craft Rooms	White	1/10000	" " "	1.0	2.0	1.0
	Colored	1/10000	" " "	1.0	1.0	0.0
Club Rooms	White	1/4000	" " "	2.0	5.0	3.0
	Colored	1/4000	" " "	0.0	1.0	1.0
Outdoor Pool	White	(Cap. 3% pop. 12 sq. ft. per swimmer.)		2700.0	7200.0	4500.0
	Colored	(Cap. 3% pop. 12 sq. ft. per swimmer. 720 sq. ft. too small and population too small for larger pool)				
Parking	White	(225 sq. ft. per car)				
	Colored	(225 sq. ft. per car)				

1. One acre per 160 people is used since open space is not as much of a factor in rural communities.
2. These represent school facilities available if properly administered.
3. This represents school facilities plus recreation center.  
This represents rooms already available in the school but not furnished with facilities.

TWO RIVERS, WISCONSIN (10,302)

I Management: Official--Board of Recreation consisting of the superintendent of schools, city manager, and five members, one of whom must be a woman. Board nominates a prospective member who must be approved by the City Council. In case of rejection by the City Council, the Board again nominates a prospective member. Term of office: five years.

II Personnel:	No. of Workers	
	Full Time	Part Time
Recreation leadership paid from regular funds	2	3
Clerical and other types of employees	2	22
Maintenance employees	1	1

Duties--General director, full time; girls' activity director, full time; secretary (stenographer and bookkeeper), full time; engineer; janitor, full time; bowling alley manager, full time; lobby attendants, supervision of facilities; pin setters, part time; assistant janitor, part time; athletic craft, music workers, part time.

III Budget:	Income	Expenditures
Auditorium	\$ 1,200.00	Administration \$ 2,754.00
Kitchen	150.00	Leadership 2,500.00
Check Room	100.00	Light, Power, Water 1,025.00
Bowling Alleys	7,500.00	Fuel, Coal 850.00
Billiard Room	500.00	Supplies 3,640.00
Confectionery	2,600.00	Maintenance Operations 3,620.00
Shower Rooms	25.00	Insurance 432.00
Meeting Rooms	325.00	Repairs 200.00
	<u>12,400.00</u>	Outlay 200.00
City Taxes	4,213.50	Advertising 250.00
	<u>\$16,613.50</u>	Other 1,142.50
		<u>Total \$16,613.50</u>

IV Typical Week's Program:

- 1:00 - 3:30 P.M. General Activities period
- 3:30 - 5:00 P.M. Competitive athletics, craft shop, tap and social dancing, game room, dramatics for grade school age.
- 5:00 - 6:00 P.M. Adult athletic groups.
- 6:00 -11:00 P.M. Bowling, billiards, handball, competitive athletic groups, boxing, motion pictures, drum corps, tumbling, girls' classes, parties.
- 28 Department Activities such as bowling, boxing, basketball, etc.
- 24 Community Functions such as forums, card parties, cooking schools, etc.
- 26 Different Outdoor Activities such as baseball, hiking, tennis, badminton, etc.

CLINTON, TENNESSEE (3,000)

I Management: Official--Board of Recreation.

II Personnel:

	Full Time	Part Time
Recreational Director	1	
Bowling Attendant	1	(Varies)
Maintenance	1	

III Budget: Income

Bowling Receipts	\$ 2,060.20
(less expenses)	
Snack Bar	2,075.59
Softball & Football	1,348.29
Misc. & Contributions	2,211.96
City Appropriation	2,400.00

Expenditures

Expenses	\$ 4,385.34
Water, Light	562.00
Insurance	185.25
Coal	123.75
Repairs	116.26
Telephone	58.34
Supplies	379.12
Misc.	252.91

Increase	6,062.97
Facilities	4,033.07

Total	\$10,096.04	Total	\$10,096.04
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IV Program similar to that of Two Rivers.

## MASTER PLAN PROPOSALS

The future of Mayfield and Graves County will be determined partially by factors beyond the control of the people and partially by their decisions and actions. The survey has been made to see what has happened as a result of these two forces and to see what the future effects of those factors beyond control will be. With this information the stage is set for the people to weigh the facts, to determine what course they wish to follow in the future, and finally to carry out those projects which they determine are necessary in order to follow such a course. It is to aid in determining what action can be taken by people in order to direct the future course of the region that these master plan proposals are submitted.

### LAND USE

It is proposed:

1. That industrial and business areas be clearly defined as shown in the proposed land use map, Figure 13.
2. That public and semi-public recreational areas be expanded.
3. That those areas not highly developed be redesigned in street and lot layout.
4. That lots topographically beyond the extendable limits of the Mayfield sewerage system have a minimum size of one-half acre.
5. That the area adjacent to the Dunbar school be redesigned and developed as a multi-family low rental area. The area is adjacent

to utilities, well drained, and near educational and recreational facilities for both whites and negroes.

6. That non-conforming uses such as the industrial triangle on the Paris Road be eliminated at the first opportunity.

7. That any heavy industry developed in the area be located between U. S. Highway 45 and the I. C. R. R. north of the Pet Milk Company since the prevailing winds are southwesterly driving any smoke or noxious odors over land subject to floods and best used for agriculture.

#### PLANNING AND ZONING

It is proposed:

1. That Mayfield have a planning commission.
2. That at such time as Kentucky has a planning commission offering local planning assistance such as found in Tennessee the city make a contractual agreement for such service.
3. That the planning commission draw up a zoning ordinance for the approval of the council.
4. That the R-1 low density residential area have a minimum lot size of one-half acre, limited to single and two family homes with a permitted use of agriculture.
5. That the R-2 medium density residential area have a minimum lot size of 5500 square feet and limited to single and two family houses.
6. That the R-3 high density residential area have a minimum lot size of 5500 square feet, maximum lot coverage of 50%, and a maximum density of 10 families per acre.

7. That the B-1 commercial area be limited to retail business.
8. That the I-1 industrial area be limited to apparel, furniture, beverage (soft drink), feed, and ice cream manufacturing.
9. That the I-2 industrial area be limited to wholesale warehousing, tobacco warehousing, ice plants, and other non-noxious industries.
10. That the I-3 industrial area include all other uses.
11. That the zoning overlay contained in this report serve as a guide to the distribution of the zoning districts.
12. That subdivision controls be enacted requiring the approval by the planning commission and installation of all utilities or posting of a bond by the subdivider for all plats subdividing any land within five miles of the city limits.
13. That the planning commission adopt subdivision control regulations.
14. That building codes be enacted requiring safe and sanitary construction, yet flexible enough to allow for innovations.

