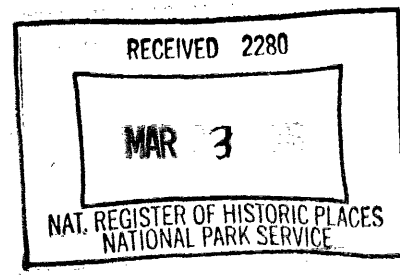


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NPS Form 10-900  
(Rev. 10-90)

OMB No. 1024-0018



United States Department of the Interior  
National Park Service  
**NATIONAL REGISTER OF HISTORIC PLACES  
REGISTRATION FORM**

**1. Name of Property**

Historic name **Stephen Foster Elementary School**  
Other names/site number **Garland Avenue School, JF-WS-95**

**2. Location**

Street & number **4020 Garland Avenue** Not for publication **N/A**  
City or town **Louisville** vicinity **NA** State **Kentucky** code **KY**  
county **Jefferson** code **111** Zip code **40211**

**3. State/Federal Agency Certification**

As the designated authority under the National Historic Preservation Act of 1966, as amended, I hereby certify that this  X  nomination   request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property  X  meets   does not meet the National Register Criteria. I recommend that this property be considered significant   nationally   statewide  X  locally. (   See continuation sheet for additional comments.)

*David L. Morgan*  3-20-06   
Signature of certifying official **David L. Morgan, SHPO** Date

**Kentucky Heritage Council/State Historic Preservation Office**  
State or Federal agency and bureau

In my opinion, the property   meets   does not meet the National Register criteria. (   See continuation sheet for additional comments.)

\_\_\_\_\_  
Signature of commenting or other official Date  
\_\_\_\_\_  
State or Federal agency and bureau

**4. National Park Service Certification**

I, hereby certify that this property is:  
  entered in the National Register *Dannell J. Vivan*  
  See continuation sheet.  
  determined eligible for the National Register  4/4/06   
  See continuation sheet.  
  determined not eligible for the National Register \_\_\_\_\_  
  removed from the National Register \_\_\_\_\_  
  other (explain): \_\_\_\_\_

*for* \_\_\_\_\_  
Signature of Keeper Date of Action

=====  
**5. Classification**  
=====

**Ownership of Property**

- private
- public-local
- public-State
- public-Federal

**Category of Property**

- building(s)
- district
- site
- structure
- object

**Number of Resources within Property**

Contributing	Noncontributing	
1	1	buildings
		sites
		structures
		objects
1	1	Total

Number of contributing resources previously listed in the National Register   0    
Name of related multiple property listing (N/A)

=====  
**6. Function or Use**  
=====

**Historic Functions**

Category      EDUCATION/school

**Current Functions**

Category      DOMESTIC/multiple dwelling

=====  
**7. Description**  
=====

**Architectural Classification**

Tudor

**Material**

Foundation      Stone, poured concrete  
 roof              Composite  
 walls             brick veneer

**Narrative Description - SEE CONTINUATION SHEETS**

=====

**8. Statement of Significance**

=====

**Applicable National Register Criteria**

- A Property is associated with events that have made a significant contribution to the broad patterns of our history.
- B Property is associated with the lives of persons significant in our past.
- C Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- D Property has yielded, or is likely to yield information important in prehistory or history.

**Criteria Considerations**

- A owned by a religious institution or used for religious purposes.
- B removed from its original location.
- C a birthplace or a grave.
- D a cemetery.
- E a reconstructed building, object, or structure.
- F a commemorative property.
- G less than 50 years of age or achieved significance within the past 50 years.

**Area of Significance** Education

**Period of Significance** 1915 -1954

**Significant Person** N/A

**Cultural Affiliation** N/A

**Architect/Builder (s)** Hutchings, John Bacon and Sons

**Narrative Statement of Significance**

SEE CONTINUATION SHEETS

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**9. Major Bibliographical References**

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**Previous documentation on file (NPS)**

- preliminary determination of individual listing (36 CFR 67) has been requested **and granted**.
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey # \_\_\_\_\_
- recorded by Historic American Engineering Record # \_\_\_\_\_

**Primary Location of Additional Data**

- State Historic Preservation Office
- Other State agency
- Federal agency
- Local government
- University
- Other **Name of repository:** Jefferson County Public Schools, Louisville Free Public Library, Louisville Landmarks Commission, 527 W. Jefferson St., Louisville, KY

=====  
**10. Geographical Data**  
=====

Acreage of Property  
2.10 acres

**UTM References**

Zone 16            Easting 603 350  
                          Northing 4233 800

**Verbal Boundary Description** - Being all of "Tract 1" as represented by "Exhibit A" Minor Subdivision Plat, filed in the Jefferson County Clerk's office in Deed Book 8162, Page 784, June 13, 2003.

**Boundary Justification** - The proposed boundaries include the school building and the area around the building historically associated with its use, including the playground and service access for the school building. The land south of the school building sits on separate "Tract 2" of the above referenced deed, and is not included within the nominated area.

=====  
**11. Form Prepared By**  
=====

Name/title	Neary, Donna M.	Date	February 6, 2006
Organization	Donna M. Neary, Inc.		
Street & number	1435 Willow Avenue	Telephone	502/456-9488
City or town	Louisville	State	KY
		Zip code	40204

=====  
**Property Owner**  
=====

Stephen Foster Senior Apartments, LLC  
c/o Clifford Turner  
225 South 42<sup>nd</sup> Street, Suite # 303-A  
Louisville, KY 40212  
=====

**NATIONAL REGISTER OF HISTORIC PLACES**  
**CONTINUATION SHEET**  
**Section 7 Page 1**

Stephen Foster Elementary School  
Jefferson County, KY

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## **ARCHITECTURAL DESCRIPTION**

Louisville architectural firm John Bacon Hutchings and Sons designed the Stephen Foster Elementary School (JF-WS-95) at 4020 Garland Avenue. The school campus originally occupied 3.0 acres, equivalent to a city block. In 2003 the school property was subdivided and the nominated area occupies a 2.10 acre tract. The school sits in the midst of the neighborhood known as Chickasaw since 1922. The proposed site is bounded by Garland Avenue on the north, 40<sup>th</sup> Street on the east, and tract 2 on the south, and 41<sup>st</sup> Street on the west.

