

**United States Department of the Interior
National Park Service**

**National Register of Historic Places
Continuation Sheet**

Section number _____ Page _____

SUPPLEMENTARY LISTING RECORD

NRIS Reference Number: 05000694

Date Listed: July 12, 2005

Property Name: Central State Hospital Cemeteries

County: Baldwin

State: Georgia

none
Multiple Name

This property is listed in the National Register of Historic Places in accordance with the attached nomination documentation subject to the following exceptions, exclusions, or amendments, notwithstanding the National Park Service certification included in the nomination documentation.

for *Daniel J. Lucia*
Signature of the Keeper

July 12, 2005
Date of Action

Amended Items in Nomination:

Section 8. Statement of Significance: The period of significance is hereby changed to 1854-1955, to more accurately reflect the era in which the property achieved significance.

Section 10. Geographical Data: The following is hereby added to the boundary justification: "The property is nominated as a discontinuous district because the area between Cemetery No. 1 and Cemetery No. 2 lacks significance under the National Register criteria, and Cemetery No. 2 is separated from Cemetery No. 3 by Camp Creek and its accompanying floodplain."

[These changes were made with the approval of the National Register staff of the Georgia State Historic Preservation Office.]

The Georgia State Historic Preservation Office was notified of this amendment.

DISTRIBUTION:

- National Register property file**
- Nominating Authority (without nomination attachment)**

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NATIONAL REGISTER OF HISTORIC PLACES REGISTRATION FORM

This form is for use in nominating or requesting determinations of eligibility for individual properties or districts. See instructions in "Guidelines for Completing National Register Forms" (National Register Bulletin 16). Complete each item by marking "x" in the appropriate box or by entering the requested information. If an item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, styles, materials, and areas of significance, enter only the categories and subcategories listed in the instructions. For additional space use continuation sheets (Form 10-900a). Type all entries.

1. Name of Property

historic name Central State Hospital Cemeteries

other names/site number State Lunatic Asylum Cemetery, Georgia State Sanitarium Cemetery, Milledgeville State Hospital Cemeteries

2. Location

street & number 3 miles southeast of Milledgeville, centered on Cedar Lane, at Central State Hospital, north and south of Camp Creek, between US 441 and State Route 112.

city, town Hardwick (X) **vicinity of**

county Baldwin **code** GA 009

state Georgia **code** GA **zip code** 31034

(N/A) not for publication

3. Classification

Ownership of Property:

- private
- public-local
- public-state
- public-federal

Category of Property:

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

Number of Resources within Property:

Contributing

Noncontributing

buildings	0	0
sites	3	0
structures	0	0
objects	0	0
total	3	0

Contributing resources previously listed in the National Register: N/A

Name of previous listing: N/A

Name of related multiple property listing: N/A

4. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act of 1966, as amended, I hereby certify that this nomination meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property meets the National Register criteria. () See continuation sheet.

Richard Coates

Signature of certifying official

5-10-05

Date

for W. Ray Luce
Historic Preservation Division Director
Deputy State Historic Preservation Officer

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

Signature of commenting or other official

Date

State or Federal agency or bureau

5. National Park Service Certification

I, hereby, certify that this property is:

entered in the National Register

Daniel J. Vivan *7/12/05*

determined eligible for the National Register

determined not eligible for the National Register

removed from the National Register

other, explain:

see continuation sheet

for

Keeper of the National Register

Date

6. Function or Use

Historic Functions:

FUNERARY/cemetery

Current Functions:

FUNERARY/cemetery

7. Description

Architectural Classification:

N/A

Materials:

foundation	N/A
walls	N/A
roof	N/A
other	metal funerary markers, a few other types

Description of present and historic physical appearance:

Summary Description:

The Central State Hospital complex outside of Milledgeville, the former state capital, contains a number of historic buildings as well as three historic cemeteries and two non-historic ones. It is the three historic cemeteries that are being nominated. The cemeteries are located at the south edge of the Central State Hospital complex, in proximity to one another, but separated from each other by intervening hills, buildings, and creeks and floodplains. Cemetery 2 (the Asylum Cemetery) is the oldest of the three and was begun a number of years after the state's mental hospital opened in 1842. The earliest burials were in the Milledgeville City Cemetery (Memory Hill). Cemetery 2 (the Asylum Cemetery) is located on the southwest side of the intersection of Lawrence Road and Central Shop Road, on the north side of Camp Creek. The site has tree-covered rolling hills with retaining walls, terracing, border markers, historic roads, historic grave markers, and an allée of old cedar trees, scattered flower beds and shrubbery. New additions include non-historic benches, entry gate and fences, a statue, and informational markers. The size is 18.82 acres. There are fifty stone grave markers ranging in dates from 1854 to 1951 as well as hundreds of metal headboard grave markers ("stobs") showing only the number of the burial space in raised cast metal. Many of the metal markers are in their original or proper place, others are not. There are approximately 7,500 to 8,500 graves in this cemetery. Cemetery 3 (Camp Creek South Cemetery) is located southwest of Cemetery 2 (the Asylum Cemetery) on the south side of Camp Creek and west of Lawrence Road. The site is a tree-covered hillside with terracing, retaining walls, boundary markers, historic roads, trench graves and historic metal grave markers. The size is 5.76 acres. 2,500 to 3,500 graves are believed to be in this cemetery. The most significant feature of this portion is the trench graves. Cemetery 1 (the New Colored Cemetery) is located west of Vinson Highway and south of the (non-historic) Rivers Prison complex. It contains 5.15 acres and approximately 1,200 to 1,500 graves. Located on a sloping hillside, the cemetery is covered in trees and undergrowth. There are scattered historic cast-iron headboard grave markers dating from around 1911 to 1937. Some burial patterns

8. Statement of Significance

Certifying official has considered the significance of this property in relation to other properties:

nationally statewide locally

The Central State Hospital Cemeteries are significant at the state level because they were the burial places for patients at the only mental health facility owned and operated by the state at that time.

Applicable National Register Criteria:

A B C D

Criteria Considerations (Exceptions): N/A

A B C D E F G

Areas of Significance (enter categories from instructions):

Ethnic Heritage-black
Health/Medicine
Landscape Architecture
Politics and Government
Social History

Period of Significance:

1854-1960

Significant Dates:

1854, 1960

Significant Person(s):

N/A

Cultural Affiliation:

N/A

Architect(s)/Builder(s):

N/A

9. Major Bibliographic References

This is the bibliography prepared by the consultant, and the only changes made to it have been minor editing to clarify the official names/titles of records or books used. The term "unpublished" appears to be used both for manuscript material, and some limited edition reports.

"Air Photographs." 1937, 1942, 1951, 1955, 1960, 1966, and 1973. University of Georgia. Athens, Georgia: unpublished.

Allen, Ivan, Jr. compiler. "The First Year of the State Hospital Authority: A Report to the people of Georgia 1939-1940". Milledgeville, Georgia: unpublished, Feb. 1940.

Annual Report of the Board of Trustees of the Georgia State Sanitarium. Milledgeville, Georgia: unpublished, 1897-1917, 1922-1928.

Annual Report of the Central State Hospital. Milledgeville, Georgia: unpublished, 1967, 1969, 1972.

Annual Report of the Trustees of the Georgia Lunatic Asylum. Milledgeville, Georgia: unpublished, 1873-1875, 1879, 1886, 1888, 1890-1896.

Annual Report of the Trustees of the Milledgeville State Hospital. Milledgeville, Georgia: unpublished, 1929-1932, 1950-1966.

Annual Report of the Trustees, Superintendent and Resident Physician of the Lunatic Asylum of State of Georgia. Milledgeville, Georgia: unpublished, 1859-1860, 1862, 1865-1869, 1871, and 1872.

"Baldwin County Cemeteries". Atlanta, GA: Georgia Department of Archives and History. subject files, unpublished.

"Baldwin County Deeds & Mortgages". Atlanta, Georgia: Georgia Department of Archives and History, microfilm. Originals at the Baldwin County Courthouse.

Baldwin County, Georgia. *Baldwin County Deed Book O*, p. 107.

Baldwin County, Georgia. *Baldwin County Deed Book P*, p. 147-148.

Baldwin County, Georgia. *Baldwin County Deed Book 24*, p. 154-155, 155, 156, 157, 215-218.

"Baldwin County, Georgia Ordinary: Burials in the City Cemetery: 1869-1904". Atlanta, GA: Georgia Department of Archives and History, microfilm, no date.

Baldwin County, Georgia. "Baldwin County Probate Clerk". Milledgeville, Georgia: unpublished. [This is an incomplete reference.]

10. Geographical Data

Acreeage of Property Total Acres: 29.73 acres

Cemetery no. 1- 5.15 acres
Cemetery no. 2- 18.82 acres
Cemetery no. 3- 5.76 acres

UTM References

- A) Zone 17 Easting 293098 Northing 3657788 (Cemetery 1)
B) Zone 17 E292612 N3657799 (Cemetery 2, 3 UTM)
C) Zone 17 E292805 N3657428
D) Zone 17 E292313 N3657578
E) Zone 17 E292451 N3657365 (Cemetery 3)

Verbal Boundary Description

The boundaries of the three cemeteries that make up this nomination are marked on the enclosed tax map.

Boundary Justification

The nominated property includes just that part of the grounds of the original Central State Hospital complex on which the three nominated cemeteries exist. Their boundaries were defined by the topography in lieu of any formal, legal boundaries.

