

A Public Management Analysis of the Old Parkville Cemetery
by
The Park University Master of Public Affairs Program
Spring 1 2015 Public Management Course



Photo by Denise Jacobson.

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Introduction

In Spring 1 2015 the Park University Master of Public Affairs (MPA) Public Management (PA 511) class partnered with the City of Parkville, Missouri on a community-based project regarding the Old Parkville Cemetery. The students participated via an online class from different locations throughout the United States and the world, including California, Kansas, Kentucky, Missouri, New Mexico, Texas, Washington, and Indonesia.

The class used Carolyn J. Hill's and Laurence E. Lynn Jr.'s book *Public Management: A Three-Dimension Approach* to examine the laws, structure, culture, and craft involved in managing a cemetery. Using Hill's and Lynn's three-dimension approach for analyzing public management challenges, the class researched the applicable laws and ordinances, court cases, and citizen participation processes. They examined the organizational structure, drafted a budget, and examined the potential for contracting services related to the Old Parkville Cemetery. Additionally, the class explored leadership skills needed for cemetery management, located best practices for historic cemeteries, and developed strategies for enhancing the cemetery's presence in the community.

Section 1: Rule of Law

Carolyn J. Hill and Laurence E. Lynn explain that the rule of law is public management's "backbone" (2009, 89). Public management's legitimacy is derived from public managers' accountability to the law (Hill and Lynn 2009, 89). Since the law provides the foundation for public management, the applicable laws and ordinances will be discussed first.

Parkville's Municipal Ordinances

The local ordinance that governs the Old Parkville Cemetery is Chapter 155 of the Parkville Municipal Code. The code identifies the location of the cemetery, the terms for owning and purchasing a plot, the composition of the Cemetery Board, and the duties of the Cemetery Board.

Figure 1. Parkville Municipal Code, Chapter 155.

Chapter 155: Cemetery

Section 155.010 Established
[Ord. No. 1209 §1, 3-5-1991]

All that certain parcel of ground on the west side of Highway 9, commonly known as the Old Parkville Cemetery, and used for the interment of the dead, shall continue to be known as the Old Parkville Cemetery.

Section 155.020 Certificate of Ownership
[Ord. No. 1209 §2, 3-5-1991]

All persons who have heretofore purchased and paid for lots in said Old Parkville Cemetery may, upon sufficient proof of said purchase and payment therefor, receive from the Mayor of the City a certificate executed by him as Mayor of said City, and countersigned by the City Clerk, for the lots or lots so purchased.

Section 155.030 Cost of Lot
[Ord. No. 1209 §3, 3-5-1991]

Any person or persons residing within the limits of the City of Parkville, or related by marriage or consanguinity to a person already buried in the Old Parkville Cemetery, desiring to purchase a lot in said cemetery, shall arrange the purchase with the custodian of the Old Parkville Cemetery records, who shall certify in writing the ownership qualifications of the purchaser, and indicate which lot or lots the purchaser is to receive. Thereupon, the purchaser shall pay to the City the sum of three dollars (\$3.00) for each lot so purchased. Upon receipt of payment by the City, a certificate conveying such lot shall be signed by the Mayor and countersigned by the City Clerk under the seal of the City, pursuant to Section 79.440 RSMo. The City Clerk shall then record the purchaser's ownership upon the plat of the cemetery.

Section 155.040 Cemetery Board
[Ord. No. 1209 §4, 3-5-1991; Ord. No. 1440 §8, 6-7-1994]

A.
The Cemetery Board is hereby expanded to a membership of seven (7) persons who shall have been residents of the City of Parkville for at least one (1) year immediately prior to their appointment. Two (2) shall be appointed for one (1) year, two (2) for two (2) years, and three (3) for three (3) years. At the expiration of these terms, subsequent appointments shall be for three (3) years. Terms of appointment shall be from the date of the first (1st) regular meeting of the Board of Aldermen each May to the date of the first (1st) regular meeting of the Board of Aldermen in May of the year of expiration. The Mayor may, by and with the consent of the Board of Aldermen, remove any member of the Cemetery Board for misconduct or neglect of duty. Vacancies occasioned by removal, resignation or otherwise shall be reported to the Board of Aldermen, and shall be filled in like manner as original appointments, except that the term of office shall be the unexpired term of the office being filled. No member of the Cemetery Board shall receive compensation as such.

B.
One (1) member of the Board of Aldermen shall be appointed as a liaison person with the Cemetery Board

Section 155.050 Duties of Cemetery Board
[Ord. No. 1209 §5, 3-5-1991]

The duties of the Old Parkville Cemetery Board shall be to have the care and custody of the cemetery and enclosures; to see that the enclosures are kept in good order and repair; and that the grounds are always in good order; to assist the City Clerk in keeping a record of all interments made and marking lots sold upon the plat of the Old Parkville Cemetery; to recommend such improvements and repairs at and about said cemetery as they may deem necessary; and also to lay before the Board of Aldermen all such other matters respecting the cemetery as they may think advisable; and generally to do all things which the Board of Aldermen may require of them in and about said cemetery.

Section 155.060 Plat of Cemetery
[Ord. No. 1209 §6, 3-5-1991]

A plat of the cemetery shall be made showing the blocks and numbers of lots, which shall be kept at the City Clerk's office as one of the City records, and the City Clerk shall be required at least once a year to enter on each new lot sold the name of the grantee and the date of the purchase, which plat shall be at all times subject to the inspection of any parties interested.

All sections of Chapter 155 were reviewed as part of this project, and several recommendations emerged.

Ownership and Cost of Lots: Discussions with Cemetery Board Member Carolyn Elwess (2015) indicated the ordinance should be updated to reflect that plots can no longer be purchased since it is believed that the cemetery is full. Cremations of blood relatives of current occupants may be considered, but other burials may no longer be possible due to space limitations (Elwess 2015). The ordinance should be updated to clarify this limitation.

Cemetery Board: Cemetery Board Member Carolyn Elwess stated that the Cemetery Board has been inactive for several years, and meetings have not been conducted. According to Elwess, there were six members in 1997, four of whom are now deceased. There are currently only two members, Mrs. Carolyn McHenry Elwess (Chairman) and Mrs. Mary Ann Johnson (Secretary/Treasurer) (Elwess, e-mail message to student, February 27, 2015). The Alderman Liaison has not been appointed. The section of the ordinance regarding the composition of the Cemetery Board does not require revision, but it does need to be implemented. This can be accomplished by appointing the requisite seven members to the Cemetery Board, and by appointing an Alderman from either Ward 1 or Ward 2, which are the wards in closest proximity to the Old Parkville Cemetery.

Duties of Cemetery Board: The Cemetery Board is unable to perform its duties of “care and custody” (City of Parkville Municipal Code 1991) due to budgetary constraints. Elwess reported that funds were previously raised by “The Old Parkville Cemetery Association,” a volunteer group that was active in the 1980s and early 1990s, to pay for mowing and some repairs. When the group disbanded, the funds were exhausted and the City began paying for the mowing. The Cemetery Board still reports damage and dangerous conditions that arise at the cemetery. For example, the Cemetery Board notified the City of maintenance concerns in 2011 (Elwess, e-mail message to student, February 27, 2015). However, the only funds currently available for the cemetery are from the City of Parkville in the amount of approximately \$3,500 - \$4,000, and they are used for routine mowing, weeding, and minor maintenance (Blakeslee 2015). Recommendations regarding the costs associated with maintaining the cemetery and for locating additional funds are addressed in subsequent sections of this report.

For comparative purposes, cemetery ordinances for Rolla, Missouri and Phillipsburg, Kansas were reviewed (City of Rolla, MO; Phillipsburg, KS). Both cities have codes that are more specific than the Parkville, Missouri ordinance, and their ordinances have been updated. Both cemeteries are still active. Although the Old Parkville Cemetery is not active, it is still advisable to update the code.

Recommendations

- Update the Parkville Municipal Code to reflect that the cemetery is inactive.
- Reconstitute the Cemetery Board with the full seven member board, and appoint an Alderman Liaison from Ward 1 or Ward 2.

Missouri State Law

There are several state laws that apply to cemeteries. The state laws serve the dual purpose of prescribing constraints and presenting opportunities.

One of the basic state laws regarding cemeteries is Missouri Revised Statute Chapter 79, Section 79.430 (MO Revised Statute 1939). This statute explains the roles and responsibilities of Fourth Class cities in the State of Missouri with regard to public cemeteries. The statute grants the Board of Alderman the power to own cemeteries, and explains the city's responsibilities for surveying, maintaining, regulating, protecting and funding the cemetery.

Figure 2. Missouri Revised Statute Chapter 79

Board may provide public cemeteries and regulate same.

79.430. The board of aldermen shall have power to purchase, receive, and to hold real estate, as herein mentioned, for public cemeteries, either within or without the city, within a distance of three miles thereof, and the city and its officers shall have jurisdiction over the said cemeteries wherever located; provided, that no such cemetery shall exceed eighty acres in one body. The board of aldermen shall provide for the survey, platting, grading, fencing, ornamenting and improving of all the cemetery ground, and the avenues leading thereto, owned by the city, and may construct walks and protect ornamental trees, and provide for paying the expenses therefor. The board of aldermen may make rules and pass ordinances imposing penalties and fines, regulating, protecting and governing city cemeteries, the owners of lots therein, visitors thereto, and punish trespassers therein, and the officers of such city shall have as full jurisdiction and power in the enforcing of such rules and ordinances as though they related to the city itself.

(RSMo 1939 § 7190)

Prior revisions: 1929 § 7040; 1919 § 8491; 1909 § 9393

State of Missouri <http://www.moga.mo.gov/mostatutes/stathtml/07900004301.html>

In addition to specifying obligations, state and federal laws may also provide opportunities for meeting the challenges presented by the cemetery. The City of Parkville faces several challenges with the Old Parkville Cemetery. One of the main challenges is how the City of Parkville can afford the upkeep of the cemetery. Currently, with the limited budget, the City of Parkville is limited to lawn maintenance and other inexpensive general maintenance items. The City has also been working to create and maintain maps and other significant documents with the help of volunteers from Park University.

There are different ways in which the City of Parkville can increase its funding for maintenance of the Old Parkville Cemetery: 1) One option is to seek assistance at the state and federal level by placing the Old Parkville Cemetery on the National Register of Historic Places. While this has many benefits, the restrictions need to be considered as well. 2) The second option is to register the cemetery as endowed care cemetery with the state of Missouri.

National Register of Historic Places: The National Register of Historic Places accepts applicants through each state's Department of Natural Resources, but the criteria for evaluation are outlined at the National Register level and provided to the state for the evaluation. The Old Parkville Cemetery fits the requirement that "The quality of significance in American history, architecture, archaeology, engineering and culture is present in districts, sites, buildings, structures and objects that possess integrity of location, design, setting, materials, workmanship, feeling and association that are associated with the lives of significant persons in our past" (MO Department of Natural Resources 2015a). There are also specific criteria for cemeteries, and cemeteries have to fall into

one of seven categories. The Old Parkville Cemetery meets the following: “A cemetery that derives its primary importance from graves of persons of transcendent importance, from age, from distinctive design features or from association with historic events” (MO Department of Natural Resources 2015a). The focus for Parkville is on the criteria “from age” and “persons of transcendent importance” (MO Department of Natural Resources 2015a).

The “from age” criterion is met by the fact that the Old Parkville Cemetery has its first recorded burial in 1840, which is 18 years prior to the City of Parkville becoming incorporated. During those 18 years, there were 68 burials. This demonstrates that the age of the cemetery predates the founding of Parkville and could contain much historical significance that has yet to be uncovered.

