

ABSTRACT

Title of Thesis: PRESERVING CARNEGIE LIBRARIES IN LOUISVILLE,
 KENTUCKY

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The great industrialist, Andrew Carnegie, believed he had a moral responsibility to share his considerable wealth in a manner that would best serve the public good. He chose public libraries as his principal philanthropy because he held the democratic ideal that access to culture, education, and enlightenment should be shared by rich and poor alike, based on an easily accessible public education made available through the public library. The scale of his philanthropic endeavor was unprecedented. Between 1893 and 1917, Andrew Carnegie gave a total of \$41,748,689 to fund 1,689 public libraries in 1,419 communities across the country. When the last grant was made in 1917, Carnegie was responsible for the construction of over one half of the public libraries in the nation and had implemented the largest and most influential philanthropic program in American history. On the one hundredth anniversary of their construction, only 772 of the 1,689

public libraries constructed still function as public libraries while another 350 still stand but have been adapted to new, non library-related uses. Others have been lost to the wrecking ball and some remain vacant. Their future is uncertain.

This thesis finds that Carnegie libraries provide tangible evidence of the Andrew Carnegie's imprint on American education, culture, and architecture. They are an important resource set worthy of preservation. The author examined Carnegie libraries in Louisville, Kentucky, Cincinnati, Ohio, and in other cities, and has determined that a preservation plan for continued library stewardship is needed. The plan should speak to the potentials that Carnegie library buildings hold for the community. A multi-faceted approach should be used that addresses architectural styles, character-defining features, and inherent design issues. Identification of the character-defining exterior and interior features of the Carnegie library building should serve as the basis for a preservation plan. After rehabilitation, a cyclical building maintenance plan should be developed and adopted to ensure responsible, long-term stewardship. Protective mechanisms such as local landmark designations and restrictive covenants or easements should also be explored and implemented.

By learning more about Carnegie library buildings, librarians and public officials will recognize the functional as well as historic values of these buildings and will realize that these buildings, when rehabilitated "to work" are cost effective.

PRESERVING CARNEGIE-ENDOWED LIBRARIES IN LOUISVILLE,
KENTUCKY

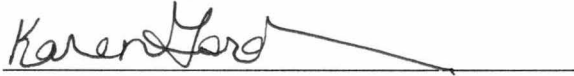
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Advisory Committee

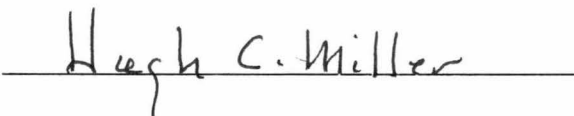
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Professor Hugh C. Miller, FAIA

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To my grandmother, Ida Mable Slout Weeter, who instilled in me a strong sense of history; to my mother Anne Sailor Brunton Weeter, who encouraged her children to explore and excel; and finally, to my husband, Martin A. Segal, and our children, Andrew, Katherine and Daniel for their continuous encouragement, understanding and endurance during my scholarly pursuit.

ACKNOWLEDGEMENTS

I would like to express my gratitude to the staffs of the Louisville Free Public Library and the Public Library of Cincinnati and Hamilton County for assistance they provided in helping me gather information on the history of their institutions and for their continued proactive stewardship of Carnegie libraries. I would also like to thank Carnegie Library scholars, George S. Bobinski, Theodore Jones and Abigail A. Van Slyke for authoring books that provided much needed insight on the public library program that formed the basis for this thesis. I also wish to express gratitude to the staffs, both past and present, of the historic preservation agencies and organizations in Louisville and Cincinnati whose previous scholarship of local architecture and history provided useful background material. In Louisville they include the Historic Landmarks and Preservation Districts Commissions of Louisville and Jefferson County, the Louisville Historical League, and Preservation Alliance of Louisville and Jefferson County, Inc. (now defunct). In Cincinnati they include the City of Cincinnati Urban Conservation Office and the Preservation Association of Cincinnati. And last, many thanks to my co-workers who allowed me a much needed leave-of-absence from the Louisville Development Authority that allowed me to finish my thesis.

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CHAPTER I

INTRODUCTION

In 1999, the author conducted research in an effort to thematically designate Louisville's nine Carnegie libraries as local landmarks. It was impressive to discover that all were built in a relatively short period of time, between the years 1908 and 1914, are extant and are significant for their historic and architectural association with the Carnegie library program. The discovery warranted further examination and analysis, and culminated in the thesis, "Preserving Carnegie Libraries in Louisville, Kentucky". The thesis will address a number of questions:

1. Why did Andrew Carnegie choose public libraries as his favored philanthropy and what imprint does the Carnegie library program leave on the American culture?
2. How did the Carnegie library philanthropy program differ from city to city?
3. Why do so many Carnegie buildings share common Classical Revival or Beaux Arts design characteristics? Were there regional stylistic differences as well?
4. When and why was the library program discontinued?
5. How many Carnegie buildings survive?
6. Do those that survive function well considering contemporary needs?
7. Which stewardship practices or protective mechanisms are worthy of implementation if Carnegie buildings are to stand another one hundred years?
8. What economic incentives are available to the building owner?

Grant money from Andrew Carnegie facilitated the construction of nine libraries each in Louisville, Kentucky and Cincinnati, Ohio between the years 1906 and 1914. Because the gifts were awarded to each city within three years of one another and the character of each reflected both interesting contrasts and striking similarities, data from

each was collected in an effort to answer questions related to these buildings. Both historic and contemporary records were analyzed. Annual reports prepared by public libraries in both Louisville and in Cincinnati provided useful information. Each contains detailed primary written records of the library system's formation and evolution. Importantly, the written record was supplemented by historic photographic images of Carnegie library buildings in the public library system. This visual documentation allowed the author to conduct a comparative analysis of library stewardship through the years. Books and periodicals, many prepared by librarians and library administrators who were keen observers of how well Carnegie libraries have functioned both historically and contemporarily, were invaluable. The author also interviewed a number of library staff, administrators, and private building owners who willingly shared their observations on how efficiently these buildings function for today's needs. Special emphasis, during the research phase, was placed on noting code compliance, Americans with Disabilities adaptability, and on how well suited these library buildings are to meeting today's need for high speed, Internet technology. Library administrators, architects, historic preservation professionals, and city planners were consulted in an attempt to examine successful stewardship approaches.

Chapter II of this thesis explores: (1) the goals and objectives of Andrew Carnegie's philanthropy; (2) allocation methods; and (3) the impact Carnegie philanthropy had on the construction of public libraries in Louisville, Kentucky. Chapter III follows with a discussion of (1) how Carnegie's gift was used to fund libraries in Cincinnati, Ohio; (2) similarities and differences between Carnegie buildings in

Cincinnati and in Louisville, Kentucky; and (3) how each city has accepted stewardship of its architectural legacy. Chapter IV examines (1) the impact of the Carnegie program to towns across America; (2) design characteristics and inherent obstacles encountered when adapting Carnegie library buildings for contemporary needs; (3) library stewardship in Louisville, Kentucky; and (4) cyclical maintenance as it applies to Carnegie libraries. Stewardship of Carnegie Libraries is explored in Chapter V by examining (1) historic preservation easements and (2) local landmark designations, both tools available to building owners and preservationists who wish to protect Carnegie library buildings from adverse change. The application of each as applied to Carnegie library buildings is emphasized. Chapter VI provides a thesis summary. In an effort to facilitate an easy reference, Appendix I includes a guide to all abbreviations used. Appendix II features a data sheet on each Carnegie building constructed in Louisville and in Cincinnati so that the reader is able to quickly scan basic facts, historic status, and recent modifications for building expansion, parking, Americans with Disabilities compliance and Internet technology adaptations. Appendix III includes a model conservation easement drafted to provide an example of what historic preservation values might be protected.

CHAPTER II

A BRIEF HISTORY OF LOUISVILLE'S NINE CARNEGIE LIBRARIES

Introduction

Nine Louisville Carnegie libraries, built between the years 1908 and 1914, are extant and are significant for their historic and architectural association with the Carnegie library program. This chapter explores (1) the goals and objectives of Andrew Carnegie's philanthropy; (2) allocation methods; and (3) the impact it had on the construction of public libraries in Louisville, Kentucky.

Andrew Carnegie's Library Program

Industrialist and philanthropist Andrew Carnegie's (1835-1919) foray into financing the construction of public libraries all across America began in 1881 when he gave a public library to Allegheny City, Pennsylvania to acknowledge Colonel James Anderson, a gentleman who, years before, had opened up his own personal library of 200 or so books to the poor youth of the town. Carnegie had himself been the recipient of Anderson's generosity and this exposure to a small collection of books had a profound impact on him. Years later he wrote:

My own personal experience may have led me to value a free library above all other forms of beneficence...I resolved, if ever wealth came to me, that it should

be used to establish free libraries, that other boys might receive opportunities similar to those for which we were indebted to that noble man.¹

As word spread of Carnegie's generosity to Allegheny City, requests from across the nation for funds to finance new public libraries flooded into Carnegie's office. Thus began the Carnegie program of systematic funding of library construction. Between 1886 and 1921, over 1,689 libraries were constructed with the financial assistance of Andrew Carnegie (Figure 1).²

Louisville's Utilization of Carnegie's Funds: Allocation Methods

Like many communities across America, Carnegie's program of library funding did not go unnoticed by Louisville's educated elite and was of particular importance to the Polytechnic Society of Louisville, the private literary gentleman's club. In fact, the philanthropist's philosophy of free public libraries functioning as "the poor man's university" meshed well with the Polytechnic's belief that public libraries were as necessary to education as schools and universities. Cognizant of the fact that Carnegie required the local municipality to (1) provide a site for the library, (2) provide an annual endowment for the maintenance and improvement of the library, which amounted to at least ten percent of the initial grant request from Carnegie, (3) and that the site be debt free and large enough to accommodate future expansion needs, the Polytechnic Society of Louisville went to work.³ By 1898 the City Charter was amended to enable the municipality to levy a tax toward the support of a free circulating library.⁴ At about the same time, the treasurer of the Polytechnic (without specifically requesting any set

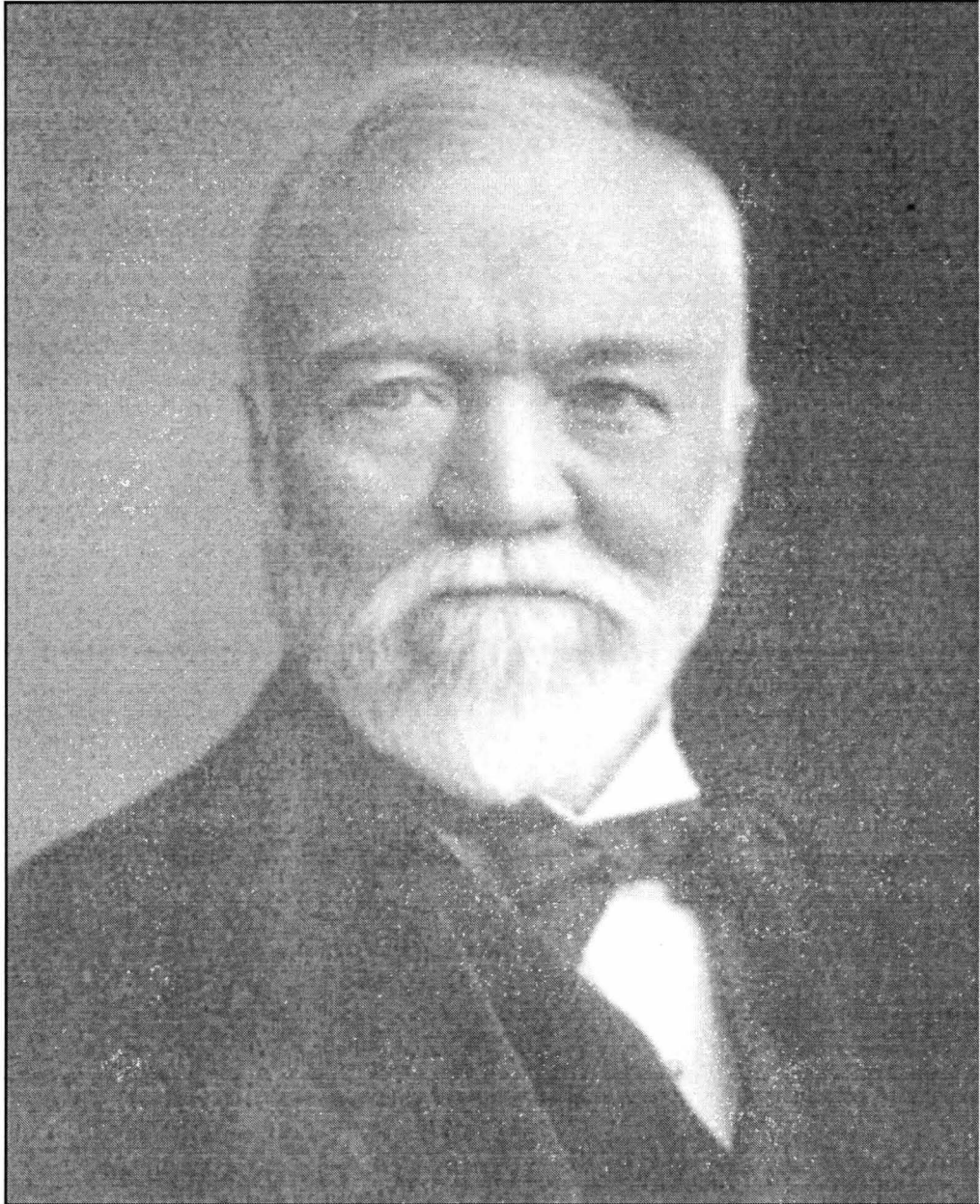


Figure 1: Andrew Carnegie - 1835-1919 (Van Slyke).

amount of money) contacted Carnegie for funds to build a main public library building for Louisville. Without making a formal commitment, Carnegie agreed to provide \$125,000 if the request came directly from City of Louisville government. The Polytechnic believed the \$125,000 insufficient to cover the cost of a main library so they undertook a two-year study of specific costs before any formal overture was made. By then, the committee determined \$300,000 as the amount needed for a first class main library building. Finally, in 1902, a formal letter requesting money was sent to Carnegie, but unfortunately it did not mention the \$300,00.⁵ Instead, the Polytechnic Society's vaguely worded letter requested that... "a bill to be introduced to the State Legislature [that] would enable the City to collect from \$25,000 to \$50,000 annually." Carnegie responded by committing \$250,000, again a shortfall of \$50,000. Soon, another letter asking for an additional \$50,000 was sent. Surprisingly, Carnegie denied this request, pledging instead \$200,000 more to cover the cost of building eight branch libraries. With this gift, Louisville's Free Public Library system was born. Andrew Carnegie's gift to Louisville's library system amounted to \$450,000 or 43% of the total cost of the system.⁶ Louisville's was the 11th most expensive library system in the nation between the years 1894 to 1918, ranking just behind Indianapolis, Indiana.⁷ In all, a total of nine Louisville Free Public Libraries funded by Andrew Carnegie were dedicated between the years 1908 and 1914. All survive, retain a remarkable level of architectural integrity, and are focal points for the neighborhoods in which they are located.

Construction of Carnegie Libraries in Louisville

The city fathers along with the trustees of the Louisville Free Public Library envisioned a library system that would be accessible to those of different races, social standing and economic means. They were to serve the poor, middle class, and wealthy alike.⁸ As a result of this broad based approach to education and culture, Louisville's sophisticated library system features Carnegie libraries sited throughout the city in areas that are now the town's older streetcar suburbs. The nine buildings form a rough semi-circle around the city with the Main Branch of the Louisville Free Public Library serving as the symbolic and literal hub.

The Main Branch of the Louisville Free Public Library system was sited one block south of Broadway, the City's major east-west transportation corridor, and slightly south of the Central Business District on a plot of land initially thought to be "too swampy and unsuitable for building."⁹ The building's design team was selected by library trustees through a design competition in which five local and five outside firms were invited to compete. After a lengthy evaluation process the New York firm of Pilcher and Tachau, a group with strong Louisville connections, was chosen to design the main branch based on their design submission of a grand Beaux Arts style building.¹⁰ The firm hired to design the grounds was none other than the famed Olmsted Brothers of Boston, successor firm to Frederick Law Olmsted.¹¹ It is the largest and most elaborately detailed of Louisville's Carnegie libraries and is the crown jewel of the entire system (Figures 2 and 3).



Figure 2: Main Library, 301 York Street, Primary façade, circa 1905-1919 (ULPA).

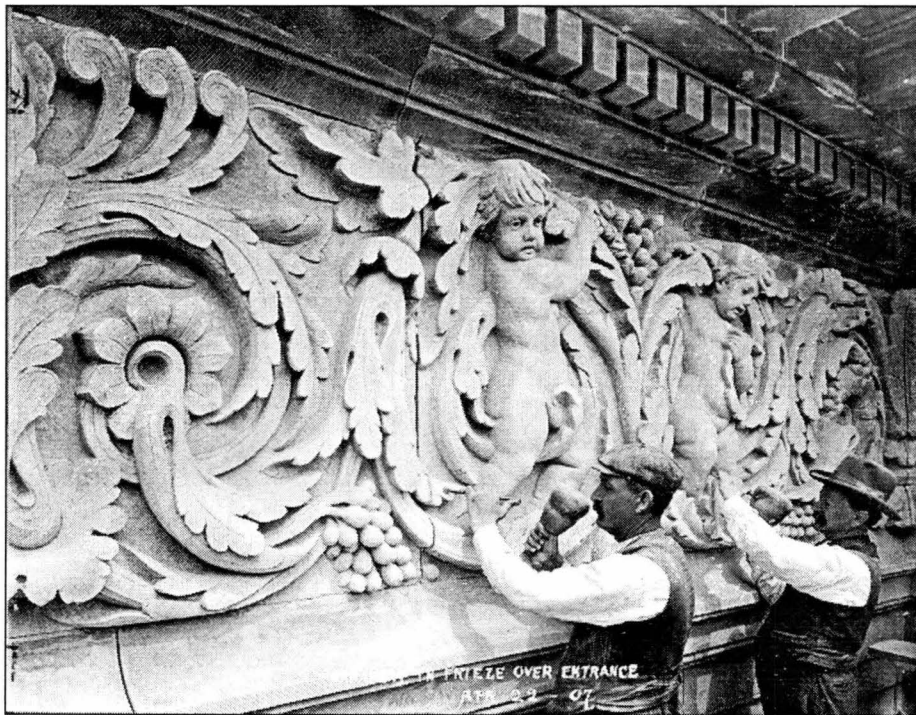


Figure 3: Main Library, 301 York Street, Ornamental frieze, 22 April, 1907 (LFPL).

The Highland Branch of the Louisville Free Public Library was built in response to a \$4,000 pledge from residents of the surrounding neighborhood. A lot was acquired at the corner of Highland Avenue and Cherokee Road in the upscale eastern streetcar suburb of the Cherokee Triangle and a splendid Classical Revival style building, at a cost of \$29,000, was erected. The local architectural firm of Hutchings and Hawes designed a symmetrical, “L” shaped structure with a projecting, centered entrance that faced the intersection (the only Carnegie library building in the system that is not a simple rectangle). It was officially dedicated in February of 1908, five months before the dedication of the main branch. It was the first completed in the system and was reportedly the first public library branch located south of the Ohio River (Figure 4).¹²

The Crescent Hill Branch, also in an eastern streetcar suburb, was the next branch constructed. It was completed in September 1908 at a cost of just over \$26,000. Thomas and Bohné of Louisville were responsible for its Beaux Arts style design (Figure 5).

The Parkland Branch Library, fourth in the system, was dedicated in October 1908, and was the first located in a western suburb. It was built at a cost of almost \$21,000 after a local civic organization, the Parkland Progressive Club, presented the trustees of the Louisville Free Public Library with a building lot. Prominent local architect Brinton B. Davis was responsible for the building’s Classical Revival design (Figures 6 and 7).

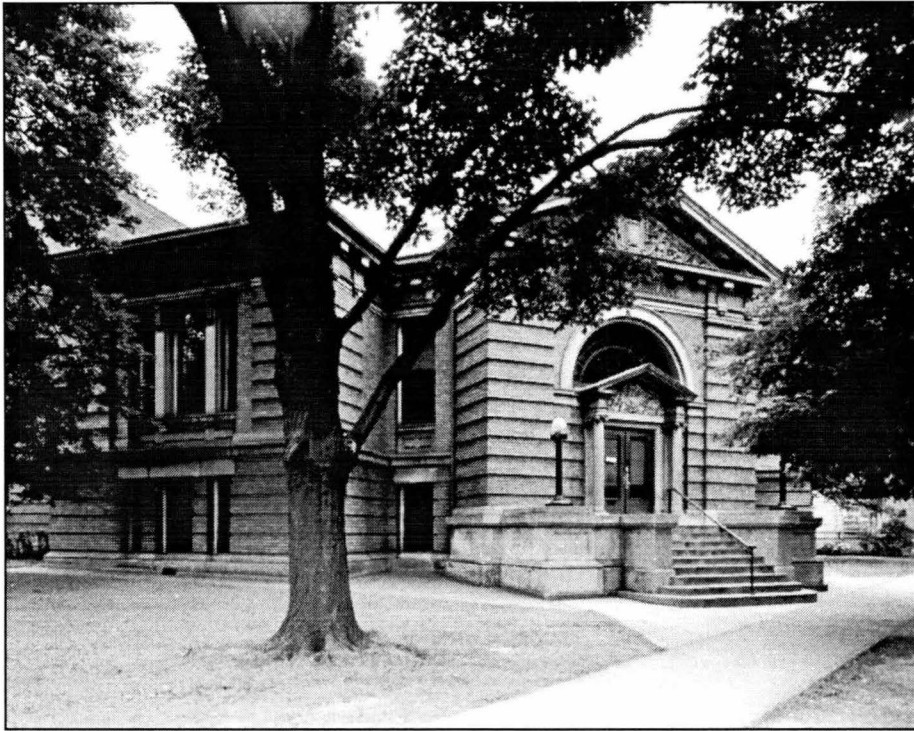


Figure 4: Highland Branch, 1000 Cherokee Road, Primary façade, circa 1905-1919, (ULPA).

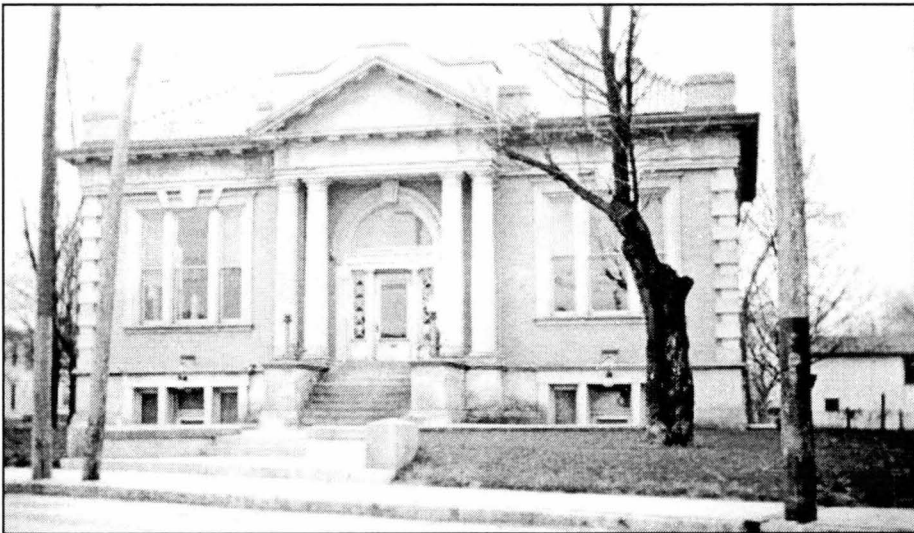


Figure 5: Crescent Hill Branch, 2762 Frankfort Avenue, Primary façade, circa 1905-1919 (ULPA).



Figure 6: Parkland Branch, 2743 Virginia Avenue, Primary façade, circa 1905-1919 (ULPA).

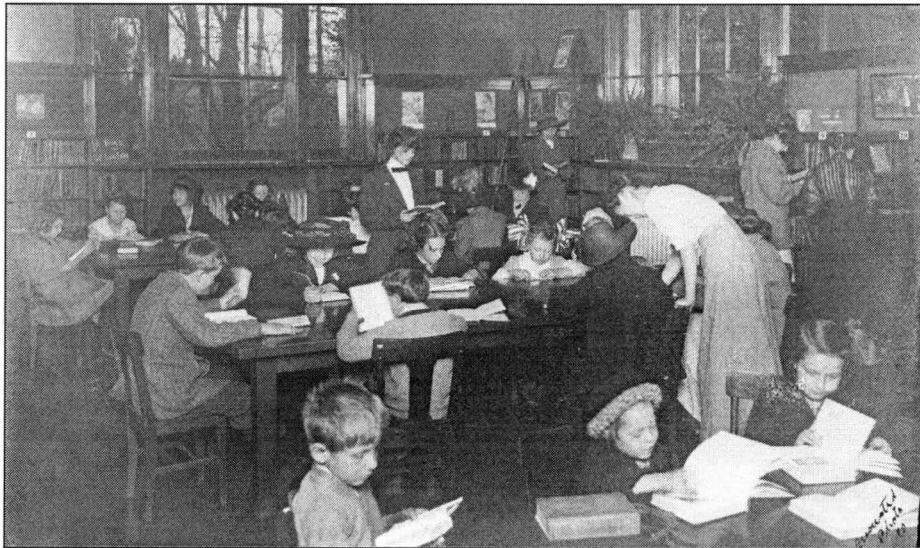


Figure 7: Parkland Branch, 2734 Virginia Avenue, Children's room (ULPA).

The fifth library in the Louisville Free Public Library system, completed in 1908, was the Western Colored Branch Library, located just west of Louisville's Central Business District. McDonald and Dodd designed a handsome Beaux Arts style building that was one of the first public library buildings in the south that was not only set aside for the exclusive use of African American patrons, but also was administered by an all African American library staff (Figure 8).

In essence, it served as the main branch for Louisville's African Americans in a racially segregated system. Western was strategically located "...near the center of Louisville's principal Negro [sic] population."¹³ Its origins can be traced back to a makeshift reading room set up in 1905 in a private home in Russell, a residential neighborhood west of the city's downtown, where 1,400 books were available for reading. Because many area blacks were illiterate, story telling and reading programs for youngsters and a debating club for older patrons were emphasized to foster reading skills. Two classrooms and an auditorium were integrated into the building's design so that the library could serve multiple purposes. The Western Branch was also the exclusive source of books for all local African American schools. Because there were no library science training schools for African Americans in the country the Western Branch served as a training ground for blacks, bringing citizens from as far away as Roanoke and Lynchburg, Virginia to learn under the tutelage of William Blue, a prominent African American librarian. Louisville's program was considered a national model (Figure 9).

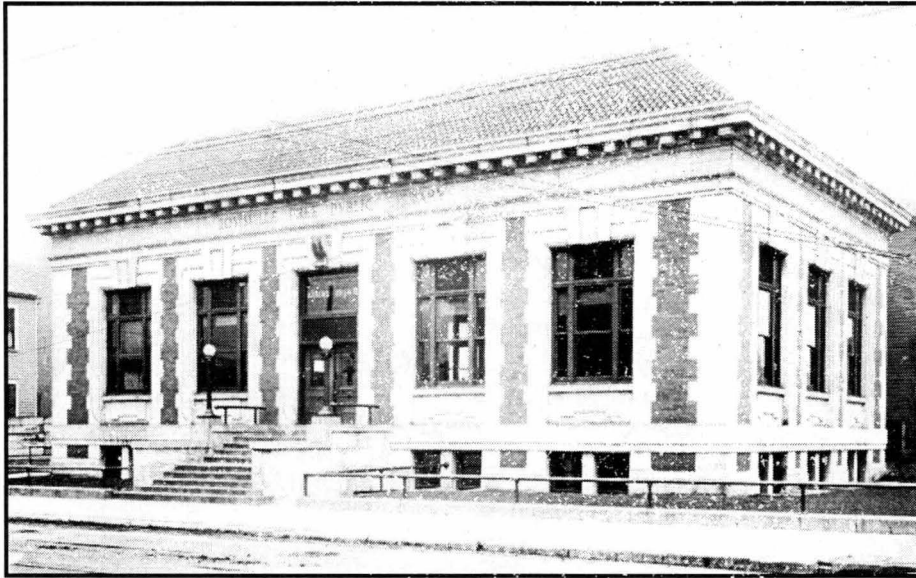


Figure 8: Western Branch, 604 South 10th Street, Primary façade, circa 1905-1919 (ULPA).



Figure 9: Western Branch, 604 South 10th Street, Library Staff, circa 1905-1919 (ULPA).

Three years went by before the next public library in the Louisville system was dedicated. The 1911 Shelby Park Branch Library was literally constructed in the middle of a small city park designed by the Olmsted Brothers of Boston in 1908.¹⁴ It was sited in a southeastern suburb of Louisville on a plot of land that had formerly served as a circus ground. The Louisville Anzeiger, a local German-language newspaper, marked the library's opening with a special commemorative issue touting the arrival of this important civic building in the predominantly German, working class neighborhood called Germantown. The Shelby Park Branch Library and the Main Branch are the only public libraries in the system faced entirely in stone and are the only ones with Olmsted Brothers-designed landscapes (Figure 10).

The Jefferson Branch Library, located on Jefferson Street, is one of two libraries dedicated in 1913, and holds the distinction of being in a city cemetery.¹⁵ A neighborhood fundraising effort, headed by the president of the local Parent Teachers Association, spearheaded the drive. As part of the fundraising effort, school children conducted a door-to-door canvas and sold "plots" of the cemetery for \$1.25 apiece. Prominent local architect D.X. Murphy designed the Jefferson Branch in the Beaux Arts style (Figure 11).

The Portland Branch, the second Carnegie library building completed in the year 1913, has the most western location of all of Louisville's Carnegies. It, too, was constructed in the Beaux Arts style, and was designed by local architect Valentine Peers Collins at a cost of almost \$23,000 (Figure 12).

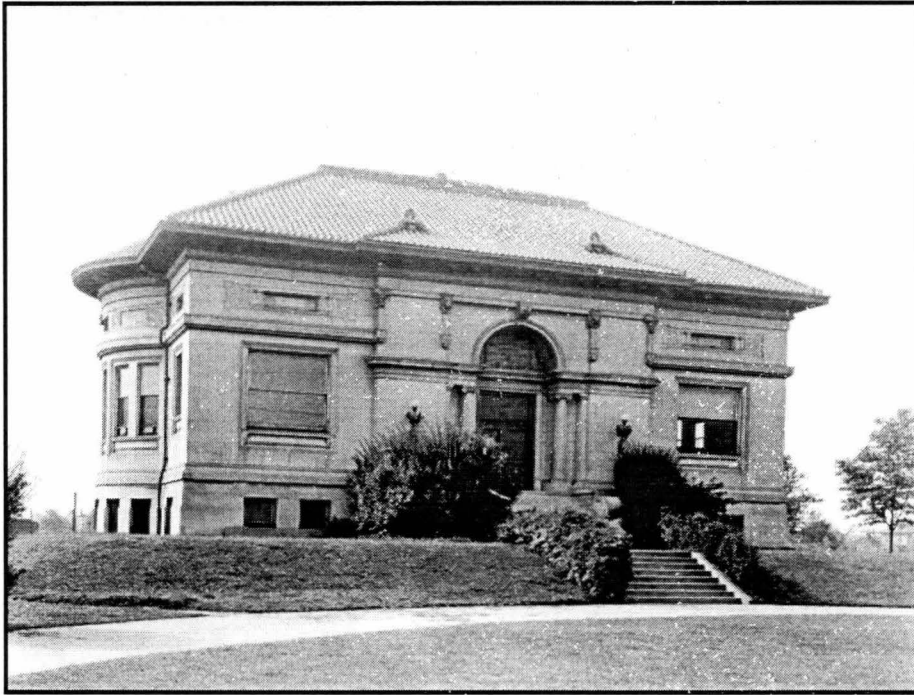


Figure 10: Shelby Park Branch, 600 East Oak Street, Primary façade, circa 1905-1919 (ULPA).

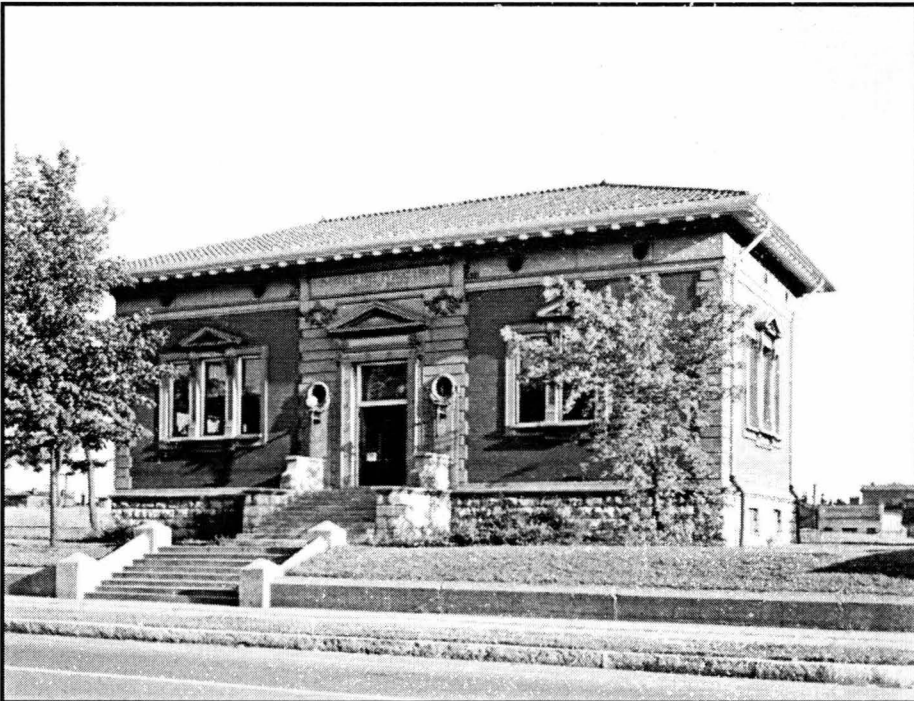


Figure 11: Jefferson Branch, 1718 West Jefferson Street, Primary façade, circa 1905-1919 (ULPA).

The final library built in Louisville with assistance from Andrew Carnegie was the Eastern Colored Branch Library. Like the Western Branch, it was set aside as a segregated facility for African Americans and, perhaps because of a racial slight, its name was derived from the points of a compass rather than its neighborhood identifier. William F. Blue, who had been so instrumental in the establishment of Louisville's Western Branch, administered all programs at both Eastern Branch and Western branches. With the construction of the Eastern Colored Branch, Louisville held the distinction of being one of the few cities in the south with two public libraries for blacks. Perhaps because of its clientele, or perhaps because money for Louisville's Carnegie Libraries was running short, Eastern was the least expensive of all Louisville's branch libraries and was completed at a cost of just over \$19,000. It was dedicated in January of 1914 (Figure 13).

Architectural Competition and Winning Design of the Main Branch Library and for Eight Neighborhood Branch Libraries

An indication of just how seriously the City fathers and the trustees of the Louisville Free Public Library took their Carnegie libraries is expressed in the selection of building and landscape architects chosen to design them. A Library Planning Committee was formed by the library trustees to consider the design and layout of libraries in the system. The flagship of the Louisville library system, the Main Branch, set the tone for the eight branch libraries to follow.

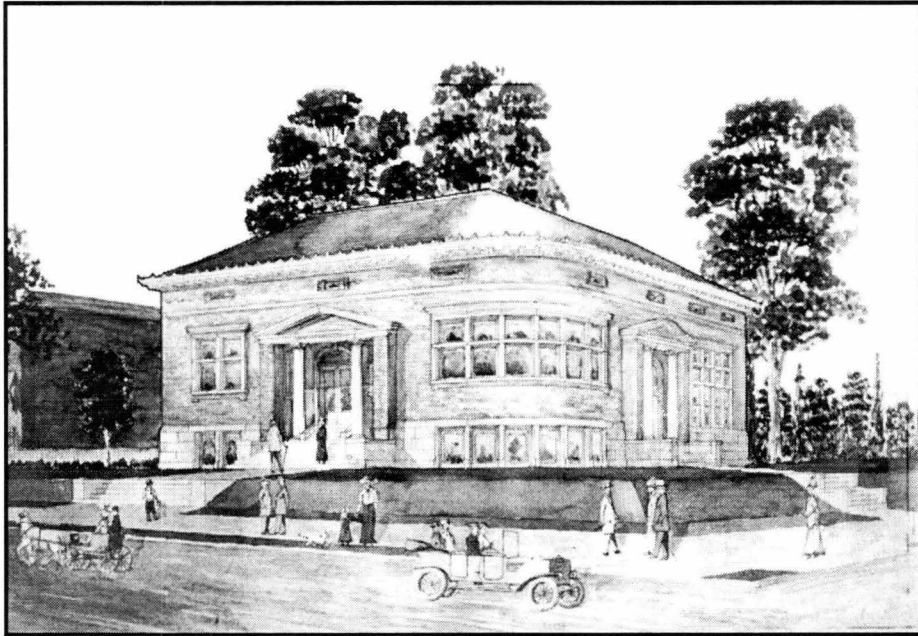


Figure 12: Portland Branch, 3305 Northwestern Parkway, Primary façade, architect's rendering, circa 1905-1919 (ULPA).

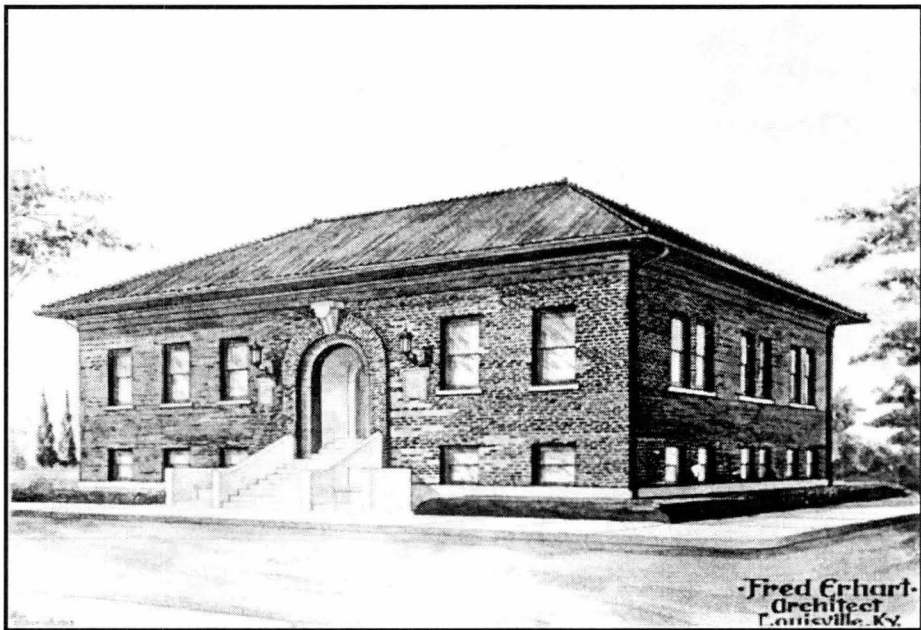


Figure 13: Eastern Branch, Hancock and Lampton Streets, Primary façade, architect's rendering, circa 1905-1919 (ULPA).