11. Form Prepared By

State Historic Preservation Office

name/title Kenneth H. Thomas, Jr., Historian
organization Historic Preservation Division, Georgia Department of Natural Resources
mailing address 47 Trinity Avenue, S.W., Suite 414-H
city or town Atlanta **state** Georgia **zip code** 30334
telephone (404) 656-2840 **date** March 7, 2005
e-mail ken_thomas@dnr.state.ga.us

Consulting Services/Technical Assistance (if applicable) () not applicable

name/title Catherine Wilson-Martin
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- () **property owner**
- (X) **consultant**
- () **regional development center preservation planner**
- () **other:**

Property Owner or Contact Information

name (property owner or contact person) Marvin Bailey, CEO
organization (if applicable) Central State Hospital
mailing address 620 Broad St.
city or town Milledgeville **state** GA **zip code** 31062
e-mail (optional) N/A

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Section 7--Description

are discernable by in-place markers. Many markers are missing in the area near the Rivers Complex. The three cemeteries are all located on the south side of the Central State Hospital Complex grounds. The three cemeteries were closed for new burials in 1960.

Cemetery 1 (the New Colored Cemetery): [Photographs 16 and 17]

The Cemetery 1 (the New Colored Cemetery) is located west of Vinson Highway and south of the Rivers Prison complex. The overall shape of the cemetery is rectangular. The site is heavily treed and is sloped with historic grave markers. There are two corner boundary markers.

This cemetery occupies 5.15 acres on a sloping hillside. The site is covered with a variety of trees and undergrowth. Careful examination reveals scattered historic cast-iron metal headboard grave markers (circa 1911-1937). These metal grave markers are approximately 21 inches long and four to five inches across with raised cast numbers. In some places there are enough grave markers in place to indicate an axial pattern. The earlier numbers on the metal grave markers begin at the bottom of the hill on the northwest side and progress from west to east and up the hill. The numbers from one to the 500's occupy the northwestern half of the cemetery and from the 1,400's to the 2,100's on the southeastern half of the cemetery. The grave numbers on the southeast side appear to progress up the hill in a west to east alignment. The north side and south side metal grave markers appear to meet in the middle creating an inverted V pattern. Many of the graves and grave markers are missing in the north area near the Rivers Prison Complex. Approximately 100 metal grave markers have been located, but there are most likely many more still to be found in the undergrowth or buried in the ground. In the northeast and northwest corners are piles of rocks, probably used as boundary markers (dates unknown). There are approximately 1,200 to 1,500 graves in this cemetery.

Cemetery 2 (the Asylum Cemetery): [Photographs 1-11.]

Cemetery 2 (the Asylum Cemetery) is located on the southwest side of the intersection of Lawrence Road and Central Shop Road. The cemetery is on the north side of Camp Creek. The overall shape of this cemetery is roughly triangular. The site has tree covered rolling hills with retaining walls, terracing, border markers, historic roads, historic grave markers, an ale of old cedar trees, scattered flower beds and shrubbery. [Photos 3, 5, 7, and 8.] There are also non-historic benches, entry gate and fence, statue and informational markers, all added recently. [Photos 6 and 11.]

At the entrance to the 18.82 acre cemetery is a metal gate, with brick walls and piers (1997-1998) and wood picket fence. On the piers are historic lamps that were salvaged from a destroyed hospital building and added to the piers (1997-1998). A metal historic marker (2003), flower beds, and shrubs (2003) are in front of the fence. A dirt road passes through the gate and continues down the rolling terrain through an allée of mature cedar trees (dates unknown). [Photos 7 and 9.] Approximately 175 yards south of the gate is a bronze angel statue (2002). [Photo 6.] The road continues to the east for

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Section 7--Description

a short distance and again turns south passing through another allée of hardwood trees as it continues to the southern end of the cemetery. Near the angel statue is a wooden cross (circa 1990s) and a wooden sign "Restoration 1998". To the west of the gate are new benches (circa 2002) and a newly created memorial comprised of 2000 previously displaced metal headboard grave markers arranged in a gridiron pattern (2003). [Photograph 1.] Further to the west are the remains of another historic roadbed (date unknown). The terrain is rolling with terraced grave sites and rock and earth retaining walls or border walls. [Photo 3.] Scattered through the cemetery are lilies and other flower plantings. Along Lawrence Road, about half way to the end of the cemetery, is a brick sign for the "Men's State Prison" (date unknown). There are approximately 50 stone grave markers ranging in dates from 1854 to 1951 as well as metal headboard grave markers (circa 1911-1960). Approximately 120 metal grave markers appear to be in their proper places. These metal gave markers are approximately 21 inches long and four to five inches across with raised cast numbers. [Photo 4.] Unmarked graves are evident in some places by indentations in the ground and are generally aligned in an axial pattern following a west to east path. Scattered throughout the cemetery are approximately 73 additional historic metal markers that have been displaced. There are an unknown number of markers believed to be buried under six to eight inches of fill-dirt (date unknown) or dirt moved by erosion. There are approximately 7,500 to 8,500 graves in this cemetery.

Cemetery 3 (South Camp Creek Cemetery): [Photos 12-15.]

Cemetery 3 (South Camp Creek Cemetery) is located southwest of Cemetery 2 (the Asylum Cemetery) on the south side of Camp Creek and west of Lawrence Road. The overall shape of this cemetery is roughly triangular. The site is a tree covered sloped and terraced hillside with terrace retaining walls, boundary markers, historic road, trench graves, and historic metal grave. [Photos 12, 13, and 14.]

Access to this 5.76 acre cemetery is from Lawrence Road by way of a dirt road that passes over a metal beam and concrete bridge. The cemetery road continues to the right and up hill to a sloped hillside. There are two terraced areas on the north side with rock and earth retaining walls. On the east and north sides of the cemetery are individual graves, some of which are marked with historic cast iron metal headboard grave markers with raised numbers (circa 1937-1960). [Photos 12, 13.] These metal gave markers are approximately 21 inches long and four to five inches across with raised cast numbers. Other graves are indicated by indentations in the ground. Grave numbers in this area range from the 3,100's to the 3,500's. West of the center of the cemetery are three long trench graves (1938-1939). These trenches vary from approximately 615 feet to 750 feet long and follow a north to south path. In each of these trenches are three to four rows of graves with approximately 400 graves in each row. In addition, there are three shorter rows 15 to 20 feet long with approximately 100 graves in a row. The long trenches are approximately 55 to 60 feet apart and the metal grave markers are approximately 20 to 25 inches apart (circa 1911-1938). The trench grave numbers begin with the 400's, progress to the 1400's, and then begin with the 2200's through the 3000's. On the south side of the cemetery there is a small section with an undetermined number of graves. These grave numbers are in the 3600's. There are four stone grave markers in this

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Section 7--Description

cemetery ranging in dates from 1905 to 1958. [Photo 14.] Near the center of the cemetery are two concrete posts with no markings, possible boundary or section markers (dates unknown). Along the south side of the cemetery is a low earth and rock wall (date unknown), possibly a boundary wall. There are approximately 2,500 to 3,500 graves in this cemetery.

Roads

There are two historic roads in Cemetery 2 (the Asylum Cemetery) and one historic road in the Cemetery 3 (South Camp Creek Cemetery). The roads are curved and follow the terrain. They are packed dirt; however, the road in Cemetery 2 (the Asylum Cemetery) has been partially covered with gravel. [Photo 9.]

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Section 8--Statement of Significance

Statement of significance (areas of significance)

The Central State Hospital Cemeteries are important historic features on the campus of Georgia's only historic state-operated mental health facility. Physically, they represent the burial practices of a large, state-run mental health facility for more than 100 years. In terms of their associations, they represent the thousands of mental-health patients who were treated at, confined to, and ultimately died at Central State Hospital. For many years in the late 19th and early 20th centuries, the Central State Hospital was a leader nationally in the care and treatment of the mentally ill. Its burial practices and cemeteries are an integral part of its historic operations.

The Central State Hospital Cemeteries are significant in health/medicine because they indicate the state of affairs in the mid-to-late 19th and early 20th centuries with regard to how a government mental institution took care of its dead, burying thousands of the patients on the premises, rather than sending them to family members, as one might do today. This practice was due in part to the fact that they were unable to preserve the bodies long enough to ship them home, and also because families many times did not necessarily want them returned home, or could not afford to pay for shipping.

The property is significant in landscape architecture because it shows that a site was chosen and continued to expand where the "cemetery" was created on a rolling hill leading to a creek that has some associations of the rural cemetery movement that had become popular by the 1850s. While the total neglect of the original cemetery (Cemetery 2, the Asylum Cemetery), allowed plant materials to overwhelm the site until recent restoration efforts, enough remains of the original layout, terracing, and natural setting to indicate a planned atmosphere that would have conveyed a serene and pleasant place. The other two cemeteries, begun later, continued the layout and relationship to the creek.

Cemetery 1 (the New Colored Cemetery) is significant in ethnic heritage-black and social history since it was specifically laid out for the burial of African-American patients. Earlier burials were moved from the site of the new Rivers Building to Cemetery 3 during 1938-1939. The cemetery reflects the segregation of the races up until fairly recent times in virtually all aspects of life. but here, in particular, in the field of health and medicine and in funerary practices.