The building has been rehabilitated from a school to a senior living facility in accordance with the Secretary of the Interiors Standards as an Income Tax Credit project. The work to convert the building from a school to residential apartments respects the integrity of the building's exterior and interior character-defining features.

The Tudor Revival-styled school was built in three stages. The main block fronting on Garland Street was completed in 1915. Additions in 1926 to the south facade include parallel rows of classrooms and the multi-purpose auditorium/gymnasium. The addition matches the main block in height, materials, and details. A brick addition to house the boiler room was built in 1946. Attached to the south facade, it is similar in materials and detail to the original block. The two-story addition of a cafeteria and nine classrooms is attached to the rear of the east facade of the main block. Completed in 1954, the red brick addition is executed in a modern style with casement windows. The rear placement and smaller scale of the addition when compared to the main block, allow the original building continued dominance of the site.

The Stephen Foster School design features elements of the Tudor Revival style of architecture to a uniform school building plan. The front facade is a symmetrical composition, five bays wide and three stories tall on a raised basement or ground floor. Changes to the building since 1954 include the addition of ventilation louvers in the exterior wall below each classroom's windows. The base of the building is supported by a prominent stone foundation and brick banding, and is separated from the middle portion of the building by a projecting stone belt course that wraps across the front facade, around the sides, and the first bay on the rear elevation. A projecting stone cornice tops the building, above which is a shaped parapet wall outlined in stone.

The central entry is graced by a Tudor arch. The entry vestibule projects nearly 20 feet from the facade with a Tudor arch. Wide limestone stairs flanked by balustrades topped with ornate concrete urns lead to the entrance at the first floor level. The door surround is limestone, containing what appear to be original wood doors. Stone or concrete cartouche shields rest in the upper corners of the pediment parapet wall. A sign panel may have been added in 1917, with the change of the school's name to Stephen Foster

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**Section 7 Page 2**

Stephen Foster Elementary School  
Jefferson County, KY

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Elementary. The main window above the entrance is contained with a stone surround, and the multi-pane windows are wood casements. The center bay has a stepped parapet wall outlined in stone and a panel with the year "1915".

The east and west wings of the building flanking the center bay are mirror images. The center bay has on either side of the entrance a tripartite steel casement window with a simple stone sill and a steel lintel. Above this is a projecting stone cornice topped by a parapet wall outlined in stone. In the spandrel panel a rectangle is defined by a soldier course of bricks with stone squares in each corner. The ground floor is set off from the upper two floors by a stone belt course that projects from the building. Ground floor windows are in individual openings, with three separate openings echoing the three-banded windows on the floors above.

The adjoining bay is recessed, and contains a group of five windows banded together on the first and second floors with five separate openings for windows on the ground floor. This bay appears to contain one classroom. The belt course and cornice are continuous. Small metal louvered vents have been centered below grouped windows on the first and second floors. At the end of this large bay on each floor are two small casement windows, each in individual openings, on the first and second floors. These denote coatrooms and storage. The last bay projects now quite as far forward as the center bay. It too contains on the first and second floors bands of five steel casement windows, again denoting a classroom on the interior, with two pairs of individual windows on the ground floor. This bay is more decorative, with stone decorative elements, and a parapet wall with a Tudor arch.

The west elevation is composed of 3 bays. The north and south bays are windowless on the upper floors, although the wall is not blank. There is a recessed panel with a design of soldier coursing with square stone corners. The belt course above the ground floor, the foundation, and the cornice are continuous. The brick on the ground floor is banded. The middle bay is recessed approximately 10 feet, and contains a ground level entrance with an arched opening, and a band of steel casement windows. Although the south bay was built 12 years after the north bay, the detail is consistent with the original and the brick matches, making the addition seamless.

The rear elevation is more simply detailed than the front, with the system of projecting bays maintained. The west end of the rear maintains the cornice that wraps around from the side and has banded windows. Adjoining it is a smaller bay with single windows on each of the main floors, flanked by a staircase window between floors. Below this on each wing is an entrance door. The center bay has a one-story addition perpendicular to the main block of the building, which contains the gymnasium-auditorium. This flat roofed wing is detailed like the rear elevation, with a parapet wall outlined in stone, separate