## HOUSING

It is proposed:

1. That a housing educational agency be organized. Such an organization should include the R. E. A., the agricultural agencies, the county school board, and the Graves County War Memorial Corporation. Its function would be to determine the part electricity can play in improving rural housing, to teach by means of adult education classes what makes for good healthy housing, and to promote the improvement of existing housing. Emphasis should be put on sanitation facilities.

2. That a zoning ordinance, sub-division controls, and building codes be adopted.<sup>(1)</sup>

3. That there be a redevelopment project for Mayfield. It should include 400 units of row housing with an average rent of about \$15.00 per month, a density of ten units per acre, serviced with utilities, constructed and managed by a local redevelopment corporation and developed in cooperation with the local planning commission.

(1) See ZONING

## ECONOMY

It is proposed:

1. That there be a greater diversification of crops, a process now in progress.

2. That because of the expanded market for strawberries as a result of the freezing process, frozen food plant facilities be expanded.

3. That the production of milk be expanded since there is excellent pasturage and a long season.

4. That industry and business cooperatively sponsor a research organization. Its function would be to rationalize production and distribution by collecting available data on the latest research and by conducting research of its own. The staff of such an organization should be well trained, well paid, and full time. Most important studies at present would include a study of ceramics production and recent improvements; recent developments in personnel relations including training; recent trends in store design, arrangement, display, and operation; and natural resources of the county and the most modern types of production used in their development with particular emphasis on the use of electricity. Great attention should be given the position of the local economy in the national picture. The national budget (result of the Full Employment Bill) should be interpreted as to its meaning to the local economy as well as what part the local economy can play in carrying it out.

5. That there be a new central commercial area. In recognition of the importance of a more efficient unit in an economy of higher incomes,

this new area should have parking facilities, free traffic flow, and convenience of pedestrian circulation.

The first stage in carrying out such a project would be:

- a. To develop parking areas and service streets in the rear of the stores.
- b. To close Broadway (from Fifth to Ninth Streets) and the court house square to auto traffic.
- c. To make traffic one-way around the commercial center on South, Fifth, North, and Ninth Streets.
- d. To make parking lots out of part of Fifth Street (Between Merit's buildings) and North Street (Between Third and Fifth Streets).

The second stage would be:

- a. To widen the sidewalks and place power and telephone lines underground.
- b. To landscape the closed streets and install public toilets and park benches on the court house square.
- c. To build a new city hall.

There are two possible methods of carrying out such a project. First, it could be done by the city and financed by a special assessment on business in the central commercial area. Secondly, it could be done by a non-profit corporation sponsored by business in the central business area with the cooperation of the city.

The first method has several advantages including the right of eminent domain, universal participation by business, and possession of the public property involved.

## GOVERNMENT

### Graves County

It is proposed:

1. That Graves County adopt the commission form of government.

The three commissioners would be the chairman of the school board, the chairman of the board of health, and the tax commissioner.

2. That there be a county highway department headed by a county highway engineer appointed by the county judge with the approval of the commission. He would be responsible for the construction and maintenance of all county roads, and serve as county surveyor.

3. That county offices not constitutionally required to be elective become appointive.

4. That there be a re-assessing of property in the county at 100% of its market value. In doing this, qualified land economists should be employed in order to give fairer evaluations than exist at present.

5. That with the greater revenue made possible by increased assessed values, there be an extension of the health, welfare, library, and educational services.

6. That the present system of payment by fees and commissions be replaced by a system of salaries for all county personnel.

### City of Mayfield

It is proposed:

1. That the City of Mayfield adopt the city manager type of government with the city manager also managing the electric and water system. By combining these jobs the city can afford a capable city manager at a

salary of \$6,000 to \$7,000 per year. Until such time as the city manager type of government is approved by the electorate the electric and water system should be changed to a public works department including sewerage, streets, parks, and cemeteries.

2. That all payment to city officials be made in the form of salaries. Payment by commissions and fees should be terminated.

3. That a reassessment of property at 100% of market value be carried out in the city as recommended for the county.

4. That there be an extension of boundaries as shown in the accompanying map. The proposed additions already use city services of electricity, water, fire protection, and education. In addition many of the residents are located on city streets and most of them work in Mayfield. Because the development of these areas is actually the development of the city, the new boundaries are necessary to give the city controls over its future growth.

5. That until such time as the city extends its boundaries contracts be made for the fire protection given those outside the city limits. Such an agreement would be mutually beneficial. Adjustment in water rates should be made in order that those outside the city using the city water system will contribute their share to paying of the water and light bonds.

#### Mayfield School District

1. The boundaries of the Mayfield School District should be extended to include the same area as that within the new Mayfield limits.

## UTILITIES AND SERVICES

It is proposed:

1. That U. S. Highway 45 truck traffic be diverted west of Mayfield in order to relieve central Mayfield from congestion and give direct service to industry without passing through the city.
2. That the grade crossing at Broadway be eliminated by an underpass. Such a grade separation at this point eliminates grade crossings for all routes passing through Mayfield. The need of this project is not of great urgency and should be put off until a period of recession.
3. That the central commercial area be made into one large block in order to eliminate the many intersections, the lack of space for pedestrian traffic, and the excessive number of left turns. Such an arrangement would make a large traffic circle of the commercial center instead of the maze of cross traffic which now exists.
4. That the city give garbage and trash collection service on a fee basis. Garbage can be disposed of by selling to pig farms. Inspection of the affected animals should be made regularly by the county board of health.
5. That all city services and purchases be carried out by a public works department.

## EDUCATION

### Graves County

It is proposed:

1. That the Farmington High School be closed.
2. That a new, flexible high school building of inexpensive construction (with some of its units prefabricated and demountable) be built on highway 98 about four miles east of Mayfield.
3. That the county school board contact Marshall and McCracken Counties regarding the possibility of the Symsonia High School's serving some of their children. A similar arrangement might be worked out with Hickman County for the use of the Water Valley School.
4. That a program of adult education, of vocational education, and of education for the use of leisure time be initiated in the county system.
5. That higher standards be required of teachers and that higher salaries be paid.