For the purposes of meeting the criteria of being “associated with the lives of significant persons in our past” and “persons of transcendent importance” we will look at the Kipp family that is buried at the Old Parkville Cemetery. There are three Kipps buried in the Old Parkville Cemetery: Capt. Jas. (James) Kipp, Samuel Kipp and Mary Kipp. Mary was James’ wife and Samuel was James’ son. It is noted in the Old Parkville Cemetery List of Burials (Gault n.d.) that James Kipp was a fur trader, but he was a very notable one. He is actually a founder of a National Register of Historical Places site in North Dakota called Fort Clark. The document for Fort Clark can be found at the following location: <http://pdfhost.focus.nps.gov/docs/NRHP/Text/86002800.pdf>

James Kipp was “arguably the most important of the numerous agents engaged in that trade. He was a prominent member of two successive fur-trading companies” (Wood 2015). James and Samuel eventually settled down in Parkville, MO where Samuel married Mariah (typed in the Cemetery register as Maria) at the Parkville Presbyterian Church in 1861. Later, after James had settled down near Parkville and purchased a farm in 1842, he was appointed the “Guardian of the person and estate of Margaret Murray” (Wood 2015). Margaret was the Daughter of James Murray, who was a colleague of James in the Upper Missouri Outfit. The City of Parkville was abandoned by many of the residents during the Civil War conflict, however Kipp remained in the city. “James Kipp and his family were major players in the history of the Upper Missouri from the early stages of the fur trade until after North Dakota and Montana became states in 1889” (Wood 2015).

There are a many other cemeteries in Missouri that are on the National Register of Historic Places. One of those is the Elmwood Cemetery in Kansas City. It was placed on the registry due to its age, some architectural aspects and some notable people from history, including Mary Flagg, who “represents a young girl, who presumably portrays the child buried [t]here” (MO Department of Natural Resources 2015c). Other notable people buried there include executives and key real estate developers. The second cemetery that should be noted is the Columbia Cemetery, in Columbia, Missouri, which holds the graves for lawyers and newspaper editors, but was nominated for art and landscape architecture (Columbia Cemetery 2015). With these cemeteries in mind, it can be argued that the Old Parkville Cemetery holds much greater historical significance than either one of those, so it should be well qualified for the National Register of Historic Places.

In order to be listed on the Register, the person nominating the property needs to complete the State of Missouri “eligibility assessment form” with current photographs of the property. This form should include as much detail as possible about the historic significance. The nominee will receive a response within 30 days expressing the opinion of eligibility of the property. There may be a historic survey for the cemetery as well (MO Department of Natural Resources 2015b). The nomination can be objected by the property owner, if they choose to do so. Federal regulation requires that the “Missouri State Historic Preservation Office notifies all owners of private property being nominated to the National Register of Historic Places 30 to 75 days prior to the consideration of the nomination by the Missouri Advisory Council on Historic Preservation” (MO Department of Natural Resources 2015a). According to the guidelines, the City of Parkville would be contacted by a letter regarding the nomination.

The benefits to being added to the National Register of Historic Places are numerous. First, the property receives “Consideration in planning for federal, federally licensed and federally assisted projects; Section 106 of the National Historic Preservation Act of 1966 requires that federal agencies allow the Advisory Council on Historic Preservation an opportunity to comment on all projects affecting historic properties either listed in or determined eligible for listing in the National Register. The Advisory Council oversees and ensures the consideration of historic properties in the federal planning process” (MO Department of Natural Resources 2015a). This means that the Old Parkville Cemetery will receive consideration for federal funding for historic preservation, which is exactly what the City of Parkville needs the most. Second, there are many tax benefits, one being federal tax deductions for the City of Parkville as well as the possibility of a 31.5 year straight-line depreciation incentive for the property. State tax incentives are also available that “encourage investment in historic resources” (MO Department of Natural Resources 2015a). These incentives are also outlined in Ch. 137.100 where it states, “The following subjects are exempt from taxation for state, county or local purposes...nonprofit cemeteries” (MO General Assembly 2015).

When being part of the National Register of Historic Places, although many benefits are available, restrictions and limitations may be a concern. The main restrictions that are set forth with the National Historic Registry is that the cemetery would not be able to accommodate any new structures or burials, but that should not be an issue since there is a newer cemetery across the street (Advisory Council on Historic Preservation 2015). However, this seems to be the only true restriction other than how the federal funds should be used. According to Missouri Law, “neither state nor federal law limits the rights of owners of private property listed in the National Register to maintain, manage or dispose of their property as they choose provided that no federal monies, licenses, or permits are involved” (MO Department of Natural Resources 2015a) and “listing in the National Register does not mean that limitations will be placed on the properties by the state or federal government. Public visitation rights are not required of owners. Neither the state nor federal government will attach restrictive covenants to the properties or seek to acquire them” (MO Department of Natural Resources 2015a).

Endowed Care Cemeteries: The State of Missouri has specific laws governing the operation as an Endowed Care Cemetery. When choosing to do so, the Office of Endowed Care Cemeteries will accept the proper forms and fee. A land survey will need to be completed and a license will be issued upon approval (MO Secretary of State 20 CSR 2065-2 2015). The applicant must maintain a bank account (Trust Fund) that is dedicate to the Cemetery and a minimum deposit

amount is required at least semi-annually. In addition to the Trust Fund, there must be annual reports filed to the state as well as books and records available for auditing by the Division of Professional Registration (Missouri Division of Professional Registration 2015). Some of these are requirements that have already been set forth by the Missouri General Assembly in the Missouri Revised Statutes (MO General Assembly 2015). According to the Missouri Revised Statutes, Section 214.300.1, the establishment of the trust fund must be at least one thousand dollars for each acre in the cemetery. Other requirements for funds are outlined in section 214.320., such as future deposit sources and auditing (MO General Assembly 2015).

The operational guidelines for an Endowed Cemetery are outlined in the Secretary of State CSR 2065-1, where they discuss the regulations for the Endowed Care Cemetery Advisory Committee. This committee would need to be established for the Old Parkville Cemetery and would contain three owners and two public members. They have a designated term varying from two to four years depending on their role. The committee is required to meet at least twice per year and are not allowed to receive compensation greater than \$50 per day of work devoted to the community (MO Secretary of State 20 CSR 2065-1 2015).

There are no requirements or limitations on how the Trust Fund shall be funded, so these funds can come from federal sources like the National Register of Historic Places, donations or nonprofit organizations, such as the National Trust for Historic Preservation. This makes it feasible for all three of these viable solutions. It would be difficult for the City of Parkville to fund and maintain the requirements of an Endowed Care Cemetery without the help from nonprofits or the federal government due to some of the requirements. Establishing the Endowed Care would give the City the accountability needed to generate reports and financial statement that will be required from the National Register of Historic Places.

Recommendations

- Increase funding by adding the cemetery to the National Register of Historic Places.

Cemetery Court Cases¹

In addition to examining the local ordinances and state laws, public managers must also be familiar with relevant court cases and common law. Court cases related to cemetery maintenance and safety, and recordkeeping are discussed in this section.

The Old Parkville Cemetery faces several potential issues in terms of case law as it pertains to the disrepair that the cemetery has fallen into. One of the main differences between the current situation and several of the relevant cases is that the Old Parkville Cemetery is operated by the city government rather than a private association. This difference is significant because there are specific holdings and regulations which apply to each. Some of the issues for concern to the Old Parkville cemetery and the City of Parkville include the following: 1) Cemetery maintenance and safety, and 2) Recordkeeping.

One issue facing the City with regards to the cemetery is the lack of perpetual care for the grounds and the increased chance of injuries to visitors due to the arguably dangerous conditions

¹ Note that the research in this section is for background and informational purposes only. The student and instructor are not qualified to provide any form of legal advice or guidance.

at the cemetery. Many of these cases involve private cemetery associations; however, there have been a few involving publically managed cemeteries. One of the reasons for this may be the existence of sovereign immunity for state and federal governments. Additionally, local governments can also enjoy the benefits of such immunity from law suits in certain situations. Local sovereign immunity is available on state-to-state basis and is drafted as tort legislation based on “the Federal Tort Claims Act (28 U.S.C.§2674)” (National Conference of State Legislatures 2010). Aside from the sovereign immunity factor, another reason for the lack of cases specifically for historic non-active cemeteries may be caused by the lack of living stakeholders. In lieu of these challenges, there have been some cases which relate directly to the current project.

Another significant issue facing the City is the state of the records for the cemetery. In addition to missing information regarding some of the cemetery’s inhabitants, there are no accurate records regarding plot locations. Unfortunately, even with mapped plot locations, the lack of records on those buried in the cemetery makes it difficult to accurately identify plots are actually filled or not and by whom. Across the country, there have been several court cases regarding poor record keeping, management, and handling of the dead by cemeteries.

The two issues that pose the most immediate liability are the lack of maintenance causing dangerous conditions and the lack of proper record keeping. Both of these issues are complex and compounded by underlying concerns. The case law and legislation behind each of these issues come from various levels of court and from a variety of states. Consequently, some of the identified holdings from the case law may or may not be completely applicable to the current situation or at least not currently applicable.

Cemetery Maintenance and Safety: One priority is the City’s need to find a solution for the disrepair at the cemetery since the current condition of the cemetery raises questions. The most pressing need is to reduce dangerous conditions for cemetery’s visitors. Visitors may not necessarily constitute only those going to a grave site, but rather anyone entering and passing through the cemetery. Modern case law has found a city liable for injuries sustained due to dangerous conditions in a cemetery. Although the case was different in that the plaintiff had been locked in the cemetery and was injured attempting to jump over the iron fence, the fact remained that the city was still held liable for the injuries and was forced to pay \$1.6M to the plaintiff (*Suzanne K. Ogborne v. City Of Trenton*). One of the key aspects of this case is that the City of Trenton attempted to use as a cause for dismissal the State of New Jersey’s tort legislation. Unfortunately, even the appellate courts affirmed the judgment on damages to the plaintiff. This may be of concern to the City of Parkville because the State of Missouri has similar legislation in regards to their tort regulations. Sovereign immunity is available; however, certain exceptions are in place which allows suits and claims of liability to be brought against cities. Of specific concern here is the exception for “injuries caused by the condition of a public entity's property if the plaintiff establishes that the property was in dangerous condition at the time of the injury, that the injury directly resulted from the dangerous condition, that the dangerous condition created a reasonably foreseeable risk of harm of the kind of injury which was incurred, and that either a negligent or wrongful act or omission of an employee of the public entity within the course of his employment created the dangerous condition or a public entity had actual or constructive notice of the dangerous condition in sufficient time prior to the injury to have taken measures to protect against the dangerous condition” (Missouri Revised

Statutes 1991). This statute leaves the City of Parkville in a potentially vulnerable state due to the conditions of the cemetery, especially with locals using the cemetery regularly for a walking path.

Recordkeeping: Aside from the physical condition of the cemetery, the City may need to be concerned with the condition of their record keeping and their knowledge of which plots are filled. In a related case, the Pike family sued the city of Gladewater “to recover for severe mental anguish, alleging negligence by the City in the misplacement of the body of the decedent” (City of Gladewater v. Pike). In this case, city records only showed owners deeds, no records showed when a plot was filled or by whom, which was discovered when the body of an adult male was exhumed from the plot where the two year old son of Mr. Pike was supposedly buried. With “regards to the claim of negligence, the courts found that because the city failed to keep proper records regarding which plots were filled and by whom, there is no way to know where the boy’s body was, thus providing the inference of negligence. Additionally, the courts found that for this reason, the Pike family is “entitled to actual damages from the city” (City of Gladewater v. Pike). In regards to the second claim, the courts held that “the holding of the court of appeals that exemplary damages are recoverable in limited instances under Texas law, we reverse the holdings of the trial court and court of appeals which allowed Harold Pike and Mildred Powell such a recovery” (City of Gladewater v. Pike)” (Solley 2015).

Recommendations

- The City should seek additional sources of funding to address maintenance and recordkeeping issues. Court cases show that there are potential legal consequences for dangerous conditions or the poor recordkeeping at cemeteries.
- Address recordkeeping concerns by mapping the cemetery and comparing the information with the available records. Park University’s Geography Department is already conducting a separate mapping project, but Ground-Penetrating Radar (GPR) may be needed to properly map the grave sites within the Old Parkville Cemetery. MPA student Debra Solley’s research on GPR will be discussed in more detail in conjunction with the budget. (See footnote number 2.)

Summary of Recommendations: Rule of Law

- Update the Parkville Municipal Code to reflect that the cemetery is inactive.
- Reconstitute the Cemetery Board with the full seven member board, and appoint an Alderman Liaison from Ward 1 or Ward 2.
- Increase funding by adding the cemetery to National Register of Historic Places.
- Seek additional sources of funding to address maintenance and recordkeeping issues. Court cases show that there are potential legal consequences for dangerous conditions or the poor recordkeeping at cemeteries.
- Address recordkeeping concerns by mapping the cemetery, and comparing the information with available records. Ground-Penetrating Radar (GPR) may be needed to properly map the grave sites within the Old Parkville Cemetery.

