

GRAVE SUCCESS: AN ANALYSIS OF METROPOLITAN ATLANTA CEMETERY
PRESERVATION ASSOCIATIONS

by

KATIE BOEHM TWOMEY

(Under the Direction of James K. Reap)

ABSTRACT

Cemetery preservation associations, also known as ‘Friends of’ cemetery groups are an example of nonprofit organizations that contribute to the preservation of historic cemeteries. The research for this thesis focuses on four cemeteries and their associated ‘Friends of’ groups located in metropolitan Atlanta. Historically, cemeteries have served multiple roles in an urban setting, from final resting place to outdoor parks that local citizens use daily. Cemetery preservation associations are popular vehicles for concerned citizens to assist in the preservation and restoration of cemeteries but have not been thoroughly studied to understand what makes a group effective. By closely analyzing the evolution of local ‘Friends of’ groups, this thesis identifies the factors behind the formation of these groups, the qualities of an effective group and how the nonprofit preservation organization can answer a void in a local community’s history.

INDEX WORDS: Cemetery Preservation Associations; Friends of Group; Historic
Preservation, nonprofit, cemetery, American cemetery design,
metropolitan Atlanta

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DEDICATION

This thesis is dedicated to my Dad, Mike Twomey. I only wish that I could have completed this while you were still with us.

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CHAPTER 1

INTRODUCTION

Research Question

The earliest American cemeteries were established during the nineteenth and early twentieth centuries, and were generally created by a local municipality, a church organization, or specific families. In most cases, cemeteries and associated graves were maintained by surviving family members or friends who lived in the surrounding area. However, as more convenient and effective methods of transportation were developed over the course of the 20th century, migration was made more accessible to newer generations of Americans, which resulted in some cemeteries being left abandoned or otherwise severely underfunded and undermaintained.

To address the resulting lack of maintenance and care, concerned citizens began to establish nonprofit ‘Friends of’ groups, or cemetery preservation associations (CPAs). These groups consist of individuals interested in working to address a cemetery’s needs, which include a broad range of tasks such as preserving gravestones, repairing funerary statues, maintaining the grounds and buildings, and educating the local community about the cemetery’s history and residents. It is common for these organizations to consist of local individuals who are interested in the history of the site or relatives of those buried on the grounds or perhaps civic-minded individuals who are part of larger volunteer groups in the community such as Kiwanis International, the Rotary International Club, Boy Scouts of America or the Girl Scouts of the United States of America.

Considering the variety of tasks to be addressed, the aim of this thesis is to identify characteristics or behaviors that could potentially correlate with the effectiveness of a CPA. When examining local CPAs as case studies, four items stood out as common among them, and that could be expected in future case studies: Longevity, Financial Resources, Membership, and Registration of the Cemetery on the National Register of Historic Places (NRHP). These metrics are defined as follows.

- *Longevity*: how many years the CPA has been active.
- *Financial Resources*: the extent of monetary power or backing available to pay for the cemetery's needs based on Internal Revenue Service (IRS) documentation.
- *Membership*: the number of active members in the CPA and any previous nonprofit experience.
- *Registration on the NRHP*: whether the associated cemetery is considered a significant site approved for inclusion on the National Register.

Additionally, to better understand the maintenance issues relevant to specific CPAs and their current outcomes, this thesis considers the major trends of American cemetery design and the history of each selected cemetery.

Thesis Organization

The remainder of this thesis is organized as follows. Chapter 2 is a literature review of materials referenced and used when gathering information for this thesis. The literature review looks at the History of American Cemeteries, Cemetery Maintenance/Preservation Technical Information, Cemetery Archives and discussions with CPA Members and information regarding nonprofits and the associated history in

the United States. Chapter 3 provides an overview of cemetery history in the United States, specifically looking at the different cemetery design styles since the 1600s. Chapter 4 provides an overview of the selected case studies and how they were chosen for the thesis. Chapters 5 through 8 review the individual case studies, which are Oakland Cemetery, Westview Cemetery, South-View Cemetery, and Decatur Cemetery, respectively. Chapter 9 provides the analysis and conclusion for thesis.

Methodology

To answer the research question, preliminary research began locally at the University of Georgia's Hargrett Library, specifically with the papers of the Friends of Oconee Hill Cemetery that had been donated. The papers included a wide variety of information including past campaign initiatives, lists of members and large amounts of reference materials for repairing historic cemeteries. Throughout the archival materials the Friends of Oconee Hill Cemetery consistently mentioned speaking with the Historic Oakland Foundation (HOF) in Atlanta to obtain advice and guidance. Next, the archive of the Friends of Decatur Cemetery (FODC) group's papers are available for research at the DeKalb History Center Museum. The FODC's papers provided an in-depth look at their initial formation, capital campaigns completed throughout the years and information and guidance obtained by the group members, which included several references to the HOF, that some of the FODC members were current members of HOF or had been in the past. Since the HOF was consistently referenced by two unrelated cemeteries located in separate towns, the next feasible place to research was Oakland Cemetery and its nonprofit organization.

HOF's archive was not open to the public or researchers, but the education manager provided an internal copy of HOF's administration timeline, a copy of 'Kindred Spirits: A Short History of Historic Oakland Foundation' and the information that there were several neighboring cemetery preservation associations in Atlanta whose history has a connection to Oakland Cemetery. This began a look into cemetery development in metropolitan Atlanta and led to contacting the nonprofit groups existing at Westview Cemetery and South-View Cemetery based on the pattern of development in Atlanta. Using the nonprofits associations websites, contacting members of the nonprofits, and conducting site visits provided the data that is used throughout this paper.

CHAPTER 2

LITERATURE REVIEW

The literature review consists of several themes: review of American cemetery history in the nineteenth and twentieth centuries; brief overview of cemetery preservation needs; and review of nonprofit fundraising best practices. Each theme builds upon one another and is needed to better understand the scope of work a ‘Friends of’ cemetery group must tackle and manage.

History of American Cemeteries

Keith Eggener’s *Cemeteries (Library of Congress Visual Sourcebooks)* and Sherene Baugher’s *The Archaeology of American Cemeteries and Gravemarkers (American Experience in Archaeological Perspective)* provide an insightful and period-sensitive overview of American cemetery design, including the physical layout and landscape characteristics, with consideration for the beliefs and relationships held by Americans regarding death during specific time periods. These important features help explain how the case study cemeteries adapted to change over time and why the cemeteries share similar landscape characteristics and possible maintenance issues. Each of the cemeteries researched for this thesis feature some aspect of the ‘Rural Cemetery Movement’ as explained in *Grave Landscapes: The Nineteenth-Century Rural Cemetery Movement* by James R. Cothran, which provides a succinct overview of the philosophy and design aesthetics attributed to the movement, and how cemetery design phases were carried throughout the United States. These books provide a basic understanding of

cemetery design and layouts that explain potential maintenance issues that cemetery preservation associations may need to address.

Technical Information on Cemetery Maintenance and Preservation

Preservation Brief 48: Preserving Grave Markers in Historic Cemeteries, published by the National Park Service (NPS), provides insight into common maintenance issues that need to be addressed and rectified quickly to preserve any given cemetery. *Preservation Brief 48* mentions the importance of involving the local community in the ongoing restoration and repairs of a historic cemetery to deter vandalism and promote an appreciation of the site¹, but it does not discuss how to start or structure a volunteer group. The ‘Additional Reading’ section of *Preservation Brief 48* suggests *A Graveyard Preservation Primer* by Lynette Stragstad. Stragstad’s book, initially published in 1988, released a 2nd Edition in 2013 that accounts for new practices and improved capabilities brought by the Internet. Chapter 2 of *A Graveyard Preservation Primer*, titled ‘Organizational Concerns,’ discusses the importance of developing a master plan for repairing an abandoned graveyard or cemetery prior to making changes.² Stragstad specifically highlights the importance of completing a master preservation plan that includes short- and long-term goals as well as initial questions that must be asked prior to beginning work on a cemetery, such as "What legal body has jurisdiction over the graveyard?" and "What are the local ordinances governing cemeteries in the community?"³

¹ NPS 48, 19

² Stragstad, 15

³ Ibid, 17

Saving Graves is an online website established in March 2000 that is a collaboration of numerous individuals who work to spread awareness for cemetery preservation in the United States.⁴ One of the many articles featured on the website notes the importance of establishing a CPA. Written by Nathan Zipfel, *Starting A Cemetery Preservation Association* outlines the steps that should be taken prior to physically repairing a cemetery. Zipfel addresses how interest meetings should be planned and advertised throughout the community to look for additional people who would be interested in joining the group.⁵ According to the article, if enough people are in agreement that a CPA should be created, the next steps are to establish bylaws, elect officers, set up committees, and establish an action plan.⁶ Further, Zipfel discusses the merits of setting up a 501c3 federal nonprofit corporation, which gives the organization the ability to use a bank account to handle membership dues and to qualify for certain grants.⁷ Although Zipfel refers to his two-page article as a "bare bones guide," it provides a good starting point for understanding the numerous steps involved when setting up any nonprofit group.

Georgia's Historic Preservation Division and Archaeology Division, which function as Georgia's State Historic Preservation Office (GA SHPO), provides several documents on their websites to inform citizens about cemeteries. Among these documents is a 10-page pdf found on their website⁸ titled "Frequently Asked Questions: Cemeteries." This FAQ sheet provides a general overview of steps and commonly asked

⁴ SavingGraves.net

⁵ Zipfel, 1

⁶ Ibid.

⁷ Ibid.

⁸ https://www.dca.ga.gov/sites/default/files/frequently_asked_questions_cemeteries.pdf

questions that a citizen might have regarding a given cemetery, such as what steps should be taken to access a cemetery on privately owned land, what options are available to private citizens if a new development encroaches upon an existing cemetery, or how to record a cemetery's graves and landscape features. The website also provides a small booklet titled "Preserving Georgia's Historic Cemeteries," written by GA SHPO staff members and published in 2007. The 16-page booklet provides a brief overview of the development of cemeteries in the United States, a look at how historic cemeteries can utilize the NRHP, how to make a cemetery preservation plan, how cemetery tourism can provide a revenue stream and finally how to find funding for a cemetery. All of these topics are critical when restoring a cemetery.

Nonprofit Best Practices

Information pertaining to nonprofits and best practices is found in the fourth edition of *The Jossey-Bass Handbook of Nonprofit Leadership and Management*, written by David O. Renz and Robert D. Herman and *The Palgrave Handbook of Volunteering, Civic Participation, and Nonprofit Associations* by David Horton Smith, Robert A. Stebbins, and Jurgen Grotz. Each of these books provided a general understanding of how a nonprofit organization is defined, the history of nonprofit organizations in America and finally some of the best practices that should be utilized when developing and/or working as a nonprofit.

Overall, the available literature that I found primarily emphasized the importance of planning before activities occur, regardless of how minor the activity may be. For prospective CPAs, the NPS and their recommendations will be immediate sources of information. However, an understanding of planning by itself does not address how a

volunteer CPAs self-management will lead to likely success in its goals. Questions regarding group leadership, communication or collaboration with other volunteer organizations, or whether forming a nonprofit organization would be in the best interests of a given CPA are very relevant to the practice of cemetery maintenance and preservation, but this appears to represent a notable gap in published literature.

Cemetery Archives and Cemetery Preservation Association Interviews

Access to the archives of Oakland Cemetery and the Historic Oakland Foundation is closed to the public. However, David Moore, Executive Director Emeritus, was willing to provide an interview and answer questions, which provided some insight into the beginnings of the Historic Oakland Foundation. Other materials used for the Oakland Cemetery include *Kindred Spirits: A Short History of Historic Oakland Foundation* by the Historic Oakland Foundation, as well as information available on the Oakland Cemetery website.⁹

Information for Westview Cemetery was obtained from the book *Atlanta's Historic Westview Cemetery* by Jeff Clemmons, the current Director of Administration at Westview Cemetery Inc. The archive at Westview Cemetery is not open to the public, but Mr. Clemmons' book relied heavily on the archive when writing his book. Additionally, David Y. Mitchell, Executive Director of the Atlanta Preservation Center (the organization that is leading the Friends of Westview group) provided a conversation. Further, the Friends of Westview website was also referenced¹⁰.

Information for South-View Cemetery was obtained from the book *South-View: An African American City of the Dead* by D.L. Henderson (member of the South-View

⁹ <https://oaklandcemetery.com/>

¹⁰ <https://friendsofwestview.com>

Foundation), a conversation with the current South-View Cemetery President, Winifred Watts Hemphill and the Foundation's website.¹¹

The archive of Friends of Decatur Cemetery is located at the DeKalb County Historical Society in Decatur, Georgia. The archive provides a great deal of information regarding Friends of Decatur Cemetery's initial start in the early 1990s, how they interacted with the City of Decatur, types of grants received, outreach initiatives, and capital projects completed. I interviewed Cathy Vogel, who has been involved with Friends of Decatur Cemetery since its conception and is still active in the group today. Mrs. Vogel shared further insight into how the group operates today and the relationship between Friends of Decatur Cemetery and the City of Decatur.

¹¹ <https://southviewcemetery.com/foundation/>

CHAPTER 3

HISTORICAL OVERVIEWS

Major American Cemetery Trends

During the seventeenth and eighteenth centuries, Americans buried their dead in cemeteries located centrally in the town square, near the town meeting house, by the town church, or underneath the church floors (Figure 3.1).

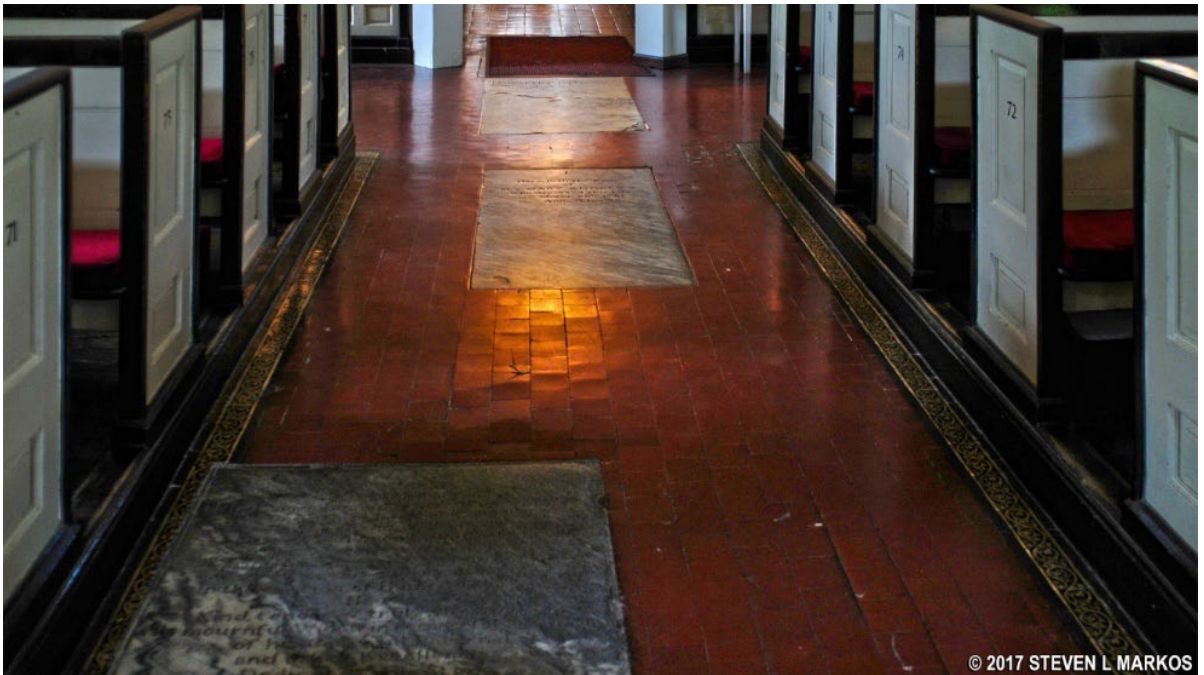


Figure 3.1. Burials under the floor of Christ Church in Philadelphia (Source; Steven Markos)

These cemeteries were haphazardly planned, and at times functioned as the setting for large gatherings such as town markets or fairs, or as grazing pasture for livestock. The cemeteries were also known to be overcrowded, resulting in some burials being laid one

on top of another.¹² Disinterment and dispersion of remains was common practice when a cemetery reached its capacity, which created space for new burials. In response to concerns of disinterment, several prominent families in New Haven, Connecticut banded together in 1796 and created a private corporation to purchase land for the New Haven Burying Ground.