### Mayfield

It is proposed:

1. That a new building be built on a new site for the South Ward School. Such a building should be of flexible and inexpensive construction.
2. That East and West Ward Schools be equipped with new and adequate lighting facilities.
3. That all school sites be expanded.<sup>(2)</sup>

(2) See RECREATION.

4. That a program of adult education, of education for the use of leisure time, and of arts and crafts with emphasis on ceramics be initiated.

5. That teachers' salaries be increased to an average of \$2,000 per year and that there be a reclassification of all teaching positions according to good personnel practices.

6. That full use be made of the excellent shop facilities by having an adequate staff and taking advantage of the additional space made available in the old South Ward School when the new school is constructed.

7. That school library facilities be made more readily available to the rest of the population.

## RECREATION

It is proposed:

1. That each elementary school have a playground of five acres equipped as illustrated.
2. That the high school grounds be extended to include 8.8 acres of playfield equipped as illustrated.
3. That the Dunbar school grounds be extended to include 15 acres of which 10 would be for passive recreation of the type to be proposed for the recreation center sponsored by the Graves County War Memorial Corporation. The area should be equipped as illustrated.
4. That a recreational center of 75 acres be constructed with two clearly defined areas. One area should be that developed for active recreation while the other should be one for passive recreation. The passive area would serve as one where families throughout the county could come to the city for a day and establish a focal point for the family to meet for meals, and still be directly adjacent to activity for all ages. It would also serve as a picnic area for those people living in the city. The active area on the other hand would contain all of the activities in which the people are interested in participating and being spectators.
5. That there be a recreational agency established by the Graves County War Memorial Corporation to develop and carry out a well-integrated program of recreation throughout the county under a budget of about \$16,000 per year. This agency should carry out programs at the high school playfield, at the Dunbar School playfield, and at the recreation center. Indoor programs should be carried on at the high school, Dunbar school, and at the recreation center.

6. That in addition to a program of recreational activity there be one of education and promotion of home recreation possibilities.

7. That informal neighborhood groups be organized to share in the construction of small informal recreation areas from vacant lots. A plan for such an area is included in this report.

8. That at such time as the municipal government is in a sufficiently strong position (financially and organizationally) to carry out the recreation program the Graves County War Memorial Corporation be dissolved and its staff and properties transferred to the City of Mayfield.

• Organization of Recreation Agency

1. Superintendent of Recreation;
  - a. Responsible to the Board of Directors of the Graves County War Memorial Corporation for the conduct of the entire recreation system.
  - b. His duties will include program making; budget making; the making and using of reports, records, and research; promotion; supervision of the staff; and management of the recreation center.
2. Superintendent of Women's Recreation;
  - a. Responsible to the Superintendent of Recreation for the conduct of women's activities, and the high school playfield and indoor facilities.
  - b. Her duties will include program making; supervision of the staff at the high school center; and the promotion of women's activities.
3. Playground Director and Community Center Recreation Leader for Dunbar School Area and Recreation Center.
  - a. Responsible to the Superintendent of Recreation for the conduct of colored activities, and the Dunbar playfield and indoor facilities.
  - b. The duties will include program making; supervision of the staff at the Dunbar school center; and the promotion of colored activities.
4. Other
  - a. One playground director and six recreation leaders full-time for ten weeks during the summer.
  - b. One playground director and three recreation leaders half-time

for ten weeks during the spring and fall.

- c. One recreation leader and one assistant leader plus special assistants (particular occasions) for the community centers.
- d. Three maintenance workers.

Anticipated Income for Recreation Budget

I. Bowling Receipts less expenses	\$ 5000
II. Snack Bar	5000
III. Softball and Football	1500
IV. Mayfield Ball Club	2000
V. Mayfield School Athletic Association	300
VI. County Fair	1200
VII. Miscellaneous and Contributions	1000
	<hr/>
	\$ 16000

Summary of Recreation Budget by Functions

I. Playground and Playfields		\$ 4530
(a) Summer - (3 playgrounds, 2 playfields)		
Leadership	\$ 1800	
Maintenance	1000	
Other Expenses	935	
Total	<u>\$ 3735</u>	
(b) Spring and Fall (3 playgrounds, 2 Playfields)		
Leadership	\$ 600	
Maintenance	195	
Total	<u>\$ 795</u>	
II. Community Centers		\$ 2465
Leadership	\$ 910	
Other Expenses	\$ 1555	
III. Special Activities		\$2025
Leadership	\$ 1800	
Other Expenses	225	
IV. Administration		\$ 6980
Leadership	\$ 5400	
Office Workers	1200	
Other Expenses	380	
		<hr/>
Total Budget		\$16000

Recreation Budget by Object of Expenditure

Code No.	Object of Expenditure		
1,000	Services, Personal		\$12905
1,100	Salaries and Wages, Regular	\$6600	
1,110	Leadership	\$5400	
	1 Superintendent of Recreation (\$3000)		
	1 Superintendent of Women's Recreation (\$2400)		
1,120	Other	\$1200	
1,200	Salaries and Wages, Temporary		\$ 6305
1,210	Leadership	\$5110	
	2 Playground Directors 10 weeks / \$20 weekly \$600		
	6 Recreation Leaders 10 weeks / \$20 weekly \$1200		
	2 Playground Directors 10 weeks, half-time / \$30 weekly \$300		
	3 Recreation Leaders 10 weeks half-time / \$20 weekly \$300		
	2 Recreation Leaders 140 community center sessions each / \$2.50 \$700		
	1 Community Center Assistant Leader 140 sessions / \$1.50 \$210 Special Assistants, part-time \$1800		
1,220	Other	\$1195	
	1 Maintenance Worker- 10 weeks / \$40 weekly \$400		
	2 Maintenance Workers 10 weeks / \$30 weekly \$600		
	Spring and fall maintenance workers 300 hours 65¢ per hour- \$195		

2,000	Services, Contractual		\$ 1180
2,100	Communication & Transportation	\$ 280	
2,300	Printing, Binding, & Advertising	50	
2,400	Light, Power, and Water	700	
2,500	Repairs	150	
3,000	Commodities		\$ 765
3,110	Office Supplies	50	
3,130	Fuel and Lubricants	200	
3,200	Recreation Supplies	440	
3,400	Maintenance Supplies	50	
3,500	Repair Supplies	25	
4,000	Current Charges and Obligations		\$ 720
4,100	Rents*	420	
4,200	Insurance	250	
4,300	Awards	25	
4,400	Registrations & Subscriptions	25	
6,000	Properties		\$ 430
6,100	Permanent Equipment, Office	--	
6,200	Permanent Equipment, Recreation	400	
6,300	Permanent Equipment, Maintenance	30	
	Totals		<u>\$ 16000</u>

\* School Board, charges for use of school buildings.