The cemeteries are significant in politics and government because they indicate the role of the government in taking care of the deceased patients at the state's only publicly supported mental hospital, which was a landmark institution in its prime. The fact that many families did not wish to deal with their deceased family members coupled with the fact that in earlier times it was difficult to ship a body back to a family necessitated the government's role, here the state government, in providing a final resting place for them. Burials were done in a chronological fashion, as the patients died, using the open trench method, and graves were marked by numbers, with the numbers keyed to ledger books, all now at the Georgia Archives. The few graves marked with names and headstones would have been provided by the families. The metal stobs, forged on the premises, giving the number of the burial spot, are the only markings for most of the graves, and are similar to those found at other government cemeteries from the 19th century in other states.

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Section 8--Statement of Significance

National Register Criteria

The cemeteries meet National Register Criterion A because as a state-owned and operated burial site, they reflect the way institutions took care of their dead, in this case a hospital, but similar to the way other large institutions such as prisons would also have buried the dead, in the United States.

The cemeteries meet Criterion C for their overall landscaping which reflects in an institutional way the rural cemetery movement in 19th century America, and because of the burial stobs, forged on the premises, and numbering in the thousands, which reflect a type of workmanship specifically designed for an institutional burial system, that is numbering the graves in chronological order and marking them only with a number, not a name, which would have been too expensive. The stobs could be produced en-masse, ahead of time for use, or either created later, as in many cases, to replace wooden markers.

Criteria Considerations (if applicable)

The Central State Hospital Cemeteries meet Criteria Consideration D because they are a good example of the way a state government mental institution took care of the deceased patients. This is shown by burials in the chronological order in which they died and the use of metal stobs with only numbers as reference to who was buried there.

Period of significance (justification)

The period of significance runs from the creation of the first cemetery at this location (1854) until the end of the historic period (1960) for the cemeteries being nominated. In 1960, these cemeteries were closed for further burials.

Contributing/Noncontributing Resources (explanation, if necessary)

There are three contributing sites, the three cemeteries, in this nomination. The numerous small metal stobs marking the graves have not been counted due to their small size and voluminous number. Neither have the modern new landscape and commemorative features, such as: the angel statue, fencing, gazebo, entry gates, and lighting.

Developmental history/historic context (if appropriate)

Baldwin County and Milledgeville

Baldwin County was created by the Lottery Act of 1803 from a cession of Creek Indian lands. The county was named for Abraham Baldwin, one of the original signers of the U. S. Constitution for Georgia. In 1803, the town of Milledgeville was laid out as the new capital of the state of Georgia. Once established the town served as the state capital from circa 1804

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Section 8--Statement of Significance

until 1868 when Atlanta became the new capital of Georgia. The railroad was introduced to Milledgeville during the mid-1850's.

State Lunatic Asylum 1841-1842

In 1834 Governor Wilson Lumpkin asked the Georgia Senate and House to help the "idiots, lunatic and insane" of Georgia by building an asylum to provide pauper care. A law passed in 1837 provided for the creation and building of such an asylum. At that time it was believed to be the only facility of its kind in the United States to combine these three types of patients into one facility. In 1841 a new law was passed to organize the "custodial care facility" and establish a Board of Trustees appointed by the Governor. A site near the then state capital of Milledgeville was chosen for this facility. The institution, the State Lunatic Asylum, was to be built at Midway, several miles south of central Milledgeville. It was the fifth insane asylum in the South and the fourteenth in the United States. Central State Hospital remains on that site today, although greatly expanded.

To best cover the history of the institution and the cemeteries that are the subject of this nomination, the history is best divided by the administrations of the separate superintendents, hence the divisions that follow. Also, names in parentheses are citations that are keyed to the extensive bibliography found later in this nomination.

Cooper's Administration 1843-1845

Dr. David Cooper served as superintendent from 1843 to 1845. Dr. Cooper was instrumental in creating a custodial care institution for Georgia's mentally insane. Although the legal framework for a lunatic, idiot and insane asylum was passed in 1837, the first buildings—all new for the new asylum--- were not completed until 1842. These buildings were constructed near Milledgeville on 40 acres of land that cost \$4,000. The first two buildings were planned and constructed by Windsor Lord at a cost of \$45,000. These three-story buildings with basements were brick with wood shingle roofs. By the end of 1842 the first patient was brought to the hospital tied to a wagon, and died six months later. During these early years slaves served as the attendants for the institution. By 1845 eight paid employees cared for sixty-seven patients. There were eight recorded deaths. During this time a committee of the Baldwin County Justices of Inferior Court (equivalent to today's County Commissioners) governed the facility.

Green's Administration 1846-1874

Dr. Thomas Fitzgerald Green began his tenure as superintendent in 1846 and served until 1874. Very concerned with treatment rather than just care, Dr. Green instituted many humanitarian methods to facilitate improvement of the patients so they could return to their homes. By the end of 1848 the patient population was 90. During that year 20 had died, three escaped and 14 were discharged. His success in curing and discharging patients continued during the following years. By the end of his tenure in 1874 the patient population

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had grown to 696 (Cook) with 43 deaths. (*Annual Report*)

During the hospital's first large expansion under superintendent Green more land was purchased between 1850 to 1854. Green then began to create a self-sufficient facility with farms, brick plant, larder, dairy, kitchen, laundry, drying room, smokehouse, barns, stables, workshops, graded land, cemetery and a circumference wall. The patients did much of the work, not only in the fields, kitchen, laundry and other support systems, but also constructing some of the buildings. During the Green administration a Center Building was built to connect the first two buildings, creating a U shaped facility as the main building on the grounds. A Chapel was created circa 1855, (Cranford) in the new Center Building where ministers connected with Oglethorpe University, then located near Milledgeville and local ministers held regular services for the patients. (Cook)

The public attitude toward mental disease and the mentally ill was one of shame. The *Annual Reports* mention that patients were often quietly left at the Asylum usually near death. Families that had financial means often secretly took their mentally ill relatives to another state to avoid the embarrassment associated with these diseases. In keeping with this attitude, Dr. Green refused to give the names of the patients to the census takers in 1860; he only provided their initials. [Note while this is true for the 1860 Census, the ledger books survive that do include the names of the patients.]

During the Civil War (1861-1865) patients hid in the basement and tunnels of the Center Building. Union General William T. Sherman, who arrived in 1864 on his March to the Sea, spared the buildings because the facility was a humanitarian establishment with no wounded soldiers as patients. However, during the war and post war years, conditions at the hospital were very poor. After the war African-American patients were added to the population of the hospital. By 1866 the patient population was 366. [The Center Building, aka the Powell Building, still survives as is on the National Register. Its central portion was begun in 1842.]

During the late 1860s and early 1870s construction and repairs to the facility began anew. In 1871 the grounds included 1,200 acres, gaslights, heating and ventilating systems, bath facilities and bridges over creeks. By 1873 changes were needed and a more formal plan for regulations, duties and finances was put into practice by a new group of Trustees. By 1874 the facility included 2,987 acres with improvements valued at over half a million dollars. Superintendent Green died in 1879 after thirty-eight years of service to the hospital as a doctor and administrator.

Cemetery 1846-1874

In the early years of the hospital many patients who died while in the care of the facility were buried in the Milledgeville City Cemetery (Memory Hill). Records of the Baldwin County Ordinary/Judge of Probate indicate that approximately 85 Asylum patients were buried in the Milledgeville City Cemetery from 1869 to 1904. The 1845 *Annual Report* shows a \$7.50 burial expenditure. Transporting a patient home would have been very difficult during this time. The

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body would have had to have been transported home by wagon or railroad for limited destinations beginning in the mid-1850's, and with very little means to preserve the body.

In 1952 patients working on a road about a hundred yards from the Center Building dug up human skulls and other bones (Cranford). It is believed that this was "our oldest paupers' cemetery" for the hospital (Cranford). No other information is available. Legends and rumors indicate that it could have been near the Pecan Orchard north of the Center Building or near the Binion Building.

The oldest existing hospital cemetery (Cemetery 2, the Asylum Cemetery, here nominated) is located on land purchased for the expansion of the facility in 1850. The earliest known grave in the cemetery is dated 1854. In the Board of Trustees Minutes of March 13, 1873, the records show:

"that the Steward cause about six acres of land enclosed for a cemetery, embracing in the plank fence the ground now occupied as a grave yard, and that the grounds be laid off in plots, the plots numbered, and in the future each grave numbered so as to preserve a record of the burial place of each patient."

The Minutes of April 22, 1873 record that the "cemetery was laid out, lumber procured, ground cleared, and fence progressing." In the hospital's *Annual Report* of 1873 there is mention of clearing land in the cemetery, building a post and plank fence around it, and making the principle roads through it. This appears to be the expansion of an existing hospital cemetery and reflects the facility's growth. [This would be Cemetery 2 (the Asylum Cemetery).]

No records have been found that record how many patients were buried in Cemetery 2 (the Asylum Cemetery) or any other hospital cemetery during these early years.

Powell Administrations 1874-1907

The administration of Dr. Theophilus Orgain Powell as superintendent was from 1874 to 1907. Dr. Powell had served in the Confederate Army and ran the asylum with military efficiency. The hospital underwent tremendous growth during his administration and gained international recognition as a first rate mental asylum.

A new Georgia law made the asylum free to all Georgia citizens in 1877. Consequently, the patient load increased beyond the abilities of the facility to handle. Many of the new patients were people other than the insane or mentally ill. Drunks, elderly, the chronically ill, criminally insane, and those with nowhere else to go were sent to the facility for care. In many cases patients extremely sick and near death were brought by family members and left to die. In 1879 the patient population was 754 and the death rate climbed to 197 (*Annual Report*). The leading causes of death at that time were epilepsy and marasmus. In 1875 a morgue was established in the laboratory (Bohorfoust).