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Section 2: Structure

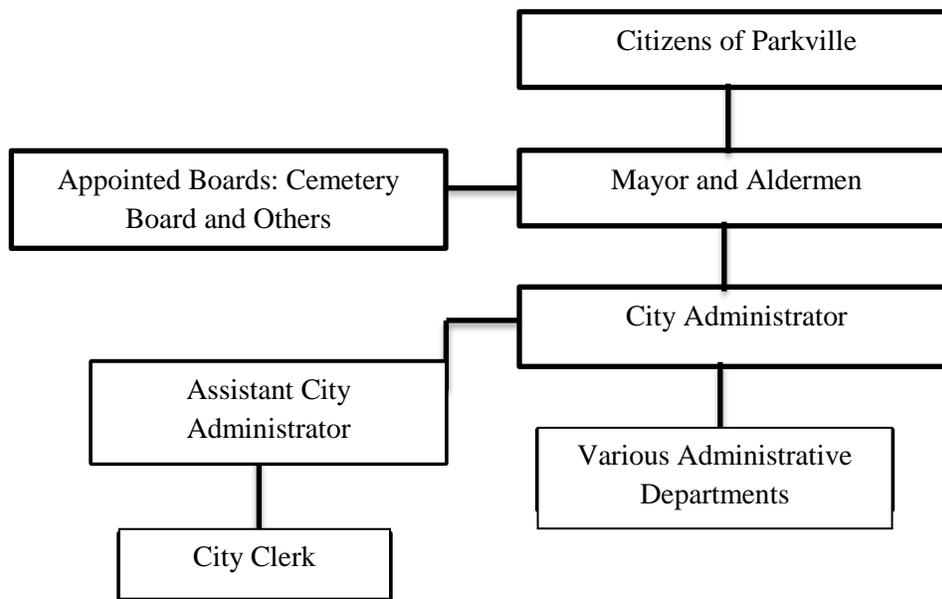
In addition to understanding the rule of law, Hill and Lynn (2009) suggest that public managers should use a multi-dimensional approach when analyzing management problems. Hill and Lynn (2009) recommend looking at issues using the three dimensions of structure, culture, and craft. The first dimension, structure, involves an assessment of the “*formal and lawful delegations of authority and specific responsibilities to designated officials and organizations to take action on behalf of policy and program objectives*” (Hill and Lynn 2009, 139). In other words, public managers must evaluate organizational structure, positions, tasks, budgets, contracting opportunities, and the potential for exploring other organizational forms when addressing problems. Each one of these topics will be discussed in relationship to the Old Parkville Cemetery.

Organizational Structure

Hill and Lynn (2009) state that “organizational form. . . is a fundamental structural characteristic that may determine particular types of preferences, activities, or incentives” (2009, 175). Thus, the organizational form of the City of Parkville has implications for how the Old Parkville Cemetery is managed.

The City of Parkville’s organizational structure for the cemetery is described on the City of Parkville website. The specific positions and tasks for the Mayor, Aldermen, and Cemetery Board are explained in Missouri Revised Statutes, Chapter 79, Section 79.430, and the Parkville Municipal Code, Chapter 155.

Figure 3. City of Parkville Organizational Structure (Related to Old Parkville Cemetery)



(Adapted from the City of Parkville. <http://parkvillemo.gov/organizational-chart/>)

Table 1: Positions, Functions and Tasks Related to the Old Parkville Cemetery

	Mo Revised Statute Chapter 79, Section 79.430	Parkville Municipal Ordinance, Chapter 155
Mayor and Aldermen	Purchase, receive, and hold real estate for a cemetery (80 acres or less). Provide for the surveying platting, grading, fencing, and improving of the cemetery grounds. Pass ordinances to regulate and protect cemeteries.	Appoint and remove Cemetery Board members.
Cemetery Board	Not applicable.	“Care and custody” of the cemetery. Ensure enclosures and grounds are in good repair. Assist City Clerk with recordkeeping. Make recommendations to the Board of Aldermen regarding improvements and repairs. Advise the Board of Aldermen on other matters related to the cemetery.
City Administrator and Administrative Departments	Not applicable. Recommendations discussed in narrative.	Not applicable. Recommendations discussed in narrative.
Citizens of Parkville	Not applicable. Recommendations discussed in separate narrative on citizen participation.	Not applicable. Recommendations discussed in separate narrative on citizen participation.

The organizational structure for the City of Parkville’s cemetery was compared to the cemeteries in Lexington, Kentucky, and Bardstown, Kentucky. The structure of these cemeteries are similar in some respects to the Parkville cemetery, but they are significantly more sophisticated and complex. For example, the Lexington cemetery has a general manager, grounds manager, nine-member board, 16 full-time employees, seasonal employees and employees who sell lots (Lexington Cemetery 2015). The Bardstown cemetery’s management structure includes the mayor, a chairman, a council member, a cemetery sexton, and a citizen-appointee. The mayor appoints members of the cemetery committee every year. The committee meets every two months, and there is a sexton who manages the cemetery. Everyone who is on the cemetery committee is also a member of the city council (Bardstown Cemetery 2015).

Recommendations

- The Cemetery Board should be reconstituted, and the functions outlined in state and local law should be conducted.
- A sexton would be desirable, but it is acknowledged that this is not feasible with the current budgetary constraints.
- The Cemetery Board should be added to the City of Parkville's organizational structure, and website.
- The City may want to consider assigning some duties for the cemetery, such as maintenance oversight, to one of the existing City departments. In some communities, these functions are handled by the Parks and Recreation Department. Since Parkville does not have a Parks and Recreation Department, the Public Works Department may be able to assume some oversight. (Note that this recommendation was supported by some students, but not by others.)

Citizen Participation

Citizens serve as the foundation of government in the Parkville organization chart. The demand for public participation in government, both at the local and state levels, has grown tremendously over the last few decades. New public involvement is transforming the work done by public managers and it is becoming a fact of life to involve the citizen's opinions in their daily work (King, Feltey, & Susel 1998). Direct citizen participation, as defined by Roberts, is the process by which members of a society (those not holding office or administrative positions in government) share power with public officials in making substantive decisions related to the community (Nabatchi 2012). Several scholars agree that public participation can help improve policy decision-making processes and outcomes. Getting the citizens of Parkville involved with the cemetery project will contribute positively to their involvement with not only this project but other community issues as well.

There are many different factors that may influence an individual's desire to participate in governmental functions. They may participate for personal reasons or even because they simply do not trust what is going to be done without their input. The cemetery project is going to bring in individuals who want to participate for personal reasons, such as having family connections to the burials on the cemetery grounds.

There are several challenges that come along with trying to get citizens involved in community affairs. From collecting their ideas to actually implementing them into the project, it can add a lot of work to the challenges that are already being faced. Some might believe that it is too much work to try and educate the public enough to have a positive influence on decisions, while others believe that involving them in the decision-making process makes for an uncomfortable process for officials (Walters, Aydelotte, and Miller 2000). It is also important to make sure that citizens who participate are more concerned with the good of the larger community rather than just their own self-interest (Hornbein & King 2012). Although allowing the citizens to get involved might add stress to the already difficult processes, there are several positive gains that can come from allowing them to get involved. If the citizen feedback is handled in the correct way, successful involvement in one city project can lead to their engagement in additional events down the road. To get them involved in that very first community project, they need to become informed that their input is needed, which is the first important step in the process.

The beginning of getting them involved is making sure that they know what exactly is going on. If citizens are better informed, they can actively and constructively contribute to decision making on policy issues and services. The most effective form of notifying the public of issues that need to be addressed has been proven to be through the newspaper. Other forms of media used to educate the public such as city websites, television, and the radio do not receive near as much feedback. For example, there are findings that suggest that the use of television to get citizens educated will only make them aware of the issue but gives limited details on the subject (Baker, Addams, & Davis 2005). This leads individuals to turn to the newspaper to gain more insight on the issue that was just briefly brought up through the television broadcast. The City of Parkville has a website that allows individuals to learn about city news and events that are going on. It would definitely be a positive impact on creating awareness for the cemetery project to be able to post in both the newspaper and the website about what is going on with the project and what needs to be done.

Additionally, there are people outside of Parkville who would likely be interested in learning about the issues going on with the cemetery. Mail is considered to be an influential way of distributing news and would be the most effective way to gain contact with the family members who have someone buried in the cemetery, considering they most likely live out of range of local newspapers. Reaching out to the citizens in these ways and getting the people informed who have a relationship with the cemetery would be a great start to finding people that are really willing to participate and get involved. Once citizens, or relevant individuals, are aware of the attention that is needed for the cemetery, the collection and use of their feedback comes next.

To get them to participate, they must first think that they are capable of doing so. This means that they understand the process of what is required to participate. Having access to administrative settings such as public hearings, board meetings and citizen focus groups is a great start to the beginning of their participation (Wang 2007). Public hearings are the most commonly relied on effort of collecting citizen input but they often fail to meet their objectives, which can be frustrating for the administrators in a community that are looking to gain feedback (Baker, Addams, and Davis 2005). In order to make sure that public hearings are effective, there are several recommendations that can be found to make sure that the time spent on them has a positive gain toward the completion of the task at hand. Suggestions on the location of public hearings include having the meetings in locations that are of easier access to the public participants such as schools in the city rather than requiring everyone to come to city hall (Baker, Addams, and Davis 2005). In Parkville's cemetery case, it might be most effective to have the hearing near the cemetery because it would be the main focus of the meeting. Citizens would be able to view the issues that are the main concerns of the hearing, leading to more suggestions and involvement. Other suggestions include working with small groups in these meetings rather than with a large number of people with opposing ideas which may cause more confrontation than positive feedback. With Parkville being a smaller city, it seems unlikely that there will be over a hundred people coming into a meeting regarding the cemetery. It is also important that the public notice of a scheduled hearing is announced in plenty of time ahead of the conference to ensure a better opportunity for attendance. Use of the media sources would be influential in doing so.

Follow-up actions once a hearing is concluded are just as important as the actions that are taken to get the citizens to attend. Citizens want to know that their recommendations are of some

importance otherwise there is a chance that they will not return for future public hearings. It is important to let them know that their comments made to the city are being taken into consideration rather than just pushed to the side. Genuine listening to the public's views and recommendations is one of the simplest forms of gaining public trust (Wang 2007). The most unsuccessful hearings have been the instances where no follow-up actions occurred. The best follow-up would be communicating all decisions made with the public and letting them know that their input matters. The post hearing feedback can really help to build critical citizen trust and contribute to ongoing community participation (Baker, Addams, and Davis 2005).

The best follow-up at the Old Parkville Cemetery will be the changes that are going to be made. If no changes happen, it will feel like the work done was pointless. If there are headstones in the cemetery that are restored, this is definitely an aspect of the project that citizens will want to know about in order to get involved. If there are suggestions made in a public hearing that get used, following up with specific individuals will be a great way to show the connection between citizen involvement and their importance in idea implementation.

Although the decisions that are made in the Parkville Cemetery process might not be ones that greatly affect the entire community, using their involvement can give them a sense that they do not go unheard and they feel that they have fair input in both large and small projects. Use of voluntary public input on this project leads to the trust and connection that can be gained and used in future situations.

Recommendations

- Inform citizens and other interested individuals about the Old Parkville Cemetery through newspapers and the City website.
- Conduct public hearings at a location near the cemetery, and give people significant advance notice of meetings.
- Ensure follow up on issues that may be critical to citizens such as cleaning headstones.

Budget

The cemetery is in need of additional funds to improve current conditions and to establish a sustainable maintenance program. This requires both initial improvement funding and an on-going operating budget. The City of Parkville should dedicate significant resources to appreciate, preserve, and promote the city's unique historical heritage.

The current condition of the cemetery is poor and the inadequate maintenance has created some safety conditions for people who access the property. In addition, the Old Parkville Cemetery is considered "an outdoor museum that contains the record of some of the pioneers who worked and lived in Parkville over 150 years ago" (Elwess n.d., 6). The rich history of the cemetery presents a unique and important education opportunity for the patrons of the community.

