IV. CONSERVING GEORGIA'S CARNEGIE LIBRARIES.

Renovation, Rehabilitation, and Restoration.

There are three different levels of intervention that can be applied in preserving Carnegie libraries. These levels are defined by words that are sometimes misused by many involved in decisions that change Carnegie libraries. *Renovation* describes changes to a building that involve extensive changes to the original form and the removal of many—if not most—of its historic features; indeed, "renovation" of many Carnegie libraries in Georgia involves insensitive treatments of historic materials, even their wholesale removal. *Rehabilitation* involves updating a historic building—perhaps for a new use—and usually follows Federal standards in order to qualify for an Investment Tax Credit (ITC). Rehabilitation projects typically retain many historic features and materials in facilitating a new use. *Restoration* projects retain all existing historic materials and features, "include the re-creation of the original architectural elements,"100 and return the building to its original character. However, restoration may involve changing the historic use of a building.

The appropriate type of preservation intervention for Georgia's Carnegie libraries depends on an individual building's historic significance, its current or expected use, and its physical condition—including the extent of previous changes and alterations. The ideal treatment for Georgia's Carnegie libraries is one that retains the most historic materials and allows for the building's continued use as a library—thus falling between the strict definitions of a rehabilitation and restoration project. It is conceivable that a Carnegie library, having undergone an earlier renovation, could be part of a restoration project,

where the original character of the library could be recovered and its original use continued. The words renovation, rehabilitation and restoration should be used to refer to physical changes that relate to the amount of historic materials and features retained or removed from Carnegie libraries. The Carnegie library's intended or future use serves to qualify these types of projects.

Historic preservation professionals typically have areas of special interest such as architectural history, planning, landscape architecture, architecture, or archeology. Some historic preservation professionals specialize in treatments associated with a trade like masonry, roofing, or restoration of wood floors. Regardless of the specialty, historic preservationists adhere to established professional standards. In the United States, the backbone for historic preservation practices are the Secretary of the Interior's Standards for Rehabilitation. These Standards, published by the National Park Service, include ten requirements for rehabilitation projects. They serve a theoretical function, including ideal treatments that should be applied to historic resources during a rehabilitation project. For library boards and officials making decisions on Carnegie libraries, the standards should be considered in every type of rehabilitation project—from the design of a new addition to cleaning exterior masonry. It is also important that commissioned architects or hired contractors are familiar with the standards, or at least realize their intent.

It is instructive to use the standards in assessing the quality and acceptability of completed projects, thus promoting an increased awareness for historic preservation techniques and methods. One may, in fact, judge other projects using the ten standards. The standards encourage a close examination of a building's inclusive materials and features. For example, Standard Five reads: "Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved." This standard is helpful in understanding the significance of

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102 Ibid.
Georgia's Carnegie libraries, because many contain such "distinctive features" as a central delivery desk or a skylight.

"Guidelines For Rehabilitating Historic Buildings" are also published by the National Park Service and "are intended to assist in applying the Standards to projects generally." This103 These guidelines include a hierarchical outline that is intended to help guide rehabilitation projects. The outline suggest four levels: (1) Identify, Retain, and Preserve; (2) Protect and Maintain; (3) Repair; and (4) Replace. As is the case with many National Park Service publications, the language used to define terms is not always clear and precise. However, the Standards do provide useful overviews that can be interpreted in familiar terms and applied to Georgia's Carnegie libraries. The National Park Service has improved the original Guidelines by publishing Illustrated Guidelines for Rehabilitating Historic Buildings in 1992 to help "enhance [the] overall understanding of basic preservation principles." This104 The Illustrated Guidelines attempt to clarify, through photographs and sketches, the guidelines for rehabilitation.

The first procedure that should guide the rehabilitation of any Carnegie library is identification. Identification includes recognizing and realizing features, elements, or materials that are important to a building's character. These components may be extant or discovered through documentation (i.e., photographs or written accounts). For Georgia's Carnegie libraries, these exterior features may include the front portico and its classical columns, window sashes, bookcases, desks, light fixtures, or doors. Identification is especially relevant to interior elements and features that define the character of Carnegie libraries. Oak desks, pocket doors, original bookcases, light fixtures, and wainscoting are all important historical features associated with Carnegie libraries.