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By 1881 the population of the facility had grown to 906 patients. Recovery rates and dismissals increased with better treatment. Patients continued to do much of the work to support the hospital. Several new buildings were built during the 1880s, as was a railroad spur connecting the facility to Midway, Georgia. By 1898 the railroad connecting the hospital to Milledgeville was completed.

To help alleviate the overcrowding a law was passed in 1886 allowing harmless incurable patients to be sent home. The Milledgeville facility then became a hospital for cure and treatment rather than pauper care for those considered to be social burdens. In 1894 this law was repealed and the patient population once again increased.

In 1895 a large building project added \$100,000 worth of new buildings. This event may have been unequalled in the construction of asylums in the world (Cranford). Dr. Powell also added professional landscaping such as fountains and flower gardens. The population grew to 1,823 with a death rate of 193. Powell did much to improve the life of the patients. New amusements were added, such as music, billiards, picnics, dances, games, theater, tableaux, and a library. An infirmary with a nursing staff was established in 1897 to help with the rising tuberculosis and pellagra cases. In 1896 more than half of the "Negro deaths" were caused by tuberculosis. An operating room was added to the facility in 1897. Soon afterwards the hospital staff began many post-mortem and pathological studies on the diseases and afflictions of the mentally ill.

The hospital name was changed to the Georgia State Sanitarium in 1898. [*Georgia Laws 1897*, Vol. I, p. 109.] A dentist was added to the staff in 1900. The year 1903 saw the addition of two new buildings called the Twin Buildings. These four-story facilities were of an unusual construction consisting of an octagonal central portion with radiating spoke wings. The "colony farm" that supplied food for the patients and was worked by the patients was added on an additional 800 acres of land. In 1904 eleven buildings with 72 wards, telephones, and 39 dining rooms were added to the growing facility. At the time of Dr. Powell's death the population increased to 2,978 with a death rate of 374. Dr. Powell died in 1907 after 28 years of service. The Center Building was renamed to honor the doctor and came to be known as the Powell Building. [It is on the National Register individually.]

Cemeteries 1874-1907

By the October 10, 1879 Board of Trustees meeting the cemetery work that was begun in 1873 had still not been completed. A resolution was, thus, passed stating:

"that the Steward contract with R. L. Hunter, Eng.[ineer] to lay off the Streets and lots in the cemetery, according to the plot of same, submitted by him, and to furnish a map of that premises, properly numbered, to be hung up in the superintendent's office" [This map has not been found.]

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A second resolution of the same date states:

“that in future all interneds (sic)[interments], be made and numbered as recommended by Mr. Hunter in his report and that until otherwise ordered by the Board head pieces with proper numbers be placed at the head of each grave.” [It is assumed these were wooden, and have not survived.]

Little is known about the engineer Richard L. Hunter who designed the streets and lots in the cemetery. In 1861 Richard L. Hunter was named captain of the Milledgeville Home Guard for “the Metropolis Reserves.” To receive this honor he had to be a well-established citizen of the community and had to be elected to the position of captain by leading members of the town. The Metropolis Reserves was a special militia made up of men over 45 years of age. In 1873 Richard L. Hunter hired a bookkeeper for his business. This seems to indicate that he had a well-established engineering business at the time he was contracted to design the hospital cemetery (from the James Bonner Collection).

By April 16, 1880, work in the cemetery still had not been completed. Another resolution was passed to complete construction so the work that had been undertaken would not be lost. This entry in the “Minutes” mentions that the posts intended to mark the lots as laid off had not been erected. The “Minutes” of May 20, 1881 mention the need for the cemetery fence to be “substantially repaired.”

In 1879 plans were made for “a chapel for the dead, where the bodies of all the patients who die, may be temporarily deposited, until interned [sic]” (Minutes). The Union Chapel was designed and built by architect Major Fuss and completed circa 1881. The location of the Chapel is unknown but was “erected on the lands of the Asylum” (Minutes).

Regular Sunday religious services were held by the Chaplain as well as funeral services for those patients buried in the hospital cemetery. In the beginning, hospital Chaplains served for approximately two years but later a yearlong period of tenure was the established norm until the 1920's. The Board of Trustees voted on a Chaplain for each period of service.

In 1890 the rules of operation created by the Board of Trustees state that part of the Chaplain's duties require him “to bury the dead, and (he) shall keep a record of the interments with date.” In the 1891-1892 hospital *Annual Report*, Chaplain Thomas H. Gibson reported “a record of the interments have been kept.” From this we might infer that the hospital Chaplain was responsible for initiating and maintaining the “Cemetery Records 1880-1951” until the records were transferred to the Medical Department, date unknown. A copy of those records was also in the Baldwin County Office of the Ordinary, now Judge of Probate's office, in 1970. In 1893 the Chaplain refers to the cemetery as the “Asylum Cemetery” [Cemetery 2 (the Asylum Cemetery)].

According to “Cemetery Records 1880-1951” the cemetery was divided into a “white” section and a “colored” section. From 1881 to 1895 the “white” patients were buried in sections 1

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through 67. The "colored" patients were buried in sections 85 through 135. This segregation may have been due to the Jim Crow Laws that were becoming popular throughout the South during the 1880s and 1890s. In addition, a 1909-1912 United States Geological Survey map shows two roads leading to the two different sides of the cemetery, possibly providing separate access to the two sections.

The grave and section numbers for the cemeteries indicate several expansions and new cemetery developments. In 1881 the "Cemetery Records 1880-1951" begin with grave number one for the whites, male and female, and continue to number 1,976 in 1907. Near the end of 1901, in the records for the whites, the word "final" appears after grave number 2,284, but the numbers continue uninterrupted immediately afterwards (Cemetery Burial Records 1880-1951). This seems to indicate that all available cleared land had been used and more land was soon cleared in the same area for more graves. At this point section numbers were no longer listed in the "Cemetery Records."

The burial records for the "colored" interred in Cemetery 2 (the Asylum Cemetery) begin with number 1 and continue until August 1895 with grave number 977. At the bottom of the page for 1895 is a note: "The above are the last graves in Old cemetery near Camp Creek". On August 29, 1895 the "Cemetery Records 1880-1951" indicate that a "New Colored Cemetery" was created. [This would be Cemetery 1 (New Colored Cemetery).] The new cemetery was established on the land purchased in 1850 and 1854. This cemetery is believed to be Cemetery 1 on accompanying maps. The cemetery included both male and female patients for a little more than a year. The grave numbers begin with grave number one and section number one. Then in 1896 a "New Colored Cemetery Female" was created and the first "New Colored Cemetery" became all male. The "New Colored Cemetery Female" may have been near Cemetery 2 (the Asylum Cemetery). The female cemetery numbers also begin with grave number one and section number one. By 1907 the male grave numbers had reached 907 and the female grave numbers had reached 955. The section numbers were no longer listed. In addition to grave site numbers being assigned to patients, grave numbers were assigned to trees (mostly oaks and pines), tree stumps, spring pipes and parts of roads. A few graves have stone grave markers in Cemetery 2 (the Asylum Cemetery). Also mentioned in the "Cemetery Records 1880-1951" are burials of infants. Some of these babies were aborted, still born, or died shortly after birth.

Annual Reports from 1894 to 1905 show that M. D. Hobby was employed as the cemetery worker for the hospital. According to the *Annual Reports* many patients were being sent home for burial by 1903. The Chaplain's Report in 1907 indicates that he conducted 100 services (out of 374 dead) during that year. At various times, however, some services for African-American patients were conducted by an African-American minister from a Milledgeville church.

In keeping with the self-sufficient mode of operation established for the hospital, various hospital departments made a variety of items associated with the burial of patients. The 1888 *Annual Report* lists the construction of 1,142 head and foot boards for the cemetery as

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"Improvements". During the next few years, until 1902, the carpentry shop continued to make approximately 1,037 head boards and 231 foot boards. It is believed that these headboards were marked with the corresponding grave numbers recorded in the "Cemetery Records 1880-1951". In addition to the grave markers, coffin linings, coffins, coffin shipping boxes, and burial pillows were made at the hospital. Burial robes, on the other hand, were purchased from three merchants, possibly located in Milledgeville. In 1901 a pair of Casket Pedestals was purchased probably for use in the Chapel for funeral services conducted at the hospital. A hearse was purchased in 1890 and by 1897, an additional hearse wagon was added to the hospital's equipment (*Annual Reports*). The hearse was sold in 1901.

The 1898 construction of a spur line or "Dummy Railway" into the hospital grounds made it more efficient to ship deceased patients home for burial. The first mention of the construction of boxes for shipping coffins was in 1892. The carpenter shop made 117 boxes at that time and there were 194 deaths (*Annual Report*). In 1907, however, there were 98 shipping boxes for coffins made and 374 deaths (*Annual Report*). Of these 374 deaths the "Cemetery Records 1880-1951" show that 246 or 66 percent were buried in the cemeteries.

Jones Administration 1907-1922

Dr. Loderick Mathews Jones began service as superintendent in 1907 and continued until 1922. During the Jones administration the facility received minimal improvements. Dr. Jones's primary focus was the farming project. Consequently, the patients and their treatment suffered. In 1915 an assessment of the hospital showed conditions to be very poor. The hospital also gained a reputation for abusive treatment of the patients during that period.