For the Main Branch, the Louisville Free Public Library's head librarian, Anderson Hopkins, and Professor William Ware of Columbia University's School of Architecture, oversaw an architectural competition in which both local and national architects were asked to compete.¹⁶ The architectural firms from outside Louisville invited to participate included: Albert Randolph of New York; McKim Mead and White of Boston; F.M. Andrews of Dayton; Mairain, Russell, and Gardiner of St. Louis; and Pilcher and Tachau of New York. Clark and Loomis, D.X. Murphy, Henry Walters, and J.B. Hutchings, all Louisville architects who favored the classical styles and had proven architectural track records, were among the local firms invited to compete. Others were urged to submit plans, but without financial compensation for their submission. The Library Planning Committee considered function and layout of the building to be a higher priority than grandiose design. Fireproof brick, terra cotta or stone construction in a "simple and dignified" style was specified. "Broken" and Rococo details would not be considered.¹⁷ It was evident by the selection of such well known, classically trained architects and by the materials and styles specified, that the kind of image the Trustees of the Louisville Library System wanted to project was one of culture and enlightenment. Hopkins and Ware recommended Pilcher and Tachau as their architectural firm of choice to design the Main Library, a recommendation that was accepted by the Library Planning Committee.

Lewis Pilcher was from Brooklyn and attended the Columbia School of Architecture. As state architect of New York, he designed Sing-Sing Prison in Ossining. He also served as professor of Fine Arts at Vassar, was a professor of architecture at

Pennsylvania State University, and was editor of architecture for the *Encyclopedia Americana*. While Pilcher hailed from New York, his partner, William Tachau was born and raised in Louisville. He was a classmate of Pilcher's at Columbia. Additionally, he also studied at the Ecole des Beaux-Arts. After forming a partnership in 1900, they designed the Haviland Building in New York, the band shell in Central Park, the Squadron B Armory in Brooklyn, and the Church of Christ Science in Glenn Falls, New York. Tachau's strong connections to Louisville may have helped secure his firm's commission to design and build the Free Public Library's Main Branch.¹⁸ Though unconfirmed, the fact that Pilcher and Tachau had attended the Columbia School of Architecture, the same school that employed Professor William Ware, one of the principal advisors to the architectural competition, may have helped as well.

The design of the Main Branch is the finest local example of Beaux Arts style architecture. Likely, the architects and the library planning committee were both inspired, at least in part, by the abundant use of classic elements popularized at the 1893 World's Columbian Exposition in Chicago (Chicago's 1891-3 celebration of Columbus's discovery of the Americas).

Many Carnegie Libraries across the nation were designed "from the outside in" by mimicking the architecture of the Columbian Exposition with little attention paid to the building's function.¹⁹ Such was not the case with Louisville's Main Branch. The City Beautiful movement had matured into something different by 1908. Here the library staff gave studied thought to efficient and functional building layout and design. Because the

Louisville Free Public Library Building Committee also oversaw design, construction and layout of the eight branch libraries, an emphasis on functionality over ornamentation continued. Indeed all of Louisville's Carnegie Libraries featured a central "delivery room" or checkout area, which also served as the station for key library personnel. This allowed staff surveillance of library patrons in an efficient and cost effective manner, a revolutionary library design concept for its day (post Richardsonian Romanesque compartmentalization). "The modern library idea" of an open stack system, which allowed library patrons to peruse the stacks and make their own book selection under the watchful eye of the centrally located librarian, was yet another cutting edge feature of the Main Branch and was integrated into the design of all eight branch libraries as well (Figure 14).²⁰

Without holding an architectural competition per se, an expensive and time consuming endeavor, the City of Louisville was able to exercise a great deal of control over the design of each branch library simply by selecting certain "acceptable" architects.²¹ In Louisville, an acceptable architect or firm was one that favored the more conservative Beaux-Arts or classical styles. Out of Louisville's nine library buildings, five are Beaux-Arts in design, three were inspired by the Classical Revival, and one was designed in the Second Renaissance Revival style.

Young and Company's Business and Professional Directory of the Cities and Towns of Kentucky, a 1906 subscription business directory, lists twenty-two architects in Louisville and vicinity.²² Since budgetary constraints would not allow for out-of-town

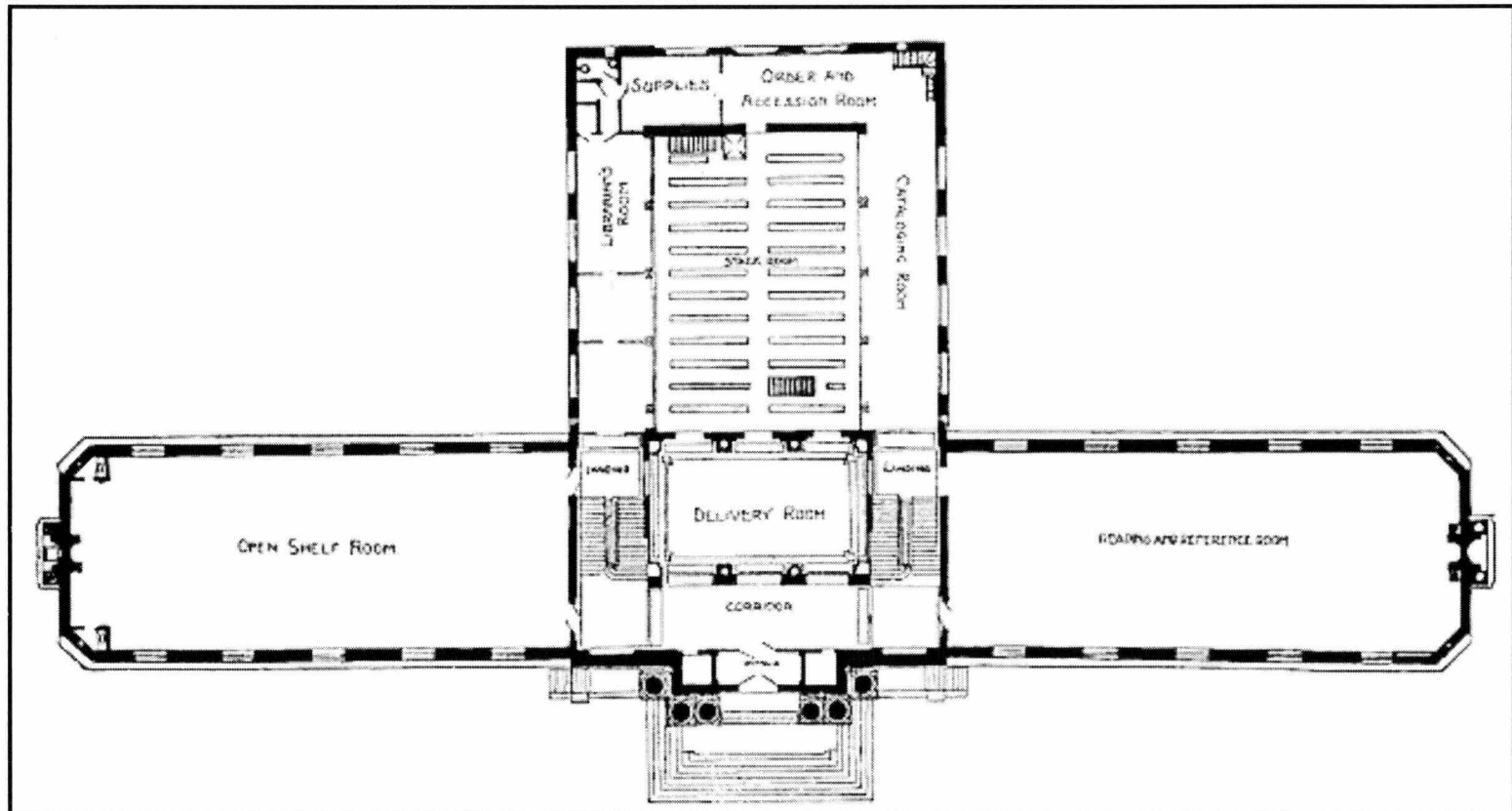


Figure 14: Main Library, 301 York Street, first floor plan, circa 1905-1919 (ULPA).

architects to be hired for the branches, this *Young's* list would have been the pool of architects from which the designers for Louisville's Carnegie libraries were drawn. Of the fourteen architects involved in branch design, six were registered in the state when the Kentucky Architectural Registration Law went into effect in 1930.²³ Architects sophisticated enough to pass the state licensing exam reflected a high degree of professionalism and were a good indication of the quality of the architects hired to design Carnegie libraries locally.²⁴ Perhaps a more important indication of the caliber of this group of Carnegie architects was their collective body of work. They represented a "Who's Who" of Louisville architecture at the turn of the century."²⁵ Brinton B. Davis, D.X. Murphy, William Dodd, John Bacon Hutchings, Arthur Loomis and H.P. McDonald, in addition to their local prominence, were all well known regionally. Bohne, Collins, Erhart, Hartman, Hawes, and Thomas formed the second tier in terms of sophistication and regional recognition, but were nonetheless fine architects with refined taste and skill by local standards.

The selection of the Olmsted Brothers firm to design both the grounds for the Main library, as well as the park in which the Shelby Park Branch is located, was a logical choice since Frederick Law Olmsted had designed Louisville's extensive collection of parks and parkways just prior to the turn of the century. Both Olmsted, before his retirement in 1895, and his successor firm, Olmsted Brothers, were the favored landscape design firm for Louisville's moneyed elite. They were responsible for the design of numerous subdivisions and suburban communities, as well as grounds of residential, institutional, and private estates and homesteads in and around Louisville.²⁶

The hiring of the Olmsted Brothers is again a good indicator of the importance placed on the two buildings. The high level of sophistication, both in terms of building design, and landscape design, mark these buildings as the pinnacle of Louisville's Carnegie library system (Figure 15).

Architectural Characteristics of Louisville's Carnegie Libraries

Consistency in site placement of Louisville's Carnegie libraries is evident. All but two Carnegie libraries (the Main and Eastern branches) are located on major east-west transportation corridors and sit on bermed sites. Two are located mid-block and face the street (the Main and Shelby Park branches), while the remaining seven are located at or very near the corner. Six face the main street (the Crescent Hill, Eastern, Jefferson, Main, Parkland, and Shelby Park branches), two address the corner (the Highland and Portland branches), while one faces a side street (the Western branch). All have moderate setbacks. As mentioned previously, the landscape architecture firm of Olmsted Brothers designed the landscape plan for the Main branch and also designed Shelby Park, the location of the Shelby Park branch Library. It is not known if the landscape plans for the remaining seven Carnegie libraries in Louisville were designed by the architect or architectural firm that designed the respective branch.²⁷

Louisville's nine Carnegie libraries show a high degree of consistency in their basic design elements. Masonry construction was employed in all nine. Two are faced totally in smooth limestone (the Main and Shelby Park branches) while three are red

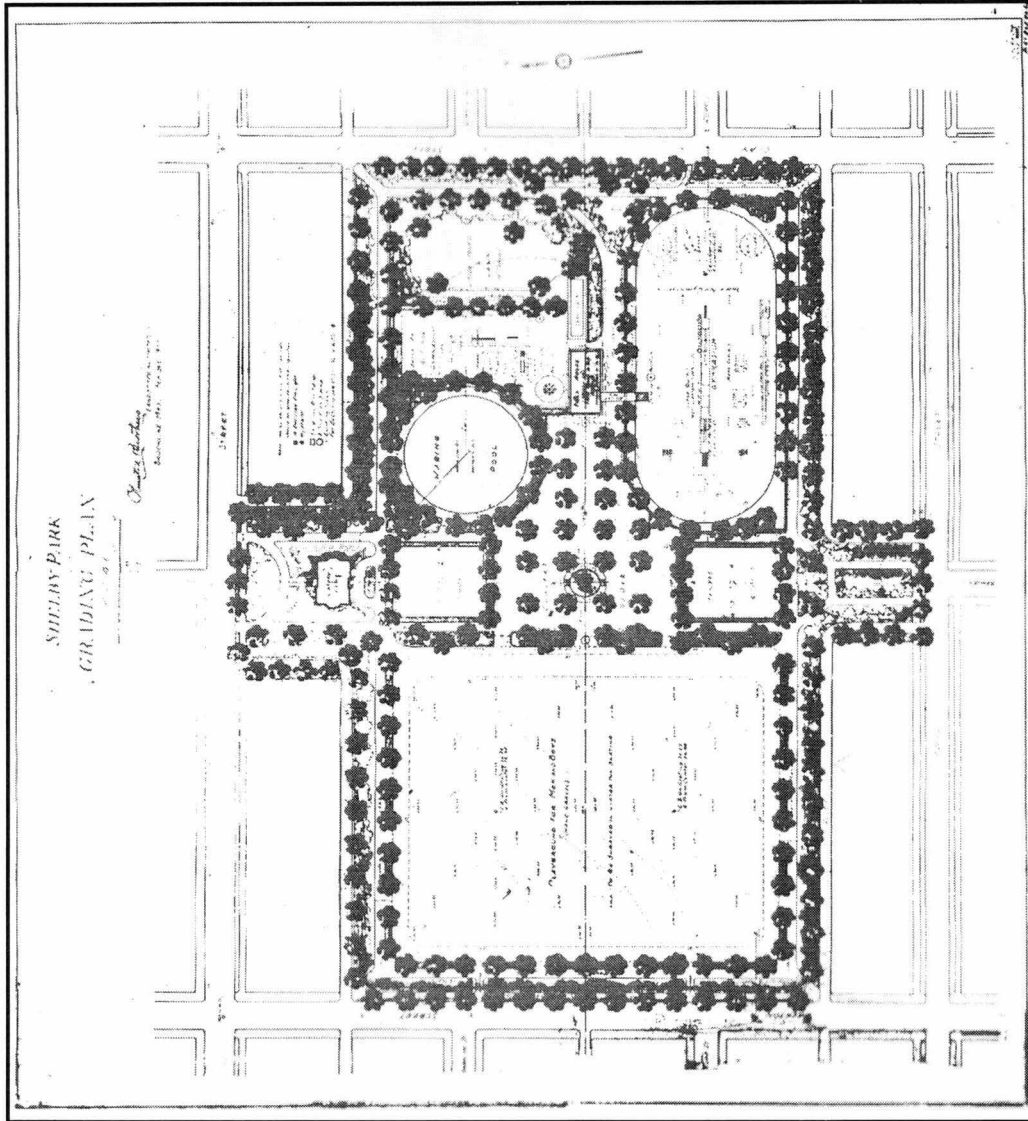


Figure 15: Shelby Park, Olmsted landscape plan (Kramer).

brick (the Crescent Hill, Highlands, Parkland and Portland branches). All but the Highland branch have rectangular plans with cube-like massing. Eight of the nine are one-story in height and rest upon a raised basement level (the Main branch is the only two-story library in the group). All nine Carnegies have very formal, symmetrical façade arrangements, with a centered entry accessed by a short series of stone steps. Six of the nine libraries have pediments above the building's entrance while two have arched treatments. All nine have a tripartite façade bay arrangement with varying numbers of windows on each side.

Interior room arrangements of Louisville's Carnegie Libraries are consistent from branch to branch as well. On the ground level, toward the front of the building, each features a central delivery room flanked by "departments" for adults and children. Toward the rear are a "librarian's" room and restroom facilities. A lecture hall, classrooms, and an unassigned space (presumably reserved for changing uses or events) are found toward the front of the basement level with service and utility functions to the rear (Figure 16 and 17).

Current Uses of Louisville's Historic Library Buildings

All of Louisville's Carnegie libraries display an amazingly high level of architectural integrity. Five of the buildings have never been altered or added on to (the Eastern, Highland, Parkland, Portland and Western branch libraries). Three have rear additions (the Jefferson, Main, and Shelby Park branch libraries), while one has additions

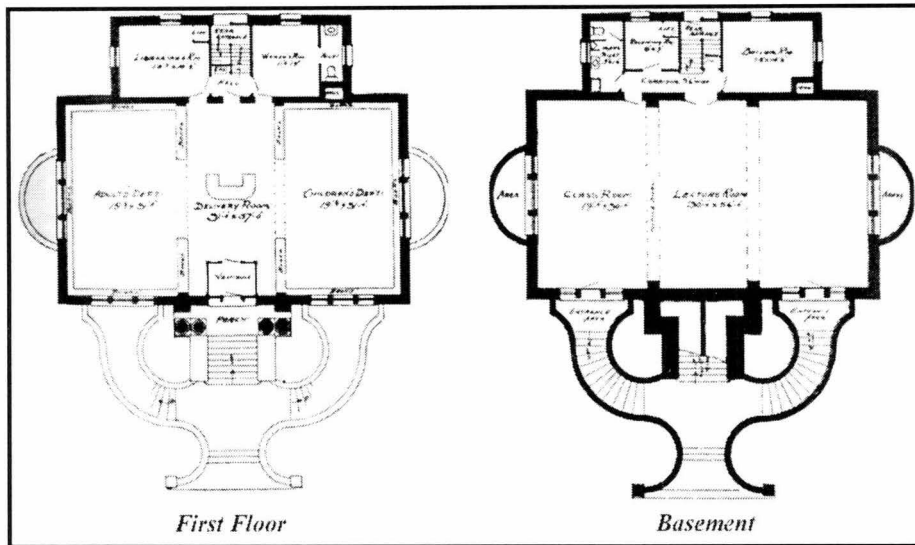


Figure 16: Crescent Hill Branch, Floor plans for first floor and basement levels, circa 1905-1919 (ULPA).

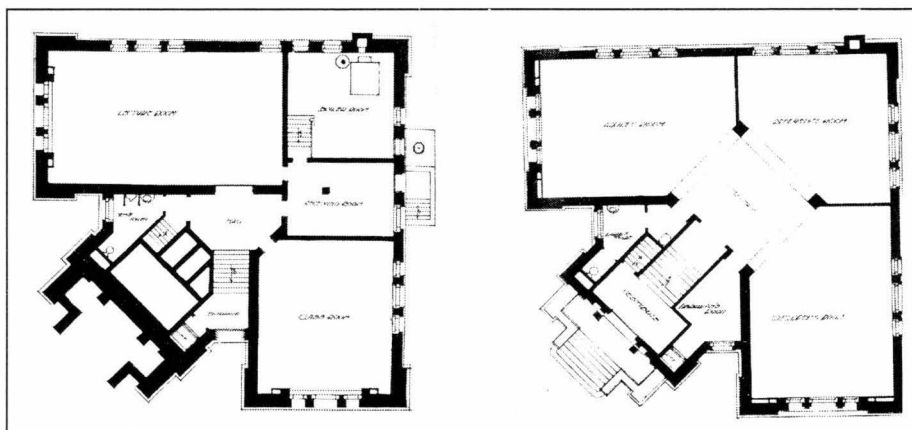


Figure 17: Highland Branch Library, Floor plans for basement level and main floor, circa 1905-1919 (ULPA).

to both the sides and rear (Crescent Hill). This high level of integrity can, in part, be attributed to good building stewardship by the City of Louisville. Of the seven Carnegie libraries still owned by the City of Louisville, three serve as community centers (Eastern and Shelby Park branches are currently used as community centers or City of Louisville offices and a third, the Parkland branch, is currently undergoing renovation as a community center), and four continue to serve as public libraries under the purview of the Louisville Free Public Library system (the Crescent Hill, Main, Portland and Western branches). The Highland branch and the Jefferson branch are privately owned. All nine appear to have varying levels of interior architectural integrity with regard to each building's interior room volumes or character-defining features.

All of Louisville's Carnegie libraries have some level of historic and architectural recognition. Of the nine, four have been individually listed in the National Register of Historic Place and five are contributing buildings in National Register Districts. One is an individual Local Landmark and one is in a Locally Designated Landmark District. On November 7, 2001, six City-owned Carnegie Libraries were designated local landmarks under a thematic nomination initiated at the request of an alderman and ratified by the full Board of Aldermen of the City of Louisville (see Attachment II for dates of recognition).²⁸ Only the Jefferson Branch Carnegie library is not protected under the Landmarks Commission's ordinance.

Conclusion

Louisville's city fathers and municipal leaders learned of Andrew Carnegie's library program in the late 1800s and were poised to take action by requesting money for a library of their own. In addition to receiving funds for one main library building, they received enough money for eight branch libraries as well. Distributed in a semi-circular pattern, throughout the city in areas now recognized as streetcar suburbs, each building shares not only its Classical Revival or Beaux Arts style of architecture but a common palette of materials and similarities in floor plans as well. All stand today, in testament to the City of Louisville's stewardship of these buildings. All have been recognized for their historic and architectural significance that qualifies them for the National Register of Historic Places and all but one has been designated a local landmark, in an effort to prevent inappropriate change to these historic structures.

CHAPTER III

A COMPARISON BETWEEN CARNEGIE LIBRARIES IN CINCINNATI, OHIO AND LOUISVILLE, KENTUCKY

Introduction

The gift of money from Andrew Carnegie to fund the construction of public library buildings in the United States brought different results in each community that chose to accept the philanthropist's generosity. This chapter explores (1) how Carnegie's gift was used to fund libraries in Cincinnati, Ohio; (2) similarities and differences between Carnegie library buildings in Cincinnati and in Louisville, Kentucky; and (3) how each city has accepted stewardship of their architectural legacy.

Cincinnati's Carnegie Grant

Just three years after the Louisville Polytechnic Society was awarded \$450,000 to build a group of nine public library buildings, James A. Green, Esquire, Trustee of the Cincinnati Public Library and personal friend to Carnegie, wrote the philanthropist requesting funds to build a main library and six branches. Although Carnegie turned down the request for a main building, he promised money for the neighborhood branches. In a 1902 letter he responded:

I do not consider a grand central building as important as the six Branches (sic) you speak of, which would cost \$180,000. If Cincinnati would undertake their

maintenance at a cost of not less than Eighteen (sic) thousand dollars a year, and furnish sites, as New York and other cities do, I should be glad to furnish the sum needed for the buildings as mentioned above.¹

The Library trustees quickly abandoned the idea of building a new main library and concentrated on lobbying the state legislature for assistance in securing sites and furnishings for the promised Carnegie branch libraries.² The General Assembly of Ohio responded by passing an act allowing the Trustees of the Public Library of Cincinnati to issue \$180,000 in bonds for land acquisition and furnishings to compliment construction funds promised by Carnegie.³

Library Trustees Study Library Buildings

Once public funding for the six library branches was secured, several trustees of the Cincinnati Library embarked on a fact-finding tour of select cities in the northeast, including Cleveland, New York, and Pittsburgh, where public libraries had been built with Carnegie funds. Their purpose was to see first hand, the latest innovations in library design and furnishings. While on tour, the trustees met with Carnegie in his New York apartment. When the philanthropist learned of the fact-finding tour he commended the effort saying:

...he hoped that other trustees contemplating the construction of libraries would see the wisdom of making such inspection trips and of judging for themselves of the merits and shortcomings of other libraries.⁴

Carnegie Funds Nine Cincinnati Public Libraries

Carnegie's initial gift of \$180,000 for the construction of six branch libraries was followed in 1909 with a second gift of \$100,000 for three additional branches. In all, Cincinnati built nine Carnegie libraries between the years 1906 and 1915. Three were built in 1907 and one each was constructed in the years 1906, 1908, 1909, 1912, 1913, and 1916. The 1916 Annual Report of the Board of Directors of the Public Library of Cincinnati noted that the city's Carnegie branch library buildings:

...include separate reading rooms for adults and for children, reference rooms, auditoriums and club rooms, work and staff rooms. The book collections vary from 6,000 to 17,000 volumes, and comprise reference books as well as those for general reading and circulation, and also current magazines and newspapers. Each branch is [supervised by] a branch librarian, chosen for personality and executive ability as well as technical training and book knowledge, a children's librarian, specially equipped for that work, and the necessary assistants, pages and janitor. The branch librarian and staff enter into the neighborhood activities and make the branch library the social as well as the book center of the community.⁵

The first of nine Carnegie library branches erected in Cincinnati was the Walnut Hills Branch, dedicated in 1906. Located on the southwest corner of Locust and Kemper Lane, this striking two-story French Renaissance Revival style building was constructed of black brick and light colored stone based on a design by the noted Cincinnati architectural firm of McLaughlin and Gilmore. It was built at a cost of \$46,150.00.⁶ The primary façade features an elaborately carved stone pediment supported by columns imported from Munich, Germany. The interior vestibule features a stained glass panel depicting a landscape, fluted mahogany columns define the separation of the circulation

desk area from the flanking adult and children's reading rooms, and a 16' x 21' "club room" forms a small upper story (Figure 18).

The East End Branch Library was the second Carnegie library branch in the Cincinnati system and was the first of three built in 1907. It too is located on a corner site, this one at the northwest intersection of Eastern and Donham Avenues. The one-story structure of light and dark glazed brick enhanced by ornately carved stone details was built at a cost of \$33,182.00. Samuel Hannaford and Sons, one of Cincinnati's most respected architectural firms, conceived its Classical Revival style design (Figure 19).

The next branch library constructed in 1907 was the North Cincinnati (now Corryville) Branch. The Renaissance Revival style one-story building features the use of contrasting light and dark colored glazed brick. The building's projecting centered entrance features ionic columns supporting a pediment adorned with a single anthemion at its peak. A red tile roof tops the structure. The interior features a dramatic lobby defined by ionic columns arranged in a circular fashion, all of which supports a dome with a brilliantly backlit stained glass oculus. It was built at a cost of \$46,805.00 and was the first of two Cincinnati branches designed by influential library architect Edward L. Tilton of New York, New York (Figure 20).

The final Carnegie library built in 1907 and the fourth Carnegie building in the system is the only one constructed in an independent municipality. It is also the only

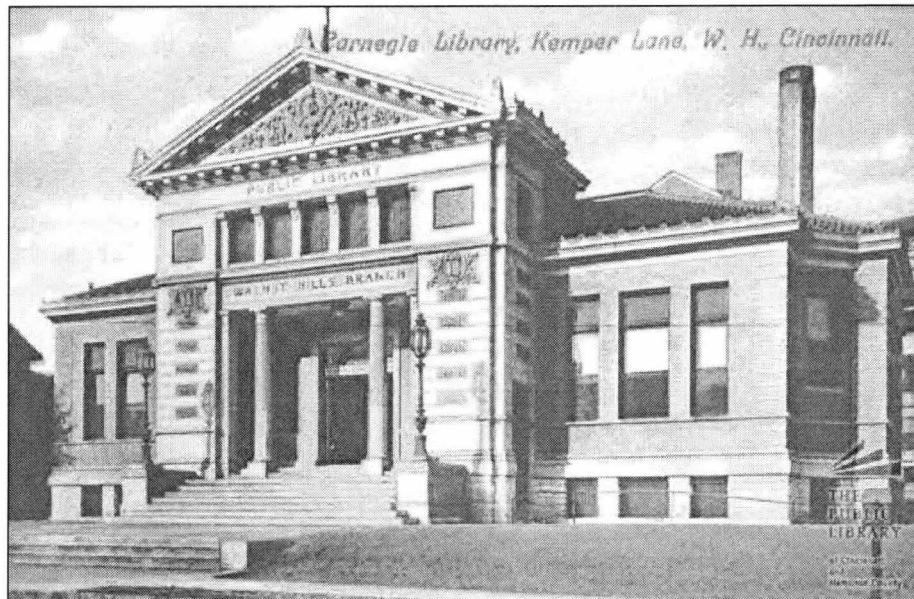


Figure 18: Walnut Hills Branch, 2533 Kemper Lane, Primary façade, (GCMPCPC).

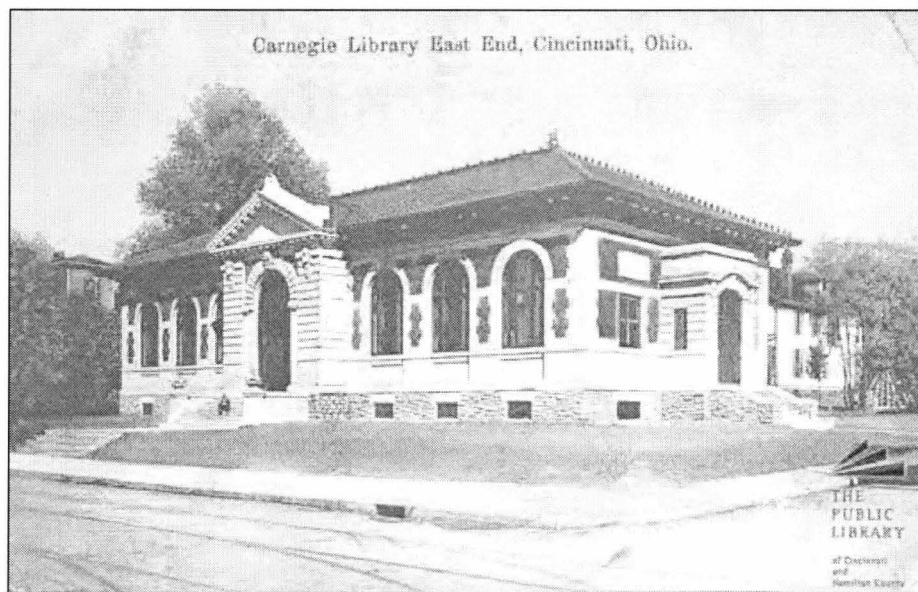


Figure 19: East End Branch, 3738 Eastern Avenue, Primary façade, (GCMPCPC).

Carnegie building of the group of nine that sits on a lot donated by a private individual. Called the Norwood Branch, it takes its name from the surrounding town. It is a two-story Italian Renaissance Revival style building, and occupies a lot at the southwest corner of Montgomery and Weyer Avenues. The second floor features an expansive 234-seat auditorium and stage. The Cincinnati architectural firm of Werner and Adkins designed the structure (Figure 21).

The Cumminsville Branch (now Northside) is a one-story building built in 1908 in the French Renaissance Revival style based on a design by Tietig and Lee. It is located mid-block on the west side of Hamilton Avenue near the Chase Avenue intersection and was constructed at a cost of \$31,961 (Figure 22). The interior features an oak reception desk in an area defined by glass paneled partitions that allow light to flood the inner space.

The single-story, French Renaissance Revival style Price Hill branch was the last Carnegie library constructed in Cincinnati using the initial \$180,000 grant. It is the first of two libraries in the Cincinnati system designed by Garber and Woodward. Located at the southwest corner of Warsaw and Purcell Avenues, it was dedicated in 1909, and was built at a cost of \$26,707. The interior reception desk, which still retains its original wooden card catalogue, is surmounted by a backlit skylight featuring multiple stained glass panels arranged in a grid. It is the only local Carnegie building constructed in a city park and is the focal point of an important civic complex composed of an adjacent police station and firehouse (Figure 23).

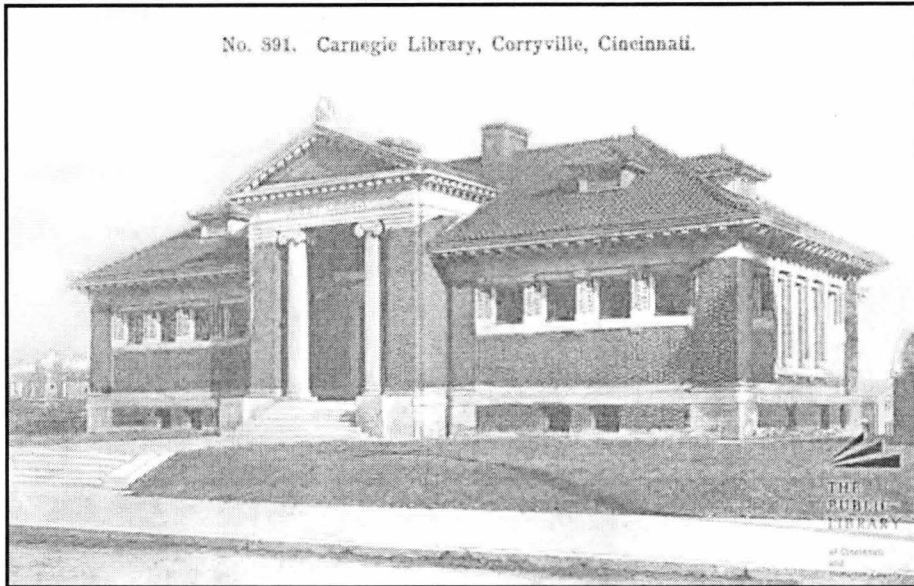


Figure 20: North Cincinnati Branch (now Corryville Branch), 2802 Vine Street, Primary façade, (GCMPCPC).

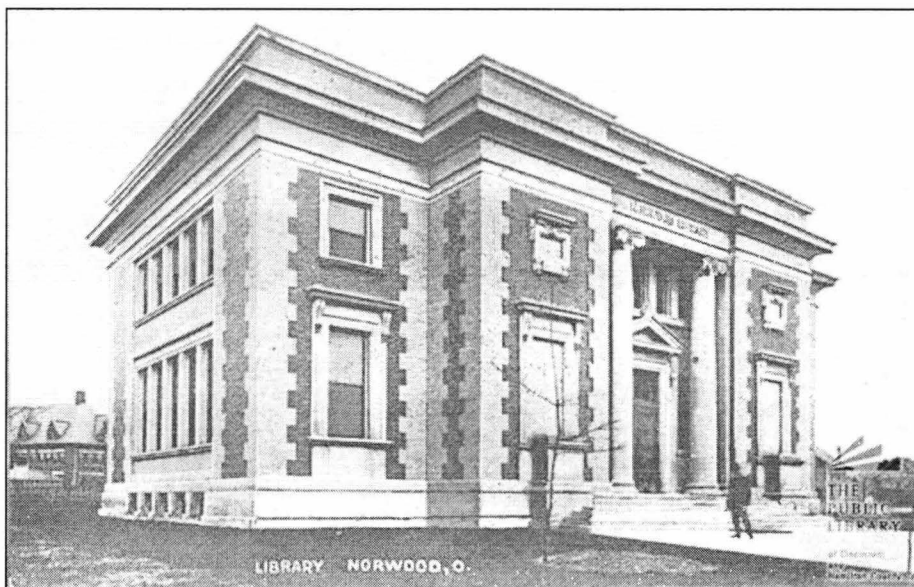


Figure 21: Norwood Branch, 4235 Montgomery Road, Primary façade, circa 1916 (GCMPCPC).

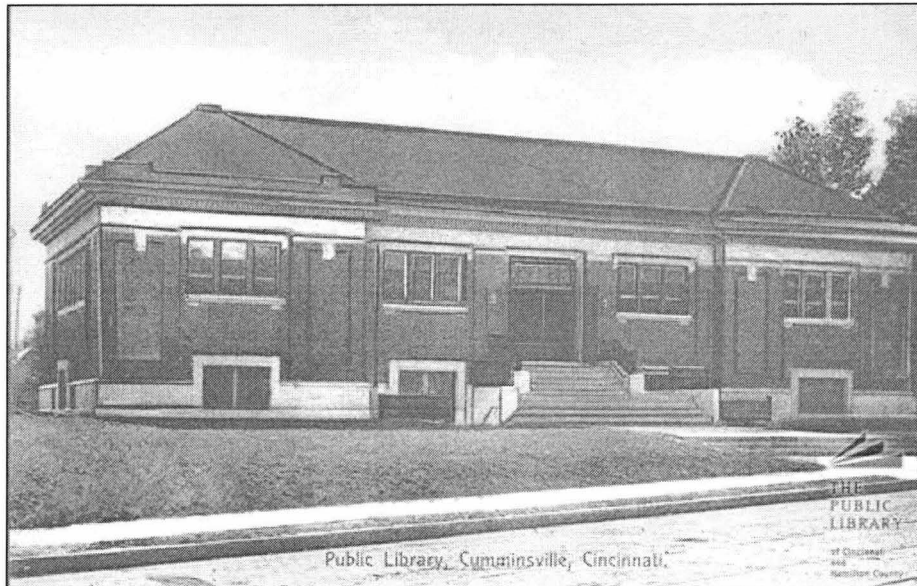


Figure 22: Cumminsville Branch (now Northside Branch), 4219 Hamilton Avenue, Primary façade, circa 1916 (GCMPCPC).

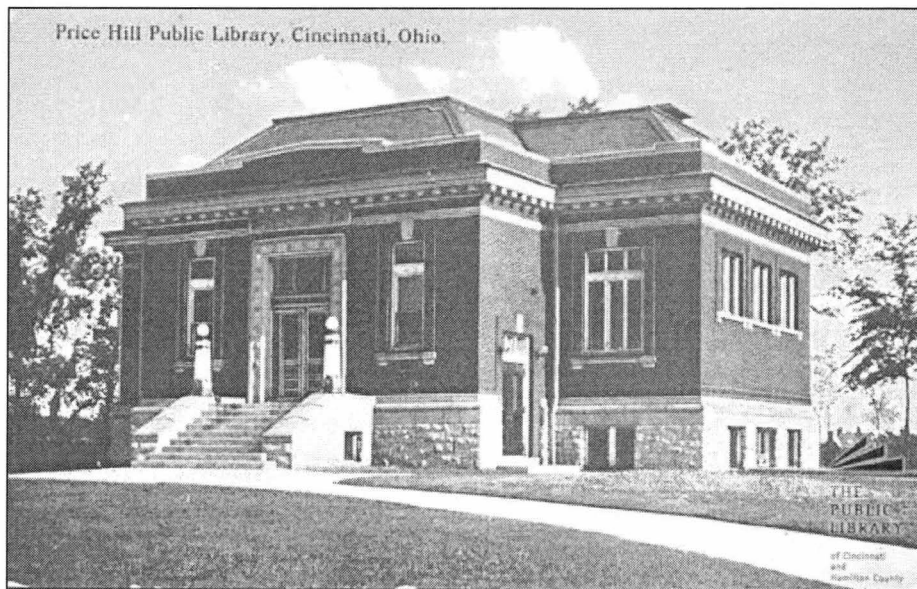


Figure 23: Price Hill Branch, 3215 Warsaw Avenue, Primary façade, circa 1916 (GCMPCPC).

While Andrew Carnegie would allocate another \$100,000 in 1909 for the construction of three additional branch libraries in Cincinnati, it would be three years before one was dedicated.

The one-story Hyde Park Branch was constructed mid-block, in 1912, on the south side of Erie Avenue, near Michigan Avenue, in the middle of a thriving commercial shopping district, for \$39,094. Like the North Cincinnati Branch, it was designed by Edward L. Tilton. It was constructed for \$39,094, on a fall-away lot that slopes steeply to the rear. Although greatly altered in the 1970s, the building, as originally constructed, featured dark red brick trimmed in terra cotta. Stone was used to accent the library's corners quoins and the classically styled door surround. A red tile roof and elaborate dormer window, now missing, topped the structure (Figure 24).

Garber and Woodward, the firm responsible for the design of the Price Hills Branch just a few years earlier, was called upon again in 1913 to design the Avondale Branch. The one-story Spanish Revival style building is sited at the southeast corner of Reading Road and Mann Place and was constructed at a cost of \$45,292. The centered entryway for the Avondale Branch features a door surround composed of striking cream and blue architectural terra cotta panels incised with the names of classical authors interspersed with decorative tiles from the famed Cincinnati pottery firm of Rookwood. The interior features a central domed rotunda and skylight sited directly above the reception desk. Intimate fireplaces of carved wood, surrounded by built-in seating, are located in both the adult and children's reading rooms (Figure 25).