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103 National Park Service, 8.
Once important architectural materials are identified, they should be protected and maintained. Protecting and maintaining primarily involves preventative measures that retard physical deterioration—often caused by time and natural elements. A maintenance plan, prepared by a qualified professional, should outline procedures and practices that will "protect and maintain." However, basic and regular maintenance is often the best protection, as the Savannah Branch library attests.

If features are damaged or deteriorated, they should be repaired. Original features represent pieces of historical evidence that together make a Carnegie library significant. When an individual feature or features are replaced and removed, the building's historic integrity is diminished. More simply, a Carnegie library is a collection of historic materials; as individual materials are removed, the building loses its collective history or significance. For that reason, the procedure, "repair rather than replace" should be applied to rehabilitation and restoration projects rather than the more common "replace existing."

Sometimes historic building materials must be replaced "because the level of deterioration or damage of materials precludes repair."105 All Carnegie libraries in Georgia are of masonry construction so exterior materials rarely require replacement. Replacement may include decorative features exposed to excessive moisture, such as cornices, that are located in saturation zones—or areas that go through constant wetting and drying cycles. A cornice, for example, should be replaced with similar materials and using a design based on the original. Historic photographs and postcards exist for all Georgia's Carnegie libraries, providing documentation to guide a replacement's design.

For Georgia's Carnegie libraries, there are five areas that typically receive rehabilitation or restoration efforts. These areas include a library's exterior, interior, building site/historic landscape, new additions, and projects to achieve compliance with the Americans With Disabilities Act (ADA). Examining individual Carnegie libraries

105 National Park Service, 9.
from the perspective of these five areas yields new ideas on rehabilitation and restoration techniques that will assist projects.

Exteriors

All Georgia's Carnegie libraries are of masonry construction—brick, sandstone, limestone, or granite. These building materials are relatively impervious to deterioration, particularly if roof water is adequately channeled away from the building's foundation and exterior surfaces through proper roofing, guttering, and grading. Cleaning should not be considered as part of the exterior's regular maintenance. The Secretary of the Interior recommends "cleaning masonry only when necessary to halt deterioration or remove heavy soiling." Cleaning is required generally for heavily soiled areas that prevent an inspection of masonry surfaces or cause loss of surface detail. Cleaning Carnegie libraries is not recommended to "create a new appearance" or for aesthetic reasons. Masonry is often inappropriately cleaned for these reasons, threatening exterior, interior and hidden structural materials in the process. Keith Blades, an internationally recognized conservation consultant specializing in masonry, believes "of all the remedial treatments carried out on buildings, cleaning may be considered as the most damaging of processes and the one most usually carried out in a cavalier fashion."

Cleaning methods that include water, abrasion and chemicals are the foe of a Carnegie library's exterior masonry. Treatments that introduce these elements should be avoided or, at the very least, carefully considered and researched by those making repair decisions. Companies that specialize in chemical cleaning typically can not provide information on long-term effects (i.e., between ten to thirty years) of their treatments.

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106National Park Service, 12.
108National Park Service, 12.
109Blades, 12.
Chemical cleaning involves many concerns, such as long-term consequences, effects on safety and health, and impact on adjacent properties and landscape plant materials.\textsuperscript{110} Painting a Carnegie library's exterior masonry is not recommended. If a Carnegie library is already painted, as in the case of the Montezuma Carnegie building, repainting can be undertaken according to the Secretary's guidelines.\textsuperscript{111} For most of Georgia's Carnegie libraries, the exterior's wood features, such as window sashes, door surrounds, and fascia boards are the only areas requiring regular painting. They may be painted by a qualified painter using proper surface preparation techniques, a high quality primer, and finish coats.