During World War I (1917-1918) the hospital no longer offered treatment for the patients; it had reverted to custodial care only. In 1909 the population was 3,206 with a death rate of 441. In the 1914 *Annual Report* a statement dramatizes the growth of the facility: "in twenty years the population of the Sanitarium has increased more than 110 per cent."

The high rate of death during 1914 was attributed in great part to the large number of cases of pellagra and tuberculosis sent to the hospital. The final stages of this affliction caused disorientation and a decreased mental capacity. Many of these patients were near death upon arriving at the hospital, and a large number of those patients died within a month of admission. In 1914 the U. S. Public Health Service set up a program at the hospital to begin basic research on pellagra. Patients became research subjects when experiments with diet were conducted until the 1940s. It was then determined that this primarily southern affliction was caused by a vitamin deficiency. For a period of approximately 20 years pellagra was the leading cause of death at the hospital, followed by tuberculosis. In 1918 the death rate was 696 of 4,000 patients and decreased to 474 the next year due in part to the research on pellagra.

Admission procedures changed in 1918 to include the assessment of two doctors and an attorney instead of a jury of six. This was an attempt to limit the population to patients who

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had a chance of recovery. Another attempt to alleviate overcrowding of the hospital was made in 1919. An Act was passed by the Georgia General Assembly to provide a facility for the care and training of the mentally retarded – those who could not be cured. The school was placed under the State Board of Health and located in the Gracewood Hospital, located near Augusta, GA. This provided a temporary relief to crowded conditions at the Milledgeville hospital. In 1922 the hospital population was 3,972 with a death rate of 283. The leading cause of death was general paralysis of the insane, with tuberculosis being the second leading cause of death.

Among the improvements of this administration was the organization in 1910 of a training school for nurses, geared specifically to training psychiatric nurses. Other improvements were electric power, fire equipment, five ward infirmaries, new buildings for children and epileptics, African-American housing, a nurses hall, seven tuberculosis “pavilions”, hydrotherapy units, and the purchase of embalming equipment. New entertainment such as billiard rooms and new projection machines offered minimally improved conditions for patients. Dr. Jones died in 1922.

Cemeteries 1907-1922

During the Jones administration the cemeteries received their most noteworthy feature. In 1911, 2,285 cast-iron headboards with raised numbers, made by the Engineer’s Department, were placed in the “white cemetery” and 400 were to be made per month for the “Negro cemetery” (*Annual Report*). These metal headboards replaced wooden ones that had deteriorated. In 1915 embalming equipment was acquired and the laboratory began processing cadavers (*Annual Report*). This allowed more patients to be safely shipped home for burial. In 1912, 227 boxes for shipping coffins were made (620 dead), and 303 were made in 1920 (464 dead). Also in 1915 the *Annual Report* mentions a name for the cemetery: at that time it was referred to simply as the “Sanitarium Cemetery” [Cemetery 2 (the Asylum Cemetery).] This was in keeping with the name change of the hospital that occurred in 1899. The Matron’s Department continued to make burial pillows and burial pillowcases. Burial robes were not purchased after circa 1910. The robes were replaced by burial waistcoats also made by the Matron’s Department.

According to the “Cemetery Records 1880-1851” Cemetery 2 (the Asylum Cemetery) grave numbers begin with number 1,977 in 1908, and continue to number 3,191 in 1922. During this period there are many notes about bodies being disinterred or exhumed. When a body was removed for shipment home, the grave site and number were reused for another patient. In the male Cemetery 1 (New Colored Cemetery) the 1908 grave numbers begin with 971 and continue to number 2,340 in 1922. In the “New Colored Cemetery Female” which was part of Cemetery 2 (the Asylum Cemetery) the 1908 grave numbers begin with 956 and continue to number 2,138 in 1922. In 1922 the number of dead was 283; the “Cemetery Records 1880-1951” show that 89, or 31 percent, were buried in the cemeteries.

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Swint Administration 1922-1934

The administration of Dr. Roger C. Swint as superintendent lasted from 1922 to 1934. The facility included the Powell Building with six wings, Green Building, Male and Female Convalescent buildings, Twin Buildings, two African-American buildings, mortuary, chapel, laundry, barns, and workshops. The buildings, 3,772 acres of land for the hospital facilities, and the farmland amounted to a total value of \$2,781,202.

Dr. Swint added a Social Service Department to help patients return to home life. Occupational therapists were added as well as workshops and beauty shops. New entertainment such as live bands, radios, games, and picnics were added to help the patients' recovery. In 1925 patients were used as research subjects for the treatment of malaria. During this year a statistical study showed a 78 percent reduction in the death rate from tuberculosis since 1905. During the next two years the death rate from this disease increased but decreased thereafter. The leading causes of death were arteriosclerosis and cerebral hemorrhage. The population reached 6,000 by 1929 with 453 deaths. In 1931 or 1932 a mortuary cooler was installed in the laboratory.

In 1929 the admission of the criminally insane and criminals into the hospital became an issue of great concern to Superintendent Swint. In this same year the Georgia General Assembly changed the name of the hospital to the Milledgeville State Hospital. In 1931 the hospital was placed under the Board of Control of Eleemosynary Institutions. In 1933 hospital maintenance appropriations were reduced by 29 percent due to the Great Depression (*Annual Report*). Also in 1933, preliminary plans were underway to use the P. W. A. program (a Federal New Deal program), if passed, to provide improvements in housing and equipment. A political maneuver by Governor Eugene Talmadge in 1934 resulted in the dismissal of Dr. Swint as administrator of the facility.

Cemeteries 1922-1934

In 1923 the pastor of the Baptist Church at Milledgeville was responsible for conducting funerals for the white patients. Then in 1924, the Methodist pastor followed by the Episcopal pastor provided these services. The hospital Chaplain conducted religious services and funerals for the African-American patients. In addition, Catholics were administered to by Catholic priest from Milledgeville. By 1930 a Presbyterian pastor also assisted with services. The *Annual Reports* indicate that the Chaplains served on a monthly rotation.

In 1924 embalmers processed 317 cadavers, of the 406 deaths during that year. The installation of a mortuary cooler assisted in the burial and transport of patients. The cooler allowed family members more time to arrange for the transportation of their relatives home for burial.

According to the "Cemetery Records 1880-1851" Cemetery 2 (the Asylum Cemetery) grave numbers begin with 3,192 in 1923 and continue to number 3,846 in 1934. In the male

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Cemetery 1 (New Colored Cemetery) the 1923 grave numbers begin with 2,341 and continue to number 2,914 in 1934. In the "New Colored Cemetery Female" in Cemetery 2, the 1923 grave numbers begin with 2,139 and continue to number 2,637 in 1934. In 1933 the number of dead was 340. The "Cemetery Records 1880-1951" show that 153, or 45 percent, were buried in the hospital cemeteries.

The *Annual Report of 1924* mentions an erosion control technique using logs buried in the ground to stop washes. The low walls or boundary walls in Cemetery 2 (the Asylum Cemetery) might be of a similar construction. Many of these walls appear in areas where erosion appears to be a problem. By the 1920's the *Annual Reports* no longer itemize expenditures or report items made by the hospital departments. The only reference to the cemetery is the total expense amount for the year, averaging approximately \$600 per year from 1923 to 1930.

Oden Admission 1935-1941

Dr. John W. Oden served as superintendent from 1935 to 1941. Dr. Oden was the superintendent of the Training School for Mentally Defective Children at the Gracewood Hospital before he became the administrator at Milledgeville. The hospital was transferred to the newly expanded State Department of Public Welfare in 1937. A Metrazol and insulin shock treatment program came into practice in the 1930s to help certain types of mental disorders. Also in 1937 the Sterilization Bill was passed, allowing the hospital to sterilize selected patients as determined by a State Board of Eugenics. In 1940 pellagra was officially identified as a dietary disease.

By 1937 the population at the Milledgeville facility was 7,204. These patients were crammed into a facility built to accommodate less than 5,000. Some of the existing hospital buildings were nearly one hundred years old and in very poor condition. No substantial buildings had been added to the hospital in over the last 20 years.

In June of 1938, Governor Eurith Dickinson Rivers made plans to use the newly enacted W. P. A. and the P. W. A. programs to secure funds for improvements. The condition of the buildings was so bad that Governor Rivers was quoted as saying his proposed building program was "a race with impending tragedy". Governor Rivers requested ten million dollars in funding for the hospital building project. This included repairs and additions to existing buildings and construction of new buildings to alleviate extremely overcrowded conditions. The site of these new buildings was to be four miles southwest of the established hospital facility.

In August 1938, \$500,000 to fund repairs and additions was approved, and work began. In late October 1938 the P. W. A. refused the application for the new building funds. Soon afterwards Governor Rivers made a special trip to Washington, D. C. to seek the help of President Franklin D. Roosevelt. Their new plan required the creation of the State Hospital Authority and the issuing of two and a quarter million dollars in revenue bonds to be paid back

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by the income from paying patients. The Reconstruction Finance Corporation purchased the bonds with the agreement that the P. W. A. consent to make a grant for an additional two million dollars. These funds, along with the initial P. W. A. grant of two million dollars, brought the total available funds to nearly six million dollars.

Due to the reduction in building funds from the initial amount requested, Governor Rivers instructed Robert and Company, Inc., Architects and Engineers, of Atlanta, to prepare new plans. A new site was selected adjacent to the existing hospital facility. Then another problem arose. To avoid losing the first two million dollar grant, work had to begin on the project before the end of December 1938. The revenue bonds to finance the project, however, could not be issued until the State Hospital Authority was created by the Georgia General Assembly which did not meet until early 1939. Governor Rivers arranged for the State Department of Public Welfare to let contracts to begin a small amount of grading work in December, thus fulfilling the first grant requirement.