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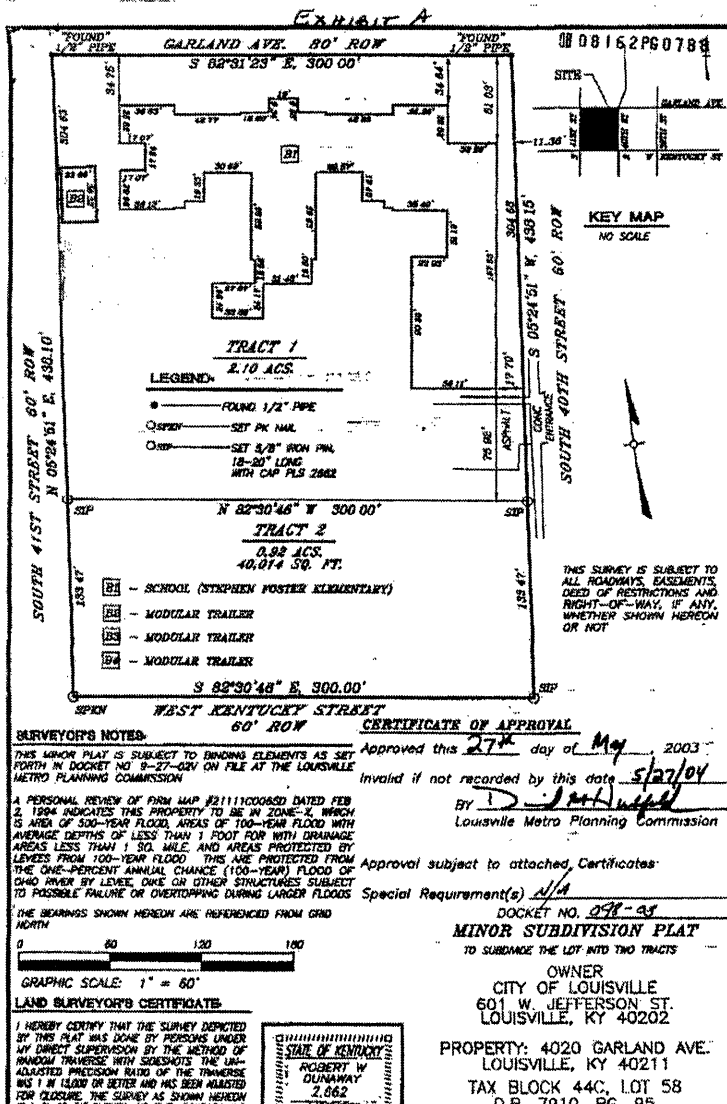
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Stephen Foster Elementary School  
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window openings with original steel casements, and a concrete foundation. One unusual feature is a rectangular bay projecting from the first floor rear, providing an interior alcove and access to the roof on each end. South of the gymnasium wing is a three-story chimneystack for a former heating system.

Site Plan for Stephen Foster Elementary School - Tract



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**Section 7 Page 4**

Stephen Foster Elementary School  
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This chimney is utilitarian. A one-story one-room addition built in 1946 contains the boiler. The two-story 1954 addition is attached to the rear east bay of the main building. It is constructed of a dark red brick and has aluminum hopper windows. Simply detailed, it is fitted with a flat roof, and no ornamentation. The west elevation shows that the first bay of the addition is recessed to meet the corner of the main building. It has a ground level entrance with a flat canopy over the door. Gutters, downspouts, and flashing are copper.

The property immediately behind the school building (south) is paved, providing a combination of parking and playground space. A black iron security fence is installed around the perimeter of the school and parking lot. The adjacent tract, south of the nominated property, contains a large lawn with mature trees on the periphery.

The building's interior spaces are modified for its new use as senior apartments. The public spaces in the building remain much as they did during the period of significance. The first floor hallway has wide arches at regular intervals, continuing to serve as a central corridor of movement throughout the building. Opposite the main stairs on the first floor is the small alcove creating the rear-projecting bay. Narrow steps on each end of the alcove lead to the roof of the gymnasium/auditorium wing. The alcove contains a brick planter dedicated to a former teacher in 1952. The east and west wings of the building each contain a secondary staircase. These staircases are intact and similar to the main staircase, while each has had an enclosure built into the hallway. Original floor plans on the first and second floors of the main block were near identical. Changes include removal of non-loadbearing walls inside classrooms and cloakrooms and replacement by partition walls to divide the spaces for residential use. Character defining features including built-in cabinets were incorporated into the new design.

The auditorium/gymnasium now serves as a wellness center. The stage has been incorporated into the design, and continues to convey its original purpose. The boiler room is accessed through a hallway at the side of the stage. The large boiler has been removed and the space renovated as a residential unit.

One frame portable building is sited south and west of the main building. The building is a rectangular 23-foot by 36-foot construction. The building is topped with a side-gabled roof. Determined non-contributing, the additional classroom was placed on the site outside the period of significance.



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National Park Service

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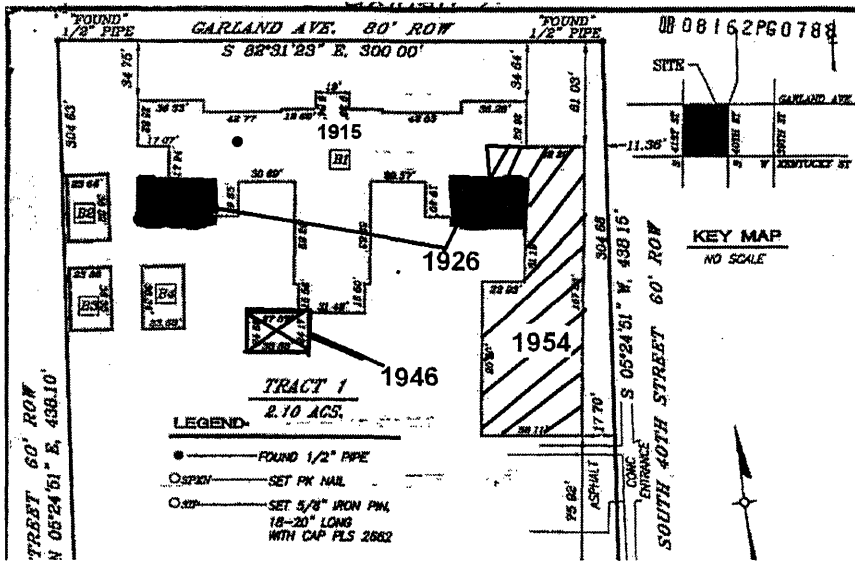
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Stephen Foster Elementary School  
Jefferson County, KY

Stephen Foster Senior Apartments, LLC purchased the de-accessioned Stephen Foster Elementary School building in 2001. The corporate officers, led by Mr. Clifford Turner, have rehabilitated the school according to the Secretary of the Interiors Standards, in compliance with an Income Tax Credit project. The building will serve as innovative and attractive apartments for the elderly.