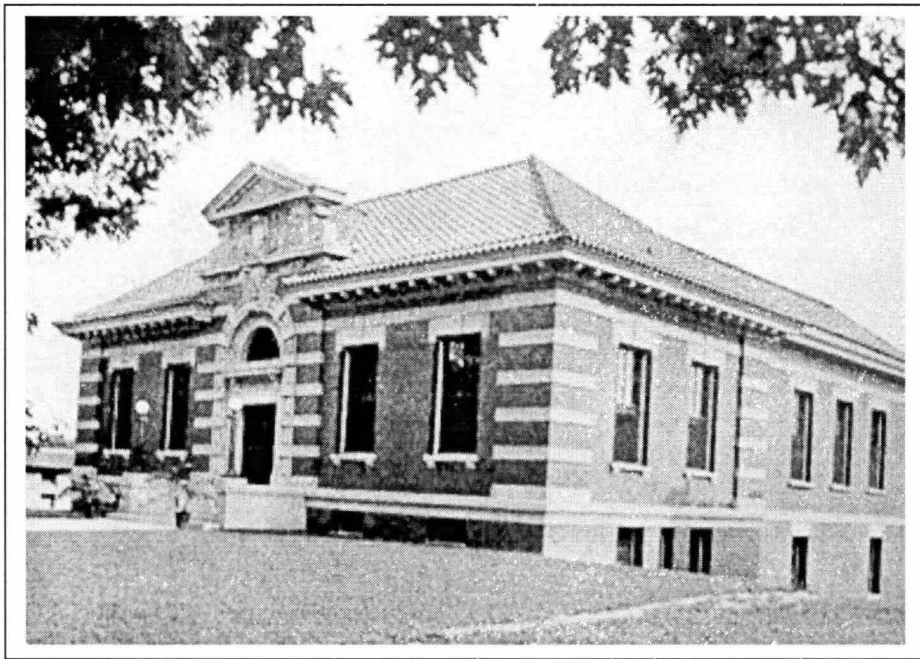


Figure 24: Hyde Park Branch, 2747 Erie Avenue, Primary façade, circa 1916 (PLCHC).



Figure 25: Avondale Branch, 3566 Reading Road, Primary façade, circa 1916 (GCMPCPC)

The final library built with Carnegie money was the West End Branch. It was completed in 1915 at a cost of \$30,000 and based on a design by Cincinnati, A. Lincoln Fechheimer. It is the only Cincinnati Carnegie branch constructed in Gothic Revival style. The West End library stood at the northeast corner of Eighth Street and Glenway Avenue, diagonally across from an inclined railway station. The library was demolished sometime after the branch closed in 1947, allowing for construction of a gas station (Figure 26 and 27).

A Comparison Between Louisville's and Cincinnati's Carnegie Libraries

A comparison of Cincinnati's library system with Louisville's provides both striking similarities and interesting contrasts. Each city constructed a total of nine library buildings with Carnegie money and was required, under the terms of the gift, to provide a site for each structure erected and an annual endowment for building maintenance equal to at least ten percent of the grant amount awarded.

City fathers in Louisville were promised Carnegie grant money in 1899, while the commitment to Cincinnati came three years later. In that brief timeframe, it appears that Andrew Carnegie refined his vision on how money for libraries should be spent.

At the time the request was made to Carnegie, the Polytechnic Society of Louisville (precursor to the Louisville Free Public Library) owned a five-story building in the center city, but used only one floor for the library and rented the remainder. It

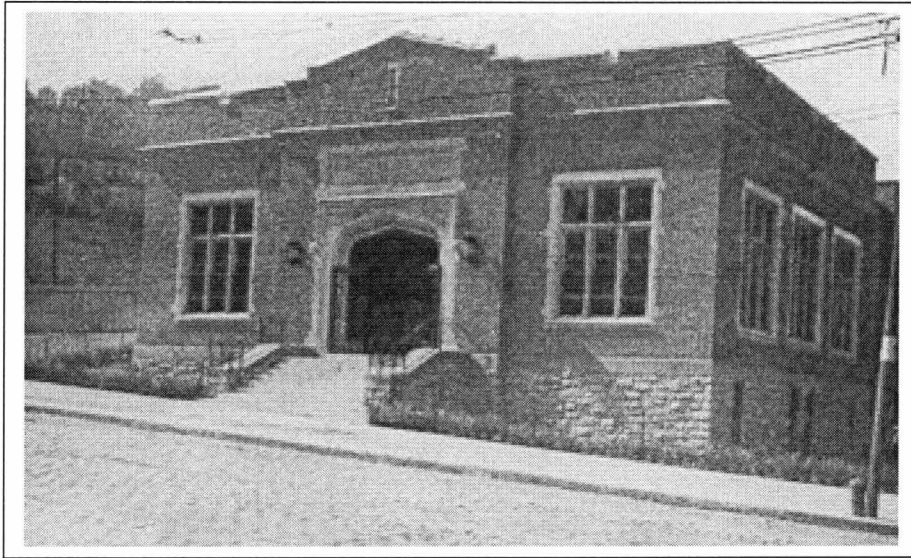


Figure 26: West End Branch, Northeast Corner of Eighth Street and Glenway Avenue, Primary façade, circa 1916 (PLCHC).

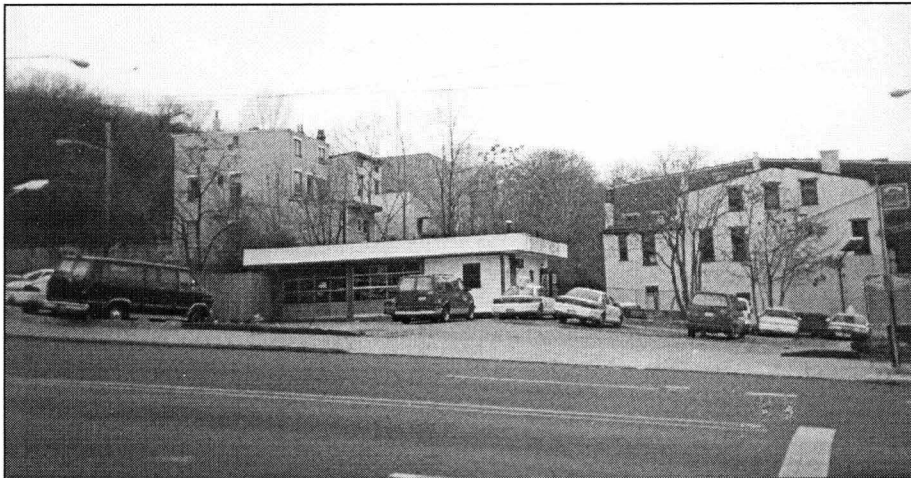


Figure 27: In the 1950s a gas station replaced the West End Branch Library located at the Northeast corner of Eighth Street and Glenway Avenue (Author, 2002).

operated on an extremely tight budget. The Cincinnati and Hamilton County, Ohio's library, by contrast, was situated in a vast four-story building that they owned outright (their building was originally constructed as an opera house, was never finished, and was later converted to library use). Groups in both cities considered the space available to them for a library purposes to be cramped and inadequate, thereby justifying the request for assistance from Carnegie. Both groups also strongly believed that neighborhood library branch buildings would serve a useful social and educational function if constructed.

In 1900 Louisville's population was 204,731 while Cincinnati's population was estimated at 331,285. Despite the fact that Cincinnati's population far exceeded Louisville's, Louisville received more Carnegie money. While Louisville was awarded a total of \$450,000 for the construction of one main library building (at a cost of \$250,000) and eight neighborhood branches (at a total cost of \$200,000), Cincinnati's request for funding to build a main branch was denied outright. Instead, Carnegie awarded Cincinnati a total of only \$280,000 (\$180,000 was committed initially for the construction of six neighborhood branches, followed in two years by the promise of \$100,000 for three additional branches). Why did Louisville's gift exceed Cincinnati's by \$170,000? The reasoning behind the differences in grant awards is not clear. It is likely that Carnegie believed Cincinnati's center city literary needs were well taken care of considering they owned and occupied a four-story library building. Stated another way, though Cincinnati's believed they needed additional Carnegie grant money, the philanthropist was not convinced the need existed. John Fleischman, an author currently

writing a book on the history of Cincinnati's library system offers additional insights. He notes,

...Cincinnati came to the Carnegie money later than Louisville...[and I believe the city might have been] preparing to ask for more [money] when the outbreak of World War I closed down the Carnegie program...[The] Cincinnati Library has also been plagued all its life by court challenges to its funding, to its legal status, and to its ability to issue bonds. [The] Carnegie gift was challenged in court...but the challenge lost. Maybe Carnegie was slightly soured on a city that would rather sue than accept a gift.⁷

Architects and Architectural Styles

In both cities, architects, rather than contractors, designed each of the library buildings. This reflected the general presumption that Carnegie libraries were truly landmark buildings and worth the expense of hiring a professional architect to design them. While Louisville hired a different architect to design each of its nine Carnegie buildings, Cincinnati hired just seven firms to design the nine buildings, with two firms called upon to design two buildings. While Louisville's library trustees hosted a design competition for its main library building, no competitions were held for any of Cincinnati's Carnegie buildings. Both cities, however, selected the most prominent local architects of their town to design landmark buildings.

John Scudder Adkins, who, in partnership with Werner, designed the Norwood Branch, trained in the St. Louis offices of Shepley, Rutan and Coolidge, and later with Peabody & Sterns, probably designing buildings for Chicago's 1893 World's Columbian

Exposition. He is credited with the design of Cincinnati's City Hall and the Kentucky Governor's Mansion.⁸

Lincoln A. Fechheimer, architect for the now demolished West End Branch, has been described as a "...deaf, but brilliant draftsman" who attended both Columbia University and the Ecole des Beaux-Arts in Paris. Among his notable works is Cincinnati's original Hebrew Union Seminary College complex, a job awarded through architectural competition.⁹

Frederick William Garber along with partner Clifford B. Woodward, designed both the Avondale Branch and Price Hill Branches. According to architectural historian Walter Langsam, Garber and Woodward:

...were fellow students, partners, and brothers-in-law. Both were educated at the Cincinnati Technical School; worked as draftsmen for Elzner and Anderson in Cincinnati; [and] attended a two-years' course in architecture at MIT.

Their most significant association was for the Beaux-Arts style Union Central Life Insurance Building designed by Cass Gilbert. Garber and Woodward also designed the Dixie Terminal Building, a shopping center, that featured a barrel vaulted interior space, and a terminal for buses that facilitated travel across the Roebling suspension bridge. They also designed numerous schools throughout Cincinnati.

The best-known work by partners James W. McLaughlin and James Gilmore is the Walnut Hills Branch library. McLaughlin, along with Samuel Hannaford, designer of the East End Branch:

...dominated the Cincinnati architectural scene from before the Civil War until the turn-of-the-century. Between them they split the major Establishment governmental, institutional, commercial, and residential commissions...[Both] ...gave definitive form to the numerous cultural and public institutions developed during this highpoint of Cincinnati's prosperity, creativity, and influence. ”¹⁰

McLaughlin designed the Cincinnati Public Library Building and also was chief architect for the State of Ohio Building at Chicago's 1893 World's Columbian Exposition. Gilmore, McLaughlin's partner in later years, was the son of a socially prominent Cincinnati, and is credited with the design of numerous residential estates in the area.

Samuel Hannaford, architect for the East End Branch, was a politically connected and regionally prominent Cincinnati architect. Among his most noted works are the Cincinnati Workhouse (called one of the most important buildings of its type in America)¹¹ and the prize-winning design for Cincinnati's City Hall.

Rudolph Tietig and Walter H. Lee, architects for the Cumminsville Branch, have been described as “prolific and long-lived.” They preferred the Beaux Arts style and are noted for the design of the Rockdale Temple, Western German Bank, and the Cincinnati Tennis Club, as well as numerous residences constructed for the city's elite.

Edward L. Tilton of New York, New York was among a handful of architects who distinguished themselves as Carnegie library architects by designing Carnegie libraries throughout the country. Interestingly, Carnegie's assistant, James Bertram, regularly conferred with Tilton on library design.¹² His Cincinnati library designs include the Hyde Park and the North Cincinnati branches. He trained first with McKim, Mead and White and later studied at the Ecole des Beaux Arts in Paris. He designed the U.S. Immigration Station at Ellis Island in partnership with William A. Boring.

The architects entrusted with the design of Cincinnati's Carnegie libraries were among the city's most prominent and respected. Each architect chosen had a proven record for quality design, craftsmanship and attention to detail. By selecting from Cincinnati's architectural elite, the city was assured that its library buildings would serve as architectural icons that would project an image of an enlightened, cultured community.

Stewardship

The stewardship of Carnegie libraries in Louisville and in Cincinnati has differed through the years. All nine of Louisville's Carnegie libraries are extant and retain exterior historic and architectural integrity while in Cincinnati only eight of nine libraries still stand and only seven are fully intact.

The use of library buildings has had a bearing on how they have been cared for. Four of Louisville's nine libraries continue to function as built. Of the remaining five,

three are now used for City of Louisville community purposes (two house City of Louisville offices, and one is leased by the city to a church-affiliated day care), while the final two are privately owned professional offices. In Cincinnati, seven continue as branch libraries and two have been sold out of library ownership. Of the two that were sold, one was demolished to accommodate a circa 1950s gas station (Figure 27) and the other now serves as a community center.¹³

National Register Listing

Each city's appreciation of historic and architectural resources has an impact on stewardship of those resources. Retention of historic and architectural integrity of Louisville's Carnegie libraries has qualified them for listing in the National Register of Historic Places: all nine are listed in the Register either individually or as contributing elements to a National Register District. Of Cincinnati's nine original Carnegie libraries, only one, the East End Branch, is listed in the National Register of Historic Places. Perhaps demonstrating an increased awareness of the importance of Carnegie libraries to the aesthetic, social and cultural history of their community, the Walnut Hills Branch was determined eligible for the National Register by the City of Cincinnati's Historic Conservation Office in 2002.¹⁴

Local Landmark Designation

In 1975, just two years after the ordinance was passed by the City of Louisville establishing the Historic Landmarks and Preservation Districts Commission, the city

designated its first Carnegie library building as an individual local landmark. The Western Branch, so important to the area's history as a racially segregated facility and instrumental as a teaching institution for African American librarians from across the country, was protected early from inappropriate exterior change. That same year, the Highlands Branch was designated a landmark because of its location within the Cherokee Triangle Preservation District. Efforts to recognize Louisville's Carnegie libraries are ongoing. In November 2001, at the behest of an alderman who wanted to ensure responsible stewardship of city-owned historic properties, the City of Louisville's Historic Landmarks and Preservation Districts Commission designated all remaining city-owned Carnegie libraries as landmarks in a thematic nomination. Only the privately-owned Jefferson Branch stands unprotected by a local preservation ordinance.¹⁵

In Cincinnati, the use of landmark status as a protective mechanism has not been used quite so frequently. Only two branches, the Northside and the East End, are in designated local landmark districts. None of Cincinnati's libraries has been individually recognized as local landmarks.

Design Review Overlay

Both Cincinnati and Louisville have a design review overlay ordinance in place. However, none of Louisville's Carnegie library buildings are impacted by the designation.¹⁶ In Cincinnati, both the Hyde Park and North Cincinnati Branches are

within the geographic boundaries of Environmental Quality-Urban Design Zone districts.

The purpose of an Environmental Quality Zone is to ensure that development is...

compatible with the environment and [is protected]... in those locations where the characteristics of the environment are of significant public value and are vulnerable to damage by development permitted under conventional zoning and building regulations.¹⁷

The ordinance states that in business districts, as a “principal focal point of community activity,” it is in the interest of the city to protect property from deterioration and blight, to encourage and protect private investment, and to prevent adverse environmental influences. For each Environmental Quality-Urban Design District a plan is adopted for the district that describes “the physical and environmental improvements necessary for a coordinated revitalization.” The plan serves as a guide for building location and architectural character, design of signs, pedestrian and vehicular circulation, parking, and open space treatments. While this review might bring about positive results in the case of the architecturally intact North Cincinnati Branch, it would have less of an impact on the Hyde Park Branch, a building that, due to severe alteration in the early 1970s, is no longer recognizable as an historic Carnegie library building.

Interior Integrity

While it is clear that Carnegie libraries in the City of Louisville are protected on the exterior from unsympathetic change by virtue of local landmark designation, no protection is in place for these buildings’ interior spaces. In fact, there are few interior

features still in place to protect. Virtually all interior space in Louisville's Carnegie libraries, with the exception of the Main Library building, have been stripped of significant, original furniture, fixtures and architectural details. While the general floor plan, room volume, fenestration, and integrity of primary and secondary spaces has been retained in most instances, without original detailing their interiors are functional but non-descript spaces that lack the charm and warmth of the historic interior design (Figure 28).

By contrast, the interiors of Cincinnati buildings display remarkable integrity. Most have nearly all of their original fixed furnishings including the librarian's checkout desk,¹⁸ built-in bookcases, unpainted, varnished woodwork, bathrooms, skylights, and vestibules. Changes that have been made most often have involved installation of new light fixtures and clearly visible heating and air conditioning vents and duct work. The Hyde Park Branch is the lone exception. Its interior was "modernized" in the 1970s with new finishes and furnishings to the degree that it no longer exhibits the feel of an historic Carnegie library branch interior (Figure 29).

An indication of just how protective the Cincinnati library administration is of the historic interiors is demonstrated by the fact that, when faced with a budget shortfall that



Figure 28: Eastern Branch, Louisville, KY., Auditorium with stage in background (Author, 2002).



Figure 29: Hyde Park Branch as renovated in the 1970s, stripped the building of any significant character-defining features (Author, 2002).

precluded the restoration or renovation of the vast but intact second floor auditorium at the Norwood Branch, the administration chose to close off access to the second level entirely, preserving the floor's integrity for that day when renovation funds are available. Mothballing involves "controlling the long term deterioration of the building [or space] until such time as renovation or restoration of the structure can occur."¹⁹ It is a suitable means by which deterioration of the historic building [or space] is arrested until planning measures can be implemented. Mothballing, under the circumstances, was a far better solution than altering Norwood's significant interior space. The result is that the opportunity to bring this space back to its former glory is very real (Figure 30).

Building Additions

Substantial building additions have been made to four of Louisville's nine Carnegie libraries. The addition to the Jefferson Branch dates from circa 1950, was sited on the rear, and was constructed of red brick in the same color as the library itself, thereby diminishing its visual impact. It is clearly subservient to the existing building's scale, setback, materials, and overall form while "...differentiated from the historic building so that the new work is not confused with the [original]."²⁰

Two additions have been made to the Crescent Hill Branch: one located in the side yard that dates from circa 1960 and a rear addition that dates from the 1990s. The 1960s side addition continues the setback established by that of the main building, and mimics the historic building's use of a buff brick. However, its modern window

fenestration and sill alignment bear no relationship to the original structure. Furthermore, no roofline is visible on the addition to carry on the aesthetic qualities of the existing hipped red tile roof (Figure 31).

The 1990s addition on the rear is more architecturally successful. It provides a suitable transition between old and new, using the original building in color and stone detail, and visually continues the library building's raised basement level.

The stone-faced Shelby Park Branch has an addition that is clearly sympathetic to the historic structure in scale, style, massing, and materials. The one-and-one-half story addition is sited on the rear and is axially aligned with the historic library building's mass. The foundation line, floor heights, and window fenestration are similar to the original, but are still clearly distinguishable as new. The hipped roof on the addition shares the shape of the original building, but rather than having a covering of red tile it is covered in red asphalt shingle. A short hyphen between the old and new sections of the library provides circulation space, is composed of glass, and serves as a visual bridge between the older and newer sections of the structure (Figure 32).

The Main Branch building has a 1950s addition that doubled the size of the original. It changed the building's original footprint from a "T" to an "H". The inside of the "H" serves as a service entrance and is recessed to reduce its visibility. The original Main library building had a clearly identifiable entrance marked by a central colonnaded portico surmounted by a pediment. The addition, by contrast, does not have a clearly



Figure 30: Norwood Branch auditorium space in “mothballed” condition (Author, 2002).

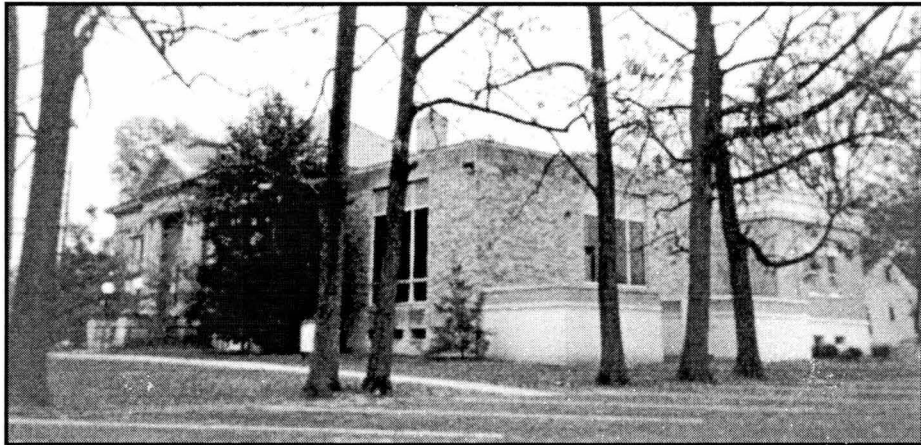


Figure 31: Crescent Hill Branch, 2762 Frankfort Avenue, Showing a 1960s addition to the building’s west side (Author, 2002).

articulated entrance making access into this portion of the building confusing. While the old building is clearly distinguished from the new building, no care was taken to match window lines, sill heights, roofline, or architectural detailing. The cold concrete, horizontal massing, and Brutalist style of the addition bears no relationship to the classical features of the original (Figure 33).

Additions to Cincinnati's libraries are minimal by comparison. Of the seven libraries that retain integrity, four have added discrete handicapped ramps, while two have had little more than a shaft, large enough to accommodate an elevator, added to the original rear of the library building. In each instance, the additions have been constructed of the same material as the historic and have been sited on a secondary façade. They all show respect for the scale, style, and setback of the original structure. Only the North Cincinnati branch has had an addition that increased the building's footprint to any degree. In this instance a two-story, glass enclosed structure was added to improve interior circulation patterns and to provide an elevator for handicapped access. It is located in an inside corner of the building "L", it fits with the existing scale and massing, and is clearly discernable as a new addition (Figure 34).

Accessibility

Of the seven libraries owned by the City of Louisville, six have been made handicapped accessible (the library building currently leased for use as a daycare has not been modified for ADA compliance). In addition, one of the two privately owned

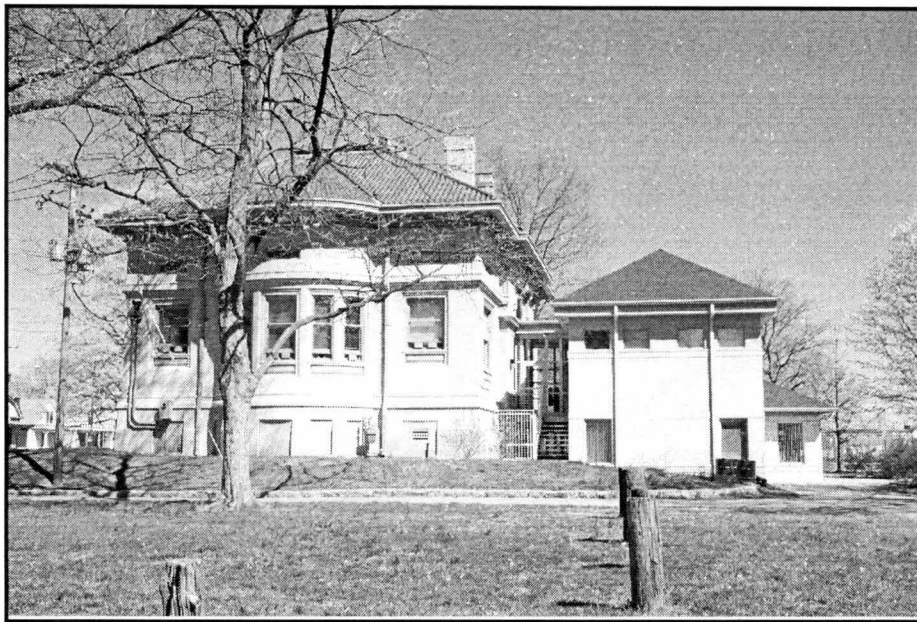


Figure 32: Shelby Park rear addition is well designed as subservient to the historic Carnegie building (Author, 2002).

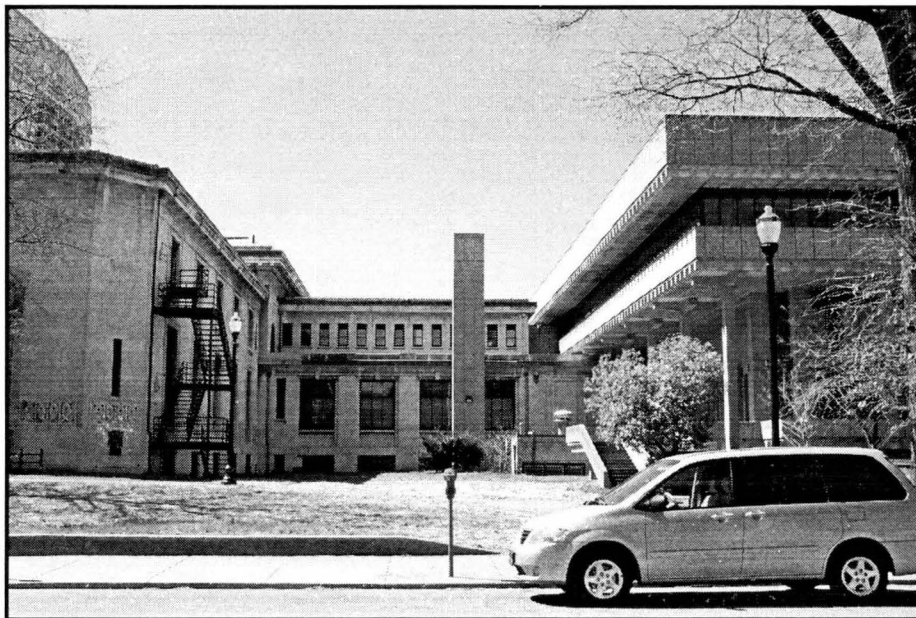


Figure 33: Main Library Building and the 1950s addition that doubled the size of the original (Author, 2002).

Carnegie branches has been made handicapped accessible as well. In each instance, care has been taken to ensure architectural compatibility with the historic structure. It is evident that these building's historic character-defining features were considered when accommodating barrier-free access requirements. In most instances, wheelchair ramps were sited on secondary facades. When location on a secondary façade was infeasible (due to constraints posed by the existing lot configuration) the only available option was to locate the ramp on the primary façade. In these instances extra care was taken to architecturally blend the new ramp with original library building by matching color, texture, and materials. In each case, monumental steps and entrances so characteristic of Carnegie buildings were retained and ramping was sited adjacent to the library building's main entrance. Distinguishing original construction from new additions was evident as well (Figure 35).

In 1990, the Public Library of Cincinnati and Hamilton County embarked upon a four-year, \$800,000 program to make 14 of the 41 library branches handicapped accessible. According to Betsy Miskell, the Library's Americans with Disabilities Coordinator (ADA), "the goal is to make the branches meet an ADA standard requiring a ramp or other entry for the disabled, access to the main service desks, bathrooms, drinking fountains, and new door hardware."²¹

While not all Cincinnati Carnegie libraries are in compliance with ADA codes, there are other non-historic branches that are ADA accessible and sited in close proximity

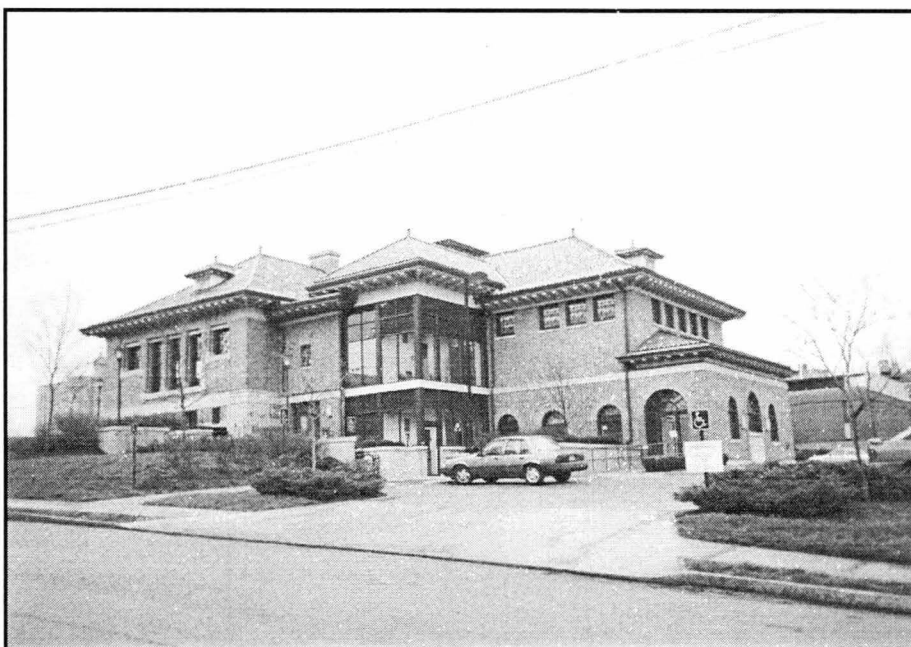


Figure 34: North Cincinnati Branch, rear addition. Shows design that meets the Secretary of the Interior's Standards for Rehabilitation (Author, 2002).

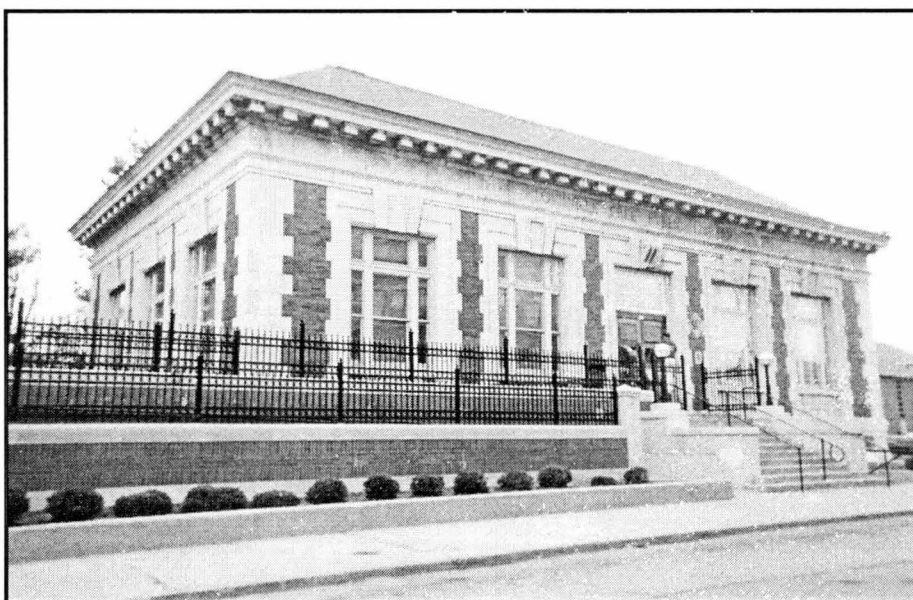


Figure 35: Western Branch, 1000 W. Chestnut Street showing newly constructed handicapped ramp constructed to meet ADA compliance requirements (Author, 2002).

thus enabling the Cincinnati library system to meet the Americans with Disabilities Act program accessibility requirements (Figure 36).

Conclusion

Andrew Carnegie responded to Cincinnati's and Louisville's request for money to support public libraries in different ways, largely as a reflection of each city's distinctive character, circumstances and need. In turn, both city showed its individual nature when choosing sites, architects, and architectural styles. Where each city's approach to Carnegie library buildings diverges in the area of building stewardship. By retaining ownership of seven of nine Carnegie buildings, the Cincinnati and Hamilton County Public Library system has exerted ultimate design control of both the exterior and interior features. Respectful rehabilitation to accommodate changing user needs (for construction of additions and by providing for Americans with Disabilities compliance) while not mandated by Local Landmark designation, has been carried out in accordance with the *Secretary of the Interior's Standards for Rehabilitation*. The Louisville Free Public Library by contrast has discontinued library use for all but four of its nine Carnegie libraries. The City of Louisville has exerted considerable influence over both public and private building stewardship of these buildings, first by National Register of Historic Places listing for all nine, and second, by assuring design review for any exterior change through Local Landmark designation for eight of the nine buildings. Ultimately, the Carnegie libraries in each city provides tangible evidence of the philanthropist's

imprint on American education, culture, and architecture and are reminders that these buildings can be adapted for use by future generations.

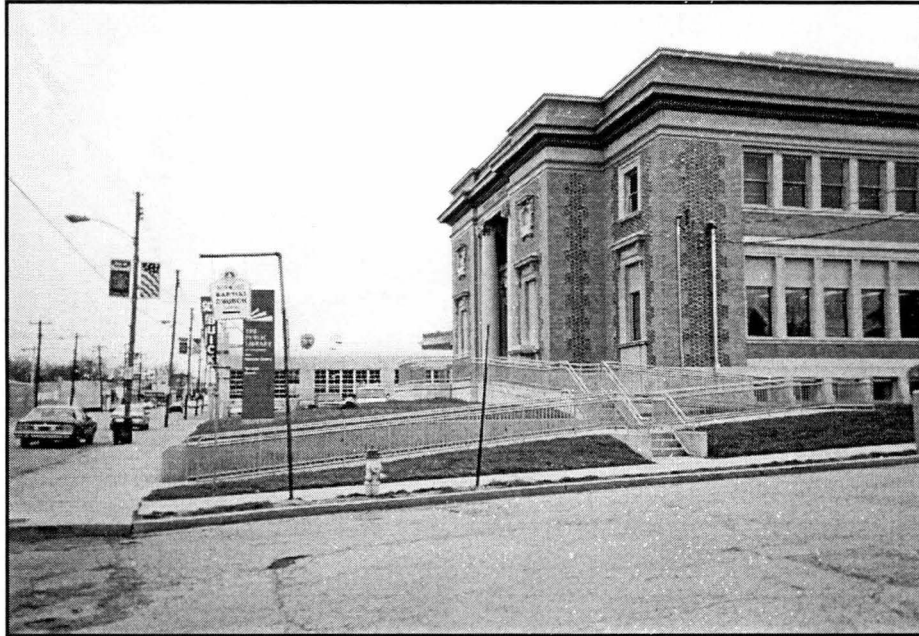


Figure 36: Norwood Branch, Handicapped ramp constructed to meet ADA Compliance (Author, 2002).

CHAPTER IV

CARNEGIE LIBRARIES AS CULTURAL RESOURCES TO BE PRESERVED

Introduction

Each community in accepting Andrew Carnegie's funding for the construction of library buildings reacted to the philanthropist's generosity in ways tailored to the community's distinctive needs and circumstances. This chapter explores (1) the impact of the Carnegie program to towns across America; (2) design characteristics and inherent obstacles encountered when adapting Carnegie library buildings for contemporary needs; (3) library stewardship in Louisville, Kentucky and (4) cyclical maintenance as it applies to Carnegie libraries.

Prevalence of Carnegie Libraries

Perhaps the most tangible proof of Carnegie's legacy related to his library program are the libraries themselves.¹ As mentioned in Chapter II, between 1886 and 1921, 1,689 libraries were constructed in the United States with the financial assistance of Andrew Carnegie. Of these approximately 772 still serve as public library buildings. Another 350 have been adapted to new uses. Another 276 either have been demolished or lost to fire or other natural disaster.² Of those that survive, many have reached the one hundredth anniversary of their construction, or will in the very near future. The majority

are now in need of substantial reinvestment if they are to meet the needs of future generations.³ As a result, the need exists for technical guidance to assist library administrators and building owners through the process of historic and architectural assessment; restoration, renovation, and remodeling; and cyclical maintenance.

Philanthropic Innovation

Prior to Carnegie's involvement in public libraries, municipal support for local libraries was rare. In 1876, the year the American Library Association was created, there were only 188 public libraries in the nation. This was largely due to the fact that libraries lacked a consistent source of public funding and often had great difficulty finding suitable permanent library buildings. In fact, the building often used to house the public library was deemed unsuitable for any other purpose and became a library as a last resort. Because public support by the local municipality for funding of libraries was not generally accepted, local philanthropists and other civic improvement organizations stepped in to fill the void by creating private or subscription libraries.⁴ The Carnegie system of grants later fostered the concept that it was the government's responsibility to fund public libraries and other civic works.⁵

Despite the fact that the Carnegie library grant program was never formally named, it is considered the most successful philanthropic effort in American history. By 1919, 3,500 public libraries had been constructed in the United States, with Carnegie grants directly responsible for one half.⁶ The total expenditure for the Carnegie library

program totaled \$68,333,973.⁷ Carnegie divided his systematic library philanthropy into two distinct phases (and personally coined the terms associated with them). The “retail period” included all library buildings funded between 1886 and 1896, and the “wholesale period” included those funded between 1898 and 1919.⁸ During the “retail” period “...Carnegie gave a total of \$1,860,869 for fourteen buildings to six communities in the United States..”⁹ The “retail period” is distinguished from the “wholesale period” because these gifts allowed for the construction of a community center and library (and sometimes included provisions for art exhibition and lecture halls, gymnasiums and swimming pools in addition to library stacks and reading rooms) and each gift was accompanied by an endowment, while the “wholesale period” allowed for a gift to cover the cost of construction of the library building itself, and did not provide for long term endowments or community center-related use.

David Karer points out in his book, *The Evolution of the American Academic Library Building*, that Carnegie involved,

...himself seriously in assuring that they be economical to construct and that they function effectively as libraries, and here his influence was substantial and salutary...Andrew Carnegie was himself both a product and a producer of the fin de siecle emphasis upon efficiency and economy in industrial operations. He therefore felt strongly that public buildings, including the libraries that he funded, be similarly utilitarian and modest in both their design and their accoutrements befitting the era and purpose that they were intended to serve.¹⁰

Carnegie libraries were constructed in cities and towns of all sizes. According to Theodore Jones, author of *Carnegie Libraries Across America: A Public Legacy*, “...the

majority, about 70 per cent, [were constructed] for under \$20,000 in small towns with populations of ten thousand or less.”¹¹ Jones goes on to say, “To these communities, a public library from Andrew Carnegie offered the solution to all of their educational, social, and cultural problems, and the key to success in the future.”¹²

Site Selection

Site selection played a major role in how these library buildings were perceived by the general populace. Different communities handled site selection for their proposed Carnegie library building in different ways. Some communities so embraced the idea of the public library as the focal point for civic culture that they incorporated City Beautiful Movement concepts, popularized by Chicago’s Columbian Exposition, into their site selection. The end result was a cohesive urban design approach that incorporated not only a library building but also parks, boulevards, and other civic buildings grouped together in a single unified design. These plans called for widespread public support for the project and mandated that planners, politicians, fundraisers, and the community at-large work together to accomplish a common goal.¹³ Other, less ambitious communities incorporated City Beautiful Movement concepts into smaller scale improvements by extending the existing street grid to create more impressive spaces or by utilizing vacant or blighted sites. Some Carnegie libraries were sited along existing streets where it seemed most convenient and logical, such as in or near the center of town, or in close proximity to other civic structures. Others preferred locations just off the main street that reduced the possibility of disruption from dust, dirt, and noise. In a few isolated

instances, it was most expeditious to build on land already owned by the municipality such as in schoolyards or even graveyards.¹⁴ Other locales chose sites that were donated by local businesses or families. Carnegie preferred, wherever they be located, that Carnegie libraries be sited on lots big enough for later building expansion if necessary.¹⁵ In the later years of the Carnegie library program, the philanthropist came to favor branch library buildings over main libraries. He believed that the “university of the common man” could be even more accessible to the masses if the buildings which housed the books they were to read were within walking distance or accessible by an inexpensive streetcar ride. Ultimately, he chose to provide only partial funding for main library buildings, in favor of full funding for neighborhood library branches in streetcar suburbs.