## Records, Reports, and Research

- I. Records.
  1. Reports of Recreation Service.
  2. Legal Authority, Actions, and Policies.
  3. Description of Properties.
  4. Personnel Records ( employees, volunteer leaders, advisory councils, in service training examination ratings and progress of such training).
  5. Registration Records.
  6. Business and Financial Records.
  7. Administrative Records.
- II. Measurement of Attendance and Participation
  1. Registration.
  2. Attendance.
  3. Unit costs ( activities, facilities, and special services).
  4. General municipal report.
- III. The Department Office.
  1. Essential Equipment. ( typewriters, filing cabinets, supplies, etc. ).
  2. Information Files.
  3. Work File.
- IV. Research in the Recreation Department.
  1. Studies of Recreation Department.
  2. Playground Studies.
  3. Recreation Survey ( Present situation, recreation in other cities, standards, evaluation of recreation service, and recommendations ).

## Elements of a Good Recreation Program

### I. Active Games and Sports.

#### Low organized Games

hide and seek.  
Relays

Prisoner's base  
Tag Games

Etc.

#### Individual and Dual Games and Activities

Badminton  
Clock golf  
Paddle Tennis  
Tennis

Billiards  
Handball  
Table tennis

Etc.

#### Gymnastics and Stunts

Apparatus work  
Pyramid building

Bag punching

Etc.

#### Group or Team Games

Baseball  
Football  
Touch football

Basketball  
Roller-skate hockey  
Volley ball

Etc.

#### Sports

Archery  
Field events  
Roller skating

Boxing  
Fly casting  
Wrestling

Etc.

### II. Social Activities.

Barbecues  
Basket suppers  
Picnics  
Hay rides

Barn dances  
Card games  
Social dancing

Etc.

### III. Music Activities.

Vocal

Insturmental

Choruses  
Community singing  
Informal singing groups

Bands  
Bugle Corps  
Harmonica bands  
Mandolin and guitar groups

Performances:

Band concerts  
Glee club concerts  
Operettas  
Radio concerts

Etc.

Miscellaneous

Making musical instruments  
Music appreciation courses  
Music study clubs

IV. Arts and Crafts

Basketry  
Drawing  
Home decoration  
Making sports equipment  
Model making  
Photography  
Woodworking

Etc.

Block printing  
Embroidery  
Leather craft  
Map making  
Painting  
Toy making  
Boat building

V. Drama Activities

Carnivals  
Fashion shows  
Minstrel shows  
Vaudeville acts

Etc.

Fairs  
Marionettes  
Playreading  
Play writing

VI. Dancing

Folk  
Social  
Tap

Etc.

Ballet  
Square  
Clog

VII. Nature and Outing Activities

Birdhouse building  
Excursions or trips to  
    industrial plants, etc.  
Nature study

Etc.

Bird walks  
Fishing  
Hunting  
Pet shows

VIII. Mental and Linguistic

Book clubs  
Discussions clubs  
Public speaking  
Foreign language study groups

Etc.

Debates  
Forums  
Spelling bees  
Storytelling

**IX. Collecting**

Books  
Glassware  
Weapons

Coins  
Stamps  
Woodcuts

Etc.

**X. Service Activities**

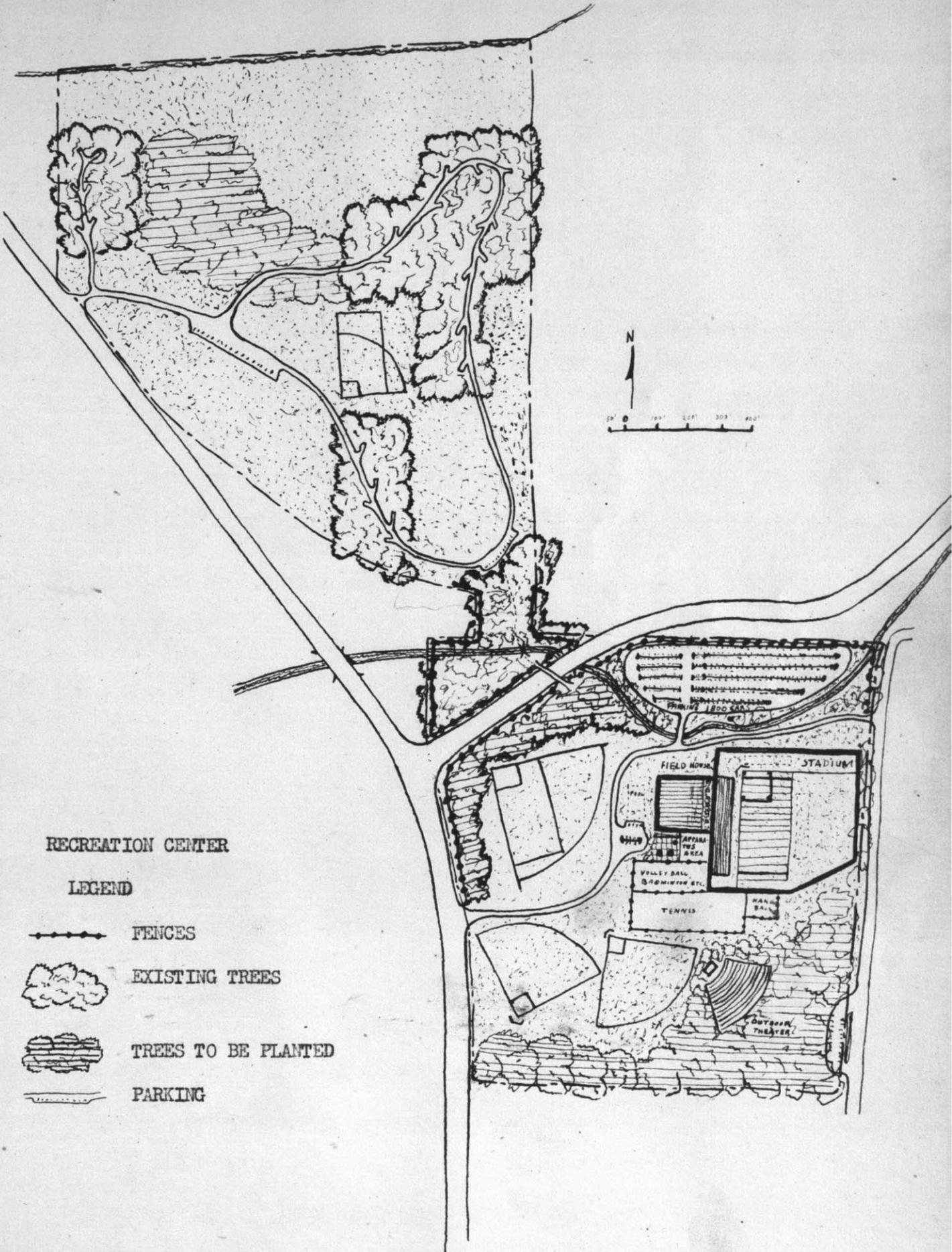
Group leadership in boys' club, or playground.  
Membership on park, school, or recreation board.  
Services as scoutmaster or troop committeeman.  
Service as coach, official, or other assistant at playground or recreation center.  
Directing glee club, orchestra, dramatic group.  
Helping conduct a hobby, craft, or nature project.  
Assisting in organizing a holiday celebration, city beautiful week, or a campaign for a civic improvement.  
Assisting with publicity, money raising, or public relations program of a recreation or other agency.  
Forms of church activity.  
Helping with Red Cross projects and with activities in service men's hospitals