Construction Dates for Stephen Foster Elementary School:



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Stephen Foster Elementary School  
Jefferson County, KY

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**STATEMENT OF SIGNIFICANCE**

The Stephen Foster Elementary School, JF-WS-95, 4020 Garland Avenue, Louisville, Jefferson County, Kentucky, meets National Register of Historic Places Criterion A, and is locally significant within the historic context "Public Elementary School Buildings in Louisville, Kentucky 1911-1955". The Louisville Board of Education, newly formed in 1911, responding to a shortage of elementary schools in the city, passed a bond issue to pay for construction of new facilities. The Board of Education located schools within walking distance of student's homes. During the period of significance, school buildings were located along city blocks populated by residential house lots. The brisk residential development near 38<sup>th</sup> to 42<sup>nd</sup> Streets in Louisville during the first decade of the twentieth century led the school board to focus on this neighborhood and identify the location for this school building. Land was purchased in 1914 for the new school in western Louisville, and Stephen Foster Elementary School was built.

The Stephen Foster Elementary School is significant for its ability to convey the importance of locating public elementary schools in residential neighborhoods, importantly within walking distance of student's homes, during the period of significance. The school is additionally important as one of the first new schools built in Louisville under the authority of the newly formed and elected Board of Education. The Board of Education responded to continued demands for student space at the elementary school with additions constructed in 1926 and 1954. By the end of the period of significance elementary schools built in Louisville were being located on the edges of residential development, near main streets versus within the fabric of city blocks.<sup>1</sup>

**Historic Context: Public Elementary School Buildings in Louisville, Kentucky 1911-1955<sup>2</sup>**

**Early Public Elementary Education in Louisville**

A City Charter issued by the Commonwealth of Kentucky in 1828 authorized the establishment of free schools in the city of Louisville, and an ordinance passed in 1829 established a property tax for funding schools for white children up to the age of 16 years.<sup>3</sup> Louisville's first public school opened in 1829 at the corner of Fifth and Green (Liberty) Streets on the second floor of a Baptist church, used until a new school was built.<sup>4</sup> Prior to the passage of the ordinance, schools were operated on subscriptions or tuitions. These schools for boys were called log schools, referencing the buildings' construction materials. Several log schools were "grouped within a radius of three squares from what is now Fifth and Market Streets."<sup>5</sup>

The first public school building at Fifth and Walnut (Muhammad Ali Boulevard) opened in 1830. The three-story brick building fronted on Walnut, and could house 700 to 800 students, serving all levels of

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Stephen Foster Elementary School  
Jefferson County, KY

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instruction for boys and girls.<sup>6</sup> Three schools were built by 1836, the other two at Jefferson between Floyd and Preston, and at Tenth and Grayson Streets, and by 1838 four additional schools were built in Louisville.<sup>7</sup> Seventeen additional public schools were built between 1851 and 1871, when enrollment stood at 13,503 pupils.<sup>8</sup>

With Louisville placed under Martial Law in 1862 during the Civil War, school buildings were commandeered for hospitals. In one account, the War had "in a measure broken down discipline, disarranged schedules and hurt the cause of education (in Louisville) generally."<sup>9</sup> Classes were quickly moved to churches and other available buildings, and instruction continued. Following the War, schools were returned to their original purposes. A bond issue in 1867 allowed the construction of several new schools.<sup>10</sup>

A new city charter adopted in 1870 mandated schools for black children, and the first public school for black children opened that fall. The two-story brick school house at Sixth and Kentucky was dedicated in 1873 to educate black students. Throughout the remainder of the nineteenth century and into the early years of the twentieth century, the student enrollment in Louisville's segregated public schools continued to grow.<sup>11</sup> The 1896-1897 school year saw the largest enrollment to date, with nearly 21,000 white students and nearly 6,000 African American students.

### **Education in The New Century**

Professionalism of teachers became a focus at the turn-of-the century and standardization of teachers' qualifications were promoted. Up to this period, prospective teachers completed a written test issued by the local schools. The state opened two normal schools for training teachers in 1906, now known as Western Kentucky University in Bowling Green and Eastern Kentucky University at Richmond. A statewide certification test for teachers working in Kentucky was adopted in 1920. To meet the demand to certify teachers, the normal schools became teachers colleges, and two additional teachers colleges were opened. These schools, now known as Morehead State University and Murray State University, are in Morehead and Murray, Kentucky respectively.<sup>12</sup>

The Kentucky school system continued its revisions of statewide educational administration. In 1908 the state school system moved away from district level management, moving toward the current system placing responsibility for school administration with the county. This restructuring also led to a more uniform system of taxation for county residents that funded the revised school system.<sup>13</sup>

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Stephen Foster Elementary School  
Jefferson County, KY

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Louisville City schools thus became a sub-district in the Jefferson County school district. In fact, the state's goal had been to standardize state education, but the state legislature may have underestimated the control that school systems like Louisville's held over their local jurisdictions.<sup>14</sup> Moreover, the year 1911 serves as a watershed year for education in Louisville with the creation of the Louisville Board of Education. This separation from the County system was not prohibited by the adopted legislation.