The New Haven Burying Ground was established as a private corporation and belonged to families who purchased plots, in contrast to previous American graveyards that belonged to the local municipality. By establishing their own cemetery with organization and planning, the New Haven families would have no worries that their relatives would be disinterred and relocated due to capacity. However, while those families had sole control over any decisions related to the residents of their cemetery, they were also responsible for maintaining the grounds, performing burials, and ensuring that funds were available.

By the 19th century, European scientists and medical doctors were convinced that cemeteries emitted harmful gases that could present serious health risks to those living in nearby towns and cities.¹³ Although Americans fought for independence from Great Britain, they still held European scientists and medical doctors in high regard and relocated many American cemeteries from town centers to outskirts or otherwise beyond the city limits. This change in the location of cemeteries from urban environs to more rural locations also contributed to what is known as the ‘Rural Cemetery Movement.’

¹² The Cultural Landscape Foundation. 2022. "Oakland Cemetery - GA." The Cultural Landscape Foundation. 2022. <https://tclf.org/landscapes/oakland-cemetery-ga>.

¹³ Clemmons, Jeff. 2018. *Atlanta's Historic Westview Cemetery*. [Landmarks]. The History Press. <https://search.ebscohost.com/login.aspx?direct=true&AuthType=ip,shib&db=cat06564a&AN=uga.9949162372902959&site=eds-live&custid=uga1>.

Rural Cemetery Movement

In 1831, Mount Auburn Cemetery was established on 72 acres of land in Cambridge, Massachusetts by the Massachusetts Horticultural Society¹⁴. This was the first cemetery in America that was designed with the intent to create a serene, picturesque landscape that provided not only a permanent resting spot for the dead, but also an escape for the living from cities to more tranquil, park-like environs (Figure 3.2).



Figure 3.2. Mount Auburn Cemetery by Thomas Chambers (Source: National Gallery of Art, Washington)

Mount Auburn's landscaped setting became a scenic attraction that Americans traveled from afar to visit. Mount Auburn's popularity translated into their rural cemetery model being replicated across the United States. The Rural Cemetery Movement continued through the first half of the 19th century.

¹⁴ "Mount Auburn Consecrated | Mount Auburn Cemetery."

Lawn Park Cemetery

Spring Grove Cemetery was established in 1845 in Cincinnati, Ohio, and was originally laid out using themes commonly found in the Rural Cemetery Movement (Figure 3.3). In 1855, a landscape gardener named Adolph Strauch was appointed as cemetery superintendent, who redesigned the cemetery grounds for easier maintenance. This involved streamlining the unique features of family plots, straightening pathways to provide easier access for maintenance workers, and obscuring maintenance buildings were behind vegetation.¹⁵ The Lawn Park Cemetery design was not only easier to maintain, but also better suited to operation as a business enterprise that relied upon professionals for upkeep and maintenance (Figure 3.4).



Figure 3.3. 1900 Photograph of Spring Grove Cemetery (Source: Library of Congress)

¹⁵ Clemmons, Jeff. 2018. *Atlanta's Historic Westview Cemetery*. [Landmarks]. The History Press. <https://search.ebscohost.com/login.aspx?direct=true&AuthType=ip,shib&db=catalog06564a&AN=uga.9949162372902959&site=eds-live&custid=uga1>.



Figure 3.4. Example of a Lawn Park Cemetery (Source; Taken by author 2022)

Military Cemeteries

In the 1860s, the American Civil War led to the creation of mass burial grounds for fallen soldiers at battle sites. These sites were created in a very uniform manner and featured simplistic grave markers. The areas were not landscaped for aesthetic purposes, but instead were laid out in an orderly fashion to maximize the number of fallen that the land could accommodate (Figure 3.5).



Figure 3.5. 2019 Photograph of the Gettysburg National Cemetery (Source: Library of Congress)

By the end of the 19th century, the American Industrial Revolution was in full swing, and the development of new machinery and new methods of transportation such as the steam engine, trolleys, and automobiles¹⁶ meant that Americans had vastly improved mobility and access to travel. However, as it became easier to travel great distances, cemeteries that had once been faithfully maintained by family members and friends became abandoned or left to a few remaining individuals who found the required maintenance work was too much for their dwindling numbers.

Memorial Parks

In 1917, a cemetery director and former engineer named Hubert L. Eaton developed what became known as the ‘Memorial Park’ cemetery design. Eaton was hired

¹⁶ Library of Congress. 2022. "Rise of Industrial America, 1876-1900." Web page. U.S. History Primary Source Timeline. 2022. <https://www.loc.gov/classroom-materials/united-states-history-primary-source-timeline/rise-of-industrial-america-1876-1900/overview/>.

as the cemetery director for Forest Lawn Cemetery in Tropic (Glendale), California. Forest Lawn Cemetery was initially established as a Lawn Park Cemetery in 1906. However, from the start of Eaton's residency he proclaimed, "I shall endeavor to build Forest Lawn as different, as unlike other cemeteries.... It is to be filled with towering trees, sweeping lawns, splashing fountains, singing birds, beautiful statuary, cheerful flowers in contrast to traditional cemeteries containing misshapen monuments and other customary signs of earthly death..."¹⁷ Eaton's vision resulted in large swaths of open land with minimal statues, all of which required approval by the cemetery director (Figure 3.6). Gravestones became low-profile bronze markers that rested directly on the ground, allowing the cemetery's lawn to be easily maintained with machinery, and created a uniform presentation with all graves appearing equal (Figure 3.7).¹⁸



Figure 3.6. Forest Lawn Cemetery (Source: Forest Lawn Memorial-Park Association 2022)

¹⁷ Baugher, Sherene, and Richard F. Veit. 2014. *The Archaeology of American Cemeteries and Gravemarkers*. Gainesville: University Press of Florida, 149.

¹⁸ *Ibid.*



Figure 3.7. Grave Marker at Forest Lawn Cemetery (Source: Straynger Ranger 2022)

Nonprofit Organizations in America

Although the concept of "nonprofit organizations as a unified and coherent sector dates only to (the) 1970s,"¹⁹ in the United States, characteristics of nonprofits have existed in America since the 1600s.

The basic legal vehicles of today's nonprofits – the corporation and the trust – were known to colonial Americans. Philanthropy and volunteer service – giving money and time – were also features of early American life. But because the colonists understood the role of government and the rights and responsibilities of citizenship so differently, these vehicles and practices little resembled the forms they take in modern America.²⁰

¹⁹ Renz, David O., and Robert D. Herman. 2016. *The Jossey-Bass Handbook of Nonprofit Leadership and Management*. 4th ed. Hoboken, New Jersey: Jossey-Bass, A Wiley Brand, 3.

²⁰ *Ibid.*, 4-5

During that time period, colonial Americans would assist with public tasks such as building roads or constructing meeting houses. However, such assistance was compulsory, and failure to assist would often result in being fined.²¹ Nonetheless, these early groups did share some governing characteristics with present-day nonprofit organizations. "They were self-governing, with decisions made by members who often delegated power to governing boards." Further, "they had no owners or stockholders... (and) they could accept donations and bequests for charitable purposes."²²

By the 1700s, America was seeing a surge in population growth, economic development, and a changing relationship with European countries.²³ For example, a young Benjamin Franklin served as an apprentice to an English printer in London for several years. When Franklin returned to America, he took with him the idea of voluntary associations of tradesmen that he had seen throughout his stay in Europe, specifically that of Freemasonry. Freemasonry is a fraternal order "whose members were committed to a variety of radical political and religious ideas"²⁴ that spread rapidly through the Colonies. By the end of the 1700s, the characteristics that had been used to establish groups like the Freemasons or religious organizations would be used to establish groups like the Sons of Liberty and Committees of Correspondence, both of which aided in mobilizing the American Colonists to fight for independence.²⁵

The 1800s ushered in diverging thoughts related to nonprofit associations. Southern and western states were suspicious of private charitable organizations and took

²¹Renz and Herman, 5.

²² Ibid.

²³ Ibid.

²⁴ Ibid.

²⁵ Ibid.

steps to create laws that would limit their power.²⁶ Conversely, states in New England enthusiastically welcomed voluntary associations and enacted laws to protect them.²⁷ By the end of the 1800s, participation in sociable and civic-minded associations such as the Freemasons, Knights of Columbus, Rebekahs, and Odd Fellows was widespread across the United States.²⁸

By 1890, extremely wealthy Americans such as Andrew Carnegie and John D. Rockefeller had become interested in providing multimillion-dollar charitable endowments to public institutions like universities and libraries (Figure 3.8), but because the laws of the time were not structured to handle endowments of such high value, these donations were met with obstacles. Thus, in 1893, the states of Ohio, New York, Pennsylvania, and Illinois made changes to their state laws allowing the large charitable contributions proposed by Carnegie and Rockefeller.²⁹ These changes spurred the creations of Rockefeller's General Education Board (est. 1901) to benefit African American schools in the South, the Carnegie Endowment for the Advancement of Teaching (est. 1905), Margaret Olivia Slocum Sage's Russell Sage Foundation (est. 1907) to address social welfare issues nationally, and the Carnegie Corporation of New York (est. 1911) for the general purpose of "the advancement and diffusion of knowledge and understanding."³⁰ Although direct philanthropy was the impetus for these changes, the creation of "grantmaking foundations" were an additional result. By 1918, fundraising became a profession, and firms like John Price Jones & Company capitalized on the

²⁶ Renz and Herman, 7

²⁷ Ibid.

²⁸ Ibid., 13

²⁹ Ibid.

³⁰ Ibid.

opportunity using "sophisticated business methods with aggressive marketing techniques in raising funds for World War I loan drives and later for Harvard and other universities."³¹



Figure 3.8. Carnegie Library seen from near Carnegie Way and Forsyth Street, looking Northwest. Atlanta (Source: LBGPF3-055n, Lane Brothers Commercial Photographers Photographic Collection, 1920-1976. Photographic Collection, Special Collections and Archives, Georgia State University Library)

When the stock market crashed in 1929, the 'New Deal' program established large public works projects like the Works Project Administration and the Civilian Conservation Corps to "restore [the] consumer buying power."³² Most of the federal programs were carried out by state and municipal agencies and by nongovernmental

³¹ Renz and Herman, 16

³² Ibid, 18

organizations funded by government contracts, user fees, and private contributions indirectly subsidized through tax exemptions and deductions. During the 1930s, Oakland Cemetery benefited from the WPA program by creating a list of all existing gravestones in the cemetery to be used in future cemetery restoration plans.³³ Over 90% of the current nongovernmental organizations (NGOs) were established after 1950,³⁴ and the concept of 'nonprofit organizations' as a unified sector dates only to the 1970s.³⁵ This means that the Historic Oakland Foundation's creation in 1976 was at the forefront of NPOs as we know them today.

Philanthropy today is much more globalized due to the accumulation of wealth in the information technology sector. New billionaires are more interested in activist causes, but they also expect NPOs to be results-driven. For example, the Bill & Melinda Gates Foundation take an active "interest in global problems of hunger, disease, environment, and economic development."³⁶

Each of the four CPAs used as a case study has been established as a 501(c)(3) NPO and is exempt from tax collection by the Internal Revenue Service (IRS). According to the IRS website, an organization can be tax exempt under Section 501(c)(3) if the organization is "operated exclusively for exempt purposes set forth in 501(c)(3), and none of its earnings may inure to any private shareholder or individuals. In addition, it may not be an action organization, i.e., it may not attempt to influence legislation as a substantial

³³ Van Beck, Sara L. 2017. "Historic Oakland Foundation, Inc. Master Plan 2017 Administrative History Timeline."

³⁴ Renz, David O., and Robert D. Herman. 2016. *The Jossey-Bass Handbook of Nonprofit Leadership and Management*. 4th ed. Hoboken, New Jersey: Jossey-Bass, A Wiley Brand,4.

³⁵ *Ibid.*, 3

³⁶ *Ibid.*, 27

part of its activities, and it may not participate in any campaign activity for or against political candidates."³⁷

The IRS additionally defines Section 501(c)(13) as a statute exempting cemeteries from federal income tax under certain circumstances, and the apparent purpose of this statute is to protect privately-owned cemeteries that are exclusively used for "bona fide burial purposes and not for resale." Although many American cemeteries qualify under this exemption, none of the case studies selected for this thesis were formed using 501(c)(13), and the specific differences between the two NPO types is beyond the scope of this study. However, because organizations formed under 501(c)(13) are limited to privately owned cemeteries that are not run for profit, it is expected that maintaining and preserving their respective cemeteries would require a level of personal investment similar to that of other CPAs, and many American cemeteries run by 501(c)(13) organizations are similarly listed on the NRHP. Although the results of this thesis may not immediately apply to such organizations due to their exclusivity, there are similarities to be drawn between 501(c)(13) and early American cemeteries in terms of which body is responsible for maintaining and preserving the cemetery. Thus, just as CPAs of the present were formed as a response to changes through history, the results of this thesis and future developments that apply to present-day CPAs can be expected to apply to privately owned cemeteries through changes in ownership and responsibility over time.

³⁷ IRS website: <https://www.irs.gov/charities-non-profits/charitable-organizations/exemption-requirements-501c3-organizations>

CHAPTER 4

OVERVIEW OF CASE STUDIES

Each of the cemeteries selected as case studies is located within the metropolitan Atlanta area, has a CPA with a website, and has members who are willing to publicly provide information regarding the cemetery they maintain.

Oakland Cemetery, established in 1850, is located within the city limits of Atlanta at 248 Oakland Avenue. Oakland Cemetery covers 48 acres and includes roughly 70,000 graves consisting of both above and below ground burials. Of the four case studies, Oakland Cemetery contains the least amount of acreage, but has the most robust CPA. Historic Oakland Foundation, Inc. is the oldest and longest-running of the four case studies.

Westview Cemetery, established in 1884, is located within the city limits of Atlanta at 1680 Westview Drive. In the overall context of the case studies, Westview Cemetery was created in response to Oakland Cemetery reaching its capacity at the time in the late 19th century. Of the case studies, Westview Cemetery has the largest site, covering roughly 582 acres, and contains the most graves at roughly 125,000 burials. Westview's cemetery association group, Friends of Historic Westview Cemetery, is the newest of the case studies, having been established in 2016.

