

United States Department of the Interior
National Park Service

National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form*. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions.

1. Name of Property

Historic name Green Hill Cemetery
Other names/site number Greenhill Cemetery; Paupers Cemetery; FRF-61
Name of related multiple property listing N/A
(Remove "N/A" if property is part of a multiple property listing and add name)

2. Location

Street & Number: Intersection of East Main Street (U.S. 60) and Atwood Avenue
City or town: Frankfort State: Kentucky County: Franklin
Not For Publication: N/A Vicinity: N/A Zip: 40601

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,
I hereby certify that this nomination request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

In my opinion, the property meets does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

national statewide local

Applicable National Register Criteria: A B C D

Signature of certifying official/Title: **Date**
Craig Potts/SHPO Kentucky Heritage Council/State Historic Preservation Office
State or Federal agency/bureau or Tribal Government

In my opinion, the property meets does not meet the National Register criteria.

Signature of Commenting Official: **Date**

Title: **State or Federal agency/bureau or Tribal Government**

Green Hill Cemetery
 Name of Property

Franklin County, Kentucky
 County and State

4. National Park Service Certification

I hereby certify that this property is:

- entered in the National Register
- determined eligible for the National Register
- determined not eligible for the National Register
- removed from the National Register
- other (explain:)

 Signature of the Keeper

 Date of Action

5. Classification

Ownership of Property

(Check as many boxes as apply.)

- Private
- Public – Local
- Public – State
- Public – Federal

Category of Property

(Check only **one** box.)

- Building(s)
- District
- Site
- Structure
- Object

Number of Resources within Property

(Do not include previously listed resources in the count)

Contributing	Noncontributing	
1		buildings
1		sites
1	2	structures
1	1	objects
4	3	Total

Number of contributing resources previously listed in the National Register 1

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

6. Function or Use

Historic Functions

(Enter categories from instructions)

FUNERARY: Cemetery

Current Functions

(Enter categories from instructions)

FUNERARY: Cemetery

7. Description

Architectural Classification

(Enter categories from instructions.)

No Style

Materials: (enter categories from instructions.)

Principal exterior materials of the property: Granite; Limestone; Marble; Concrete Block; Brick

Narrative Description

Summary Paragraph

The Green Hill Cemetery (FRF-61) is in the southwest quadrant of the intersection of East Main Street (U.S. 60) and Versailles Road (U.S. 421) in Frankfort, the capital city of Kentucky. The cemetery is surrounded by suburban growth in the historically Black community of Green Hill. Established in 1865, the community cemetery contains over 3,700 marked and unmarked burials, most of whom were Black people from Frankfort and Franklin County. Initially owned and maintained by the governments of the City of Frankfort and Franklin County, it also served as the community's interracial pauper cemetery for indigent persons. In 1924, the Colored Soldiers Monument (FRF-50, NRHP 1997, NRIS 97000701) was erected at the cemetery, which is near the Green Hill Missionary Baptist Church (FRF-659, NRHP 2024, NRIS 100009725), built in 1921 by a historically Black congregation. In 1957, the governments for the City of Frankfort and Franklin County sold the community cemetery to the Green Hill Cemetery, Inc., a local nonprofit organization that continues to own and maintain the property. The 9.18-acre cemetery contains four contributing resources and three noncontributing resources. The cemetery is sometimes referred to as the Greenhill Cemetery.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State



Location map showing the Green Hill Cemetery boundary
(Source: ESRI 2022).

Setting and Description

The Green Hill Cemetery is in a suburban area at the southwest quadrant of the intersection of East Main Street (U.S. 60) and Versailles Road (U.S. 421). The setting is characterized by commercial businesses and shopping centers intermixed with residential subdivisions and apartment complexes. The Elkhorn Elementary School campus is in the northeast quadrant of the intersection and the campus of Kentucky State University (KSU), a historically Black university, is approximately one mile west. The cemetery is bound on the north by East Main Street (U.S. 60); on the west by Atwood Avenue, a service station, and a shopping center; on the east by an undeveloped 4.26-acre parcel; and on the south by a 6.2-acre parcel containing the circa-1970 Prince Hall Village apartment complex. To the southeast are several one-story single-family homes dating from the 1930s and 1960s along Greenhill Avenue and the Green Hill Missionary Baptist

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

Church at 127 Greenhill Avenue. Atwood Avenue runs northwest-southeast through the southern portion of the cemetery and connects East Main Street (U.S. 60) with Greenhill Avenue. Tree lines along the edges of the property protect the viewshed from non-historic intrusions from the surrounding suburban setting.

Cemetery (1865) [Site—Contributing]

Established in 1865, the Green Hill Cemetery, originally Frankfort's interracial paupers' cemetery, was initially platted in what is now the northeast corner of the cemetery. In the mid-twentieth century, the cemetery expanded to the south and west as an unimproved residential road followed the east boundary of the cemetery. The entrance to the cemetery was initially on East Main Street (U.S. 60), near the current entrance to Atwood Avenue. In 1957, the city sold the land immediately east of the entrance for the construction of a commercial building, known as Building 1, at 859 East Main Street. The following year, in 1958, the city sold the cemetery to the Green Hill Cemetery, Inc, a nonprofit community group, which continues to own and maintain the cemetery. The sales totaled about 2 acres. The 9.15 acres sold to the organization included an unnamed path that bisected the cemetery and was used to access the Green Hill community. Between 1968 and 1972, the path was widened and paved to become Atwood Avenue.

The cemetery is legally divided into two parcels divided by Atwood Avenue: a 7.67-acre parcel on the north side and a 1.48-acre parcel on the south side. A 0.03-acre portion of the cemetery is legally within the boundary of the commercial property on the west side of the cemetery. The two parcels and the small portion within the boundary of the commercial property total 9.18 acres. The partially tree-line cemetery consists of an open, natural landscape with mown grassy areas, trees, and plantings. The northern parcel has old growth oak and elm trees as well as ornamental trees such as dogwoods. African Americans often planted trees, such as cedars, as landscaping and to mark burial sites. African American also used daylilies and periwinkle to demarcate unmarked burials. The southeast corner of the north parcel is forested. The southern parcel is lined by elm trees along Atwood Avenue and the southern section of the cemetery. Burials are accessed by an asphalt driveway that loops through the property. The Colored Soldiers Monument is accessed by a concrete pedestrian walkway with an NPS-style wayside exhibit interpreting Kentucky's U.S. Colored Troops.¹

Records indicate that the cemetery contains 3,725 marked burials.² The oldest headstones date from 1895, indicating that hundreds of burials are likely unmarked. The southeast corner of the north parcel has the fewest headstones, though new burials and indentations are present. The headstones are arranged in lines and face east, typical of Christian burials. The informal plan includes an intermixing of older and newer burials, with the oldest burials concentrated near the northeast corner. The burials on the south side of Atwood Avenue date from the 1960s through the present.

Based on available records, the oldest documented headstones date from 1895 and are in the northeast corner of the cemetery, near the Colored Soldiers Monument. Most headstones are simple limestone or marble tablets with squared and arched tops. The most decorative headstones have shallow flower carvings, though

¹ Gardner, Leigh Ann. *To Care for the Sick and Bury the Dead: African American Lodges and Cemeteries in Tennessee*. Vanderbilt University Press, Nashville, Tennessee, 2022:178–179; McGahee, Susan H., and Mary W. Edmonds. *South Carolina's Historic Cemeteries: A Preservation Handbook*. South Carolina Department of Archives and History State Historic Preservation Office, Columbia, South Carolina, 2007; Rainville, Lynn. *Hidden History: African American Cemeteries in Central Virginia*. University of Virginia Press, Charlottesville, Virginia, 2014.

² Find a Grave. Green Hill Cemetery, Frankfort, Franklin County, Kentucky. Find a Grave, 2000. Website, <https://www.findagrave.com/cemetery/74150/green-hill-cemetery>, accessed February 12, 2024.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

most include only names and birth and death dates. Burials in the portion of the cemetery north of Atwood Avenue also include recent burials. Burials in the portion of the cemetery south of Atwood Avenue began around 1960 and contain most of the cemetery's newest burials.

Veteran headstones, both upright-tablet type markers and flat plaque markers, are common throughout the cemetery and post-Civil War design of military monuments are especially common in the northeast area of the cemetery, where some of the soldiers listed on the Colored Soldiers Monument are buried. These military markers have an inset shield with raised lettering. Military markers for veterans of World War I and World War II are present along the west side of the cemetery, on both the north and south sections of the cemetery. These markers have a small inscribed cross and inscribed text.³

About five small obelisks, roughly two to three feet tall, are placed around the northern section of the cemetery. The obelisks feature an inscription on one side and cross-gabled tops. The largest obelisk, besides the Colored Soldiers Monument, is the headstone for Benjamin Puckett (1866–1904). The Puckett Obelisk is about five feet tall and has rusticated sides. This obelisk also includes a Woodmen of the World plaque, though there are no log-shaped headstones that are typical for headstones for members of the fraternal organization. At least four headstones include the “FLT” chains of the Independent Order of Oddfellows, another fraternal organization.

Some of the simplest grave markers are for the O’Neal family. Three members of the family have concrete tablets with only first initials and the last name hand-carved on the top of the tablet: M. O’Neil, C. O’Neil, and OT O’Neil. According to available records for the Green Hill Cemetery, M. O’Neil is Edward Milland “Miller” O’Neal (1853–1926). A similar headstone for his son Thomas “Tom” O’Neal (1892–1954) was inscribed with “Tom O’Neal” and his death date of November 1, 1954.⁴

Headstones in the southern section are typically upright granite tablets with a modern crown shape, defined by a shallow arch in the center and flat corners.⁵ Common embellishments include pictures, floral and prayer hands inscriptions, and inscriptions for hobbies such as football. The southeast corner of the north section of the cemetery is at the lowest slope of the hill and has the fewest headstones, though depressions and temporary markers for newer burials are present. Many headstones have tilted or fallen while others are broken. Most headstones remain clear and legible throughout the cemetery. The cemetery retains sufficient integrity from the 1865 to 1974 period of significance to be classified as a contributing site.

Stone Retaining Wall (2014) [Structure—Noncontributing]

A stone retaining wall originally lined the north boundary of the cemetery along East Main Street (U.S. 60). Dating from the mid-nineteenth century, the stone wall was replaced with the extant stone veneer wall in 2014. The stepped wall abuts the sidewalk and right-of-way along East Main Street (U.S. 60). Each step is

³Julie Coco, Mary Beth Reed, Hugh Matternes, and J.W. Joseph. *Identification and Evaluation Of Georgia's Historic Burial Grounds Context and Handbook*. New South Associates and Georgia Department of Transportation, Atlanta, Georgia, 2023: B-2.

⁴McGraph, Liz. Memorial page for Edward Milland “Miller” O’Neal [Memorial ID 37692404], citing Green Hill Cemetery, Frankfort, Franklin County, Kentucky. Find A Grave, 2009. Website, <https://www.findagrave.com/memorial/37692402/edward-milland-o-neal>, accessed February 12, 2024; Liz McGraph. Memorial page for Thomas “Tom” O’Neal [Memorial ID 37692404], citing Green Hill Cemetery, Frankfort, Franklin County, Kentucky. Find A Grave, 2009. Website, <https://www.findagrave.com/memorial/37692404/thomas-o-neal>, accessed February 12, 2024.

⁵Coco et al 2023: A-10.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

about 20 feet in length and ranges from about four to seven stone courses in height. The stone retaining wall is classified as a noncontributing structure because it was not present during the period of significance.

Concrete Retaining Wall (circa 1958) [Structure—Contributing]

A concrete retaining wall runs along the western boundary, from the northwest corner where it meets the stone retaining wall at East Main Street (U.S. 60), to Atwood Avenue. The poured concrete wall is buttressed by iron posts near the south end and ranges in height from about two feet tall at the south end, about 5 feet tall near the center, and three feet tall at the north. The concrete retaining wall separates the cemetery from the adjacent service station and shopping center. The concrete retaining wall was present during the 1865 to 1974 period of significance and is sufficiently intact to be classified as a contributing structure.

Fence and Gates (circa 1990) [Structure—Noncontributing]

A chain link fence, installed around 1990, lines much of the northern and southern parcels with entrance gates along Atwood Avenue. The chain link fence follows the boundary of the section of cemetery north of Atwood Avenue, excluding the heavily wooded area to the southeast, and along the north, west, and east sides of the area south of Atwood Avenue. The chain link fence along the north boundary adjacent to the stone retaining wall was replaced in 2016 with a decorative iron fence that runs along the top of the slope. Three sets of metal entrance gates, installed along Atwood Avenue around 1990, feature brick posts and paired, swinging gates with the initials “GH,” for Green Hill. One gate serves the north section at the driveway near the southeast corner. The other two gates serve the U-shaped drive of the south section. The fence and gates are classified as a noncontributing structure because they were not present during the period of significance.

Equipment Shed (1958) [Building—Contributing]

The equipment shed, constructed in 1958, is located northeast of the entrance to the north parcel. The shed is a concrete block building with a stucco finish, a facing gable roof clad in asphalt shingles, and vinyl siding in the gables. The building measures 28 feet by 24 feet. The north and south elevations each have two one-over-one windows with replacement metal frames and projecting masonry sills. The windows are protected by metal mesh screens. The west elevation has paired replacement wooden access doors with metal hinges and the east elevation is blank. Frank Shauntee, a Black professor at nearby Kentucky State University, designed the shed. Black stonemasons John Henry Guy Jr., William C. Jacobs Sr., and William Jack Gaines constructed the building. The Equipment Shed was present during the 1865 to 1974 period of significance and is sufficiently intact to be classified as a contributing building.

Colored Soldiers Monument (1924) [Object—Contributing]

Erected in 1924, the Colored Soldiers Monument is a four-sided limestone obelisk with a flared base and top. The front reads: “Erected by Woman’s Relief Corps No. 8 GAR July 1924. Monument Com. E. T. Strauss, President, N. C. Coleman, Sec., L. C. Redding, Mary L. Brooks, Clara C. McWilliams, Susan Butcher, Sallie Handy, Kate Richardson.” Below this is a crossed rifle and U.S. flag. Below this is the inscription: “In

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

Memory of the Colored Soldiers Franklin County, Kentucky Who Fought in the Civil War 1861-1865.” The remaining three faces of the monument are inscribed with the 140 names of those men.⁶

In 1997, the Kentucky Military History Museum in Frankfort spearheaded a restoration of the monument. The restoration consisted of cleaning the monument and chemically treating the limestone to preserve it. The monument received a new concrete walkway to and around the monument, a new flagpole, and an interpretive plaque near the primary walkway.⁷ The monument is surrounded by a chain and stanchions. On May 25, 1992, Kentucky State University dedicated a bronze plaque attached to a ground level marble slab. The plaque reads: “Dedicated to the Black Soldiers from Central Kentucky who fought in the Civil War.”⁸

The Colored Soldiers Monument was individually listed in the NRHP on July 17, 1997, under the Civil War Monuments of Kentucky Multiple Property Documentation Form and is a contributing object because it dates from the cemetery’s period of significance.

Historical Marker (2007) [Object—Noncontributing]

A historic marker is located near the center of the northern boundary along East Main Street (U.S. 60), east of the intersection with Atwood Avenue. The marker is between the stone retaining wall and decorative iron fence, and within the boundary of the cemetery. The Kentucky Historical Society and the Kentucky Department of Highways initially erected this marker at the northwest corner of the parcel. It was dedicated on May 28, 2007. Around 2016, the marker was moved to its current location. The text of the marker reads:

KY African American
Civil War Memorial—
Greenhill Cemetery

The African American Civil War
Memorial in Greenhill Cemetery is
only monument in state honoring
the nearly 25,000 Kentuckians who
served in the United States Colored
Troops. The names of 142 men from
central Ky are etched on monument.
Memorial dedicated in July 1924.
Presented by the City of Frankfort

Kentucky Historical Society Kentucky Department of Highways⁹

The historical marker is classified as a noncontributing object because it was not present in the cemetery during the period of significance.