In some instances, a masonry building requires repointing, or removing and reapplying mortar to joints between brick or ashlar courses. Mortar deterioration can be caused by weathering. Cracks in mortar and surrounding masonry can be caused by a building's settling or it may indicate other, more serious, structural problems. Most mortars last between fifty and one hundred years,\textsuperscript{112} meaning all Georgia's Carnegie libraries will require repointing in the next fifteen years. Correctly repointing historic masonry can be a science in itself. The original mortar should be matched—in color and texture—when a new mortar is applied. Some of Georgia's Carnegie libraries were repointed—in limited areas—using dissimilar mortars that included portland cement. These harder mortars cause physical deterioration to surrounding masonry. It is important to seek technical assistance in identifying and specifying the components of historic mortar. Ideally, these mortars should contain large amounts of lime (calcium hydroxide)—as they did prior to the 1940s—and a locally available aggregate that resembles the original in texture and color. In Georgia, bad repointing jobs threaten many historic buildings because of the deterioration they cause. Georgia's Carnegie libraries require an architect or historic preservationist who can perform a mortar analysis and specify correct

\textsuperscript{110} Blades, 12.
\textsuperscript{111} National Park Service, 13.
repointing techniques and mortar components. Otherwise, faulty repointing threatens—by physically damaging—a Carnegie library's masonry.

**Interiors**

One of the most relevant and important features of Georgia's Carnegie libraries is their interior spaces. The interiors are historically important because they were based on James Bertram's "Notes on Library Bildings [sic]." They also provide physical evidence of Carnegie's philanthropic ideals. Many of these features have been removed from Georgia's Carnegie libraries. Eleven Carnegie buildings (forty-five percent) have been significantly altered and have a low level of historic integrity due to renovations. Four Carnegie buildings (sixteen percent) have undergone some form of significant change during rehabilitation projects.

The Secretary's guidelines applies the Standards to interior spaces:

An interior floor plan, the arrangement of spaces, and built-in features and applied finishes may be individually or collectively important in defining the historic character of the building. Thus, their identification, retention, protection, and repair should be given prime consideration in every rehabilitation project and caution exercised in pursuing any plan that would radically change character-defining spaces or obscure, damage or destroy interior features or finishes.¹¹³

Four of Georgia's Carnegie libraries followed the Secretary's guidelines during the rehabilitation projects.

Nine (thirty-eight percent) of Georgia's Carnegie libraries—Amercicus, Athens, Cuthbert, Dublin, Fitzgerald, Montezuma, Pelham, Savannah Branch, and Valdosta—exhibit interior spaces that have had few changes or alterations and closely resemble their

<table>
<thead>
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<th>Level of Intervention</th>
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<tr>
<td>Interior rehabilitation</td>
<td>16%</td>
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<tr>
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<td>1%</td>
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<tr>
<td>No or few interior alterations</td>
<td>38%</td>
</tr>
</tbody>
</table>

¹¹³National Park Service, 37.
original condition. These libraries represent extremely valuable historic resources, because they still contain most of their historic materials. They also offer rare opportunities for restoration projects—mainly involving repair and protection of historic features. Five of these Carnegie buildings—Americus, Athens, Dublin, Montezuma, and Valdosta—have received partial restoration treatments, although none of these buildings is used as a library. Three of the nine buildings, the Cuthbert Carnegie library, the Pelham Carnegie library, and the Savannah Branch Carnegie library—continue to be used as public libraries and are extremely valuable and rare (i.e., thirteen percent in Georgia) historic resources because of their level of integrity and current use.

The Fitzgerald Carnegie building is presently vacant and is vulnerable to future changes that might destroy its historic materials and features. A preliminary examination revealed the library's historic materials and features to be extant. Any future changes to these Carnegie libraries should involve technical assistance from Regional Historic Preservation Planners and State Historic Preservation Officers. Local, community support is equally important in protecting these Carnegie libraries.

**Building Site/ Historic Landscapes**

Like the interiors of Georgia’s Carnegie libraries, many building sites or “the landscape surrounding a historic building and contained within an individual parcel of land” have been altered or changed from their original design. Even more building sites have undergone changes that today appear inappropriate to the building's historic character. In most cases, these changes involved adding features that were not based on the originals. *The Illustrated Guidelines for Rehabilitating Historic Buildings* does not recommend "Adding conjectural landscape features to the site such as period reproduction lamps, fences, fountains, or vegetation that is historically inappropriate, thus creating a false sense of historic development." For most of Georgia’s Carnegie libraries these "inappropriate features" include light standards (both attached and affixed to exterior wall

114Morton, 68.
115Morton, 73.
surfaces), fencing, and new paved areas. Many of these lamps and fences are Colonial Revival in style, and do not reflect the more appropriate Neoclassical or Beaux-Arts style. The admonition to "repair rather than replace" is a warning that should guide any treatment or replacement decision.