**XI. Educational Activities**

Exhibits  
Model neighborhood recreation sites

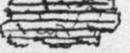
Demonstrations  
Civic problems

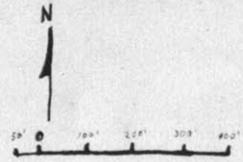
Etc.



RECREATION CENTER

LEGEND

- 
FENCES
- 
EXISTING TREES
- 
TREES TO BE PLANTED
- 
PARKING



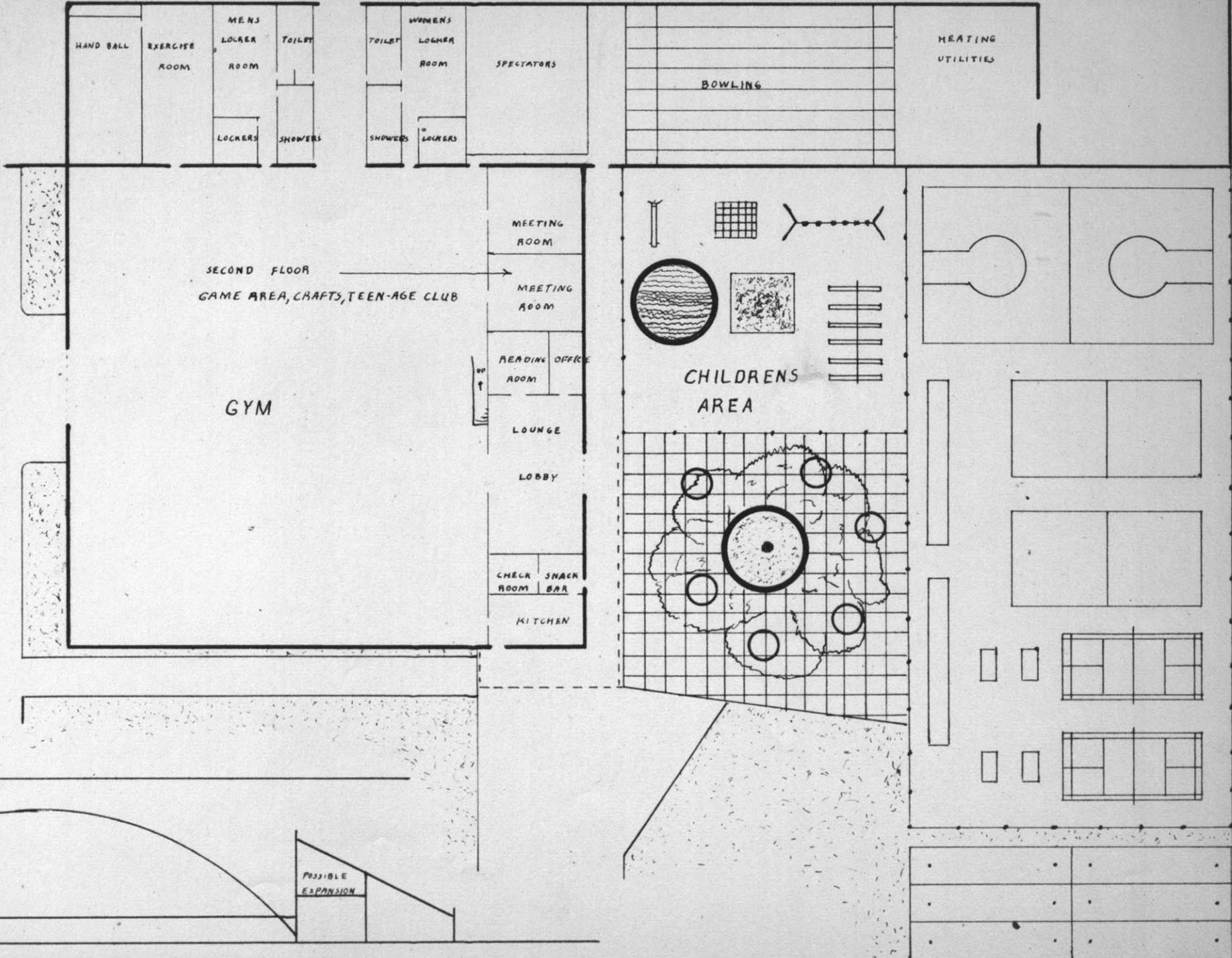
FIELD HOUSE STADIUM

APPARATUS AREA  
VOLLEY BALL  
TENNIS  
HALL BALL

OUTDOOR THEATRE

FLOOR PLAN & CROSS-SECTION  
SCALE 1" equals 40'