The State Hospital Authority was created in February 1939. The Hospital Authority acquired a 132-acre tract of land in March 1939 from hospital lands purchased in 1850 and 1854. The construction of three new H-shaped buildings, a T-shaped building and a tuberculosis hospital group also began in March 1939 and the buildings were completed by the end of 1940. The tuberculosis hospital is a group of three large buildings connected by an underground tunnel system. When this building complex was completed it was hailed as the most modern and best equipped tuberculosis hospital in the nation. This new building accommodated more tuberculosis patients than the State Tuberculosis Hospital in Alto, Georgia. The building was named for Governor Rivers.

During World War II many hospital personal left to support the war effort. Governor Eugene Talmadge fired Dr. Oden over the radio in 1941.

Cemeteries 1935-1941

In 1935 the "Cemetery Records 1880-1951" began showing a death date and a burial date, with dates five to twenty days apart. This may have been due to the mortuary cooler installed in 1931 or 1932. In circa 1937 land south of Camp Creek was cleared for a new cemetery, south of Camp Creek, and this would be Cemetery 3 (South Camp Creek Cemetery). It would also be south of Cemetery 2 (the Asylum Cemetery). This new cemetery (Cemetery 3) is located on land purchased in 1850.

The construction of the tuberculosis hospital in 1940, the Rivers Buildings, forced the removal of nearly two thousand bodies from the northern part of Cemetery 1 (New Colored Cemetery). The second site choice for the building project positioned the tuberculosis hospital on part of the Cemetery 1. In circa 1938 trench graves were dug in Cemetery 3 (South Camp Creek Cemetery) for the bodies moved from Cemetery 1 (New Colored Cemetery) as seen in a 1942 aerial photo. The metal grave markers were also moved and replaced on each grave. Two current citizens of Milledgeville, Floyd Griffin, Sr. of Slaters Funeral Homes and Mickey Couey

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of Moore's Funeral Home, verified the moving of these graves. Mickey Couey stated that the graves were not moved by any local funeral home, but were moved by the state government. No evidence has been discovered to determine if the hospital's Engineer Department or a contractor hired by the Department of Public Welfare actually moved the graves. This event appeared to cause no public concern and may have been done without any formal procedures.

According to the "Cemetery Records 1880-1851" the Cemetery 2 (Asylum Cemetery) grave numbers begin with 3,847 in 1935 and continue to number 4,182 in 1941. "Cemetery Records 1880-1951" have no indication or notes indicating the creation of the new Cemetery 3 (South Camp Creek Cemetery). The graves are still recorded under "New Colored Cemetery" and "New Colored Cemetery Female". In the male Cemetery 1 (New Colored Cemetery) and Cemetery 3 (South Camp Creek Cemetery) the 1935 grave numbers begin with 2,916 and continue to number 3,099 in 1941. In Cemetery 2 (the Asylum Cemetery including the "New Colored Cemetery Female) and Cemetery 3 (South Camp Creek Cemetery) the 1935 grave numbers begin with 2,638 and continue to number 2,812 in 1941. In 1941 the number of dead was 461. The "Cemetery Records 1880-1951" show that 95, or 21 percent, were buried in the hospital cemeteries.

In November 1937 the total number of graves for the "colored males" was approximately 3,000 when the new Cemetery 3 (South Camp Creek Cemetery) was created (Cemetery Records 1880-1951). For the "colored females," the total number was approximately 2,710 (Cemetery Records 1880-1951). Excluding the trench graves, the lowest grave marker numbers found in Cemetery 3 (South Camp Creek Cemetery) are in the low 2700s. This might indicate that this cemetery (Cemetery 3) was created for "colored females" but was used for both genders when Cemetery 1 (New Colored Cemetery) was closed in 1938.

When the graves were moved from Cemetery 1 (New Colored Cemetery) in circa 1938, the grave numbers for the males were approximately in the low 3000s (Cemetery Records 1880-1951). For the "colored females" the numbers were approximately in the low 2000s (Cemetery Records 1880-1951). Grave marker numbers in the trench graves in Cemetery 3 (South Camp Creek Cemetery) include some 400's and 500's and then progress from the 600's to the 1400's. The grave marker numbers begin again with the 2100's and continue to the low 3000's. This might indicate that Cemetery 1 (New Colored Cemetery) was the "colored male" cemetery.

Longino Administration 1941-1943

During the Dr. L. P. Longino Administration, 1941 to 1943, electrical shock treatment was introduced. It proved to have a calming effect on the patients, thus providing a better working environment, but its health benefits for the patients were not clear. In addition, there were reports of the misuse the electric shock treatment. On a positive note, the occupational therapy program continued to grow and was beneficial for the patients. At the beginning of this administration the patient population was 7,334 and increased to 8,113 in 1943. The

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death rate was 461 in 1941 with 416 cadavers being embalmed, and in 1943 there were 613 deaths. Dr. Longino resigned for health reasons in 1943.

Cemetery 1941-1943

According to the "Cemetery Records 1880-1851" Cemetery 2 (the Asylum Cemetery) had grave numbers beginning with number 4,149 in 1941 and continuing to number 4,264 in 1943. For the "colored males" in Cemetery 3 (South Camp Creek Cemetery) the 1941 grave numbers begin with 3,074 and continue to number 3,174 in 1943. For the "colored females" in Cemetery 3 (South Camp Creek Cemetery) the 1941 grave numbers begin with 2,778 and continue to number 2,870 in 1943. In 1943 the number of dead was 613. The "Cemetery Records 1880-1951" show that 134, or 22 percent, were buried in the hospital cemeteries.

A 1942 aerial photograph shows the trench graves in Cemetery 3 (South Camp Creek Cemetery) and part of the cemetery removed from Cemetery 1 (New Colored Cemetery).

Yarborough Administration 1944 – 1948

Dr. Y. H. Yarborough's Administration covered the years 1944 to 1948. During World War II the hospital suffered a severe shortage of supplies under his leadership. During his administration the hospital underwent a state investigation because of charges that sane people were mistakenly being admitted, and because of very poor conditions. During this time student nurses were brought in and the Binion Building, a maximum-security building for the criminally insane, was constructed. In addition, a new auditorium was completed in 1946. Although the standards of the American Psychiatric Association were being applied to the operations of the hospital by 1948, they were not yet fulfilled. The hospital population in 1948 was 9,164 with 902 deaths. Dr. Yarborough asked to be relieved from the position of superintendent in 1948.

Cemeteries 1944 – 1948

Funeral services were still held in the Chapel by pastors who served on a rotating bases. In 1944 the chapel was renovated, but soon afterwards it was moved to the Old Convalescent Building and then to the Twin Building. The *Annual Reports* indicate that the number of funeral services was in decline.

According to the "Cemetery Records 1880-1951," Cemetery 2 (the Asylum Cemetery) grave numbers begin with 4,265 in 1944 and continue to number 4,518 in 1948. For the "colored males" in Cemetery 3 (South Camp Creek Cemetery) the 1944 grave numbers begin with 3,175 and continue to number 3,389 in 1948. For the "colored females" in Cemetery 3 (South Camp Creek Cemetery) the 1944 grave numbers begin with 2,871 and continue to number 3,062 in 1948. In 1948 the number of dead was 902. The "Cemetery Records 1880-1951" show that 133, or 15 percent of the patient deaths, were buried in the hospital cemeteries.

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Anderson and Peacock Administrations 1948-1959

Dr. S. A. Anderson only served for 22 days in 1948. The administration of Dr. T. G. Peacock began in that same year. Transorbital Lobotomy treatment was administered to some patients, a new tuberculosis unit was created, and a malaria laboratory established in the hospital. The deaths from tuberculosis dropped 87 percent during the early 1950s, as the nursing staff began to improve. Between 1949 and 1956 the hospital received 619 personnel additions to the Medical Department. By mid-century the hospital was the second largest mental hospital in the world (*Annual Report 1972*). In 1951 the hospital hired its first clinical psychologist, Dr. Peter G. Cranford. A Religious Therapy program was added in the early 1950s and Jewish services were added to the regular services held in the Arnall Building Chapel or the Auditorium. Patient Garden Club Therapy began in the late 1950s resulting in a large beautification movement. Several new wards were built.

In 1955, 3,200 acres were purchased for cultivating crops and expanding the dairy. Patients were still doing much of the work, both on the farms and in the buildings. The population rose to 11,748 patients by 1958 with 1,145 deaths. Arteriosclerosis and pneumonia were the leading causes of death.

In 1952 the Georgia General Assembly passed an act providing for voluntary admission of patients with the certification of a doctor. The hospital was transferred to the Georgia Department of Public Health in 1959. In the late 1950s a series of Pulitzer Prize winning newspaper articles by Jack Nelson exposed shocking conditions at the hospital. An investigation was begun in 1959, and the Health Department took immediate steps to remedy those problems.

Cemeteries 1948-1959

According to the "Cemetery Records 1880-1951" and the "Burial Record 1951-1979" Cemetery 2 (the Asylum Cemetery) grave numbers begin with 4,465 in 1948 and continue to number 4,941 in 1959. For the "colored males" in Cemetery 3 (South Camp Creek Cemetery) the 1948 grave numbers begin with 3,344 and continue to number 3,622 in 1959. For the "colored females" in Cemetery 3 (South Camp Creek Cemetery) the 1948 grave numbers begin with 3,030 and continue to number 3,247 in 1959. In 1959 the number of dead was 874. The "Burial Record 1951-1979" show that 84, or 10 percent, were buried in hospital cemeteries.