The City has an obligation to comply with the roles and responsibilities outlined in the City's Municipal Code, Chapter 155. With the relative absence of a cemetery board the maintenance and upkeep of the cemetery have slowly deteriorated overtime.

Currently, the budget for maintenance of the cemetery is \$3,500.00 per year which is set aside for only basic services such as mowing and minor trimming (Blakeslee 2015). According to Hill

and Lynn (2009, 154); “budgets are constraining structures that convey priorities of budget makers in the form of resource constraints and rules for their use”. If budgets convey priorities, then it appears that the cemetery is a relatively low priority.

Like all municipal governments, however, the City of Parkville has limited resources and must balance them between the competing needs. “It is not only that the budget is fought out in public but that it involves a variety of actors with different perspectives and interests” (Rubin 2010, 11). Public officials and public managers are constantly “engaged in a dialog in which there are always other arguments, whose advocates represent legitimate interests” (11). Because public budgets are open to the environment, they must be reasonably flexible and adaptive (20). According to parkvillemo.gov there are adequate budget reserves within the budget. In 2015, the emergency reserves are approximately 33% of 2015 budgeted expenditures which exceeds the recommended 25% (City of Parkville Budget).

The long term care of the cemetery is the responsibility of the City and it is critical that they ensure a safe and secure property for citizens and patrons. This should raise the priority of the cemetery.

Recommendations (Expenses)

There are a variety of needs for the cemetery if the goals are to make the cemetery safe and sustainable. The immediate needs of the cemetery include:

- Conducting a thorough property inspection,
- Digging and resetting all head stones,
- Making iron fence repairs,
- Probing the cemetery to identify any unmarked graves,
- Filling all holes and making all necessary repairs.

Some of this work can happen over a two year period in phases to help spread out the impact on the budget.

Last reported, the cemetery fund was down under \$500 in 1994. Currently, the City of Parkville does not show a specific line item for the cemetery or a cemetery fund. The last Proposed Budget recommended by the Cemetery Committee was in 1998 and the items are still very valid. The items listed below reflect many of the same items from the 1998 recommended budget but the items been updated to reflect current pricing. A few optional new items have been included as well.

Item / Task	Description	Phase 1 (2016)	Phase 2 (2017)
Turf Mowing and Trimming	Annual reoccurring costs	\$3,500	\$3,500
Repair and Reset Tombstones	70 (approx.) @ \$100/each*	\$3500 35 headstones	\$3500 35 headstones
Repair, replace and Reset Iron Fencing	1 LS	\$1,500	\$0
Probing and Mapping**	Ground penetrating radar rental (2 days) \$175 checkout \$110 per day	\$395***	\$0
Earth work (fill holes, grade uneven areas)	1 LS	\$550	\$0
Top Soil	33 yards @ \$30 /yd	\$990	\$0
Grass seed, starter fertilizer and matting	1 LS	\$450	\$50 (Overseeding)
Brush Clearing, stump grinding and site Clean up	Volunteers or city staff could perform this work.	\$0	\$0
Total		\$10,885.00	\$7,050.00
Optional New Items			
Educational / Interpretive Signage for Cemetery	2 @ \$500 per sign	\$0	\$1000
Tuck Pointing of stone wall	1 LS		\$450
Website Development & Maint.	1 LS	\$600	\$0
Total		\$600.00	\$1,450.00

*Estimated.

**Utilization of volunteer labor through Park University.

*** According to Geographical Applications Incorporated.

Additional Budget Notes:

- The above budget is based on 2015 cost estimates.
- Parkville should consider performing routine maintenance with in house staff or competitively bid to save costs. (Contracting options are discussed in the next section.)
- The repair and resetting of headstones costs were provided verbally by Bluhm Monuments. Dan Bluhm of Bluhm Monuments is very familiar with the Old Parkville Cemetery and is willing to perform a site visit evaluation and provide a free quote for the necessary repairs. Given the amount of varying conditions and disrepair of the headstones, he was unwilling to provide a hard number. Repair and resetting headstones can range anywhere from \$25 - \$500 per headstone depending on size and condition. In some cases, complete foundations

are needed. Bluhm Monuments was involved in the previous 1998 budget estimate but so they were consulted for this study, however, the City should secure multiple bids from multiple vendors.

- This budget also assumes that volunteers and City staff could perform some of the larger cleanup such as brush clearing.
- In addition to the required items, the City may consider some optional items to enhance the cemetery experience and presence. This includes some interpretive signage on the interesting history of the cemetery, minor repairs to the stone wall, and the development of a website. The web information could be done along with the City's website to save costs.
- Park University's Geography Department is currently providing volunteer labor to perform the mapping, however, some specialized equipment will be needed.²

²Additional research was conducted by Debra Solley on Ground Penetrating Radar:

Lawrence B. Conyers from the University of Denver, describes GPR as having “the potential to precisely map these graves and add an important data layer to any historical study involving burials and burial practices” (2006, 64). This technique works by transmitting “pulses of radar energy of different frequencies into the ground and measures properties of the reflections derived from buried materials in the ground” (2006, 65). The radar is transmitted between two antennas and the underground material. The reflection data is entered into a computer and analyzed in a multi-layer display which depicts the differences in buried materials, i.e. wooden caskets, metal caskets, bones, tree roots, and animal tunnels” (Solley 2015). One of the benefits of Ground-Penetrating Radar (GPR) is that it shows the exact locations buried material. This is a benefit because over time land shifts, head/foot-stones move, and/or vandalism can make grave site locations difficult to know. It would seem that the disrepair that the Old Parkville Cemetery has fallen into could benefit from this type of mapping technique. The location coordinates could be used to provide a true sense of where bodies are buried and what areas are actually still available. Although the cemetery is not currently active, if locations were found empty, it might allow the city to reactivate the cemetery which could bring in some additional revenue for the cemetery. In accordance with the previous reference, \$3500 will barely cover the costs of utilizing this type of tool. In a phone conversation with Terry Jeffries, Operation Coordinator for Ground Penetrating Radar Systems, Inc (Mountain-Missouri), this technique has been used in cemeteries to locate remains; however, it is not commonly done yet. The main issue they face is the depths that the radar is able to penetrate and this has a great deal to do with the type of ground sediments. What they have found in the Kansas City, Missouri area is that the radar is able to penetrate the ground approximately 4-6 feet usually, with the best results being 3.5 feet deep (Terry Jeffries, pers. comm.). With regards to this, it is important to know how deep the bodies in the cemetery are currently buried. For the use of this tool, Ground Penetrating Radar Systems, Inc charges a \$200 mobilization fee, \$175 per hour, and \$300 for a full detailed report. To save some money, the report is optional; the company can just mark the plots where the radar indicates the presence of a body/casket. The company is usually able to map approximately one acre per day which would require nearly two full days to map the Old Parkville cemetery. The approximate total cost to use GPR and receive the detailed report would be \$3300 (Terry Jeffries, pers. comm.). Ground Penetrating Radar Systems, Inc (Mountain Division – Missouri) can be contacted by phone or email: Kurt Schamberger, 913-961-9534, kurt.schamberger@gp-radar.com or Terry Jeffries, 913-232-6533, terry.jeffries@pg-radar.com.

Recommendations (Revenue)

The City's defined roles and responsibilities require them to provide operating funds for the cemetery's maintenance and upkeep. For the immediate capital project improvements and on-going maintenance costs, the City of Parkville should explore a variety of external funding sources.

- **Grant Funding through National Trust for Historical Preservation (National Trust for Historical Preservation):** National Trust Preservation Fund grants are awarded for planning activities and education efforts focused on preservation. Two areas seem pertinent to the Old Parkville Cemetery: 1) **Planning:** Support for obtaining professional expertise in areas such as architecture, archaeology, engineering, preservation planning, land-use planning, and law. Eligible planning activities include, but are not limited to hiring a preservation architect or landscape architect to produce a historic structure report or historic landscape master plan. In addition, a limited amount of funding is available for organizational development. Applicants should contact the National Trust for Historical Preservation by email prior to applying for funding related to organizational capacity building activities. 2) **Education and Outreach:** Support for preservation education activities aimed at the public. The National Trust is particularly interested in programs aimed at reaching new audiences. Funding will be provided to projects that employ innovative techniques and formats aimed at introducing new audiences to the preservation movement. This could help fund a website and educational/outreach signage. Other eligible activities include educational programs or conference sessions that focus on the preservation priorities. This could provide funding for other potential education programs focused on the Old Parkville Cemetery.
- **Community Development Block Grant (CDBG), Missouri Department of Economic Development:** The Community Development Block Grant Program (CDBG) offers grants to small Missouri communities to improve local facilities, address critical health and safety concerns, and develop a greater capacity for growth" (Missouri Department of Economic Development). Eligible activities include community facilities and historical properties. The City of Parkville qualifies for this funding.

Contracting or In-House Services

There appears to be a common set of goals for the cemetery (Questions 2014; Cemetery Board 1998). Some of the tasks will have to be contracted out and some the City of Parkville will have to decide whether it is more beneficial to contract out or to attempt to handle in-house. The four main tasks are: 1) Filling in holes from the ground settling, 2) Resetting the iron fencing, 3) Digging up stones and resetting them, and 4) Having the cemetery surveyed and constructing a map.

According to Hill and Lynn, "if government provides funding for but does not produce a good or service (perhaps as a result of a transaction cost analysis), the resulting use of a third-party for the production is termed contracting out," (Hill and Lynn 2009, 162). It appears that the City of Parkville has mostly contracted out work in the cemetery. "If contracting out is decided upon, the terms of the contract must be determined or negotiated, managed, and the contractor's performance must be monitored," (Hill and Lynn 2009, 163). Ideally there would be multiple bids from different contractors before deciding which contractor to choose for the job. Cost and reliability should be weighed in the decision of which contractor to use for the project.

The first step in the process of deciding between keeping the project in-house or contracting out is called the make or buy decision. “At least four separate but related frameworks provide insight into the make or buy decision for public managers: the transaction costs in the relationship, whether the activity is ‘inherently governmental,’ the presence or absence of market failures, and the extent and consequences of incomplete contracts,” (Hill and Lynn 2009, 163).

- Transactions costs: When looking at the transaction costs in the relationship, the City needs to figure out if they have the ability to do the job themselves. If they do not have the resources to do the job then the answer is to contract the job out. If the City can provide the work then it must look at the cost of paying City employees to do the work compared to how much a contractor would charge. Quality of finished product will also need to weigh in the decision.
- Inherently governmental activities: The second framework, whether the job is inherently governmental, is not an issue in the cemetery situation because there is nothing controversial about hiring out cemetery restoration work.
- Market Failures: The third framework, the presence or absence of market failure, should not be an issue when it comes to fence work, stone resetting, ground work, and surveying. “When a particular good or service such as garbage collection exhibits no externalities, no agency problems, no distributional concerns, and output quality that is observable, the optimal arrangement is for the private sector to both own and manage it (with regulation from the government),” (Hill and Lynn 2009, 164).
- Incomplete Contracts: The fourth framework, incomplete contracts, deals mainly in quality issues. If the contract is not properly put together, the private sector company that wins the bid may finish the project by cutting corners in order to make the contract worth it. The quality may not be as good as expected and if the project was not correctly spelled out in the contract then there is no recourse for the issue.

To get a better idea of which direction to turn, an assessment was conducted of how other cemetery restoration projects have succeeded in the past. Research was conducted on the City of Liberty, Missouri’s cemeteries, a non-profit preservation organization, and landscape architects, to determine which functions may be contracted by the City of Parkville.

Liberty, Missouri: The City of Liberty, Missouri was used in this research for comparison to determine how they take care of their cemeteries. The City of Liberty owns three of the cemeteries in Liberty. The Liberty Parks and Recreation Department and the Cemetery Advisory Committee have teamed up to make sure the grounds are maintained throughout the year. The Liberty Cemetery Advisory Committee was formed in 2009 after some serious vandalism was found in the Fairview/New Hope cemeteries. They now have regular work days to level and reset markers, trim brush and pick up trash. They have a set day every month (fourth Saturday) from April to October in which volunteers help out. They have received financial contributions, donations of sand, pea gravel, monument compound, buckets, water and heavy equipment to help them with their cleanup/restoration.