When replacement is necessary, the simplest most appropriate treatment is to match the original feature, based on the original. It may also be useful to cross reference Georgia's Carnegie libraries, using ones designed by the same architect--such as the Albany and Montezuma Carnegie buildings--as evidence of original landscape features. A Book of Carnegie Libraries, by Theodore Koch, contains may historic photographs that document materials and features used in Carnegie libraries across the United States. In some of the Carnegie correspondence, reports identify plant materials and describe landscape plans for individual Carnegie libraries. Individual landscape restoration projects may benefit from researching the Carnegie archives.

In the most damaging cases, the entire site has been reconfigured, including the addition of retaining walls, fencing and walkways. In the case of the Cordele and Eatonton Carnegie Library, these additions interrupted the circulation pattern, discouraging and--in one case--preventing public access to the historic entrance. In each of these examples, the changes included the construction of a new addition that provided additional shelving space as well as a new entrance. The Secretary of the Interior's Standard Nine addresses these types of changes: "New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment." The way a Carnegie library is accessed greatly influences the effect of "its environment" and the character of the "property."

\[\text{\textsuperscript{116}}\text{Morton, vii.}\]
A Carnegie library's site and its setting are as symbolic as a Carnegie's Ionic columns and classical portico. They generally include small, functional sites and settings that are intended to facilitate reading and the learning it involves. Treatments to historic landscapes should follow the same procedures as for the buildings: identification, retaining, and preserving. A Carnegie's building site and setting contain historic materials that contribute to its character and historic significance. That significance is lost as materials or features are replaced or destroyed, and the library's aesthetic qualities are similarly sacrificed.

New Additions (exterior).

Exterior additions have been added to nine (thirty-six percent) of Georgia's twenty-five Carnegie libraries. Over one-half of these additions failed to follow Standard Nine, adding incompatible spaces (i.e., in their "massing, size, and scale") to the historic library: These five additions included expansions that also conflict with standard ten, including permanent alterations: "New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and
integrity of the historic property and its environment would be unimpaired." The removal and destruction of historic walls to accommodate a new addition violates Standard Ten, because the addition permanently affects the building's historic integrity. The Cordele Carnegie library is a good example of a common problem and a good solution. Its location in a downtown area placed expandable space at a premium. The new addition complies with Standard Nine in its compatibility in terms of massing, size, and scale to the historic Carnegie library in its lateral extension. The elevation is similar to the Carnegie library and the addition "makes clear what is historic and what is new" in its use of building materials. It is important not to match a new addition to a Carnegie library, allowing confusion as to the historic and non-historic sections.

The Albany, Cordele, Eatonton and Lavonia Carnegie buildings are good examples of additions attached to the rear portion of the building. Rear additions are more common (all but one in Georgia) and are recommended by the Secretary of the Interior. All of these additions follow the same scale and size as the historic building on the rear portion of the facade, thus preserving buildings' visual character. These Carnegie buildings serve as examples, and perhaps models, for other Carnegie libraries planning new additions.

The Americans with Disabilities Act (ADA).

Passed in 1990, The Americans with Disabilities Act (ADA) mandates that all buildings and facilities open to the public must be made accessible to the physically disabled. This federal law includes historic buildings. For Carnegie libraries, compliance with ADA requirements can be expensive, problematic, and threatening to a library's historic features and materials.

A Carnegie library's design complicates accessibility, particularly in their typically raised front entrances which often provides the only access. Smaller Carnegie branches

117 Morton, vii.
118 Morton, 91.
119 Morton, 91.
are limited in their lot sizes, often prohibiting a long ramped entrance. For most Carnegie libraries, an exterior lift represents the obvious choice for providing access to the library's interior. Lifts are expensive, often costing twenty thousand dollars\textsuperscript{120} for their purchase and installation in a Carnegie library. They also require continual maintenance and preclude access when mechanical failures and downtime occur.