The *Annual Reports* again mention expenditures for the morgue and burials. The records indicate embalming, construction of coffins and construction of coffin shipping boxes were still being done by the hospital. In 1951, 658 coffins and 399 coffin shipping cases were constructed and approximately \$2,000 was spent on coffin materials. In 1951, 80 to 90 patients were being processed daily by the mortician (Cranford). In addition, the Sewing Room Department made burial underclothes, in 1959. Burial clothing, burial pillows and burial

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pillowcases were purchased. In Dr. Peter Cranford's book, *But for the Grace of God*, he mentions an "Old Colored Chapel" in 1951, location and date of construction unknown.

On May 1, 1952, Dr. Peter Cranford wrote in his book that patients working on a road about a hundred yards from the Center Building dug up human skulls and other bones. Superintendent Peacock ordered the work to continue. Another employee, identified as Joe (Joe Ingram?), said this was probably "our oldest paupers' cemetery." No other information is available. Legends and rumors indicate that these graves could have been near the pecan orchard north of the Center Building or near the Binion Building. There was no mention of where the remains were reburied.

During this period, the cemeteries may have benefited from the Garden Club's work. Roses, azaleas, irises, and other flowers may have been planted in Cemetery 2 (the Asylum Cemetery) during these years.

In an aerial photograph from 1951 all of the cemeteries are still visible, but the aerial photograph of 1955 shows that Cemetery 1 (New Colored Cemetery) nearly obscured. In 1951 Dr. Peter Cranford wrote in his book, the cemetery is a "large and seedy paupers' cemetery" with "rows upon rows of numbered small rusted markers as far as you can see."

MacKinnon Administration 1960-1966

The I. H. MacKinnon administration spanned the years 1960 through 1966. During the mid-1960's the state government established a regional hospital plan to distribute the more than 12,000 patients packed into the Milledgeville facility. Hospitals at Atlanta, Rome and Thomasville were either built or adapted to take some of the patients from the over stressed Milledgeville facility. Between 1959 and 1964 increased funding allow the hospital staff to be doubled and the number of doctors on staff tripled. From 1962 to 1964 five chapels were constructed using donated funds. Chapel number two was built on Lawrence Road opposite Cemetery 2 (the Asylum Cemetery) in 1964. Prisoners were moved into several buildings previously used as hospital wards. The hospital opened "the world's largest kitchen under one roof" to serve all patients, staff and prisoners in the prisons on the hospital campus. A clinical pastoral training program was instituted in 1963 to instruct clergy on how to administer to patients and prisoners. The Garden Clubs of Georgia, Inc. sponsored the hospital Garden Clubs, offering assistance and funds. The hospital population was 12,205 in 1965 with 1,046 deaths.

Cemeteries 1960-1966

In early 1960 the three cemeteries were closed and a new fourth cemetery was created further south on the hospital grounds. [This fourth cemetery is not being nominated, and is still in use.] The number of patients buried in the hospital cemeteries was steadily decreasing. The attitudes of the public were changing toward the mentally ill and more families were taking their family members home for burial. By 1964 approximately 92 percent of deceased patients

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were sent home for burial (Bohorfoust). In 1965, 1,046 patients died and the hospital chaplains conducted 60 funerals.

In the 1962 *Annual Report* there is mention of the donation of a fence for the cemetery from Mrs. Gene C. Goslee of Atlanta. This donation was probably for Cemetery 2 (the Asylum Cemetery) but there is no indication where the fence was placed or which cemetery benefited from the donation. The hospital Maintenance Section of the Horticultural Division was responsible for grass cutting. To make the job more efficient it appears the maintenance crew removed many of the grave markers to mow grass in the cemeteries. Some markers may have been replaced for a period of time but over the years the grave markers were misplaced or piled up along the edges of the grounds of the cemeteries. A 1964 photograph of Cemetery 2 (the Asylum Cemetery) shows some grave markers in place, but many were already gone.

In 1963 the Central Shop Road, north of Cemetery 2 (the Asylum Cemetery), was planned and shortly afterwards graded. In 1964 another cemetery, number five, was under construction. [It is also not being nominated.] The numbering systems for burials in cemeteries number four and five are different from the earlier numbers. For cemetery number four the numbers for "whites" are W-1 through W-190 and for "coloreds" the numbers are C-1 through C-196. Cemetery number five does not appear to be segregated. The numbers have a letter of the alphabet assigned to the section and a number representing the grave plot.

According to the "Cemetery Records 1880-1851" and the "Burial Record 1951-1979" in Cemetery 2 (the Asylum Cemetery) grave numbers begin with 4,942 in 1960 and continue to number 4,946, ending in 1960. For the "colored males" in Cemetery 3 (South Camp Creek Cemetery) the 1960 grave numbers begin with 3,623 and continue to number 3,625, ending in 1960. For "colored females" in Cemetery 3 (South Camp Creek Cemetery) the 1960 grave numbers begin with 3,248 and continue to number 3,250, ending in 1960.

In a 1960 aerial photograph, Cemetery 2 (the Asylum Cemetery) and Cemetery 3 (South Camp Creek Cemetery) are visible but Cemetery 2 (New Colored Cemetery) is forested. The 1966 aerial photograph shows that only a part of Cemetery 2 (the Asylum Cemetery) can be discerned as a cemetery. The allée of cedar trees is visible in the photograph.

Craig Administration 1966-1978

During the administration of James B. Craig the name of the facility was changed to the Central State Hospital by the Georgia General Assembly in 1967. By 1967 the hospital population was beginning to decline. Better treatment programs, the placement of patients in qualified nursing homes, and the transfer of patients to other State regional hospitals all helped to reduce the patient load. The farming and dairy operation at the hospital "Colony Farm" was terminated in 1967 by order of the State Board of Health. In 1968 the Garden Club of Georgia, Inc. created a rehabilitation garden on Vinson Highway south of the Rivers Buildings. In 1969 plans were underway to build a new medical hospital on the grounds at a

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Section 8--Statement of Significance

cost of 6.8 million dollars. The Central State Hospital complex/campus contained 135 buildings. The employee work force was 4,072 (*Annual Report*). The hospital still functioned like a self-sufficient city. By 1972 the population was 7,118 with a death rate of 709.

An Executive Reorganization Act created by Governor Jimmy Carter in 1972 placed all the facilities under the newly created Department of Human Resources. In 1975 the regional hospital system included mental health facilities at Atlanta, Augusta, Columbus, Milledgeville, Rome, Savannah, and Thomasville.

Cemeteries 1966-1978

Cemetery 2 (the Asylum Cemetery) was still receiving minimal maintenance for some of these years, but the grave markers were becoming lost, displaced by maintenance crews, or covered with dirt. At some time, date unknown, fill dirt was put over several graves and the markers were completely covered. Other grave markers were pushed into the ground or covered by dirt from erosion. At Cemetery 3 (South Camp Creek Cemetery) and Cemetery 2 (New Colored Cemetery) were left to the forces of nature and became overgrown.

In an aerial photograph of 1973 only Cemetery 2 (the Asylum Cemetery) is still visible. The other cemeteries are forested and not distinguishable.

1978 to the present

The John Gates administration began in 1978 and continued until 1983. In 1982 the Joint Commission on Accreditation of Health Care Organizations accredited the Central State Hospital. Myers R. Kurtz became its superintendent in 1983. In 1988 the Mercer University School of Medicine began the hospital's first medical research in more than 20 years. In 1992 Central State Hospital operated the second largest combination hospital and prison facility in the nation.

The facility provides residential care for developmentally disabled persons from a 51 county area. In addition, the Forensic Services Unit operates as a maximum-security facility for clients who cannot be placed in other hospitals. By the 1990s many of the hospital buildings have been taken over by the Department of Corrections. The average client population was 1,100 in 2002.

Cemeteries 1978 to present

By the 1990s, Cemetery 2 (the Asylum Cemetery) was overgrown. The identity of Cemetery 1 (New Colored Cemetery) had been lost and was believed to be a tuberculosis cemetery because of its proximity to the Rivers Tuberculosis Hospital. This cemetery was also overgrown. The location and the identity of Cemetery 2 (South Camp Creek Cemetery) had been completely forgotten and obscured by vegetation.

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In 1997 the Georgia Consumer Council, a consumer advocacy organization, visited Cemetery 2 (the Asylum Cemetery). The members of this group were former patients of the mental health systems in Georgia. When the members saw the facility they were appalled by the condition of the cemetery. The Georgia Consumer Council joined forces with the State to clean the site and restore to their original location as many metal grave markers as possible. Replacing the markers turned out to be an impossible task. The group then decided to erect a gate, fence and a statue to memorialize the people buried in these long forgotten graves. The iron gate and masonry fence were constructed as an entrance to Cemetery 2 (the Asylum Cemetery) in 1997-98 and are replicas of ones built on the hospital campus approximately a century ago. An historic photograph was used as the guide for the reproductions. Soon afterwards, a hospital employee, Byron "Bud" Merritt, discovered Cemetery 3 (South Camp Creek Cemetery) while he and his wife were hiking in the woods on the hospital property.