The difference between The Old Parkville Cemetery and the three City of Liberty cemeteries is the size and the fact that Liberty still has open plots to sell. The City of Liberty sells these open plots for \$900.00 per plot and 25% of the plot proceeds go into a trust they have setup for the

cemeteries. The remaining 75% of the plot proceeds is retained for maintenance. Donations are made available through mailing or delivering a check to the Liberty Parks and Recreation Charitable Fund or by making donations on a Cemetery Fund website. All donations are tax-deductible. Headstone repairs are the responsibility of family members but after talking with a staff member of the Parks and Recreation Department, there are plenty of graves that do not have any loved ones left to take care of them. In those cases the headstone becomes a responsibility of the Cemetery Committee and Parks and Recreation Department.

The City of Liberty contracts out the lawn mowing and trimming due to the tenderness that must be used when mowing around headstones. The cost of contracting out their three cemeteries lawn mowing is \$30,000 per year.

Besides contracting out the lawn care, the City of Liberty handles most of the upkeep of their cemeteries in-house. The Cemetery Advisory Committee does all the leveling and resetting of headstones but it should be noted that doing so requires proper knowledge of restoration. Trying to fix or restore headstones without proper knowledge can result in more damage than good. If the City of Parkville and the Cemetery Board decide to handle restoration in-house it would be beneficial to seek out educational classes in restoration projects.

Chicora: Chicora is a non-profit heritage preservation organization. They are located in Columbia, South Carolina and they are involved in conservation and preservation with museums, libraries, archives, historic organizations, and private citizens. Chicora can put together a team to do restoration work, they teach workshops on how to do it yourself, and have plenty of resources for information on proper restoration practices. Contacting this organization for ideas or help would be suggested. Depending on costs and if they are still active it would be worthwhile to get estimates on having a crew come to Parkville for restoration work. If they do not travel this far or the costs are too high then pursuing the workshops or additional resources they have would be important.

Landscape Architects: Another example outlines a restoration project for a historic family graveyard. The Billings Estate is a National Historic Site that is located in the City of Ottawa. The city purchased the property, funded its restoration, and contracted out the work by landscape architects. The architects recorded the current conditions before starting the project. They then cleaned up the vegetation and debris. They then performed the gravestone repair, which consisted of leveling gravestones. They finished with post, wire, and strap-iron fence restoration. This would be a good blue print for how to go about the restoration process once funds are lined up for the Parkville project.

Research was conducted to locate Kansas City, MO landscape architects. One website was identified <http://www.elmore-design.com/>. The company is not from Kansas City but they did some work with the Liberty Memorial. They have also worked on several cemetery restoration and rehabilitations. This company might be a good one to get a rough estimate of the costs to contract out the major restorations. They may be on the high side but it appears that they have experience in the matter.

Recommendations

- From the Old Parkville Cemetery Committee's 1998 Proposed Budget it appears that in the past all work was contracted out. Grass mowing and trimming was done through Noel Derr, headstone repair and resetting was done through Bluhm Monument Works, resetting iron fence posts and repair was through John Bledsoe, and filling sunken graves was done through Joe Miller. When the City of Parkville decides whether to handle these operations in-house or contract them out they should check with their old contractors. It would be wise to get competing bids to make sure the old contractors are giving a fair price.
- If there is enough help and a willingness to take on the project, several people on the Old Parkville Cemetery Committee could attend preservation workshops and learn how to do restoration in-house with the help of volunteers. The iron fence work will need to be contracted out but the rest of the restoration could be done in-house.

Creating a Nonprofit

The purpose of the section is to determine whether it is feasible to form a non-profit entity, under section 501(c)(3) of the IRS tax code, to support the Old Parkville Cemetery.

The Old Parkville Cemetery, located in Parkville, MO has been in existence since the 1800s. Over the years there have been groups that have shown an interest in revitalizing the structure and landscape within the property however nothing appears to have "taken off" and the cemetery remains in need of attention. Over the years it appears that attempts have been made to form a committee whose sole purpose was maintenance and upkeep of the Old Parkville Cemetery. Many attempts appear to have been made to pursue a solution of how to best handle renovations and repairs of the cemetery. With the City of Parkville's limited budget for this piece of property, it seems that the best way to fund this endeavor would be through either the formation of a committee (this has been done in the past) or the solicitation of volunteers. This section will explore the possible formation of a nonprofit organization, and the use of volunteers. Recommendations will be presented based on the research performed with includes: 1) Interviews with members of cemetery associations, and 2) A realistic examination of the value in forming a non-profit organization.

Interviews with Representatives from Cemetery Associations: Interviews were conducted to gain perspective from other cemetery associations and boards.

- *Interview with Sheryl Shaver, former secretary for the Reeves Cemetery Association in Izard County, Arkansas:* This non-profit's sole mission is to raise funds and awareness for the local cemetery in their county. While this is not a city owned entity, it was nonetheless beneficial to get some background and determine if this was an area that was worth pursuing. Ms. Shaver explained that this cemetery, while calling themselves a non-profit, was not legally recognized under the IRS code 501(c)(3). The only funds received were that of the individuals who purchased plots or those who made donations in memory of their loved ones that were laid to rest there (Shaver 2015). Shaver also mentioned that they have a community building on the grounds and they host Memorial Day Celebrations that are fairly well attended. In addition they receive volunteers from various civic organizations that will do maintenance projects on the property.
- *Interview with Pam Schoonover, board member for the Riverside Cemetery Board in Ft. Benton, Montana.* Unlike the Reeves Cemetery, this cemetery is a city owned piece of

property, however, it is still somewhat active and the city does provide for a budget based on the board's recommendations. While still not quite the same scenario as the challenges faced by the city of Parkville, it was helpful to get Mrs. Schoonover's thoughts on how to proceed. Mrs. Schoonover explained that they too have various activities on the grounds of the cemetery and solicit some help from civic organizations however, because they are a city board, they cannot take money from individuals (Schoonover 2015). She also explained that she has many ideas on what could be done if she were facing the challenges described. In the following section are some of her thoughts.

Assessment of the Value of Forming a Nonprofit: There is a saying that seems most appropriate in the case of this cemetery which is "out of sight out of mind." It seems this cemetery has lost its place in the community for a couple of reasons. The first is that it has been inactive for many years and with that inactivity comes the loss of those that once had an interest due to family members that were laid to rest there. The second is that with the exception of a couple of people there has been no real attempt for quite some time to bring attention to the problems that have developed over the years. The issue then becomes the best way to fix the problem.

Since the needs have already been outlined, the only thing left to decide is how to best continue to meet them. One area that should be explored is the creation of a non-profit entity solely for the purpose of raising funds and keeping the cemetery in the forefront of everyone's minds. There are many advantages to forming a non-profit organization or association for this project beginning with the ability to raise money, awareness and support for the Parkville Cemetery. In the interview with Mrs. Schoonover she felt like her biggest obstacle was the fact that they could not accept donations because they were a government entity. When presented with the idea of forming a non-profit for the Old Parkville Cemetery she indicated that the biggest advantage will be the tax write off to the donors. The IRS code states:

To be tax-exempt under section 501(c)(3) of the Internal Revenue Code, an organization must be organized and operated exclusively for exempt purposes set forth in section 501(c)(3), and none of its earnings may inure to any private shareholder or individual. In addition, it may not be an action organization, i.e., it may not attempt to influence legislation as a substantial part of its activities and it may not participate in any campaign activity for or against political candidates. Organizations described in section 501(c)(3) are commonly referred to as charitable organizations. Organizations described in section 501(c)(3), other than testing for public safety organizations, are eligible to receive tax-deductible contributions in accordance with Code section 170. The organization must not be organized or operated for the benefit of private interests, and no part of a section 501(c)(3) organization's net earnings may inure to the benefit of any private shareholder or individual. If the organization engages in an excess benefit transaction with a person having substantial influence over the organization, an excise tax may be imposed on the person and any organization managers agreeing to the transaction. (IRS 2015).

This benefit is not only for financial donations received but in-kind donations as well. In other words, any business that wants to support this project by supplying materials would also reap the benefits if a non-profit were in place.

Forming a non-profit requires considerable work initially. For example, a board has to be formed, by-laws and articles of incorporation have to be prepared, and an application and appropriate fees have to be submitted. Once this process is complete, however, the organization can begin to operate.

Drawing on interviews and additional research, once the nonprofit is formed, it would be practical to begin with a capital campaign that would target family members of those that may be buried in the cemetery. Based on results from the History and Geography departments at Park University, the organization could draft letters informing these families of the campaign and asking for their pledge. Some people may not even be aware that they have family buried there and once they found out they may be open to making a one time or even small monthly donation.

Another idea would be to enlist the help of local businesses by asking them to donate the materials necessary for repairs. Businesses enjoy recognition, so a non-profit may host events at the cemetery specifically for the purpose of awareness and fundraising. The event could feature banners with the names of those local businesses that donated to the revitalization project. A non-profit could also coordinate ongoing volunteer efforts by local civic organizations. Finally, and perhaps most crucial, is ability of a non-profit to keep the Parkville Cemetery Project in the spotlight so that people will continue to support revitalization efforts.

The final question to be explored is whether the steps to form a non-profit are really necessary. It is feasible to simply form a committee to perform essentially the same functions without the additional work of filing yearly tax reports and paying fees, etc. However, there may be some drawbacks to this approach. The most obvious is the inability to give donors a tax write-off. Some of the advantages of forming the non-profit include the credibility that is gained by forming an actual non-profit as opposed to simply telling people that you are a group of citizens that care about the cemetery. There may be additional grant funding available to non-profits for these types of endeavors that would not be available if one could not provide the proper documentation. Finally, and perhaps most importantly, accountability. When a non-profit organization receives donations, they are bound by non-profit law and must adhere to the federal and state regulations that are attached. This means accurate accounting, clear paper trails and yearly reporting to the proper agencies. In the case of a non-profit, the oversight board would be the general public and perhaps even the City of Parkville. They could ensure that everything remains transparent and accessible. The additional accountability would be to the cemetery itself and whether or not improvements were actually being done; something that would be more difficult without the actual legal formation of a 501(c)(3) organization.

Recommendation

- A 501 (c)(3) organization should be formed to allow donors to receive a tax write-off, to enable the cemetery to seek additional grant funding, and to enhance credibility and accountability.

Summary of Recommendations: Structure

- Reconstitute the Cemetery Board, and perform the functions outlined in state and local law.
- A sexton would be desirable, but it is acknowledged that this is not feasible with the current budgetary constraints.
- Add the Cemetery Board to the City of Parkville's organizational structure and website.

- Consider assigning some duties for the cemetery, such as maintenance oversight, to one of the existing City departments. In some communities, these functions are handled by the Parks and Recreation Department. Since Parkville does not have a Parks and Recreation Department, the Public Works Department may be able to assume some oversight. (Note that this recommendation was supported by some students, but not by others.)
- Inform citizens and other interested parties about the Old Parkville Cemetery through newspapers and the City website.
- Conduct public hearings and meetings at a location near the cemetery, and give people significant advance notice.
- Ensure follow up on issues that may be critical to citizens such as cleaning headstones.
- Budget \$11,485 in 2016 and \$8,500 in 2017 for mowing, tombstone repair, fencing repair, probing/mapping, earthwork, grass seed, brush clearing, signage, tuck pointing the stone wall, and website development/maintenance.
- Seek additional sources of revenue from the National Trust for Historic Preservation and CDGB.
- When the City of Parkville decides whether to handle cemetery operations in-house or contract them out they should check with their previous contractors. The City should solicit competing bids to make sure the previous contractors are giving a fair price.
- The iron fence work will need to be contracted out but the rest of the restoration may be done in-house.
- The Old Parkville Cemetery Board may want to attend preservation workshops and learn how to do restoration in-house with the help of volunteers.
- Form a 501 (c)(3) organization to allow donors to receive a tax write-off, to enable the cemetery to seek additional grant funding, and to enhance credibility and accountability.

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Section 3: Culture

Hill and Lynn (2009) suggest that culture must also be examined when addressing public management challenges. Culture is comprised of “the informal aspects of organizations” or the “values, beliefs, ethics, and motives” of individuals as well as the “shared norms and understandings that broadly characterize the organization” (Hill and Lynn 2009, 192). In this section, values, beliefs and ethics will be explored in relationship to the Parkville community, the Cemetery Board, and cemetery management, in general.