The erection of a public library in any town was viewed as tangible proof that the municipality was viable, cultured, and that education was a high, community-wide priority. According to Jones,

...a public library gave the [smaller] town[s] the appearance of stability usually only seen in big cities. This was especially important to young towns trying to distinguish themselves from surrounding communities. A public library on Main Street was...proof of civic superiority, concern for education, and high-minded culture, and the commercial vigor to support it.¹⁶

Design Competitions for Landmark Buildings

Because city fathers hoped that Carnegie library buildings would be landmark buildings, many were architect-designed. In larger cities the stakes were often higher: it was believed that not just any architect but one of prominence should design a landmark

building. Design competitions were common across the nation, especially for main library buildings in larger, more cosmopolitan cities. According to Jones, design competitions,

...could take three forms: open to any architect or firm that wanted to participate; open only to local architects (usually this occurred in midsized cities); or open to a small group of architects who had been invited to participate, which invariably included a few New York City firms. The winner was either decided by popular vote, by the buildings committee, or by a board of library experts formed by invitation.¹⁷

In some large cities, city fathers believed that the Main library building should receive the highest level of funding and attention. Carnegie thought otherwise. He believed that easily accessible branch libraries were as important to public education as the main branch.¹⁸

Distribution of Grant Money

While Carnegie provided the initial grant, he stayed out of local decision-making, preferring instead to leave the details to the local mayor or civic leader.¹⁹ James Bertram, Andrew Carnegie's personal secretary, was charged with the day-to-day distribution of money related to Carnegie's library program (Figure 37). According to Jones,



Figure 37: James Bertram, personal secretary to Andrew Carnegie (Jones).

He shaped the format for Carnegie's unprecedented endeavor; solicited information from leading architects, librarians, and state library commissions about what defined a good, usable library building; and then disseminated the information throughout the country. His desk became the clearinghouse on public library development.²⁰

Carnegie grants were approved for a given community if community leaders could demonstrate the need, provide a suitable building site, and commit to providing tax funds equal to 10 percent of the grant amount annually for library service and maintenance. By using this formula the perpetuation of a public library became a civic responsibility shared by the entire community.²¹ Once the proposal for a public library grant had been reviewed and approved, the money committed by Carnegie was released in one third increments distributed evenly (1) at the time of groundbreaking, (2) upon completion of the building's foundation, and (3) upon final acceptance of the building by the architect and library board.²² Because philanthropy on the scale of the Carnegie library program had never been attempted before, there was no template as to how the grant requests should be received, evaluated, or distributed. As a result, Bertram refined the process as he went, creating formulas, formats, and systems along the way.²³

Design Inspiration from Other Libraries and the Columbian Exposition

Because most libraries built in the 19th century were often housed in buildings erected for other purposes in the early years of Carnegie's philanthropy, there were few prototype library designs available for architects or designers to draw upon for inspiration. New York's Lenox Library (1870), designed by Richard Morris Hunt; the Winn Memorial Library (1877) and the Crane Memorial Library (1880) both designed by

Henry Hobson Richardson and located in Massachusetts; and the Boston Public Library (1888) designed by McKim, Mead, and White were among the few established libraries that architects and designers could look to for conceptual design ideas.²⁴ Architects and designers instead looked to Chicago's Columbian Exposition, the so-called Great White City, for architectural inspiration. Because they were often unsure how to translate what appealed to them architecturally from the Exposition to their respective hometowns, state library associations and architects specializing in Carnegie library design stepped in to assist by producing pamphlets that provided guidance on "proper" layout for interior room arrangement for public library buildings.²⁵

Design Distribution and Uniformity

Despite the fact that neither Andrew Carnegie nor his assistant, Bertram, ever dictated a preferred style for the libraries, the product of Carnegie philanthropy is surprisingly uniform from town-to-town.²⁶ While it was left to the individual community to decide what its Carnegie library would look like, the vast majority sought inspiration from classical antecedents. As Jones observes,

By writing checks without offering much direction, Carnegie and Bertram forced these untrained citizens to determine what a public library was supposed to look like. The communities frequently settled on temple-like designs, but others chose from the wide range of architectural expressions prevalent at the turn of the twentieth century---an era of both architectural innovations and historical revival.²⁷

Jones, in researching his book on Carnegie libraries, gathered 1,007 photographic images of 1,689 Carnegie libraries to assess architectural characteristics. His study reveals that 79 percent were designed in Beaux Arts styles (this includes the Italian Renaissance, the Beaux Arts, and Classical Revival). Five percent were designed in the Spanish Revival or California Mission style, three percent in Prairie, two percent in Tudor Revival and eleven percent in various other styles (Figure 38).²⁸

Library Designs

Since most Carnegie libraries were built for sums of \$20,000 or less, many architects and designers simply took signature details from the Boston Public Library or the Columbian Exposition, eliminated ornamentation, and reduced the scale.²⁹ The Classical Revival style of architecture seemed, by many communities, to be a perfect match for the image they wished the public library to project. As Jones observes, "...the Classical Revival represented to Americans, opportunity, education, and freedom---all important themes in public library development."³⁰ Despite the fact that the character-defining details of the Classical Revival style were expensive to execute, and this could be burdensome to the budgets of towns of all sizes, buildings in this style conveyed that the structure housed an important civic function.³¹ Other communities gravitated toward architectural styles they believed were more reflective of the character of their community. The Prairie and Craftsman styles were particularly popular in the mid-west while Mission style were believed to be more appropriate by a number of communities in the southwest.³²



New York, NY 1903



Detroit Lakes, MN 1911



Riverside, CA 1901



Cawker City, KS 1884

Figure 38: Regional diversity in Carnegie Libraries built throughout the U.S. (Van Slyke).

Both Carnegie and Bertram became concerned during the early years of the program with the opulence displayed by some libraries designed in the Classical Revival style. State library associations shared their concern. They believed that the money spent on expensive architectural details was better utilized by providing functional library space. By 1908 Bertram began to require towns requesting funds to submit plans for his approval prior to the release of money. Bertram continued to be frustrated with library designs submitted and sought design advice from Edward L. Tilton and other architects recognized for the quality of their Carnegie library building designs.³³ In response to the architects' feedback and his own observations Bertram authored a 1911 pamphlet entitled *Notes on the Erection of Library Buildings (sic)*³⁴ intended to clarify "proper" library design (Figure 39).³⁵ The result was more efficiency in library philanthropy and design, and was especially useful to towns erecting library buildings for \$10,000 or less.³⁶ As a result of this high level of control, interior rooms were arranged for greatest efficiency and were not sacrificed for exterior extravagance.³⁷ As design control was imposed the buildings took on a more simplified appearance. As a result, buildings constructed early in the Carnegie program were often markedly more opulent than those built in the later years.³⁸

Library Program Discontinued

By 1911, Carnegie initiated the formation of the Carnegie Corporation of New York with an initial of \$125 million, as a means by which to distribute what remained of his wealth.³⁹ As Jones observes, the trustees were to facilitate the foundation's charter

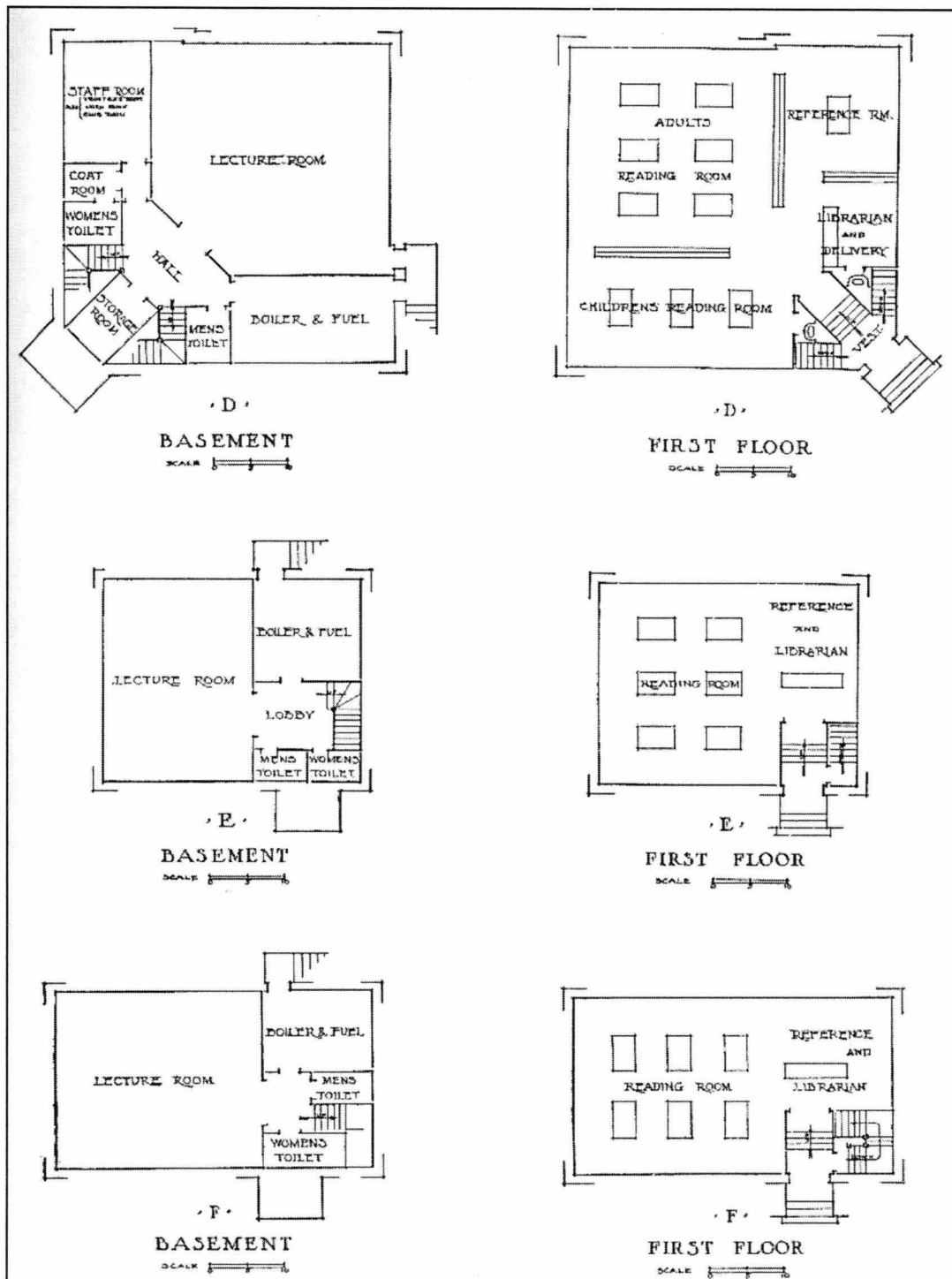


Figure 39: "Notes of the Erection of Library Buildings [sic]" version 3 c. 1915, schematic plans A, B, and C (Van Slyke).

with the stated purpose “to promote the advancement and diffusion of knowledge and understanding among peoples of the United States.” However, the trustees did so on their own terms (Figure 40).

First, the Corporation moved out of Carnegie’s private mansion on Fifth Avenue in New York City. Second, aware that the allotted 10% library maintenance fee was not always sufficient to operate a quality library, in 1915 they hired Alvin S. Johnson, a Cornell University economics professor, to evaluate and report on the program’s effectiveness. Johnson was instructed to evaluate if the library philanthropy program met the organization’s stated purpose. The Trustees “...specifically asked him to evaluate the buildings, maintenance pledges, community intent in asking for a library building, and the current state of academic training of librarians.”⁴⁰ Johnson visited approximately 100 communities, many of which were identified as “troubled” because they were not willing or able to meet the Carnegie library program’s commitments. In 1916, Johnson submitted his report. It indicated that Carnegie library buildings in general were poorly planned, were not sited in the central business district (which Johnson defined as the “best location”), and that it was the librarians for each library branch or system who set the tone for each facility by their aptitude and professional training. He continued by making three specific suggestions:

The corporation should approve no more library grants without on-site inspections by corporation agents to judge the community’s intent about library service and to train librarians; [the corporation should] compile an annual report on public

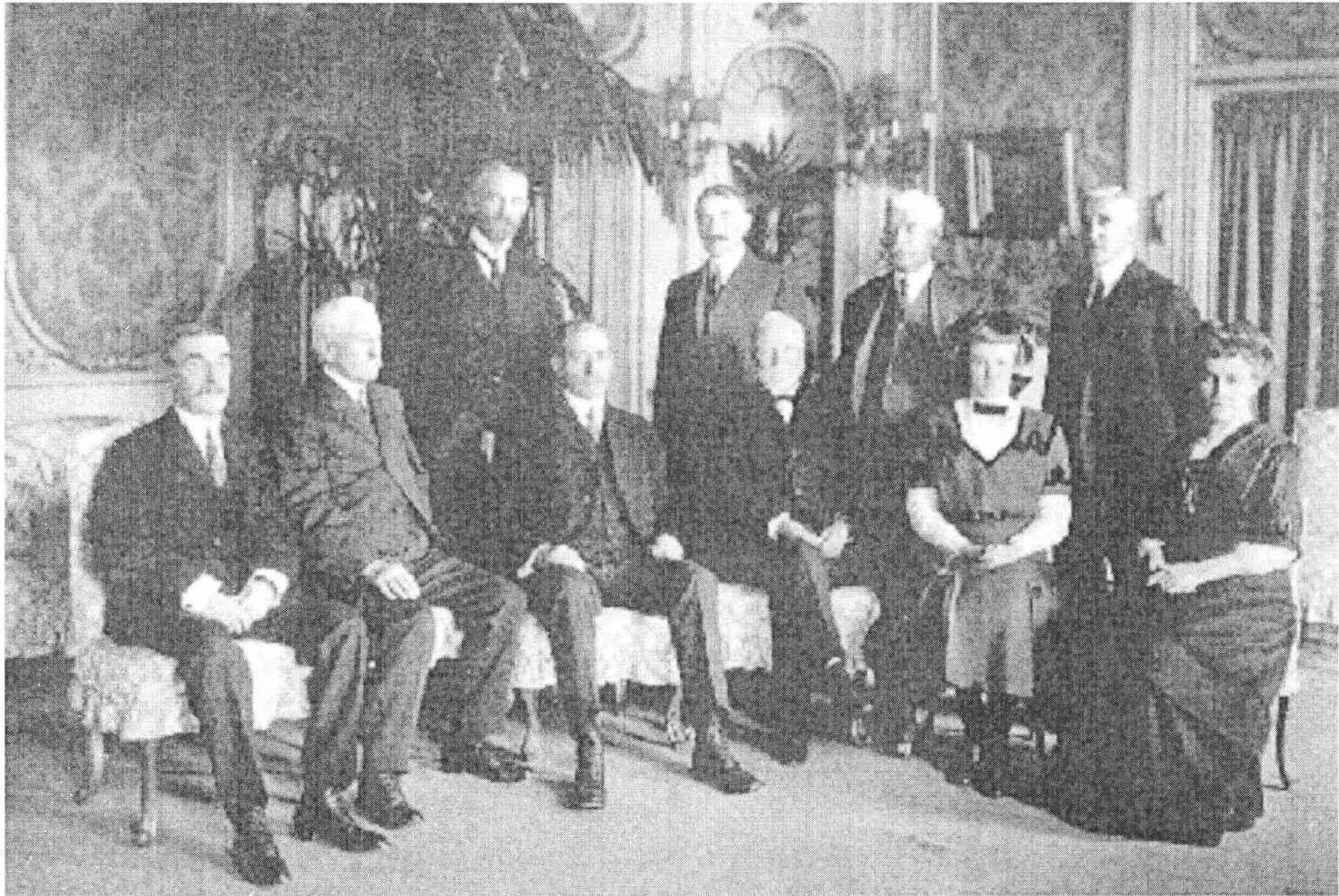


Figure 40: Portrait sitting of the first newly formed Carnegie Corporation, 1911 (Van Slyke).

libraries; and [should] spend money to support the academic training of librarians.⁴¹

After hearing Johnson's report, Bertram declared that,

Your proposals fly in the face of Mr. Carnegie's intentions. He wanted to give libraries to communities...to manage any way they saw fit. He abominated the waste of centralized bureaucratic control and that is exactly what you want to introduce...To do what you propose would require twelve [sic] secretaries in six rooms---a big unnecessary expense...And as for library training, Mr. Carnegie...believed in having books where anyone could get ahold [sic] of them...a librarian's business is to hand out books and that doesn't require a long expensive training.⁴²

After much heated debate, Bertram made a motion that Johnson be thanked for his work but that the report be rejected. Johnson was taken aside by a Corporation trustee, told that Bertram planned to retire within a year, and that, upon Bertram's retirement, his report would be implemented. The following morning, Johnson returned to the corporate office to retrieve a bound copy of his report, only to be told by Bertram that all copies had been destroyed.

In *Carnegie Libraries Across America*, Jones intimates that the Corporation's intent, to dismantle the Carnegie library program, was devised even before Johnson was hired.⁴³ A year later, the Carnegie Corporation voted to discontinue the library program. Only 411 public libraries funded by Carnegie grants, using funds that had already been committed, were built after that date.⁴⁴ Although it is not known how Carnegie, at 82

years of age, felt when his favored philanthropic program was dismantled, his will, executed upon his death in 1919, stipulated that two-thirds of his vast \$30 million dollar estate go to the Carnegie Corporation of New York.⁴⁵

Common Design Characteristics of Carnegie Libraries

When considered in totality, Carnegie libraries share a number of design characteristics. Many are either one or two stories in height and rest upon a raised basement level which gives each building the appearance of resting upon a “pedestal” or platform. Many are rectangular with a cube-like massing. The majority project an air of solidity and permanence by the use of masonry construction. Some are faced entirely of stone, while the majority are brick with stone used to articulate the building’s details. Some wood frame and stucco examples were built as well. Many have prominent stone steps centered on their primary façade which leads to a centered entrance featuring paired glass doors with a full-width transom above. Most facades are symmetrical, often are arranged in a tripartite fashion, and are flanked by varying numbers of windows on either side. A strong, projecting cornice is used to top many Carnegie library buildings and they often are capped by low, hipped rooflines (Figure 41).

The interiors of Carnegie library buildings exhibit similar design characteristics as well. Many have symmetrical floor plans featuring, from front to back, an entry foyer, a central library checkout or receptionists’ desk, and a small meeting room or librarian’s service area. The centered librarian’s counter served as a well-sited observation post that

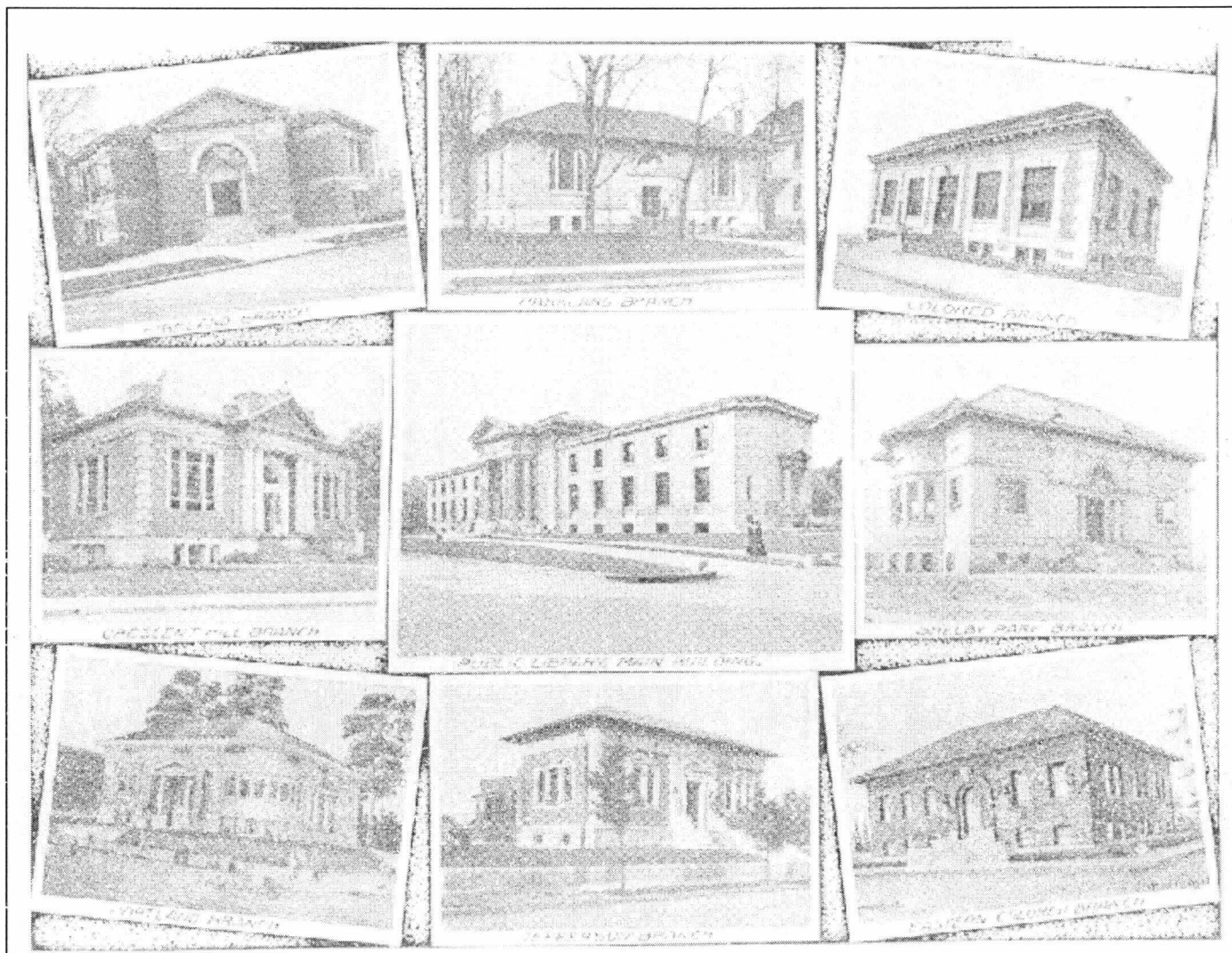


Figure 41: Louisville's nine Carnegie-endowed libraries, circa 1905-1919 (ULPA).

necessitated a minimal number of staff to run the library operation: from this location the librarian was easily able to oversee activities in the flanking spaces, which were usually reserved for adult and children's reading rooms (Figure 42).

Rest room facilities often were discretely located in secondary spaces sited on either side of the main entrance or toward the rear, flanking the meeting room or service area. Top floors were used for meeting space, or for specialty activities like art or children's activities. Service functions were customarily located in the building's basement and included staff rooms, dumb waiters used to transport books from one level to another, and furnace rooms. Auditoriums often were located in the basement (Figure 43), as were additional reading rooms, some of which were accessed by secondary entrances located next to or under the primary access steps.⁴⁶

Carnegie Library Buildings as Cultural Icons

Over time, these Carnegie library buildings have come to epitomize civic architecture across America. As Jones observes,

By sheer number, these Classical Revival libraries, along with a few other institutional structures, such as banks, helped to establish the idea that an important civic building must feature columns supporting a pediment—an architectural image yet to be displaced a century later. Over time, these buildings became architectural landmarks for surrounding townships and counties and today are often the first buildings restored in their communities.⁴⁷

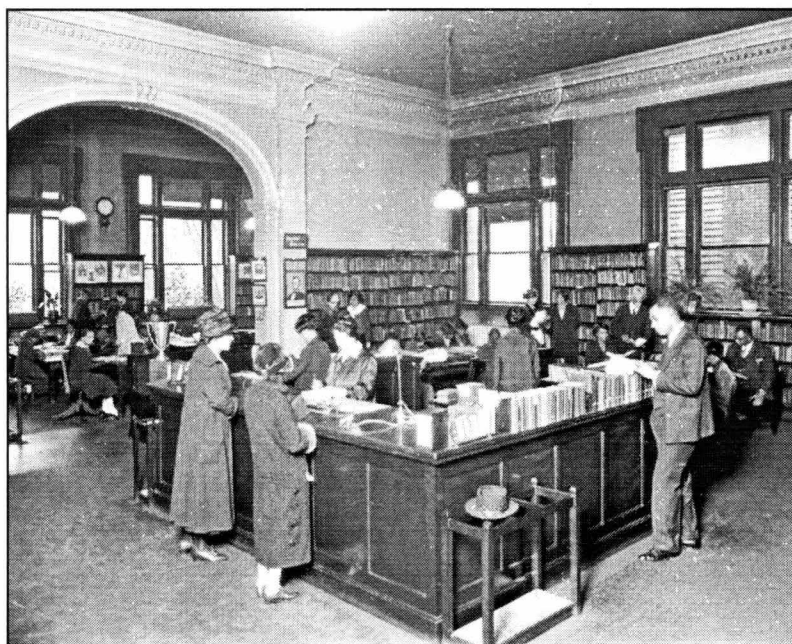


Figure 42: Western Colored Branch, 604 South 10th Street, Delivery room, circa 1905-1919 (ULPA).



Figure 43: Western Colored Branch, 604 South 10th Street, basement auditorium in use for children's celebration, circa 1905-1919 (ULPA).

As a result of the uniformity of site placement, material selection, design symmetry and overall architectural grandeur, Carnegie library buildings have such distinct, character-defining features that these library buildings have come to be recognized as an easily identifiable building type recognizable to the general populace as associated with Andrew Carnegie, the philanthropist.

Design Obsolescence and Space Limitations

Carnegie buildings, like their users, have changed through the years. In fact, many Carnegie library buildings assumed new uses soon after their initial construction. Some were pressed into service for non-library purposes: when flood or fire struck, the Red Cross sometimes put them to use on a temporary basis. As civic needs changed, they were used, either temporarily or for the long term, as government offices or schoolrooms. During both World War I and II, some were used for military recruitment or processing centers or as civil defense centers. Later, in an effort to attract new library patrons, some municipalities incorporated new uses into the existing library buildings. Museums, bowling alleys, and pool tables brought in a different type of clientele who, it was hoped, might make use of the library's literary resources when repeatedly exposed to them.⁴⁸

Carnegie library buildings also physically changed as they outgrew the existing library space forcing some municipalities to face difficult design choices. Was it in the community's best interest to enlarge the existing building or to replace the library entirely? If replacement was suitable should a new building be erected on the existing library site or at a new location? A few libraries, which were viewed by Bertram as having made optimum use of their first Carnegie grant, were recipients of additional funds to be used for the library's physical expansion. Other communities, because of

original design choices deemed lavish by Carnegie and Bertram, were simply refused additional grant assistance.⁴⁹ Sometimes, even communities that received second grants found that they needed additional space in later years and found the need to expand yet a third time.⁵⁰ Because of the country's sluggish economy that culminated in the Depression, between 1920 and 1930, no Carnegie libraries were remodeled or enlarged.⁵¹

During the Works Progress Administration's (WPA) drive to create jobs as an economic stimulus in reaction to the Great Depression, a number of Carnegie libraries were veneered with a new Art Deco or Moderne style veneer. Other Carnegie buildings were demolished to make way for a new WPA-era library on the existing site. During the 1950s the International style was the preferred redesign. In the 1960s urban renewal and the federal government's push for construction of interstate highways resulted both in changes to site context for library buildings or in some instances, their demolition. Natural disasters such as earthquake, fire, and flood have destroyed or altered a number of library buildings as well (Figure 44). In instances where Carnegie libraries were built amidst thriving neighborhoods that later deteriorated, the structures were either adapted to a new, non-library-related use or were abandoned altogether. In communities that continued to thrive, just the opposite happened: the land upon which the Carnegie library had been built became more valuable to the local community than the building itself, and as a result, the building was razed to make room for expansion or to accommodate a new use.

Inherent Design Issues

Carnegie libraries, uniform because of a consistently used architectural vocabulary, are not without design issues. George Bobinski, former assistant dean of Library Science at the University of Kentucky (U of K), and current dean and professor at the State University of New York at Buffalo's School of Information and Library Science, has studied the special qualities of Carnegie libraries for over 40 years. In 1969, while at U of K, he authored the benchmark book *Carnegie Libraries: Their History and Impact On American Public Library Development*. In it, he took the first in-depth look at the impact of the Carnegie program to American society. Bobinski remarked in the book's preface, "As these landmarks begin to disappear, there still exists no documented history of the Carnegie library philanthropy and no detailed evaluation of its influence upon the history of the United States public libraries." The author's interest in the subject has not waned. In a 1990 article appearing in "American Libraries" magazine, Bobinski remarked that, "Fireplaces, high ceilings, stained glass, marble, fine woodwork, and grand entrances and facades with steep stairs leading to 'the temple of learning' are some of their frequent architectural features..." and are among their most attractive aesthetic amenities. These elements, Bobinski thought, are what make Carnegie libraries so special (Figure 45).

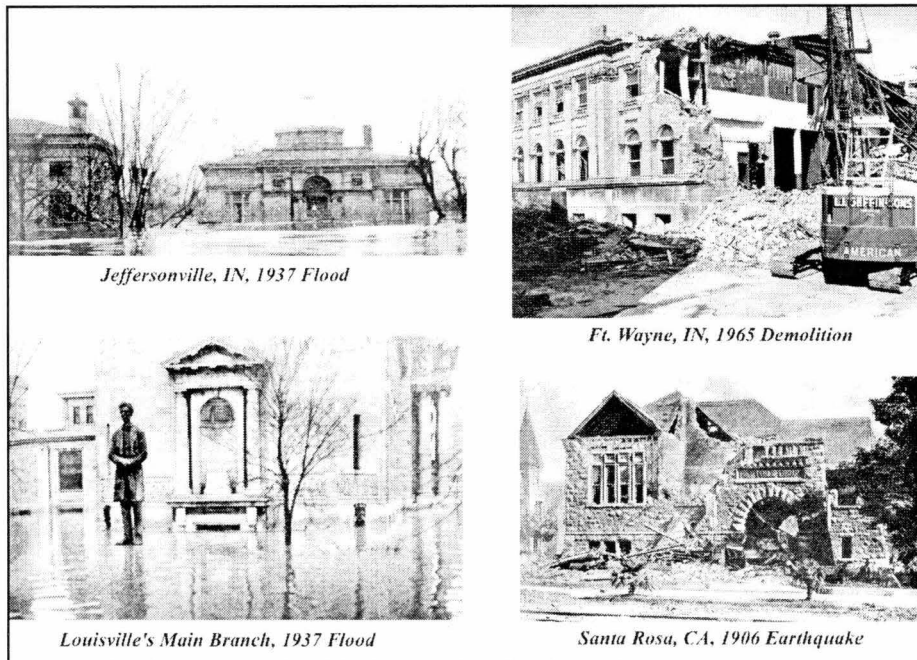


Figure 44: Catastrophic events impact Carnegie buildings (Jones, Van Slyke).

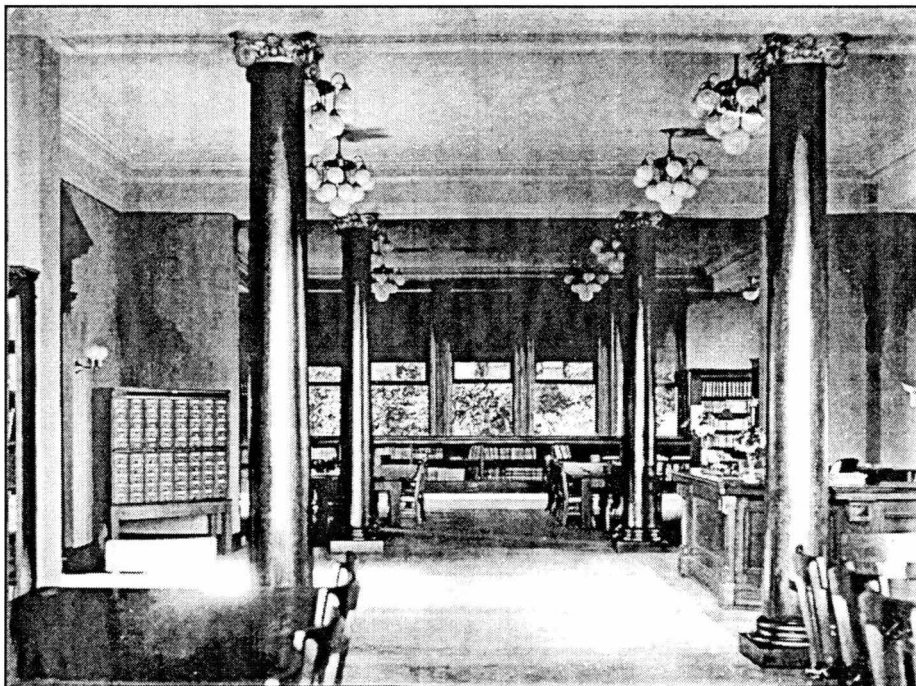


Figure 45: Cincinnati's Norwood Branch showing original furnishings.

Bobinski also observed that these same features present a variety of design problems and issues to the modern library user. He reported that Carnegie libraries are expensive to heat and cool precisely because of these visually appealing high ceilings and large windows. Their fixed-wall arrangements have resulted in spaces that lack flexibility. Many don't come close to meeting today's modern mechanical needs for efficient heating, air conditioning, and electrical systems. Complicating the situation is the increased use of computers, which has created the need for more advanced electrical systems. In addition, as library use continues to grow, space needs have become overburdened. Both due to a higher volume of patron usage and expanded library programs the buildings themselves are of insufficient size.

As library administrators have sought to address changing needs, adaptive re-use issues abound. Bobinski observes that additions have failed to respect the original building's architectural setting or integrity, and are not in keeping with scale, style, massing, setback, material, texture, rhythm, or color. Additionally, since these buildings were often constructed in older streetcar suburbs, many original library buildings are landlocked: closely flanking adjacent buildings leave little or no room for expansion. Sites often fail to meet current needs for parking because they were originally intended for a pedestrian patronage base. Most readers were originally within easy walking distance of turn-of-the-century library buildings. Access for handicapped patrons, as mandated by the Americans with Disabilities Act, is difficult as well since many library buildings sit on bermed sites, have an elevated first floor level, and were seldom equipped with passenger elevators. In many instances, the very historic fabric that makes Carnegie

Libraries so distinctive has been either removed or covered over. Ceilings have been lowered, historic light fixtures have been replaced, original furnishings discarded, and floor plans modified. This makes the potential for rehabilitation even more challenging.

Character-Defining Features of Exterior and Interior Spaces

Exterior features of Carnegie buildings should be evaluated from the project outset and should be of prime consideration in any restoration or rehabilitation plans. The library building should be assessed from a distance for overall exterior characteristics, at closer range for the structure's individual details, and from the interior for clues that illustrate the library's overall interior room arrangement. Scale, style, massing, fenestration, site placement and setback, materials, and overall visual characteristics should serve as the guide to any restoration or rehabilitation undertaken.⁵²

Interior floor plans are important in defining the character of Carnegie library buildings. The elements of a building's layout should be viewed as a series of primary and secondary spaces and ranked based upon their importance. Primary spaces of Carnegie buildings include rooms and spaces intended for public use such as the entry foyer, central reception desk area, and flanking reading and assembly rooms (Figure 43). Secondary spaces are intended for uses that support the building's primary function as a library and usually include hallways, stairways, bathrooms, workrooms and receiving rooms, and employee offices or lounges. Each interior element should be evaluated for its role in supporting the building's primary function as a library and treated accordingly.

As a general rule, the essential proportions and decorative features of primary spaces should be left intact whenever possible. Greater flexibility for change is permissible in secondary spaces and is usually the most appropriate place to add contemporary service functions such as new air conditioning and heating and cooling systems.⁵³

Library Evaluation: Use as a Library or for Another Purpose

In 1993, the Illinois Historic Preservation Agency obtained a grant from the Graham Foundation to cover the production cost of a booklet entitled “Carnegie Libraries: Restoration and Expansion.” Their wish was to provide a booklet to address design issues related to restoration, renovation, and adaptive re-use of Carnegie libraries. Lon Frye, of Frye Gillan Molinaro Architects, Ltd., principal architect of a well-known and respected Illinois architectural firm that specializes in library design and renovation, was hired to write the publication.

As Frye observes, “Expanding a building whose location and architectural form were integrated into a tangible expression of civic achievement requires a respect for the old and skillful grasp of the new.”⁵⁴ He declares that “...the strong architectural character of Carnegie buildings is regarded by many as a mixed blessing. ‘The Carnegie problem, beautiful to look at but difficult to use,’ is how one library consultant described them.”⁵⁵

In his booklet, Frye clearly outlines the steps necessary for a successful library addition or renovation. According to the author, adapting libraries to meet changing user needs is best achieved by a library consultant and an architect working in tandem. “Working as a team, the two can bring the separate spaces and functions of the library into balance, even before the first designs are committed to paper.”⁵⁶ The goal is the “successful marriage of historic preservation and library design.”

According to Frye, the first step in developing a successful rehabilitation is to assess user needs and translate them into a square footage requirement. The needs of all users, including librarians, various staff, and library patrons must be considered and quantified. While, in an instance where the continued use of the Carnegie building as a library is desired, it is most efficient to hire both a library consultant and an architect to work on a solution to the problem together. By contrast, in the case of an adaptive re-use, an architect, designer, or space planner should be called upon to lend expertise.⁵⁷ The next step is for the planners to conduct a thorough analysis of the existing building and site to see how well they fit the prescribed user program, gathering as much information about the building as possible. Next a complete history of physical changes should be compiled based on historic documentation. Useful sources might include the original building’s blue prints, construction documents, historic photographs, newspaper or journal articles, library Board of Trustees annual reports, and similar documents. Maintenance records are useful because they may provide important clues as to recurring design flaws that might need correction during the rehabilitation process.