⁶ Brent, Joseph E. *Colored Troops Monument*. National Register of Historic Places Nomination Form. Washington, D.C: National Park Service, 1997.

⁷ DeGrand, Alex. “A Rare Honor,” *The State Journal*, Frankfort, Kentucky. January 29, 1997:1-8.

⁸ Pffingsten, Bill. “Kentucky African American Civil War Memorial.” *The Historical Marker Database*, 2016. Website, <https://www.hmdb.org/m.asp?m=84704>, accessed February 27, 2024

⁹ Kentucky Historical Society. “Ky African American Civil War Memorial, Marker Number 226, Greenhill Cemetery, Frankfort.” Kentucky Historical Society, 2024. Website, <https://history.ky.gov/markers/ky-african-american-civil-war-memorial>, accessed February 27, 2024; Duane and Tracy Marsteller. “KY African American Civil War Memorial—Greenhill Cemetery.” *The Historical Marker Database*, December 5, 2020. Website, <https://www.hmdb.org/m.asp?m=161756>, accessed February 27, 2024.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

8. Statement of Significance

Applicable National Register Criteria

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

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

Criteria Considerations

(Mark "x" in all the boxes that apply.)

Property is:

N/A

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

Areas of Significance

(Enter categories from instructions.)

Ethnic Heritage: Black

Social History

Period of Significance

1865–1974

Significant Dates

1924

1958

Significant Person

N/A

Cultural Affiliation

N/A

Architect/Builder

Shauntee, William Francis "Frank"

Guy, John Henry, Jr.

Jacobs, William Clinton, Sr.

Gaines, William Jack

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

Statement of Significance

Summary

The Green Hill Cemetery (FRF 61) meets NRHP eligibility requirements under Criterion A and as a cemetery, it meets eligibility requirements under Criterion Consideration D. The cemetery is a significant place in the incorporated community of Green Hill in Franklin County, Kentucky. Green Hill is incorporated into the city limits of Frankfort, the county seat. The cemetery's significance is understood within the *African American Historic Context Report for the City of Frankfort, Kentucky*, completed in 2022 by Carolyn Brackett and Robbie D. Jones, two of the three authors of this nomination. Much of the research for this nomination was drawn from this 355-page context report, prepared under the direction of Frankfort's Historic Preservation Officer Vicki Birenberg, AICP. Funded in part with Federal funds from the NPS administered by the Kentucky Heritage Council, this preservation planning report recommended the Green Hill Cemetery as eligible for listing in the NRHP and was a basis for completing this NRHP nomination.¹⁰ This historic context was also utilized in the NRHP nomination for the Green Hill Missionary Baptist Church, prepared by Nan Wakefield in December 2022 and listed in the NRHP in January 2024.¹¹

The community of Green Hill was established in the 1860s by Black residents, most of whom had been freed at the end of the Civil War. The Green Hill Cemetery was platted in 1865 as an interracial paupers' cemetery serving Frankfort and Franklin County. Frankfort had a robust social safety net for residents who required financial assistance, including burials of the poor at the city's expense. As Frankfort grew, the predominantly African American community of Green Hill grew around the existing paupers' cemetery. As the community of Green Hill grew, the residents constructed a church, school, businesses, dwellings, and farmsteads. Prominent African American citizens of Green Hill were buried at the more affluent Frankfort Cemetery. However, by the turn-of-the-twentieth century the Green Hill Cemetery had evolved into the primary Black cemetery for Frankfort. It became a center of the Black community and in 1924 it was chosen as the site of the Colored Soldiers Monument, the only monument in the state honoring the U.S. Colored Troops who fought for the Union in the American Civil War. In 1958, the city and county transferred the ownership of the Green Hill Cemetery to a community nonprofit organization representing the Black community. The cemetery is still the location of pauper burials and an anchor of the Black community in Frankfort. Unlike other historic Black communities in Franklin County, Green Hill retains anchors such as the Green Hill Missionary Baptist Church, Green Hill Cemetery, and homes of prominent residents.

The following section contains a historic context for the Green Hill Cemetery and an elaboration of the resource's historical significance.

Founding of Frankfort

Following Kentucky's admission as the fifteenth state in the Union in 1792, the centrally located town of Frankfort was chosen as the capital, although the city was not incorporated until 1835. Franklin County was formed in 1794 from parts of surrounding counties. By 1800, the county's population was 5,078, including

¹⁰ Brackett, Carolyn, and Robbie D. Jones. *African American Historic Context Report for the City of Frankfort, Kentucky*. Cultural Heritage Works, Nashville, Tennessee, 2022.

¹¹ Wakefield, Nan. "Green Hill Missionary Baptist Church, Franklin County, Kentucky." National Register of Historic Places Nomination. National Park Service, Washington, D.C., 2022.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

3,687 white people, 1,369 enslaved people, and 22 free Blacks. In 1860, on the eve of the Civil War, Frankfort had a population of 3,702 including 1,024 enslaved people and 258 free Black people. That same year, Franklin County’s population included 598 enslavers, 3,387 enslaved people and 449 free Black people. Most of the county’s enslaved people worked on farms, planting and cultivating crops, while enslaved people in Frankfort were assigned to care for white enslavers—cleaning, cooking, gardening, groundskeeping, and other domestic duties—or in skilled labor such as building construction.¹²

Civil War

Unlike other southern states, Kentucky did not secede from the Union. As military units were formed in Kentucky and other units arrived from northern states, enslaved people greeted their arrival. As the war continued, increasing numbers of Black people self-emancipated and made their way to Union camps. The U.S. government’s enlistment of Black men—free or formerly enslaved—to carry weapons and fight for the Union was extremely controversial. As the war began, free Black men rushed to enlist but were turned away due to a 1792 federal law forbidding their service. President Abraham Lincoln avoided the option, due to concerns that Kentuckians would oppose it and move away from supporting the Union. However, President Lincoln decided that it was necessary as the war dragged on into its second year. The number of white volunteers declined, and more Blacks throughout the South self-emancipated and wanted to enlist. In the first two years of the war, Lincoln’s cabinet officers, Union generals, and even Congress made steps toward enlisting Blacks. The opportunity for Black men to enlist became a reality when President Lincoln issued his Emancipation Proclamation on January 1, 1863. In addition to freeing enslaved persons in Confederate states, the proclamation declared “such persons of suitable condition, will be received into the armed service of the United States to garrison forts, positions, stations, and other places, and to man vessels of all sorts in said service.”¹³

U.S. Colored Troops

On June 13, 1864, Brigadier General Lorenzo Thomas (1804–1879) issued orders: “Recruiting of colored troops will take place in the State of Kentucky as rapidly as possible, and one or more officers will be placed in each county to receive the able-bodied colored men as they present themselves or are delivered by their owners. The unconditional Union men will, it is believed, cheerfully bring forward their slaves to assist in crushing the rebellion; and if others do not, it makes no difference, as all who present themselves for enlistment will be received and enlisted into the service of the United States.” Soon thereafter, the federal government began enlistments for the U.S. Colored Troops at Camp Nelson in Jessamine County, Kentucky. By the end of the war, units were also formed in Columbus, Paducah, Covington, Louisville, Bowling Green, Maysville, and Louisville. Although records vary, as many as 25,000 African Americans from Kentucky served in the Union army during the Civil War. This was the second highest number of enlistments for the U.S. Colored Troops for any state after Louisiana.¹⁴

¹² Brackett and Jones 2022:9, 12–14.

¹³ Brackett and Jones 2022:38–39.

¹⁴ Brackett and Jones 2022:41 84.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

For those Black men who served in the U.S. Colored Troops, the war presented new opportunities for freedom, economic gain and respect from white soldiers and citizens—opportunities which were sometimes realized but more often not. Following the war, some units continued in service, both at posts in Kentucky—as martial law remained in effect through 1867—and in other states.¹⁵

African American Communities

By the 1830s, new transportation routes including roads, a ferry, and a railroad linking Frankfort and Lexington to the east and Louisville to the west spurred Frankfort’s growth. Slavery officially ended in Kentucky in December of 1865, after the end of the Civil War and federal passage of the Thirteenth Amendment to the U.S. Constitution. The city’s African American population grew to 2,335 people, 43 percent of the city’s overall population, by 1870. These newly freed populations concentrated in several African American residential areas of the city, particularly North Frankfort, an area prone to flooding, and South Frankfort, a neighborhood near sawmills, planing mills and a slaughterhouse, neither were ideal settings. This period of Reconstruction was also when Black communities in rural areas east of Frankfort were established along Versailles Road, such as Green Hill. Other communities such as Glenn’s Creek, Normal Heights, Farmdale, and Hickman Hill also emerged along transportation routes in rural areas surrounding Frankfort. East Frankfort was also home to Kentucky State University, first founded as the State Normal School for Colored Persons in 1886, located along U.S. 60 a mile east of downtown in the direction of Green Hill. Other early residential neighborhoods in east Frankfort near the university included Normal Heights, Frankfort’s first Black subdivision, built in 1911 after construction of the interurban route.¹⁶

Establishment of Green Hill Community

Settled at the intersection of two toll turnpikes, the Green Hill community was originally located outside of Frankfort’s legal boundaries but incorporated into the city limits in the years following World War II. The turnpikes connected Frankfort to Georgetown and Versailles. A toll house was located at the intersection in Green Hill (Figure 1). According to local historian Elizabeth McGraph, “There was a portion of land set aside by a farmer that he would sell to our people [African Americans] for homes.”¹⁷ McGraph’s research was likely referencing Alexander Walker Macklin Sr. (1799–1863) or his son-in-law, Stephen Black (1827–1911). Macklin was a wealthy planter, owner of a pork packaging business, and one-time constable for Franklin County who enslaved 120 people. Black acquired the property in 1867 following Macklin’s death. Stephen Black and his wife Lydia Black (1842–1921) renamed the farm the “Silver Lake Stock Farm” which became renowned for breeding cattle and thoroughbred horses.¹⁸

In the decades following the Civil War, it is likely that some of Macklin’s formerly enslaved workers were the founders of Green Hill. The community grew to include the Green Hill Colored School, the Green Hill Cemetery, and several homes. The congregation for Green Hill Colored Baptist Church formed in 1891. The

¹⁵ Brackett and Jones 2022:51.

¹⁶ Brackett and Jones 2022:219.

¹⁷ McGraph, Elizabeth McGraph. *History of Green Hill Baptist Missionary Church*, October 2011. Unpublished document provided to the authors by Elizabeth McGraph.

¹⁸ Brackett and Jones 2022:215; Johnson, Lewis Franklin. *The History of Franklin County, Ky.*, Roberts Printing, 1912:92, 140.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

original church building burned in 1920 and a new church building—the Green Hill Missionary Baptist Church—was constructed the following year. Between 1905 and 1934, an interurban streetcar line ran along East Main Street (U.S. 60), then known as the Versailles Turnpike, connecting Frankfort with Lexington, Nicholasville, Georgetown, and Paris. The interurban provided transportation for residents to Kentucky State University and Black communities such as Normal Hill and Green Hill. In November 1906, heavy rains caused a landslide at the cemetery, resulting in the collapse of a portion of the stone wall lining East Main Street. The landslide carried graves and tombstones from the cemetery onto the interurban tracks, requiring reinterment of several burials.¹⁹

Frankfort's First Community Cemeteries

The following information provides context for evaluating the significance of Green Hill Cemetery within the context of other cemeteries in Frankfort.

Old Frankfort Cemetery

The fledgling community of Frankfort established a community cemetery—later known as “Old Frankfort Cemetery” at the base of a hill on the outskirts of town. Historical records are unclear as to ownership of the property during these years, although archaeological excavations and archival research confirms the cemetery was in use during the early nineteenth century. As the city grew during the 1840s and 1850s, homes were built nearby, and commercial development began after the Civil War. The largest new business was Capital City Brewery which opened in 1879. The brewery was constructed in the center of the Old Frankfort Cemetery, destroying many graves in the process. During this time, the city constructed a workhouse and jail which also destroyed some graves. The cemetery was inadvertently discovered in 2002 during construction of the Kentucky Transportation Cabinet’s office building. Archaeologists excavated the site and documented its history in a report titled “Frankfort’s Forgotten Cemetery.” In 2006, the remains of 250 burials were reinterred at a burial site marked by a marble monument on Clifton Avenue.²⁰

By the mid-nineteenth century, historical accounts document that the Old Frankfort Cemetery had fallen into disrepair and neglect. In 1860, Frankfort’s *Tri-Weekly Kentucky Yeoman* published a description of the cemetery by Samuel Haycraft (1795–1878), a visitor from Elizabethtown, Kentucky. Haycraft wrote “By scrambling over some stone fences I found my way to the old, deserted burying ground. A new Cemetery had been opened, and this [one] had been neglected and overgrown with briars. The remains of crude stones pointed out many nameless graves.”²¹

Frankfort Cemetery

The new cemetery to which Haycraft referred was the Frankfort Cemetery (NRHP 1973, NRIS 74000872). In 1844 the Kentucky Legislature incorporated the Frankfort Cemetery, and in 1847 the Legislature additionally designated the site as a military cemetery. Located on a hilltop bluff along the south side East

¹⁹ Brackett and Jones 2022:50, 76, 170–171, 214–215.

²⁰ Pollack et al 2009: 10–11; Devry Becker Jones. “Here Lie The Remains of 250 Citizens of Frankfort.” *The Historical Marker Database*. Website, 2020, <https://www.hmdb.org/m.asp?m=162495>, accessed February 27, 2024.

²¹ As quoted in Pollack et al 2009:13–14.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

Main Street (U.S. 60) and overlooking the city below, the cemetery's location was "found to be a spot of great beauty and remarkable for its commanding situation and romantic and picturesque scenery." Inspired by Mount Auburn Cemetery (NRHP 1975, NHL 2003) in Boston, the cemetery trustees hired landscape architect Robert Carmichael (1814–1858) to design the cemetery, which was laid out with curvilinear lanes, terraces, vaults, and a variety of trees and flowering shrubs from the mountains of Kentucky. The cemetery also features a Romanesque Revival-style, octagonal-shaped, stone chapel, completed in 1890. The Mount Auburn Cemetery, dedicated in 1831, and Frankfort Cemetery are two of the first rural, garden cemeteries with professional landscaping and a park-like setting in the U.S.²²

The scenic, 100-acre Frankfort Cemetery holds the burials of many of Kentucky's leaders including governors, senators, and military leaders. The most famous person buried at the cemetery is frontiersmen and Revolutionary War soldier Daniel Boone (1734–1820). In 1845, Boone and his wife, Rebecca (1756–1813), were reinterred from Missouri to the Frankfort Cemetery.²³

Beginning in the late nineteenth century, African Americans were buried in a segregated area—known as Section B—of the Frankfort Cemetery. A report noted that in 1879 there were 81 interments "sixty-seven of which were white persons and fourteen colored." In 1898 there were "white persons, 120...The number of colored persons buried during the same period was twenty nine."²⁴

Paupers' Cemetery

From the city's earliest days, the city government had paid the burial costs of poor and indigent residents at the Old Frankfort Cemetery. Records from 1853 and 1854 list payments of \$5 to make a coffin, \$2 to dig a grave, \$4 for a hearse, and \$3 for a shroud.²⁵ In 1865, the governments of the City of Frankfort and Franklin County established a new Paupers' Cemetery in the Green Hill community on the outskirts of town. The Paupers' Cemetery evolved into the Green Hill Cemetery. In the decades following the Civil War, the city began maintaining a "pauper list" with those listed entitled to support from the city. Newspaper reports on City Council meetings regularly included requests for support such as "Mr. W.T. Flynn asked that Henry Proctor, colored, be placed on the pauper list at \$3 per month. Adopted"; "Henry Penn, of color, appeared before the council and asked to be placed on the pauper list at \$3 per month. His prayer was granted."²⁶

²² Robinson, Jennifer Kaye. *Frankfort Cemetery and Chapel*. National Register of Historic Places Nomination Form. National Park Service, Washington, DC, 1973; Johnson, L.F. *History of the Frankfort Cemetery*. Roberts Printing Co., Frankfort, Kentucky, 1921:9–13. The NPS designated Mount Auburn Cemetery a National Historic Landmark (NHL) in 2003. Robert Carmichael was a native of Scotland; he served as the cemetery superintendent until 1854 and is buried in the cemetery.