Culture of the Parkville Community

The old cemetery in Parkville, Missouri is known to be the resting place of most of the City’s founders as it has come to be discovered that most of the first settlers in the region were buried there (Elwess *nd*). Despite this priceless understanding of the importance of the cemetery, it has been in a state of abandonment for several years now to the point that most of the head stones are either falling off or missing entirely. The values associated with the Old Park Cemetery are a reflection of the community of Parkville, Missouri. However, in recent times, the Old Park Cemetery has been in a state of neglect and our research has subscribed to a notion that associating culture, ethics and renewed values into the cemetery will enhance its stature within the Parkville community and aid in proffering a solution to the neglect of the cemetery.

The culture of celebration of life and not only the spiritual but dignifying act of preserving and honoring the final resting place of the dead has been proven to part of human cultural practice for millennia. We see proof of this in the discovery of what is now believed to be the oldest intentional burial site in history in a cave in Qafzeh, Israel (Smithsonian Institute 2015). The most intriguing aspect of the discovery was that there was also evidence pointing to the idea that a ritual may have taken place in the burial and preservation of the 15 bodies found there (Smithsonian Institute 2015; NIH *Nd*).

This historical cultural practice of honoring the resting place of the dead is one that has been handed down for generations and is one that is taken seriously by people of various cultures and backgrounds across the world. If this is the case, one cannot help but ask why the old Parkville cemetery, amongst others, seems to have been abandoned by the community.

Understanding the culture and history of the Parkville community may give insight and knowledge of why the cemetery is in its current state. The area of Platte Purchase Treaty of 1836 and ratified in 1837, created the city now known as Parkville. The area was first inhabited by American Indians but after the purchase, it saw an influx of predominantly Methodist and Presbyterian whites to the area among whom where John McAfee and Col. George Park, who through his job as first Postmaster of Parkville and the establishment of Park College is now known as one of the prominent founding fathers of the Parkville community (City of Parkville, Missouri *nd*; Parkville Main Street Association 2015). The early days of the Parkville community saw robust economic success from its trade in several products with hemp and tobacco being the most popular at the time. The area’s proximity to the Missouri river attracted many Indians, trappers and farmers to the area as it afforded them easy access to the trade traffic. The booming hemp industry, like most industries in those days, created a high demand for slave labor in the area. The hemp industry died after the civil war but the area of Parkville still remained inhabited by predominant white traders and farmers and sometimes found itself caught

in the slave battle that ensued between the State of Missouri and the State of Kansas afterward (City of Parkville *nd*).

Looking at the culture of the Parkville community in relation to the cemetery is extremely important in understanding how to develop it because the culture of the people in the community will provide insight into how they perceive honoring the dead. This will go a long way in considering how to move forward with the development of the cemetery. The City cannot embark on a project as enormous as working on the preservation of the cemetery without any form of citizen participation. Understanding the cultural norms and belief practices of the members of the community will aid in understanding causes, policies and projects that they may or may not support.

Historically, Americans have always viewed death as a private and silent issue. It seemed like no one wanted to publicly discuss or even consider the idea of dying even though it is well known that this is an unavoidable event (Samuel 2013). Samuel (2013) explained, even though this cultural trend seems to have changed a bit as we see Americans beginning to be more open about death and dying over time, more attention needs to be paid to this area as death is mainly about living and tapping into its social and cultural importance is not something we should forego. He states that “Death is as good as any way to read the values of a society at a particular point in time, a central component of any civilization” (Samuel 2013). So taking the issue of death and dying seriously in acts like preservation of historic burial sites are primarily important in understanding an intricate aspect of our culture as a people.

The culture of not speaking of anything death related may have caused cemeteries to be treated and handled the way they were and are still being handled in some areas because when we look at the old history of the City of Parkville, there is hardly any mention of the older cemeteries in most historical write ups or maps of the area. Mention of the older 7th street cemetery and the old cemetery, according to Carolyn McHenry Elwess, were not really in any of the old maps and were not written about until 1937 (Elwess *nd*).

Also, studying the culture surrounding burials and cemeteries in other communities, there seems to be great differences in how people perceive the dead in the United States in comparison to other cultures. Mboya (2015) studied the culture of the Luo people of east Africa who predominantly live in Kenya, Uganda, and Tanzania. This study focused on the culture of death and funeral and how it affected attendance at schools and the findings did indeed prove that the cultural value placed on honoring the death in the culture of the Luo people is significant as there was a large number of pupils absent from schools during the funeral of not only close family members but neighbors and friends. The study was able to reveal the life of a people so in tune with their unique cultural heritage and shows how they have practiced the handed down rites of respect and honor of not only deceased family members but also members of their community at large (Mboya 2015).

Another difference can also be seen in the cultural rites of traditional symbols and epitaphs at the Cherry Cemetery in Săpânța, Romania. The rich and very delicate work put into the epitaphs have been a practice in the area since around the early 1900s and the practice has endured over time as it is still highly practiced today. The level of detail the community put into the making and upkeep of the cemetery shows a high level of respect for the deceased as the people believe

these rites will help ensure that the dead do not depart the living but their beings are transformed and having these resting places around will also ensure that community members can go to these cemeteries to commune with the departed at their resting place (Curşeu and Loan 2011).

Census records show that today the City of Parkville is mainly inhabited by white families and the area seems to show a more racially and ethnically diverse community of people (Urbanstats 2014). The demographic of the Parkville community shows one of a community heavily populated by younger adults between their late 20s and 30s. This is particularly concerning as there is almost a consensus that younger Americans these days do not actively participate in civic activities in the traditional sense (Sloam 2014). Any plan developed to address the state of the cemetery must be one that takes this demographic into account and draw upon ways to inspire people of that age bracket to participate in affairs affecting their community.

Looking at a community like Parkville, coming up with a plan to improve the state of the old cemetery will require citizen involvement and the City administration must try to communicate the importance of this issue to the people in order to gain their support. Influencing culture and changing it is very difficult but with strategic planning, city administrators can rally the people around what James Wilson calls a “sense of mission” to achieve this goal and this sense of culture will ensure that not only City employees but the citizens make the project one that is personal in the sense that no ideas or efforts will be spared in the quest to finding a solution to the issue at hand (Wilson 1989, 109-110).

The culture of honoring the dead is one that is deeply rooted in human history and in the American culture. The people of Parkville seem to have lost knowledge of this and it should be the duty of the administrators to remind and inspire the people of the need to preserve their rich cultural value by undertaking projects like the protection of one of the City’s most valuable historical museums. While there are numerous factors to be considered in taking on this project, the major emphasis should be on drumming up support from the citizens of Parkville.

Recommendations

- Communication regarding restoration of the cemetery should take into consideration the significant population of 20 to 30 year old individuals, and communication regarding the cemetery should be tailored to encourage their participation in this project.
- Plans to improve the cemetery must be connected to the culture and history of the Parkville community to recreate a “sense of mission” (Wilson 1989, 109-110) and to make the project personal for city employees and citizens.

Culture, Ethics, Values of the Parkville Cemetery Board

The Old Parkville Cemetery is an approximately a one hundred and seventy year old burial ground with a rich history, but it is facing multitude of troubles. There are Cemetery Board members who have a strong desire to create a final resting ground that the entire community can be proud of, but the inactivity of the Cemetery Board brings up many concerns.

The Old Parkville Cemetery Board could be described as developing in 1854 when then newspaper owner George Park wrote an article in his newspaper complaining of the neglected condition of the cemetery and urging that some care and a little labor should be bestowed upon it. He went on to say “In its present condition, it disgraces the community” (Park 1854). One

has to wonder how many City habitants and administrators know that this has been on ongoing problem for the last one-hundred-sixty-one years.

It now becomes important to build bridges among individuals and organizations within the City of Parkville, to provide opportunities for the community to rediscover its rich history, its rich African American history and to appreciate more fully the historical value of the Old Parkville Cemetery. Once reestablished, the Old Parkville Cemetery Board members will need to take several steps. First, it must become the nature of the Old Parkville Cemetery Board to develop a culture of looking outside their immediate surroundings and ask for help from the citizens both near and far of Missouri to help restore this historical site. The Board members need to make this more than just restoring an old cemetery, but also an opportunity to bring a community together to recover a piece of its lost history, an opportunity to join together to save an endangered historical site, and for the community to develop a richer understanding of its diverse past. They will need to develop a commitment to community involvement and incorporate local high school vocational technical students into the project. There may also be value in collaborating with the State Historical Society of Missouri. Second, a code of ethics must be created to limit questionable behavior and increase accountability. The public service values served by the Old Park Cemetery management must be emphasized by a code of ethics as a guide and as a measure of ensuring accountability.

Recommendations

- A culture of looking outside the immediate surroundings for resources and support should be developed.
- A code of ethics should be created to ensure accountability.

Public Service Values Involved in Cemetery Management

Value-based assessment of management can be incorporated into the restoration and preservation of the Old Parkville Cemetery. The public sector is essential in promoting the common good and/or the sustainability of the public itself. In an effort to achieve these goals, the Old Park Cemetery should develop a strategic path to advance a source of pride and dignity to the cemetery which is currently neglected.

Ethics play a significant role in cemetery management. There are instances in which cemetery managers have been entrusted with the duties of a public manager have proven to be futile and have resulted in abuse, fraud, and other criminal actions. An example of this type of abuse was documented in case involving the Burr Oak Cemetery in Illinois. In this case, prosecutors believed that between 200 to 300 bodies were dug up and dumped in an isolated, weedy area of the Burr Oak Cemetery. Each staff member of the Burr Oak Cemetery was charged with dismembering a human body, a Class X felony and faced up to 30 years in prison. Prosecutors alleged that the individuals would accept cash payments from grieving families and keep the money. Then, instructions were given to the gravediggers to bury the bodies in plots that were already occupied. In some cases, the diggers would stack new coffins on top of old ones or they would remove the old remains and bury the new ones in the once occupied space. As previously stated, the bodies were dug up and left in an abandoned area of the cemetery. When the local population became aware of the situation, they rushed to the cemetery in disbelief and began to look for their loved ones. One person who was interviewed during the investigation said that she searched the cemetery for several days but could only locate two of the grave sites of her eleven

relatives. It was described as the “biggest breach of trust ever experienced” (Chicago Tribune 2009). It is easy to see from this scandal that a value category associated with the behavior of public-sector employees translates to the value set of accountability which consists of areas involving, professionalism, honesty, moral standards, ethical consciousness, and integrity (Hill & Lynn 2009, 198). Without a viable code of conduct detailing the ethics behind the public service value in cemetery management, trust within the organization and industry as a whole becomes non-existent.

To restore faith in public service values within the Old Park Cemetery, a code of ethics must be created to limit questionable behavior and increase accountability. As a tool for guidance, the Old Park Cemetery team can turn to the Funeral Ethics Organization for additional direction. The Funeral Ethics Organization works as a resource for consumers, funeral industry members, organ and tissue procurement agencies and willed body programs, law enforcement, media, and legislators (Funeral Ethics Organization).

Recommendation

- As stated previously, a code of ethics should be created.

Summary of Recommendations: Culture

- Communication regarding restoration of the cemetery should take into consideration the significant population of 20 to 30 year old individuals, and communication regarding the cemetery should be tailored to encourage their participation in this project.
- Plans to improve the cemetery must be connected to the culture and history of the Parkville community to recreate a “sense of mission” (Wilson 1989, 109-110) and to make the project personal for city employees and citizens
- A culture of looking outside the immediate surroundings for resources and support should be developed.
- A code of ethics should be created to ensure accountability.

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Section 4: Craft

In public management the notion of craft involves the actions that individual public managers take in response to “challenges and opportunities” that are presented (Hill and Lynn 2009, 229). Individual public managers may employ specific leadership styles and skills to address an issue, they may learn from others, examine best practices in an area, and they may develop specific strategic initiatives to address a problem. All of these approaches will be discussed in relationship to the Old Parkville Cemetery.

Leadership

The Old Parkville Cemetery Project represents one of countless public management challenges faced by public administrators and the public which they serve. Due to a combination of competing causes and limited resources found at federal, state, and local government levels it is often times left to public managers and citizens to develop solutions to issues which they prioritize. Public managers will be required to establish persuasive arguments for new emphasis on the cemetery while continuously facing challenges and the creation of new approaches relating to overlaps in structure, culture, and craft dimensions. This will continuously test the public administrator’s ability to “manage in the black” (Hill and Lynn 2009, 47).