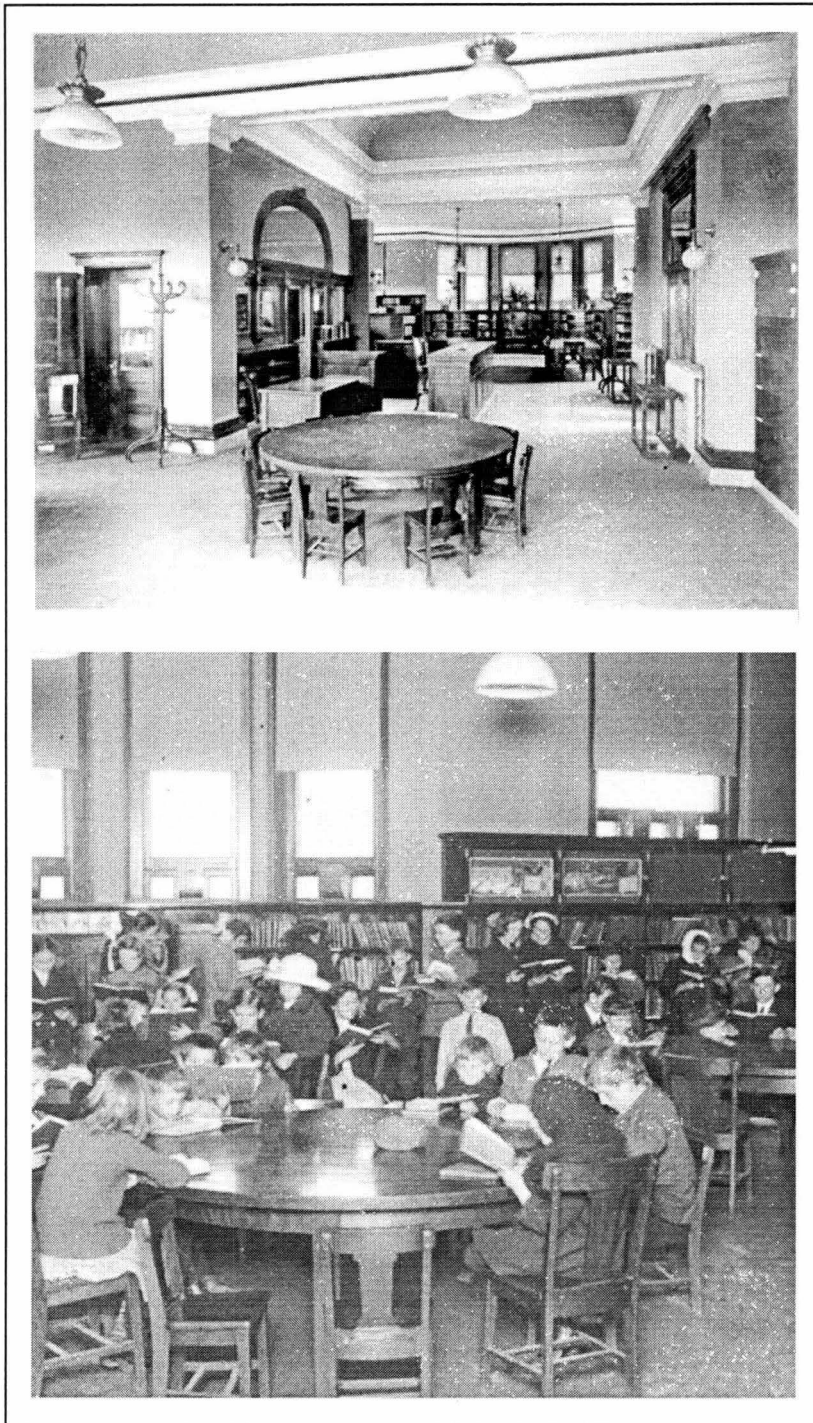


Figure 46: Louisville's Shelby Park Branch, 600 East Oak Street, Receptionist's desk and children's department, circa 1905-1919 (ULPA).

The building itself, Frye believes, is the most important resource supplementing written or visual documentation. An architect or preservation professional trained to “read” the building could assess historic, versus non-historic fabric, and track where changes have occurred. Historic fabric can then be taken into account when design decisions are contemplated. Character-defining features, those that qualify the building for National Register listing, should be considered of paramount importance in the planning process. Site information should be gathered as well. Land surveys, United States Geological Survey maps, and Sanborn Insurance maps are all useful tools. Land use records related to both the building itself and to adjacent parcels might prove useful especially in instances where a building expansion or the introduction of new or expanded parking is contemplated. These land use records can include data about current zoning (related to use, setback, land-to-building ratios, building height requirements, parking), historic status (National Register, Local Landmark, and Design Review Overlay), and neighborhood plans.

Next, the building exterior should be thoroughly analyzed. The building should be inspected for adequacy of roof covering, gutters, downspouts, mortar composition and condition. Problems related to the building envelope, particularly with regard to moisture and structural settlement problems should be given highest priority for correction (Figure 47).

The interior should be inspected for overall structural conditions and for maintenance problems (e.g. water spots indicating leakage). The adequacy of existing

heating, ventilation, and air conditioning, plumbing, electrical, as well as building code compliance should also be considered. Fixed and movable historic furnishings should also be analyzed. Often, Carnegie library buildings were furnished with a fixed reception desk, card catalogue cabinets, fireplaces, perimeter wall or window seats, bathrooms, staircases, and stained glass windows. In some instances historic wall murals or decorative wood might be hidden beneath dropped ceilings or behind added features such as closets or storage spaces. Historic interior photographs are especially useful during this phase of the analysis in providing useful clues as to original interior detailing (Figure 48).

After the building's exterior and interior features have been examined and information about site considerations has been gathered, it is time to revisit the building program to see how compatible the existing building layout is with the property's proposed building program.

The introduction of an addition to the Carnegie library building is sometimes the most logical option available to increase square footage requirements. Often, the most satisfactory solution for accommodating changing user needs is for the historic library space to continue to be used as originally intended, while an addition can provide much needed square footage that can house secondary needs such as stack storage, handicapped access, or utilities. Throughout the design evaluation process, care should be taken to



Figure 47: Jefferson Branch, 1718 West Jefferson Street, Primary façade, showing deferred maintenance, particularly with regard to the roof and gutters (Author, 2002).



Figure 48: Stained glass vestibule partition at the Walnut Hills Branch, Cincinnati (Author, 2002).

ensure that, if an addition is constructed, it fits well not only within the building context but also within the neighborhood context. Is the addition compatible with the existing Carnegie building in terms of scale, style, massing and setback? Does the addition take a back seat to the historic structure by allowing it to continue as the most prominent site feature? Is the addition clearly distinguishable as new? Is the addition smaller in size than the original, i.e. subservient to it? Does the new addition use clearly identifiable architectural clues? Is the entrance clearly distinguishable?

Frye suggests that one option might be to design an addition that is bermed into the site if there is a fall-away lot. In some extreme cases, the building might actually be elevated so that a full height basement could be located underneath the existing building.

As Frye remarks,

the possibility of expanding downward should not be overlooked. Most Carnegie buildings were constructed with a raised first floor that provided the basement with plenty of headroom and substantial natural light...that space can be adapted...for library use. If the headroom is too low, it may also be possible to raise the building slightly to make the space usable.⁵⁸

Among the character defining features of Carnegie library buildings is a centered reception area flanked by rooms originally intended for use as adult or children's reading rooms or auditorium spaces. Often, transitional wall spaces, which exhibit decorative details, are used to separate and define each distinct use from an adjacent one. Because these characterize significant interior spaces, every attempt should be made to retain their interior space arrangement, decorative features and room volumes. The advantage of building an addition is the increased flexibility it provides (Figure 49). While the

existing floor plan can be used to advantage in the older part of the building, a new addition can be assigned almost any use as long as the building design fits within the existing interior and exterior building context. Transition from the old building to new addition can be eased by creatively using existing doors and windows to provide logical transition points between the two.

Frye suggests that answering some basic questions can be useful to library administrators and building owners in deciding between design options to suit their needs:

1. Which scheme best fulfills the program?
2. Which scheme allows the front façade and other aspects of the architectural integrity and identity of the Carnegie [building] to remain?
3. Which scheme is the best value in terms of cost and space?
4. Which scheme best solves the disabled access requirements?
5. Which scheme retains the front door?
6. Which scheme best fits into the neighborhood?
7. Which scheme preserves the historical interiors?
8. Which scheme provides for yet additional expansions?
9. Which scheme provides the most efficient, serviceable and architecturally sensitive integration of air handling equipment?
10. Which scheme best allows the library to continue operation during the construction phase?
11. Which scheme provides the best parking plan?
12. Which scheme allows easiest supervision by the fewest people?
13. Which scheme is the most flexible?⁵⁹

Application of the *Secretary of the Interior's Standards for Rehabilitation*

Because many historic Carnegie libraries are listed or qualify for listing in the National Register of Historic Places, it is important, during the course of restoration or rehabilitation, that the historic and architectural integrity of these structures be retained. The principal guide for rehabilitation is *The Secretary of the Interior's Standards for Rehabilitation* which have been...

used to determine the appropriateness of work treatments for every grant-in-aid and Tax Act project over a 25-year period. By emphasizing repair over replacement, and limited rather than wholesale change to accommodate new uses, the *Standards* and their accompanying Guidelines seek to ensure the preservation of those qualities for which the property was listed in the National Register.⁶⁰

Any restoration, renovation or adaptation of Carnegie buildings should follow the *Secretary of the Interior's Standards for Rehabilitation (Standards)*. Under these *Standards* rehabilitation is defined as,

the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values.⁶¹

The *Standards* are intended to “assist the long-term preservation of a property’s significance through the preservation of historic materials and features” and pertain to both exterior and interior features of each building. They also take into consideration the building’s site, related environment, ancillary structures and related new construction. The economics of rehabilitation, as well as its technical feasibility, are also weighed.

Adherence to the *Standards* is essential if there are grants or other federal funds involved with work on the building or if there are Federal Historic Preservation Tax Incentives to be claimed.

Americans With Disabilities Compliance

Because Carnegie buildings were often built upon a pedestal-like raised basement story, and this is an important character-defining feature of the building type, these structures are not easily adaptable for ADA compliance. How does one add an elevator or wheel chair ramp to such a prominent architectural feature? Site constraints that limit space compound the problem. A ramp can be added to tie in with the existing entrance arrangement but this option is less preferable than adding a ramp or elevator onto a secondary façade or incorporating it into an addition (Figure 45).

Windows

Windows in Carnegie buildings were historically intended to flood the building's interior with much-needed light for reading. As a result, they are usually plentiful and quite large by today's standards. Because of their prevalence from building to building, they are often considered one of the Carnegie building's most important and character-defining features. Because of the high level of importance assigned to them, they should be preserved whenever possible, but may be replaced if beyond repair. Often, windows can be made more energy efficient by double glazing or adding interior storm windows.

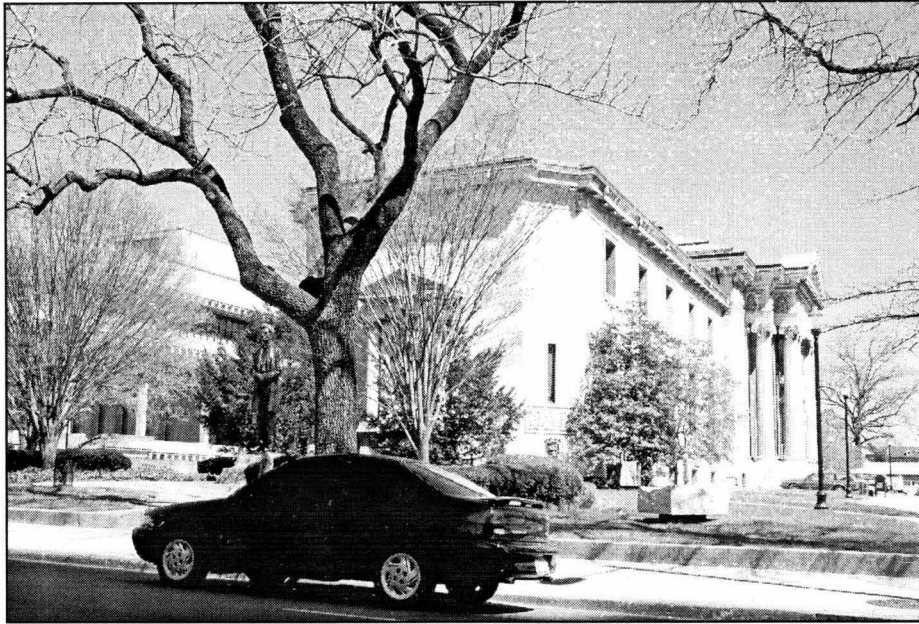


Figure 49: Main Library, Building addition exhibits contrast between old and new (Author, 2002).

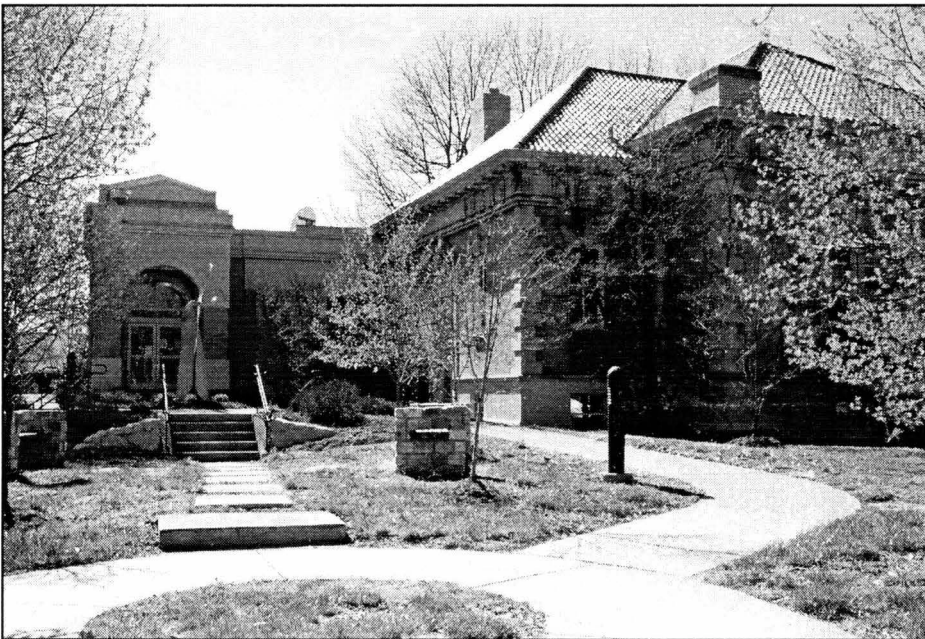


Figure 50: Crescent Hill Branch, Rear handicapped access creates an inviting space (Author, 2002).

Darkened, tinted, or mirrored glass should be avoided as it disrupts the relationship of solids and voids on the building's exterior.

Historic Light Fixtures

Often, historic light fixtures in Carnegie buildings were replaced with new lighting because they did not provide sufficient illumination. With the popularity of historic preservation on the rise, there are now a wide variety of light fixtures on the market that not only provide sufficient candlepower, but also replicate light fixtures historically found in buildings dating from the turn of the 19th century. Again, historic interior photographs can provide guidance on the type of fixture appropriate for the specific building (Figure 51).

Entry doors

Entry doors on Carnegie buildings commonly were wooden double doors with a three-quarter-sized glass panel insert in each. A transom window often surmounts the door arrangement. In an attempt to modernize, the historic pair of doors may have been replaced with newer, more 'modern' glass and metal doors. Removing the new unit and replicating the old doors is preferable (Figure 52).



Figure 51: Eastern Branch, Light fixtures were removed during one renovation and later replaced on evidence provided by historic photographs (Author, 2002).

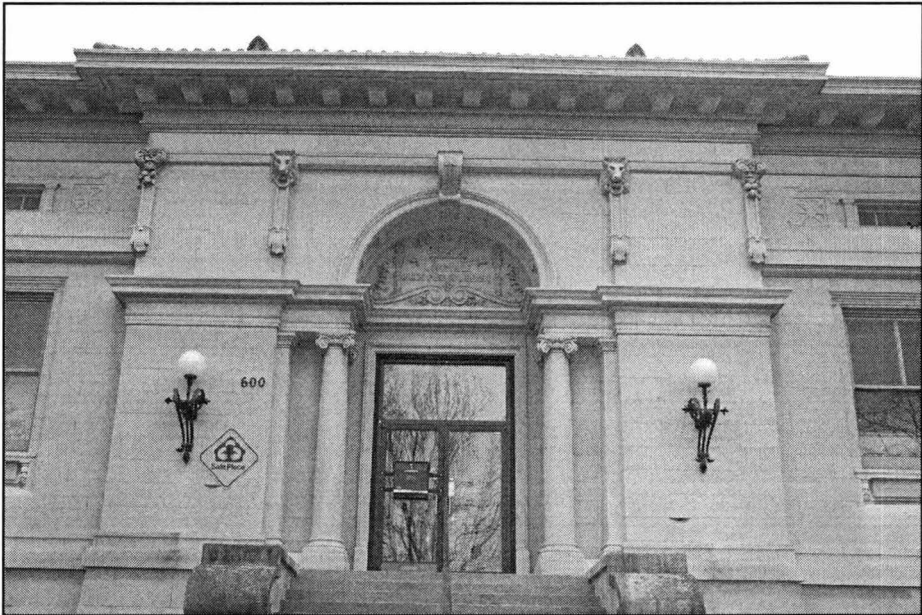


Figure 52: Shelby Park, Metal entry doors are candidates for replacement (Author, 2002).

Roofing Material

Roofing material on Carnegie buildings is important because the roof was often intended to be a highly visible portion of the building's architectural composition. Tile, and slate were commonly used, not only for their aesthetic qualities, but also for their durability. They are expensive building features to replace today. In the absence of funds to replace the slate or tile roof in-kind, the use of simulated materials is an option. As a last resort, asphaltic shingles of similar color to the original could be used, but the roof's durability is lessened and the architectural character is significantly changed with this option.

The Louisville Free Public Library System

Louisville's Free Public Library (LFPL) system enjoyed success and growth during its first half century. During the 1950s it was recognized for innovations: expanded services; undergraduate courses at select branches provided through its Neighborhood College Program; television sets installed in neighborhood branches long before their use was widespread in area homes; and the creation of two radio stations as an outreach measure that ensured access not only to books but to public information. An occupational tax, passed in 1965, led to an expansion of branch libraries: by the early-1970s there were a total of 31. However, the success was short lived. By the middle 1970s library needs exceeded funding. As a result, one half of the library's branches closed.⁶² Among the Carnegie library buildings to suffer from the cuts was the Eastern Colored branch and the Jefferson branch, both of which closed in 1975.⁶³ From the mid-

1980s to the early 1990s there were three attempts to improve the LFPL's financial situation, by petition and referendum. All were defeated.⁶⁴ The Parkland branch closed in 1986 after the failure of the 1985 tax district proposal, and the Highland and Shelby Park branches closed in 1993 as a result of budget cuts the previous year. Out of a total of 16 library buildings currently in use, only four are housed in Carnegie structures: the Crescent Hill, Main, Portland, and Western.⁶⁵

Three of the Carnegie branches that were closed after 1975 now serve community uses: Eastern is currently used as a daycare and community center; Parkland is undergoing renovation and will be used by the City of Louisville as the Office of Youth Development by spring of 2002; and the Shelby Park branch (former Office of Youth Development), is being renovated for use by the Olmsted Conservancy, an Olmsted Parks advocacy group. Treatment of these City-owned Carnegie branches, no longer used for library purposes, was discussed extensively in Chapter III.

City of Louisville's Policy for Use and Re-Sale

After the Jefferson Branch closed in 1975 it was boarded up and remained vacant for six years. While historic preservation advocates kept a watchful eye on the structure, there was never a move to protect the building by locally designating it as an individual local landmark. Because of the library's location on the southeastern corner of a neglected city cemetery in an economically depressed neighborhood, there seemed to be no natural constituency for the library building. The issue may have been complicated by

the fact that the Jefferson branch was built as a segregated “whites only” branch. By the 1970s, the surrounding neighborhood had become predominantly black. African American citizens living nearby may have felt a greater affinity for the nearby Western branch, simply because it was historically reserved for use by blacks only. Additionally, the African American Heritage Foundation, a potential advocate for the building, is currently focusing its efforts to renovate a nearby Trolley Barn for use as an African American History and Cultural center. There appears to have been no constituency to lobby on the building’s behalf once it was sold out of the LFPL system. Despite the fact that it is a grand, architect-designed building, and is in reasonably good condition, its location has a great deal to do with its long-term viability.

In 1981, the Jefferson branch was sold to two attorneys who located their offices in the building. It was again re-sold in April, 2002 to several investors who intend to locate their business in the historic library building. It is hoped that the new owners appreciate the building’s historic and architectural significance and will keep the building well maintained. However, no restrictive covenants, local landmark designation, or easements have been placed on the building, leaving to chance, its very survival. The thematic Local Landmark designation for City-owned Carnegie libraries, prepared in 2001, included information on all nine Louisville buildings. In the event that the current owners wish to request local landmark designation or the signatures are gathered by 200 residents of the City of Louisville requesting the building be designated a landmark, as provided for in the ordinance, the process could occur fairly quickly.⁶⁶

By the 1990s, there was again talk among the LFPL administration that additional neighborhood branches might close. In March, 1992, a Library Advisory Committee recommended to the Louisville Free Public Library administration that “the library system move toward reworking its 14 neighborhood branches into a regional system of perhaps eight libraries.”⁶⁷ The trend in library stewardship was one of using bigger facilities, with a higher number of staff, and more parking. There was also an effort by LFPL administration not to own buildings but to lease space instead. It was also thought that since shopping malls attract a vast number of people, relocation of library services in shopping malls might increase the library’s readership base, and might, in turn make the branches more popular. Harriet Henderson, Director of the LFPL, explained that in order to be equitable about providing services to all areas of the city and county under a very tight budget, administrators would have to be creative in the delivery of library services. “If a branch is closed,” Henderson said, “its neighborhood might get library services through a book mobile, a kiosk at a shopping center or, maybe, even a computer terminal at a grocery store.”⁶⁸

Reaction to the Library Advisory Committee’s recommendations varied widely from neighborhood to neighborhood. Residents of the Crescent Hill area lobbied for the survival of their library almost immediately. The Friends of the Crescent Hill Branch, a well established neighborhood library advocacy group, mounted a letter writing campaign, gave speeches, and presented elected officials with 1,650 signatures requesting their branch not be among the ones closed. They also started a fundraising campaign to improve library services.

Shelby Park residents also were opposed to closing their library and pointed out that a branch library in their neighborhood was vitally important to area youngsters who had few youth-oriented services available to them in the surrounding area. One neighborhood activist, upset at the prospect of losing a neighborhood library, declared that the Shelby Park branch was "...located in an area that's economically depressed...most of the families are low-income and rent their homes...I think it's necessary for an area otherwise deprived of services to have this kind of educational access."⁶⁹

Reaction among Cherokee Triangle neighborhood residents, the most immediate constituents of the Highlands Branch library, by contrast, was mixed. While some strongly favored keeping the existing Carnegie library open, others reportedly "just want[ed] a branch somewhere in the Highlands." Expansion of the Highland branch would have been difficult, if not impossible because the building was landlocked, and there were no viable expansion sites nearby. Parking was non-existent. The status of the Highland branch and adjacent residences as contributing elements to the historic and architectural character of the Cherokee Triangle Preservation District would have required a certificate of appropriateness from the Louisville Historic Landmarks and Preservation Districts Commission for any exterior change including demolition or construction of an addition.

Ultimately, the Crescent Hill library remained as a public branch library and the Highland and Shelby Park branches merged into one and relocated to a freestanding

shopping center. When the Shelby Park library closed, it became a City of Louisville office and the Highlands library was sold to a private individual, since the city decided there was no public use for the building. As one Courier-journal reporter pointed out,

Some features that gave the Highlands branch its charm also helped make it a candidate for closing: an imposing staircase that made it inaccessible to the elderly and handicapped; big windows and skylights that make it hard to heat and maintain; and a certain coziness that makes it too small for expanding library programs.⁷⁰

The issues outlined were the very same issues pointed out by Bobinski and Frye as problematic for many Carnegie library buildings.

Sale of the Highlands Branch

The sale of the Highland branch library took approximately three years. Area residents wanted assurance that “the building be preserved, renovated and used in a way that [didn’t] increase traffic and late-night use.”⁷¹ The Louisville Development Authority, the planning and development agency of the City of Louisville, was in charge of the building’s disposition. In an effort to address neighborhood concerns, the agency issued a “Request for Proposal” that specified acceptable uses and treatments. There were five bids and ultimately, a financial advisor was selected as the buyer best able to “renovate and restore the Library Building (sic) and use it in a manner sensitive to the historic and residential character of the surrounding neighborhood.”⁷² Before the sale, the library building was officially decommissioned. In a ceremony presided over by the

Third Ward Alderman, there were reminiscences, “refreshments, nostalgia and a little sadness.”

The sale agreement for the Highland branch was a clear directive as to how the Carnegie library should be treated. In an effort to provide some guarantee that the building would not become a blight on the neighborhood, the buyer was given 12 months to complete the renovation. It was to be used as a “professional and business office” and was not to be occupied by a “regular work force of more than 12 persons.” The building was to be “maintained in a “first class manner which preserves the historic character of the Library [sic] building.” To ensure that the building’s character-defining features be preserved, the rehabilitation was to be undertaken “in accordance with the Secretary of the Interior’s Standards for Rehabilitation...[and]...plans and specification for the Project [had to be submitted] to the Louisville Development Authority for approval prior to commencing work...” The seller was also required to obtain a certificate of appropriateness from the Historic Landmarks and Preservation Districts Commission since the property was located within the Cherokee Triangle Preservation District. More specifically, the buyer was required by the sale agreement to commit to replacement of the existing standing seam metal roof with “...a new roof of similar design, constructed of tin or copper standing seam tin” since that particular feature was viewed as such an important character-defining feature of the building. In a move to satisfy community residents who were so accustomed to using the library as a neighborhood meeting place, the sale agreement specified that the buyer “...enter into a long term lease with the Cherokee Triangle Neighborhood Association” for 255 square feet for the sum of \$1.00

paid annually, to lease "...a portion of the Library Building for use as the offices of the Association or [another] Civic Organization." The building was to be purchased "as is" with the seller not responsible for hazardous substances or materials upon the property. Because the new use was to allow for up to 12 employees, provisions were made to lease 15 off-site parking spaces at nearby St. Bridget Church for 30 years. In exchange for compliance with these terms, the City of Louisville agreed to declare the property as surplus and to apply to the Louisville and Jefferson County Planning Commission for a zoning change from R-5B to OR-3 on the buyer's behalf. The property was later certified as a historic structure by the Kentucky Heritage Council and was successfully renovated in compliance with the requirements of the Federal Historic Preservation Tax Incentives Program.

Because there were few interior features remaining from the building's use associated with its days as a library, the owner had greater latitude when applying the *Secretary of the Interior's Standards for Rehabilitation*, making compliance with the rehabilitation *Standards* fairly straightforward (Figure 53). The architect, in order to qualify for Federal Historic Preservation Tax Incentives, evaluated the building to determine which spaces most contributed to the building's historic character. Public spaces (entry foyers, reception areas, and reading rooms for instance) were deemed more important than secondary spaces (service areas, closets, and bathrooms for instance). The identification of primary and secondary spaces ultimately provided flexibility as to how



Figure 53: Highland Branch tax renovation, a former reading room now serves as a conference room (Author, 2002).

rooms or spaces were used. In this instance, a small librarian's office has been turned into a kitchenette, the library reference room is now used as a conference room, and the dumb waiter shaft (once used to transport books between floors) accommodates duct work. The design hierarchy impacted choices made by the architect in selecting the building's overall design scheme. Because space trade-offs were inevitable, this recognition of the hierarchy of spaces allowed flexibility of design and, most importantly, ultimately supported the long-term use of the historic building.

Maintenance Issues for Carnegie Library Buildings

In his book, *How Buildings Learn: What Happens After They're Built*, Stewart Brand points out, that stewards of buildings should avoid the "downward spiral of dilapidation" at all costs. He writes,

Two methods are supposedly standard, but both are in practice somewhat rare. One is "preventative maintenance"---routinely servicing material and systems in the building before they fail, thereby saving considerable expense and greatly extending the life of the building. The other is designing and constructing the building in such a way that it doesn't need a lot of maintenance. Both are unpopular."

Brand outlines a basic facilities management plan developed by the International Facilities Management Association. He describes each as the,

...essence of the ongoing life of a working building---planning, and design; construction and renovation; coordination of facility changes and relocation; purchasing furnishings, equipment, and external services; developing facilities policies; long-term planning and analysis; building operations, maintenance and engineering; furnishing and equipment inventory

management; and real estate procurement and disposal.

Appropriate stewardship is good preservation because a Carnegie library building is more than just books. The philanthropist's intent was to instill in the common man a sense that education and learning are important social values accessible to all regardless of class. These libraries have come to symbolize the giver's intent. The architects who designed these buildings translated Carnegie's and the library trustees' philosophical ideals into bricks and mortar. As "purpose built" structures they were intended, through the language of architecture, to awe and inspire. By their very design and presence they quickly became immediately identifiable landmark buildings. Each Carnegie library contributes to the community's urban design characteristics to this day and, in turn, enhances the quality of life in their proximity. Their very existence positively contributes to urban fabric. As structures built by local government, their owners (whether public or private) have a civic responsibility to protect the municipality's initial investment. Responsible building stewardship, by both public and private entities, in turn enhances the city's overall image and its quality of life.

City of Louisville Stewardship of Carnegie Libraries

The City of Louisville, as a general rule, has had difficulty in providing for proper maintenance of the city's Carnegie libraries, primarily because of a lack of funding for all libraries within the system. Under the terms of the City of Louisville and Jefferson County compact agreement, library maintenance expenses are born by each government jurisdiction independently, with services for the Main Branch shared equally. Capital

budget items are requested by both the city and county on an individual basis as part of the fiscal year budget.

In 1997, the Louisville Free Public Library hired a consultant to develop a five-year plan to address long-term library needs. As part of this long-term plan, an attempt was made to develop a maintenance checklist for all buildings in the library system but the funds to carry out the maintenance recommendations have been inadequate and were not fully funded.

The staff of the Louisville Free Public Library is well aware of the historic and architectural significance of the Carnegie library buildings under their stewardship. There has been a concerted effort, at least over the last ten years, to use what limited resources are available in a responsible fashion. While there may not be enough money to do an exemplary restoration to branches, there is, at least, the effort to halt any further permanent damage to the buildings by recognition that the cumulative effect of many small, insensitive changes can have a great, long-term effect.

The Louisville Free Public Library's Facilities Review of 1999

In an effort to arrest deterioration and to promote responsible stewardship, the Board of Trustees of the Louisville Free Public Library, in 1999, commissioned the local architectural firm of Luckett & Farley to complete an extensive facilities review analyzing the need for repairs and improvement to all libraries in the LFPL system. All

active Carnegie library buildings were included in the evaluation.⁷³ The architect's report revealed that in many instances,

1. building codes have changed...[and] the branches are currently out of compliance;
2. There are numerous accessibility issues that are out of compliance with current codes and should be addressed ...;
3. The finishes at some of the library branches are badly worn and should be replaced; and
4. The expanded use of computers in the libraries has strained the existing capacities of the electrical and mechanical system.⁷⁴

Other issues discussed in the report included the need for adequate lighting; additional storage space for rotating displays; greater visual control, particularly for multi-level libraries, as a way to improve security for patrons and employees; additional bracing for overly tall stacks; improved book drops; updated landscaping; and standardized, highly visible signs. The consulting architects also recommended the "development of a maintenance schedule to accommodate interior renovations, landscaping and re-roofing projects on a rotating basis...[that] would help...alleviate financial spikes in the operating budget." The consultants recommended that the library would be well advised to "develop design and construction standards...to create a better visual appearance." The end result would be buildings that are "easier to maintain." A common signature image could be developed and carried out by design professionals who could make recommendations regarding interior, exterior, and site design that would create a "more cohesive theme and still retain the feeling of originality for each branch." The report recommended that master plans be developed for the Main and Portland branches with renovation following the recommendations presented in the master plans.

Although the report appears to be a thorough review of the existing structures in use as library facilities two omissions are cause for concern: lack of acknowledgement of each Carnegie library building's historic status, and no mention that responsible rehabilitation should conform to the *Secretary of the Interior's Standards for Rehabilitation*. Both are serious omissions given the prominence of the buildings to the community and their ownership by the City of Louisville.⁷⁵

Several items recommended for the Main library buildings ran counter to the *Secretary of the Interior's Standards for Rehabilitation*. These included the removal of the original Snead and Company cast iron stack area and its glass flooring that was described as...

a distinctive cast iron bookshelf and flooring system that also provides lateral support for the walls of the building. For this portion of the building to be used and meet current codes, this system must be removed and a new structural system installed.⁷⁶

Wholesale replacement of windows "with a more efficient, low maintenance type of window and frame..." was also suggested. While these recommendation very well may be warranted based on thorough evaluation of these particular features, and when considering cost and current code requirements, there was no mention of maintenance rather than repair, repair rather than replacement, and if replacement is warranted, to replace in-kind.

It would also have been prudent of the consultants to point out that certain accommodations related to the state building code take into consideration a building's historic status. The Kentucky Building Code (KBC), as codified by state law,

...requires that all buildings constructed shall be in compliance with the uniform state building code as adopted by the Board of Housing, Buildings and Construction. KRS 198B.060(1) authorizes any city, county, or urban county government to require, by ordinance, permits, inspections, and certificates of occupancy..."⁷⁷

The code devotes Chapter 34 to existing structures and has a subheading reference for historic buildings. Historic buildings, are defined as "buildings that are listed in or eligible for listing in the National Register of Historic Places, or designated as historic under an appropriate state or local law." Under the provisions of KRS 198B.060, historic buildings are scored by the code official for compliance with the applicable building code under a system that addresses safety parameters as defined by sub-categories (including fire safety, means of egress, and general safety). In the scoring process, certain trade-offs are allowed, as long as the minimum standards of the code are met. Creative solutions are allowed within the constraints of code compliance that accommodate the historic, character-defining features of a given building. Guidelines for historic building codes and equivalencies are key.⁷⁸ Knowledge of this portion of the KBC is essential when evaluating historic structures like Carnegie library buildings.⁷⁹

The consultants indicated that the renovation needed for the Main Branch would be costly. Improvements were estimated by the architects to be "\$4.276 million for basic

corrections of serious deficiencies to a possible \$25 to \$29 million dollars for a full scale master plan, restoration and beautification of the entire library campus." Branch improvements for both historic and non-historic buildings were estimated at a cost of \$1.5 million dollars per branch.

In November, 2001, all City-owned Carnegie library buildings were thematically designated as local landmarks. The designation report determined the significance of these buildings, assessed exterior integrity, and examined site issues. This document should be proactively used as the first step in recommending certain preservation treatments. Because of each building's historic and architectural significance, restoration of intact historic features is recommended and reconstruction of missing historic fabric is suggested whenever feasible and as budget allows. Because the designation report provides the most in-depth analysis of the building gathered to date, this document should form the basis for recommendations related to eventual restoration or renovation, and later, to an on-going maintenance policy for these distinctive cultural resources.⁸⁰

Formation of a limited liability partnership (LLP) is a viable financial option for funding Carnegie library building renovation and should be considered. In this scenario a LLP acquires the Carnegie library building, renovates it under the terms of the Federal Historic Preservation Tax Incentives program thereby earning a 20% tax credit. As part of this tax incentive package, the LLP enters into a long term, 27 year lease with a non-profit "Friends of the Library" group. While the LLC uses the tax credit as financial leverage, financial assistance in the form of user fees can be sought from the local

municipality, since under this arrangement, the library building continues to serve as a library, a justified public purpose.

Cyclical Maintenance, Planning, and Scheduling

Proper maintenance of Louisville's Carnegie buildings is vital if these buildings are to illustrate the library system's rich past to future generations. A proactive approach to stewardship is an essential component of this effort.

Cyclical maintenance is of paramount importance to ensure proper stewardship of any historic structure. While it is impossible to avoid building deterioration completely, appropriate stewardship will retard it and will ensure that the historic building fabric lasts as long as possible to be used by future generations. Development of a maintenance and building records manual is a vital planning tool for responsible building stewardship and should serve as a guide for an established and on-going maintenance program.

What to include in the manual should take into consideration the current condition of the building, restoration work carried out to-date, maintenance techniques used, and project budget. Assistance from an historic preservation consultant, the building's maintenance supervisor, a building maintenance consultant or all three working in concert may be sought in preparation of the manual.

What follows is a brief list of items that might be included in the proposed building maintenance and building records manual, based on information found in *Cyclical Maintenance for Historic Buildings* and *How Buildings Learn*.

1. Emergency information listing contact information for fire, police, building owner (and specific contact) building supervisor and the insurance agent responsible for claims against the property.
2. Copies of any legal agreements or special consents such as easements, rights-of-way-restrictive covenants, or Certificates of Appropriateness
3. The Local Landmark Designation Report and attached floor plans and elevations (to scale as well as reduced in size to 8 ½ by 11" for easy referral), site maps, photographs and other key historical data.
4. Restoration reports including project logs, Section 106 documentation, Federal Historic Preservation Tax Incentive Application forms (if applicable) and any other items that might provide necessary information for a long-term cyclical maintenance plan.
5. Two copies of the Architectural Restoration Specifications in a bound format. One should be kept as a permanent file copy and another available for reproduction purposes only. The second copy should be loaned only with proper controls and sign-out procedures in place.
6. Data regarding changes made to the building during renovation. Samples of materials used in the restoration process (wall paper, paint seriation information, paint samples and the like) are especially important.
7. Product warranty information and manufacturer's data that guides proper use, maintenance, and replacement of building features.
8. A follow-up maintenance survey that details current conditions and suggests a schedule for re-inspection which includes room-by-room and feature-by-feature Conditions Survey Forms and Building Element Treatment Forms and Guides.
9. List of special maintenance contractors, utility company contacts, and a chart showing location of all utility shut-off valves and electrical disconnects should be gathered.
10. Maintenance Log with sub-categories for the heating system, electrical system, security system, fuel lines and plumbing system.
11. Maintenance Log for roof inspection, wall inspection, gutter cleaning, removal of unwanted plant growth, preventative measures related to insect control and infestation, condensation, etc.
12. A current list of building consultants, craftsmen, and equipment suppliers

It should be noted that the maintenance and building records manual is not a static document. It should be updated periodically to reflect physical and environmental changes to the building's historic and non-historic fabric and mechanical systems and should be kept in a secure location accessible to key library administrators and building personnel.

Conclusion

Individual library buildings should be treated as distinct and tangible reminders of Andrew Carnegie's historic and architectural legacy and part of Louisville's rich heritage. As Lon Frye remarked,

In an era of fast food and throw-away everything, the Carnegie is a recyclable. The buildings have a firmness of construction, and the delight of the unexpected that cannot be achieved in new construction. Through thoughtful analysis and careful programming, the historic spaces and classical details of the past can be renovated to meet the needs of the future.⁸¹

Each community must evaluate their valuable library resources and plan, not only for responsible restoration or renovation as specified by the *Secretary of the Interior's Standards*, but for responsible stewardship through cyclical maintenance as well. Responsible stewardship is a good investment and adequate money must be budgeted for this effort. Additionally, each community should avail themselves of appropriate protective mechanisms such as landmark designation and restrictive covenants to ensure that these resources will be enjoyed and used by future generations.

CHAPTER V

PROTECTIVE MEASURES

Introduction

This chapter explores the application of (1) historic preservation easements and (2) local landmark designations as tools available to building owners and preservationists who wish to protect Carnegie library buildings from adverse change.

Preservation Easements

A preservation easement is defined as:

...a formal agreement between the owner of a historic structure and a government agency or preservation organization giving the latter the right to review and approve changes to the building before they are undertaken. In exchange for giving the preservation organization or government entity a legally enforceable right to protect the historic character of the site that amounts to a property interest, the building's owner may receive tax or some other economic benefit.¹

All easement agreements, regardless whether they are referred to as a scenic easement, open space easement, conservation easement, facade easement or historic preservation easement are based on the same set of legal parameters. All are recognized legal instruments used to protect buildings or land. Each is tailored to the needs of the individual property owner, the easement holder, and to the distinctive characteristics of the property protected.² The various names used reflects the type of resource the

easement is designed to protect rather than how the protection is structured.³ For the purpose of this discussion, easements related to Carnegie Libraries will be referred to as historic preservation easements as this term most accurately reflects the historic asset they are intended to preserve.