South-View Cemetery is also located within the city limits of Atlanta, at 1919 Jonesboro Road Southeast, and was established in 1886. South-View Cemetery covers roughly 100 acres, and its nonprofit CPA, Historic South-View Preservation Foundation,

Inc., was established in 2004. Of the case studies examined, South-View Cemetery is unique as having been established in response to segregation and the need to provide loved ones with a decent burial.

The final case study is the Decatur Cemetery located in Decatur, Georgia, six miles east of Atlanta at 229 Bell Street. Although this cemetery is located outside of Atlanta's city limits, it is still considered a part of the metropolitan Atlanta area. Decatur Cemetery is the oldest of the case studies, having been established in 1826. Similar to Oakland Cemetery, Decatur Cemetery is municipally owned. Its CPA, known as Friends of Decatur Cemetery, is the second-oldest among the case studies and was established in 1997 by a group of concerned, preservation-driven citizens.

CHAPTER 5

OAKLAND CEMETERY

Oakland Cemetery	
Dates Established	1850
Location	248 Oakland Avenue Southeast, Atlanta
Size	48 acres
Ownership Status	Municipally owned
Number of Graves	70,000
NRHP Listed?	Yes

Oakland Cemetery, initially called the Atlanta Graveyard or the City Burial Place³⁸, was established in 1850 when Atlanta city officials purchased six acres of land located outside the populated city limits.³⁹ During that time period, Atlanta was experiencing rapid population growth, and the original burying grounds, located near the present-day intersection of Peachtree Street and Baker Street, was becoming a hindrance to the city's future growth. The first six acres established as Oakland Cemetery were segregated and were used to bury all citizens in paupers' graves, from Atlanta's wealthiest to the city's poorest citizens.⁴⁰ By 1872, the burial ground was officially known as Oakland Cemetery, and had been expanded to 48 acres due to pressures stemming from the Civil War (Figure 5.1).⁴¹

³⁸ Historic Oakland Foundation. 2016. *Kindred Spirits: A Short History of Historic Oakland Foundation*.

³⁹ Ibid.

⁴⁰ Ibid.

⁴¹ Van Beck, Sara L. 2017. "Historic Oakland Foundation, Inc. Master Plan 2017 Administrative History Timeline."

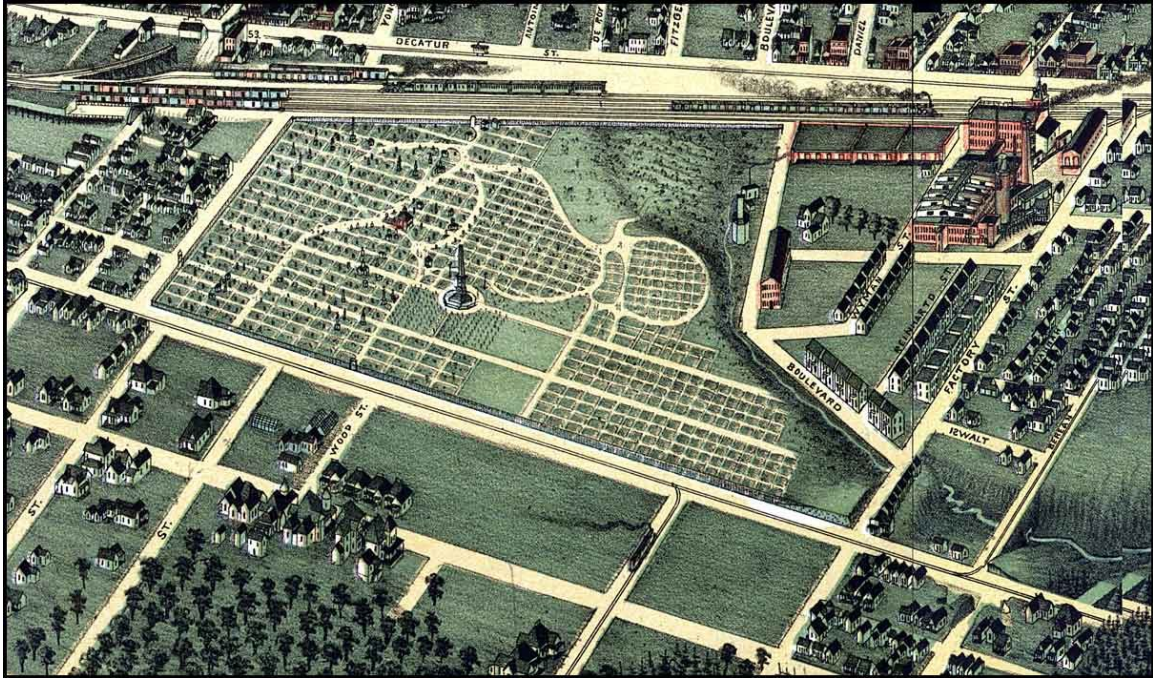


Figure 5.1. Bird's Eye View of Oakland Cemetery (Source: Koch 1892)

Oakland Cemetery contains characteristics associated with the Rural Cemetery Movement and features winding pathways, unique foliage, decorative funerary statues, and distinctive burial sites from mausoleums to individualized gravestones. As with similar cemeteries of the Rural Cemetery Movement, the space was not only used for burials, but also offered a public park for citizens to visit.⁴² During the latter half of the 19th century, Oakland Cemetery had the reputation of being Atlanta's largest public park.⁴³ During that period, burials were attended to and maintained by family members and friends who lived nearby. By the 20th century, Oakland Cemetery had reached capacity and Atlantans turned to other locations for burying their loved ones. Not only did the number of burials decrease in Oakland Cemetery, but upkeep and maintenance of the graves also began to suffer. The family and friends who maintained the burials in the

⁴² Historic Oakland Foundation. 2016. *Kindred Spirits: A Short History of Historic Oakland Foundation*.

⁴³ Admin timeline

19th century started to leave the graves in disrepair due to financial circumstances or distance from Atlanta.

Between the 1910s and 1930s, several different departments of Atlanta's City Hall were given the responsibility of providing care for Oakland Cemetery, and in 1919, the cemetery was understaffed, underfunded, and showing signs of neglect.⁴⁴ By 1921, the Cemetery Commission was replaced by the Cemetery Committee, and by 1932, the Cemetery Committee was replaced by the City Park Board. The numerous administrative changes resulted in standard maintenance issues going unchecked, and as the task of deterring vandals became too large for the City Park Board, they hired night watchmen⁴⁵. Further, because the cemetery filled rapidly, no more plots were available to be sold and their income suffered. In contrast, the Westview and South-View cemeteries were fully operational by that time and were able to offer more options for burying the dead inside Atlanta's city limits.

In the 1930s, an Atlantan historian named Franklin Miller Garret recognized the importance of documenting and recording the headstones located in Oakland Cemetery. Garrett's interest in the cemetery would continue as his life-long passion, and he would be integral in the development of a CPA for Oakland Cemetery in the 1970s.

During the 1940s, the city proposed an expansion of the neighboring Memorial Drive, planning to develop the street into a parkway. The proposal included funding to purchase four blocks of land to add to the cemetery and to provide the cemetery with a renovation. Additionally, funds would be provided to add a new administration building

⁴⁴ Van Beck, Sara L. 2017. "Historic Oakland Foundation, Inc. Master Plan 2017 Administrative History Timeline."

⁴⁵ Ibid.

on the cemetery property.⁴⁶ These changes were done to correct the street grid and to "fight blight" in the area.⁴⁷

In 1954, Franklin Garrett released his first book, *Atlanta and Environs*, in which he provides an in-depth discussion of the history of Atlanta, including the history of the city's previous populations now residing at Oakland Cemetery. In his book, Garrett states that Oakland Cemetery is "Atlanta's most tangible link between the past and present."⁴⁸ In the early 1970s, Atlantans began planning events to celebrate America's Bicentennial.⁴⁹ By that time, however, Oakland Cemetery was more well-known for its neglected appearance than for its history or as a park within Atlanta's city limits. Thus, recognizing the importance of the history contained in Oakland Cemetery's walls, Garrett formed the nonprofit Historic Oakland Foundation with the assistance of eight like-minded individuals in 1976.⁵⁰ The nonprofit group worked to get Oakland Cemetery listed on the NRHP and assisted with renewing the interests of the local citizens by offering tours of the cemetery to see notable Atlantans.⁵¹ It was through this beginning that the nonprofit was able to fundraise, provide manpower, and draw attention to the restoration projects needed at the cemetery, as well as to the importance of maintaining and repairing Oakland Cemetery.

Oakland Cemetery is the final resting place for many of Atlanta's well-known citizens. These include: Ivan Allen Jr., Mayor of Atlanta from 1962 to 1970; Bobby

⁴⁶ Van Beck, Sara L. 2017. "Historic Oakland Foundation, Inc. Master Plan 2017 Administrative History Timeline.", 56.

⁴⁷ Ibid.

⁴⁸ Garrett, Franklin Miller. 1954. *Atlanta and Environs: A Chronicle of Its People and Events*. Athens, Georgia: University of Georgia Press.

⁴⁹ Historic Oakland Foundation 2016, 6

⁵⁰ Ibid.

⁵¹ Ibid.

Jones, nationally recognized golfer who won golf's Grand Slam in 1930; country music singer and Hall of Famer Kenny Rogers; Carrie Steele Logan, a former slave who established the first African American orphanage in Atlanta; Selena Sloan Butler, co-founder of the National Parent–Teacher Association; Margaret Mitchell, author of Pulitzer Prize winning *Gone with the Wind*; and Maynard Holbrook Jackson, the first African American Mayor of Atlanta.⁵²

Cemetery Landscape

Oakland Cemetery is a classic display of the Rural Cemetery Movement, with winding pathways and numerous species of vegetation located throughout, and the prevalence of as unique graves, small funerary statues, and structures (Figure 5.2). Although these aesthetic aspects of the Rural Cemetery Movement contribute to its beauty, they can also significantly complicate the task of maintenance; because each grave consists of unique materials and distinctive monuments, maintenance can be much more difficult, in addition to potentially being more expensive.

Today, Oakland Cemetery covers a total of 58 acres and consists of 13 distinct sections. As seen in Figure 5.3, these sections include Potter's Field, Hogpen Corner, Bell Tower Ridge, Greenhouse Valley, African American Grounds, Confederate Memorial Grounds, Rogers Hill, Jewish Hill, Jewish Flat, Child Square, Knit Mill, the Original Six Acres, and a recent land acquisition that was not named at the time of this writing.

⁵² Historic Oakland Foundation. 2022a. "History." Historic Oakland Foundation. 2022. <https://oaklandcemetery.com/famous-residents/>



Figure 5.2. Oakland Cemetery, Looking South At the Bell Tower, 2022

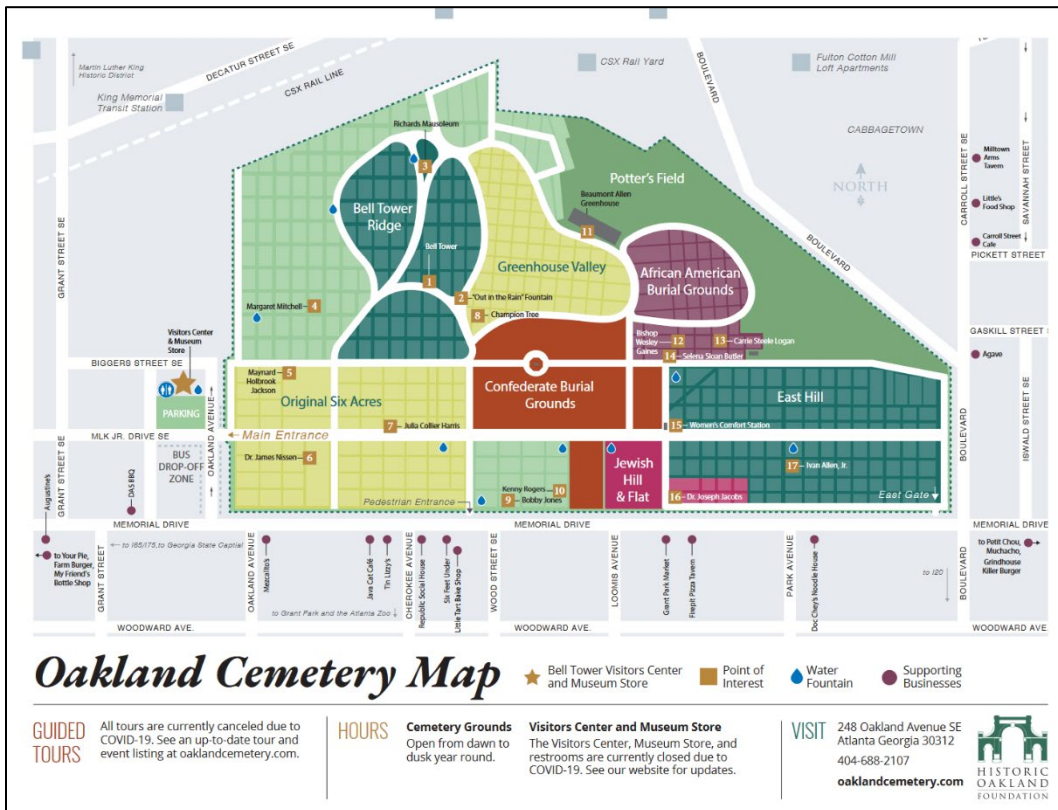


Figure 5.3. Master Plan of Oakland Cemetery (Source: Historic Oakland Foundation 2022)

Oakland Cemetery National Register Submittal Form

Oakland Cemetery's NRHP nomination paperwork can be found on the Historic Oakland Foundation website directly or by using the NPS website's National Register Database and Research tool. The paperwork consists of 82 pages, a mixture and is comprised of handwritten items, copies of photographs, and typed material. The form used for submission was revised in October of 1974⁵³, and was the most recent version of the form available at the time. This is important to note because although the nomination form has been altered over time to reflect new developments and criteria alterations as the NRHP list has developed, Oakland Cemetery's submittal eligibility was not subject to the same criteria as the other cemeteries' NRHP submittals.

Section 1 and 2 cover standard information, including the site's name, location (street address/city/state), and congressional district. At the time of submittal, Oakland Cemetery was part of Georgia's fifth congressional district, which was represented by Andrew Young. Section 3 is the Classification section, which covers the site's category, ownership, public acquisition, status, accessibility, and present use. Oakland Cemetery is classified as a District, owned publicly, considered a work in progress, listed as accessible and unrestricted, and used as a museum and cemetery. The only classification criteria left blank on the Oakland Cemetery NRHP submission form is regarding 'public acquisition' as it was always publicly owned by the City of Atlanta. Sections 4, 5, 6, and 7 ask for information regarding the property owner, the site's presence in existing surveys, and a current description of the site. The City of Atlanta was listed as the owner, along with its corresponding mailing address, and the 'Survey of Historic Structures,

⁵³ Oakland Cemetery's NRHP nomination form,1.

Sites and District – Category I Atlanta Urban Design Commission,⁵⁴ dated November 1973, was physically located at Atlanta City Hall. Section 7, which concerns the condition of the cemetery, described the cemetery as ‘good,’ ‘unaltered,’ and the ‘original site.’