Two of Georgia's Carnegie libraries have ramps that are sensitive in their visual and physical treatment to the building's historic materials and features. The Savannah Main Carnegie library benefited from having an original lateral entrance that provided access to the children's room. A ramp was constructed on the exterior that does not mask exterior features and accesses the first floor. The Albany Carnegie building has a side ramp that was included in the library's rehabilitation. It is an excellent example of complying with ADA requirements and sensitively treating historic materials, particularly landscape features.

\textsuperscript{120}Architect Michael Molinaro of Chicago, interview by author, 13 April 1994, Chicago, notation, by telephone.
For most Carnegie libraries, problems are encountered in complying with ADA requirements when the building has an elevated (i.e., more than three or four steps) main entrance and there exists only one point of access. Many accessibility problems have been solved during rehabilitation projects, especially in the construction of a new addition and "the best time to assure accessibility in a way that blends harmoniously with a building is while planning expansion."\textsuperscript{121} For smaller libraries that have only one raised entrance, accessibility may be best solved through alternative measures, such as providing access to the raised basement level. In some cases, access is accomplished by simply sloping thresholds or providing ramps that cover three or four steps.

It is also likely that as demand increases for accessibility solutions, the marketplace will offer devices and equipment that may assist in ADA compliance. As with every treatment to historic buildings, accessibility solutions that do not alter or destroy historic materials--such as the portico's projecting podium--are advised. Accessibility solutions do not have to be complex or expensive, but they must allow access.

\textbf{Continued Use/Financial Assistance.}

The best and most appropriate use for any historic building is that for which it was originally intended. Georgia's Carnegie libraries are frequently abandoned for new facilities that offer more shelving and parking space. Budgets typically preclude retaining both the Carnegie building and constructing a new facility. Savannah is one exception, where the City plans to continue using their Carnegie building and build a new facility.

The costs of new construction weighed against rehabilitation and expansion of a Carnegie library are usually the determining factor. A new building's spanking appearance typically transgresses a Carnegie's history or historic significance. Rehabilitating and expanding an existing Carnegie library can be cost effective, as in the case of a Missouri Carnegie library that opted for rehabilitation instead of new construction--saving one

hundred and twenty thousand dollars. A Carnegie library's historic significance should be included in the "retain or abandon" equation. The value of a Carnegie library's building materials are also relevant, particularly when juxtaposed against the costs of new construction: "Many architects don't realize what a treasure a Carnegie library is until they attempt to recreate such splendor with sheets of drywall and acoustical ceiling tile." Regional library systems in Georgia encourage consolidating smaller branches into centralized facilities to decrease operating costs, causing Carnegie libraries to be abandoned. Communities like Lavonia, Georgia, face a dilemma between retaining the historic Carnegie library and the prospect of a new facility that serves an entire county.

In Georgia, the state offers grant monies for the construction of library facilities, called "public library capital outlay grants." These grants must be used for two types of construction: (1) the construction of a new library facility; or (2) "to construct additions and/or to fund renovations to an existing library." The second use offers a source of funding for expanding and rehabilitating Carnegie libraries if they are, at the time of the grant's application, occupied and used as libraries. The Eatonton Carnegie library is an example of a library that has been restored and rehabilitated for continued use as a public library. The Fitzgerald Carnegie building, on the other hand, exemplifies the abandonment of a Carnegie library for a newly constructed facility. Library boards and city officials should consider expansion--including a restoration or rehabilitation--before committing to a new library facility, particularly since "no funds shall be used for the purchase of an old building to be converted for library usage." Once a historic library

123 Frye, 20.
124 An existing library is a facility which has been occupied and in use as either a public or technical library service outlet for at least thirty six months prior to July 1 of the year of the initial application. The Georgia Department of Education Regulations.
125 State Board of Education Department of Public Library Services, "The State of Georgia Public Library Capital Outlay Program," p-4.
126 State Board of Education Department of Public Library Services, "The State of Georgia Public Library Capital Outlay Program," p-4.
is vacated, it is very unlikely that it will be used as a public library again because the state does not provide funding for relocating in historic or "old" buildings. This stipulation should be amended so Georgia's communities have the option of returning to a previously abandoned Carnegie library. Professional librarians can play a crucial and needed role in advocating the preservation of Carnegie libraries. A preservation study, restoration plan, or evaluation by a preservation architect may be the best method of determining costs, historic significance, and related issues; indeed, exploring all options and weighing their consequences before deciding a Carnegie library's fate is essential.