The intent behind granting an easement is for the property owner to put in place a long-term mechanism for protecting the property from inappropriate change or development, while still retaining private ownership rights. Under the terms of an easement the ownership of the property remains flexible in that it can be “sold, rented, mortgaged, bequeathed, or otherwise transferred.”⁴ By use of this tool the owner is guaranteed that the conservation or historic preservation values of the property will be protected in perpetuity regardless of property ownership.⁵

Easements are most often perpetual instruments, although some states do allow for term easements designed to expire at the end of a specified period. In order for an easement to qualify as a charitable contribution in the federal tax code, the easement must be granted in perpetuity. Frequently, easement holding organizations have a bias toward only those easements that are perpetual. While it is conceivable to change the terms of an easement by amendment when circumstances warrant (after a fire or natural disaster, for instance), because it is a legally binding agreement and is perpetual, it is not generally subject to a changing political agenda.⁶

While a property subject to an easement may be bought, sold, or conveyed in a variety of ways, the easement agreement is part of the deed. In other words, it “runs with the land” and subsequent owners are bound by the terms of the original easement agreement. As a legally binding restriction on property rights, the easement agreement is typically recorded with the deed so that later owners and lending institutions are aware of the property’s status. Such agreements typically will be discovered during a title search, if not during sale or ownership transfer negotiations.⁷

The popularity of easements has increased considerably since the early 1960s when the United States Internal Revenue Service established that easement donors could deduct the value of the easement as a charitable contribution from their income taxes.⁸ The Internal Revenue Service, under rules established by the Internal Revenue Code Section 501(c)(3), requires that, in order for a preservation easement to qualify as a tax-deductible charitable gift, the easement must be donated in perpetuity and it must be donated to a qualified conservation organization or public agency for a conservation purpose. If a property is listed in or eligible for listing in the National Register of Historic Places or a contributing building in a National Register District, it meets the established conservation purpose. For a conservation easement to qualify as a charitable contribution the easement must also be granted or sold at less than fair market value.⁹ An easement may be granted by a single property owner or by a group of property owners. If a property is owned jointly, all owners must agree to the easement agreement. If the property is mortgaged, the owner of the property must subordinate the lender’s interests so that, if the property goes through a foreclosure action, the interest of the easement

holder is not subordinated to that of the lender.¹⁰ Stated another way, in the event of a foreclosure, the easement will not be extinguished. In fact, as pointed out in the *Conservation Easement Handbook*, "...[s]ubordination is a *requirement* when the easement is a donation and the donor wishes to deduct the gift."¹¹ Failure to make provisions for subordination will result in a denial of a charitable donation or charitable contribution deduction by the IRS.

Preservation easements can provide benefit to the donor in one of three ways: to reduce income tax, the potential to reduce estate tax and the potential to reduce property tax. Because the easement agreement restricts the property owner from certain rights and privileges afforded comparable property owners, the value of the property can be lowered proportionately. The easement is valued as the loss of property rights after the easement is granted. This same reduction of property value after the easement is granted has the potential to reduce state and federal income tax as a one time donation and estate tax and may also reduce the owner's local property tax.¹² As the *Conservation Easement Handbook* indicates, "In general, the deduction for charitable donations of appreciated property cannot exceed 30 percent of the of the taxpayer's adjusted gross income, although any excess amount may be carried forward and deducted over the five succeeding years."¹³ An easement may also be granted by will upon the property owner's death, thereby reducing the value of the estate and by association, the related estate tax. Similarly, because the property's fair market value is reduced by the terms of the easement agreement, property assessment and taxes on the property may also be

reduced accordingly. However, state law and personal policies of tax assessors can play a big role in determining if the local property tax is reduced.¹⁴

The easement holding organization has a legal responsibility to monitor activities related to the restricted property. In doing so, it is guided by the easement agreement designed to protect certain significant values of the property. For the purpose of this discussion, significant values of an historic building can be equated to those qualities that qualify a Carnegie library building to the National Register of Historic Places. Those character-defining features include exterior elements (such as setting or landscape features and architectural characteristics) and may include interior features (murals and historic furnishings) if interior features are included in the easement agreement. Each relevant value is supported by photographic documentation in the easement agreement. Since each property is distinctive and each easement agreement tailored to the property's distinctive character, no two easement agreements are alike. Public access to a property held in easement varies depending on the historic features the easement is designed to protect. For instance, the IRS requires public access for historic buildings but opening a building "for public tours" usually meets this requirement. Access into a historic building is usually required as a way to monitor proper maintenance and stewardship of the resource as well.¹⁵ Typically the property is monitored on a cyclical basis, perhaps on the yearly anniversary date of the easement granting, in an effort to track stewardship of the property. The easement holder records the condition of the property during these periodic visits, notes any discrepancies between the owner's stewardship activities and the written agreement, and notifies the owner of any problems. This not only allows for

stewardship responsibilities to be corrected before any damage is done to the character-defining features of the property but also allows the property owner and the easement holder to maintain regular contact, regardless of change in ownership.¹⁶

An agency that agrees to accept an easement should take the responsibility very seriously. With the acceptance of the easement comes the obligation to monitor the property in perpetuity. This obligation can be costly and may require the holding organization to arrange for the donor to contribute money to a fund that anticipates all costs associated with the monitoring action.¹⁷

Each potential easement holder offers certain advantages and disadvantages. Many who consider donating an easement might first consider the National Trust for Historic Preservation (Trust) as a preferred easement holder. Because of their longevity, positive track record, well-trained staff, and the name and the good will associated with the organization, they might appear to be a good choice. However, grantees should be aware that, in many instances, unless the property is of extremely high national significance, the Trust may sell the property and its easement restrictions to a new owner while retaining the rights and responsibilities of an easement holder.

The Commonwealth of Kentucky, as a state entity, is a qualified easement holder with the State Historic Preservation Office (SHPO) acting as the State's easement holding representative. The SHPO has the staff expertise to both assess properties under consideration as potential easements and also has the expertise to carry out the

monitoring activities related to them. Because the Commonwealth has sovereign immunity, and cannot be sued, any legal challenge to an easement held by the state has the weight of the state attorney general behind the legal action. Furthermore, the SHPO, as a state agency, does not require an endowment be given to ensure proper monitoring of the site in perpetuity, since the job of holding an easement is part of the agency's and the state's greater mission.

The State Historic Preservation Office, however, prefers not to hold easements singly but prefers instead to enter into joint easement holding agreements with local, like-minded conservation organizations that share the common values.

The advantages of forming a partnership between one easement holding organization with another are great and can be mutually beneficial. One advantage is that the local organization can, in addition to joint monitoring actions scheduled once a year on a cyclical basis, informally monitor the property just by being in close proximity to it. Joint arrangements also allow for sharing of the expenses related to easement monitoring. Perhaps most importantly, this arrangement allows for the easement holding organization to protect not just those sites that qualify for the National Register of Historic Places, but larger non-historic land areas as well. In other words, while the SHPO might only be able to hold an historic preservation easement on a property qualified as a certified historic property, a local easement holding organization with a broader mission, may not be so restrictive and may allow for a larger tract of land to be preserved in perpetuity.

The Commonwealth of Kentucky's interest in easements related to conservation and historic preservation dates back to 1972 when the Kentucky General Assembly enacted the Scenic Easement Law (KRS 65.410), which allowed scenic easements to be granted to units of local government in instances where, among other things, "...the land has historic significance or contains a building of either historic or architectural importance."¹⁸ By 1988 the Kentucky General Assembly had again passed legislation related to easements (KRS 382.800), this time bringing Kentucky into conformance with the Uniform Conservation Easement Act of 1981, which was "...designed to remove common law impediments to granting historic preservation and other conservation easement to charitable organizations as well as to units of governments."¹⁹

At present, in the Louisville area there are approximately six potential easement holders for properties such as Carnegie libraries: the City of Louisville, Jefferson County,²⁰ the Kentucky Heritage Council (the state's historic preservation office), River Fields, Inc., the Kentucky Heritage Land Trust, and the Jefferson County Environmental Trust.²¹

The Kentucky Heritage Council is actively engaged in holding easements and has, at the writing, dozens of easements throughout the Commonwealth of Kentucky. In Jefferson County, the Kentucky Heritage Council has four easements, two held jointly with another conservation organization. The City of Louisville holds six easements, mostly on historic buildings that are granted for specifically limited terms. It has not accepted any new easements since the mid-1980s but instead prefers to act as a facilitator

between potential donors and easement holders. Jefferson County government also holds six easements and has a moderately active easement program that focuses on properties holding both historic preservation and conservation land values. The remainder, including the Kentucky Heritage Land Trust, River Fields, Inc., and the recently formed Jefferson County Environmental Trust, are primarily land conservation organizations that currently limit their easement holdings to those which further land preservation, with or without historic buildings included on the easement site. Both the City of Louisville and Jefferson County and their respective historic preservation and planning staffs actively participate in the Jefferson County Environmental Trust, a quasi-governmental easement holding organization, by providing staff support for its activities. Because the Jefferson County Environmental Trust has secured the support of both City and County personnel in its easement holding initiatives and are actively discussing increasing their activity related to holding historic preservation easements, that organization is considered the most likely grantee in any historic preservation easement activities related to Carnegie libraries. For this reason, its activities will be explored here in greater depth.

The Jefferson County Environmental Trust (JCET) was established by Jefferson County Fiscal Court under Ordinance 32 in 1997. Its passage officially recognized the value of long-term conservation and preservation through the creation of,

...a county-wide mechanism responsible to fiscal court and the community that will promote and facilitate voluntary initiatives, [provide] appropriate technical expertise, coordinate with other public and private conservation efforts, and engage in public and private fundraising for the protection, conservation, preservation and restoration of the privately held lands.

One of the ordinance's most important features allows for the acquisition and holding of conservation easements as provided for under state enabling legislation defined under KRS 382.800.

According to the written policy adopted by the JCET, the organization has a dual responsibility to both accept conservation easements meeting specified criteria and to facilitate the acceptance of easements by other, like-minded organizations including other conservation organization and units of government. As a result the JCET's policy dictates that the organization's staff be well versed in "...land protection and land acquisition programs of government agencies, private conservation groups, and other easement-holding organizations."²²

The JCET's methods for exploring the acceptance of easements are loosely based on those delineated in *The Conservation Easement Handbook*. Once a property owner expresses interest in the JCET's easement program, an organization representative enters into a dialogue with the property owner or the owner's representative to explain the parameters of the JCET easement program and to explore the nature of the potential easement property. Next, the staff assesses the potential easement property against written acceptance criteria and prepares a written overview of the site for their board. Then, a site visit is arranged so that the JCET can evaluate if the property meets their established written criteria. Because the easement agreement is in perpetuity, the relationship between the grantor and the easement holder is of paramount importance. If the JCET and the property owner agree to proceed, the staff gathers baseline data on the

property (which may include floor plans, current photographs, Sanborn Insurance or topographical maps, National Register of Historic Places nomination forms or Kentucky Historic Resources inventory forms) that will serve as both justification for the acceptance of the easement and will also document the condition of the property at the time the easement is accepted by the Trust. Next, a draft conservation easement is prepared for review by the Board and by the potential grantor and legal counsel. Modifications are made as necessary with input from the grantor and the accepting organization. Once finalized, the easement is reviewed by the County Attorney's office for "legal form and sufficiency." In turn, the donor provides the JCET with a recent property survey, mortgage document, appraisal, and mortgage subordination form. Upon JCET Board approval, the chair signs the easement agreement and the document is forwarded to Jefferson County Fiscal Court for acceptance. Upon acceptance, the easement is recorded with the deed at the Office of the County Clerk.²³

While none of the nine Carnegie Libraries in the City of Louisville are subject to perpetual historic preservation easement agreements, one property is bound by the conditions outlined in a term easement or restrictive covenant as was discussed in Chapter IV during the discussion of City policy related to municipal use and re-sale.

Local Landmark or Historic District Designation

The City of Louisville has five local historic preservation districts and 37 individual local landmark properties collectively representing over 3,000 properties. All

were designated by popular support in an effort to identify properties worthy of preservation and protection as provided for by the local historic preservation ordinance.

The establishment of the Kentucky Heritage Council (Kentucky's State Historic Preservation Office), as mandated by the National Historic Preservation Act of 1966, set the tone for historic preservation policy in the Commonwealth of Kentucky. The City of Louisville followed in the footsteps of the State Historic Preservation Office in 1973 with the establishment of an historic preservation program. With the establishment of the Landmarks Commission, the City of Louisville Board of Aldermen found that many historically and architecturally distinct buildings, structures, sites, and neighborhoods were being "irrevocably altered, modified, demolished or uprooted" and that the character of the city could not be maintained or enhanced by disregarding the destruction of these civic and community assets. The Board of Aldermen went on to "declare as a matter of public policy" that the preservation of these historically and architecturally significant resources "is a public necessity and is required in the interest of the people." With this policy in mind the Board of Aldermen established an historic preservation ordinance for the City of Louisville. The intended purpose was to preserve historic buildings, structures, and sites, to "promote the educational, cultural, economic, and general welfare" of these places, to "stabilize and improve property values", to "foster civic pride....in the past", to assure compatible new construction, renovation and alteration to structures within historic districts, to strengthen the local economy, to protect and enhance the city's appeal to tourists, to "enhance the visual and aesthetic character,

diversity, and interest of the city and [to] maintain a secure an safe environment” in historic areas.

The City of Louisville’s ordinance was authored in 1973 by the Landmarks Commission (modeled after the New York City Landmarks ordinance) with input from the staffs of the State Historic Preservation Office and the National Trust for Historic Preservation. It was then fine-tuned based upon input from historic preservation advocacy groups, local citizen and other City of Louisville agencies. Ultimately, it received final approval by the Louisville Board of Aldermen. It was amended in 1977 and again in 1997 based on input from these same groups.

In content and format the Louisville Landmarks Commission ordinance is divided into two parts: the first declares and defines local historic preservation purpose and policy and the second sets forth the administrative process for designation and design review of local preservation districts and landmark sites. To assure due process, discussion of design review processes and procedures is very specific so that everyone affected by a local landmark designation has a clear understanding of his or her legal rights and responsibilities.

Under the Louisville ordinance, “designation establishes a process for review of all exterior alterations, demolition, and new construction” visible from the public right-of-way. It does not address interior features of historic buildings related to designated properties or districts.

As part of the 1997 revisions to the Ordinance, design guidelines were developed for each of Louisville's five preservation districts and collectively for all individually designated Local Landmarks. These guidelines, were adopted by the full Landmarks Commission in 1998, and approved by the Board of Aldermen. All decisions are based upon findings of fact related to the adopted guidelines as outlined in the staff report related to each case. The ordinance requires the staff to review all applications for exterior change costing 25% or less of the assessed value of the structure while Architectural Review Committee (ARC) review is required for cases involving new construction, demolition, or exterior changes exceeding 25% of the assessed value. Each neighborhood-based ARC approves, approves with conditions, or denies applications. The Commission hears appeals initiated by applicants whose applications have been denied by staff or by the ARC and who wish to challenge that decision. By giving the ARC authority to hear and decide upon applications for exterior change the Commission is free to focus on broader preservation issues involving preservation policy and planning.

In a case of economic hardship, an applicant who has been denied approval for demolition or new construction by the ARC and, on appeal, by the Commission, may request an economic hardship exemption for compliance with one or more of the guidelines that constituted the basis for the denial. When the Commission establishes an economic hardship appeal panel to hear the case, the Commission appoints one panel member, the applicant appoints one, and one person is selected at random from a pool of three to twenty persons previously appointed by the Mayor and approved by the Board of

Aldermen. All economic hardship exemptions must be decided within forty-five days on the basis of the guidelines.

The Civil Fines and Penalties ordinance, passed in 1998 and enforced by the City of Louisville's Department of Inspections, Permits, and Licenses (IPL) Division recognizes the need for stronger enforcement of Landmarks regulations and Guidelines (as well as building code violations and threats to public health and safety) as a necessity to preserve and protect the City's historic resources. Under the provisions of the ordinance, anyone in violation of the Landmarks ordinance may be either taken to criminal court, if cited by IPL under the city's nuisance law, and fined between \$15.00 to \$100.00 for each day of non-compliance. The civil fine is carried as a lien on the property. The Fines and Penalties ordinance provides a non-court route to deal with problems of non-compliance, clarifies stop-work provisions, and is legal and enforceable.

As mentioned in Chapter II, all of Louisville's Carnegie libraries have been listed in the National Register of Historic Places (four have been individually listed while the remaining five contribute to listed National Register Districts). One local Carnegie library is a contributing element to a designated local landmark district. Of the remaining eight libraries, all but one has been designated an individual local landmark. Only the privately-owned Jefferson Branch Library remains unprotected from adverse change. The Main Library as well as the Western, Highlands, and Parkland branch libraries have been subject to exterior design review by the City's Landmarks Commission when exterior change has been proposed.²⁴ In each instance, the results have been approved

based upon compliance with the Louisville Landmarks Commission Guidelines, and by reference with the *Secretary of the Interior's Standards for Rehabilitation*.

A Comparison of Historic Preservation Easements and Local Landmark Designations

As discussed previously, state and local enabling legislation in Louisville, Kentucky is in place to grant and hold historic preservation easements and to designate local landmark districts and sites. Both historic preservation easements and local landmark designations share certain commonalities related to a given property's exterior aesthetic qualities and historic preservation values. However, an historic preservation easement "...is a private agreement between two parties, while landmark designation is a public act granting rights to the municipality."²⁵ Historic preservation easements are granted in perpetuity (unless provisions are made for a term easement) under terms that are legally binding. While easement agreements may allow for the review of certain interior features that hold significant recognized historic preservation values, the current Louisville historic preservation ordinance makes no provision for review of any interior alterations that do not impact the historic property's exterior features. Landmark designations are made for the foreseeable future until such time as the local commission decides to de-designate the property. Both easements and local landmark designations, in most instances, contain provisions that allow for special circumstances (fire, natural disaster etc.) under which the specified protection can be extinguished. While a property in Louisville may be locally designated as an individual landmark without owner consent, the granting of an easement requires owner consent. For both, the basis for decision-

making with regard to changes proposed for the protected of the property in question are based on specific guidelines as defined in either the Louisville Landmarks Commission Design Guidelines for Individual Local Landmarks or Districts or as spelled out in the historic preservation easement agreement. In both instances the *Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines* usually serve as a guide to decision-making as well. The review body for decisions related to landmark properties is Louisville's Historic Landmarks and Preservation Districts Commission while a property held under an historic preservation easement agreement stipulates that the easement holder or designee is the decision-maker with regard to any changes subject to the easement agreement. Yet another major difference between local landmark designation and the granting of an easement is related to finances: under certain terms defined by the Internal Revenue Service, the grantor of the easement may qualify for certain tax advantages related to a charitable contribution deduction, while no similar provision exists for locally designated historic properties. However, both an historic property held in easement and a locally designated landmark property may qualify for a Federal Historic Preservation Tax Incentive if they meet certain financial and design requirements. Although not currently available in Kentucky, state tax credits may also apply in certain jurisdictions. Finally, it is important to note that while is not uncommon for a group of buildings to be designated as an historic preservation district (in other words, as a single administrative unit) it is much less common to have a group of properties characterized as a cohesive unit by a common history, architectural style or period of development and construction protected by a common easement agreement.

Easements are more easily tailored to single properties than to groups of properties because of owner desire to donate an easement.

Conclusion

The protection for historic sites provided under a local landmark designation established through the provisions of a local historic preservation ordinance is similar to that provided by the granting of an historic preservation easement. There are advantages and disadvantages to both. Landmark designation, a participatory process, might be more appropriate for publicly-owned Carnegie library buildings since it allows the local municipality to set the standard for responsible stewardship of the designated structure. The caveat, however, is that government could easily exempt itself from responsible stewardship. In other words, political support for the designation, the administration of the ordinance, and the enabling legislation that made the ordinance possible could wane over time. In some jurisdictions, as in Louisville, the local ordinance does not provide for the protection of significant interior spaces. By contrast, an historic preservation easement provides owners of Carnegie library buildings with an additional incentive. An easement is a legally defensible preservation tool that might allow the owner to qualify for a charitable contribution and could protect significant interior features. Periodic review of changes to the property, including significant interior features that characterize certain aesthetic historic preservation values, is positive. An easement's perpetual nature adds a high measure of certainty as to how the building will be treated by future generations.

The ultimate decision regarding the use of an historic preservation easement or a landmark designation depends on the distinctive set of circumstances surrounding the historic resource. Pros and cons of each should be carefully considered in determining which tool is most useful in protecting Carnegie library buildings.

CHAPTER VI

CONCLUSION

Findings

The great industrialist, Andrew Carnegie, believed he had a moral responsibility to share his considerable wealth in a manner that would best serve the public good. He chose public libraries as his principal philanthropy because he held the democratic ideal that access to culture, education, and enlightenment should be shared by rich and poor alike, based on an easily accessible public education made available through the public library. The scale of his philanthropic endeavor was unprecedented. Although Carnegie never formally announced his library grant program, as soon as the news of a 5 million dollar donation to build libraries in New York City was made public, those who wished to share in the philanthropist's riches began making requests to fund the construction of library buildings in their own communities. As a result, between 1893 and 1917, Andrew Carnegie gave a total of \$41,748,689 to fund 1,689 public libraries in 1,419 communities across the country. When the last grant was made in 1917, Carnegie was responsible for the construction of over one half of the public libraries in the nation and had implemented the largest and most influential philanthropic program in American history.¹

Carnegie's library program brought about some amazing results. He accelerated the concept of a free public library supported as a civic endeavor by local municipalities,

he revolutionized library planning, design, and architecture by the pure scale of this philanthropy, and he facilitated the construction of surprisingly uniform Classical Revival style buildings designed as a reflection of the City Beautiful concepts popularized by Chicago's Columbian Exposition of 1893.

The most tangible result of Andrew Carnegie's library program can be found in the libraries themselves. Spread across the nation in towns and cities, each represents a marriage of the philanthropist's ideal and community's support for developing free and public library buildings. Interest in these social, cultural, and architectural symbols is on the rise for they represent a readily identifiable cultural icon symbolic of the civic commitment to learning and enlightenment. The initiative shown by city fathers who sought Carnegie funds to build public libraries with the express intent to educate the citizenry has influenced the look and feel of their hometown with the construction of buildings whose beauty and architectural symbolism continues to give to the community in a way that warrants special consideration

On the one hundredth anniversary of their construction, how have these library buildings fared? Are they still viable structures? Of the 1,689 public libraries constructed, 772 still function as public libraries while another 350 still stand but have been adapted to new, non library-related uses. Others now remain vacant or have been lost to the wrecking ball.²

After analyzing Carnegie Libraries in Louisville, Kentucky, Cincinnati, Ohio, and in other cities, the author finds that surviving Carnegie library buildings are still viable. They can be successfully adapted to contemporary needs for continued use as libraries or for use by private entities if the building and its distinctive qualities are understood and respected by those who undertake library building stewardship.

Identification of the character-defining exterior and interior features of the Carnegie library building is the first and most important step in stewardship of these cultural, educational, and architectural icons. Once these features have been identified, and evaluated for historic and architectural integrity, a preservation plan based on the *Secretary of the Interior's Standards* can be developed. After rehabilitation, a cyclical building maintenance plan should be developed and adopted to ensure responsible, long-term stewardship. Protective mechanisms such as local landmark designations and restrictive covenants or easements should also be explored and implemented.

Lessons Learned

Preservation of Carnegie libraries in Louisville, Kentucky and Cincinnati, Ohio provided a good comparative analysis for treatment of these important structures and can serve as a good model for library stewardship if the best practices of both are combined.

Louisville has done an excellent job of recognizing and protecting the exterior features of its nine Carnegie libraries by National Register listing and local landmark

designation. However, it has not addressed the preservation of the interior features and, as a result, few historic interiors remain intact.

Cincinnati, by contrast, has done an exemplary job of protecting both the exterior and interior features of their Carnegie buildings but has done so more by accident than by design. The City of Cincinnati chose to spend its resources to build new libraries in the suburbs rather than to upgrade the Carnegie libraries. As a result, most of Cincinnati's older libraries have survived intact as administrative monies were spent elsewhere. The flaw is that the strategy of benign neglect is not a proactive approach to historic preservation planning and the fate of these building is left to chance. Budget cuts or misguided decisions by library administrators and public officials could result in significant loss, either through inappropriate renovation or by the sale of Carnegie buildings to private individuals without proper preservation controls.

Next Steps

Because Carnegie buildings were "purpose-built" structures intended to "awe and inspire," and were often the focal points of their town and neighborhood, they were built to last. Even to the untrained eye the quality of their craftsmanship is still evident today as their beauty continues to inspire and enrich the surrounding area. Because of their place in American history, these buildings are social, cultural and architectural icons worthy of preservation. The role the Carnegie library has played in shaping the development of American culture is significant and warrants special attention.

George Bobinski documented Carnegie libraries as more than just architecturally inspiring places in 1969. His benchmark book, *Carnegie Libraries: Their History and Impact on American Public Library Development*, the first in-depth look at the history and influence of Carnegie libraries, was published just three years after the passage of the National Historic Preservation Act of 1966, a milestone widely recognized as the birth of the modern preservation movement. Bobinski's book reflected a national trend that speaks to an emerging preservation ethic that recognized the importance of preserving historic and architectural treasures. Subsequent books by Abigail Van Slyke in 1995 and Theodore Jones in 1997 brought the story of Carnegie libraries into sharper focus. According to Theodore Jones, "...at least 377 have been nominated to the National Register of Historic Places. By function and funding, they are the largest group of buildings so honored..."³ With supporting documentation at hand, the groundwork has been laid for thoughtful appreciation of these social and cultural icons. Statewide, thematic and individual nominations to the National Register mean that local, state, and national preservation organizations are well equipped to interpret these dynamic cultural resources.

Technical assistance on historic preservation means that anyone who cares for Carnegie library buildings has a base of information and expertise at their finger tips. Because of the availability of this information, library stewards have access to an abundance of literature and technical support that will enable them to properly care for their structure. Publications by the National Parks Service are helpful to guide the renovation and preservation of historic structures in keeping with the *Secretary of the*

Interior's Standards for Rehabilitation. Guides to identifying character-defining features of interior as well as exterior elements of historic buildings are useful as well. Lonn Frye's 1993 booklet on restoration and expansion of Carnegie libraries also serves as a good introductory piece when considering building treatment options. Along with technical preservation guidelines, a preservation plan based on sound cyclical maintenance and stewardship will provide the right tools for the continued use of these historic structures and should be compiled in a planning document that is readily available to building stewards. What is needed now is a preservation plan for continued library stewardship, directed to the public and private sector, that speaks to the potential Carnegie library buildings hold. The plan should focus on the Carnegie Library as a property type (much like warehouses, courthouses or residences have been addressed through preservation literature). A multi-faceted approach should be used that addresses architectural styles, character-defining features, and inherent design issues (such as building code compliance, Americans with Disabilities compliance and the introduction of Internet technology). By learning more about Carnegie library buildings, librarians and public officials will recognize the functional as well as historic values of these buildings and will realize that these buildings, when rehabilitated "to work" are cost effective.

Protective mechanisms and the incentives associated with them, such as local landmark designation, easements, and the Federal Historic Preservation Tax Incentives should be encouraged. Librarians, researchers, and preservationists should form an affinity group

for owners and operators of Carnegie Libraries so that the collective wisdom of those who understand and appreciate these historic buildings is shared.

Topics for Future Study

As with any in-depth study, unexpected findings were uncovered that merit future exploration. Each could, in the author's opinion, easily serve as the topic for future study. Topics worthy of additional research and analysis include: the impact of Carnegie libraries as cultural icon and its influence as a symbol of learning; the renovation of Carnegie Libraries as a catalyst for community development; the effects of co-locating libraries with other government services and in retail facilities when Carnegie Libraries have been de-commissioned; the influence of Louisvillian William F. Blue on library science as a career for African Americans throughout the country; the architectural competition held for the main branch within the context of other competitions for Carnegie buildings across the county; and the link between Louisville's prolific cast iron industry and Angus Snead McDonald, the man who revolutionized the cast iron library stack system in American libraries.

Conclusion

The Carnegie libraries provide tangible evidence of the Andrew Carnegie's imprint on American education, culture, and architecture. They are an important resource set worthy of preservation. The tools available for the preservation of Carnegie libraries are readily available and should be used to the fullest extent possible.

APPENDIX I

ABBREVIATIONS

The following abbreviations related to sources consulted are applicable throughout this thesis document:

ABBREVIATION	MEANING OR SOURCE
ADA Compliant	Compliant with the American's with Disabilities Act
Author, 2002	Photos taken by the author in the spring of 2002
DOE	Determined Officially Eligible for the National Register of Historic Places by the Cincinnati Urban Conservation Office
EQ-UD	Environmental Quality-Urban Design district as established by the City of Cincinnati
GCMPCPC	Greater Cincinnati Memory Project: Cincinnati Postcard Collection
Jones	Reprinted from <i>Carnegie Libraries Across America: A Public Legacy</i> by Theodore Jones
NA	Not Applicable
NBD	Neighborhood Business District as established by the City of Cincinnati
PLCHC	Source of image is the Public Library of Cincinnati and Hamilton County
Sanborn	Sanborn Map Company Collection, Pelham, New York
ULPA	University of Louisville Photographic Archives: Louisville Free Public Library Collection

Van Slyke

reprinted from *Free to All: Carnegie Libraries & American Culture* by Abigail Van Slyke

APPENDIX II

CARNEGIE LIBRARY BUILDINGS DATA SHEETS

The information provided in Appendix II was compiled by the author during the research phase of this thesis project. Site visits conducted during the spring of 2002 enable the author to become familiar with each building under study. Data gathered during each site visit was supplemented by historical records (photographs, newspaper articles, annual reports etc.), and information provided by local historical societies, planning and historic preservation divisions of local government, private historical societies, and by library administrators and personnel.

This appendix outlines basic information related to Carnegie libraries. Presented in a table format to facilitate a quick overview, each is intended to identify key aspects of the Carnegie library buildings constructed in their respective cities. Each is broken down as follows:

1. Basic facts related to location, date of dedication, architect(s) and architectural style provide an historic context for these libraries.
2. The list of each structure's status related to National Register listing (or, in the case of Cincinnati's library buildings, Determined Officially Eligible [DOE] for the National Register) is an indicator of how each community has acknowledged these structure's historic and architectural significance.
3. Local landmark designation and design review overlay status is included to delineate the level of recognition and design review applied to each structure.
4. How each early twentieth century building has adapted to contemporary needs and uses is also indicated. Dates of major renovations, number of stories,

Americans with Disabilities (ADA) compliance, lot considerations, site modifications, parking analysis, and degree of alterations made to each building's interior serves to illustrate not only the degree of change made to each building over time, but also shows how easily future changes might be accommodated. In many instances, flexibility, particularly related to site constraints, may allow for continued long-term use of these historic buildings.

5. The current ownership of each building is noted as it serves to illustrate who currently holds stewardship responsibility. Since a number of these structures, particularly in Cincinnati, continue their historic use as libraries, and one of the most pressing concerns of library personnel is how well Carnegie buildings accommodate internet technology, notations was made of each building's accommodation for computer technology through updated wiring. Updated wiring was not noted for buildings that no longer serve as libraries and is noted by "NA" for not applicable.
6. Contemporary photographs are presented to further illustrate each library building's current appearance and adaptability to changing user needs.

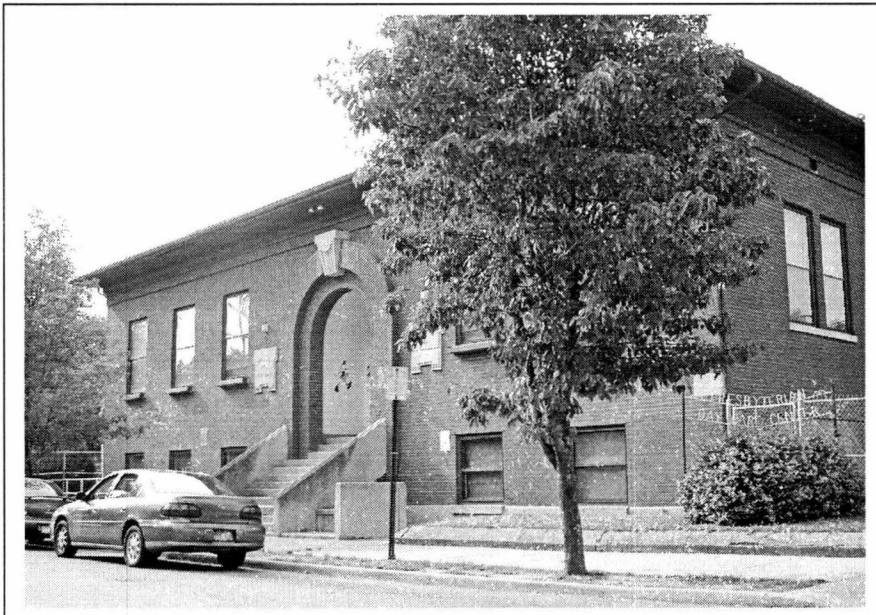
Louisville's Carnegie Library Buildings Data Sheet

NAME	CRESCENT HILL BRANCH
Address	2762 Frankfort Avenue
Date of dedication	July 24, 1908 (#3 of 9)
Architectural style	Beaux Arts
Architect(s)	Thomas and Bohne
Current owner	City of Louisville
Current use	Louisville Free Public Library branch
National Register of Historic Places status	Contributes to the Crescent Hill National Register District (listed November 12, 1982)
Landmark Designation	City-owned Carnegie Libraries of Louisville (November 7, 2001)
Overlay District	Not in an overlay district
Dates of Major Renovations	1961 and 1990s: additions
Number of Stories	Basement + 1
ADA Compliant	Yes
Lot considerations	Land-locked, expansion would involved demolition of adjacent historic buildings
Site Modifications	Major; to accommodate building expansion, parking, and handicapped access
Parking	Yes
Intact interior	Altered: Character-defining interior floor plan modified by wall removal, interior spaces reconfigured
Wired for Computer Use	Yes



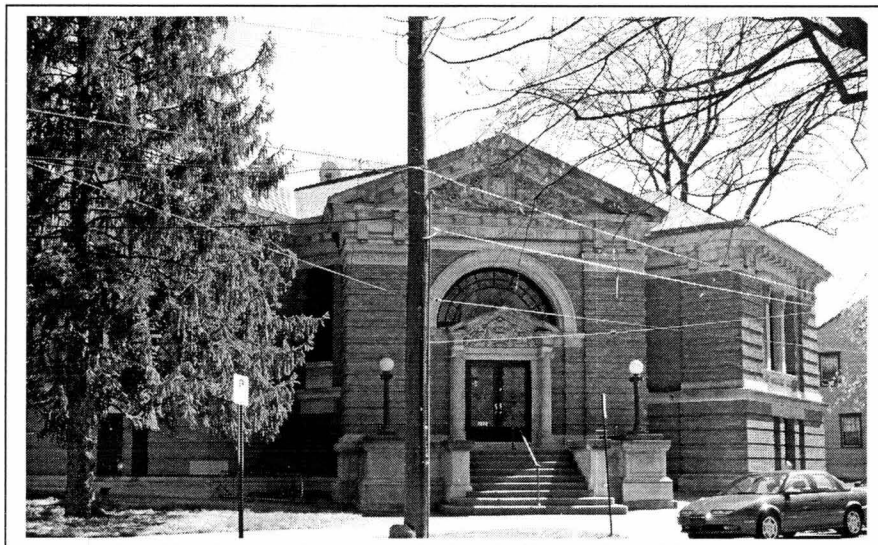
Louisville's Carnegie Library Buildings Data Sheet Continued

NAME	EASTERN COLORED BRANCH
Address	Hancock and Lampton Streets
Date of dedication	January, 28, 1914 (#9 of 9)
Architectural style	Classical Revival
Architect(s)	Fred Erhart
Current owner	City of Louisville
Current use	City of Louisville leased space; used as community center and daycare facility
National Register of Historic Places status	Contributes to the Smoketown National Register District (July, 1997)
Landmark Designation	City-owned Carnegie Libraries of Louisville (November 7, 2001)
Overlay District	Not in an overlay district
Dates of Major Renovations	NA
Number of Stories	Basement + 1
ADA Compliant	No
Lot considerations	Room available for expansion
Site Modifications	Minor, to build playground
Parking	None, on-street
Intact interior	Moderately intact
Wired for Computer Use	NA



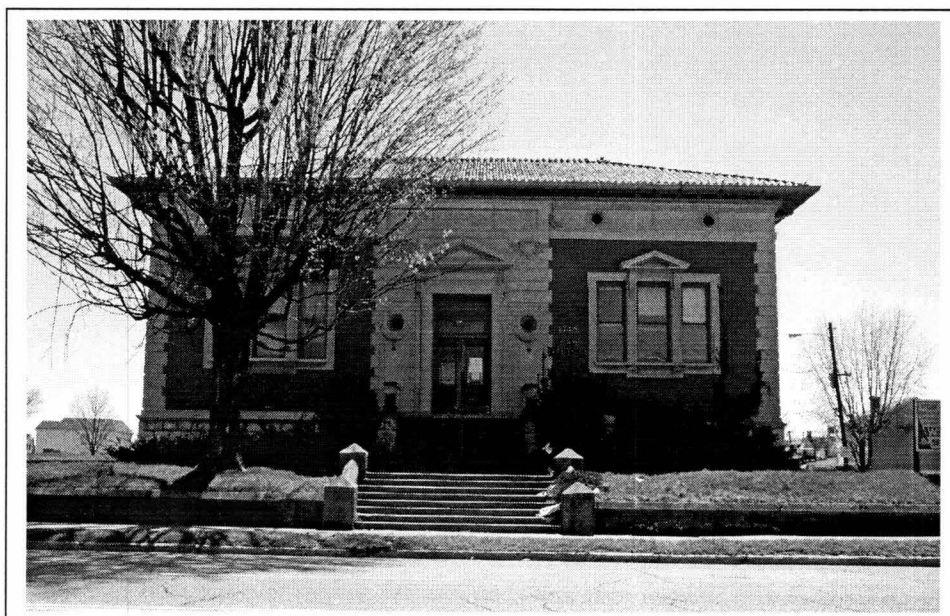
Louisville's Carnegie Library Buildings Data Sheet Continued

NAME	HIGHLAND BRANCH
Address	1000 Cherokee Road
Date of dedication	February 8, 1908 (#1 of 9)
Architectural style	Classical Revival
Architect(s)	Hutchings and Hawes
Current owner	Privately owned
Current use	Professional offices (CPA and financial planning, Architectural firm, Cherokee Triangle Community Council, Miscellaneous)
National Register of Historic Places status	Contributes to the Cherokee Triangle National Register District (June 30, 1976)
Landmark Designation	Contributes to the Cherokee Triangle Historic Preservation District (January, 1975)
Overlay District	Not in an overlay district
Dates of Major Renovations	1990s
Number of Stories	Basement + 1
Handicapped accessible	Yes, interior chair lift near ground level side entrance
Lot considerations	Land-locked
Site Modifications	Minor
Parking	None, 15 spaces leased from nearby church
Intact interior	Yes, Certified Historic Rehabilitation
Wired for Computer Use	NA