The elected board members of the Louisville Board of Education set about with ambitious plans to improve the public school system for children living in the city. To that end, existing school buildings were assessed and repaired and "an amazing transformation" made to the quality of public school buildings, and as a result the quality of the public school education for the 26,000 pupils enrolled increased.<sup>15</sup> Importantly, Louisville schools were a segregated system. Improvements were planned to schools operated for African-American children, but not to the extent or the frequency shown for white populated schools. In one case, a school identified as sub-standard for white children was put into service for black students.<sup>16</sup>

J. Earl Henry was elected the first architect to serve the Board of Education in 1912. Not only was he involved in designing buildings, but also in issues of maintenance and sanitation.<sup>17</sup> Henry oversaw the rehabilitation of old school buildings in the district over the summer of 1914. The projects installed steam heat and modern toilet systems into the buildings.<sup>18</sup> By 1915 the Board of Education began assessing the old school buildings for suitability for modern educational purposes. Henry assessed that, "a number of the buildings are so radically wrong in school architecture that Louisville should plan to give to the children of the older districts some of the advantages made possible by the million dollar bond issue in newer districts." The report also called for additional land purchases with schools to allow for the development of playgrounds, and the purchase of land adjacent to existing schools for the same purpose.<sup>19</sup> Importantly, the Louisville public school district annexed land in Louisville to construct schools in 1912.<sup>20</sup>

A bond issue was called for to raise funds to build three or four elementary school buildings "in the most thickly populated and growing districts of the city."<sup>21</sup> In 1913, Louisville's voters approved a school bond for one million dollars to enable the School Board to expand into the city's growing neighborhoods. This money was used to purchase sites, build new schools, and enlarge playgrounds.<sup>22</sup> The ability of the Board to raise funds for schools was crucial to its success. The First Report of the Board of Education stated that it would be, "impossible for the city of Louisville to provide adequately for the children who will attend the Louisville Public Schools during the next thirty years unless the citizens are willing to issue bonds to enable the Board of Education

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Stephen Foster Elementary School  
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to erect modern school buildings, such as are to be found in other cities of the country. It is folly to erect buildings that in nowise meet the modern educational needs."<sup>23</sup>

Henry served as City Architect of schools from 1912 to 1919, designing buildings and overseeing consulting architects on school projects. Henry designed Brandeis (JF-WS-409, NR 1980), Belknap (JF-EH-3023, NR 1982), McFerran (JF-SW-421, NR 1983), Emmet Field (not surveyed), and Shawnee Elementary (JF-WS-81, NR 1984) Schools, all built between 1914 and 1918 and funded by a \$4,000,000 bond.<sup>24</sup> The architectural firm of J. Bacon Hutchings and Sons designed Stephen Foster Elementary School, built at Fortieth Street and Garland Avenue in 1915. All of these schools are extant.

Louisville's annexation of suburban areas in 1922 increased the population of the city by 40,000 people. Nine schools in the annexed areas came under the control of the Board of Education, and the city promised adequate schools in these annexed areas.<sup>25</sup> As a result, the public schools as a whole registered two thousand more students that year than in the previous year.<sup>26</sup> By 1925 the city experienced a severe shortage of space for all the children seeking enrollment. The schools were unable to accommodate 8,000 students, and those who did get into a school were subject to overcrowding, or part-time school hours.<sup>27</sup> During the 1925-26 school year, 10,000 children were being instructed in 110 portable frame houses located on the grounds of public schools. The buildings were small, heated by coal stoves, and required children to "walk outside to switch classes."<sup>28</sup>

In response to the crisis, a \$5,000,000 bond issue passed. The Board of Education approved additions to eleven elementary schools, including the Stephen Foster Elementary School. Additions were also completed to Beechmont, Belknap, Field, Shawnee, and Virginia Avenue Elementary (JF-SW-450, NR 2003) Schools. A team of "expert educational project architects" came to survey the existing buildings to "determine the locations of the new schools to be erected by the board." The team of "New York experts" earned a percentage of the real construction costs for schools built in response to their survey work.<sup>29</sup> Concurrent with the overcrowding, public schools were closed for two weeks in response to an epidemic of Infantile Paralysis, later known as polio. Not only was learning, but more importantly, public health was endangered by the poor conditions of the schools.<sup>30</sup>

The overcrowding issues did not cease with the additions and new constructions completed in 1926. Enrollment stood at 46,000 students by 1928, and the 1929 enrollment figures pointed to an increase. The Board of Education faced a textbook shortage in addition to space concerns for students enrolled in the sixty-two elementary schools in the Louisville system.<sup>31</sup>

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Stephen Foster Elementary School  
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A national movement for planning and zoning across America was instituted in Louisville by ordinance in 1930. Importantly, comprehensive community planning governed the subdivision of land and its uses. The Louisville subdivision plan called for a provision for developers to give "due consideration...of suitable sites for schools, parks and playgrounds so as to conform as nearly as possible to the recommendations of the City Planning and Zoning Commission in its General Plan of the city and nearby areas." Planning officials began requiring the inclusion of schools and public green spaces onto preliminary plans so arrangements could be made for dedication of the land to the city.<sup>32</sup> In 1934 the state legislature passed the New School Code categorizing schools as county districts or independent districts. Louisville was designated an independent district. This new law did not significantly change the operations of schools by Jefferson County or Louisville.<sup>33</sup>

No public school construction occurred in Louisville from 1940 to 1950, related to production and building materials diverted for World War II efforts.<sup>34</sup> By 1942, "The Conclusions and Recommendations Regarding Buildings" devised by the Louisville Board of Education, planned for the abandonment of schools altogether or their transitioned use by black pupils based on population and development trends. The school board made the "assumptions ... (that) ... annexation of suburban areas to the city may require the enlargement of school housing facilities. Also, it may be necessary to relocate certain schools within the city because of geographic changes in the distribution of school population."<sup>35</sup> The school board also anticipated a shift of white and black populations in its western Louisville district. The "area now served largely by the Virginia Avenue School (serving African American students) may in a few years extend east, thus causing the white population to shift; and when this shift occurs, it may be possible to abandon Parkland (school) (JF-SW-368, NR 1980)." In the same report, the board decided to abandon the Cedar Street School as a white school, and converting it to a school for blacks, because of a population shift of primarily blacks in the area served by the school. This allowed the substandard Bond School (for black students) to be closed.<sup>36</sup>

Obvious from Board of Education reports and correspondence, issues of race factored heavily into decisions regarding school construction and repair. Shifting racial lines in western Louisville raised concerns within the Board of Education and the white population in general. The School Board approved additions to seven elementary schools Roosevelt (JF-WP-276, NR 1982), Tingley (JF-CP-31, NR 1984), Clay (not surveyed), Foster, McFerran, Shawnee, Virginia Avenue, in 1954, to accommodate all the children seeking enrollment. Moreover, public school demographics and numbers in Louisville changed dramatically in 1956, motivated by the court decision calling for integration of public schools.