²³ Robinson 1973.

²⁴ Hatter 2021; "Weekly Roundabout." *The Frankfort Roundabout*, January 10, 1880:3; "Burials in Cemetery," *The Frankfort Roundabout*, January 7, 1899:3.

²⁵ David Pollack, A. Gwynn Henderson, and Peter E. Killoran. "Frankfort's Forgotten Cemetery." Kentucky Archaeological Survey, Education Series No. 10, Kentucky Heritage Council and the University of Kentucky Department of Anthropology, Lexington, Kentucky, 2009: 47.

²⁶ "Council Proceedings," *Frankfort Roundabout*, Frankfort, Kentucky, March 4, 1893:1; "Council Proceedings," *Frankfort Roundabout*, Frankfort, Kentucky, September 30, 1893:1.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

In addition to direct financial aid, the governments for the City of Frankfort and Franklin County maintained an alms house—often referred to as the poor house—and paid for burials at Green Hill Cemetery. Green Hill Cemetery, the third community cemetery to serve the City of Frankfort, was established in 1865. The earliest references to the cemetery in Frankfort City Council reports predating 1900 make clear that the city’s interest in the cemetery was as a burial place for the indigent—described by city officials as the “pauper cemetery.”

By the 1890s, business matters concerning the cemetery appeared in reports of City Council meetings. These included reports such as “Dehoney and Graham [furniture sellers and undertakers] were awarded the contract for burying paupers” in 1891. Three years later, in 1894, “County Attorney Johnson appeared before the council and asked them to appropriate \$20 to place a fence around the county and city’s pauper burying ground.” The council reported in 1898 that the “Charity Committee submitted plans and specifications for a house at the pauper graveyard” and that the “Mayor was instructed to confer with the County Judge in relation to matter of building same.” The following year, in 1899, the council reported that the “contract with Henry Crumbaugh for erecting a house in [the] pauper burial ground was lost for want of a quorum” and that there “was a small number of burials in the poor burying ground outside the city limits.”²⁷

Support for paupers was not without critics who occasionally shared their opposition with the local newspaper. In 1887, a citizen protested the cost of caring for paupers, declaring, “A most marvelous fatality among our paupers during the year past, when it takes over four hundred and thirty-five dollars for coffins.” Another citizen lamented that “The report of Poley Smith, County Clerk, is a timely paper. The pauper list is splendid reading. Why, it only takes a little over forty-two hundred and fifty dollars to keep the paupers—nearly five hundred a year to bury those who die.”²⁸

Although the Paupers’ Cemetery soon became predominantly a burial place for Frankfort’s Black residents, white residents were also buried there. The cemetery holds more than 3,700 burials including many veterans of the U.S. Colored Troops from central Kentucky who fought for the Union Army during the Civil War.²⁹

The Paupers’ Cemetery was originally owned jointly by the governments of the City of Frankfort and Franklin County. The purchase of land for the cemetery was entered into the Franklin County Deed Book on October 26, 1865. The deed read:

Whereas the Board of Counsel for the City of Frankfort and the County Court of Franklin County have purchased a lot of ground or land about two miles from Frankfort on the Versailles Turnpike Road [U.S. 60] near the junction of the Versailles and Georgetown Turnpike Road [U.S. 421] adjoining the land of Peter Dudley in said County of Franklin for use as a cemetery or burying ground...Now it is agreed that said Dudley, the Board of Counsel of the City of Frankfort, and the County Court of Franklin County that for and in consideration of the sum of two hundred dollars in hand paid the said Dudley by the Board

²⁷ “City Council,” *The Frankfort Roundabout*, May 16, 1891:6; “Council Proceedings,” *The Frankfort Roundabout*, March 3, 1894:1; “City Council,” *The Frankfort Roundabout*, September 17, 1898:5; “City Council,” *The Frankfort Roundabout*, October 1, 1898:1; “Burials in Cemetery,” *The Frankfort Roundabout*, January 7, 1899:3.

²⁸ “Harp,” *The Frankfort Roundabout*, April 2, 1887: 3; “Benson,” *The Frankfort Roundabout*, April 23, 1887:6.

²⁹ Brackett and Jones 2022:214.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

of Counsel of the City of Frankfort, the County Court of Franklin County the receipt of which is hereby acknowledged by the said Dudley. Dudley agrees that the Counsel of the City of Frankfort and the County Court of Franklin County may adjoin and have in common the use and benefit of the stone fence...around the ground as far as his home.³⁰

Peter Dudley (1787–1869) was a leading citizen of Frankfort for many years. His parents, Ambrose Dudley (1750–1825) and Ann *Parker* Dudley (1753–1824), came to Kentucky from Virginia in 1793 and settled near Lexington. Peter Dudley served in the War of 1812. His service between 1812 and 1814 included the 10th Kentucky Volunteer Light Infantry Regiment as captain, and as a major in the Kentucky Mounted Volunteer Militia. Dudley served as Adjutant General of the Kentucky State Militia from 1829 to 1851. In Frankfort, Dudley served on the committee that selected Gideon Shryock (1802–1880) to design and build the Old Statehouse (NRHP 1971; NHL 1971) and served as an ex-officio officer on the board of the Kentucky Military Institute which opened in 1847. Dudley married Maria Garrard (1790–1876), daughter of James Garrard (1749–1822), who served as Kentucky’s governor from 1796 to 1804.³¹

By 1820, Peter Dudley lived in Frankfort where he became a prosperous farmer and an enslaver. In 1820, he enslaved four people: by 1840 the total increased to 16. On the eve of the Civil War, Dudley served as chairman of a committee which prepared a resolution blaming the “deplorable sectional discord [which threatens] the future existence of the Union” on “anti-slavery fanaticism.” Nonetheless, the committee resolved “while we do not recognize the election of Abraham Lincoln to the Presidency as sufficient cause for secession of any State or States, we hold that any attempt upon the part of the Federal government to use military force for the coercion of a body of sovereign States...would bring upon us the horrors of civil war.”³²

As the Civil War continued, in April 1864, Dudley was again appointed chairman for a convention of Union Democrats in Frankfort. The proceeding included passing a resolution to “reaffirm and adopt the platform of the Union Democratic Convention of March 18, 1863, as containing the true principles which should contract the true policy of the Federal Government in the present struggle to preserve the Union and protect and establish the Constitution.”³³

Peter Dudley died in 1869 and was buried in Frankfort Cemetery. In 1890, a notice was posted in *The Frankfort Roundabout* by Robert McMillan announcing “I wish to sell the farm I now live on, known as the Peter Dudley Farm...containing about 100 acres of land. This farm is especially adapted to the dairy

³⁰ Franklin County, Kentucky, Deed Book 8. Green Hill Cemetery. Deed of Conveyance, October 26, 1865:316.

³¹ “Remarkable Longevity,” *Louisville Daily Courier*, May 10, 1868:1; Kentucky Historical Society. “Peter Dudley” in the *Civil War Governors of Kentucky Digital Documentary Edition*. Kentucky Historical Society. Website, <http://discovery.civilwargovernors.org/document/N00003353>, accessed January 10, 2024; Kentucky Historical Society. *General Peter Dudley*. Object Record. Kentucky Historical Society, <https://kyhistory.pastperfectonline.com/webobject/5BC61D3C-1B27-481A-93A0-732272352343>, accessed January 10, 2024; “Kentucky Military Institute,” *Louisville Courier-Journal*, June 8, 1847:4.

³² “The Union Meeting,” *Tri-Weekly Kentucky Yeoman*, November 20, 1860: 2.

³³ “Grand Union Democratic Convention in Franklin County,” *Louisville Courier-Journal*, April 22, 1864:1.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

business, market garden and tobacco culture, each of those can be run at the same time successfully for years.”³⁴

A cousin of Peter Dudley, Ambrose William Dudley (1798–1884), also prospered in Frankfort. Ambrose William Dudley owned a successful farm and enslaved as many as 12 Black people. In 1898, James Edward Givens (1861-1910), president of the State Normal School for Colored Persons (later Kentucky State University), oversaw the purchase of the 265-acre Dudley Farm which had been inherited by Dudley’s son, William Talbott Dudley (1833–1886), for use as a campus working farm for training students in agriculture. The farm was centered on a circa 1855 two-story brick farmhouse and several outbuildings, which were repurposed into a student-operated farm laboratory.³⁵

Development of the Green Hill Cemetery

According to local historian Russ Hatter, many notable Black people were buried at Green Hill Cemetery such as Daisey Warren Blackburn (1897–1928), Martin E. Boyd (1850–1913), Mary Trumble Boyd (1859–1938), Charity Boyd (1882–1938), James Kevin Bruce Sr. (1958–2012), Rev. Newton Bush (1845–1925), Rev. John Allen Caldwell Sr. (1922–2010), Millie Carter Combs (1902–2002), Alice D. Samuels (1885–1985), Julia Hockensmith Sayre (1867–1957), and Rev. Etolia Carolyn White (1941–2017).³⁶

Members of the U.S. Colored Troops buried in the cemetery include Anderson Howard (b.1847), George Belt (1844–1923), Boone Brown (d.1891), John Patterson Burns (b.1842), Rev. Newton Bush (1845–1925), Edward Campbell (b.1834), John Chambers (b.1836), Maude Connec, Frank Johnson, Harry Johnson (b.1846), Peter Mintor (b.1847), George Mukes (d.1889), Guy Owens (b.1820), Lewis Page (1846–1931), Robert Parrent (1844–1903), James Payne (b.1841), Henry Stewart (1833–1920). Many of the military veterans were formerly enslaved and most of their names are inscribed on the Colored Soldiers Monument.³⁷

Freddie Johnson can point to generations of his family buried at Green Hill Cemetery. An employee at Frankfort’s Buffalo Trace Distillery, historically known as the George T. Stagg Distillery (NRHP 2001), Johnson’s involvement in restoring the cemetery resulted in learning more about who is buried there. His first discovery was “that a lot of folks that worked here [the distillery]—some of those families were buried up there.” Johnson recalled he was working in the cemetery one day when “three vans pulled up and a white woman in her mid-90s began pointing to several graves. It turned out she was born to a blind mother, and she and her siblings had been taken away because the local townspeople didn’t think a blind woman could raise

³⁴ “A Small Farm for Sale,” *The Frankfort Roundabout*, October 4, 1890:4.

³⁵ Brackett and Jones 2022 158, 162, 209. Kentucky State University (KSU) demolished the former Dudley Farmhouse and agricultural buildings in the 1960s and redeveloped the property with new academic and recreational facilities. Around 1972, KSU built a new president’s house called Hillcrest at the site of the antebellum Dudley Farmhouse.

³⁶ Hatter 2021.

³⁷ Hatter 2021.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

them, but they ended up finding each other later in life. She had brought her family to the cemetery to make sure they knew where they came from.”³⁸

Local newspaper death and funeral notices identified the deceased as “colored” until the mid-twentieth century. When race was no longer included, notices that arrangements would be made by Thomas K. Robb Funeral Home, Frankfort’s Black-owned funeral business, still made the person’s race clear. A review of obituaries from this era shows that burials were mostly for working class Black and white people.

Obituaries for African Americans buried at Green Hill Cemetery published during the early twentieth century were often patronizing. In 1904, an obituary reported that “Harry Mordecai, the well-known colored plasterer...was an upright and honorable man.” In 1906, “On Sunday morning last ‘Aunt’ Lucy Dotson, colored, passed away...[she] was born a slave...and was faithful in her love and service to the [Lewis] family throughout her long and useful life.” In 1939, “Charles Marshall, one of Franklin County’s respected colored citizens, died yesterday morning.” In 1940, “Mrs. Ella Kimbly, well-known colored citizen, passed away at Winnie A. Scott Memorial Hospital...She had been employed for 30 years at the local post office where she won a large circle of friends from both groups (races).”³⁹

An obituary for Levi Berry (1841–1906) was headlined “Honorable and Upright Colored Man Passes Away.” The article stated: “We regret to learn of the death of one of the most upright, honorable and thoroughly reliable colored citizens, Mr. Levi Berry, more familiarly known as ‘Uncle Levi’,” noting he was “universally popular because of his integrity and fair dealing.” Berry owned a farm where he raised fruits and vegetables which he sold on the streets of Frankfort. The article notes “He was a brave soldier during the civil war” and was a member of the George W. Monroe Post, G.A.R.” (an African American post in Frankfort). Berry had self-emancipated from a farm in Taylor County and in 1864 enlisted for three years of service in the 107th U.S. Colored Infantry, later relocating to Frankfort where he was a member of Green Hill Colored Baptist Church.⁴⁰

Harry Mordecai (1827–1904), whose full name was Charles Henry Mordecai, was born into slavery and was the son of one of Frankfort’s most well-known African American citizens. His father, also named Harry Mordecai (1784–1853) was a brick mason and plasterer. A native of Virginia, the elder Mordecai was enslaved by Francis Ratliff (1755–1814), a master builder and Revolutionary War veteran from Chesterfield County, Virginia. After Francis Ratliff died in 1814, Mordecai was enslaved by his son George Ratliff who emancipated him in 1817. (Some historians believe Mordecai purchased his freedom through his work as a plasterer and brick mason.) Mordecai became a prominent builder in Frankfort, well known for plastering, whitewashing, and brick masonry work for private homes and public buildings including some of the ornate plasterwork for the third Kentucky State Capitol. By 1833, Mordecai had saved enough money to purchase

³⁸ “Interview: Freddie Johnson of Buffalo Trace Distillery,” *American Whiskey Magazine*, November 27, 2023, <https://americanwhiskeymag.com/2023/11/27/interview-freddie-johnson-of-buffalo-trace-distillery/>, accessed January 16, 2024. Freddie Johnson is the VIP Visitor Lead at Buffalo Trace Distillery.

³⁹ “Well Known Colored Man Dies,” *The Frankfort Roundabout*, October 8, 1904: 4; “Aged Colored Woman Passes Away,” *Frankfort Roundabout*, April 28, 1906: 5; “Respected Colored Citizen Passes Away,” *The State Journal*, Frankfort, March 29, 1939:8; “30 Years Employed at Local Post Office, Local Citizen Dies,” *The State Journal*, January 16, 1940:8.

⁴⁰ “Honorable and Upright Colored Man Passes Away,” *The Frankfort Roundabout*, June 3, 1906: 7; Brackett and Jones 2022:51.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

the freedom of his wife and five children including Charles Henry who followed in his father's footsteps to become a well-known plasterer. His obituary in October of 1904 noted he "was at one time quite well to do, but, owing to the wildness of some of his boys, was considerably reduced."⁴¹

In 1938 and 1940, funeral notices were published for siblings Lloyd Bell (1878–1938) and Ella Kimbly (1879–1940) a little over a year apart with Thomas K. Robb Funeral Home making arrangements for their funerals. Both were laborers, with Bell's death certificate listing his work as "plasterer, concrete," and Kimbly identified as a "char woman" (domestic worker) for the post office in a 1929 newspaper article. Bell's death certificate in 1938 listed his age as "about 60." Bell served in the Spanish-American War from 1898–1899, and following his death another sister, Katie Carter (1882–1947), applied to the U.S. government for a veteran's headstone. Kimbly's headstone is inscribed "Mother—Ella Kimbly—Died Jan. 13, 1940." The siblings joined their parents—Peter Kimbly (d.1904) and Lavinia Kimbly (1846–1925)—at Green Hill Cemetery. Their sister Katie was buried there in 1947.⁴²

Newspapers also occasionally reported on unusual burials. In 1915, the *Frankfort State Journal* reported the death of Myrtle Miller, "an aged white woman born and reared amid the foothills of the Eastern Kentucky mountains." Miller "through poverty" lived in an area of Frankfort known as Gaines' Alley where, the newspaper disparagingly noted, "the worst of the negro element" lived. The news article described Miller's burial—most likely in a pauper's grave—"No death march marked the passing of 'Sister Miller' and no flowers banked the pine box wherein she was lowered to her grave. No ceremony preceded the long trip to Green Hill."⁴³

In March 1917, "a real sure enough casket and an automobile funeral procession" brought Little Sister, a fox terrier, to Green Hill Cemetery. The dog's owner, Dora West of 516 Center Street, summoned "several physicians in an effort to save her life." The newspaper reported "with all the ceremony of a real funeral," the dog was "laid out in a little casket" and "taken to Green Hill Cemetery" where "many floral wreaths were sent to be placed upon her grave."⁴⁴

Colored Soldiers Monument

Although records vary, as many as 25,000 African Americans from Kentucky served in the Union army during the Civil War, the second highest of any state after Louisiana. In 1882, the Kentucky Division of the

⁴¹ Brackett and Jones 2002:245; Russ Hatter. "Research Data for African American Resources, Frankfort, Kentucky." Unpublished document, 2021; "Well Known Colored Man Dies," *The Frankfort Roundabout*, October 8, 1904:5.