On October 7, 2001 a bronze angel statue was erected in Cemetery 2 (the Asylum Cemetery). The statue was purchased with \$35,000 raised by the Georgia Consumer Council. In early 2003 an historic marker was placed near the entrance gate and the cemetery was finally given a name, Cedar Lane Cemetery. At about that same time, a memorial comprised of 2,000 displaced markers was established a little west of the entrance.

Soon after the Georgia Consumer Council rediscovered the cemeteries of the Central State Hospital, other state hospitals across the country started identifying their lost or forgotten cemeteries. In 2001 the members of the National Association of State Mental Health Program Directors (NASMHPD) issued a position statement supporting the restoration of psychiatric hospital cemeteries, the main purpose being to convey dignity, hope and recovery for consumers of the mental health system and to change the image of mental illness. By October 2001 at least 12 states had begun efforts to restore their forgotten psychiatric hospital patient cemeteries.

Since the formation of the Georgia Consumer Council, the organization has held annual meetings at the cemeteries and continued to work toward more activities. The setting is a peaceful one and is inviting to visitors.

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Grantor: John S. Thomas

Grantee: Tomlinson Fort, Benjamin A. White and Baradel P. Stubbs, Trustees of
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Book 24, Page 154-155, October 6, 1838

Grantor: James S. Thomas, Trustee of John S. Thomas and Eliza H. Thomas

Grantee: the State of Georgia

Book 24, Page 155, January 14, 1854

Grantor: Willis Vaughn

Grantee: Tomlinson Fort, Benjamin A. White and Baradel P. Stubbs, Trustees of
the State Lunatic Asylum

Book 24, Page 156, May 7, 1850

Grantor: Tomlinson Fort

Grantee: Baradel P. Stubbs and Henry K. Green, Trustees of the State Lunatic
Asylum

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Book 24, Page 157, April 10, 1856

Grantor: Willis Vaughn

Grantee: Tomlinson Fort, E. L. Strohecker and Baradel P. Stubbs, Trustees of
the State Lunatic Asylum

Book 24, Page 215-218, May 4, 1939

Grantor: The State of Georgia by and through E. D. Rivers, Governor

Grantee: The State Hospital Authority

Previous documentation on file (NPS): (X) N/A

- preliminary determination of individual listing (36 CFR 67) has been requested
- preliminary determination of individual listing (36 CFR 67) has been issued
date issued:
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey #
- recorded by Historic American Engineering Record #

Primary location of additional data:

- State historic preservation office
- Other State Agency—see below
- Federal agency
- Local government
- University
- Other, Specify Repository: Central State Hospital, Office of the Director, and in the
Museum on the premises; also, Georgia Archives.

Georgia Historic Resources Survey Number (if assigned): N/A

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Photographs

Name of Property: Central State Hospital Cemeteries
City or Vicinity: Hardwick vicinity
County: Baldwin
State: Georgia
Photographer: James R. Lockhart
Negative Filed: Georgia Department of Natural Resources
Date Photographed: April 2004

Description of Photograph(s):

Number of photographs: 17

1 of 17: Metal stobs at the northeast entrance to Cemetery No. 2 (the Asylum Cemetery); photographer facing southwest.

2 of 17: Metal stobs as viewed from ground level at the northeastern edge of Cemetery No. 2 (the Asylum Cemetery) with prison building in background; photographer facing west.

3 of 17: A view further south in Cemetery No. 2 looking back toward modern gazebo and fencing; photographer facing northwest.

4 of 17: A view near photo no. 3, showing some of the stobs; photographer facing west.

5 of 17: A view further southwest in Cemetery No. 2, showing the terrain sloping toward Camp Creek; photographer facing west.

6 of 17: Modern angel erected by the consumer council toward the eastern edge of Cemetery No. 2; photographer facing southeast.

7 of 17: View of Cemetery No. 2 showing the row of cedar trees at far right lining the historic path into the cemetery; photographer facing northwest.

8 of 17: View of Cemetery No. 2 further east/northeast of no. 7; photographer facing southwest.

9 of 17: View of Cemetery No. 2 looking back toward the "entrance" area of photos 1 and 2, along the roadway; photographer facing northwest.

10 of 17: View of Cemetery No. 2 at the southeastern edge looking back toward the "entrance" area, note cedar tree/lane at far right; photographer facing northwest.

11 of 17: View of Cemetery No. 2 at the "entrance" where the modern gazebo, signage, lights, entry gates, and fencing have been placed, with the view shown in photo 1 immediately to the right of this photo; photographer facing southwest.

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Photographs

12 of 17: Cemetery No. 3 (South Camp Creek Cemetery), view of metal stobs, all on the southwest side of Camp Creek; photographer facing west.

13 of 17: Cemetery No. 3 (South Camp Creek Cemetery), view of metal stobs in the center, photo taken southeast of previous one; photographer facing southwest.

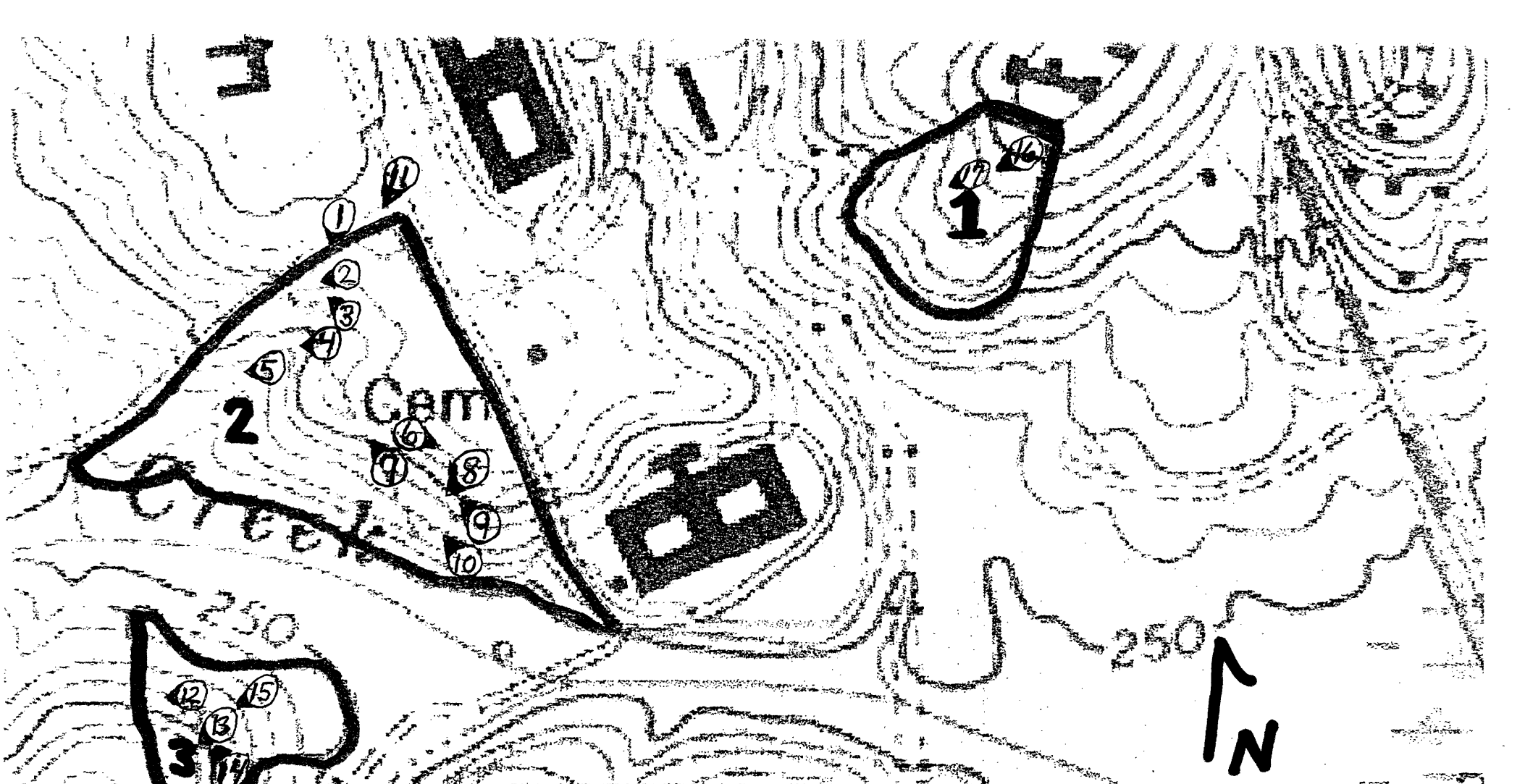
14 of 17: Cemetery No. 3 (South Camp Creek Cemetery), view of metal stobs in rear center, with one tombstone/slab in foreground; photographer facing northwest.

15 of 17: Cemetery No. 3 (South Camp Creek Cemetery), view showing the modern sign at left with some metal stobs barely visible at far right; photographer facing southwest.

16 of 17: Cemetery No. 1 (New Colored Cemetery), view of the metal burial stobs/markers just south of the Rivers Building; photographer facing southwest.

17 of 17: Cemetery No. 1 (New Colored Cemetery), view of metal stob with raised number visible, with tree cutting and other reclamation work underway in the area; photographer facing southwest.

(HPD WORD form version 11-03-01)



Acres

CENTRAL STATE HOSPITAL CEMETERIES
BALDWIN COUNTY, GEORGIA
SITE MAP/PHOTOGRAPH KEY
SCALE: NOT TO SCALE
NORTH: ↑
PHOTOGRAPH/DIRECTION OF VIEW: ↙

= 5.76
armin
Terrain

Navigator software