When focusing on craft and leadership, this section will discuss the required skills for cemetery leadership such as recordkeeping, financial management, and consultation with the public, as well as lessons learned from public administrators with experience with similar projects.

Leadership Responsibilities and Opportunities: Leadership in the public sector has countless associated theories including different definitions and expectations of what it entails so it will be up to each leader to combine individually selected theories and their personality, skills, abilities, and experiences in a manner which benefits the organization and the public.

As famously explained by Luther Gulick, some of the key functions of leadership include planning, organizing, staffing, directing, coordinating, reporting, and budgeting (POSDCORB) (Hill and Lynn 2009, 231). Hill and Lynn state, “Public managers create opportunities, policy, direction, administrative structures, and organizational relationships for those whom they manage and with whom they interact” (Hill and Lynn 2009, 9). With this said, there are countless responsibilities and opportunities for leadership in such a venture. Some of the responsibilities and opportunities for leadership at the Old Parkville Cemetery include:

- *Understanding the Laws Associated with the Cemetery:* It is essential that Chapter 155 Section 155.050 which addresses the Cemetery Board be followed so as issues are addressed and decisions are being implemented every action is legal.
- *Ensuring Accountability and Transparency in Recordkeeping, Financial Management, and Consultation with the Public:* Leadership will need to work through and with the Cemetery Board members when it comes to the cemetery’s recordkeeping, financial management, and consultation with the public. Having preemptive legal reviews and annual audits would be recommendations to maintain transparency, accuracy, and accountability. All news releases should also be officially approved through the City after approval from the board.

- *Promoting Change, Flexibility and Creativity:* One of the first challenges of cemetery leadership to be successful will be to promote change and encourage adaptability to the City officials, board, and public. Flexibility and creativity will be tested and must be evident when working with all levels and groups of participants as the new cemetery plan is developed and implemented (Quinn, Faerman, Thompson, McGrath and St. Clair 2011, 15 and 254).
- *Developing a Code of Conduct:* Leadership skill will be needed to establish a code of conduct, either in the form of a document or an articulated forum, where the Cemetery Board explains the organizational values, principles, and standards. Implementation of this code of conduct must be found in all employee and volunteer training, communication programs, security measures, and response protocols (West, Jonathan P and Berman 2006, 71).
- *Revisiting Priorities and Creating Solutions:* Leadership will need to push for a “regroup” of the City Administrator, City staff, and reconstitution of the Cemetery Board members quickly so background information can be shared and opportunities are created to readdress issues and set new priorities along with development and approval of a new cemetery plan which can be implemented in the near future. The following were some past reported priorities: Conducting ongoing inspections to ensure holes are filled for safety, resetting the ornate iron fence, ensuring safety and better representation of upkeep from the City, and digging up stones. Additionally, based on the discussion with Mary Ann Johnson and Carolyn Elwess of the Old Parkville Cemetery Board on October 12, 2014 (Questions 2014), one of the Cemetery Board’s priorities for the Old Parkville Cemetery is for the City Administrator, City staff, and the Cemetery Board members to meet, so that the Cemetery Board members can provide the City with background information and share their knowledge. The Cemetery Board would also like to convey to the City what the cemetery means to the community.
- *Developing a Leadership Communication Plan:* One of leadership’s first priorities in the area of communication will be to select a spokesperson that is charismatic, committed, and skilled with both oral and written communication so the cemetery’s key messages are always being effectively marketed. Due to limited staff funding this may present to be an opportunity for college students who are interested in future careers in public management, communication and marketing, or politics. While building career resumes the instrumental experience would contribute to both personal and professional gains for such a volunteer.
- *Utilizing Social Media:* Utilizing interactive social media applications with updates along with encouragement from the public to provide feedback can also be invaluable in creating and maintaining local support. Information communication technologies (ICTs) such as Facebook, blogs, and Twitter along with third-party platforms that allow for social interactions among users such as the creation of videos, text, and pictures to share status updates and news can be encouraged with minimum to no cost to the organization. “The goal is to increase government’s visibility by sharing data and insights into decision-making processes in order to become more transparent, to become more engaging and participatory by reaching previously underrepresented segments of the population, and to include all stakeholders in collaborative process” (Mergel and Bretschneider 2013, 391).
- *Educating City Officials and Citizens on the Importance of the Cemetery:* Another critical element for leadership will be to educate both City officials and the public on the importance of saving the cemetery. This could be to many an easy “out of sight out of mind” issue and then easily discarded, however, once the heritage and history are tied into the present and connections such as the associations linked to President Truman’s family and the high

numbers of deaths related to past epidemics and diseases are highlighted this could create a new kind of interest. Human relations related emotions should be emphasized in this portion such as personal connections from the locals and project ownership and pride should be end goals developed by leadership.

Lessons Learned From Other Public Administrators: This section is intended to share ideas and lessons learned from public administrators who have worked or still work in similar situations where limited resources yet continuous high demands and new projects were on-going. The following are ideas expressed by public administrators who have managed programs and people with limited resources, challenges associated with prioritizing, and the importance of communication with upper leadership and customers to get the mission accomplished.

- *Discussion with Mr. Steven Selser, US Air Force, 92d Civil Engineering, Fairchild AFB, Washington.* Background: He is the Base Natural Resources Manager and has the unique responsibility of maintaining Fort George Wright Historic Cemetery which is located about ten miles away from Fairchild Air Force Base. In 1957 Fort George Wright was declared government surplus and given to the nearest base...of course with no designated funding to maintain. It is considered a closed cemetery and has approximately 650 military and their families buried there along with a high number of infants and small children. Some ideas Mr. Selser has shared based on his experiences are the following: 1) National Public Lands Day: National Public Lands Day (NPLD) is the nation's largest, single-day volunteer effort for public lands. Seven federal agencies as well as nonprofit organizations and state, regional and local governments participate in the annual day of caring for public lands. Grants are awarded every year with this program. This could be a method to receive up to \$6,500 for repairs and beautification for Parkville Cemetery. Volunteers would perform the labor. 2) Wreaths Across America: Local VFW members will come out and clean up cemetery grounds for military members and host ceremonies which draw public attention. 3) Operation Wrought Iron: Local veterans use their skills and experience with iron as a rehabilitation program while creating improvements to old iron fences. This may be a possible project through the Veterans Administration in the local area. 4) Eagle Scouts recently did a record keeping verification project where they cleaned stones and confirmed known records were accurate.
- *Discussion with Mr. Kevin Littlemore, Retired Colonel, Commander, Washington Air National Guard.* Background: Managed more than 400 staff and millions of dollars of equipment. Some highlights emphasized from his management experience: 1) Recognize all stakeholders: internal/external and vertically/horizontally. 2) Be an organizational mechanization expert. 3) Deal in facts, facts, and more facts...emotions hinder timely/accurate decision making which leads to a failure to properly prioritize, advocate, and execute required actions. 4) Have a defined plan of action. Do your research first. Communicate the plan and clearly define expectations. 5) Allow freedom of movement (be open to other's ideas); flexibility in approach will allow for creativity and the efficient use of available resources. 6) Communicate continuously. Lack of information creates a vacuum that will be filled by rumor and speculation; personnel may either bog down or move in an undesired direction without appropriate feedback.
- *Research on Steve Muro.* Background: Heads the National Cemetery Administration (NCA), the division of the Department of Veterans Affairs that manages 131 national cemeteries and provides burial services for military veterans and eligible family members. The NCA

recently received the highest rating ever in the American Customer Satisfaction Index, beating out all other federal agencies and even top corporations. Muro discussed his on-the-job experiences and his leadership principles with Tom Fox, a guest writer for On Leadership and vice president for leadership and innovation at the nonprofit Partnership for Public Service. In that discussion, one of the questions raised was Muro's advice for other federal leaders, and this is his answer: "One thing that I always tell my cemetery directors is that you need to learn what your people do. You don't need to become an expert in every trade, but you should at least understand the work that they do so that you can effectively lead them. Another thing that I tell my managers is that they should always be mentoring one or two people to build a future of leaders. It's important that when we retire, we leave behind people who will keep bringing the organization forward, and will take it to the next level" (Fox 2014).

In any leadership situation the key to a successful outcome is the ability to clearly define and state the preferred goal or end state and to effectively communicate what is desired. This requires an understanding of stakeholder desires, both internal and external to the organization. Beginning with a macro perspective, prioritization of limited resources is essential to defining what resource limitations will be applied to a specific department or project. If internal (organizational) funding is not available then investigation of external funding sources may be advisable and required.

When multiple courses of action are being contemplated each should be addressed as a singular course of action. Working through each prescribed idea, identifying variables and overcoming obstacles, will allow for a thorough cost and benefit analysis assisting leadership in determining the most appropriate course of action. Rarely will the final product resemble the initial goal but the lack of a defined direction will create chaos and/or apathy within the team. It should also be noted that in a limited resource environment waste of time, manpower, and/or resources in the project design and implementation phases constrains executable options further diminishing the probability of overall success.

Finally, communication at every level of public administration ensures transparency and instills confidence in the action, people, and outcomes. Not allowing for deviation from the initial goal can be a critical mistake in successfully completing any undertaking so flexibility in approach will be invaluable. Leadership plays a significant role and has limitless influence on the success of any program or project so each public manager must motivate and inspire people leading to positive transformations of situations (Hill and Lynn 2009, 274).

Recommendations

- Leaders in the City of Parkville should understand the laws associated with the cemetery; ensure accountability and transparency in recordkeeping, financial management, and consultation with the public; promote change, flexibility and creativity; develop a code of conduct; revisit priorities and create solutions; develop a leadership communication plan; utilize social media; and educate City officials and citizens on the importance of the cemetery.
- Leaders in the City of Parkville should contact other leaders in cemetery management to explore resources such as National Public Lands Day, Wreaths Across America, and Operation Wrought Iron.

Best Practices

Best practices are “processes, strategies, and techniques that have been shown through various methods of analysis to contribute to the success of a manager, an activity, a program, or an organization” (Hill and Lynn 2009, 251). Best practices in the areas of cemetery management, gravestone inventory, historical associations, and maintenance and restoration will be discussed in this section.

Cemetery Management Practices: After researching other cities, the Parkville ordinance regarding the duties of the cemetery board is not commonplace and it seems as though it should be. Continuing to follow this ordinance will help to maintain a working relationship with the City of Parkville in order to restore and maintain the Old Parkville Cemetery. It should be the role of the City of Parkville to work with the Cemetery Board to establish a budget for what needs to be restored as well as having monthly amounts budgeted for maintenance and unforeseen circumstances. Research has shown that City Managers have a tendency to overlook the necessities of cemeteries for whatever reason. The City of Parkville would benefit by making sure the Old Parkville Cemetery is not overlooked on the budget.

Inventory of gravestones: Park University Geography Department faculty members and a student are mapping all current/known grave locations and documenting on a database the individuals buried there. Using the Montgomery, MD National Park and Planning Commission (2015) as a template, it is important to also give each plot a unique identification number, develop a digital GIS map with aerial photographs with a marker identifying its location, alphabetical listing of the deceased, digital photographs, printed inventory forms; and a paper file with the ID number, location, names and dates of burial. This is an enormous undertaking by the City of Parkville. With this in mind, good quality management by the City of Parkville is necessary and, therefore, it is prudent that they amend the City job description to include the cemetery’s physical maintenance and electronic organization. These precautions will create standards of care and keep an eye on the future.

Affiliation or membership with the Historical Cemeteries in Missouri and the National Registry of Historic Places: The State of Missouri website and the Missouri State Parks website provide information on historical cemeteries and information on the Missouri Veterans Commission. The data provided on these sites include historic names, dates, photos of headstones, and details on historical significance. It is recommend the restoration and revival of the Old Parkville Cemetery be integrated on the State of Missouri websites and the City of Parkville website. Researching the Old Parkville Cemetery will establish its historical significance. This will aid in establishing an identity, and help provide the information needed to facilitate placement on the State of Missouri website, Historical Cemeteries in Missouri, and the National Registry of Historic Places. The end result will attract tourism and enhance the community. Similarly, the historical significance of cemeteries in Missouri offers remarkable and valuable history. The National Register, established in 1966, is managed by the National Park Service. They take into account the quality and significance in American history, architecture, archeology, engineering and culture.