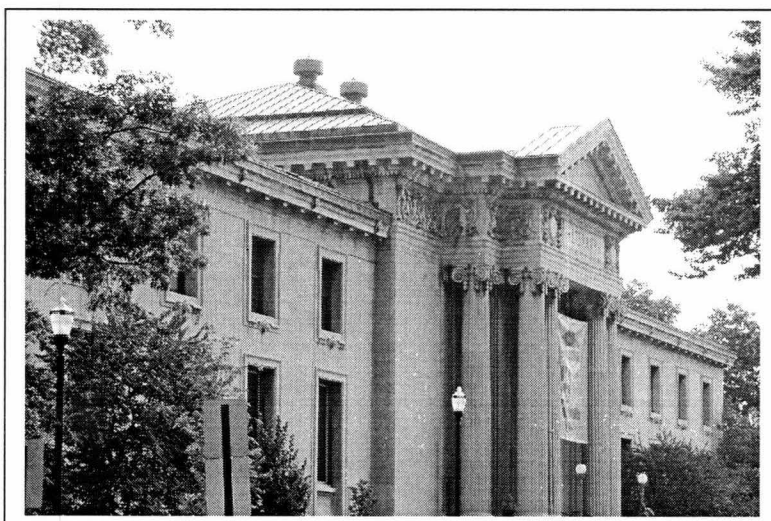
Louisville's Carnegie Library Buildings Data Sheet Continued

NAME	JEFFERSON BRANCH
Address	1718 West Jefferson Street
Date of dedication	March 10, 1913 (#7 of 9)
Architectural style	Beaux Arts
Architect(s)	D. X. Murphy
Current owner	Privately owned
Current use	Former law office, recently sold
National Register of Historic Places status	Individually listed in the National Register of Historic Places (July 18, 1979)
Landmark Designation	None
Overlay District	Not in an overlay district
Dates of Major Renovations	1980s?
Number of Stories	Basement + 1
Handicapped accessible	No
Lot considerations	Land-locked, surrounded by city cemetery
Site Modifications	Minor
Parking	None, on-street
Intact interior	Severely altered, no character-defining interior features visible
Wired for Computer Use	NA



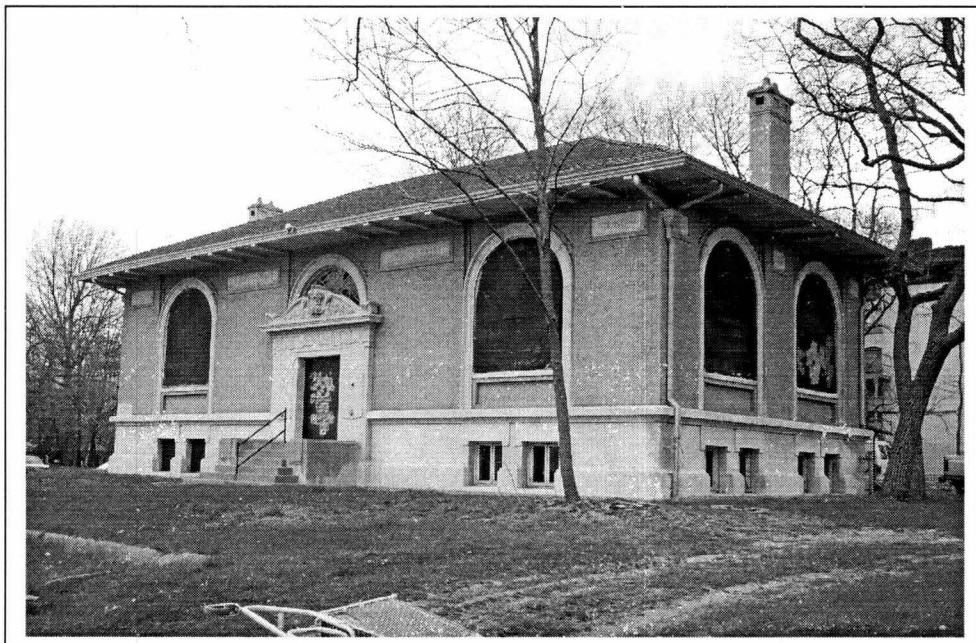
Louisville's Carnegie Library Buildings Data Sheet Continued

NAME	MAIN LIBRARY
Address	301 York Street
Date of dedication	May 4, 1908 (#2 of 9)
Architectural style	Beaux Arts
Architect(s)	Pilcher and Tachau
Current owner	City of Louisville
Current use	Louisville Free Public Library main branch
National Register of Historic Places status	Individually listed in the National Register of Historic laces (March 27, 1980)
Landmark Designation	City-owned Carnegie Libraries of Louisville (November 7, 2001)
Overlay District	Downtown Design Review Overlay District
Dates of Major Renovations	1968 addition more than doubled the size of the original building
Number of Stories	Basement + 2
Handicapped accessible	Yes; provided through 1968 addition
Lot considerations	Land-locked; historic site was intended to allow for building expansion
Site Modifications	Minor in proximity to historic 1908 building footprint; major at 1968 building expansion site north of historic Carnegie building
Parking	Semi-circular drive for drop off and pick up is historic, now lined with parking meters; small library-patron parking lot on nearby York Street; on-street parking available, private pay parking lot to north
Intact interior	Yes, 1908 interior intact; 1968 interior intact
Wired for Computer Use	Yes



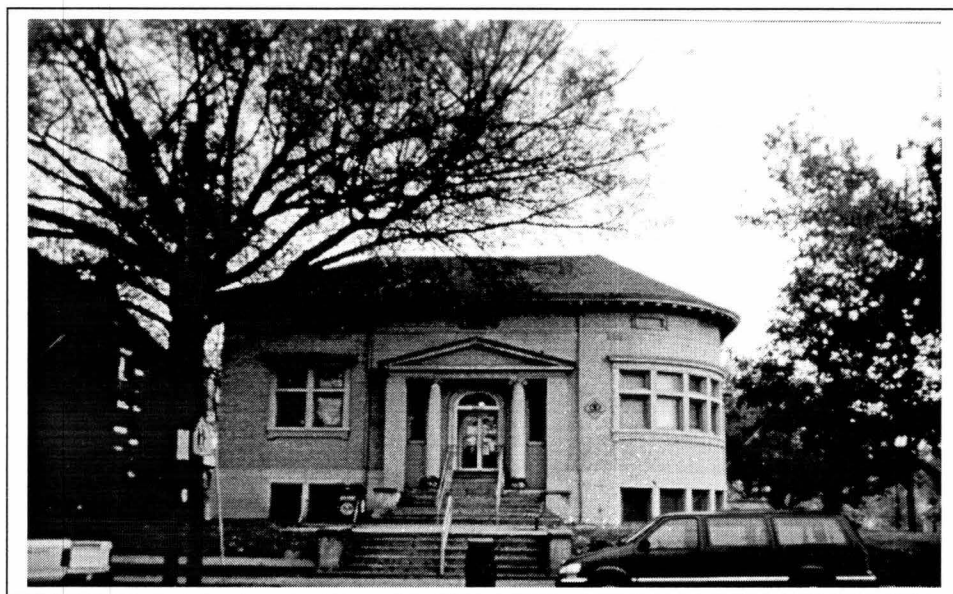
Louisville's Carnegie Library Buildings Data Sheet Continued

NAME	PARKLAND BRANCH
Address	2743 Virginia Avenue
Date of dedication	October 15, 1908 (#4 of 9)
Architectural style	Classical Revival
Architect(s)	Brinton B. Davis
Current owner	City of Louisville: Office of Youth Services
Current use	Undergoing renovation as a community center
National Register of Historic Places status	Contributes the Parkland National Register District (June 4, 1980)
Landmark Designation	City-owned Carnegie Libraries of Louisville (November 7, 2001)
Overlay District	Not in an overlay district
Dates of Major Renovations	2002
Number of Stories	Basement + 1
Handicapped accessible	Yes
Lot considerations	Land-locked
Site Modifications	Yes
Parking	Planned for fall 2002 in vacant adjacent lot
Intact interior	Moderately intact
Wired for Computer Use	NA



Louisville's Carnegie Library Buildings Data Sheet Continued

NAME	PORTLAND BRANCH
Address	3305 Northwestern Parkway
Date of dedication	October 24, 1913 (#8 of 9)
Architectural style	Beaux Arts
Architect(s)	Valentine Peers Collins
Current owner	City of Louisville
Current use	Louisville Free Public Library branch
National Register of Historic Places status	Contributes to the Portland National Register District (February 21, 1980)
Landmark Designation	City-owned Carnegie Libraries of Louisville (November 7, 2001)
Overlay District	Not in an overlay district
Dates of Major Renovations	NA
Number of Stories	Basement + 1
Handicapped accessible	Yes
Lot considerations	Land-locked
Site Modifications	Minor, to accommodate handicapped ramp, parking and staff parking in rear
Parking	Handicapped and staff parking in rear; on-street parking for patrons
Intact interior	Moderately intact
Wired for Computer Use	Yes, for librarians only



Louisville's Carnegie Library Buildings Data Sheet Continued

NAME	SHELBY PARK BRANCH
Address	600 East Oak Street
Date of dedication	March 27, 1911 (#6 of 9)
Architectural style	Second Renaissance Revival
Architect(s)	Loomis and Hartman
Current owner	City of Louisville
Current use	City of Louisville office space; Olmsted Conservancy
National Register of Historic Places status	Individually listed in the National Register of Historic Places (December 4, 1980)
Landmark Designation	City-owned Carnegie Libraries of Louisville (November 7, 2001)
Overlay District	Not in an overlay district
Dates of Major Renovations	1990s rear addition; 2002 interior renovations
Number of Stories	Basement + 1
Handicapped accessible	Yes
Lot considerations	Located in Olmsted Brothers-designed park
Site Modifications	Minor, Olmsted Brothers park restoration underway
Parking	None; on-street parking
Intact interior	Yes; moderately intact
Wired for Computer Use	NA



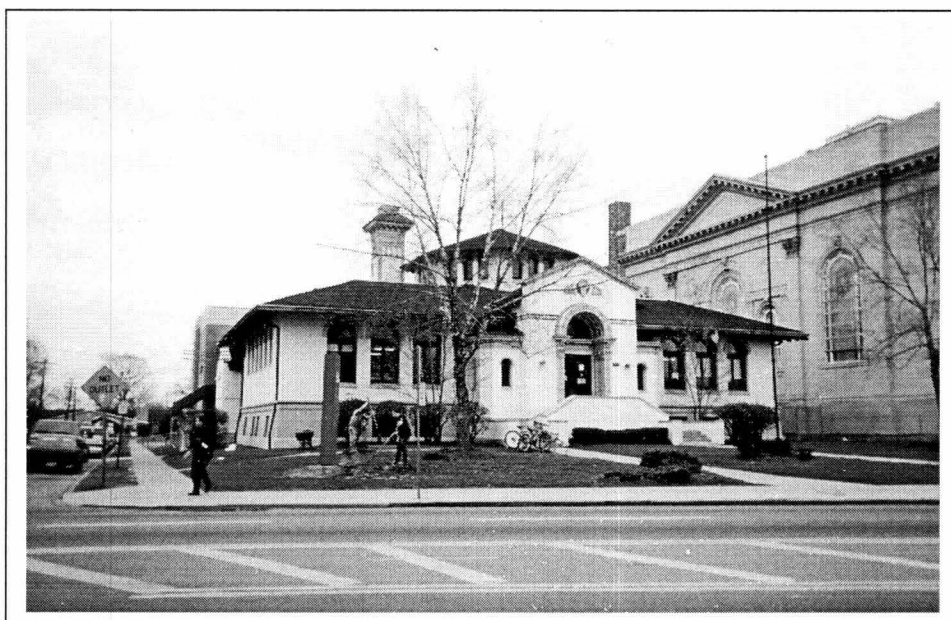
Louisville's Carnegie Library Buildings Data Sheet Continued

NAME	WESTERN COLORED BRANCH
Address	604 South 10 th Street
Date of dedication	October 29, 1908 (#5 of 9)
Architectural style	Beaux Arts
Architect(s)	McDonald and Dodd
Current owner	City of Louisville
Current use	Louisville Free Public Library branch
National Register of Historic Places status	Individually listed in the National Register of Historic Places (April, 1975)
Landmark Designation	Designated an individual local landmark (November 1975)
Overlay District	Not in an overlay district
Dates of Major Renovations	NA
Number of Stories	Basement + 1
Handicapped accessible	Yes
Lot considerations	Land-locked; minimal room for expansion
Site Modifications	Major; to accommodate handicapped ramp
Parking	None, on-street
Intact interior	Yes
Wired for Computer Use	Yes



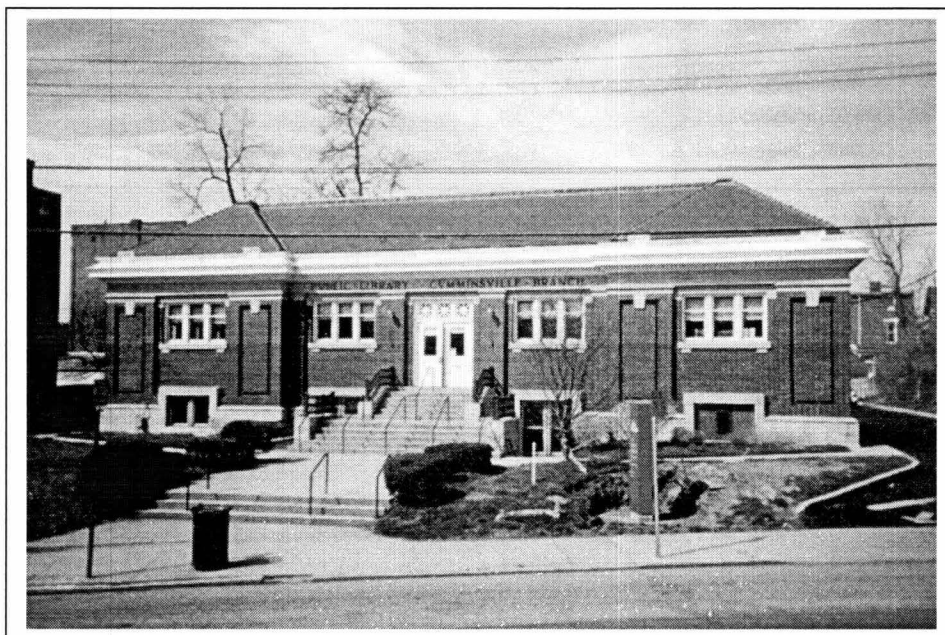
Cincinnati's Carnegie Library Buildings Data Sheet

NAME	AVONDALE BRANCH
Address	3566 Reading Road
Date of Dedication	March 1, 1913 (#8 of 9)
Architectural Style	Italian renaissance/Spanish Colonial Revival
Architect(s)	Frederick William Garber and Clifford B. Woodward
Current Owner	The Public Library of Cincinnati and Hamilton County
Current Use	Branch Library
National Register of Historic Places Status	Not Listed; No DOE by the City of Cincinnati
Landmark Designation	Not locally designated
Overlay District	Not in an overlay district
Dates of Major Renovations	NA
Number of Stories	Basement + 1
ADA Compliant	No
Lot considerations	Land locked
Site Modifications	Minor
Parking	None
Intact interior	Yes; including most original interior furnishings
Wired for Computer Use	Yes, for librarians only



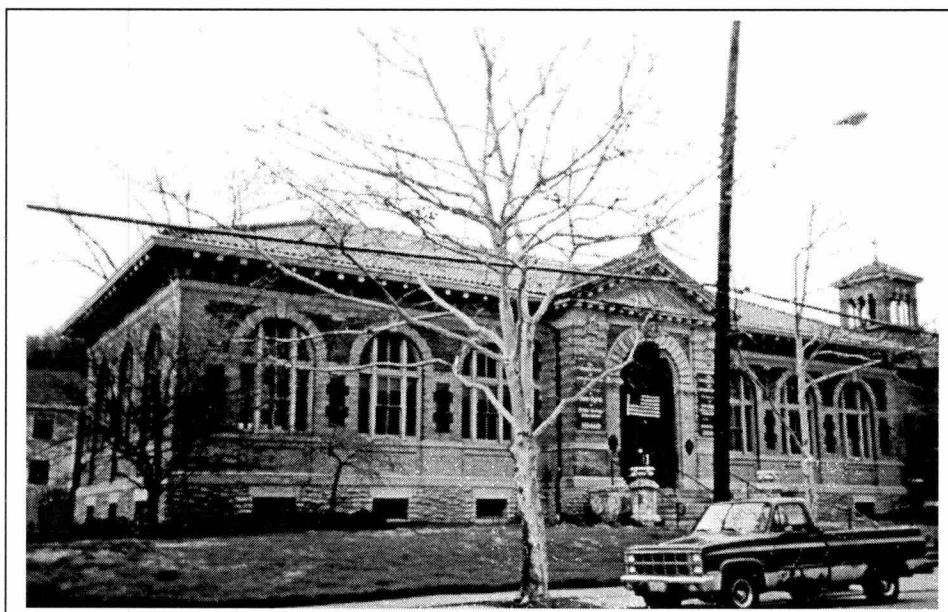
Cincinnati's Carnegie Library Buildings Data Sheet

NAME	CUMMINSVILLE BRANCH (NOW NORTHSIDE BRANCH)
Address	4219 Hamilton Avenue
Date of Dedication	April 27, 1908 (#5 of 9)
Architectural Style	French Renaissance Revival
Architect(s)	Rudolph Tietig and Walter H. Lee
Current Owner	The Public Library of Cincinnati and Hamilton County
Current Use	Branch Library
National Register of Historic Places Status	Not Listed; No DOE by the City of Cincinnati
Landmark Designation	Northside NBD Historic District, adopted May 26, 1982
Overlay District	Not in an overlay district
Dates of Major Renovations	1999-2000
Number of Stories	Basement + 1
ADA Compliant	Yes, elevator
Lot considerations	Building sited mid-block
Site Modifications	Parking lot
Parking	Yes
Intact interior	Yes; including most original interior furnishings
Wired for Computer Use	Yes



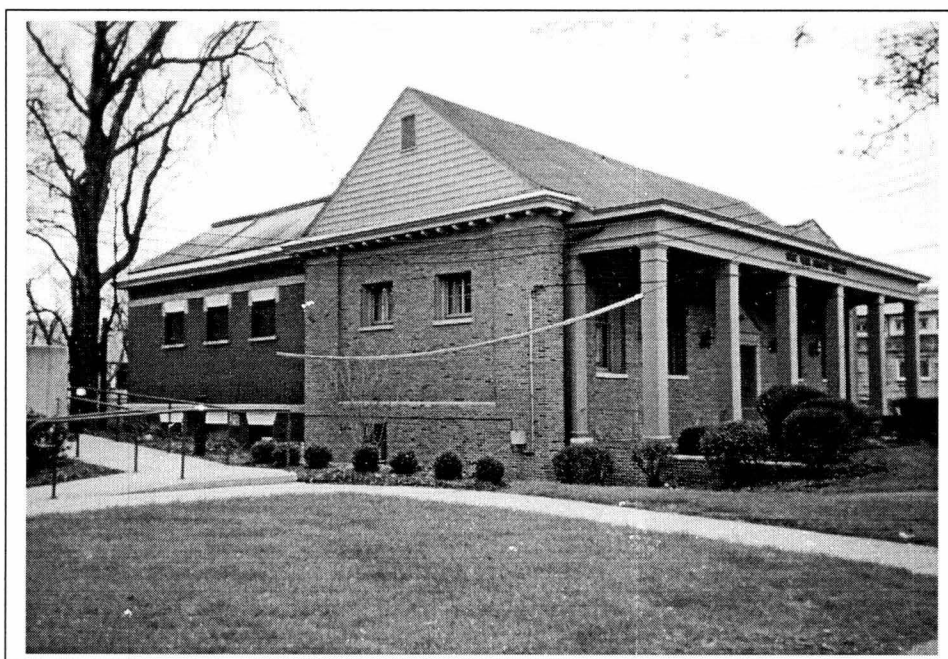
Cincinnati's Carnegie Library Buildings Data Sheet

NAME	EAST END BRANCH
Address	3738 Eastern Avenue
Date of Dedication	March 14, 1907 (#2 of 9); Closed August 1959
Architectural Style	Classical Revival
Architect(s)	Samuel Hannaford & Sons
Current Owner	The Carnegie Center of Columbia Tusculum
Current Use	Community Center
National Register of Historic Places Status	Columbia-Tusculum National Register District
Landmark Designation	Columbia Tusculum Historic District, adopted October 16, 1990 (certified local district)
Overlay District	Not in an overlay district
Dates of Major Renovations	2000; based on original plans
Number of Stories	Basement + 1
ADA Compliant	Yes
Lot considerations	Corner lot
Site Modifications	Yes, parking and handicapped ramp
Parking	Parking added in rear
Intact interior	Yes; including many original interior furnishings
Wired for Computer Use	NA



Cincinnati's Carnegie Library Buildings Data Sheet

NAME	HYDE PARK BRANCH
Address	2747 Erie Avenue
Date of Dedication	August 5, 1912 (#7 of 9)
Architectural Style	Renaissance Revival
Architect(s)	Edward M. Tilton
Current Owner	The Public Library of Cincinnati and Hamilton County
Current Use	Branch Library
National Register of Historic Places Status	Not Listed; No DOE by the City of Cincinnati
Landmark Designation	Not locally designated
Overlay District	EQ-UD4 (Hyde Park Square Business Area)
Dates of Major Renovations	1970-1
Number of Stories	Basement + 1
ADA Compliant	Yes
Lot considerations	Sited mid-block, fall away lot
Site Modifications	Yes, parking added in rear
Parking	Yes
Intact interior	No; No character-defining interior features visible
Wired for Computer Use	Yes



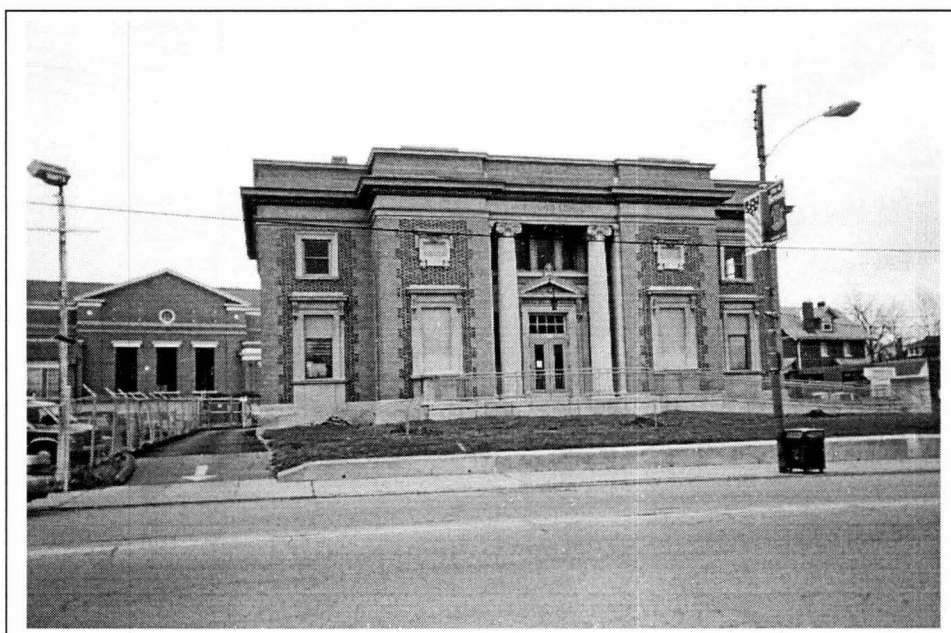
Cincinnati's Carnegie Library Buildings Data Sheet

NAME	NORTH CINCINNATI BRANCH (NOW CORYVILLE BRANCH)
Address	2802 Vine Street
Date of Dedication	April 2 or 3, 1907 (#3 of 9)
Architectural Style	Renaissance Revival
Architect(s)	Edward M. Tilton
Current Owner	The Public Library of Cincinnati and Hamilton County
Current Use	Branch Library
National Register of Historic Places Status	Not Listed; No DOE by the City of Cincinnati
Landmark Designation	Not locally designated
Overlay District	EQ-UD6 (University Village Business Area)
Dates of Major Renovations	1997; major addition
Number of Stories	Basement +1
ADA Compliant	Yes
Lot considerations	Sited at corner
Site Modifications	Yes, parking and 24/hour drive-up book deposit
Parking	Yes, 25 spaces
Intact interior	Yes; including most original interior furnishings
Wired for Computer Use	Yes



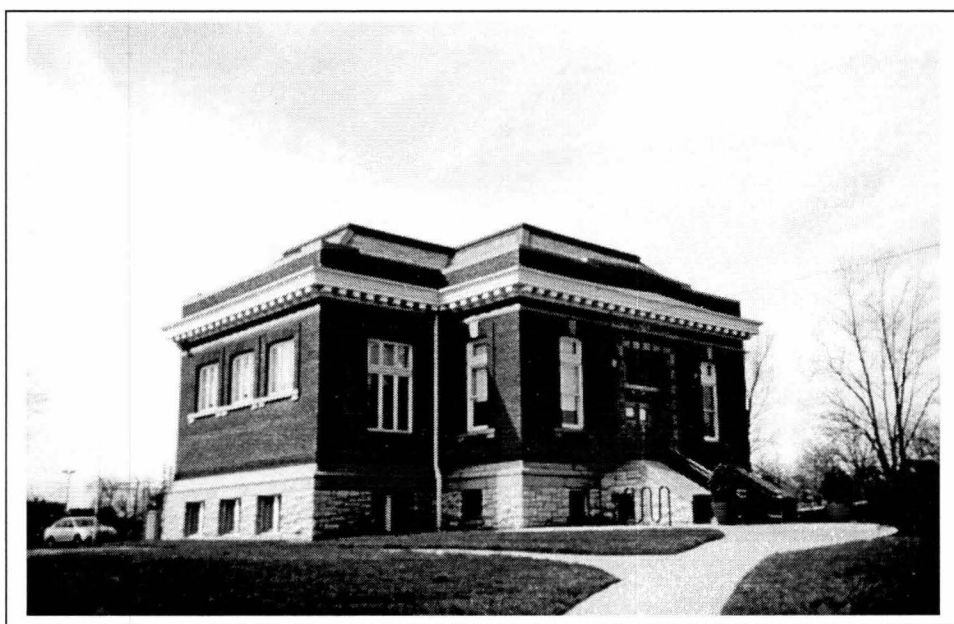
Cincinnati's Carnegie Library Buildings Data Sheet

NAME	NORWOOD BRANCH
Address	4325 Montgomery Road
Date of Dedication	July 22, 1907 (#4 of 9)
Architectural Style	Italian Renaissance Revival
Architect(s)	Werner and Adkins
Current Owner	The Public Library of Cincinnati and Hamilton County
Current Use	Branch Library
National Register of Historic Places Status	Not Listed; No DOE by the City of Cincinnati
Landmark Designation	Not locally designated
Overlay District	Not in an overlay district
Dates of Major Renovations	1966; 1990s
Number of Stories	Basement + 2
ADA Compliant	Yes
Lot considerations	Corner lot
Site Modifications	Yes; for handicapped ramp and parking
Parking	Yes
Intact interior	1 st floor, no; 2 nd floor mothballed for later renovation
Wired for Computer Use	Yes



Cincinnati's Carnegie Library Buildings Data Sheet

NAME	PRICE HILL BRANCH
Address	3215 Warsaw Avenue
Date of Dedication	November 27, 1909 (#6 of 9)
Architectural Style	French Renaissance Revival
Architect(s)	Garber and Woodward
Current Owner	The Public Library of Cincinnati and Hamilton County
Current Use	Branch Library
National Register of Historic Places Status	Not Listed; No DOE by the City of Cincinnati
Landmark Designation	Not locally designated
Overlay District	Not in an overlay district
Dates of Major Renovations	NA
Number of Stories	Basement + 1
ADA Compliant	Yes
Lot considerations	Corner lot; park setting
Site Modifications	Yes, parking in rear
Parking	Yes
Intact interior	Yes; including most original interior furnishings
Wired for Computer Use	Yes



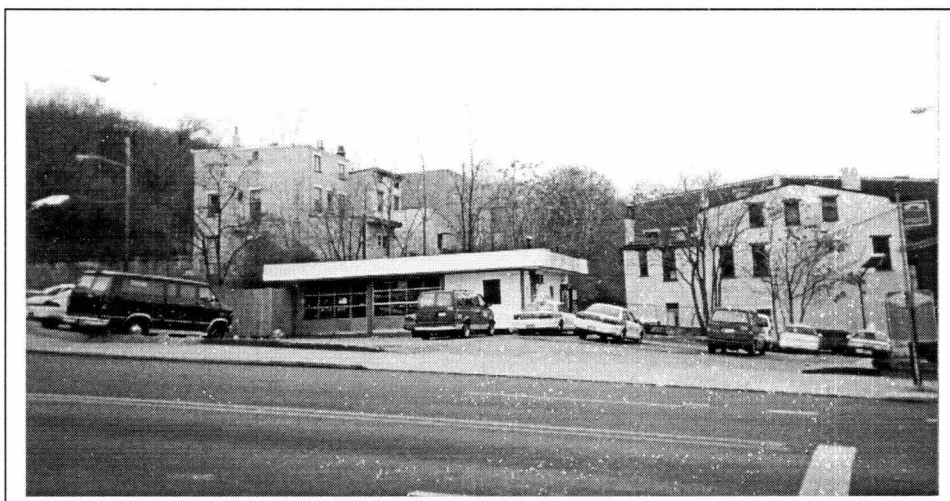
Cincinnati's Carnegie Library Buildings Data Sheet

NAME	WALNUT HILLS BRANCH
Address	2533 Kemper Lane
Date of Dedication	April 9, 1906 (#1 of 9)
Architectural Style	French Renaissance Revival
Architect(s)	James W. McLaughlin and James Gilmore
Current Owner	The Public Library of Cincinnati and Hamilton County
Current Use	Branch Library
National Register of Historic Places Status	Not NR listed; DOE of NR eligibility by City of Cincinnati, 2002
Landmark Designation	Not locally designated
Overlay District	Not in an overlay district
Dates of Major Renovations	NA
Number of Stories	Basement + 2
ADA Compliant	No
Lot considerations	Corner lot
Site Modifications	NA
Parking	No; on-street
Intact interior	Yes; including most original interior furnishings
Wired for Computer Use	Yes



Cincinnati's Carnegie Library Buildings Data Sheet

NAME	WEST END BRANCH (DEMOLISHED)
Address	Northeast Corner of Eighth Street and Glenway Avenue
Date of Dedication	December 6, 1915 (#9 of 9); Closed June 27, 1947
Architectural Style	Gothic Revival
Architect(s)	A. Lincoln Fechheimer
Current Owner	Unknown
Current Use	Taxi Service Office
National Register of Historic Places Status	Not Listed; No DOE by the City of Cincinnati
Landmark Designation	Not locally designated
Overlay District	Not in an overlay district
Dates of Major Renovations	NA
Number of Stories	Basement + 1
ADA Compliant	NA
Lot considerations	NA
Site Modifications	NA
Parking	NA
Intact interior	NA
Wired for Computer Use	NA



APPENDIX III

MODEL CONSERVATION EASEMENT FOR
A CARNEGIE LIBRARY

The Model Preservation Easement presented below is intended to serve as an example of an agreement that might be drafted to protect an historic Carnegie library building. It is based upon the “Model Easement Agreement” prepared by the National Trust for Historic Preservation, copywrite 2001.

The Jefferson Branch Carnegie Library Building

**1718 West Jefferson Street
Louisville, Jefferson County, Kentucky**

THIS PRESERVATION AND CONSERVATION EASEMENT DEED, made this ____ day of _____, 20__, by and between _____ (“Grantor”) and the Jefferson County Environmental Trust (“Grantee”), a nonprofit corporation of the State of Kentucky.

WITNESSETH:

WHEREAS, Grantor is owner in fee simple of certain real property located in Louisville, Jefferson County, Kentucky, more particularly described in Exhibit A attached hereto and incorporated herein (hereinafter “the Property”), said Property including the following structure (hereinafter “the Building”):

the principal Building, located at 1718 West Jefferson Street, constructed as a Carnegie library, in 1913 of brick with stone trim in the Beaux Arts style based on a design by regionally prominent Louisville architect, Dennis Xavier Murphy;

WHEREAS, the Property has significant undeveloped open space, including the bermed site defined by a stone retaining wall upon which the Building rests, that contributes to the setting, context, and the public's view of the Building;

WHEREAS, Grantee is authorized to accept preservation and conservation easements to protect property significant in national and state history and culture under the provisions Kentucky Revised Statute 382.800 (hereinafter “the Act”);

WHEREAS, Grantee is a publicly supported, tax exempt, nonprofit organization whose primary purposes include the preservation and conservation of sites, buildings, and objects of national significance and is a qualifying recipient of qualified conservation contributions under Section 170(h) of the Internal Revenue Code of 1986, as amended, and the regulations thereunder (hereinafter, “the Code”);

WHEREAS, the Property stands as a significant example of Beaux Arts style architecture in Kentucky, illustrates aesthetics of design and setting, and possesses integrity of materials and workmanship;

WHEREAS, because of its architectural, historic, and cultural significance the Property was individually listed in the National Register of Historic Places on July 19, 1979 and is a certified historic structure under Section 170(h)(4)(B) of the Code;

WHEREAS, Grantor and Grantee recognize the architectural, historic, and cultural values (hereinafter “conservation and preservation values”) and significance of the Property, and have the common purpose of conserving and preserving the aforesaid conservation and preservation values and significance of the Property;

WHEREAS, the Property’s conservation and preservation values are documented in a set of reports, drawings, and photographs (hereinafter, Baseline Documentation) incorporated herein by reference, which Baseline Documentation the parties agree provides an accurate representation of the Property as of the effective date of this grant. In the event of any discrepancy between the two counterparts produced, the counterpart retained by Grantee shall control;

WHEREAS, the Baseline Documentation shall consist of the following: the nomination to the National Register of Historic Places prepared in 1979, a site map showing the property within its historic context, contemporary photographs of all four sides of the building including its rear addition, and the November 7, 2001 Local Landmark Designation Report for City-owned Carnegie Libraries of Louisville, Kentucky;

WHEREAS, the grant of a preservation and conservation easement by Grantor to Grantee on the Property will assist in preserving and maintaining the Property and its architectural, historic, and cultural features for the benefit of the people of the Town of Louisville, the County of Jefferson, the State of Kentucky, and the United States of America;

WHEREAS, to that end, Grantor desires to grant to Grantee, and Grantee desires to accept, a preservation and conservation easement (hereinafter, the “Easement”) in gross in perpetuity on the Property pursuant to the Act.

NOW, THEREFORE, in consideration of Ten Dollars (\$10.00) and other good and valuable consideration, receipt of which is hereby acknowledged, and pursuant to Section 170(h) of the Code and Kentucky Revised Statute 382.800, Grantor does hereby

voluntarily grant and convey unto the Grantee a preservation and conservation easement in gross in perpetuity over the Property described in Exhibit A.

PURPOSE

1. **Purpose.** It is the Purpose of this Easement to assure that the architectural, historic, cultural, and associated open space features of the Property will be retained and maintained forever substantially in their current condition for conservation and preservation purposes and to prevent any use or change of the Property that will significantly impair or interfere with the Property's conservation and preservation values.

GRANTOR'S COVENANTS

2.1 **Grantor's Covenants: Covenant to Maintain.** Grantor agrees at all times to maintain the Building in the same structural condition and state of repair as that existing on the effective date of this Easement. Grantor's obligation to maintain shall require replacement, repair, and reconstruction by Grantor whenever necessary to preserve the Building in substantially the same structural condition and state of repair as that existing on the date of this Easement. Grantor's obligation to maintain shall also require that the Property's landscaping be maintained in good appearance with substantially similar plantings, vegetation, and natural screening to that existing on the effective date of this Easement. The existing lawn areas shall be maintained as lawns, regularly mown. Subject to the casualty provisions of paragraphs 7 and 8, this obligation to maintain shall require replacement, rebuilding, repair, and/or reconstruction of the Building whenever necessary in accordance with *The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*, and *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* (36 C.F.R. 68), as these may be amended from time to time (hereinafter the "Secretary's Standards").

2.2 **Grantor's Covenants: Prohibited Activities.** The following acts or uses are expressly forbidden on, over, or under the Property, except as otherwise conditioned in this paragraph:

(a) the Building shall not be demolished, removed, or razed except as provided in paragraphs 7 and 8;

(b) nothing shall be erected or allowed to grow on the Property which would impair the visibility of the Property and the Building from street level;

(c) no other buildings or structures, including satellite receiving dishes (small rooftop dishes excluded), shall be erected or placed on the Property hereafter except for temporary structures required for the maintenance or rehabilitation of the Property, such as construction trailers;

(d) the dumping of ashes, trash, rubbish, or any other unsightly or offensive materials is prohibited on the Property;

(e) the Property shall not be divided or subdivided in law or in fact and the Property shall not be devised or conveyed except as a unit;

(f) no above ground utility transmission lines, except those reasonably necessary for the existing Building, may be created on the Property, subject to utility easements already recorded;

(g) subject to the maintenance covenants of paragraph 2.1 hereof, the following features located within the Building shall not be removed, demolished, or altered:

(h) No character defining interior features are currently visible on the interior of this building. However, if significant interior features are uncovered during the course of restoration or rehabilitation of the Jefferson branch library, all features associated with the historic use of the building should be considered for inclusion as an addendum to the easement agreement. Interior features that may be protected by addendum include decorative woodwork, murals, skylight, and any fixed furniture including stage, desks, and bathroom fixtures, which are all typical interior features of Carnegie library buildings.

GRANTOR'S CONDITIONAL RIGHTS

3.1 Conditional Rights Requiring Approval by Grantee. Without the prior express written approval of the Grantee, which approval may be withheld or conditioned in the sole discretion of Grantee, Grantor shall not undertake any of the following actions:

(a) increase or decrease the height of, make additions to, change the exterior construction materials or colors of, or move, improve, alter, reconstruct, or change the facades (including fenestration) and roof of the Building;

(b) change the floor plan of the Building;

(c) erect any external signs or external advertisements except: (i) such plaque permitted under paragraph 19 of this easement; (ii) a sign stating solely the address of the Property; and (iii) a temporary sign to advertise the sale or rental of the Property;

(d) make permanent substantial topographical changes, the construction of roads or driveways;

(e) cut down or otherwise remove live trees located within existing lawn areas; and

(f) change the use of the Property to another use other than office use. Grantee must determine that the proposed use: (i) does not impair the significant conservation and preservation values of the Property; and (ii) does not conflict with the Purpose of the Easement.

3.2 Review of Grantor's Requests for Approval. Grantor shall submit to Grantee for Grantee's approval of those conditional rights set out at paragraph 3.1 information (including plans, specifications, and designs where appropriate) identifying the proposed activity with reasonable specificity. In connection therewith, Grantor shall also submit to Grantee a timetable for the proposed activity sufficient to permit Grantee to monitor such activity. Grantor shall not undertake any such activity until approved by Grantee.

Grantee reserves the right to consult with governmental agencies, nonprofit preservation and conservation organizations, and/or other advisors deemed appropriate by the National Trust, concerning the appropriateness of any activity proposed under this easement. Grantor shall make no change or take any action subject to the approval of Grantee unless expressly authorized in writing by an authorized representative of Grantee.

4. Standards for Review. In exercising any authority created by the Easement to inspect the Property or the interior of the Building; to review any construction, alteration, repair, or maintenance; or to review casualty damage or to reconstruct or approve reconstruction of the Building following casualty damage, Grantee shall apply the *Secretary's Standards*.