RECREATION CENTER AND STADIUM



HAND BALL  
EXERCISE ROOM  
MENS LOCKER ROOM  
TOILET  
LOCKERS  
SHOWERS

WOMENS LOCKER ROOM  
TOILET  
SPECTATORS  
SHOWERS  
LOCKERS

BOWLING

HEATING UTILITIES

SECOND FLOOR  
GAME AREA, CRAFTS, TEEN-AGE CLUB

GYM

MEETING ROOM

MEETING ROOM

READING OFFICE ROOM

LOUNGE

LOBBY

CHECK ROOM  
SNACK BAR

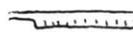
KITCHEN

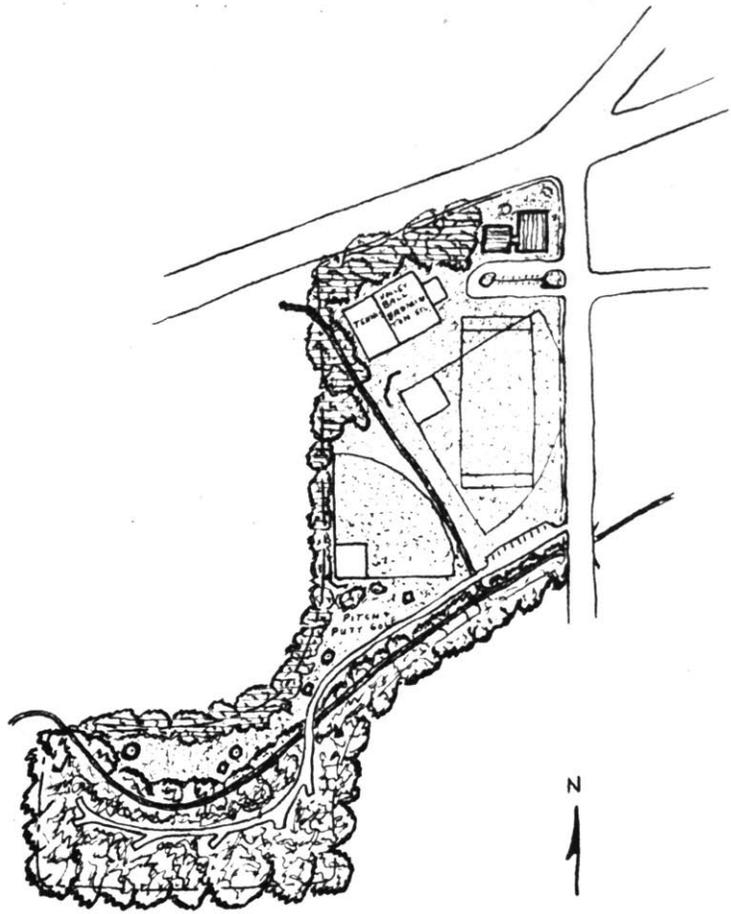
CHILDRENS AREA

POSSIBLE EXPANSION

DUNBAR RECREATION CENTER

LEGEND

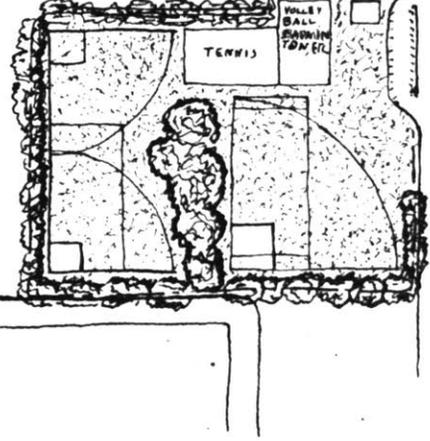
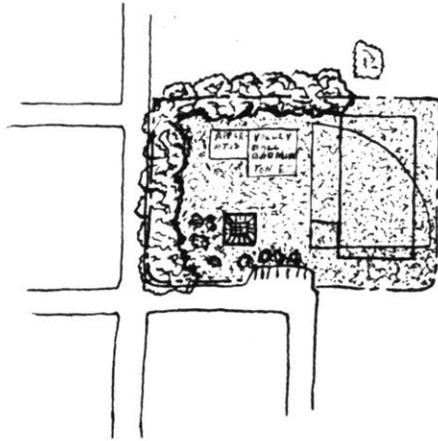
-  EXISTING TREES
-  TREES TO BE PLANTED
-  PARKING



0' 100' 200' 300' 400'