⁴² "Funeral Notice (Colored), *The State Journal*, Frankfort, November 16, 1938:5; Ancestry.com. *U.S., Headstone Applications for Military Veterans, 1861-1985: Lloyd Bell*. Database on-line, 2012, <https://www.ancestry.com/search/collections/2375/>, accessed January 30, 2024; "30 Years Employed at Local Post Office, Local Citizen Dies," *The State Journal*, January 16, 1940: 8; "Turkey Dinner at Post Office Very Enjoyable," *The State Journal*, December 25, 1929:5; "Mrs. Katie B. Carter, Colored Passes Away," *The State Journal*, June 5, 1947:10.

⁴³ "Daughter of Mountains Dies in a Hovel in Gaines Alley," *The State Journal*, Frankfort, November 12, 1915:1.

⁴⁴ "Real Casket and Auto Funeral Are Given Dog," *The State Journal*, Frankfort, March 9, 1917:3.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

Grand Army of the Republic (G.A.R.) aided African American veterans in Frankfort to form Camp No. 44, a post named for Colonel George W. Monroe (1835–1869), a white officer.⁴⁵

For decades after the war there were gatherings, ceremonies, and marches to honor those who helped win the war. These events often led to Green Hill Cemetery where many soldiers were buried. An event known as Decoration Day focused on decorating the graves of Union soldiers in Frankfort Cemetery and Green Hill Cemetery. In 1887, the African American Monroe Post joined with the white veterans in the Albert G. Bacon Post in ceremonies at Frankfort Cemetery. The camaraderie ended there. As reported in *The Frankfort Roundabout* “the George W. Monroe Post then marched to the Colored Cemetery (Green Hill) and the rest of the procession returned to the city.”⁴⁶

An account of Decoration Day in 1895 describes elaborate proceedings to decorate the graves of Confederate and Union soldiers at Frankfort Cemetery including the “largest parade ever seen upon a similar occasion” honoring the G.A.R. The account noted “The graves of the colored soldiers buried in Green Hill Cemetery were not forgotten.” A procession to the cemetery included “the old colored soldiers and their families” followed by a ceremony and “flowers strewn.”⁴⁷

The remaining veterans continued to observe Decoration Day in the early twentieth century. In 1905, *The Frankfort Roundabout* reported that the (white) A.G. Bacon Post, G.A.R., had its “regular ceremonies” but the “Geo. W. Monroe Post, G.A.R. (colored), had a more elaborate time. The members of that Post, together with the Knights of Pythias, the Odd Fellows and the United Brothers of Friendship, the orators of the day and a large number of vehicles proceeded to Green Hill Cemetery, where addresses were delivered by Prof. W.H. Mayo, Rev. J.M. Hill, L.D. Smith, Rev. C.C. Wakefield, and Rev. E.R. Lewis. Music, both vocal and instrumental, was interspersed between the addresses. At the conclusion, the graves of the colored soldiers were handsomely decorated with flowers.”⁴⁸ In 1966, Nettie Glenn (1919–1992), a local author and historian, recalled a memory from her youth of Decoration Day:

Early on Decoration Day, flower laden passengers began their pilgrimages to the cemeteries. All seats were filled, and people stood clinging to overhead straps. Many Negroes came aboard [the streetcar] carrying huge bouquets of roses and the most magnificent peonies I have ever seen. They were on their way to Green Hill Cemetery, and although I do not remember seeing any segregation signs, they rode in the rear of the car, on benches, in mute compliance with the wretched Jim Crow law.⁴⁹

The high point of honoring Kentucky’s U.S. Colored Troops came on July 4, 1924, when a monument, known as the Colored Soldiers Monument, was unveiled in Green Hill Cemetery. Funds for the 10-foot-tall stone monument were raised by the Women’s Relief Corps No. 8, an auxiliary of the Monroe Post. One side of the monument is engraved “In Memory of the Colored Soldiers Franklin County, Kentucky Who Fought

⁴⁵ Brackett and Jones 2022:84.

⁴⁶ *Decoration Day*,” *The Frankfort Roundabout*, June 4, 1887:5.

⁴⁷ “Their Memory Kept Green,” *Frankfort Roundabout*, June 1, 1895:3.

⁴⁸ “Decoration Day,” *The Frankfort Roundabout*, June 3, 1905:6.

⁴⁹ “Resident Recalls Days of Streetcar Transportation,” *The State Journal*, Frankfort, March 24, 1966:1.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

in the Civil War 1861-1865.” The other three sides of the monument list 142 African American soldiers’ names.⁵⁰

The *Frankfort State Journal* announced: “Colored Soldiers Monument to be Unveiled,” stating: “The monument, which has been erected to the memory of the Colored Soldiers of the Civil War from Frankfort and Franklin County, will be unveiled at Green Hill Cemetery tomorrow afternoon at four o’clock. Short and appropriate exercises are to be held. This monument has been erected at the cost of several hundred dollars under the direction of the Colored Women’s Relief Corps, and each soldier’s name has been cut on the stone. Contributions are being made to the fund by patriotic and public-spirited citizens of both races.”⁵¹

The Colored Soldiers Monument at Green Hill Cemetery is one of 16 monuments dedicated to African American troops in the United States. The others are located Ithaca, New York; Danbury, Connecticut; New Haven, Connecticut; Lemay, Missouri; Key West, Florida; Fort Myers, Florida; Madison, Tennessee; Hertford, North Carolina; Butler, Missouri; Norfolk, Virginia; Decatur, Illinois; Lexington, Maryland; Chestertown, Maryland; Jefferson City, Missouri; Boston, Massachusetts, and Washington, D.C.⁵²

Confederate Monuments

Although Kentucky did not secede from the Union and more than 100,000 men served in the Union army, there were Confederate supporters throughout the state and anywhere from 25,000 to 40,000 men served in the Confederate army. Following the war, support and nostalgia for what became known as the Lost Cause grew, and Kentuckians began creating monuments to honor the Confederacy. From the end of the war to the 1930s, more than 60 memorials were created including statues, shafts or obelisks, tombstone-shaped monuments with multiple names, and functional monuments such as fountains or gates.⁵³

On June 7, 1924, Kentucky Governor W.J. Fields (1874–1954) spoke at a festive ceremony dedicating a 351-foot-tall monument to Jefferson Davis (1808–1889) at his birthplace in Fairview, Kentucky. (Fields’s grandfather served in the Confederate army and died in a prison camp.) Davis served as president of the Confederate States of America during the Civil War and was later arrested and charged with treason against the United States, although his case never went to trial. Although funds for the Colored Soldiers Monument at Green Hill Cemetery were raised privately, the Davis monument received \$15,000 from the State of Kentucky toward the \$200,000 cost of construction.⁵⁴

⁵⁰ Brent, Joseph E. *Colored Soldiers Monument*. National Register of Historic Places Nomination Form, Washington, D.C., 1997.

⁵¹ Talbott, Tim. “Kentucky African American Civil War Memorial.” *Explore Kentucky History*. Kentucky Historical Society. Website, 2024, <https://explorekyhistory.ky.gov/items/show/191>, accessed January 11, 2024.

⁵² Renee Ater and Grace Yasumura. “Haitian Monument (Savannah, GA).” *Contemporary Monuments to the Slave Past*. Website, 2024, <https://www.slaverymonuments.org/items/browse?collection=2>, accessed January 11, 2024.

⁵³ Brent, Joseph E. *Civil War Monuments in Kentucky*. National Register of Historic Places Multiple Property Documentation Form, 1997.

⁵⁴ “Kentucky Soldier Honored,” *The Big Sandy News*, Louisa, Kentucky, June 23, 1916:7; LouDelle McIntosh. *Jefferson Davis Monument, Fairview, Todd County, Kentucky*. National Register of Historic Places Nomination Form. National Park Service, Washington, D.C., 1973; William B. Scott Jr. “Monuments,” in *The Kentucky Encyclopedia*, edited by John E. Kleber. The University Press of Kentucky, 1992:645–646.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

Addressing a large crowd, Fields observed “Southern people have often been called—and perhaps not unjustly so—the world’s greatest monument builders. Several years ago, a great Confederate veteran made the statement that more monuments have been built to commemorate the cause of the Confederacy than any other cause in the world’s history. Over one thousand monuments have been raised in our Southland to honor the memory of her heroes, and these will portray to future generations the love and reverence with which the ideals and principles of her fallen veterans have been cherished by the sons and daughters of the Confederacy.”⁵⁵

In Frankfort, a Confederate Monument (NRHP 1997, NRIS 97000702) was erected in the Frankfort Cemetery in May 1892. The monument features a statue of a Confederate soldier at “parade rest” placed upon a marble base with words of tribute to “Our Confederate dead” on each side. The statue is surrounded by the burials of 68 Confederate soldiers. Funds for the memorial were raised by the Confederate Memorial Association, a forerunner of the United Daughters of the Confederacy which placed hundreds of statues in multiple states in the late nineteenth and early twentieth centuries.⁵⁶

Green Hill Cemetery: Early Management

The first known reference by the Frankfort City Council to Green Hill Cemetery—rather than the paupers’ cemetery—was at a meeting on November 13, 1900. Council minutes document “The Mayor, City Attorney and Clerk were directed to draw up a law for the government of Green Hill Cemetery.”⁵⁷

Records have not been located to determine when the first official caretaker of the cemetery was appointed; however, the November 13, 1900, City Council meeting noted that “the report of Henry Crumbaugh, keeper of Green Hill Cemetery was received and ordered filed.” Crumbaugh (1849–1930) was a white man who listed his occupation as a carpenter in the Census. Crumbaugh was the first of several caretakers in the early twentieth century. Caretakers were reappointed annually. Based upon reports by caretakers over the next five decades, the position was administrative, requiring oversight of the budget, collection of fees and managing laborers to open and close graves and maintain the cemetery. In February 1905, County Judge James H. Polsgrove (1871–1960) and Mayor J.S. Darnell, appointed Franklin Moore to succeed Crumbaugh.⁵⁸

The longest tenured caretaker was Ambrose B. Polsgrove (1856–1941) who maintained the cemetery from 1910 to 1936. Within a few years, Polsgrove was identified as superintendent of the cemetery with a salary increasing from \$55 to \$65 a year. Polsgrove was a white man who listed his occupation as a farmer in the 1900 Census and as “cemetery” in the 1910 Census. Polsgrove descended from settlers who came to the area in the early nineteenth century and established the small community of Polsgrove, Kentucky. His father,

⁵⁵ “Fields Accepts Davis Shaft in Eloquent Speech,” *The State Journal*, Frankfort, June 8, 1924:5.

⁵⁶ Johnson, L.F. *History of Franklin County*, Roberts Printing Co., Frankfort, Kentucky, 1921:38-39; “The Monument Unveiled,” *Frankfort Roundabout*, Frankfort, May 28, 1892:4; Richardson, Jim. *Confederate Monument*. National Register of Historic Places Nomination Form, Washington, D.C., 1997.

⁵⁷ “City Council,” *The Frankfort Roundabout*, November 17, 1900:5.

⁵⁸ “City Council,” *The Frankfort Roundabout*, November 17, 1900:6; “Appointed Cemetery Keeper,” *The Frankfort Roundabout*, February 18, 1905:1; Hatter 2021.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

Sanford Polsgrove (1815–1869) was a lock keeper for riverboats traveling on the Kentucky River at Polsgrove Landing.⁵⁹

In 1934, the Frankfort City Council listened to a dispute about payments by African Americans for burial lots. Oscar Suter (1880–1952), a magistrate for the Franklin Fiscal Court, complained that “colored people who could afford to pay for (cemetery) lots are not doing so.” Suter told the court “When the case is a pauper case, then the matter is different, and that’s all right; but the cemetery should set a fixed price for the lots and use the money received from this source for the upkeep of the cemetery.”⁶⁰

James Ellis, commander of Frankfort’s American Legion post for African Americans, countered that “colored people who can do so pay for the lots—they pay \$1 per post for the four posts used in staking out the lot, and then pay \$5 per grave for each grave dug.” Ellis noted “We pay this to the caretaker. We thought since he was your representative, he was authorized to collect this money. We have receipts to show that this money was paid.”⁶¹

Suter responded that the payments did not include paying for the burial lots. Deciding that the cemetery was being run “in a haphazard way,” Mayor C.T. Coleman (1882–1957) directed the Council’s charity committee to confer with a committee from the county’s fiscal court to develop a plan for “an efficient system for operation on the cemetery.”⁶²

In 1937, Frankfort’s City Council and the Fiscal Court of Franklin County selected A.G. Hodges “as keeper of the pauper cemetery at Green Hill.” Two years later, in November 1939, Hodges submitted his resignation giving “as his reason a statement that he couldn’t ‘keep promises made to lot purchasers that a passway through the cemetery would be kept closed.’” The mayor responded that “there is a road leading through the cemetery to some property in the rear and that the road has been in use some twelve or fourteen years” adding that there was a legal question as to the city’s right to block off the passway.⁶³

Hodges was replaced with the first woman to assume the job. Pearl Stafford (1877–1967), a white woman, moved to Frankfort around 1900 to teach school. Stafford held the cemetery caretaker position for twelve years, earning a salary of \$120 annually. In her first report to the city council in February 1940, Stafford requested an increase in the fee for opening and closing graves from \$5 to \$7, “giving increased labor costs as the cause.” The City Council referred the request to the charity committee.⁶⁴

In October 1952, the City Council accepted Stafford’s resignation which she reported was “because of ill health.” Council approved the county fiscal court’s selection of John Lockhart Lee (1882–1953) as the next

⁵⁹ U.S. Census 1900 and 1910; “Financial Statement,” *The Frankfort Roundabout*, May 13, 1922:6; “Financial Statement,” *The Frankfort Roundabout*, April 1, 1916:1.

⁶⁰ “Special Session of City,” *The State Journal*, April 24, 1934:6.

⁶¹ “Special Session of City,” *The State Journal*, April 24, 1934:6.

⁶² “Special Session of City,” *The State Journal*, April 24, 1934:6.

⁶³ “Caucus of City Council Held to Name Officials,” *The State Journal*, November 11, 1937:1; “Capital Avenue Zoning Gets Reading,” *The State Journal*, November 14, 1939:4.