Maintenance and Restoration: The issues surrounding cemetery landscaping and maintenance are quite common. There are a multitude of old cemeteries in the United States and in Europe with similar problems. These problems are faced with conflicting perspectives, intentions, education, resources, and funding. There are, however, some general areas of agreement on what the best practices are for restoration of a historic cemetery like the Old Parkville Cemetery. To begin the cemetery committee needs to determine exactly what work needs to be done while making sure they understand the actual labor that is needed. This will help ensure fewer problems arise later on. It is very important to keep the original form of the cemetery. The fencing for instance has been suggested as having sections that need to be replaced. Integrity is very important to the cemetery so the grounds should not be changed in terms of how it is set up. It should be understood that there are certain materials used to be sure nothing is harmed during restoration. “Appropriate materials and techniques will vary with each element and often with each individual marker, stone, fence or other feature” (Bratton, Eddleman, Pledger, Sampson and Schloss 2007). All changes during restoration should be documented, from beginning to end. This will help with historical factors as well as just being able to answer common questions for the community. Taking photographs can be a great help for documenting this way everything is not only in pictures but is time stamped. Knowing that there are many headstones and other monuments that need restoration, it may be in the best interest of the Board to allocate resources for an expert to observe these needs in order to best care for them. “Expertise is required to understand the distinct physical and chemical properties of each material, their reaction to agents of decay and the effect of any remedial treatment on them” (Odgers 2011, 10). This will help with possible future costs if headstones and monuments are not properly taken care of the first time.

The lack of maintenance, landscaping, and headstone maintenance have contributed to the deterioration of the Old Parkville Cemetery. Maintenance of the lawn and proper cleaning of the headstones are beneficial and good practice as explained by the Chicora Foundation, Inc. (2015) These practices will: 1) Reduce downtime for repairs, 2) Reduce cost on equipment purchases, 3) Save time and money on supplies, 4) Reduce damage caused by drought (landscaping issues), and 5) Reduce weeds, pruning, insects and other pests.

The Department of Veterans Affairs National Cemetery Association (2015) provides guidance for the cleaning of government issued headstones based on research undertaken by the National Park Service National Center for Preservation Technology and Training. The gravestones located at the Old Parkville Cemetery are made of various stones. Some are deteriorating, falling apart, and covered in biological growth. Furthermore, it is important to note that not all cemeteries are the same. For example, public usage, funding, laws, topography and community viewpoint vary. Each cemetery has variations and as such should be customized accordingly. However, establishing guidelines for cleaning and regular maintenance of marble headstones and gravestone made from other materials that are soiled from dirt and biological growth is good practice. The Department of Veterans Affairs (2015) suggests that:

- Soiling agents or accumulations include dirt; air pollution; biological organisms; bird droppings; plant or tree sap; salt damage; animals; freeze thaw cycles; and improper cleaning.
- Cleaning techniques known to damage stone include bleach or bleach products; strong acids; mechanical cleaning/power tools; high-pressure washing.
- Biological cleaners are available for use on stones that have biological growth,

but it is necessary to follow instructions; equipment needed includes personal protection, brushes, hand sprayer, clean water; pre-wetting the stone before applying cleaner; applying the cleaner and do not let the cleaner to dry on the stone; agitating the surface with a circular motion; rinse the stone thoroughly.

- It is recommend to have a three-person team: one to wet the stone; second to spray with cleaner; third person gently agitates the cleaner on the stone surface; first person rinses the stone. (Department of Veterans Affairs 2015).

Introducing a “park-like” atmosphere: Sustainability is a considerable policy issue. Many cemeteries around the country are transforming cemeteries (new and old) into “park-like” cemeteries and their popularity is growing in large cities where “grassy” areas are in demand. Many people search for peace, quiet and open spaces that can be found in cemeteries. Manheimer (1989) states, “one of the ideas behind this cemetery is to foster a natural attitude toward death” (21). Malcolm (2010) believes it is good citizenship and cemeteries must change from the traditional concept of separating the living from the dead to an open-gate policy. “. . .in the view of many, including the National Association of Cemeteries, such steps are necessary to make the cemetery an active, positive member of its local community” (1). Along those lines, providing handicap access would be a wise decision. Andrew Malcom’s (2010) article “Cemeteries Open Gates To Recreational Pursuits” encourages community interaction with the past, decreases vandalism, brings business to the cemetery, and maintains landscaping. Sloane (2015) states, “The foundation of rural cemeteries coincided with a national movement to reestablish the American past” (393). It is important for the City of Parkville to establish a community bond with the cemetery. In other words, this is an opportunity for Parkville citizens (young and old) to connect with the City’s past. Learning from the past helps connect to the present and helps us consider our future.

Recommendations

- Establish and publically promote the cemetery’s historical significance.
- Provide educational opportunities to the local community.
- Place information regarding the cemetery on the City of Parkville and State of Missouri websites.
- Implement best practice techniques and guidelines to clean and restore gravestones.
- Implement best practice lawn maintenance.
- Consider the park-like atmosphere to engage the community.

Strategy

Strategy is an overarching idea that entails having a broad sense of purpose and knowing how you want to accomplish it (Hill and Lynn 2009, 266). This report outlines possible short-term and long-term objectives for the cemetery in the areas of the rule of law, structure, culture and craft that will assist the City in restoring the cemetery’s organizational structure, presence in the community, and physical viability. This final section of the report will discuss two additional strategic initiatives that the City of Parkville may want to consider as part of its strategy for revitalizing the cemetery.

The Old Parkville Cemetery is a rich historical treasure for the Parkville community. As a means of preserving the cemetery for today’s generations and the future, two strategies are suggested for consideration: 1) Promote elementary/secondary education and service-learning

projects to build community interest in Old Parkville Cemetery, 2) Promote historical reenactments to portray the history of notable persons buried at Old Parkville Cemetery.

Service-Learning Projects at the Old Parkville Cemetery: The first strategic initiative is to build community interest in Old Parkville Cemetery through elementary/secondary education and service-learning projects. According to Darr “In the 1980s educators were using cemeteries as laboratories for their classrooms” (2013, 48). “Math teachers, language arts teachers, science teachers, art teachers, and history teachers have shown students the valuable information that can be gleaned from cemeteries (Darr 2013, 48).”

To illustrate the types of science lessons for middle school age students, Easley writes “... an opportunity to engage students in real-world science, emphasizing the process and nature of science begins with an in-class lesson to simulate weathering of tombstones and learn to identify granite, marble, concrete and metal. The field trip to the cemetery requires students to fill out a chart to evaluate weathering of tombstones and monuments ... (2005 28-29).”

Lowry and McCrary (2005) explain how science and history can be combined. The science aspect of the lesson helps students “develop an understanding of scientific inquiry by using different types of inquiry. Students practice writing questions, forming an explanation and describe the results” (Lowry and McCrary 2005, 33). For instance, on the cemetery field trip, students see tilted markers or sunken monuments and write an explanation for the scientific conditions. Lowry and McCrary say the historical concepts derive from the walking tour (2005 33). Students find historic information about “family units, birth and death records, health issues, and specific events in history” (Lowry and McCrary 2005, 33).

Another project teaches “preservation of history” by using digital cameras, a database software program for recording the information from the cemetery’s gravestones (Frazel 2006, 26). “Teachers can demonstrate the proper way to transcribe gravestones. Digital cameras can be used in conjunction with written transcriptions ...” (Frazel 2006, 26). Students learn to download images of the gravestones, key in the transcriptions and begin to research the family history using their libraries and web-based free access genealogy websites. Frazel describes a showcase project for the community and writes, “... it is time to decide how to showcase the project for the community. Perhaps a multimedia presentation by students to be held at the library media center, a ‘Gravestone Reflections’ scrapbook with printouts of the digital images on display, or a webpage designed by students with selected photographs and transcriptions could be an effective culminating project” (Frazel 2006, 27).

Next are service-learning projects as opportunities for students to “make connections to their community and help them think about civic participation. ... Cemeteries hold large amounts of statistical data about the population and culture of the community,” according to Morris (2008, 150). “The information students gather is found through examining relationships, age at death, family groups, social groups, gender, and class” (Morris 2008, 151). The gravestones’ art and inscriptions serve as questions for students to determine what may have been “important to the deceased by the surviving family members” (Morris 2008, 151). This assignment helps students “build their research skills and discover new information about historical events” (Morris 2008, 151). There is a draft webpage about Freedomland Cemetery, New Albany Township, Floyd

County, Indiana, with pictures of the 3rd and 4th grade students of S. Ellen Jones Elementary School who adopted the cemetery (<http://www.rootsweb.ancestry.com/~inpcrp/freedomland.html>).

A service learning project for college-age students of Shippensburg University of Shippensburg, Pennsylvania, began by restoring a “historic African-American burial ground” (Burg 2008, 51). College students in the applied history program gained experience in “research, grant-writing, and interpretive materials” (Burg 2008, 51). Public Historian and Director of the Shippensburg University’s Applied History Program, Stephen Burg, discovered the Locust Grove Cemetery, a 200-year old African-American Cemetery. Burg’s article tells of his efforts to involve his students “in the community and build their public history skills through community-based service learning projects” (2008, 54).

The academic articles cited above present evidence that elementary/secondary lessons, college studies, and service-learning projects may increase community interest in cemetery preservation.

Historical Reenactments: A second strategy is promoting historical reenactments to portray the history of notable persons buried at the Old Parkville Cemetery. An example of this strategy is “Voices from the Past” in Evergreen Cemetery, Bloomington, Illinois. Theatrical vignettes performances by actors, writers and volunteers portray the lives of notable Evergreen citizens, “still speaking to us, still enlightening us, still making their presence felt decades after their passing. ... Evergreen’s annual tombstone odyssey is the oldest event of its kind in the state having inspired and outlasted numerous others” (Craft 2014). “Voices from The Past,” began in 1995 and is still held yearly. The cemetery walk offers weekend performances for adults and during the week for local school groups. According to Craft (2014), approximately 2,000 students will visit on free weekday tours, which are sponsored by Evergreen Cemetery. A quote from the cemetery manager said the education for students has decreased vandalism that frequently happened in the past.

Recommendations

- Promote elementary/secondary education and service-learning projects to build community interest in the Old Parkville Cemetery.
- Promote historical reenactments to portray the history of notable persons buried at the Old Parkville Cemetery.

Summary of Recommendations: Craft

- Establish and publically promote the cemetery’s historical significance.
- Provide educational opportunities to the local community.
- Place information regarding the cemetery on the City of Parkville and State of Missouri websites.
- Implement best practice techniques and guidelines to clean and restore gravestones.
- Implement best practice lawn maintenance.
- Consider a park-like atmosphere to engage the community.
- Promote elementary/secondary service-learning projects to build community interest in the Old Parkville Cemetery.
- Promote historical reenactments of notable persons buried at the Old Parkville Cemetery.

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Conclusion

The City of Parkville faces a number of challenges related to the Old Parkville Cemetery; however, the cemetery also provides an opportunity for the citizens of Parkville to embrace the community's heritage. The analysis conducted by the Park University MPA Public Management Class shows that in order to restore the cemetery the City will first need to reestablish the Cemetery Board; revisit Parkville Municipal Code, Chapter 155; and provide additional funds for cemetery maintenance, restoration, and recordkeeping. The City may be able to allocate additional funds from the City budget, and it may be able to perform some of the functions associate with the cemetery with in-house staff and volunteers. Fundraising, however, will be necessary in order to fully restore and preserve the cemetery. In order to take full advantage of fundraising activities, the community may consider establishing a 501(c)(3) nonprofit. In addition to fundraising, the nonprofit can assist with public relations, maintenance activities, and it may host special events. Grant opportunities may also be available if the cemetery is placed on the National Register of Historic Places. The citizens of Parkville should be informed and involved throughout the process of restoring the cemetery. Citizens may become engaged through service-learning activities, cemetery tours, and historical reenactments at the cemetery. If restored, the cemetery may be viewed as a community asset, and a place for citizens to learn about Parkville's rich past.