5. Public Access. Grantor shall make the Property and interior of the Building accessible to the public on a minimum of two days per year. At other times deemed reasonable by Grantor persons affiliated with educational organizations, professional architectural associations, and historical societies shall be admitted to study the property. Grantee may make photographs, drawings, or other representations documenting the significant historical, cultural, and architectural character and features of the property and distribute them to magazines, newsletters, or other publicly available publications, or use them to fulfill its charitable and educational purposes.

GRANTOR'S RESERVED RIGHTS

6. Grantor's Reserved Rights Not Requiring Further Approval by Grantee. Subject to the provisions of paragraphs 2.1, 2.2, and 3.1, the following rights, uses, and activities of or by Grantor on, over, or under the Property are permitted by this Easement and by Grantee without further approval by Grantee:

(a) the right to engage in all those acts and uses that: (i) are permitted by governmental statute or regulation; (ii) do not substantially impair the conservation and preservation values of the Property; and (iii) are not inconsistent with the Purpose of this Easement;

(b) pursuant to the provisions of paragraph 2.1, the right to maintain and repair the Building strictly according to the Secretary's Standards. As used in this subparagraph, the right to maintain and repair shall mean the use by Grantor of in-kind materials and colors, applied with workmanship comparable to that which was used in the construction or application of those materials being repaired or maintained, for the purpose of retaining in good condition the appearance and construction of the Building. The right to maintain and repair as used in this subparagraph shall not include the right to make changes in appearance, materials, colors, and workmanship from that existing prior to the maintenance and repair without the prior approval of Grantee in accordance with the provisions of paragraphs 3.1 and 3.2;

(c) the right to continue all manner of existing residential use and enjoyment of the Property's Building, including but not limited to the maintenance, repair, and restoration of existing fences; the right to maintain existing paths with the use of same or similar surface materials; the right to maintain existing utility lines, and building walkways, and

steps; the right to cut, remove, and clear grass or other vegetation and to perform routine maintenance, landscaping, horticultural activities, and upkeep, consistent with the Purpose of this Easement; and

(d) the right to conduct at or on the Property educational and nonprofit activities that are not inconsistent with the protection of the conservation and preservation values of the Property.

CASUALTY DAMAGE OR DESTRUCTION; INSURANCE

7. Casualty Damage or Destruction. In the event that the Building or any part thereof shall be damaged or destroyed by fire, flood, windstorm, tornado, earth movement, or other casualty, Grantor shall notify Grantee in writing within fourteen (14) days of the damage or destruction, such notification including what, if any, emergency work has already been completed. No repairs or reconstruction of any type, other than temporary emergency work to prevent further damage to the Building and to protect public safety, shall be undertaken by Grantor without Grantee's prior written approval. Within thirty (30) days of the date of damage or destruction, if required by Grantee, Grantor at its expense shall submit to the Grantee a written report prepared by a qualified restoration architect and an engineer who are acceptable to Grantor and Grantee, which report shall include the following:

- (a) an assessment of the nature and extent of the damage;
- (b) a determination of the feasibility of the restoration of the Building and/or reconstruction of damaged or destroyed portions of the Building; and
- (c) a report of such restoration/reconstruction work necessary to return the Building to the condition existing at the date hereof.

8. Review After Casualty Damage or Destruction. If, after reviewing the report provided in paragraph 7 and assessing the availability of insurance proceeds after satisfaction of any mortgagee's/lender's claims under paragraph 9, Grantor and Grantee agree that the Purpose of the Easement will be served by such restoration/reconstruction, Grantor and Grantee shall establish a schedule under which Grantor shall complete the restoration/reconstruction of the Building in accordance with plans and specifications consented to by the parties up to at least the total of the casualty insurance proceeds available to Grantor.

If, after reviewing the report and assessing the availability of insurance proceeds after satisfaction of any mortgagee's/lender's claims under paragraph 9, Grantor and Grantee agree that restoration/reconstruction of the Property is impractical or impossible, or agree that the Purpose of the Easement would not be served by such restoration/reconstruction, Grantor may, with the prior written consent of Grantee, alter, demolish, remove, or raze the Building, and/or construct new improvements on the Property. Grantor and Grantee may agree to extinguish this Easement in whole or in part in accordance with the laws of the State of Kentucky and paragraph 23.2 hereof.

If, after reviewing the report and assessing the availability of insurance proceeds after satisfaction of any mortgagee's/lender's claims under paragraph 9, Grantor and

Grantee are unable to agree that the Purpose of the Easement will or will not be served by such restoration/reconstruction, the matter may be referred by either party to binding arbitration and settled in accordance with the State of Kentucky's arbitration statute then in effect [or refer to the arbitration provision referenced at paragraph 15, below] .

9. **Insurance.** Grantor shall keep the Property insured by an insurance company rated "A1" or better by Best's for the full replacement value against loss from the perils commonly insured under standard fire and extended coverage policies and comprehensive general liability insurance against claims for personal injury, death, and property damage. Property damage insurance shall include change in condition and building ordinance coverage, in form and amount sufficient to replace fully the damaged Property and Building without cost or expense to Grantor or contribution or coinsurance from Grantor. Such insurance shall include Grantee's interest and name Grantee as an additional insured. Grantor shall deliver to Grantee, within ten (10) business days of Grantee's written request therefore, certificates of such insurance coverage. Provided, however, that whenever the Property is encumbered with a mortgage or deed of trust, nothing contained in this paragraph shall jeopardize the prior claim, if any, of the mortgagee/lender to the insurance proceeds.

INDEMNIFICATION; TAXES

10. **Indemnification.** Grantor hereby agrees to pay, protect, indemnify, hold harmless and defend at its own cost and expense, Grantee, its agents, trustees, directors, officers and employees, or independent contractors from and against any and all claims, liabilities, expenses, costs, damages, losses, and expenditures (including reasonable attorneys' fees and disbursements hereafter incurred) arising out of or in connection with injury to or death of any person; physical damage to the Property; the presence or release in, on, or about the Property, at any time, of any substance now or hereafter defined, listed, or otherwise classified pursuant to any law, ordinance, or regulation as a hazardous, toxic, polluting, or contaminating substance; or other injury or other damage occurring on or about the Property, unless such injury or damage is caused by Grantee or any agent, trustee, director, officer, employee, or independent contractor of Grantee. In the event that Grantor is required to indemnify Grantee pursuant to the terms of this paragraph, the amount of such indemnity, until discharged, shall constitute a lien on the Property with the same effect and priority as a mechanic's lien. Provided, however, that nothing contained herein shall jeopardize the priority of any recorded lien of mortgage or deed of trust given in connection with a promissory note secured by the Property.

11. **Taxes.** Grantor shall pay immediately, when first due and owing, all general taxes, special taxes, special assessments, water charges, sewer service charges, and other charges which may become a lien on the Property unless Grantor timely objects to the amount or validity of the assessment or charge and diligently prosecutes an appeal thereof, in which case the obligation hereunder to pay such charges shall be suspended for the period permitted by law for prosecuting such appeal and any applicable grace period following completion of such action. In place of Grantor, Grantee is hereby authorized, but in no event required or expected, to make or advance upon three (3) days prior written notice to Grantor any payment relating to taxes, assessments, water rates,

sewer rentals and other governmental or municipality charge, fine, imposition, or lien asserted against the Property. Grantee may make such payment according to any bill, statement, or estimate procured from the appropriate public office without inquiry into the accuracy of such bill, statement, or assessment or into the validity of such tax, assessment, sale, or forfeiture. Such payment if made by Grantee shall constitute a lien on the Property with the same effect and priority as a mechanic's lien, except that such lien shall not jeopardize the priority of any recorded lien of mortgage or deed of trust given in connection with a promissory note secured by the Property.

ADMINISTRATION AND ENFORCEMENT

12. Written Notice. Any notice which either Grantor or Grantee may desire or be required to give to the other party shall be in writing and shall be delivered by one of the following methods: by overnight courier postage prepaid, facsimile transmission, registered or certified mail with return receipt requested, or hand delivery; if to Grantor, then at [address], and if to Grantee, then to [address].

Each party may change its address set forth herein by a notice to such effect to the other party.

13. Evidence of Compliance. Upon request by Grantor, Grantee shall promptly furnish Grantor with certification that, to the best of Grantee's knowledge, Grantor is in compliance with the obligations of Grantor contained herein or that otherwise evidences the status of this Easement to the extent of Grantee's knowledge thereof.

14. Inspection. With appropriate prior notice to Grantor, Representatives of Grantee shall be permitted at all reasonable times to inspect the Property, including the interior of the Building.

15. Grantee's Remedies. Grantee may, following reasonable written notice to Grantor, institute suit(s) to enjoin any violation of the terms of this easement by ex parte, temporary, preliminary, and/or permanent injunction, including prohibitory and/or mandatory injunctive relief, and to require the restoration of the Property and Building to the condition and appearance that existed prior to the violation complained of. Grantee shall also have available all legal and other equitable remedies to enforce Grantor's obligations hereunder.

In the event Grantor is found to have violated any of its obligations, Grantor shall reimburse Grantee for any costs or expenses incurred in connection with Grantee's enforcement of the terms of this Easement, including but not limited to all reasonable court costs, and attorney's, architectural, engineering, and expert witness fees.

Exercise by Grantee of one remedy hereunder shall not have the effect of waiving or limiting any other remedy, and the failure to exercise any remedy shall not have the effect of waiving or limiting the use of any other remedy or the use of such remedy at any other time.

16. Notice from Government Authorities. Grantor shall deliver to Grantee copies of any notice of violation or lien relating to the Property received by Grantor from any

government authority within five (5) days of receipt by Grantor. Upon request by Grantee, Grantor shall promptly furnish Grantee with evidence of Grantor's compliance with such notice or lien where compliance is required by law.

17. Notice of Proposed Sale. Grantor shall promptly notify Grantee in writing of any proposed sale of the Property and provide the opportunity for Grantee to explain the terms of the Easement to potential new owners prior to sale closing.

18. Liens. Any lien on the Property created pursuant to any paragraph of this Easement may be confirmed by judgment and foreclosed by Grantee in the same manner as a mechanic's lien, except that no lien created pursuant to this Easement shall jeopardize the priority of any recorded lien of mortgage or deed of trust given in connection with a promissory note secured by the Property.

19. Plaque. Grantor agrees that Grantee may provide and maintain a plaque on the Property, which plaque shall not exceed 24 by 24 inches in size, giving notice of the significance of the Property and the existence of this Easement.

BINDING EFFECT; ASSIGNMENT

20. Runs with the Land. Except as provided in paragraphs 8 and 23.2, the obligations imposed by this Easement shall be effective in perpetuity and shall be deemed to run as a binding servitude with the Property. This Easement shall extend to and be binding upon Grantor and Grantee, their respective successors in interest and all persons hereafter claiming under or through Grantor and Grantee, and the words "Grantor" and "Grantee" when used herein shall include all such persons. Any right, title, or interest herein Granted to Grantee also shall be deemed Granted to each successor and assign of Grantee and each such following successor and assign thereof, and the word "Grantee" shall include all such successors and assigns.

Anything contained herein to the contrary notwithstanding, an owner of the Property shall have no obligation pursuant to this instrument where such owner shall cease to have any ownership interest in the Property by reason of a bona fide transfer. The restrictions, stipulations, and covenants contained in this Easement shall be inserted by Grantor, verbatim or by express reference, in any subsequent deed or other legal instrument by which Grantor divests itself of either the fee simple title to or any lesser estate in the Property or any part thereof, including by way of example and not limitation, a lease of all or a portion of the Property.

21. Assignment. Grantee may convey, assign, or transfer this Easement to a unit of federal, state, or local government or to a similar local, state, or national organization that is a "qualified organization" under Section 170(h) of the Code whose purposes, *inter alia*, are to promote preservation or conservation of historical, cultural, or architectural resources, provided that any such conveyance, assignment, or transfer requires that the Purpose for which the Easement was Granted will continue to be carried out.

22. Recording and Effective Date. Grantee shall do and perform at its own cost all acts necessary to the prompt recording of this instrument in the land records of Louisville, Jefferson County, Kentucky. Grantor and Grantee intend that the restrictions

arising under this Easement take effect on the day and year this instrument is recorded in the land records of Louisville, Jefferson County, Kentucky.

PERCENTAGE INTERESTS; EXTINGUISHMENT

23.1 Percentage Interests. For purposes of allocating proceeds pursuant to paragraphs 23.2 and 23.3, Grantor and Grantee stipulate that as of the date of this Easement, Grantor and Grantee are each vested with real property interests in the Property and that such interests have a stipulated percentage interest in the fair market value of the Property. Said percentage interests shall be determined by the ratio of the value of the Easement on the effective date of this Easement to the value of the Property, without deduction for the value of the Easement, on the effective date of this Easement. The values on the effective date of the Easement shall be those values used to calculate the deduction for federal income tax purposes allowable by reason of this Grant, pursuant to Section 170(h) of the Code. The parties shall include the ratio of those values with the Baseline Documentation (on file with Grantor and Grantee) and shall amend such values, if necessary, to reflect any final determination thereof by the Internal Revenue Service or court of competent jurisdiction. For purposes of this paragraph, the ratio of the value of the Easement to the value of the Property unencumbered by the Easement shall remain constant, and the percentage interests of Grantor and Grantee in the fair market value of the Property thereby determinable shall remain constant, except that the value of any improvements made by Grantor after the effective date of this Easement is reserved to Grantor.

23.2 Extinguishment. Grantor and Grantee hereby recognize that circumstances may arise that may make impossible the continued ownership or use of the Property in a manner consistent with the Purpose of this Easement and necessitate extinguishment of the Easement. Such circumstances may include, but are not limited to, partial or total destruction of the Building resulting from casualty. Extinguishment must be the result of a judicial proceeding in a court of competent jurisdiction. Unless otherwise required by applicable law at the time, in the event of any sale of all or a portion of the Property (or any other property received in connection with an exchange or involuntary conversion of the Property) after such termination or extinguishment, and after the satisfaction of prior claims and any costs or expenses associated with such sale, Grantor and Grantee shall share in any net proceeds resulting from such sale in accordance with their respective percentage interests in the fair market value of the Property, as such interests are determined under the provisions of paragraph 23.1, adjusted, if necessary, to reflect a partial termination or extinguishment of this Easement. All such proceeds received by Grantee shall be used by Grantee in a manner consistent with Grantee's primary purposes. Net proceeds shall also include, without limitation, net insurance proceeds.

In the event of extinguishment, the provisions of this paragraph shall survive extinguishment and shall constitute a lien on the Property with the same effect and priority as a mechanic's lien, except that such lien shall not jeopardize the priority of any recorded lien of mortgage or deed of trust given in connection with a promissory note secured by the Property.

23.3 Condemnation. If all or any part of the property is taken under the power of eminent domain by public, corporate, or other authority, or otherwise acquired by such authority through a purchase in lieu of a taking, Grantor and Grantee shall join in appropriate proceedings at the time of such taking to recover the full value of those interests in the Property that are subject to the taking and all incidental and direct damages resulting from the taking. After the satisfaction of prior claims and net of expenses reasonably incurred by Grantor and Grantee in connection with such taking, Grantor and Grantee shall be respectively entitled to compensation from the balance of the recovered proceeds in conformity with the provisions of paragraphs 23.1 and 23.2 unless otherwise provided by law.

INTERPRETATION

24. Interpretation. The following provisions shall govern the effectiveness, interpretation, and duration of the Easement.

(a) Any rule of strict construction designed to limit the breadth of restrictions on alienation or use of Property shall not apply in the construction or interpretation of this Easement, and this instrument shall be interpreted broadly to effect its Purpose and the transfer of rights and the restrictions on use herein contained.

(b) This instrument may be executed in two counterparts, one of which may be retained by Grantor and the other, after recording, to be retained by Grantee. In the event of any disparity between the counterparts produced, the recorded counterpart shall in all cases govern.

(c) This instrument is made pursuant to the Act, but the invalidity of such Act or any part thereof shall not affect the validity and enforceability of this Easement according to its terms, it being the intent of the parties to agree and to bind themselves, their successors, and their assigns in perpetuity to each term of this instrument whether this instrument be enforceable by reason of any statute, common law, or private agreement in existence either now or hereafter. The invalidity or unenforceability of any provision of this instrument shall not affect the validity or enforceability of any other provision of this instrument or any ancillary or supplementary agreement relating to the subject matter thereof.

(d) Nothing contained herein shall be interpreted to authorize or permit Grantor to violate any ordinance or regulation relating to building materials, construction methods, or use. In the event of any conflict between any such ordinance or regulation and the terms hereof, Grantor promptly shall notify Grantee of such conflict and shall cooperate with Grantee and the applicable governmental entity to accommodate the purposes of both this Easement and such ordinance or regulation.

(e) To the extent that Grantor owns or is entitled to development rights which may exist now or at some time hereafter by reason of the fact that under any applicable zoning or similar ordinance the Property may be developed to use more intensive (in terms of height, bulk, or other objective criteria related by such ordinances) than the Property is devoted as of the date hereof, such development rights shall not be exercisable on, above, or below the Property during the term of the Easement, nor shall they be transferred to

any adjacent parcel and exercised in a manner that would interfere with the Purpose of the Easement.

(f) To the extent that any action taken by Grantee pursuant to this Easement gives rise to a claim of breach of contract, Grantor and Grantee agree that the sole remedy on the part of Grantor shall be reimbursement of actual direct out-of-pocket expenses reasonably incurred by Grantor as a result of such breach and that Grantor shall not have any right to indirect, consequential or monetary damages in excess of such actual direct out-of-pocket expenses.

AMENDMENT

25. **Amendment.** If circumstances arise under which an amendment to or modification of this Easement would be appropriate, Grantor and Grantee may by mutual written agreement jointly amend this Easement, provided that no amendment shall be made that will adversely affect the qualification of this Easement or the status of Grantee under any applicable laws, including Sections 170(h) and 501(c)(3) of the Code and the laws of the State of Kentucky. Any such amendment shall be consistent with the protection of the conservation and preservation values of the Property and the Purpose of this Easement; shall not affect its perpetual duration; shall not permit additional commercial development on the Property other than the commercial development permitted by this Easement on its effective date; shall not permit any private inurement to any person or entity; and shall not adversely impact the overall architectural, historic, natural habitat, and open space values protected by this Easement. Any such amendment shall be recorded in the land records of Louisville, Jefferson County, Kentucky. Nothing in this paragraph shall require Grantor or Grant to agree to any amendment or to consult or negotiate regarding any amendment.

THIS EASEMENT reflects the entire agreement of Grantor and Grantee. Any prior or simultaneous correspondence, understandings, agreements, and representations are null and void upon execution hereof, unless set out in this instrument.

TO HAVE AND TO HOLD, the said Preservation and Conservation Easement, unto the said Grantee and its successors and permitted assigns forever. This **DEED OF PRESERVATION AND CONSERVATION EASEMENT** may be executed in two counterparts and by each party on a separate counterpart, each of which when so executed and delivered shall be an original, but both of which together shall constitute one instrument.

IN WITNESS WHEREOF, Grantor and Grantee have set their hands under seal on the days and year set forth below.

WITNESS:

ATTEST:

By: _____

GRANTOR:

(date)

GRANTEE:

Jefferson County Environmental
Trust

By: Jane Doe
Its President (date)

[Notarization]

MORTGAGE SUBORDINATION

26. Subordination of Mortgage. At the time of the conveyance of this Easement, the Property is subject to a Mortgage/Deed of Trust dated _____, recorded in the Land Records of Jefferson County at Book/Liber 5252, Page/Folio 778 (hereinafter “the Mortgage”/“the Deed of Trust”) held by ABC Bank (hereinafter, “Mortgagee”/“Lender”). The Mortgagee/Lender joins in the execution of this Easement to evidence its agreement to subordinate the Mortgage/the Deed of Trust to this Easement under the following conditions and stipulations:

(a) The Mortgagee/Lender and its assignees shall have a prior claim to all insurance proceeds as a result of any casualty, hazard, or accident occurring to or about the Property and all proceeds of condemnation proceedings, and shall be entitled to same in preference to Grantee until the Mortgage/the Deed of Trust is paid off and discharged, notwithstanding that the Mortgage/the Deed of Trust is subordinate in priority to the Easement.

(b) If the Mortgagee/Lender receives an assignment of the leases, rents, and profits of the Property as security or additional security for the loan secured by the Mortgage/Deed of Trust, then the Mortgagee/Lender shall have a prior claim to the leases, rents, and profits of the Property and shall be entitled to receive same in preference to Grantee until the Mortgagee's/Lender's debt is paid off or otherwise satisfied, notwithstanding that the Mortgage/Deed of Trust is subordinate in priority to the Easement.

(c) The Mortgagee/Lender or purchaser in foreclosure shall have no obligation, debt, or liability under the Easement until the Mortgagee/Lender or a purchaser in foreclosure under it obtains ownership of the Property. In the event of foreclosure or deed in lieu of foreclosure, the Easement is not extinguished.

(d) Nothing contained in this paragraph or in this Easement shall be construed to give any Mortgagee/Lender the right to violate the terms of this Easement or to extinguish this Easement by taking title to the Property by foreclosure or otherwise.

[Signatures]

SCHEDULE OF EXHIBITS

A. Property Description

Block 14F, Lot 120 being in the City of Louisville, Jefferson County, Kentucky and recorded in Deed Book 5252, Page 778 and located at 1718 West Jefferson Street.

B. Baseline Documentation

- 1) Site map showing the property within its historic context
- 2) Contemporary photographs of: all four sides of the building including its rear addition; building streetscape view; and any significant interior features
- 3) Aerial photo showing building's surrounding context

ENDNOTES

CHAPTER II

¹ *Libraries and Lotteries*. (Cynthiana, Kentucky: Hobson Press, 1944), p. 83.

² Ibid.

³ Donald E. Oehlerts, *Books and Blueprints: Building America's Public Libraries*. Westport, Connecticut: Greenwood Press, 1991., p.63.

⁴ *Libraries and Lotteries*, p. 87.

⁵ Ibid.

⁶ Annual Report of the Louisville Free Public library System: 1913-4. Appendix D, Expenditure of Carnegie and other Funds for Libraries.

⁷ Oeherts. p. 55. The author analyzed the cost of construction per square foot of the 24 largest public library systems in the United States (taking into consideration expenses related to site, construction, equipment and furnishings) built between the years 1894 and 1918.

⁸ John E. Kleber. *Encyclopedia of Louisville*. (Louisville, Kentucky: University of Kentucky Press),.p. 160-1.

⁹ *Libraries and Lotteries*., p. 90.

¹⁰ Ibid.

¹¹ The firm of Frederick Law Olmsted and Associates was well connected with Louisville's monied elite, having designed Louisville's extensive park system in the 1990s. The park system commission was followed by landscape design plans for numerous subdivisions, businesses, institutions, private estates, and clubs.

¹² *Libraries and Lotteries.*, p.113-114.

¹³ Ibid., p. 118. Western was located in close proximity to two of Louisville's largest schools for African Americans and was also near Beecher Terrace, a racially segregated housing project, built in 1940.

¹⁴ Carl Kramer, *Louisville's Olmstedian Legacy: An Interpretive Analysis and Documentary Inventory* (Louisville: Louisville Friends of Olmsted Park, 1988), preface.

¹⁵ According to the *Louisville Encyclopedia*, Western Cemetery, established in 1830, was the city's second burial ground. It officially closed in 1893 and numerous human remains were allegedly relocated at that time to other local cemeteries. However, an archaeological investigation embarked upon in the mid 1990s by University of Louisville archaeologist Phillip DiBlasi (while under contract with the Louisville Community Design Center) revealed that numerous human remains still exist beneath the earth. The quadrant of the cemetery upon which the Jefferson branch was constructed, is marked on early maps as the "African Section". Because the Jefferson Branch building was under private, not public ownership, at the time the archaeological examination occurred, access to the site upon which the Jefferson branch was built, was not gained. Therefore it is not known if the library branch was built upon human remains.

According to Theodore Jones, construction of Carnegie library buildings in public cemeteries was not an unusual occurrence. In his book, *Carnegie Libraries Across America: A Public Legacy* the author remarks that Carnegie libraries were built in cemeteries in Shelbyville, Kentucky and in Connersville, Pennsylvania. In Shelbyville, a church surrounded by a cemetery was destroyed by fire and the library was built on its site, surrounded by visible gravestones. In Connersville, the municipality condemned the cemetery, exhumed the bodies and built their library on the site.

¹⁶ Limited competitions, in which local firms were invited to compete against several invited national firms, also occurred in Providence, San Francisco, Indianapolis, St. Louis, Wilmington, and Cleveland [Donald E. Oeherts. *Books and Blueprints: Building America's Libraries.* p.97]

¹⁷ National Register of Historic Places nomination form, Main Branch of the Louisville Free Public Library, listed March 27, 1980.

¹⁸ *Libraries and Lotteries.*, p. 90.

¹⁹ Theodore Jones, *Carnegie Libraries Across America: A Public Legacy* (New York: John Wiley and Sons, Inc., 1997), p. 57.

²⁰ Abigail Van Slyke, *Free to All: Carnegie Libraries and American Culture* (Chicago: University of Chicago press, 1995), p. 25.

²¹ *Ibid.*, p. 83.

²² The 1906 subscription business directory for *Young and Company's Business and Professional Directory of the Cities and Towns of Kentucky* lists twenty-two architects in Louisville and vicinity. Julian Oberwarth et al, *The History of Architecture in Kentucky* (Louisville: Gateway Press, Inc., 1987), appendix.

²³ It is likely that in addition, Pilcher and Tachau were registered in New York. Others in the Louisville pool of architects may have died before the registration law took effect.

²⁴ C. Julian Oberwarth, FAIA's *A History of the Profession of Architecture in Kentucky* (p128), indicates that architectural registration by examination "...was the principal instrument of authority...and [was] the only reliable means of quality control." Oberwarth explains that "The Board's intention has been to make the examination text and format such that all qualified men would pass and be licensed, and that unqualified men would not."

²⁵ Kleber, p. 160-1.

²⁶ Kramer, p. 23.

²⁷ *Louisville's Olmstedian Legacy: An Interpretive Analysis and Documentary Inventory* by historian Karl Kramer, Ph.D. verifies the Olmsted firm's involvement only with the

Main Library and the Shelby Park branch. Further research is needed to ascertain landscape involvement by architects associated with other branch libraries in the Louisville Free Public Library system.

²⁸ In an effort to avoid the political ramifications of imposing design restrictions on private individuals, the alderman's request for designation of Louisville's Carnegie-owned libraries only included those library buildings that were city-owned. The Jefferson Branch is privately owned.

CHAPTER III

¹ Annual Report of the Board of Directors of the Public Library of Cincinnati, for the year ending June 30, 1902, p. 9

² Ibid.

³ State of Ohio, House Bill Number 1024.

⁴ Cincinnati Annual Report, 1904.

⁵ Annual Report of the Board of Directors of the Public Library of Cincinnati, for the year ending June 30, 1916, p. 14.

⁶ The cost of construction stated for each of Cincinnati's Carnegie libraries includes the cost of the lot, building, and furnishings. Annual reports do specify building costs exclusive of lots and furnishings.

⁷ John Fleishman, e-mail to the author, 19 April, 2002.

⁸ Typed Manuscript, Walter Langsam, *A Biographical Dictionary of Architects Who Worked in the Greater Cincinnati Area Before World War II.*, p. 4-5.

⁹ Lansam, p. 50-51.

¹⁰ Ibid, p. 100.

¹¹ Ibid, p. 71-72.

¹² Jones, p. 59.

¹³ Cincinnati's Gothic Revival style West End Branch, which closed in 1947, was eventually sold to someone in the private sector and later demolished to make way for a circa 1960s gas station.

Twelve years later another neighborhood branch was sold out of the Cincinnati library system. In 1959, with the surrounding neighborhood "in steep decline at mid-century"¹³ the East End Branch was also sold, but rather than being demolished to accommodate a new use, the building was used first by the Fraternal Order of Police and later as a Veteran of Foreign Wars meeting hall. By 1993 the former library building was purchased by neighborhood activists and eventually renovated for use as a community center.

Despite the fact that the Tilton-designed Hyde Park branch continues to be used as a neighborhood library, it has been severely and unsympathetically altered. In 1970-1, the library was renovated to increase efficiency. In the process, the capacity of the collection was increased ten-fold. However, during the renovation, the once architecturally distinct Renaissance Revival style building's tile roof line was changed from hipped to side gabled, the striking pedimented roof dormer was removed, the front half of the building was veneered with new brick, the dentils along the cornice were obliterated, windows and doors were removed and replaced, and a columned portico, vaguely reminiscent of George Washington's home, Mt. Vernon, was added to "enhance" the façade. All that hints of the building's former appearance is toward the rear where no veneer was applied.

¹⁴ Adrienne Cowden, e-mail to the author 11 April, 2002.

¹⁵ The City of Louisville Historic Landmarks and Preservation Districts Commission acted upon the alderman's request to locally designate the city-owned libraries as landmarks and could do so as the property owner as provided for under the Ordinance. The owners did not request local Landmark designation of the privately owned Jefferson branch, perhaps because they believed design review would impede private property

rights. The Landmarks Commission staff, however, structured the Local Landmark designation report in a thematic fashion that addresses the historic and architectural importance of all nine Louisville Carnegie Libraries, so that, in the event the Jefferson branch owners wish to request designation the Commission may do so expeditiously.

¹⁶ While the Main Library building is in the Core-Broadway Design Review Overlay District, the building's local landmark status provides a greater level of design review and protection.

¹⁷ City of Cincinnati Ordinance 1459-100.

¹⁸ The circulation desk at the Norwood Branch has been replaced with new furnishings.

¹⁹ Park, Preservation Briefs #31: Mothballing Historic Buildings (Washington D.C.: National Park Service, 1993), p. 6.

²⁰ Weeks, Preservation Briefs #14: New Exterior Additions to historic Buildings, (Washington D.C.: National Park Service, 1986), p. 1.

²¹ Cincinnati Inquirer, 1990.

CHAPTER IV

¹ Lonn Frye, "Carnegie Libraries: Restoration and Expansion", p. 1.

² Jones, p. 105.

³ Frye, p. 1.

⁴ Jones, p. 15-6.

⁵ Ibid, p. 3.

⁶ Ibid., p 3.

⁷ Ibid., p.3.

⁸ Although Bobinski describes the characteristics of both the wholesale and retail periods of Carnegie library philanthropy, he does not explain the two-year gap of time (1896 to 1898) between the two distinct periods.

⁹ Gregory S. Bobinski, *Carnegie Libraries: Their History and Impact on American Public Library Development* (Chicago: American Library Association, 1969), p. 13.

¹⁰ David Kaser, *The Evolution of the American Academic Library Building* (Landham, Maryland, Scarecrow Press, 1997), p. 63.

¹¹ Jones, p. 3. The widespread interest in the library program is evident in that Columbia University in New York City, the repository for the Andrew Carnegie archival collection, holds correspondence related to libraries in over sixteen hundred American communities, dating from the 1890s up to the 1940s.

¹² Ibid., p. 19.

¹³ Ibid., p. 43.

¹⁴ Ibid., p. 45.

¹⁵ Bobinski, p. 40.

¹⁶ Ibid., p. 17.

¹⁷ Ibid., p.

¹⁸ Ibid., p. 29.

¹⁹ Ibid., p.3.

²⁰ Ibid., p. 25.

²¹ Ibid., p. 26.

²² Ibid., p. 28.

²³ Ibid., p. 28-9.

²⁴ Ibid., p. 54.

²⁵ Ibid., p. 57.

²⁶ Ibid., p. 53.

²⁷ Ibid., p. 54.

²⁸ Ibid., p. 61.

²⁹ Ibid., p. 62.

³⁰ Ibid., p. 67

³¹ Ibid., p. 67.

³² Ibid., p. 73.

³³ As noted earlier, Tilton designed two branch library buildings in Cincinnati. Bertram's approval of Tilton's design may have played a role in Cincinnati's selection of Tilton as architect.

³⁴ Both Bertram and Carnegie were advocates of simplified spelling techniques and used them frequently.

³⁵ Before mailing the brochure out to interested communities Bertram sought the advice of known "Carnegie Library" architects for feedback.

³⁶ Oehlerts, p. 64.

³⁷ Jones, p. 69.

³⁸ Ibid., p. 76.

³⁹ Although Carnegie had already given away \$180 million he still had another \$180 million in his bank account.

⁴⁰ Jones, p. 100.

⁴¹ Ibid., p. 101.

⁴² Ibid., p. 101-102.

⁴³ Jones writes "The plans of Carnegie's important trustees were obvious from their refusal to relinquish funds for English libraries and organs [one of Carnegie's many favored philanthropic projects], in their hiring of an economist to critique the library program [Johnson himself remarked that a library administrator would be better suited to the job], and in the contract they sent him, which, in effect, asked him to judge if Carnegie's public libraries fit the foundation's mission." Jones, p. 102.

⁴⁴ Ibid., p. 99, 102-103.

⁴⁵ Ibid., p. 202.

⁴⁶ Carnegie encouraged secondary access into library buildings as a means by which factory workers, dirty from work at their respective jobs, could discretely enter the library without being embarrassed or inhibited by their “unkempt” appearance.

⁴⁷ Ibid., p. 202.

⁴⁸ Ibid., 95-99.

⁴⁹ Ibid., p. 106.

⁵⁰ Ibid., p. 107

⁵¹ Ibid., p. 107.

⁵² Preservation Brief 17: Architectural Character: Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving Their Character.

⁵³ *Secretary of the Interior’s Standards: Building Interior: Spaces, Features and Finishes* and Preservation Brief 18: Rehabilitating Interiors in Historic Buildings: Identifying and Preserving Character-defining Elements.

⁵⁴ Frye, p 2.

⁵⁵ Ibid., p. 2.

⁵⁶ Ibid., p. 3.

⁵⁷ Ibid., p. 5.

⁵⁸ Ibid., p. 11, 13.

⁵⁹ Ibid., p. 13.

⁶⁰ The Secretary of the Interior's Standards for Rehabilitation & Illustrated Guidelines for Rehabilitating Historic Buildings, Introduction to Standards, p. v.

⁶¹ Ibid.

⁶² Courier-Journal, Section D, p. 1, April 7, 2002, William Garner and Craig Buhod.

⁶³ Spring Brown e-mail to the author, 29 April, 2002.

⁶⁴ Garner, Buhod.

⁶⁵ Garner, Buhod.

⁶⁶ See Chapter V for a detailed discussion of protective measures, including Local Landmark designation, and how they have been applied to Louisville's Carnegie library buildings.

⁶⁷ Elson, Courier Journal: Neighborhoods section, East End, Page 1, 25 March, 1992.

⁶⁸ Ibid.

⁶⁹ Ibid., p.3.

⁷⁰ No author, Courier-Journal, Neighborhoods/East End, 5 January, 1994.

⁷¹ Ibid.

⁷² Agreement for the Purchase and Sale of Real Estate, July 14, 1995.

⁷³ Louisville's Carnegie libraries addressed in the report include the Main, Crescent Hill, Portland, and Western branches.

⁷⁴ Greg Olympia, Luckett and Farley Project manager, to Greg Buthod, Director of the Louisville Free Public library, cover letter, November 23, 1999.

⁷⁵ It should be noted that in 1999 when the report was written, all properties were listed in the National Register, but only two were Locally designated or in Landmark Districts. Local Landmark designation for City-owned Carnegie libraries would not occur until November of 2001.

⁷⁶ Luckett and Farley report, p. 5.

⁷⁷ In August of 2001, the eighth edition of the *Kentucky Building Code* (KBC) was adopted by the Kentucky Board of Housing, Buildings, and Construction. In effect in 2002, the code contains information adapted from the *2000 International Building Code*, which was in turn adapted from The Building Officials and Code Administrators International, Inc., (BOCA). It is, in essence, the *2000 International Building Code*, amended to address public health, safety, and welfare issues as applied to the Commonwealth of Kentucky. It applies to all "buildings to be constructed, altered, or remodeled."

⁷⁸ Education of key local building code enforcement officers is also essential as they can serve as advocates for reasonable changes to historic structures. One ex officio appointment to the City of Louisville Landmarks Commission is the Director of the City's Department of Inspections, Permits, and Licenses. This individual plays a pivotal role in evaluating code compliance and the available trade-offs related to historic properties.

⁷⁹ It is interesting to note that the Commonwealth of Kentucky did not adopt a uniform building code until after the catastrophic 1977 Beverly Hills Supper Club (night club) fire in Southgate, Kentucky. According the *Encyclopedia of Kentucky*, 165 people, unable to properly exit a building on fire, lost their lives. The cause of the fire was attributed to "faulty wiring, improper insulation, and the absence of a sprinkler system." The *Encyclopedia* notes, "Only the 1942 Coconut Grove fire in Boston, which killed 491, was a worse nightclub disaster."

⁸⁰ One of the tools the LFPL has to assist in proper stewardship of Carnegie Libraries is a good collection of written and graphic records. For instance, floor plans for many Carnegie Library buildings are readily available. Annual Reports of the Louisville Free Public Library also provide a useful record of what decisions were made, why, and at what cost. These annual reports, which were first published in 1902, give not only floor plans for each branch, but also exterior and interior photographs as well. Negatives have been made of many of these photos and are now properly cared for by the staff of the University of Louisville Photographic Archives. Recently, a vast number of circa 1900 photographs of the Main Branch under construction were uncovered. They were taken by personnel of an insurance company who wished to record the on-going construction progress so that, in the event of a claim, they would not have to pay for more than had been constructed. As a result, black and white photos, which were taken weekly during construction, are now available for research purposes.

CHAPTER V

¹ Christopher J. Duerksen, *A Handbook on Preservation Law*, (Washington D.C.: The Conservation Foundation and the National Center for Preservation Law, 1983) p. 143.

² Janet Diehl and Thomas S. Barnett. *The Conservation Easement Handbook*, (Washington D.C.: The Land Trust Alliance, 1988) p. 7.

³ Samuel N. Stokes, A. Elizabeth Watson, and Shelly S. Mastrand. *Saving America's Countryside*, 2nd edition, (Baltimore: Johns Hopkins Press, 1989). p. 224.

⁴ Stokes et al, p. 224.

⁵ Diehl and Barnett, p.6.

⁶ Stokes et al, p. 224.

⁷ Diehl and Barnett, p. 7.

⁸ Stokes et al, p. 225.

⁹ Diehl and Barnett, p.6.

¹⁰ Ibid.

¹¹ Ibid., p. 64.

¹² Stokes et al., p. 225.

¹³ Diehl and Barnett, p. 51.

¹⁴ Ibid. p. 9.

¹⁵ Ibid. p. 8.

¹⁶ Ibid., p. 7.

¹⁷ Ibid., p. 6.

¹⁸ Kentucky Revised Statute 65.466

¹⁹ Correspondence from Ann S. Hassett to J. Michael Brown, 2 July, 1988 and Kentucky Revised Statutes 65.410 et. seg.

²⁰ The City of Louisville and Jefferson County will merge into one unified metro-area government in January of 2003. Their respective Historic Landmarks and Preservation Districts offices will merge duties and functions as well.

²¹ Jefferson County Planning and Development Services records, January 2002.

²² Conservation Easement Holding Program Policies of the Jefferson County Environmental Trust, Adopted, 1999.

²³ Jefferson County Environmental Trust By-laws.

²⁴ Because Louisville's City-owned Carnegie Libraries were only recently designated thematically as local landmarks, not all have been through the design review process as of this writing.

²⁵ *The American Mosaic: Preserving a Nation's Heritage*, p. 212-213.

CHAPTER VI

¹ Jones p. 2-4.

² Jones, p. 105.

³ Jones, p. 105.

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