⁶⁴ “Mrs. J. P. Stafford,” *The State Journal*, February 20, 1967: 1; “Mrs. Stafford to Get Office,” *The State Journal*, November 29, 1939:3; “Williams Offers Plan to Remedy Finances,” *The State Journal*, February 13, 1940:5.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

caretaker. Lee's tenure was brief—in November 1953 he died suddenly of a heart attack. Lee's widow, Harriet Lee (1889–1957) took over the position but resigned less than a year later due to ill health. In August 1954, Charles Hodge was appointed as the now-named sexton of the cemetery. Three years into his tenure, Hodge submitted his resignation effective June 3, 1957, citing the proposed sale of part of the cemetery land and "his inability to get an assurance from city or county officials that a caretaker would be continued at the cemetery."⁶⁵

In September 1957, the county's fiscal court issued a resolution expressing "their worry over the poor condition of the Green Hill Cemetery, now without a sexton since June." The fiscal court and City Council agreed "as a stopgap measure" to hire Jackson Robb (1910–1977), owner of Frankfort's funeral home for African Americans, as a temporary sexton. The Council noted that Robb had been managing the cemetery since June 1 and made his monthly salary of \$20 a month retroactive to that date. Robb would soon become even more engaged with the cemetery in heading up a new organization to take over the cemetery as the county and city prepared to sell land to raise money for a new health department and ultimately decided to divest the two governments of owning and managing the cemetery.⁶⁶

In addition to officially appointed caretakers or sextons, members of Green Hill Missionary Baptist Church helped to care for the cemetery in the mid-twentieth century. These sextons included Golden McGraph Sr. (1887–1950), Golden McGraph Jr. (1928–1976), William Thomas Powell (1885–1965), and Henry Ellis Jr. (1899–1977). All are buried in the Green Hill Cemetery.⁶⁷

Mortuary Services in Kentucky

Prior to the Civil War, funeral practices nationwide were most often managed by family members who prepared their deceased loved one for burial in a casket made by a local carpenter or cabinet maker. In Frankfort, at least three hardware businesses and two cabinet/hearse makers offered funeral services. In 1838, John D. Rake advertised his cabinet business with the addition of "Ready-made coffins of various sizes and qualities kept constantly on hand." In an advertisement in 1848, Rake added a hearse to his services, noting he will be "ready at all times to attend funerals. He will also make coffins and furnish all articles necessary for interments." In 1841, a newspaper advertisement for cabinet maker A.C. George informed readers that in addition to selling "all kinds of furniture" "He keeps a *Hearse* and will attend funeral calls either in town or country."⁶⁸

Embalming techniques were introduced during the Civil War to allow the bodies of soldiers killed in battle to be transported long distances for burial in their hometowns. After the Civil War, embalming was used by the general population, and funerals moved to churches or commercial establishments which became known as

⁶⁵ "Action Trails Final Accord on Provisions," *The State Journal*, October 28, 1952:5; "John Lockhart Lee," *The State Journal*, November 11, 1953: 4; "Mrs. Lee Resigns," *The State Journal*, August 18, 1954:7; "Charles Hodge Approved as Cemetery Sexton," *The State Journal*, August 31, 1954: 8; "Council to Ask Bids on New Firetruck," *The State Journal*, June 11, 1957:1.

⁶⁶ "Health Department Site Considered Downtown," *The State Journal*, September 17, 1957: 1; "County Offers Part of Cemetery Land to Board of Health," *The State Journal*, September 8, 1957:1.

⁶⁷ "Historic Green Hill Baptist Church," n.d. Unpublished document on file at the Kentucky Heritage Council at Frankfort as part of Marty Perry's files for "Greenhill Church."

⁶⁸ "Cabinet Making," *The Frankfort Argus*, April 13, 1838:4; Pollack et al 2009:47.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

funeral homes. In Cincinnati, Ohio, the first school dedicated to mortuary services was the Cincinnati College of Embalming. (The school became the Cincinnati College of Mortuary Science in 1966). Opening in 1882, the school offered instruction on anatomy and the process of embalming as well as funeral etiquette and “the conduct of an undertaking establishment in general.”⁶⁹

The National Funeral Directors Association (NFDA) formed in 1882 at a convention in Rochester, New York. The industry’s first professional association only allowed white undertakers to become members. The NFDA integrated in the 1960s. African American funeral directors formed the Independent National Funeral Directors Association, later renamed the National Funeral Directors & Morticians Association, in 1924.⁷⁰

As the profession of funeral director emerged, state legislatures across the country began to establish requirements for these new businesses. In 1904, the Kentucky General Assembly formed the Kentucky State Board of Embalming with a primary focus “to provide for the better protection of life and health and to prevent the spread of contagious diseases” and directed the board to establish qualification requirements for embalmers. In 1914, the board directed that all undertakers in the Commonwealth of Kentucky must be licensed. To secure a license, the applicant must “be at least 21 years of age, have practiced or been the assistant to an undertaker for at least two years, and be of good moral character.” The application fee of \$10 was raised to \$25 in 1924.⁷¹

The new profession of undertaker and funeral director emerged during the decades of the late nineteenth and early twentieth centuries when segregation laws also emerged. In Kentucky, as in 15 other states, white men who controlled Kentucky’s legal and political systems moved to enact laws which would guarantee the complete segregation of Black and white citizens, effectively creating two societies. In Kentucky, laws addressed marriage, education, public accommodations, and transportation.⁷²

Collectively these laws were known as Jim Crow, and many were enforced until the 1960s. The name originated from a performance by Thomas Dartmouth Rice (1808–1860), a white man, in the 1830s. Painted in blackface and wearing shabby clothing, Rice performed “Jump, Jim Crow,” a song and dance he claimed was inspired by an enslaved person. As the performance became popular, the term Jim Crow began to be used as a derogatory name for African Americans.⁷³

Although Kentucky’s laws did not address mortuary services, separate funeral homes were the custom. African American funeral homes offered a place for Black people to hold dignified services for their loved ones, and funeral home directors became respected pillars of the community.

⁶⁹ Shotwell, John B. *A History of the Schools of Cincinnati*. The School Life Company, Cincinnati, Ohio, 1902:524–525.

⁷⁰ Ball, Edward, *The Sweet Hell Inside: The Rise of an Elite Black Family in the Segregated South*. Harper Collins Publishers, 2001: 44; “About Us.” National Funeral Directors & Morticians Association. “About US.” National Funeral Directors & Morticians Association, Inc., 2024. Website, <https://www.nfdma.com/about-us/about-us>, accessed January 16, 2024.

⁷¹ Conner, Niceley, J. “The Kentucky Way of Death: A History of the Development of Mortuary Law in Kentucky.” Master’s Thesis, Eastern Kentucky University 2007:4–12.

⁷² Brackett and Jones 2022:65.

⁷³ Brackett and Jones 2022 65.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

Thomas K. Robb Funeral Home

In Frankfort, the Robb family operated the city's only Black-owned funeral home from the late nineteenth century until the mid-twentieth century. During these years, Thomas and Mary Robb and later their son, Jack Robb, oversaw hundreds of funerals and burials at Green Hill Cemetery. Jack Robb would be the leader of an organization formed to manage the cemetery when the city of Frankfort and Franklin County divested ownership in the late 1950s.

Thomas Kenney Robb (1862–1932) was born in Frankfort and began working at a sawmill at the age of 14. Within a few years, he was promoted to management positions in lumber yards in Williamston and Louisville. When the company he worked for in Louisville failed, he returned to Frankfort in 1895 where he was elected lumber inspector for the Frankfort Penitentiary over eleven white candidates. Thomas Robb became a leading citizen in Frankfort's African American community, becoming a Free Mason, joining the Grand Lodge of Odd Fellows of Kentucky, and serving on campaign committees for Republican candidates.⁷⁴

In 1898, Thomas Robb and his wife, Mary Etta Jackson Robb (1870–1972), opened the Thomas K. Robb Funeral Home for Frankfort's African American residents. In 1904, the Robbs purchased a livery stable behind the funeral home and provided ambulance services. Mary Robb was also a leading citizen in Frankfort. Prior to her marriage, she arrived from Ohio to become one of the first faculty members at Kentucky State University. She also was active in establishing the Winnie A. Scott Memorial Hospital. The facility opened in 1915 and remained the only hospital for African Americans in Frankfort until 1959.⁷⁵

When Thomas Robb died of throat cancer in 1932, his son Jackson Kenney "Jack" Robb (1910–1977) became the funeral home's director at the age of 22, barely meeting the state's licensing requirement of a minimum age of 21. After graduating from Kentucky State University, Robb continued his education and graduated from the Cincinnati College of Embalming.⁷⁶

Jack Robb operated the funeral home at 300–306 West Clinton Street for more than three decades, retaining the name Thomas K. Robb Funeral Home. In March 1965 Robb announced: "Due to adverse reactions affecting my health, [I] have been advised by my physician to disassociate myself immediately from any work in connection with funerals." The notice announced that Claughton Brown Funeral Home in Lexington would take over management of the funeral home.⁷⁷

A few weeks later, in April 1965, Robb was hired by the Urban Renewal Agency as relocation advisor to find housing for more than 100 families who would be displaced by the city's urban renewal plans for the predominately Black neighborhood known as Craw. In 1968, Mary Robb placed an announcement in the local newspaper accepting sealed bids for the funeral home's equipment including chairs, drapes, preparation

⁷⁴ Johnson, W.D. *Prominent Negro Men and Women of Kentucky*. The Standard Print, Lexington, Kentucky, 1897:64-65.

⁷⁵ Brackett and Jones 2002: 79–80; Fletcher et al 2003: 110, 112, 144; Smith, Gerald L., Karen Cotton McDaniel, and John A. Hardin, editors. *The Kentucky African American Encyclopedia*. The University Press of Kentucky, 2015.

⁷⁶ Smith et al 2015; "Jack Robb Dies at 66, Services Set," *The State Journal*, January 14, 1977:1.

⁷⁷ "An Announcement," *The State Journal*, March 25, 1965:7.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

room tables, cabinets, ambulance cots, air conditioning units, and other items. The funeral home building was demolished in the urban renewal sweep of the Craw neighborhood.⁷⁸

City and County Divest Cemetery Ownership

Jackson Robb's retention as the Green Hill Cemetery's sexton in 1957 marked the first step in a major transition as the city and county first sold some of the land and then declared an intention to "get out of the cemetery business." Several actions affecting the cemetery occurred in 1957 related to the county's plans to construct a new health department. In July, bids were accepted for the possible sale of three sections of the cemetery. A high bid of \$26,000 was received, but the sale was not closed. In September, the Franklin County Fiscal Court asked the Frankfort City Council to concur with a proposal to build the health department on cemetery property. The Fiscal Court cited as a reason the lack of a sexton resulting in the cemetery's "fast deteriorating and becoming in a deplorable condition." The State of Kentucky stepped in and rejected the plan because the cemetery was too far from the center of Frankfort.⁷⁹

With rejection of the proposal to build the health department on cemetery property, the County Fiscal Court and City Council reverted to the original plan of selling property to fund the building's construction. On December 2, 1957, the City Council held a public hearing to rezone a section of the cemetery from residential to commercial. With the rezoning successfully completed, a newspaper advertisement announced: "AT AUCTION, Valuable East Frankfort Commercial Property, THREE TRACTS—TO BE SOLD SEPARATELY ONLY, Saturday, Dec. 21, 1957." The advertisement invited "Mr. Businessman or Mr. Investor [to] inspect this U.S. 60 property" (Figures 3–4).⁸⁰

The auction brought \$30,500 for the three tracts with \$25,000 earmarked for the new health department building. Two tracts were purchased by Sun Oil Company for \$23,500, and one tract was purchased by Melvin Carter (1907–1969), a local realtor. (In 1953, Carter, president of Community Development, Inc. had purchased land adjoining the cemetery.) In 1958, Sun Oil Company constructed a service station on the property with the cemetery on one side and the East Frankfort Shopping Center, anchored by a Winn-Dixie grocery store, on the other side. City and county officials agreed to divide the remaining \$5,500 (Figures 5–6).⁸¹

Despite complaints from city and county officials about the cemetery's condition, no funds were designated from the land sale for the cemetery's upkeep. Instead, in May 1958, officials allocated \$491 from the joint city-county account "to beautify that installation."⁸²

⁷⁸ "Robb Made Relocation Advisor," *The State Journal*, Frankfort, April 1, 1965: 1; "Equipment and Fixtures," *The State Journal*, Frankfort, September 19, 1968:1.

⁷⁹ "County Quits Cemetery Business: Corporation May Run Green Hill," *The State Journal*, June 11, 1958:1; "County offers part of cemetery land to Board of Health," *The State Journal*, September 8, 1957:1.

⁸⁰ "Notice of Public Hearing," *The State Journal*, November 29, 1957:9; "At Auction: Valuable East Frankfort Commercial Property," *The State Journal*, December 11, 1957:8.

⁸¹ "Fiscal Court moves to speed construction of Health building," *The State Journal*, January 26, 1958:2; "Building Permit is Issued for East Main service station," *The State Journal*, August 28, 1958:9; Franklin County, Kentucky. Deed of Conveyance. Green Hill Cemetery. City of Frankfort, May 21, 1953; Hatter 2021.

⁸² "Money for Cemetery Approved," *The State Journal*, May 27, 1958.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

As the land sale occurred, Robb was either told or anticipated that the city and county planned to “get out of the cemetery business,” and began making plans to form a new company to take over Green Hill Cemetery. In the years before the transfer occurred, the city and county had provided minimal funds for the cemetery. A report of the Green Hill Cemetery Fund from June 1, 1954, through May 31, 1955, showed a beginning balance of \$40.64, and an income of \$995.25 for the sale of grave lots and services. From the budget, \$417 was spent opening graves (presumably for pauper burials), \$275 in payment to the sexton, and \$139.85 for care of the cemetery.⁸³

As conversations began regarding the city and county governments’ divestment of the cemetery, Robb outlined plans to create a nonprofit organization to take over the cemetery. Robb said that in addition to recent work to clean up the property, other needs included “a new fence, a survey to provide accurate records of burial locations, and living quarters for a caretaker.” City manager Russell Marshall (1905–1994) responded that the city “might be willing” to transfer the land to the new organization, but the city would not give the excess funds from the land auction to the group.⁸⁴

By July 1958, incorporation papers were filed with Kentucky’s Secretary of State and the Franklin County Clerk. Seven Frankfort residents submitted the papers: John Buckner (1887–1969), a butler in private homes; James B. Brown (1905–1971), a teacher at Kentucky State University; Richard Fleming (1902–1966), a porter and World War II veteran; Rev. James Scott Ellis (1890–1975), a minister and World War I veteran; Mary E. Ellis (1902–2000), a schoolteacher; Annie Beatty (1891–1976), a domestic worker; Alice Simpson (1900–1977), a teacher; and funeral home owner Jack Robb.⁸⁵

By the end of 1958, both governments had agreed to transfer the cemetery and announced: “Negro corporation to run Green Hill.” Known as Green Hills Cemetery, Inc., the nonprofit corporation agreed to provide for burials for anyone “without regard to race, creed, or color and to reserve space for pauper burials. City and county government officials reversed their earlier position and announced the intention to give the new organization \$4,000 in surplus funds from the land sale.⁸⁶

The deed of conveyance transferring ownership of Green Hill Cemetery to the new corporation was filed in Franklin County on October 31, 1958, followed by the City of Frankfort on December 22, 1958. The deed conveyed ownership to the corporation “so long as [the land] shall continue to be used for cemetery purposes” and required the corporation to provide “sufficient ground or space for the interment and burial of any of the pauper dead of Franklin County” provided the county “shall bear any expense necessarily incident to the opening, preparation and covering of any such graves.”⁸⁷

⁸³ “Green Hill Cemetery Fund,” *The State Journal*, October 12, 1955:1.

⁸⁴ “County Quits Cemetery Business: Corporation May Run Green Hill,” *The State Journal*, June 11, 1958:1.

⁸⁵ “New corporation to run Greenhill cemetery,” *The State Journal*, July 27, 1958, 9; “Private group gets possession of cemetery,” *The State Journal*, November 17, 1958:1.

⁸⁶ “New corporation to run Greenhill cemetery,” *The State Journal*, July 27, 1958:9; “Private group gets possession of cemetery,” *The State Journal*, November 17, 1958:1.

⁸⁷ Franklin County, Kentucky, Deed Book 158. Green Hill Cemetery. Deed of Conveyance, County Court, Franklin County, October 31, 1958:401.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

Green Hill Cemetery, Inc.