SCHOOL

RECREATION



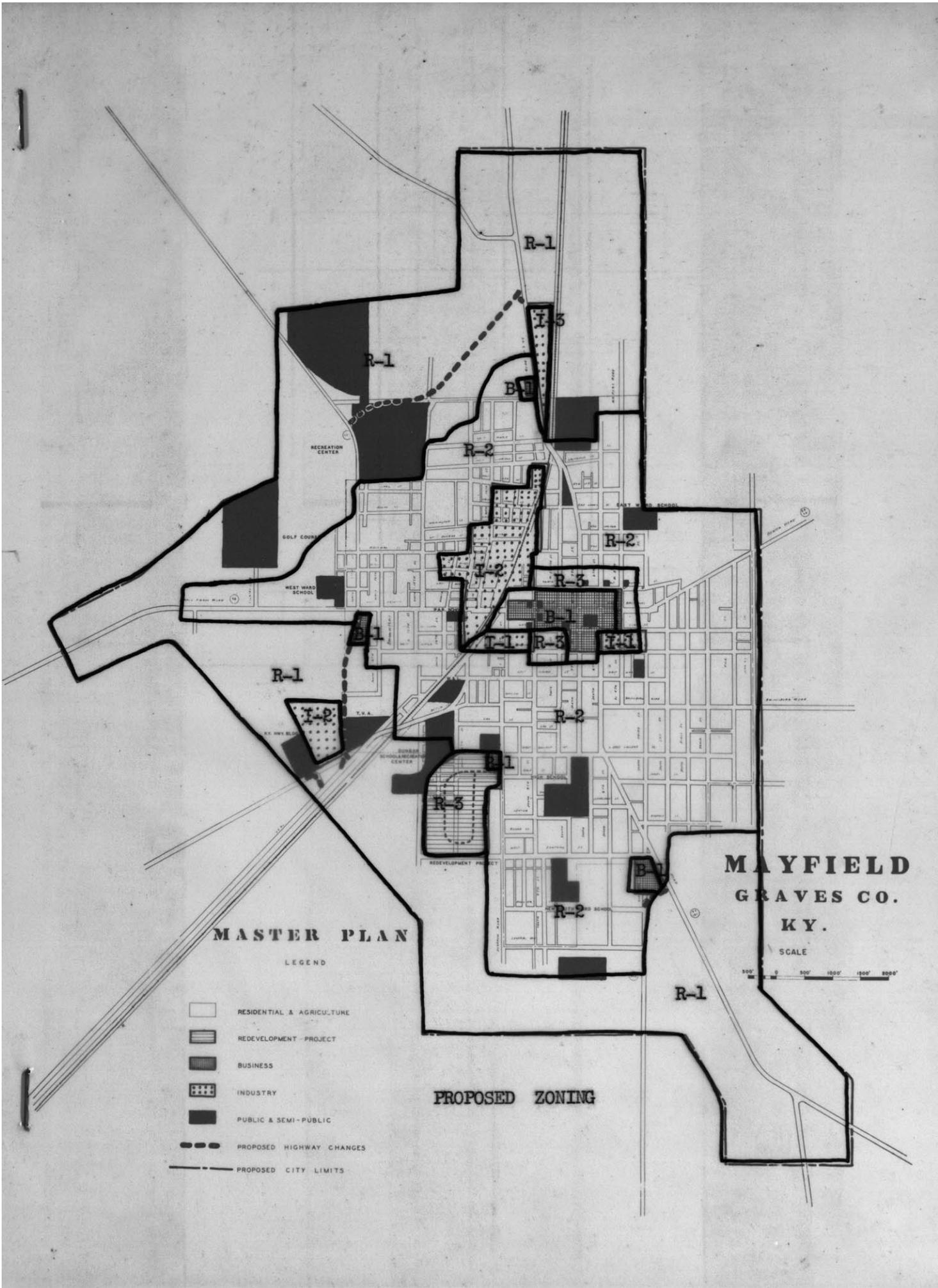
ELEMENTARY SCHOOL SITES

HIGH SCHOOL SITE

PRIORITY LISTING OF CAPITAL PROJECTS

I City of Mayfield:	
1. Development of the Business Area first stage, (Parking facilities, service streets, etc.)	Special Assessment 1948
2. Truck By-pass of Route 45.	City, State, Federal Gov't 1948
3. Development of the Business Area second stage, (Widen sidewalks, power lines underground, landscaping, public toilets, and benches)	Special Assessment 1950
4. New City Hall	Bond Issue Period of Recession
5. Grade Separation	Bond Issue, Federal, State, and ICRR aid. Period of Recession
II Graves County	
1. Construction of New School east of Mayfield	Bond Issue, 1947-48
III Mayfield School District	
1. New Lighting Facilities.	Current Revenue 1948
2. Extension of School Sites and Development for Recreational Sites. Site of new school	Bond Issue 1947-48
3. New South Ward School.	Bond Issue Period of Recession
IV Graves County War Memorial Corporation	
1. Recreation Center	Contributions 1947
2. Extension and equipment of Dunbar school as recreation center	Contributions 1947
3. Outdoor Swimming Pool	Contributions 1950

- V Redevelopment Corporation (formation recommended)
1. Redevelopment Project (first stage 100 units) 1948
  2. Redevelopment Project (second stage 130 units) 1949
  3. Redevelopment Project (third stage 170 units) 1950



**MASTER PLAN**

**LEGEND**

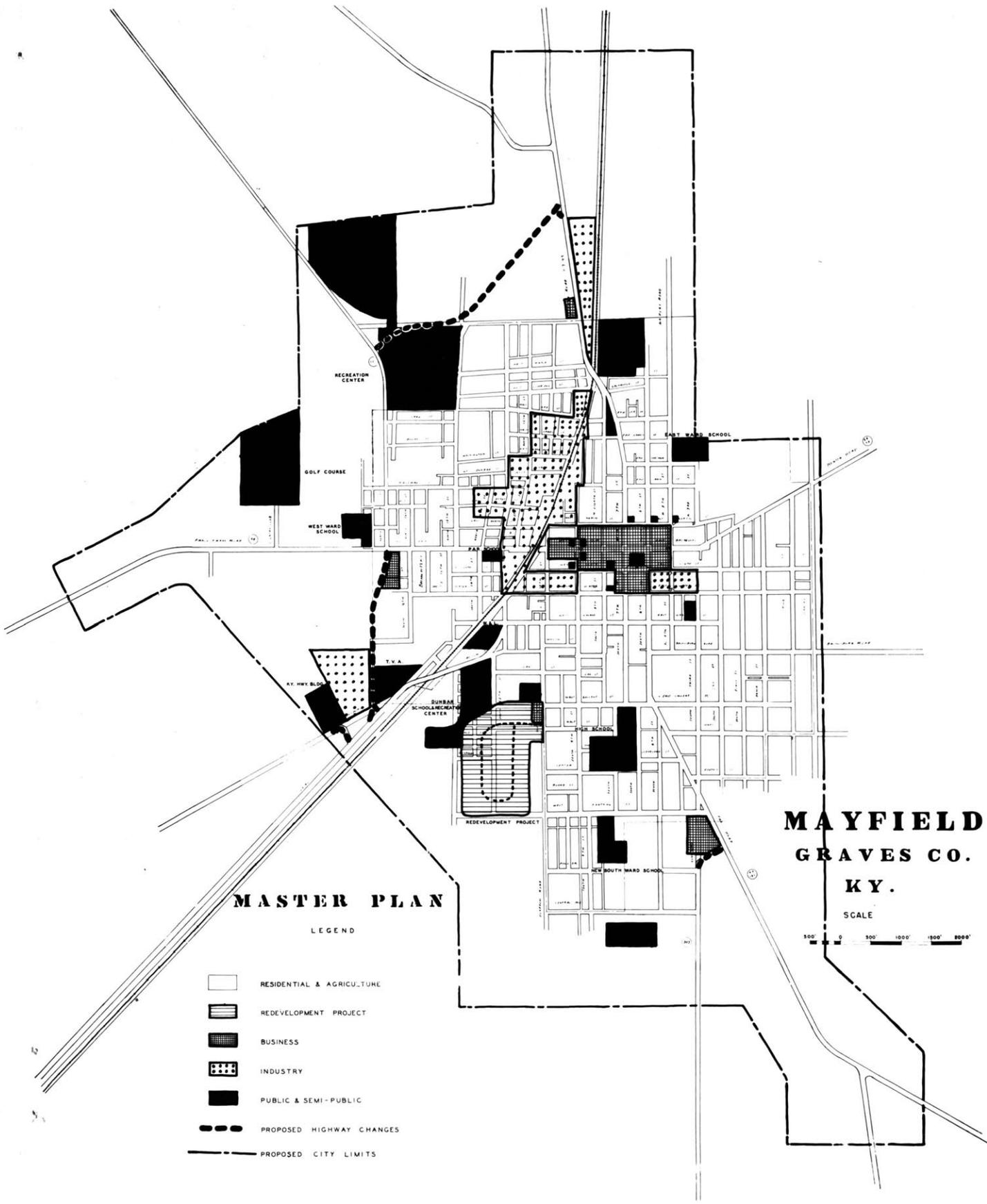
-  RESIDENTIAL & AGRICULTURE
-  REDEVELOPMENT - PROJECT
-  BUSINESS
-  INDUSTRY
-  PUBLIC & SEMI-PUBLIC
-  PROPOSED HIGHWAY CHANGES
-  PROPOSED CITY LIMITS