As part of Section 7, the form requests a description of the present site and any known information regarding the original physical appearance. This begins a four-page typed synopsis of the site’s current and original condition. A notable discrepancy is that although the submission consistently refers to the site as being 88 acres, present-day records from the Historic Oakland Foundation list the site as being 48 acres. It is possible that the discrepancy is due to a simple error or that the site’s boundary decreased in size based on discovered information, but I was not able to confirm the reason.

The submission describes the site as a "hilly area in the southeastern section of Atlanta" and states that "fifty miles of brick streets and walkways were built to provide leisurely and orderly accessibility to the various sections."⁵⁵ The current entryway is also discussed on the form as being designed roughly 40 years after the cemetery’s inception, and that previously used cemetery entryways have since been closed due to changes in the surrounding road patterns. The description goes on to detail the most common and unique burial plots Oakland contains, including discussions on the extant iron fencing, the types of mausoleums, noteworthy contributing maintenance and office buildings, the use of family plots, and the character areas within the cemetery.

⁵⁴ Oakland Cemetery NRHP nomination form, 1.

⁵⁵ *Ibid.*, 2

Section 8 covers Areas of Significance. Periods checked in the area of significance section include 1800 – 1889 and 1900 – (no end date), Art, Landscape Architecture, Sculpture, and Other – Cultural History. Specific dates mentioned are 1850 – 1925 with no builder or architect listed. Oakland’s founding date of June 6, 1850 is mentioned in the Section 8 paragraph call-out, along with the original six-acre size of the cemetery (6 acres). Further the statement discusses, the dates when additional tracts of land were added to the cemetery, and the physical environment of the cemetery with consideration for its adaptation to surrounding areas. Further, the range of ethnicities/religions represented in the cemetery are discussed, and a claim is made that "(s)ince Oakland’s lots were originally laid out on a segregated basis, the grounds, with their visually distinct sections, are a social, as well as [a] historic statement."⁵⁶

Section 9 lists the major bibliographical references used, including original Historic Oakland Foundation member Franklin Garrett’s *Atlanta and Environs* and "miscellaneous cemetery records and research materials provided by the staff of Oakland Cemetery, September – October 1975." Section 10 concerns Geographical Data and includes the acreage of the site, the UTM coordinates, and a verbal boundary description: "Area bounded by Memorial Drive, Boulevard Drive, Oakland Avenue and the Georgia Railroad."⁵⁷

Section 11 provides the name of who prepared the form and Section 12 names the State Historic Preservation Officer who certified the accuracy of the information given and clarifies whether "the evaluated significance of this property within the state is" on a

⁵⁶ Oakland Cemetery NRHP nomination form., 6

⁵⁷ Ibid, 7

national, state, or local level. In 1975, David Sherman was the Historic Preservation Section Chief and evaluated Oakland Cemetery's significance on a state level.

Next are three additional Significance continuation sheets that detail the "nineteenth century attitudes toward landscape and death"⁵⁸ and that "the outstanding feature of Oakland Cemetery is its rich collection of Victorian cemetery art."⁵⁹ The Significance continuation sheet goes on to discuss the present-day plans (1975) consisting of "a program of restoration and museum activity based on a recognition of this significance has been initiated by the City in Oakland."⁶⁰ The outlined goals are described as "emphasizing the cemetery as a tangible link with Atlanta's history."⁶¹

Thirty-two current photographs of the site were provided to show the diversity and distinct characteristics of the cemetery. A map of Oakland Cemetery was also provided, along with numbers corresponding to the locations where the photographs were taken, as well as several contour maps of Oakland Cemetery and its surrounding areas.

At the very end of Oakland's NRHP nomination form is a "National Register Data Sheet" which provides the final data that will be used by the NPS staff. The Oakland Cemetery National Register Write-Up states "Cemetery, original 6-acres now are SW corner of 88-acre tract; surrounded by brick wall with intricate iron gates, added 1896; fine examples of Victorian cemetery art, 19th c. park landscape; contains graves of prominent Atlanta citizens. City's oldest extant burial grounds."⁶² Because Oakland

⁵⁸ Oakland Cemetery NRHP nomination form, 8

⁵⁹ Ibid., 8

⁶⁰ Ibid., 9

⁶¹ Ibid.

⁶² Ibid, 82

Cemetery’s submission was made in the 1970s, the form did not specify which NRHP criteria would be used for classification of the cemetery.

Historic Oakland Foundation, Inc.

Historic Oakland Foundation, Inc.	
Date Established	1976
Currently Active?	Yes
Number of Members	1,970
Group Website?	Yes
Most Recent Annual Revenue reported to IRS	2020 -- \$4,650,000
Mission Statement	Yes

As stated earlier, the nonprofit Historic Oakland Foundation, Inc. (HOF) was established in 1976 by eight Atlantans who were interested in the repair and preservation of the cemetery.⁶³ These individuals consisted of a historian, an Emory physician and his brother, a Clark College (Clark Atlanta University) professor, a member of the Atlanta Victorian Society, an Atlanta architect, a former Dean of the Emory Graduate School, an Emory Doctoral student, and the cemetery sexton⁶⁴. Each of these individuals was connected to different facets of Atlanta’s society and was thereby able to garner attention and attract buy-in from other citizens and organizations to expand the Historic Oakland Foundation’s membership roster and resources.

Although the Historic Oakland Foundation succeeded in facing the initial difficulties of creating a CPA, the nonprofit still faced the challenge of working with the City of Atlanta, who had retained ownership of Oakland Cemetery, but had changed the governing body responsible for managing Oakland Cemetery several times. Starting in

⁶³ Historic Oakland Foundation. 2022a. "History." Historic Oakland Foundation. 2022. <https://oaklandcemetery.com/history/>.

⁶⁴ Historic Oakland Foundation 2016, 9

the 1920s, Oakland Cemetery was first monitored by a Cemetery Committee, and was changed to a Cemetery Commission in 1932.⁶⁵ After 1932, Oakland Cemetery was moved to the Parks Department.⁶⁶ After being moved to the responsibility of the Parks Department, Oakland Cemetery fell into a decline that had continued to persist in the 1970s during the forming of the Historic Oakland Foundation.⁶⁷

At the beginning of the Historic Oakland Foundation's activity, any changes or repairs they wanted to make to the cemetery had to first receive approval from the City of Atlanta, which resulted in maintenance issues taking longer to address as requests had to go through proper channels. The late 1970s ushered in several changes to the process, including the passing of Georgia Senate Bill 77 in 1977, which allowed cemeteries in Georgia to sell unused or abandoned grave plots with the proceeds earmarked for the cemetery's perpetual care fund.⁶⁸ The bill, drafted by a Historic Oakland Foundation member⁶⁹, allowed Oakland Cemetery to sell unused burial plots, which had not been done since the first decade of the 20th century. Although the process of confirming which lots had been genuinely abandoned was an arduous task that would take the Historic Oakland Foundation several years to complete, it nevertheless provided a starting point for finding revenue streams to fund maintenance for the cemetery. An additional agreement in 1977 between the Historic Oakland Foundation and the City of Atlanta

⁶⁵ Van Beck, Sara L. 2017. "Historic Oakland Foundation, Inc. Master Plan 2017 Administrative History Timeline." 3.

⁶⁶ Historic Oakland Foundation. 2022a. "History." Historic Oakland Foundation. 2022. <https://oaklandcemetery.com/history/>.

⁶⁷ Ibid.

⁶⁸ Van Beck, Sara L. 2017. "Historic Oakland Foundation, Inc. Master Plan 2017 Administrative History Timeline." 5.

⁶⁹ Ibid.

established a Cemetery Committee and inked a 10-year contract that allowed the Historic Oakland Foundation to administer any funds raised by the sale of unused burial plots.⁷⁰

Throughout the 1980s and 1990s, the Historic Oakland Foundation expanded their outreach opportunities by offering such events as carriage tours through the cemetery (Figure 5.4), runs to raise money for onsite restoration, and an Adopt-A-Plot program.⁷¹



Figure 5.4. 1989 Carriage Tours at Oakland (Source: Historic Oakland Foundation 2022)

All of these outreach initiatives provided funding and promoted Oakland Cemetery's appeal to members of the local community. By 1986, 39 burial spaces were able to be offered for sale after nine years of researching and confirming the locations of

⁷⁰ Van Beck, Sara L. 2017. "Historic Oakland Foundation, Inc. Master Plan 2017 Administrative History Timeline."5.

⁷¹ Historic Oakland Foundation 2016, 14

abandoned graves.⁷² At the time, Oakland Cemetery had not been able to raise funds through the sale of a burial plot since 1910. In 1997, the Historic Oakland Foundation entered into a memorandum of understanding with the City of Atlanta "formalizing their working relationship and clarifying the Historic Oakland Foundation's responsibilities."⁷³ The Historic Oakland Foundation also sought grant funds from sources such as the Katherine John Murphy Foundation, the Tull Foundation, and the Greene-Sawtell Foundation.⁷⁴ By 2001, HOF's then executive director, Mary Alice Alexander, stated that by 2001, the nonprofit had raised over \$5 million since its inception in 1976.⁷⁵

Today, the Historic Oakland Foundation is based out of the preserved Bell Tower on site and consists of 21 full-time and part-time staff members. The nonprofit has a board that consists of a Chair, Vice Chair, Treasurer, and a Secretary, as well as an Executive Committee of four individuals and a Trustees Group of 13 individuals.⁷⁶

Based on obtained information, the Historic Oakland Foundation would be classified as a paid-staff NPO with active members who volunteer and contribute. However, the majority of the 1,970 members do not actively volunteer, and instead pay membership dues to receive benefits when visiting the cemetery. Historic Oakland Foundation membership benefits vary according to different membership levels, which also vary in cost. Benefits available include free admission to regularly scheduled tours for up to four people, advance ticket sales to special events like the 'Capturing the Spirit

⁷² Van Beck, Sara L. 2017. "Historic Oakland Foundation, Inc. Master Plan 2017 Administrative History Timeline."62.

⁷³ Historic Oakland Foundation 2016, 15

⁷⁴ Ibid.

⁷⁵ Ibid,16.

⁷⁶ Historic Oakland Foundation. 2022a. "History." Historic Oakland Foundation. 2022. <https://oaklandcemetery.com/history/>.

of Oakland’ Halloween Tours, and discounted tickets for up to four people to select events such as "Love Stories of Oakland" and "Malts and Vaults of Oakland: Where Beer Meets History." In addition to tours, members get 10% off purchases at the Visitors Center & Museum Store, expedited check-in and other members-only benefits at select events, invitations to exclusive members-only events, a bi-monthly e-newsletter, and the annual Oakland magazine, ‘The Gate.’⁷⁷ The Historic Oakland Foundation’s membership has nine membership levels ranging in price from \$45/year for an Individual membership to \$2,500/year for the Benefactor membership. Each increase in membership level confers additional benefits.⁷⁸

Table 5.1. Historic Oakland Foundation Membership Levels

Membership Level	Cost per year	Membership Description	Additional Benefits beyond Basic Benefits:
Individual (any age)	\$45	Membership benefits for one individual (any age)	No.
Grave Digger Young Professional	\$50	Membership benefits for one individual (ages 21 – 39)	No.
Dual	\$60	Membership benefits for two adults (do not have to reside together)	-Invitations to exclusive Grave Diggers quarterly gatherings. -Discounted entry to some of the Historic Oakland Foundation’s signature events.
Family	\$75	Membership benefits for family of four from the same household (two adults/two children)	No.

⁷⁷ Historic Oakland Foundation website

⁷⁸ Ibid.

Table 5.1. Historic Oakland Foundation Membership Levels

Membership Level	Cost per year	Membership Description	Additional Benefits beyond Basic Benefits:
Angels	\$150	Membership benefits for two adults (do not have to reside together) or a family of four from the same household (two adults/two children) plus	-Two guest tour passes -10% off private event rentals (excludes the month of October. Subject to availability.)
Sustaining	\$300	Membership benefits for two adults (do not have to reside together) OR a family of four from the same household (two adults/two children) plus:	-Four guest tour passes -10% off private event rentals (Excludes the month of October. Subject to availability.)
Contributing	\$500	Membership benefits for two adults (do not have to reside together) OR a family of four from the same household (two adults/two children) plus:	-Six guest tour passes -10% off private event rentals (Excludes the month of October. Subject to availability.)
Patron	\$1,000	Membership benefits for two adults (do not have to reside together) or a family of four from the same household (two adults/two children) plus:	-Six guest tour passes -10% off private event rentals (Excludes the month of October. Subject to availability.) -Patrons are also automatically welcomed into The Bell Tower Society and receive those additional benefits including a private tour for up to six people led by Historic Oakland Foundation staff.

Table 5.1. Historic Oakland Foundation Membership Levels

Membership Level	Cost per year	Membership Description	Additional Benefits beyond Basic Benefits:
Benefactor	\$2,500	Membership benefits for two adults (do not have to reside together) OR a family of four from the same household (two adults/two children) plus:	<ul style="list-style-type: none"> -Six guest tour passes -20% off private event rentals (Excludes the month of October. Subject to availability.) -Benefactors are also automatically welcomed into The Bell Tower Society and receive those additional benefits including a private tour for up to six people led by Historic Oakland Foundation staff.

CHAPTER 6

WESTVIEW CEMETERY

Westview Cemetery	
Dates Established	1884
Location	1680 Westview Drive Southwest, Atlanta
Size	582 acres
Ownership Status	Non-profit Cemetery
Number of Graves	125,000
NRHP Listed?	Yes

Westview Cemetery was established on June 28, 1884 by 27 white Atlantan citizens including: L.P. Grant, W.P. Inman, E.P. McBurney, Jacob Elsas, H.I. Kimball, and L. DeGive, all of whom were affluent men in the area during that time period. The cemetery would amass 577 acres consisting of farmland, homesteads, and undeveloped lands located outside of Atlanta's 1884 city limits and far enough away from the affluent West End neighborhood to not upset its influential residents. Today, Westview Cemetery is a nonprofit cemetery, which means it is an "organization chartered solely for the purpose of the disposal of human bodies by burial or cremation."⁷⁹ The plot owners of the cemetery are considered members of the cemetery organization, though their membership does not mean they can make executive business decisions.

When Westview Cemetery sought the city's approval, the City of Atlanta quickly approved the endeavor because the city needed a place to continue to bury the dead, as

⁷⁹ McRay and EA, "Death and Taxes."

Oakland Cemetery was at capacity and was considered a potential health hazard due to its close proximity to downtown businesses and homes.⁸⁰ The city did institute several stipulations however, and would not allow the Westview Cemetery Association to open the cemetery unless the association agreed to those terms. One of the stipulations was for the cemetery company to purchase enough land outside of Atlanta's city limits that there would be no worry of the cemetery reaching capacity in the near future.⁸¹ Additionally, the Westview Cemetery Association agreed to the following terms given by the city: the cemetery site would not be less than 400 acres, the cemetery would contain separate sections for white citizens and black citizens, a 'Potter's Field' would exist for the city to bury the poor or unclaimed, and a receiving vault would be built for the cemetery.⁸² The city felt the receiving vault was critical because it would provide a location to place bodies until the weather permitted a burial.⁸³ In return, Westview Cemetery Association requested the City of Atlanta not give approval to any future cemeteries located in Atlanta for the next 20 years. The city initially agreed to this stipulation, but it was later reduced to five years.⁸⁴ Westview Cemetery became the premier place to bury white Atlantans at the end of the nineteenth Century and the beginning of the twentieth century.