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Stephen Foster Elementary School  
Jefferson County, KY

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Not coincidentally, large numbers of Louisville's white population moved to new suburban developments outside the city limits in record numbers- in 1956 alone the record setting 100 subdivisions were platted in the county.<sup>37</sup> The move to the county did not alleviate difficulties with school overcrowding issues. The public school system in Jefferson County was burdened with providing schools for the new families moving from the city limits to unincorporated areas of the county. For the first time, the two school systems dealt with jurisdictional issues. Some families living in newly annexed subdivisions near city schools were required to send their children to county schools, sometimes miles from home. Parents complained to city leaders, and local media observed, "This spectacle - County school buses traveling through City streets to pick up City residents to deliver to County schools which themselves are in the city limits - would appear to be the ultimate in confusion."<sup>38</sup> The city and county public schools merged in 1975, but did not fully desegregate until 1978, when mandated by a Court Order.

### **History of the Stephen Foster Elementary School**

"The most important event in school construction ever celebrated by Louisville took place today when six handsome new school buildings were opened for public inspection."—the school at 4020 Garland among them. The schools were modern buildings with "sanitary improvements" including up-to-date heating and ventilation measures and sanitary toilet rooms.<sup>39</sup> Originally identified as "Elementary School, Fortieth and Garland, the name Stephen Collins Foster School was adopted by the faculty and accepted by the School Board in 1915.<sup>40</sup> It was predicted that the new "modern" school would, "never experience the crowded condition now prevalent in so many of the city schools."<sup>41</sup>

Basil and Lydia Doerhoerfer sold the tract of land for Stephen Foster Elementary to Louisville Board of Education in 1914. The Doerhoerfers, Garrs, and Gribbles owned much of the land in the Chicasaw, Shawnee Park and Parkland neighborhoods. The land for the school was adjacent to several residential subdivisions platted along Cecil Avenue. Falls City Realty subdivided land in 1878, offering house lots east of the school lot between Garland and Greenwood.<sup>42</sup> The school lot was not part of any existing subdivision in 1914, but platted by Doerhoerfer and deeded to the City of Louisville. The deed required the School Board to use the land only for a school for white children. In the event of school closure, the deed required that any buildings on the site be converted to residential purposes. With the deed, a plat outlined streets, alleys, and additional parcels. The public right of way for the streets and alleys was conveyed in the deed.<sup>43</sup> By 1924, the Franklin 40<sup>th</sup> Street Subdivision was platted and lots sold adjacent to the school property.<sup>44</sup>

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The architectural firm of John Bacon Hutchings and Sons designed the Stephen Foster School. The firm's principals designed manufacturing plants, warehouses, and many grand residences in Louisville. The firm designed the school as a commission, supplementing the work carried out by School Board Architect Henry.

The school building designed was the most modern for its time. The fireproof two-story brick building could accept 320 pupils. The building featured eight classrooms and could accommodate four additional classrooms if needed. It combined gymnasium and auditorium functions. The building housed the administrative office, a library, and a room for use by a doctor and visiting nurse. Two play rooms, a teacher's rest room, and toilets and shower baths completed the building, at a cost of \$104,250.91.<sup>45</sup>

The school building at one time housed the original plaster cast of Enid Yandell's statue of Daniel Boone commissioned by the Filson Club (Historical Society) in the 1890s. C. C. Bickel had the statue cast in bronze in 1906 as a gift to the city of Louisville. The bronze now stands atop a pedestal at the Eastern Parkway entrance to Cherokee Park. The Bickel family had possession of the plaster cast, giving it to the School Board on the death of C.C. Bickel. Teachers at the school requested its display at Stephen Foster, where it stood in the alcove in the main hallway until its removal at an unknown time.<sup>46</sup>

Important innovations made at Stephen Foster Elementary School were adopted system-wide. The importance of physical education to the students was recognized by teachers at the school who were credited with forming the, "first school in Louisville to have organized play. The plan of having games under the supervision of teachers for a definite part of the recess period worked out in this school with such success that it was adopted by the Board of Education and is now used in all the public schools of the city." The school also had one of the few "baloptican" slide machine for projecting images onto a wall. The faculty hosted dramatic, art, science and music clubs for students. Student accomplishments were celebrated at special assemblies featuring presentations of projects.<sup>47</sup>

By 1925, the original prediction that the building could handle future demands for space proved inadequate to increasing numbers of children seeking enrollment. In fact, the public school system was unable to accommodate 8,000 children. The Board of Education called for and received a five million dollar bond issuance for building improvements system-wide. Stephen Foster Elementary School was one of eleven elementary schools to gain needed classrooms through a new addition to the building in 1926.<sup>48</sup>



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Residential development in the neighborhood continued in the 1920s with Doerhoefer's subdivisions for 39<sup>th</sup>, 40<sup>th</sup>, 41<sup>st</sup>, 42<sup>nd</sup>, 43<sup>rd</sup>, and 44<sup>th</sup> Street subdivisions. Little development occurred in Louisville during the 1930s, a result of the national economic Depression. The Woodway Subdivision, located southwest of the school and subdivided in 1947, was followed by the Briarwood Subdivision southeast of the school in 1955. These residential expansions were part of the national phenomenon of soldiers returning from World War II marrying, purchasing homes and beginning families. The new families near the school resulted in increased demands on the public school system.