Upon taking ownership and management responsibilities for the Green Hill Cemetery, Inc., the new nonprofit corporation faced the immediate and ongoing challenge of raising funds. Beyond the contribution of \$4,000 and agreement to pay for pauper burials, the county and city governments did not include any funding in their annual budgets. Most of the \$4,000 from the government was used to build Atwood Avenue, clean up the cemetery, and purchase groundskeeping tools (Figures 7–8). The corporation’s only income came from the sale of cemetery lots which were priced from \$5 to \$25. With an estimated 30 burials each year, the sales only generated between \$150 and \$750.⁸⁸

According to local historian Russ Hatter, after the sale, Jack Robb asked Marguerite “Maggie” *Johnson Shauntee* (1916–2001) to take over management of the cemetery. A native of Frankfort, she was a graduate of Kentucky State University, employee of King’s Daughters Hospital, and parent teachers’ association president at the nearby Normal Hill Rosenwald School. Lucille Lampkins (1910–1988) assisted Shauntee in administering the cemetery association. Shauntee convinced Mayor James C. Burch (1882–1965) to donate \$1,500 for the upkeep of the cemetery. She also received financial support from county magistrate Carmello Benassi (1926–2011) and the county jailor Hunter Hay. Shauntee used these funds to construct a new equipment shed to replace the one that had been demolished as part of the property sale.⁸⁹

Marguerite Shauntee’s husband, William Francis “Frank” Shauntee (1907–1982), head of the industrial and vocational department at Kentucky State University, designed the equipment shed. A native of Owensboro, Shauntee earned a bachelor’s degree from Knoxville College in Knoxville, Tennessee, and a master’s degree from Indiana State University. He also completed post-graduate work at Indiana University. (The W. Frank Shauntee Hall at Kentucky State University is named in his honor.) John Henry Guy Jr (b.1917), William Clinton Jacobs Sr. (1914–1997), and William Jack Gaines (1904–1995) built the equipment shed. Gaines was a Black stonemason who lived in a stone house at 146 Greenhill Avenue. Attorney and banker Dyke Laudeman Hazelrigg (1881–1970), a member of a prominent white family who often assisted the Black community during the Civil Rights Movement, provided funds to complete the building. Hazelrigg also donated cemetery chairs, a tent, and artificial grass for use during graveside services.⁹⁰

By 1960, the need for funds was dire. The next several years saw the corporation conducting fundraising campaigns. In August 1960, the corporation announced a house-to-house drive to raise funds to beautify the cemetery and to hire a caretaker. Two photographs published in *The State Journal* showed committee

⁸⁸ “Green Hill Cemetery Plans Fund Drive,” *The State Journal*, August 29, 1960:1.

⁸⁹ Hatter 2021.

⁹⁰ Hatter 2021; “W. Frank Shauntee Obituary.” *Lexington Herald-Leader*, December 19, 1982:17; Brackett and Jones 2022:88–89, 214–216, 241–242. John Henry Guy Jr. was a member of the notable Guy family of Black stonemasons who lived at nearby Normal Heights near KSU. His family taught the stonemasonry trade to William Jack Gaines and William Clinton Jacobs Jr. who constructed several landmarks in Frankfort. Gaines attended KSU and Tuskegee Institute in Alabama. In 1947 Gaines completed the stonework at the Green Hill Missionary Baptist Church. The Guy family and their proteges constructed stone landmarks throughout the city, county, and region, including stone fences, walls, horse barns, churches, and homes.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

members John Buckner pointing out overgrown areas of the cemetery and Will Titus cutting high grass around graves.⁹¹

Six months later, in March 1961, the appeal was renewed with a fundraising goal of \$2,500 to pay for operating expenses. In April, the Franklin County Fiscal Court gave the group \$450 from remaining funds from the 1958 land sale. In 1962, the Kentucky Highway Department provided the materials and workers to repair the stone wall at the north side of the cemetery along East Main Street (U.S. 60).⁹²

Securing funds to maintain the cemetery continued to be a challenge in the decades to come. Each year, the cemetery association implemented an improvement project, such as paving the walkways, removing unwanted trees, planting dogwoods and pear trees, and erecting fencing and gates. Cemetery association board members who helped lead the efforts included Archie Surratt, James Graham, Clarence Williams, Glenna Robinson, Lucille Lampkins, Margurite Shauntee, and Leota Thomas. In 1962, a local newspaper lamented with a front-page photograph that a collapsed section of the stone retaining wall along East Main Street (U.S. 60) was “Still Not Fixed” (Figure 9).⁹³

In 1990, a letter to the editor of *The State Journal* from Margurite Shauntee, a member of the Green Hill Cemetery board of directors, stated that the cemetery “needs the financial support of the entire community.” Noting that both Black and white people were buried at Green Hill, Shauntee wrote “when the entire community is approached to help fund its upkeep, the cemetery committee is met with little response from white citizens. Support from the city and county governments is sporadic and must be vigorously sought. Funds for the cemetery should be included in the annual budgets of both the city and county.”⁹⁴

Shauntee followed up by meeting with the city’s elected officials, and in 1993 the Green Hill Cemetery board of directors and the City of Frankfort executed an agreement for the city to provide \$1,500 annually for maintenance costs. In 2020, the board proposed an increase to \$10,000 annually. In 1997, a wayside exhibit interpreting Kentucky’s U.S. Colored Troops was erected along the concrete pathway leading to the Colored Soldiers Monument (Figure 10). In 2007, the Kentucky Historical Society and Kentucky Transportation Department erected a historical marker along the north side (Figure 11).⁹⁵

Comparative Cemeteries

The Green Hill Cemetery began as a site of interment for both white and Black paupers and gradually became the city’s predominant burial site for African Americans who were not paupers. Community cemeteries in Kentucky and other states reflect a determination by white elected officials to keep burials of Black people separate from those of white people throughout the nineteenth century through the mid-

⁹¹ “Shows Cemetery Area for Improvement,” *The State Journal*, August 18, 1960:1; “Grass Leveled,” *The State Journal*, August 18, 1960:7.

⁹² “Will Seek \$2,500 for Green Hill,” *The State Journal*, March 23, 1961:1; “Fiscal Court Gives Green Hill \$450,” *The State Journal*, April 30, 1961: 2; “Traffic Signals Welcomed,” *The State Journal*, October 12, 1962:1.

⁹³ Hatter 2021; Brackett and Jones 2022: “Still Not Fixed,” *The State Journal*, August 29:1.

⁹⁴ Hatter 2021; “Rich History,” *The State Journal*, August 5, 1990:5.

⁹⁵ Greenhill Cemetery Board and City of Frankfort. Agreement Document executed July 19, 1993. Greenhill Cemetery Board and City of Frankfort. Agreement Document, 2020.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

twentieth century. This intention took several forms—as pauper cemeteries with an area designated for burials of “colored paupers,” as pauper cemeteries for only African American burials, or as cemeteries for burials of African Americans who were not paupers. For comparative purposes, the following section provides examples of various types of cemeteries associated with African American history.

The Winchester Cemetery in Clark County, Kentucky is a segregated cemetery. In 1872, the Clark County Court purchased four lots in Winchester Cemetery for “a negro pauper burial ground.” In 1879, the court purchased nine acres in another location for “the use and benefit of the poor of Clark County,” specifying the northern part of the tract for burials of “colored paupers.” The cemetery remained in use until 1928.⁹⁶

In Louisville, Kentucky, there are hundreds of cemeteries, including family burial grounds, church-affiliated graveyards, Jewish, military, and publicly owned cemeteries. Areas for burials of African Americans were designated in the Eastern Cemetery and Western Cemetery, and only African Americans were buried in the Louisville Cemetery and Greenwood Cemetery. The Louisville Cemetery was established on a 31-acre tract in 1886 by a group of prominent African American men and is the burial site of many community leaders. In 1903, the Greenwood Cemetery was established by the Louisville Crematory and Cemeteries LLC and is the burial site of many military veterans.⁹⁷

Pauper cemeteries that have been listed in the NRHP include a pauper cemetery in West Palm Beach, Florida, which became a mass burial site for African Americans following a hurricane in 1928. The West Palm Beach Pauper’s Cemetery (NRHP 2002, NRIS 02001012) was established by the city in 1913. Conversely, in 1916, the Greenwood Cemetery was founded nearby for African American burials but did not allocate space for pauper burials. In September 1928, a powerful hurricane killed more than 2,000 people. In the week following the hurricane, the bodies of 674 Black people were buried in a mass grave in the pauper cemetery. More than 3,000 people attended a memorial service on October 1, 1928. Although a grave marker was placed in white cemetery in the area, Woodlawn Cemetery, commemorating white hurricane victims buried there, a marker for Black victims was never placed in the pauper cemetery.⁹⁸

The Benton County Poor Farm Cemetery (NRHP 2008, NRIS 08000431) in Bentonville, Arkansas, was established in the mid-nineteenth century to house the county’s destitute citizens with a pauper cemetery on the grounds. An obituary for an African American woman in 1900 notes that she lived at the poor farm, indicating that both white and Black people lived there. Although none of the buildings are extant, architectural historian Ralph Wilcox noted in 2008 that the Benton County Poor Farm Cemetery was the “last surviving element from the Benton County Poor Farm and a reminder of the county’s early efforts to aid the poor during the late nineteenth and early twentieth centuries. The preserved cemetery, with its simple fieldstone markers, is a testament to the efforts of Benton County to restore, preserve, and maintain this

⁹⁶ Enoch, Henry. “Colored Paupers Graveyard,” *Win City Voices*. Website, March 6, 2022, <https://www.wincityvoices.org/history/colored-paupers-graveyard/>, accessed February 13, 2024. Enoch, Henry. “The ‘Colored Paupers’.” *Win City Voices*. Website, March 6, 2022, <https://www.wincityvoices.org/history/the-colored-paupers/>, accessed February 13, 2024.

⁹⁷ Kleber, John E. “Metro Louisville, Jefferson County.” *The Encyclopedia of Louisville*, University Press of Kentucky, 2001.

⁹⁸ Sinks, Nancy, Sherry Piland, and Barbara E. Mattick. *Hurricane of 1928 Mass Burial Site (Pauper’s Cemetery), West Palm Beach, Palm Beach County, Florida*. National Register of Historic Places Nomination Form. National Park Service, Washington, D.C., 2002.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

important, but often overlooked, aspect of Arkansas’s past.” Wilcox concluded that this cemetery was significant primarily for its association with social help, rather than as a non-segregated cemetery.⁹⁹

In contrast, the Shockoe Hill African Burying Ground (NRHP 2022, NRIS 100007793) in Richmond, Virginia, is significant as an African American cemetery. In 1799, city officials in Richmond, Virginia, laid out a 28.5-acre parcel for “a public burying ground for white persons.” In the nineteenth century, the district grew to include poor houses for Black and white people, a hospital, a Hebrew Cemetery, a second public cemetery for white people, and a cemetery for Black people. The Shockoe Hill African Burying Ground, founded in 1816, is the burial site of more than 22,000 African American men, women, and children, “making it the City’s primary burying ground for the enslaved and free people of color who died in Richmond between 1816 and 1879.” The cemetery is possibly the largest public burying ground for enslaved and free people of color in the United States. The cemetery was closed to interments in 1879. Over the next century, the cemetery was desecrated through city actions as hundreds of burials were destroyed during road and building construction. In 2021, the City of Richmond reacquired the property. In 2022, the district was listed in the NRHP, and a historical marker was unveiled at the site.¹⁰⁰

Evaluation of Significance

The evaluation of significance was developed in collaboration with Marty Perry, National Register Coordinator with the Kentucky Heritage Council. The Green Hill Cemetery is a significant resource in relation to the community of the same name. Green Hill is important for African American history since it was founded in and thrived during the inhumane era of segregation, an era that could be especially perilous in Frankfort and rural areas of Franklin County. Green Hill is one of the few African American communities that survive in the county.

The evolution of Green Hill Cemetery from an interracial paupers’ cemetery to a principal anchor of the community of Green Hill is evidence of the Black community’s endurance, fortitude, and perseverance. As the predominantly Black community of Green Hill grew to envelope the cemetery, the place became a cultural focal point for not only Green Hill but also Frankfort and Franklin County. The cemetery’s role in civic events such as Decoration Day and Memorial Day is testimony of its significance to the community.

Evaluation of Integrity

The evaluation of integrity was developed in collaboration with Marty Perry, National Register Coordinator with the Kentucky Heritage Council. Perry notes that the evaluation of integrity in the National Register is a judgment that the property physically conveys its significance. A property meets the terms of Criterion A insofar as it “is **associated** with events that have made a significant contribution to the broad patterns of our

⁹⁹ Wilcox, Ralph S. *Benton County Poor Farm Cemetery, Bentonville, Benton County, Arkansas*. National Register of Historic Places Nomination Form. National Park Service, Washington, D.C., 2008.

¹⁰⁰ Mouer, L. Daniel, Lenora McQueen, Ryan K. Smith, and Steve Thompson. *Shockoe Hill Burying Ground Historic District, Richmond, Virginia*. National Register of Historic Places Nomination Form, Washington, D.C., 2022; Smith, Ryan K. “Shockoe Hill African Burying Ground” *Richmond Cemeteries: Exploring Richmond Virginia’s Historic Burial Grounds*. Website, 2023, <https://www.richmondcemeteries.org/potters-field/>, accessed February 13, 2024.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

history.” Nominating the Green Hill Cemetery under Criterion A requires that the physical qualities of the cemetery promote the associations held to be important. These important associations are rooted within an understanding of African American communities in Frankfort and Franklin County. An assessment of integrity reflects how the cemetery communicates the larger historic context of African American communities. The analysis in this section confirms that the cemetery retains the seven aspects of integrity: location, setting, materials, design, workmanship, feeling, and association. Collectively, these integrity factors allow the property’s physical presentation to visibly show how it meets Criterion A.

The Green Hill Cemetery possesses an integrity of **location**. The cemetery retains its original location in Frankfort and Franklin County. This location is important since the cemetery is associated with the African American community of Green Hill. The cemetery is an anchor in the community and serves as the final resting place for community members’ ancestors as well as a place of remembrance. As an anchor, the cemetery provided stability as the Green Hill community evolved over time.

The Green Hill Cemetery possesses an integrity of **setting**. The setting immediately surrounding the Green Hill Cemetery has remained largely unchanged since the period of significance. The Green Hill neighborhood south of the cemetery remains primarily residential, and East Main Street (U.S. 60) and the residential neighborhood to the north are largely unchanged. Most of the commercial development to the west of the cemetery was constructed between 1955 and 1960, during the period of significance. Commercial development at the intersection of East Main Street (U.S. 60) and Versailles Road (U.S. 421) has expanded in recent years, but these changes do not significantly diminish the stability of the rest of the setting. The tree lines surrounding the property protect the viewshed from non-historic intrusions from the surrounding suburban setting. All these factors of setting lend a sense of privacy, despite the proximity to a busy highway and suburban businesses and residences. The setting allows visitors to envision how the Green Hill community historically appeared and to experience the sense of an autonomous community.

The Green Hill Cemetery possesses an integrity of **materials**. The cemetery retains its original materials from the period of significance, including limestone, granite, and marble headstones. The stone retaining wall has been replaced but retains its visual and material appearance. The masonry equipment shed retains most of its original materials. The cemetery’s materials assist in communicating a sense of place, in part, due the anonymity of many of the burials.

The Green Hill Cemetery possesses an integrity of **design**. Despite the sale of a portion of the cemetery for commercial development during the period of significance, the cemetery’s configuration has remained largely unaltered since 1974, the end of the period of significance. New fences and entrance gates have been installed since 1974, but the burials and their layout, the location and presence of the Colored Soldiers Monument, and the concrete retaining wall and equipment shed have undergone no major changes. The lack of formal cemetery design aesthetics is consistent with the initial use of the cemetery as a paupers’ cemetery.

The Green Hill Cemetery retains an integrity of **workmanship** from the period of significance. The oldest headstones within the cemetery are mostly legible and broken stones have been placed so that the carvings are visible, and they mark their original place.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

The Green Hill Cemetery retains an integrity of **feeling**. Never a grand cemetery with statuary and highly decorative memorials, the cemetery is nevertheless, a remarkably well-maintained resting place. None of the stones are overgrown, nor have they been allowed to deteriorate. Vegetation, including old-growth trees, is pruned, and historical wayside exhibits and markers highlight the significant history of the Green Hill Cemetery. It retains a palpable feeling of care and importance to its community. The experience of being in the cemetery is one of seclusion and remembrance, despite the suburban surroundings.