Cemetery Landscape

Westview Cemetery was originally planned in the style of a Lawn Park Cemetery,⁸⁵ which emphasizes a more streamlined landscape than that of the Rural

⁸⁰ Clemmons, Jeff. 2018. *Atlanta's Historic Westview Cemetery*. [Landmarks]. The History Press. <https://search.ebscohost.com/login.aspx?direct=true&AuthType=ip,shib&db=cat06564a&AN=uga.9949162372902959&site=eds-live&custid=uga1>. 26.

⁸¹ Ibid.

⁸² Ibid, 27.

⁸³ Ibid,41.

⁸⁴ Ibid.

⁸⁵ Clemmons, Jeff. 2018. *Atlanta's Historic Westview Cemetery*. [Landmarks]. The History Press. <https://search.ebscohost.com/login.aspx?direct=true&AuthType=ip,shib&db=cat06564a&AN=uga.9949162372902959&site=eds-live&custid=uga1>. 7.

Cemetery Movement. Westview's lawns were expanded, and vegetation was minimized, both of which were done for ease of maintenance.⁸⁶ The types of gravestones permitted in the cemetery were also limited, and all gravestones had to be approved by the cemetery association to ensure conformance to specific guidelines; this limitation is one of the reasons Westview Cemetery contains numerous family plots consisting of a central monument surrounded by low or flush gravestones (Figure 6.1).



Figure 6.1. Example of a Central Monument at Westview, 2022

⁸⁶ Clemmons, Jeff. 2018. *Atlanta's Historic Westview Cemetery*. [Landmarks]. The History Press. <https://search.ebscohost.com/login.aspx?direct=true&AuthType=ip,shib&db=cat06564a&AN=uga.9949162372902959&site=eds-live&custid=uga1.7>.

Finally, all outbuildings and maintenance buildings were obscured by vegetation or put in unintrusive locations.⁸⁷ By choosing to design Westview in the style of a Lawn Park Cemetery, the cemetery association was emphasizing that the cemetery was a business, and all aspects of the business would be administered by professionals, from development to maintenance. For example, once the cemetery received city approval, the cemetery association hired landscape gardener, architect, and civil engineer Thomas C. Veale to design the cemetery.⁸⁸ Veale had previous experience arranging cemetery grounds and beautifying cemeteries in South Carolina and New York.⁸⁹ The separate section for African Americans, named ‘Rest Haven,’ is in the southeastern corner of the property, and originally had its own separate entrance.⁹⁰ Westview’s Potter’s Field was named ‘God’s Acre’ and allowed both white and African American citizens to be buried in the same section, although in two separate rows.⁹¹ Neither Rest Haven or God’s Acre is open to the public today because of safety concerns and lack of maintenance, as neither of these section had a perpetual care agreement.⁹² In 1941, under the direction of the new owner Asa Candler Jr., the cemetery transitioned into a Memorial Park style, with burial sections referred to as "gardens" that housed a central religious sculpture with surrounding flat burial markers⁹³ and no family plots allowed. The Memorial Park style made it easier for lawnmowers to maintain the site and was considered more ‘democratic’

⁸⁷Clemmons, Jeff. 2018. *Atlanta’s Historic Westview Cemetery*. [Landmarks]. The History Press. <https://search.ebscohost.com/login.aspx?direct=true&AuthType=ip,shib&db=cat06564a&AN=uga.9949162372902959&site=eds-live&custid=uga1.7>.

⁸⁸ Ibid, 32.

⁸⁹ Ibid.

⁹⁰ Ibid,34.

⁹¹ Ibid,35.

⁹²Ibid,37.

⁹³ Westview Cemetery NRHP nomination form, 3

because rich and poor were buried alike.⁹⁴ The cemetery remained segregated until 1970, when Westview’s board of trustees declared the cemetery ‘all-inclusive.’⁹⁵ As a Memorial Park, the cemetery also offered a large community mausoleum for those who did not want to be buried in the ground.⁹⁶

Friends of Historic Westview Cemetery

Friends of Historic Westview Cemetery	
Date Established	2016
Currently Active?	Yes
Number of Members	100 - 150
Group Website?	Yes
Most Recent Annual Revenue reported to IRS	2019 -- less than \$50,000
Mission Statement	Yes

The Friends of Historic Westview Cemetery was established as a 501(c) nonprofit organization in 2016, with the Atlanta Preservation Center providing leadership for the newly formed group. The formation of the group occurred after Westview Cemetery was a participant in the Phoenix Flies – a program of tours organized each year by the Atlanta Preservation Center to highlight and raise awareness for historical sites of Atlanta.⁹⁷ The tours spurred a collaboration between Westview Cemetery and the Atlanta Preservation Center with "a formal agreement establishing Friends of Historic Westview Cemetery... with eyes on the first project of restoring the mothballed 1890 Gatehouse and using it as a launching pad for tour and education..." of Westview Cemetery.

⁹⁴ Clemmons, Jeff. 2018. *Atlanta’s Historic Westview Cemetery*. [Landmarks]. The History Press. <https://search.ebscohost.com/login.aspx?direct=true&AuthType=ip,shib&db=cat06564a&AN=uga.9949162372902959&site=eds-live&custid=uga1>. 86.

⁹⁵ Ibid, 139.

⁹⁶ Ibid,87.

⁹⁷ Apc website

The current projects being pursued by Friends of Historic Westview Cemetery are outlined on their website as three different initiatives, with phases of progress and an estimated date of completion for each initiative.

INITIATIVE 1 – The Gatehouse

As noted, part of Phase I has been completed by listing the cemetery on the NRHP and Georgia’s List of Historic Places. Phase II has also been completed with the hiring of an outside firm to create a Historic Building Assessment Report. Currently, the group is working on the restoration of the North Wing in the Gatehouse (Figure 6.2).



Figure 6.2. Progress of Initiative 1 at Westview (Source: Friends of Historic Westview Cemetery 2022)

Once Initiative I is completed the Friends group have already outlined two additional preservation campaigns for the cemetery: the restoration of the Chapel’s 38 Stained-Glass Window panels that were created by the LA ART Glass Company in 1943 (Figure 6.3).



Figure 6.3. Chapel 38's Stained-Glass Window Panel (Source: Taken from the Friends of Historic Westview Cemetery 2022)

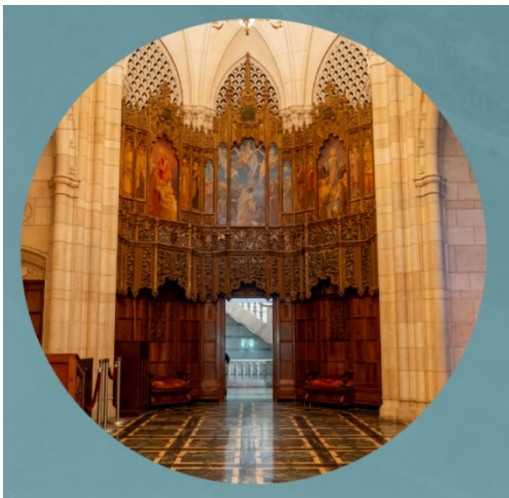


Figure 6.4. Westview's Abbey (Source: Friends of Historic Westview Cemetery 2022)

The third initiative planned is the rebuilding of the Westview Abbey's water supply lines to provide functioning restrooms and sources of water. When the Abbey was built in the 1940s using "scrap metal as most raw materials were dedicated to the war effort (Figure 6.4)."⁹⁸

⁹⁸ Friends of Westview. 2022a. "Friends of Westview." Friends of Westview. 2022. <https://friendsofwestview.com>.



Using their website: friendsofwestviewcemetery.com, they describe themselves as a group that "was created to preserve and promote the broad experience of the role of Westview Cemetery to the City of Atlanta. By collaborating with the Atlanta Preservation Center, we seek to expand the vast role this space holds for the history of the city."⁹⁹ Based on discussions the author had with David Y. Mitchell, Chief Executive Officer of The Friends of Historic Westview Cemetery and Executive Director of the Atlanta Preservation Center, there are currently 100 – 150 members in the Friends of Historic Westview Cemetery and along with himself there are Charles E. Bowen, Jr. (third generation of involvement with the cemetery) acting as the Chief Financial Officer and Grant Meyers acting as the group's Secretary. The website provides easy access to the membership dues and breakdown of membership levels and benefits¹⁰⁰:

Table 6.1. Membership Levels at Westview

Type	Price
Student	\$35
Individual	\$50
Household	\$75

⁹⁹ Friends of Westview. 2022a. "Friends of Westview." Friends of Westview. 2022. <https://friendsofwestview.com>.

¹⁰⁰ Ibid.

Advocate	\$100 - \$250
Business	\$250 - \$500
Founding Column	\$1,000 +

All members receive the following benefits:

- Digital notice of upcoming lectures and workshops
- Volunteer opportunities in a focus area: advocacy, education, lectures, or special events
- Participation in the restoration of the Historic Gatehouse

Also available is the opportunity to sign up for the Friends of Historic Westview Cemetery's Newsletter that offers "access to a behind-the-scenes look at the impact being made and sharing in stories worth telling."¹⁰¹

Westview National Register Submittal Form (Summary)

Westview Cemetery has recently been added to the NRHP list on June 4, 2020.

The only documentation available online is the one-page 'Summary of Proposed National Register/Georgia Register Nomination' form found on the NRHP's database. Compared to Oakland Cemetery's NRHP submittal, this form is highly streamlined and does not contain any photographs of the site. Also note the nomination was submitted in December 2018, two years after the formation of the Friends of Historic Westview group. The full NRHP submittal was obtained from the CEO of the Friends of Historic Westview and compared to Oakland Cemetery's NRHP submittal is highly streamlined and does not contain any photographs of the site.

¹⁰¹ Friends of Westview. 2022a. "Friends of Westview." Friends of Westview. 2022. <https://friendsofwestview.com>.

Section 1 and 2 are standard information, name of the site, location of the site (street address/city/state/zip code). Section 3 is a signed certification by the Division Director of GA SHPO, Dr. Dave Crass, certifying the "nomination for request meets the documentation standards..." as outlined for NRHP sites. Section 4 is blank but is where the NPS would certify or not certify the inclusion of the property to the NRHP. Section 5 classifies the site as privately owned, considered a district property category and contains 36 contributing resources and nine noncontributing resources. Section 6 defines its Historic and Current Functions as 'FUNERARY: Cemetery' and Section 7 details the Architectural Classifications as: Late 19th and 20th Century Revivals: Spanish Colonial Revival/Spanish Plateresque, Neo-Classical Revival, Late Victorian: Romanesque-Revival, Gothic, Modern Movement: Art Deco and mixed other. Materials used are concrete and brick foundations; concrete, stone, granite, marble and brick walls; asphalt and ceramic tile roof; and finally iron metal and glass is used throughout the site. Also under Section 7 is a summary of the cemetery's narrative discussing the history of the site's planned cemetery layout, existing site vegetation, existing buildings including the abbey mausoleum, contributing resources and noncontributing resources. Section 8 provides the Statement of Significance and finds Westview Cemetery eligible under Criteria A, B, and C and Criteria Consideration under D. (A) "[is] associated with events that have made a significant contribution to the broad patterns of our history"¹⁰², (B) "[is] associated with the lives of persons significant in our past"¹⁰³, (C) "that embod[ies] the distinctive characteristics of a type, period, or method of construction, or that represent(s)

¹⁰² Potter, Elisabeth Walton, and Beth M. Boland. 1992. "National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places." National Park Service, 33.

¹⁰³ Potter 1992

a significant and distinguishable entity whose components my lack distinction"¹⁰⁴ and Criteria Consideration D "a cemetery that derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events."¹⁰⁵ The Areas of Significance include categories: architecture, art, commerce, ethnic heritage: Black, and ethnic heritage: European. The Period of Significance is characterized as 1884 – 1976, noted significant dates include 1884, 1934, 1941, 1943 and 1976 and Significant Person(s) include Asa Candler, Jr. Finally, all known architects and/or builders associated with Westview are listed.

The Statement of Significance summary identifies Westview Cemetery as significant at a local level for its "excellent example of cemetery design; marketing and sales trends over 150 years; distinct architectural styles and art; and a burial ground serving several ethnic groups in the city of Atlanta."¹⁰⁶ The nomination goes on to include summaries of why the cemetery is significant under each individual criterion. Section 8 continues using excerpts from Jeff Clemmon's book *Atlanta's Historic Westview Cemetery*. Section 9 provides the bibliographical resources used, any name used throughout history to identify Westview and the location of the documentation. Section 10 provides the latitude and longitudinal coordinates of the cemetery along with a verbal boundary description. Section 11 provides who prepared the submittal, team effort by The Westview Cemetery, Inc. and the GA SHPO. Finally, the last section includes maps of the cemetery, architectural drawings, a photograph list and a figure list. Attached to this submittal is a Supplementary Listing Record Sheet with notes that the proposed

¹⁰⁴ Ibid.

¹⁰⁵ Ibid.

¹⁰⁶ Westview NRHP nomination form, 16

inclusion of Westview under National Register Criterion C, the area of significance of the category Landscape Architecture has not been adequately justified and has been dropped.

The cemetery name and address are listed under Sections 1 and 2. Section 3a consists of the description of the cemetery noting the acreage, the type of terrain, ownership status, cemetery design layout and a list of buildings located on the site. Based on the NRHP summary, Westview is a private cemetery located four miles west of downtown Atlanta, was established in 1884 and consists of 24 contributing structures, 19 miles of curvilinear roads and a total of 504-acres with 24 contributing structures. 3b notes the Period of Significance as 1884 – 1976, 3c notes the 504 acres and 3d explains the proposed NRHP boundary as "the entire, intact property associated with Westview Cemetery, including Rest Haven and God's Acre and undeveloped areas of the property."¹⁰⁷

Section 4a details the National Register Criteria Westview Cemetery demonstrates: (A) "[is] associated with events that have made a significant contribution to the broad patterns of our history"¹⁰⁸, (B) "[is] associated with the lives of persons significant in our past"¹⁰⁹, (C) "that embod[ies] the distinctive characteristics of a type, period, or method of construction, or that represent(s) a significant and distinguishable entity whose components my lack distinction"¹¹⁰ and Criteria Consideration D "a cemetery that derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic

¹⁰⁷ Westview Cemetery NRHP nomination form

¹⁰⁸ Potter, Elisabeth Walton, and Beth M. Boland. 1992. "National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places." National Park Service,33.

¹⁰⁹ Ibid.