Other grant monies may be available for expanding Carnegie libraries. Grants-in-aid may be available for planning or restoration efforts, particularly if a Carnegie library is listed in the National Register of Historic Places. It is likely that an array of grants may be available for any one Carnegie library. In Illinois, a Carnegie library received a grant intended for railroads and related areas. Because the library was located in a railroad town, it was eligible for the grant and received money for expansion and restoration. It is well worth the time to investigate any and all sources of funding for a Carnegie library's continued use.

Once a Carnegie library is disconnected from its original use, it will never be the same. It often loses many of its historic materials and the overall character and experience of the building changes—something impossible to recover. For Carnegie buildings in private use, such as the Barnesville building, appropriate treatments are left to the owner's discretion. Their competence in these matters directly affects historic materials and the resource as a whole. Requests for technical assistance from state historic preservation officials may be handled slowly, causing owners to proceed unadvised.

For a building like the Lavonia Carnegie library, which currently exists as a "rare architectural type" with "outstanding qualities," its historic significance should be

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128 Owner Cara Studios, interview by author, notation, Barnesville, Georgia, 31 July 1993.
considered in making future decisions. The Lavonia library represents an icon, signaling an exceptional resource in a small community. All physical changes and treatments should be considered in light of a building's historic significance.

**National Register**

The National Register of Historic Places is a listing of significance historic resources in the United States. The list is maintained by the National Park Service. Georgia's Carnegie libraries are listed as either individual buildings or included in a National Register Historic District—including many historic resources in a designated area. Listing in the National Register does not prevent a Carnegie library from being demolished—Atlanta Main and Atlanta University Carnegie libraries were listed in the National Register and demolished. The only real protection it provides is if a federally funded project threatens a library—typically in the form of highway construction. Then, National Register listing only mandates an environmental review ("106 Review") of the proposed project, to consider its impact. For most—if not all—of Georgia's Carnegie libraries, federal highway expansion is not a threatening factor. Most of the libraries are located along secondary roads in established neighborhoods that are essentially residential areas. Three exceptions are the Anne Wallace, Valdosta, and Montezuma Carnegie buildings, all sited on busier and larger roadways. The Anne Wallace Branch is also situated between a subsidized housing project that could threaten the library with its future expansion. However, the Anne Wallace branch is not listed in the National Register and consequently remains completely unprotected because an environmental review would not be required.

In Georgia, eighty percent of its Carnegie libraries are listed in the National Register, either individually or as part of a historic district. The remaining twenty percent (five libraries130) could be eligible for listing. Ideally, listing in the National Register might spark interest in a restoration project that might include the removal of earlier inappropriate changes and repairing their damage.

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130Anne Wallace, Boston, Fitzgerald, Fort Valley, and Macon.
The libraries that are part of a National Register district would greatly benefit from

GEORGIA'S TWENTY-FIVE (EXISTING) CARNEGIE LIBRARIES

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<thead>
<tr>
<th>Library</th>
<th>Date</th>
<th>Architect</th>
<th>Grant</th>
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* Included in a National Register Historic District.
† Pending.

individual listing. The National Register process requires substantial documentation. It also involves interpreting the documentation and realizing the historical significance of a
property. These kinds of research endeavors can yield important revelations on each building's history as well as for the entire community. The research should include the Carnegie Correspondence as a primary source of information. If all of Georgia's Carnegie libraries were individually listed in the National Register, a permanent record—with its extensive photographic documentation and written history—would be available to everyone through the State Historic Preservation Office (SHPO) and the Library of Congress in Washington. That type of information would at least provide evidence—in the event of future demolition—of one of the greatest philanthropic acts in our nation's history.