The Green Hill Cemetery retains an integrity of **association** since it retains integrity of location, setting, materials, design, workmanship, and feeling. The cemetery retains its association as an interracial paupers' cemetery, with minimal or missing headstones, and as a center of the Black community in Frankfort and Franklin County, as the location of the Colored Soldiers Monument. The physical features that were present during the period of significance, such as the headstones, plantings, and equipment shed, remain extant. This resource conveys an understanding of the importance, meaning, and value of cemeteries to African American communities such as Green Hill. The cemetery continues to evoke its association with a once rural community and continues to serve as an anchor to the local Black community.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

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Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

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Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

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Green Hill Cemetery
 Name of Property

Franklin County, Kentucky
 County and State

Previous documentation on file (NPS):		Primary location of additional data:	
<input checked="" type="checkbox"/>	preliminary determination of individual listing (36 CFR 67 has been requested)	<input checked="" type="checkbox"/>	State Historic Preservation Office
<input type="checkbox"/>	previously listed in the National Register	<input type="checkbox"/>	Other State agency
<input type="checkbox"/>	previously determined eligible by the National Register	<input type="checkbox"/>	Federal agency
<input checked="" type="checkbox"/>	designated a National Historic Landmark	<input checked="" type="checkbox"/>	Local government
<input type="checkbox"/>	recorded by Historic American Buildings Survey #	<input type="checkbox"/>	University
<input type="checkbox"/>	recorded by Historic American Engineering Record #	<input type="checkbox"/>	Other
<input type="checkbox"/>	recorded by Historic American Landscape Survey #	Name of repository:	
Historic Resources Survey Number (if assigned): FRF-61 (Green Hill Cemetery) and FRF-50 (Colored Soldiers Monument)			

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

10. Geographical Data

Acreege of Property 9.18 **USGS Quadrangle** Frankfort East, KY

Latitude/Longitude Coordinates (These coordinates should correspond to the corners of the property boundary. Add additional coordinates if necessary. Enter coordinates to 6 decimal places)

Datum if other than WGS84:

- | | |
|---------------------------|-------------------------|
| 1. Latitude: 38.205146 N | Longitude: -84.839167 W |
| 2. Latitude: 38.205424 N | Longitude: -84.837412 W |
| 3. Latitude: 38.203798 N | Longitude: -84.836720 W |
| 4. Latitude: 38.203503 N | Longitude: -84.837019 W |
| 5. Latitude: 38.203927 N | Longitude: -84.838258 W |
| 6. Latitude: 38.203072 N | Longitude: -84.838994 W |
| 7. Latitude: 38.203190 N | Longitude: -84.839366 W |
| 8. Latitude: 38.204178 N | Longitude: -84.839346 W |
| 9. Latitude: 38.204341 N | Longitude: -84.839484 W |
| 10. Latitude: 38.204493 N | Longitude: -84.839047 W |

Verbal Boundary Description (Describe the boundaries of the property.)

The NRHP boundary for the Green Hill Cemetery includes two legal parcels of land on the north and south sides of Atwood Avenue and a small section of 859 East Main Street. The north parcel (Parcel ID 074-43-02-009.00) measures 7.67 acres and the south parcel (Parcel ID 074-43-02-010.00) measures 1.48 acres. The section of 859 East Main Street (Parcel ID 074-43-02-001.00) measures 0.3 acres. The three parcels combined contain 9.18 acres.

The boundary begins at the northeast corner of 859 East Main Street (U.S. 60) and extends east along East Main Street for about 525 feet, then turns southeast and runs four about 690 feet along parcel 074-43-02-003.00 before turning southwest for about 110 feet behind 074-43-02-008.00. The boundary then turns west and runs about 500 feet along the north side of Atwood Avenue before turning southwest and running for about 370 feet along the west side of Prince Hall Village Apartments. The boundary then turns west and runs for about 125 feet behind parcels 074-43-02-011.00 and 074-43-02-012.00. The parcel then turns north for about 380 feet along 074-43-02-001.00 before turning northwest and runs for about 100 feet along the east side of Atwood Avenue. The boundary turns northeast and runs along a retaining wall for about 135 feet before reaching Parcel 074-43-02-009.00 and turning northwest and running for about 250 feet and terminating at the starting point.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

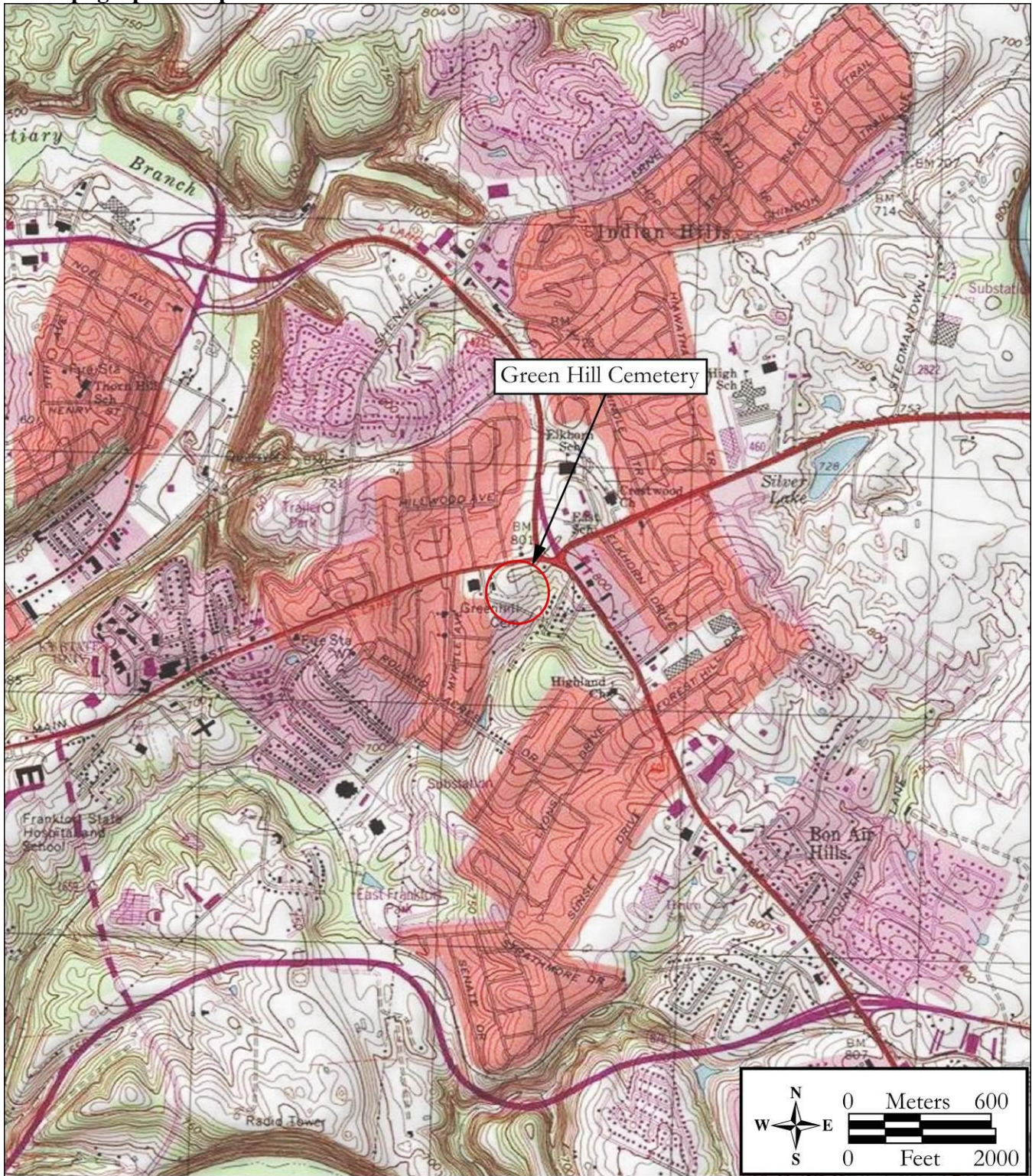
Boundary Justification

The NRHP boundary includes the two complete parcels and the portion of a third containing the Green Hill Cemetery on the south side of East Main Street (U.S. 60) at the intersection with Atwood Avenue in Frankfort, Franklin County, Kentucky. These three parcels are historically associated with the Green Hill Cemetery and contain the cemetery, approximately 3,700 headstones, the Colored Soldiers Monument, a stone retaining wall, a concrete retaining wall, fencing, three access gates, an equipment shed, and a historical marker. The Green Hill Cemetery, Inc., a nonprofit organization, owns both parcels and Thomas J. Schneider (et al) of 2351 Peaks Mills Road, Frankfort, Kentucky, 40601 owns approximately 0.3 acres at 859 East Main Street. Atwood Avenue, a public road constructed around 1970, separates the north and the south parcel.

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

USGS Topographic Map



USGS Topo Quad: Frankfort East, KY (1996)

Green Hill Cemetery
Name of Property

Franklin County, Kentucky
County and State

11. Form Prepared By

Name Sydney Schoof, Carolyn Brackett, and Robbie D. Jones

Organization Richard Grubb & Associates, Inc.

Street & Number 204 Rivergate Parkway Date May 1, 2024

City or Town Nashville Telephone 615-237-1001

E-mail rjones@rgaincorporated.com State TN Zip Code 37072

Additional Documentation

Submit the following items with the completed form:

- **Photographs** (refer to National Register for Historic Places *Photo Policy* for submittal of digital images and prints. Photos should be submitted separately in a JPEG or TIFF format. Do not embed these photographs into the form)
- **Additional items:** (additional supporting documentation including historic photographs, historic maps, etc. can be included on a Continuation Sheet following the photographic log and sketch maps. They can also be embedded in the Section 7 or 8 narratives)

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.).

Estimated Burden Statement: Public reporting burden for this form is estimated to average 100 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Office of Planning and Performance Management. U.S. Dept. of the Interior, 1849 C. Street, NW, Washington, DC.

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Green Hill Cemetery

Name of Property

Franklin County, Kentucky

County and State

Name of multiple listing (if applicable)

Section number Figures Page 46

Photo Log

Name of Property: Green Hill Cemetery

City or Vicinity: Frankfort

County: Franklin State: KY

Photographer: Sydney Schoof

Date Photographed: December 15, 2023

Photographs are identified by the associated building(s) and include a description of the view indicating direction of the camera.

- 1 of 25. Cemetery overview, looking northeast from near the entrance to the north parcel.
- 2 of 25. Cemetery overview, looking northeast from the pedestrian pathway in the north parcel.
- 3 of 25. Cemetery overview, looking east along the north side of the cemetery.
- 4 of 25. Cemetery overview, looking west along the north side of the cemetery.
- 5 of 25. Cemetery overview, looking southeast from near the northeast corner of the cemetery.
- 6 of 25. Cemetery overview, looking southeast from near the east end of the pathway.
- 7 of 25. Cemetery overview, looking northeast from near the south side of the north parcel.
- 8 of 25. Cemetery overview, looking north from near the south end of the south parcel.
- 9 of 25. Cemetery overview, looking northwest from near the southeast corner of the south parcel.
- 10 of 25. Cemetery overview, looking southeast from near the center of the south parcel.
- 11 of 25. Main entrance gate, looking northwest from Atwood Avenue.
- 12 of 25. Main entrance gate, looking south towards Atwood Avenue and the south parcel.
- 13 of 25. South parcel, looking southeast showing Atwood Avenue and the east gate.
- 14 of 25. North parcel, looking southeast from East Main Street (U.S. 60) showing stone retaining wall, metal fence, and historical marker (center left).
- 15 of 25. North parcel, looking east from the service station, showing the concrete retaining wall and chain-link fence.
- 16 of 25. Equipment shed looking east from the main entrance.
- 17 of 25. Walkway to the Colored Soldiers Monument and surrounding headstones, looking east from the main walkway.
- 18 of 25. Colored Soldiers Monument, looking southwest.
- 19 of 25. Colored Soldiers Monument and flagpole, looking east.
- 20 of 25. Wayside Interpretive Exhibit and headstones, looking north from the walkway.
- 21 of 25. Headstones near the Colored Soldiers Monument, looking east.
- 22 of 25. Headstones near the north parcel entrance, looking northeast.
- 23 of 25. Broken headstones, including the United Order of Oddfellows chain, near the center of the cemetery in the north parcel, looking southeast.
- 24 of 25. Puckett Obelisk in the north parcel, looking southeast.
- 25 of 25. Headstones of World War II Veterans in the south parcel, looking west.

United States Department of the Interior
National Park Service

Green Hill Cemetery

Name of Property

Franklin County, Kentucky

County and State

Name of multiple listing (if applicable)

**National Register of Historic Places
Continuation Sheet**

Section number Figures Page 47

Site Plan



Source: ESRI, 2022.

United States Department of the Interior
National Park Service

Green Hill Cemetery

Name of Property

Franklin County, Kentucky

County and State

Name of multiple listing (if applicable)

**National Register of Historic Places
Continuation Sheet**

Section number Figures Page 48

Photo Key



Source: ESRI, 2022.

United States Department of the Interior
National Park Service

Green Hill Cemetery
Name of Property
Franklin County, Kentucky
County and State
Name of multiple listing (if applicable)

**National Register of Historic Places
Continuation Sheet**

Section number Figures Page 50

WAR DEPARTMENT
O. Q. M. G. Form No. 623
Approved Aug. 12, 1913
Revised May 12, 1925

PLEASE MAKE OUT AND RETURN IN DUPLICATE
19217

APPLICATION FOR HEADSTONE

Newton Bush **Co. E** **5 U.S.C. Cav.**

NAME		RANK	COMPANY	U. S. Regiment, State Organization, or Vessel	DATE OF DEATH
Bush, Newton		private	"E"	Civil War 5th Col. Cavalry	May 1, 1925

If World War veteran—			NAME OF CEMETERY	Located in or near—	
Division	State	Emblem		CITY	STATE
No-Civil War		Christian Hebrew None	Green Hill	Frankfort,	Ky

TO BE SHIPPED TO Mrs. Kate Bush,
(Name of consignee)
at Frankfort, Franklin County,
Ky., Stewart Home, RR #2
(Give town, county, and State)

PERMANENT ADDRESS Stewart Home, Frank
RR #2
DATE June 10, 1927.

I hereby agree to accept the headstone at above destination, freight prepaid, and properly place same at decedent's grave.

Mrs. Kate Bush
MRS. KATE BUSH, Consignee.

DO NOT WRITE HERE
JUL 20 1927

Verified _____
Ordered _____
From _____
Shipped 5/5/28

Address Stewart Home, Frankfort, Ky. Date June 10, 1927.
RR #2.

This application is for the UNMARKED* grave of a soldier. It is understood the stone will be furnished and delivered at the railroad station or steamboat landing above indicated, at Government expense, freight prepaid, and agreed it will be promptly removed and set up at private expense.

*State whether soldier, sailor, marine, Army nurse, etc.

Received A. G. O. JUL Mrs. Kate Bush
MRS. KATE BUSH, Applicant.

*Stones must not be requested for any grave at which a private stone, monument, or other permanent marker is already erected or is to be erected. 3-8654

Adg. Co. - 6/27/27

Figure 2. Application for Headstone for Rev. Newton Bush (1845–1925), a member of the U.S. Colored Troops buried at Green Hill Cemetery (FamilySearch 2023).