¹¹⁰ Ibid.

events."¹¹¹ Section 4b details the National Register Areas of Significance for Westview as Architecture, Art, Landscape Architecture, Ethnic Heritage/Black, Ethnic Heritage/Irish and Commerce. Section 4c is the Statement of Significance and outlines why Westview Cemetery meets Criteria A, B and C ; Criteria Consideration D. Specifically mentioned is art and architecture in the "numerous forms of decorative burial monuments [that] reflect funerary traditions from the mid-nineteenth century to 1976"¹¹² Further landscape architecture is reflected in the Lawn Park Cemetery and Memorial Park Cemetery design. Additionally the cemetery shows significance of black ethnic heritage due to the segregated section called Rest Haven and Irish ethnic heritage "because of the annual burial practices of Irish Travelers on the property for more than half a century."¹¹³ Section 4d is the suggested level of significance in which the proposal states the "cemetery is nominated at the state level of significance as an excellent example of cemetery design, marketing and sales trends over 150 years; distinct architectural styles; and a burial ground serving several ethnic groups in the city of Atlanta and across the state."¹¹⁴ However, the final decision by the NRHP board is to list the cemetery as significant on a local level according to the downloadable database from the NPS website.¹¹⁵ The final section details the sponsor(s) of the proposal which are Westview Cemetery, Inc and the Atlanta Preservation Center, with the material prepared by historian and author Jeffrey Clemmons. Jeffrey Clemmons' book titled "Atlanta's Historic Westview" is referenced throughout this thesis and Mr. Clemmons is now the

¹¹¹ Potter 1992

¹¹² Westview Cemetery NRHP nomination form

¹¹³ Ibid.

¹¹⁴ Ibid.

¹¹⁵ "National Register Database and Research - National Register of Historic Places (U.S. National Park Service)." n.d. Accessed February 2, 2022. <https://www.nps.gov/subjects/nationalregister/database-research.htm>.

Director of Administration at Westview Cemetery, Inc. which is the business that operates the cemetery. Further, the Atlanta Preservation Center is the governing body that leads the nonprofit Friends of Historic Westview Cemetery.¹¹⁶



One of numerous mausoleums on the grounds of Westview Cemetery, photo taken by the author, 2022

¹¹⁶ Friends of Westview. 2022a. "Friends of Westview." Friends of Westview. 2022. <https://friendsofwestview.com>.

CHAPTER 7

SOUTH-VIEW CEMETERY

Date Established	1886
Location	1990 Jonesboro Road SE, Atlanta
Size	100 acres
Ownership Status	Privately-owned for profit
Number of Graves	80,000
NRHP Listed?	No

South-View Cemetery was established in 1886 by six African American men who had been enslaved prior to the Civil War.¹¹⁷ The men secured a charter from the City and obtained the needed funds to purchase 25 acres south of Atlanta's city limits to bury the dead.¹¹⁸ These six men ranged in occupations from businessmen to carpenters to preachers and believed that Atlanta's African American community deserved an unsegregated place to bury their loved ones with both dignity and respect (Figure 7.1). "Until the Civil Rights Movement of the 1960s, Atlanta cemeteries operated by the laws and traditions of the living and separated the races – even in death."¹¹⁹

¹¹⁷ Henderson, D.L. 2018. *South-View: An African American City of the Dead*. Dunwoody, Georgia: Carrelspin Press, 2.

¹¹⁸ *Ibid.*, 3

¹¹⁹ *Ibid.*, 1



Figure 7.1. Entrance Building of Southview Cemetery, 2022

Oakland Cemetery initially had a section called ‘Slave Square’ which was a segregated area located in the northeast corner of the cemetery, but in 1877 Atlanta’s city council passed a motion to exhume all of burials in that section so they could resell the land to white Atlantans.¹²⁰ The family of individual’s exhumed were not consulted prior to this decision. Westview Cemetery’s ‘Rest Haven’ was designated as the only section African Americans could be buried in and had a separate entrance to access from the white burial sections.¹²¹ Between substandard locations that were prone to flooding and the worry that a relative could be exhumed, the African American community needed a place that would treat their loved ones with dignity and be assured of their final resting location. Much like the families who established the New Haven Burying Ground, the founders of South-View decided to take matters into their own hands.

¹²⁰ Henderson, D.L. 2018. *South-View: An African American City of the Dead*. Dunwoody, Georgia: Carrelspin Press,9.

¹²¹ *Ibid.*, 11

The charter founders were Jacob McKinley, George W. Graham, Robert Grant, Charles H. Morgan, Albert Watts and John Render. Once the application had been submitted and accepted by the City, the South-View Cemetery Association was established to address the day-to-day operations of the cemetery (Figure 7.2). In addition to the founding members there were also many men and women who were stockholders in the organization, including local church benevolent societies, the Grand United Order of Odd Fellows, the Daughters of Bethel, and locally owned undertaker businesses.¹²²

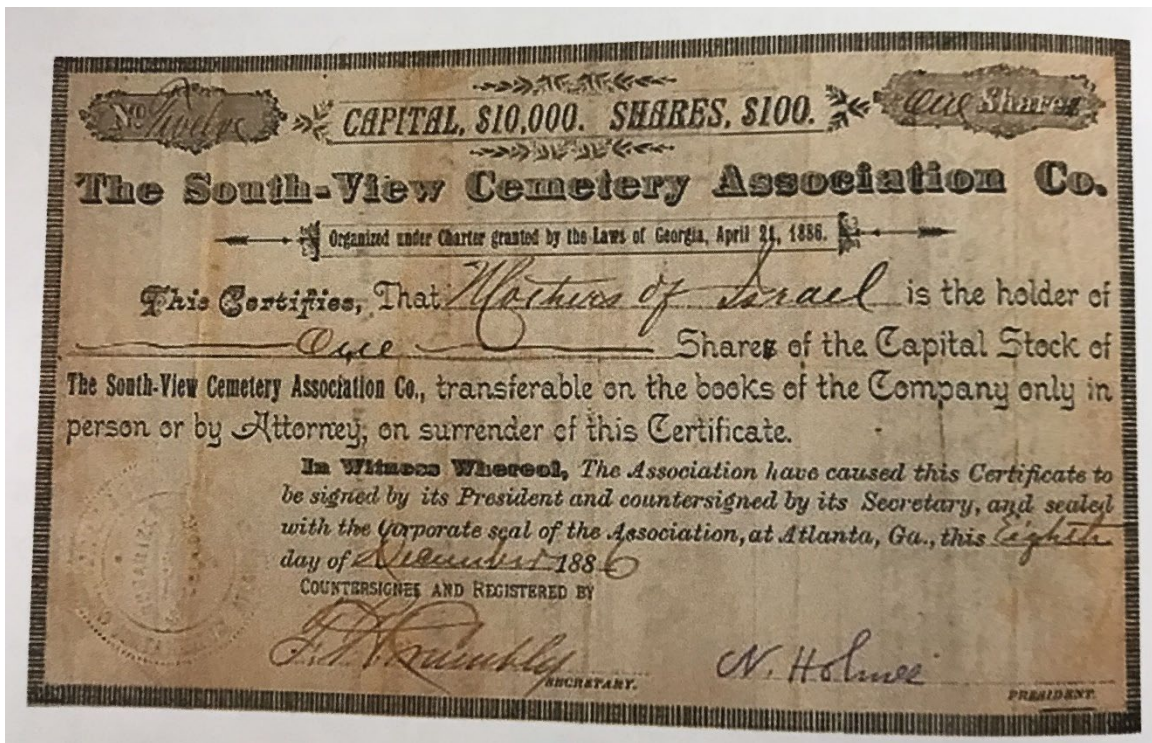


Figure 7.2. Shareholder Certificate (Source; Henderson, D.L. 2018. *South-View: An African American City of the Dead*. Dunwoody, Georgia: Carrelspin Press.)

By 1946, South-View had expanded to 90 acres and was considered the premiere burial grounds for Atlanta's African American community. Some of South-View's most notable residents include: John Wesley Dobbs (civic and political leader), Grace Towns

¹²² Henderson, D.L. 2018. *South-View: An African American City of the Dead*. Dunwoody, Georgia: Carrelspin Press 2.

Hamilton (first African American woman elected to the Georgia General Assembly), Fred C. Bennette (civil rights leader and aide to Martin Luther King, Jr.), Ludie C. Andrews (first African American registered Nurse in Georgia), Rev. Martin Luther King, Sr. (early civil rights leader and father of Martin Luther King, Jr.), and John Lewis (civil rights leader and politician).

Cemetery Landscape

When opened in 1886, the original 25 acres were laid out and landscaped following the aesthetic qualities of the Rural Cemetery Movement. The land was terraced into family plots with low granite walls throughout and featured either granite, marble, or concrete coping.¹²³ The vegetation used included typical Victorian choices such as oak trees, magnolias and small cedar trees.¹²⁴ Also used throughout the original portion of the cemetery are yucca plants which are commonly found in southern African American cemeteries. Finally, many Victorian symbols are found throughout the historic section such as obelisks, urns, angels and other funerary art.¹²⁵ As the cemetery continued to expand throughout the 20th century,

Historic South-View Preservation Foundation

Historic South-View Preservation Foundation, Inc.	
Date Established	2004
Currently Active?	No
Number of Members	Previously 15
Group Website?	Yes
Most Recent Annual Revenue reported to IRS	2015 – less than \$50,000
Mission Statement	Yes

¹²³ Henderson, D.L. 2018. *South-View: An African American City of the Dead*. Dunwoody, Georgia: Carrelspin Press,3.

¹²⁴ Ibid.

¹²⁵ Ibid.

Founded in 2004 as a 501(c)(3) nonprofit, the Historic South-View Preservation Foundation's mission is "recording, interpreting, restoring, and preserving the art, history, and environment of South-View's non-perpetual care section."¹²⁶ The Foundation was initially headed by original cemetery board member William Whitaker Allison and developed out of a need to preserve the fragile historic graves located in the non-perpetual care sections. When South-View was started, family members would assume the role of maintaining the appearance of the gravestones and plots as there was no perpetual care agreement in place. However, like many other cemeteries developed in the late 19th century, care and maintenance of the cemetery's residents began to become neglected by the latter half of the 20th century.

The Foundation is currently at a crossroads as its previous president died due to COVID-19. Since the Pandemic began in 2020, it has been hard for the Foundation to continue operating as it is mainly comprised of elderly individuals who are at a higher risk of contracting COVID-19 and suffering serious side-effects and are not as technology savvy as other age-groups when it comes to participating in virtual meetings. The Foundation's current interim president is Ms. Winnifred Watts Hemphill who also is the president of the South-View Cemetery Association, the company that runs the cemetery. Ms. Hemphill graciously gave her time and attention by assisting with research gathering for this thesis and providing honest answers to questions that were not always easy to answer. She provided the background information for this thesis and all the present-day information in regard to the Foundation.

¹²⁶ Henderson, D.L. 2018. *South-View: An African American City of the Dead*. Dunwoody, Georgia: Carrelspin Press , 9.

Ms. Winnifred Watts Hemphill is a direct descendant of Albert Watts, one of the co-founders of South-View Cemetery. Since the passing of the Foundation's president, she has taken on that mantle in addition to her other numerous duties as the president of the Cemetery Association. After speaking with Ms. Hemphill, the Foundation is currently at a pivotal crossroads in their existence and there are questions whether it will continue in the future. As of the writing of this thesis in February 2022, the Foundation has been inactive since the passing of the Foundation president in 2020. At that time there were 15 active members who would attend board meetings and participate in fundraising activities.¹²⁷ Some of the activities include: the celebration ceremonies for the cemetery's 125th anniversary of the charter day in which the City of Atlanta presented South-View the Phoenix Award¹²⁸, an education partnership with Oakland Cemetery to create a mobile phone tour for both cemeteries¹²⁹ to delve into the stories of Atlanta's African American population, approval of a Historical Marker by the Georgia Historical Society in 2016¹³⁰ and outreach to the public requesting photos and stories of family members buried at South-View.

Per email discussions with Ms. Hemphill¹³¹, when the Foundation started in 2004 it initially had an 18-member voting board, but soon found that trying to get a 50% quorum + 1 individual was harder than expected. Therefore, the Foundation bylaws were quickly amended to state that only 8-10 voting members were needed to pass and confirm

¹²⁷ Winnie Watts Hemphill, personal communication with author, February 16, 2022.

¹²⁸ Wells, Myrydd. 2018. "At South-View Cemetery, Winifred Watts Hemphill Is Keeper of Black Atlanta's Departed History." *Atlanta Magazine* (blog). August 9, 2018. <https://www.atlantamagazine.com/news-culture-articles/at-south-view-cemetery-winfred-watts-hemphill-is-keeper-of-black-atlantas-departed-history/>.

¹²⁹ Williams, LaVonne. 2011. "Atlanta's South-View Cemetery Implements 'African American Voices' Tours." *Reflections: Georgia African American Historic Preservation Network X* (2): 5–7.

¹³⁰ Ibid.

¹³¹ Winnie Watts Hemphill, email to author, February 17, 2022.

a vote. Initially, the Foundation's membership was made-up of relatives of those buried at the cemetery, Atlanta historians, individuals who had prior experience steering nonprofit organizations, and as Ms. Hemphill stated, "people who could write a check and know other people who can write a check."

When the Foundation was first formed, a lawyer was hired to file the necessary paperwork to officially list the Foundation as a 501(c)3. When started, the organization had four leadership positions: Chairman of the Board, Vice Chairman, Treasurer, and Secretary. The 8-10 voting members are required to make a minimum monetary donation each year to the Foundation and attend at least 50% of the meetings and activities throughout the year. While the Advisory Members are not able to vote, they still are critical to helping the Foundation receive recognition and fundraising. Additionally, all members' names are listed on the Foundation stationary which according to Ms. Hemphill provides a greater level of acceptability in several circles in which they seek donations.

Prior to the pandemic lockdown of early 2020, the Foundation had worked in conjunction with Oakland Cemetery to create a mobile-friendly app that provides guests with directions to the graves of notable individuals and a brief description of the person's contributions. Former Foundation board member, Dr. D.L. Henderson wrote the book *South-View: An African American City of the Dead*. Dr. D.L. Henderson was asked to write the history of the Cemetery and tell the stories of some of its residents who may not be as well-known but contributed greatly to the vibrant African American story of Atlanta. Dr. Henderson's information was used to create walking tours¹³² that provide

¹³² Winnie Watts Hemphill, personal communication with author, February 16, 2022.

visitors with glimpses into the history of Black Atlanta during some of its most tumultuous times.

South-View Cemetery and the National Register

South-View Cemetery is not listed on the NRHP, however it is a reasonable assumption that based on South-View's unique history as the first non-segregated, African American owned and operated cemetery in metropolitan Atlanta, it would likely be found to fulfill the criteria for significance under parts A, B, and C, along with Criteria Consideration d. Further, D.L. Henderson's book, "South-View: An African American City of the Dead" would be a valuable resource to consult when completing the NRHP nomination form for South-View Cemetery. In addition, Ms. Winnifred Watts Hemphill, who manages the South-View Cemetery company, would also be a valuable resource due to her familial ties to one of the South-View Cemetery founders.

CHAPTER 8

DECATUR CEMETERY

Decatur Cemetery	
Dates Established	1826
Location	229 Bell Street, Decatur
Size	54 acres
Ownership Status	Municipally owned
Number of Graves	20,000 +
NRHP Listed?	Yes

The city of Decatur is located seven miles east of Atlanta and is the county seat of DeKalb County (Figure 8.1). The Decatur Cemetery is located at 229 Bell Street and dates to 1826 when it was established on the outskirts of town at the highest elevation.¹³³ Today the Cemetery lies inside the Decatur city limits and is considered the largest green space in town¹³⁴ at 58 acres.