**PROPOSED ZONING**

**MAYFIELD  
GRAVES CO.  
KY.**

**SCALE**





# MASTER PLAN

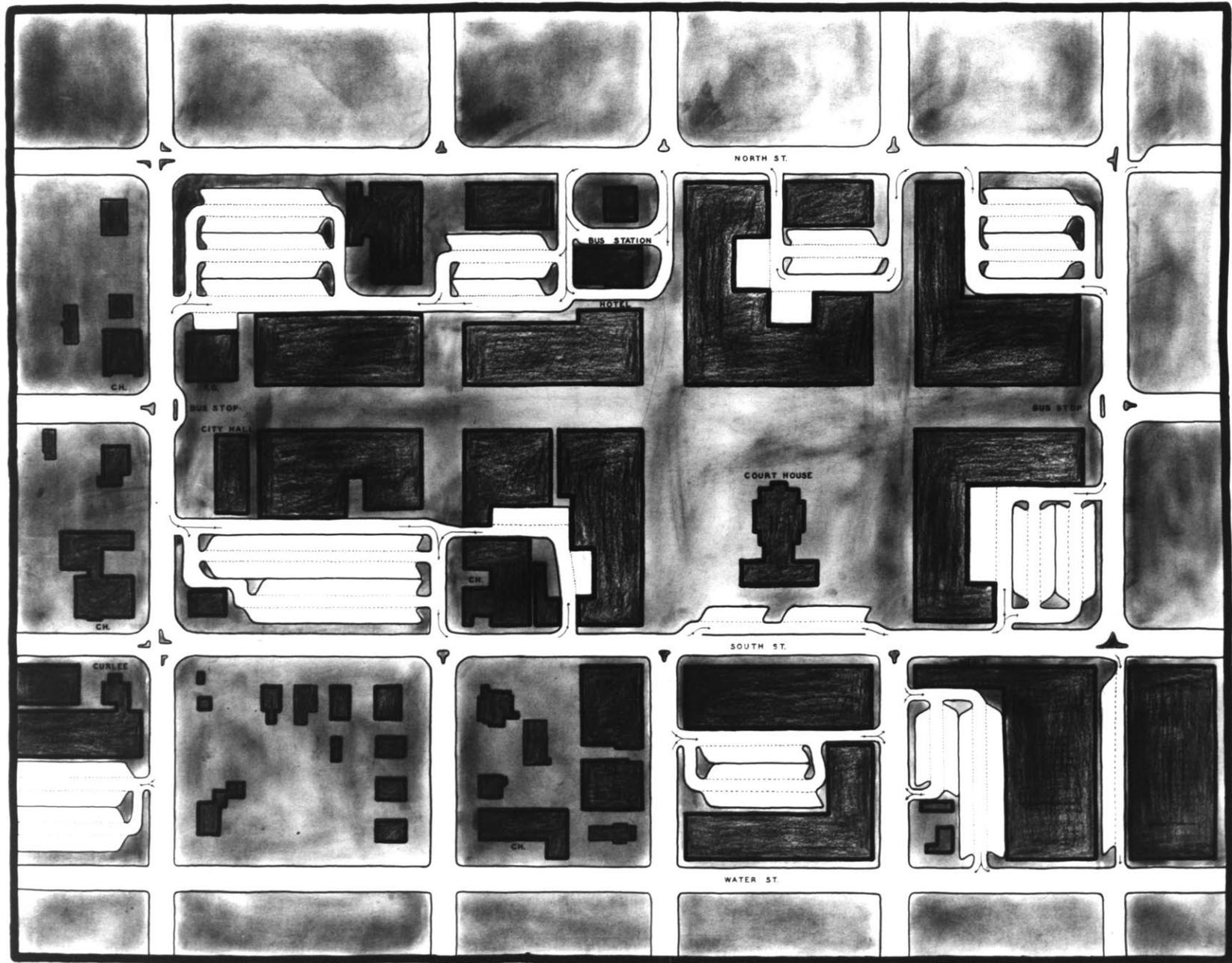
## LEGEND

-  RESIDENTIAL & AGRICULTURE
-  REDEVELOPMENT PROJECT
-  BUSINESS
-  INDUSTRY
-  PUBLIC & SEMI-PUBLIC
-  PROPOSED HIGHWAY CHANGES
-  PROPOSED CITY LIMITS

**MAYFIELD  
GRAVES CO.  
KY.**

SCALE





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