The Board of Education responded to the need for additional space with a two-story addition to the Stephen Foster School, completed in 1954. This addition to the southeast façade of the original building added nine classrooms and a cafeteria to the building. Designed by architect Joseph Kolbrook, attempts were made to match the existing building as closely as possible. The addition cost approximately \$193,000.

**Conclusion**

The Stephen Foster Elementary School, 4020 Garland Avenue, Louisville, Jefferson County, Kentucky, meets National Register of Historic Places Criterion A, and is locally significant within the historic context, "Public Elementary School Buildings in Louisville, Kentucky 1911-1955". The Stephen Foster Elementary School conveys the importance of locating public elementary schools in residential neighborhoods in walking distance to students' homes during the period of significance. Moreover, the Stephen Foster Elementary School is important as one of six commissioned under the authority of the newly formed and elected Board of Education to serve the needs of Louisville's elementary school children. The Board of Education responded to continued demands for student space at the elementary school with additions constructed in 1926 and 1954.

**Integrity Considerations.**

The Stephen Foster Elementary School maintains an excellent level of integrity of design, location, workmanship and materials. Changes and additions to the building are important to our understanding of its significance, including additions made in 1926 and 1954 in reaction to need for additional classroom space during the period of significance. Installation of an iron security fence around the nominated property corresponds with the current use of the building as residential units. Painted black, it allows clear views to the building and is removable. The integrity of association and feeling are intact with the relationship with neighborhood buildings and streetscapes nearly identical as during the period of significance. Its setting within the fabric of the streetscape contributes to its high level of integrity, continuing to convey the importance of the city school in Louisville.

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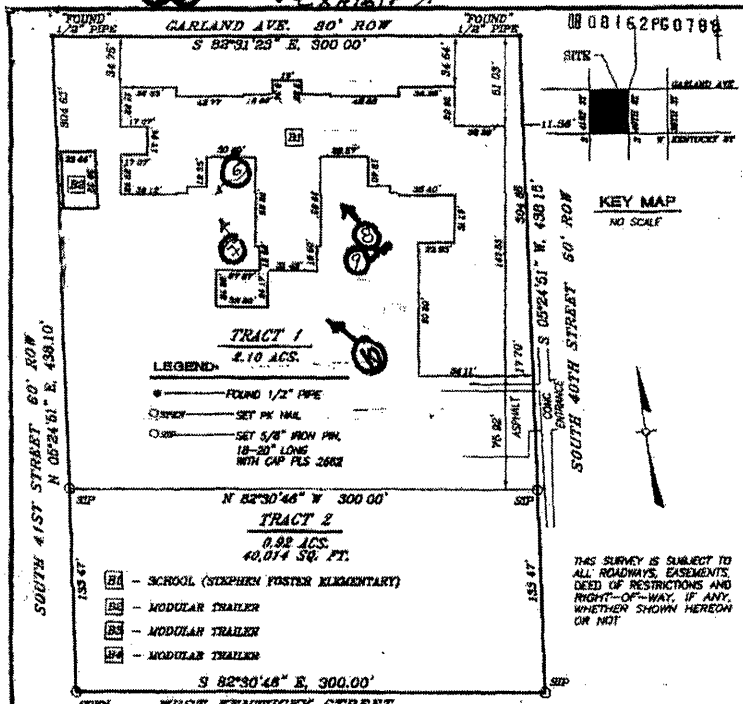
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Stephen Foster Elementary School  
Jefferson County, KY

PHOTO KEY



THIS SURVEY IS SUBJECT TO ALL ROADWAYS, EASEMENTS, DEED OF RESTRICTIONS AND RIGHT-OF-WAY, IF ANY, WHETHER SHOWN HEREON OR NOT

**SURVEYOR'S NOTES:** THIS MINOR PLAT IS SUBJECT TO ORDERING ELEMENTS AS SET FORTH IN DOCKET NO. 9-27-02V ON FILE AT THE LOUISVILLE METRO PLANNING COMMISSION. Approved this 27th day of May, 2003. Invalid if not recorded by this date 5/27/04.

A PERSONAL REVIEW OF FIRM MAP #21111000650 DATED FEB 2, 1994 INDICATES THIS PROPERTY TO BE IN ZONE-K WHICH IS AREA OF 500-YEAR FLOOD, AREAS OF 100-YEAR FLOOD WITH AVERAGE DEPTHS OF LESS THAN 1 FOOT FOR WITH DAMAGE AREAS LESS THAN 1 SQ. MILE, AND AREAS PROTECTED BY LEVEES FROM 100-YEAR FLOOD. THIS ARE PROTECTED FROM THE ONE-PERCENT ANNUAL CHANCE (100-YEAR) FLOOD OF CHND RIVER BY LEVEES, DUNE OR OTHER STRUCTURES SUBJECT TO POSSIBLE FAILURE OR OVERTOPPING DURING LARGER FLOODS. Special Requirement(s) 1/10

THE BEARINGS SHOWN HEREON ARE REFERENCED FROM GRND NORTH. DOCKET NO. 928-03  
**MINOR SUBDIVISION PLAT**  
TO SUBDIVIDE THE LOT INTO TWO TRACTS