The Decatur Cemetery is owned by the City of Decatur; therefore the Cemetery's general maintenance is handled by Decatur's Public Works Department that consists of six employees who mow the cemetery grounds, dig graves for burials, and set up needed tents for graveside services.¹³⁵

The oldest burials in the cemetery are in what is referred to as the 'Old Cemetery' located closest to Commerce Drive (Figure 8.2). The 'Old Cemetery' consists of seven acres until the 20th century, when additional acreage was purchased bringing the cemetery's total size to 58 acres. Decatur Cemetery predates the founding of the city of Atlanta by at least 10 years and the founding of Oakland Cemetery by 24 years.¹³⁶

¹³³ Decatur Cemetery NRHP form submittal

¹³⁴ Ibid.

¹³⁵ City of Decatur. 2002. "Cemetery." City of Decatur. September 12, 2002. <https://www.visitdecaturgeorgia.com/publicworks/page/cemetery>.

¹³⁶ Cathy Vogel phone conversation with author, February 20, 2022.

It is important to note, that the city of Decatur owns the cemetery grounds, but that the individual plots are still owned by the families.¹³⁷ As with other older cemeteries many of the families live afar and therefore cannot care for these plots. This gap in care and maintenance is one of the concerns that led local citizens to setup their own ‘Friends of cemetery’ group.

Friends of Decatur Cemetery

Friends of Decatur Cemetery	
Date Established	1993
Currently Active?	Yes
Number of Members	10
Group Website?	Yes
Most Recent Annual Revenue reported to IRS	2019 -- less than \$50,000
Mission Statement	Yes

Friends of Decatur Cemetery (FODC) was established in 1993, when a small group of 6-8 concerned citizens recognized that there was a gap in care and maintenance at their local city cemetery. This group initially contacted the City of Decatur with their concerns and a city task force was established to address the situation¹³⁸. For roughly four years, this taskforce existed to address the problems in the cemetery, however nothing changed. The citizens decided that they would start their own group and initially met under the auspices of the Historical Society which provided the nonprofit status. Eventually the group would separate from the historical society and go to another nonprofit based out of the local Decatur train depot, to continue to retain their nonprofit status. Eventually Friends of Decatur Cemetery parted ways with the train depot nonprofit and went out on their own, but they did not retain a nonprofit status which

¹³⁷ Cathy Vogel phone conversation with author, February 20. 2022.

¹³⁸ Cathy Vogel phone conversation with author, February 20. 2022..

meant they were unable to apply for certain grants due to this change. It was not until 2019 that Friends of Decatur Cemetery joined the Decatur Legacy Group which was established as a large umbrella nonprofit that would take care of smaller nonprofits like themselves.

While the initial intent of Friends of Decatur Cemetery was to raise awareness of the Cemetery's need for repairs and preservation, Friends of Decatur Cemetery actively sought to educate the public about the importance of the Cemetery, the need for new volunteers/members and the preservation/restoration work needed to maintain the site.

Friends of Decatur Cemetery has conducted several capital campaigns throughout their 27 years of existence. Some of the accomplishments listed on Friends of Decatur Cemetery's webpage are:

- Successfully listing the entire Cemetery on the NRHP list in 1997.
- Restoring the Well House, also known as the Gazebo, that was built in 1881 and is considered the centerpiece of the historic old section.
- In 2009 the Veterans Memorial Park at the Bell Street entrance was restored in conjunction with the city of Decatur and the local American Legion Post.
- In 2012 the gravesite of Ms. Emily Pittman --circa 1852-- was restored, with repairs made to the tomb box and the ornate cast iron fence surrounding it. Also in 2012, Friends of Decatur Cemetery hosted the Georgia Municipal Cemetery Conference.
- In 2015 the first adult burial was marked and that was the burial of Dr. Ormonde Morgan circa 1826.

- In 2017 a memorial sundial was dedicated to a former chair of Friends of Decatur Cemetery who was buried in the cemetery.
- In 2019 the group purchased a grave marker for Henry Oliver who lived from 1826 to 1904 and is considered an important African American pioneer in Decatur. They also arranged the use of ground penetrating radar to locate several unmarked graves in the old section and worked with preservation professionals to ensure the conservation of several old gravestones.
- Additionally, Friends of Decatur Cemetery created a self-guided walking tour brochure that can be found on the city of Decatur's website or obtained at the Visitor Center.
- Finally in conjunction with Agnes Scott College's 125th Anniversary, Friends of Decatur Cemetery created a walking tour of important burials related to the history of the College.

According to conversations with current and longtime member, Ms. Cathy Vogel, as of February 2022 Friends of Decatur Cemetery is "focused more or less on gardening and maintaining the original seven acres of the Cemetery."¹³⁹ This includes but is not limited to rediscovering the original cemetery landscape plan, especially the original walkways and any built funerary buildings.

Friends of Decatur Cemetery has completed several campaign projects throughout their tenure including repairing destroyed and broken gravestones by reaching out to conservators and finding out what is the correct materials that need to be used. They have

¹³⁹ Cathy Vogel phone conversation with author, February 20, 2022.

hosted several fundraisers that includes everything from looking for images of the cemetery residents to collecting oral histories from family members. Additionally, they have conducted due diligence and reviewed the existing laws related to cemeteries and contacted Georgia's State Historic Preservation Office to arrange a site visit regarding some repairs that were needed and assistance laying out a master plan for the cemetery's needed repairs.

In 2004 Friends of Decatur Cemetery continued their campaign 'Shared Memories/Enduring Legends' and developed an electronic version of the survey to post on their website, increasing accessibility so anyone could share new stories or legends that could be used for future tours. Additionally they teamed up with other nonprofits and other organizations who for example on Earth Day they went to the cemetery to conduct a cleanup.

The Friends of Decatur Cemetery group also reached out to local Cemetery friends groups to seek guidance and understand what had been done before them in existing cemeteries. The main cemetery that they drew inspiration from was Oakland Cemetery located in Atlanta. There are records of the group reaching out to the Association for Greystone studies which is based out of Massachusetts but has includes all states of the United States. Specifically, there was a pamphlet from this group entitled "the Association for Gravestone studies guide to forming a cemetery friends organization."

Friends of Decatur Cemetery have donated the majority of their records including but not limited to, meeting minutes, list of capital campaigns, list of those who contribute to the nonprofit, and the membership roster to their local county archives.

Decatur Cemetery and National Register Submittal Form

Decatur Cemetery's NRHP nomination form was submitted to the NPS on April 23, 1997. Sections 1 and 2 contain information related to the name(s) associated with the property and its location. Decatur Cemetery has also been known as 'Old Decatur Cemetery' and 'Decatur City Cemetery' and is located at 229 Bell Street in Decatur, Georgia. Section 3 clarifies the property ownership status --- public-local ---- and the category of property – a district. Additionally discussed are the number of resources within the property, broken down into contributing and noncontributing resources: buildings—0 contributing, 2 noncontributing; sites—1 contributing, 0 noncontributing; structures—2 contributing, 1 noncontributing; objects – 0 contributing, 0 noncontributing; this totals 3 contributing resources and three noncontributing resources. None of the three contributing resources have been previously listed on the National Register.

Section 4 provides the signature of the certifying official which in this case is Mark R. Edwards, Georgia's State Historic Preservation Officer in 1997. Section 5 is the certification by the NPS and Decatur Cemetery was certified as 'entered in the National Register' on May 23, 1997 by Elson H. Beall. Section 6 looks at the historic and current function of the site with the cemetery noted as performing the same function today as it had in the past: a site for funerary purposes with noted monuments/markers and an area that can be used by the public as a greenspace.

Section 7 provides information related to the materials used and a summary description of the present and historic physical appearance of the cemetery. Materials

noted include wrought iron fencing and gates and monuments made of granite, marble, composite marble, concrete, cast iron, red brick and sandstone.

The summary of the cemetery's past and present physical appearance is a detailed narrative of the cemetery's evolution from a small out of town burial site to how it functions currently as a large urban greenspace, located inside the city limits, that is actively still in use. The claim is made that the cemetery is the "oldest known publicly owned burial ground in metro Atlanta"¹⁴⁰ with its first burial noted as occurring in 1826. A distinction is made that Decatur Cemetery has an "Old Cemetery" section comprised of 7.5 acres and home to burials from the 1800s and a "New Cemetery" section comprised of 50.5 acres that houses burials from the 1900s to present day. Also noted are the segregated areas within the cemetery, specifically the African American section, the city's pauper burial ground and a section for children who died at the local orphanage.

The current appearance of the landscape dates to 1881 "when a formal landscaping plan was introduced by the City of Decatur. "¹⁴¹ Surviving remnants of this 1881 landscape plan, reflecting the national trend of the Rural Cemetery Movement, can be seen in the frame well house (also known as the gazebo), the layout of the existing roads, the use of granite to denote the boundary fencing, walkways, stairways and drainage gullies. Non-historic additions added to the landscape consist of the duck pond, the 1951 sexton's office building, the maintenance building and the modern side entrance on Bell Street. Also noted are the roads in the "New Cemetery" are wider and the landscape consists of "gently-sloping expanses of grassy lawns with a few trees"¹⁴² all

¹⁴⁰ Decatur Cemetery NRHP form submittal,3.

¹⁴¹ Decatur Cemetery NRHP form submittal,3.

¹⁴² Ibid,4.

done to make it easier to use modern day equipment such as lawnmowers, back hoes, autos, etc. to allow for easier maintenance of the cemetery. Also noted in Section 7 are the numerous memorial markers for those who fought in wars, specially the Civil War and World War II, and memorial erected by nearby Emory University with cremated ashes to "commemorate all those who have given their bodies for organ transplant and medical research."¹⁴³ Further the form states the noteworthy botanical features consist of oak, elm, holly, hemlock, cedar, magnolia, dogwood and boxwoods that contribute to the park-like experience.

Section 8 outlines the significance level of the property in relation to other properties – local, the applicable National Register Criteria it falls under --- A and C, the Criteria Considerations (Exceptions) – D, [refer to page # that has the description of each criteria] the Areas of Significance – art, community planning and development, ethnic heritage-black, Landscape Architecture, and sculpture, the Period of Significance – 1826 – 1947, and significant dates that are important to the cemetery as a whole such as the first documented burial, the government authority issued to the ‘Commissioners of the Decatur Burial Ground’ in 1832 and the hiring of the first paid cemetery sexton in 1879. Section 8 goes on to provide the names and associated dates with significant landscape architects and civil engineers who have been involved with the cemetery, additionally any noted funeral homes inscribed on the gravestones (specifically located in the African American section) further detail regarding the Areas of Significance and the cemetery’s developmental history. Below is how the cemetery meets the criteria of the National Register according to the submittal on pages 11 – 12.

¹⁴³ Ibid,6.

The nomination meets National Register Criterion A because it reflects the broad patterns of American history because it was the city cemetery of a county seat town and has continued in its use ever since its creation in the 1820s. In this role the cemetery has reflected and record the changing dynamics of social structures, racial interactions, and gender roles in a small southeastern American city. The cemetery also meets National Register Criterion C because it embodies the distinctive characteristics and is an excellent intact example of long extinct craft techniques and artistic religious symbolism in its monumental sculpture. Even the more pedestrian examples of funerary art and civic structures combine in a park-like setting to form significant and distinguishable planned landscape entity.

Decatur Cemetery also was nominated under Criteria Consideration d "because it derives its primary significance from its landscape design, the artistic nature of its monuments, as well as for its historical association with the founding of Decatur and its African American heritage."¹⁴⁴ Section 9 consists of the major bibliographic list and among the noted references are the NPS's "National Register Bulletin #41: Guidelines for Evaluating and Registering Cemeteries and Burial Places" and Frank Garrett's book¹⁴⁵, the same resource used in Oakland Cemetery's nomination. Section 10 provides the Geographical Data with specific UTM coordinates, Section 11 provides the name of the individuals who filled out the form, a combination of Georgia's State Historic Preservation Office and professionals with a Masters in Historic Preservation from an in-state University. Finally, the photography list is included and a site plan of the cemetery, dated 1987 and produced by a landscape architecture firm.

¹⁴⁴ Decatur Cemetery NRHP Form Submittal, 12.

¹⁴⁵ Garrett 1954

CHAPTER 9

ANALYSIS

When research on this thesis began, longevity, financial resources, membership, and listing in the National Register of Historic Places (NRHP) were identified as potential success factors for cemetery preservation associations (CPAs). Each of these possible factors will be analyzed in more depth below.

Prior to proceeding with the analysis of these factors, it is important to issue a disclaimer. While race has undoubtedly played a significant role in the development of the cemeteries included in these case studies and their CPA, it is outside the scope of this thesis. South-View is the only African American cemetery and African American CPA included in the case studies. It is also the only private cemetery included. However, it is an important resource in the Metropolitan Atlanta area and provides useful comparative data for this thesis.

NRHP Listing

An historic cemetery's listing in the National Register is not a prerequisite for the success of its CPA. However, it has clearly been useful to the CPAs as a means of developing interpretation, publicity and recognition from local organizations which led to partnerships with businesses and/or other nonprofit entities. Of the four cemeteries selected as case studies, three have been listed in the NRHP: Oakland Cemetery (listed on April 28, 1976), Westview Cemetery (listed on June 4, 2020), and Decatur Cemetery

(listed on May 23, 1997).¹⁴⁶ Each of the submissions for acceptance by the NRHP was either spearheaded by or submitted in collaboration with the CPA and was carried out within several years of the CPA's formation.

In 1992, the NPS issued National Register Bulletin 41 (NRB-41), which provides historic professionals and interested citizens "Guidelines for Evaluation and Registering Cemeteries and Burial Places."¹⁴⁷ As with any other property type proposed to be listed on the NRHP, a cemetery must meet at least one of four Significance Criteria. However, NRB-41 specifies additional Criteria Considerations that must be satisfied in the cases of cemeteries and graves.

In the specific cases of cemeteries and graves, NRB-41 states that "decisions about the relative significance of cemeteries and burial places can be made only with knowledge of the events, trends, and technologies that influenced practices of caring for and commemorating the dead..."¹⁴⁸ Therefore, it is necessary for those applying to be included on the NRHP list to know key information about their cemetery site, including but not limited to understanding the historic and current functions of the cemetery, the ability to describe the current and historic appearance and condition of the site, the building materials used throughout the site, significant dates of cemetery development, significant individuals buried or attached to the cemetery, any existing cultural affiliations, and any known architects or builders of the site.¹⁴⁹ Thus, a successful

¹⁴⁶ "National Register Database and Research - National Register of Historic Places (U.S. National Park Service)." n.d. Accessed February 2, 2022. <https://www.nps.gov/subjects/nationalregister/database-research.htm>.

¹⁴⁷ Potter, Elisabeth Walton, and Beth M. Boland. 1992. "National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places." National Park Service.

¹⁴⁸ Potter, Elisabeth Walton, and Beth M. Boland. 1992. "National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places." National Park Service, 9.

¹⁴⁹ NPS Form 10-900 NRHP Registration Form

application to the NRHP list under its current guidelines implies that the people responsible for the NRHP submission have an existing understanding of the basic information pertaining to maintenance needs, significant features of the cemetery, and an overall understanding of the cemetery’s significance at a national, state, or local level.

Oakland Cemetery’s documentation was prepared by the Atlanta Urban Design Commission, which worked in conjunction with the founding members of the Historic Oakland Foundation to complete the nomination.