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Green Hill Cemetery

Name of Property

Franklin County, Kentucky

County and State

Name of multiple listing (if applicable)

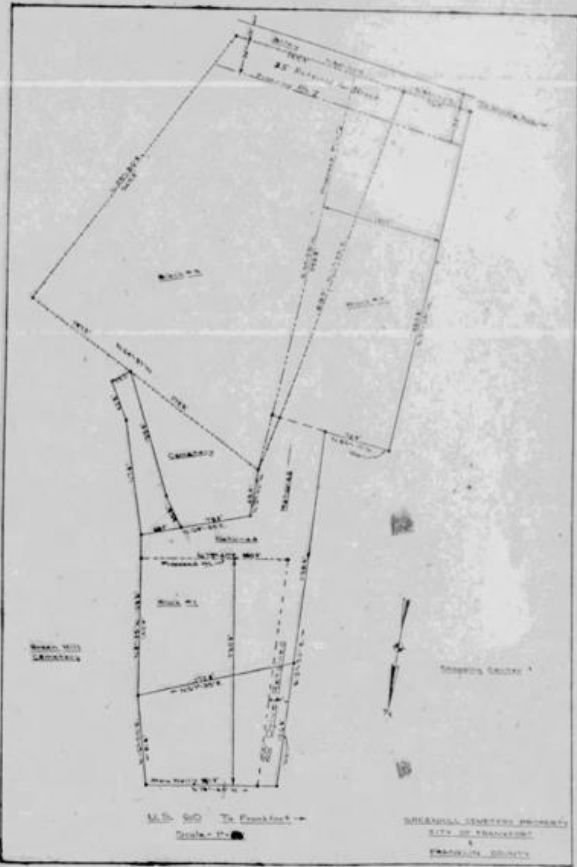
Section number Figures Page 51

AT AUCTION

Valuable East Frankfort Commercial Property
THREE TRACTS—TO BE SOLD SEPARATELY ONLY

**SATURDAY
DEC., 21, 1957**
10:30 A.M. (CDT)

TERMS
10% Day of Sale,
Balance in 90 Days



Mr. Businessman or Mr. Investor, inspect this U.S. 60 property.
Adjoining Winn-Dixie Shopping Center
Known As "GREENHILL CEMETERY PROPERTY."
PLAT: Available at Franklin County Clerk's Office
OWNERS: Franklin County and City of Frankfort.

For Information See **SCOTT T. GRAVES, Auctioneer** CA-7-2143

Figure 3. Newspaper advertisement for an auction of two acres of land at the west end of the cemetery (Source: *The State Journal*, December 11, 1957: 8).

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Green Hill Cemetery

Name of Property

Franklin County, Kentucky

County and State

Name of multiple listing (if applicable)

Section number Figures Page 52

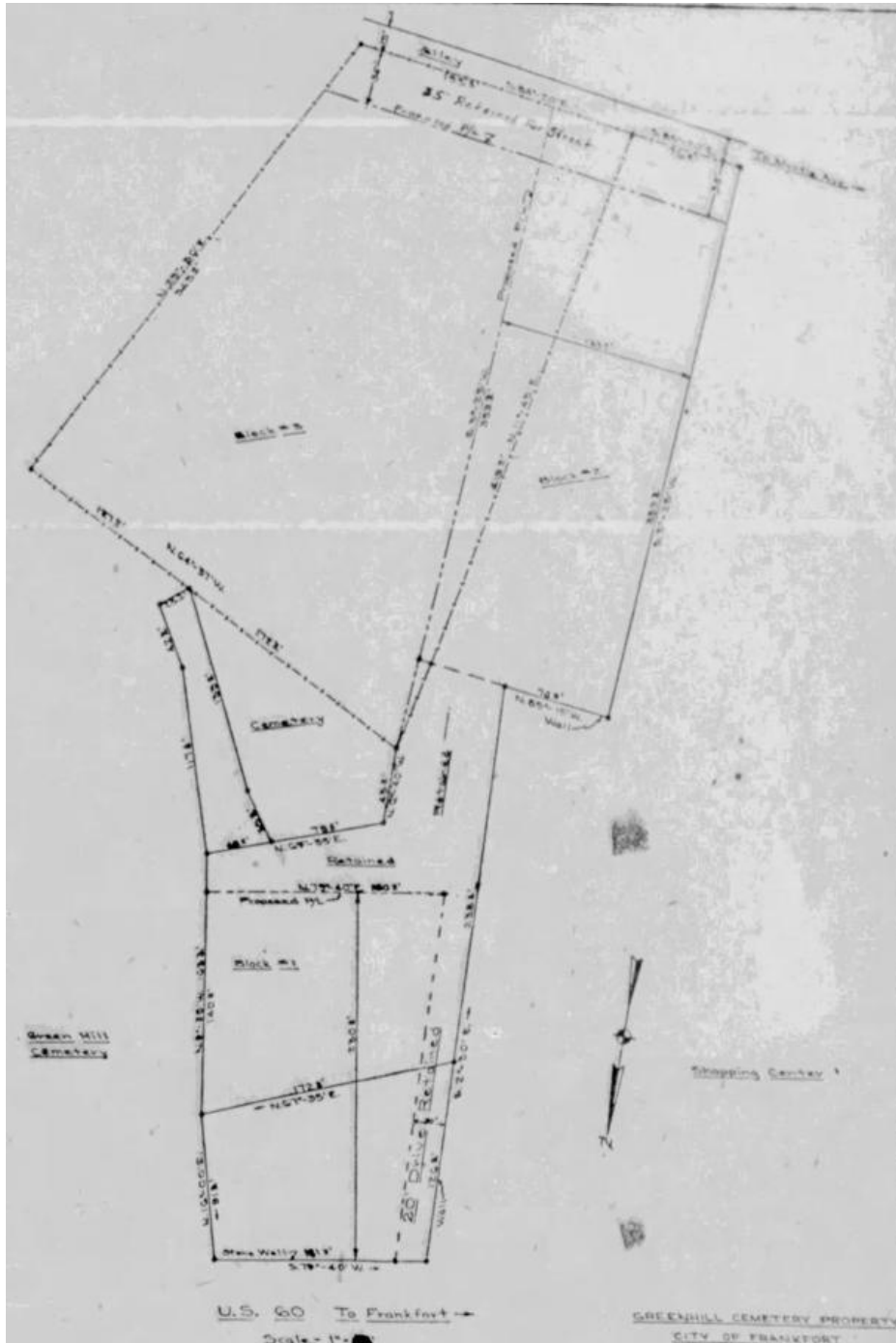


Figure 4. Detail of the map in the newspaper advertisement showing the parcels to be auctioned (Source: *The State Journal*, December 11, 1957: 8).

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Green Hill Cemetery

Name of Property

Franklin County, Kentucky

County and State

Name of multiple listing (if applicable)

Section number Figures Page 53



Figure 5. Aerial photograph of the Green Hill Cemetery in 1952, showing the original entry at the west side of the property, prior to the sale in 1957 (Source: NETR 1952).

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Green Hill Cemetery

.....
Name of Property

Franklin County, Kentucky

.....
County and State

.....
Name of multiple listing (if applicable)

Section number Figures Page 54



Figure 6. Aerial photograph of the Green Hill Cemetery in 1957, showing the new shopping center at the west side of the property (Source: NETR 1957).

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Green Hill Cemetery

.....
Name of Property

Franklin County, Kentucky

.....
County and State

Name of multiple listing (if applicable)

Section number Figures Page 55



Figure 7. Aerial photograph of the Green Hill Cemetery in 1959 showing the new service station at the northwest corner and the new entrance southeast of the shopping center (Source: NETR 1959).

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Green Hill Cemetery

Name of Property

Franklin County, Kentucky

County and State

Name of multiple listing (if applicable)

Section number Figures Page 56

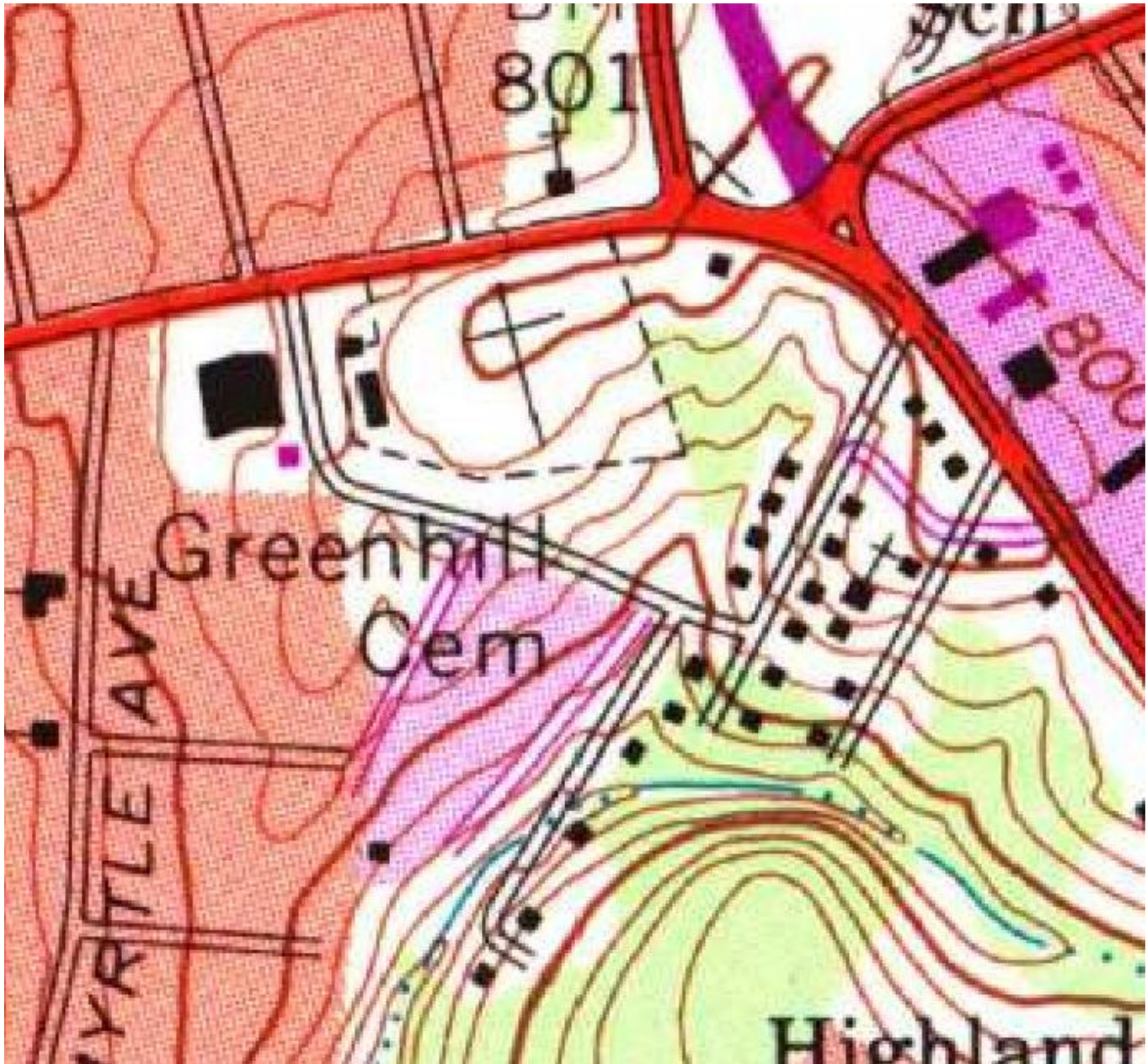


Figure 8. USGS topographical quad map created in 1970 showing the newly constructed Atwood Avenue connecting East Main Street (U.S. 60) with Greenhill Avenue as well as the newly constructed Prince Hall Village Apartments in the southwest corner (Source: USGS Topo Quad, Frankfort East, KY, 1970).

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Green Hill Cemetery

.....
Name of Property

Franklin County, Kentucky

.....
County and State

.....
Name of multiple listing (if applicable)

Section number Figures Page 57

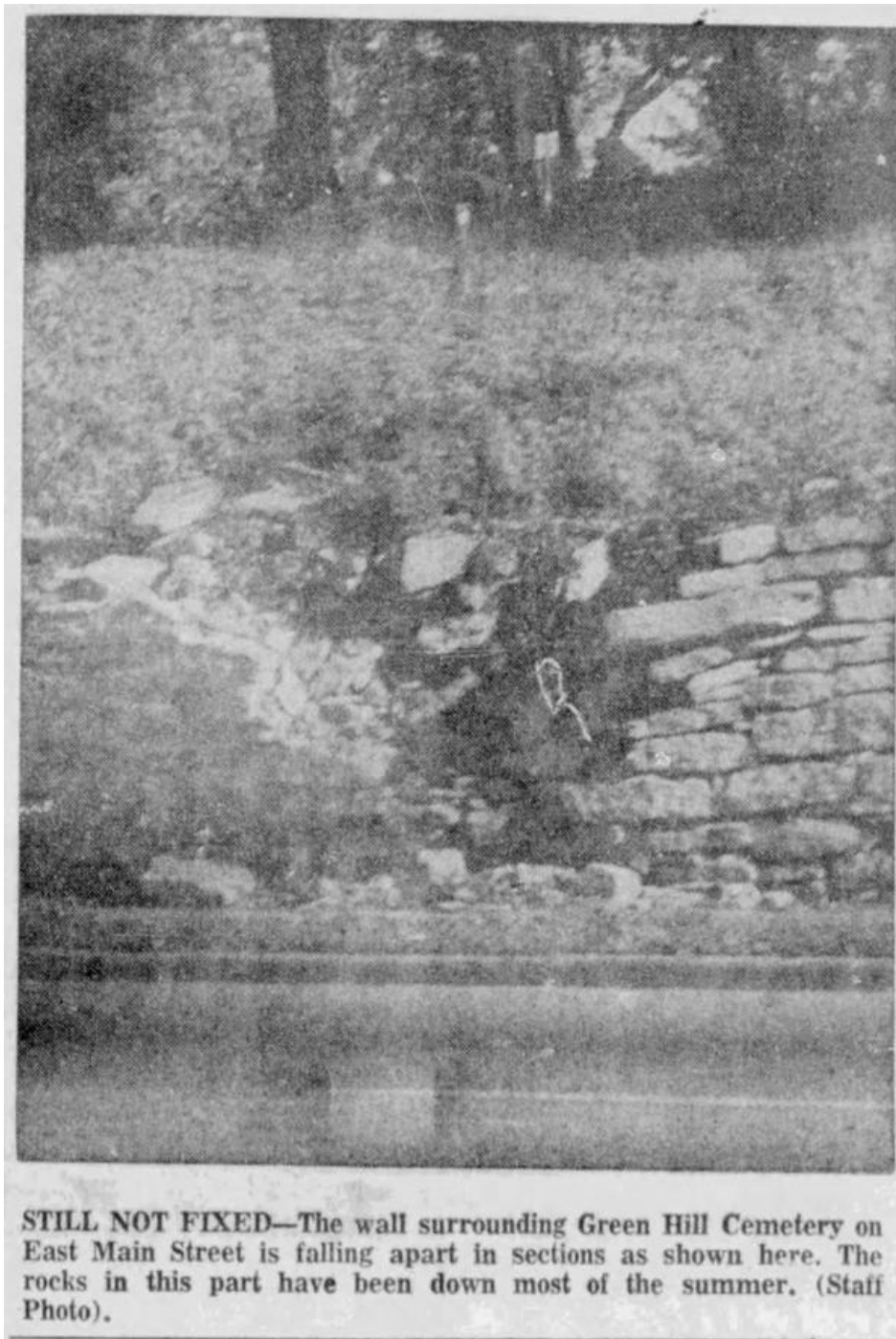


Figure 9. Photograph showing a collapsed section of the original stone retaining wall along East Main Street (U.S. 60) (Source: *The State Journal*, August 29, 1962:1).

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Green Hill Cemetery
 Name of Property
Franklin County, Kentucky
 County and State
 Name of multiple listing (if applicable)

Section number Figures Page 58



Figure 10. Photograph of the 1997 wayside interpretive exhibit along the concrete walkway to the Colored Soldiers Monument (Robbie D. Jones, 2022).



Figure 11. Photograph of the 2007 historical marker at the north side of the parcel (Marsteller 2020).

Property Owner(s):

Name	Green Hill Cemetery, Inc. (Attn: Jeanette Walker)		
Street & Number	P.O. Box 96	Telephone	502-229-4697
City or Town	Frankfort	State/Zip	KY / 40602