OWNER  
CITY OF LOUISVILLE  
601 W. JEFFERSON ST.  
LOUISVILLE, KY 40202

PROPERTY: 4020 GARLAND AVE.  
LOUISVILLE, KY 40211  
TAX BLOCK 44C, LOT 5B  
N B 7010 DC 06

LAND SURVEYOR'S CERTIFICATE  
I HEREBY CERTIFY THAT THE SURVEY DEPICTED BY THIS PLAT WAS DONE BY PERSONS UNDER MY DIRECT SUPERVISION BY THE METHOD OF RANDOM TRIANGULATION WITH SIDELIGHTS THE UNADJUSTED PRECISION RATIO OF THE TRIANGULATION IS 1 IN 15000 OF BETTER AND HAS BEEN ADJUSTED FOR CLOSURE. THE SURVEY AS SHOWN HEREON

STATE OF KENTUCKY  
ROBERT W. DUNAWAY  
2,862

United States Department of the Interior  
National Park Service

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All Photographs share the following information:

Photographer: Donna M. Neary

Date: January 31, 2006

Negative Repository: Photographer Retains digital images/No Negatives exist

1. Facing South, main entrance.
2. Facing Southwest, light detail.
3. Facing Southeast, main façade.
4. Facing West, Streetscape, Garland Avenue.
5. Facing East, Streetscape, Garland Avenue.
6. Facing Southwest, site, portable.
7. Facing Northwest, 1926 addition.
8. Facing North, rear façade.
9. Facing North, interior window detail.
10. Facing Northwest, smokestack.

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<sup>1</sup> Board of Education. Your Louisville Public Schools Facts and Figures, 1956, pp. 30-31.

<sup>2</sup> The city of Louisville and Jefferson County maintained separate school districts until merging 1974. This context only addresses schools identified as within the Louisville School district during the period of significance. No published history of public school education in Louisville exists.

<sup>3</sup> Kleber, Encyclopedia of Louisville, pg. 735.

<sup>4</sup> School Centennial Recalls Life in Louisville 100 Years Ago, Louisville Herald 4-24-1929

<sup>5</sup> Ibid.

<sup>6</sup> 1832 Louisville City Directory

<sup>7</sup> The Pioneer Days of Louisville's Public School System, Herald Post, 10-10-1925

<sup>8</sup> Kleber, Encyclopedia of Louisville, pg. 735.

<sup>9</sup> *Description of School of '63 Given in a Booklet*, Herald Leader, January 10, 1929

<sup>10</sup> *Louisville's First School House*, Herald Post, no date; *War Made holding Of Schools Difficult*, Courier Journal April 24, 1929.

<sup>11</sup> Kleber, Encyclopedia of Louisville, pg. 736.

<sup>12</sup> Kennedy and Johnson, pp. 21-22; Kleber, Encyclopedia of Kentucky, pg. 873.

<sup>13</sup> Kennedy and Johnson, Kentucky Historic School Survey, page. 20.

<sup>14</sup> Ibid. pg. 23.

<sup>15</sup> *Twenty Six Thousand Louisville Children turn to books this week*, Courier-Journal September 3, 1911.

<sup>16</sup> Third Report Board of Education, 1913-1914, pg. 86.

<sup>17</sup> Second Report of Board of Education, 1912-13, pg. 86.

<sup>18</sup> Third Report Board of Education, 1913-14, pg. 6.

<sup>19</sup> Fifth Report of the Board of Education, 1915-16, pg. 11, 13.

<sup>20</sup> Kleber, Encyclopedia of Louisville, 735

<sup>21</sup> First Report of the Board of Education, 1911-1912, page. 9

<sup>22</sup> Ibid

<sup>23</sup> Ibid.

<sup>24</sup> Fourth Report of Board of Education, 1915, pg. 11.

<sup>25</sup> *Annexation to Pass Prediction* Louisville Post March 14, 1922

<sup>26</sup> *2,000 Students Gain in Schools* Courier-Journal July 9, 1922

<sup>27</sup> *No Room in School for 8,000 Louisville Children* Louisville Herald October 8, 1925

<sup>28</sup> *Ten Thousand children are Taught in Portable Houses* Louisville Post October 28, 1925

<sup>29</sup> *Experts Due Next week for survey of city's schools* Louisville Times November 7, 1925

<sup>30</sup> *19 Week Terms is School Plan* Courier Journal December 2, 1925

<sup>31</sup> *Record Seen as Schools Opened* Louisville Times September 11, 1929

<sup>32</sup> Major Street Plan, City of Louisville, pg. 65

<sup>33</sup> Kleber, Encyclopedia of Louisville, pg. 736; Kennedy and Johnson, pg. 37.

<sup>34</sup> Your Louisville Schools Facts and Figures, 1956

<sup>35</sup> Survey Report of the Louisville Public Schools, 1943, pg. 115.

<sup>36</sup> Ibid., pg. 116.

<sup>37</sup> *Spread of New Homes Into the Suburbs, Cost Increases Were Features of 1956* courier Journal January 1, 1957

<sup>38</sup> *Takes Long Way* Courier-Journal, November, 1957, no page.

<sup>39</sup> *Greater Schools for Greater Louisville* Evening Post September 6, 1915.

<sup>40</sup> *The School of "My Old Kentucky Home"* Louisville Post November 29, 1922.

<sup>41</sup> Ibid.

<sup>42</sup> Jefferson County Deed Book 440, Page 640.

<sup>43</sup> Jefferson County Deed Book 805, Page 254.

<sup>44</sup> Jefferson County Plat Book 5, Page 37.

<sup>45</sup> Fifth Report of the Board of Education, 1914-1915, page. 11.

<sup>46</sup> Filson Historic Society web-site; *The School of My Old Kentucky Home*.

<sup>47</sup> *The School of My Old Kentucky Home* Louisville Post November 28, 1922.

<sup>48</sup> Your Louisville Schools Facts and Figures, 1956.