Table 9.1. National Register Criteria Considered in the Cemeteries

Criteria for Eval for NRHP	Oakland	Westview	South-View	Decatur
[A]	X	X		X
[B]	X	X		
[C]	X	X		X
[D]				
Criteria Consideration d		consideration		consideration
Level of Significance	State	Local		Local
Date Listed	04/28/1976	06/04/2020		05/23/1997

South-View Cemetery is the only example among the case studies where a National Register nomination has not been pursued. As a result, the CPA is unable to take advantage of the benefits derived from the development of a nomination and the enhanced profile provided by NRHP listing. The following have been identified as ways in which developing a National Register nomination can assist a CPA

1. *Cemetery History* = the history of the cemetery and how it relates to the surrounding area. Are there famous individuals buried in the cemetery?

2. *Cemetery Layout* = the development of the cemetery grounds over time.
Are there modern additions? Are all the funerary structures from a specific time period?
3. *Maintenance Needs* = are there any items on the site that need immediate attention to prevent further destruction? future problems to plan for?
4. *Cemetery Connections* = is the cemetery connected to a specific group of individuals or organizations? This could provide ideas for future collaborations monetarily or potential CPA members.
5. *Recognition/Publicity* = listing on the NRHP provides publicity for the cemetery and the potential to attract new CPA members or funding.
6. *Connections* = research will be necessary to answer all questions on the Nomination form and may help establish relationships with people or organizations that can provide assistance in the future.

Previous Nonprofit Experience & Seeking Assistance

Another common denominator for success among the CPAs studied is whether the leading members had prior nonprofit experience with historic cemetery groups. While general nonprofit experience gives those in leadership roles a basic understanding of how to manage and develop the CPA, there are specific issues related to historic cemeteries where prior experience can be helpful. One example is how to attract interest and market a historic cemetery while remaining respectful that the space is the final resting place for many individuals. CPAs in this study addressed this issue by reaching out to similar associations for guidance. For example, when the Friends of Decatur Cemetery first formed, several of their initial members were current or former members of the Historic

Oakland Foundation or had strong ties to the field of cultural and historic preservation. Similarly, when Westview Cemetery decided that they should have a CPA, they contacted the Atlanta Preservation Center, an organization with extensive experience in preserving Atlanta's historic culture. The Atlanta Preservation Center is now providing the management groundwork to start the Friends of Historic Westview Cemetery group. Historic Oakland Foundation had a slightly different experience, as it was one of the first CPAs located in Metropolitan Atlanta, and there were few counterparts to turn to. They did reach out to local historic societies and other local nonprofit organizations that had experience in preserving Atlanta's cultural heritage. South-View's Foundation is perhaps the one outlier. While the Foundation's first President had a very strong nonprofit leadership background in Atlanta, there is no evidence that the newly formed group reached out to other similar nonprofits for guidance. While this does not mean the CPA will have issues thriving it a factor that the other CPAs in the case study cited as a success factor.

Benefits of Membership & "Selling" the CPA to Potential Members

Based on a review of each CPA it is clear that HOF offers the most incentives. HOF offers nine different membership levels, ranging from \$45.00 per year for an Individual to \$2,500.00 per year for a Benefactor. As noted in Chapter 5, there are distinct and increasing membership benefits for each membership level as the level of the donation increases. Benefits include on such things as discounts at the Cemetery Gift Shop and event tickets. All of HOF's membership levels can be purchased through their website. In comparison, Friends of Historic Westview Cemetery offer six different membership levels, starting at \$35.00 per year for a Student membership to \$1,000+ per

year for a Founding Column membership. All membership levels receive the same benefits such as notice of digital workshops/lectures, volunteer opportunities and participation in the restoration of the Historic Gatehouse. All membership levels can be purchased through their website. The FODC’s webpage, which is part of the City of Decatur’s website, does not list any membership levels nor associated benefits, however volunteer opportunities such as grounds cleaning and gardening, research, tour guiding, historic preservation or assistance with the Shared Memories project are mentioned. The only mention of a fee is a recommended donation of \$5.00 for a cemetery tour. If an individual is interested in volunteering with the FODC, it is recommended that one emails friendsofdecaturcemetery@gmail.com for further information. Similar to the FODC, South-View’s Foundation has a webpage within the South-View Cemetery’s website, <https://southviewcemetery.com/foundation/>. The Foundation’s web page is not as easily assessable as HOF or Friends of Historic Westview webpages. Like FODC one must go through a number of pages to find information of the CPA. The South-View Foundation page provides a general background of when the group was founded and the importance of the Foundation to the preservation of the historic burial grounds, but no mention of membership levels or benefits. The web page notes that any interested parties should fill-out the attached ‘Volunteer Application Form,’ however no form can be found on the web page.

Table 9.2. Comparison of Membership Benefits and Ease of Access

	Historic Oakland Foundation	Friends of Historic Westview Cemetery	Friends of Decatur Cemetery	Historic South-View Preservation Foundation
Membership Levels?	Yes	Yes	No	No

Monetary Benefits? (i.e.= discounts on purchases)	Yes	No	No	No
Capability to Purchase Memberships through Website?	Yes	No	No	No
Easy Access to Membership Information on Website?	Yes	No	Yes	No

Table 9.2 was created to visually express the ease in which an individual could apply to become a member of each CPA and what, if any, benefits exist that would convince an individual to become a supporting member. Based on Table 9.2, it appears that the HOF offers the most membership levels and incentives among the organizations studied. Friends of Historic Westview is the only other organization in the study to utilize different membership categories. Only Oakland ties monetary contributions to specific benefits.

Attracting Visitors to the Site

Beyond attracting and retaining members, it is important that each organization attract visitors to the site. For this purpose, the ease with which a visitor can use each CPA’s website to gain information will be compared. The following resources have been identified as important to attracting visitors: an online events calendar and downloadable maps of the cemetery and specific walking or driving tours visitors can take.

The HOF’s website offers a detailed calendar of events and tours that occur throughout the week and weekends with the times listed. The HOF offers both paid guided tours, a paid self-guided tour, and a free self-guided tour, all information can be found on their website. Finally, the HOF offer a free printable or downloadable map that is easily accessible on their website.

Friends of Westview's website does not offer a calendar of upcoming events or activities but does offer a downloadable cemetery map with notable graves and other points of interest identified. There is no set walking or driving tours offered.

The FODC webpage offers no set calendar with specified dates and times of upcoming events or activities, however they do provide email addresses for visitors interested in arranging a guided tour of the site. Also located on the FODC's webpage is a link to a guided walking tour pamphlet that provides a map of the site with noted points and other information.

South-View's Foundation webpage does not offer a calendar with noted upcoming events or a downloadable cemetery map. However, there is link to South-View Cemetery Association's mobile app. The app allows a visitor to look at available historic tours of the cemetery and allows visitors to pinpoint their current location to the location of the tour stops. Each tour stop provides the name of the individual, how they are important to history and if available of a photograph of the person.

Based on the information gathered, Table 9.3 was created to visually represent the results. HOF offers the most information to visitors including an online calendar, map and tours, FODC and South-View's Foundation do offer information for visitors or contact information for obtaining that information. It should be noted that the FODC offered a 'low-tech' solution with a printable pamphlet while the Foundation offered a mobile app that allows visitors to interact in real-time with their surroundings. Friends of Historic Westview offered the least information but did provide a downloadable map with some notable sites identified.

Table 9.3 Comparison of Available Visitor Information

	Historic Oakland Foundation	Friends of Historic Westview Cemetery	Friends of Decatur Cemetery	Historic South-View Preservation Foundation
Online Events Calendar?	Yes	No	No	No
Online Map Available?	Yes	Yes	Yes	Yes
Available Tours? (either guided or self-guided)	Yes	No	Yes	Yes

Information on How Donations are Used

It is necessary for any nonprofit to be completely transparent when soliciting donations from the public or other businesses or organizations. Therefore, it is recommended by the National Council of Nonprofits that nonprofit organizations provide concise and easily accessible information on how donations and funds are used and publicly provide the organization’s annual report. The HOF provides an overview of ways an individual can financially support the organization and a downloadable pdf of the most recent annual report. Friends of Historic Westview provide a breakdown of how funds will be used and a timeline of when certain portions of projects either have been completed or will be completed. However, no annual report is mentioned on the website. The FODC does not explicitly provide a summary of how funds have or will be used and no annual report is mentioned on their webpage. However, it should be noted that the Decatur Cemetery is owned and operated by the local municipality so information on use of funds is available through the state’s open records act. However, such information is not provided on the webpage. Finally, South-View’s Foundation’s webpage does not

provide an overview of how any collected funds or donations are used, nor is there an annual report provided on the webpage.

Therefore, based on the collected information that was used to create Table 9.4, one can say that the HOF is the most transparent when it comes to using nonprofit best practices in regarding to providing information on its web page as to how donated funds will be used. FODC’s South-View Foundation’s webpages provided the least information, lacking both a detailed description and an annual report.

Table 9.4 Comparison of Nonprofit Best Practices of Case Studies

	Historic Oakland Foundation	Friends of Historic Westview Cemetery	Friends of Decatur Cemetery	Historic South-View Preservation Foundation
Online Description of How Funds Used?	Yes	Yes	No	No
Online Available Annual Report?	Yes	No	No	No

Financial Standing as reported to IRS

As mentioned previously, marketing to potential members and visitors is critical when trying to raise funds for a cemetery that does not have a perpetual care plan in place to maintain the historic sections. Each of the four of organizations studied has chosen different methods to address this issue. It is important to consider the form of ownership of the cemetery because this may have an impact on how a CPA can market or raise funds. For example, Oakland Cemetery and Decatur Cemetery are both owned by their local municipality, while Westview Cemetery currently operates as a nonprofit after operating for years as a for-profit and South-View is operated as a for-profit cemetery.

While this thesis does not go address in detail the different types of ownership and the impact it has on the viability of a CPA, it warrants further research.

Of the four case studies, the Historic Oakland Foundation, Inc. (EIN: 58-1276032) has been the most effective in marketing, membership and tourism attraction based upon their report to the U.S. Internal Revenue Service (IRS). The IRS' public 'Tax Exempt Organization Search' reveals that the HOF's 2019 Full 990 Form reports the CPA as receiving \$487,019.00 in pledges and grants (Part X Line 3) which go towards their total net assets of \$5,314,332.00 (Part XI Line 10). When comparing HOF's financial status to the other case studies, it is necessary to keep in mind that the HOF has been in existence for 46 years at the time of writing this paper.

In comparison, Friends of Decatur Cemetery (FODC) file with two other nonprofits under the nonprofit umbrella of the Decatur Legacy Project, Inc. (EIN: 47-2242615). Based on the 2019 IRS form 990EZ, the FODC lists their expenses as \$6,406 (Part III, Line 30a) and their total revenue as \$52,505.00, the majority of which came from program service revenue including government fees and contracts (Part 1, Line 2). Finally, membership dues and assessments (Part 1, Line 3) and contributions/grants/gifts (Part 1, Line 1) are both listed as \$0.00.

For the final two case studies, both the Friends of Historic Westview Cemetery, Inc. (EIN: 81-3285373) and the Historic Southview Preservation Foundation (EIN: 11-3731741) were able to submit the IRS' abbreviated 990 e-postcard because both nonprofits listed their gross receipts as not greater than \$50,000.00. No further financial information is provided when the abbreviated 990 e-postcard form is submitted.

CHAPTER 10

CONCLUSION

Historic cemeteries in the Metropolitan Atlanta face a number of challenges to their preservation that are common throughout the country. Deterioration of monuments and infrastructure over time, lack of maintenance, and even abandonment threaten these important historic resources. In recent years, a number of resources have been developed that can assist owners and managers to maintain and rehabilitate their historic properties. Several of these resources were identified and discussed in this thesis.

Referring to literature that discusses the history of cemetery trends like Keith Eggener's *Cemeteries (Library of Congress Visual Sourcebooks)* and Sherene Baugher's *The Archaeology of American Cemeteries and Gravemarkers* can provide the basic background information needed to identify what type of styles or characteristics your cemetery embodies. It is also critical that any CPA refer to the National Park Service's *Preservation Briefs* and other technical manuals like Lynette Stragstad's *A Graveyard Preservation Primer* or the local State Historic Preservation Office, that specifically discuss the practicalities of how to preserve and restore a cemetery's contributing features like the gravestones and the associated funerary statues. Finally, nearly all of the referenced literature resources discuss the importance of developing a plan with both short-term and long-term goals for cemetery preservation.

While most guides for historic cemeteries have focused on best practices for maintaining the physical aspects of the properties, the need to develop support from

donors and the community at large has been repeatedly noted. In recent internet and social media postings, the National Trust for Historic Preservation summarized these approaches preservationists should take to preserve historic cemeteries in ten tips¹⁵⁰:

1. Determine and coordinate with the congregation, owners, or governing agency responsible for the land.
2. Start a support group.
3. Look for funding and partners.
4. Pursue historic site designation.
5. Arrange for training and technical assistance.
6. Create a map and conduct surveys.
7. Consider future uses.
8. Prioritize stabilization.
9. Develop a maintenance plan.
10. Make it visitor friendly.

At the core of these recommendations is the idea that an organized volunteer group of interested individuals can assist the owner of the cemetery to galvanize the resources necessary to ensure the restoration of the historic resources and its preservation. This group, a cemetery preservation association (CPA) is the focus of this thesis. By examining four cemeteries with CPAs in the Metropolitan Atlanta Area, a number of success factors for such organizations became apparent to the author. Those factors, which were discussed in more detail in chapter nine include:

1. Establish a strategic plan for the CPA.

¹⁵⁰ “How to Preserve Historic Cemeteries and Burial Grounds | National Trust for Historic Preservation.”

2. Seek listing for the cemetery in the National Register of Historic Places (NRHP) for public recognition and utilize the research developed for nomination in interpretation and publicity.
3. Include individuals experienced in the management of nonprofit volunteer organizations.
4. Seek the advice and assistance of established CPAs and other organizations with experience in managing the historic built environment. While each CPA will have unique challenges, the cases studies have shown that making connections to other organizations can provide helpful models and connections.
5. Establish categories of membership with a range of giving levels to encourage maximum financial support.
6. Provide incentives for membership that increase with increases in giving levels
7. Provide information and accountability to potential members and donors on the activities of the CPA along with transparency as to the source and use of revenues through various media such as an annual report and web-based programs.
8. Develop a public information and outreach plan to reach a diverse audience of potential visitors, donors and members.

Based on the research conducted for this thesis, it appears that the Historic Oakland Foundation employs the greatest number of identified success factors. It is

clearly the organization with the highest number of members and financial support. The other organizations each exhibit at least some of the success factors examined.

One of the main takeaways from this research is that creating and maintaining a cemetery preservation association or a ‘Friends of’ group is challenging and a long-term commitment. Interested individuals need to not only have an understanding of their cemetery’s history, but also how their cemetery fits into the greater context of their area. As has been demonstrated in previous chapters, creating a cemetery preservation association to preserve, restore and maintain a historic cemetery is a marathon, not a sprint. It takes the dedication of many individuals over an extended period of time to truly preserve and maintain any cemetery.

Areas for Future Research

Going forward, it would prove beneficial to look at cemetery preservation associations in other urban areas of Georgia and other states to determine if the success factors identified here are more universally applicable. It would be useful to explore connections between effective CPAs and type of cemetery it is – for-profit, nonprofit, or publicly owned. Further a study which focuses on racial issues that impact the development and preservation of historic cemeteries and the establishment of CPAs would provide further insight into this important subject for preservationists.

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