

cony, where the powerful members of the county commission had their seats, the effect would have been totally different" (p. 109). A careful review of other photographs taken that day reveal that the image in question served to diminish, not enhance, the size of the crowd. Moreover, black members of the community sat in the balcony while the county commissioners sat in the jury box on the main floor. Cameras may be used to manipulate, and photographers do not always record objective facts. Historians are no less immune to criticism for misreading the evidence.

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The Beginnings of a New National Historic Preservation Program, 1957 to 1969. By James A. Glass. (Nashville, Tenn.: American Association for State and Local History and National Conference of State Historic Preservation Officers, 1990. Pp. xiv, 82. Notes, illustrations, appendix, bibliography, index. Paperbound, \$9.95.)

Relying heavily on archival material and interviews with key participants, James A. Glass has produced a fascinating, "inside-the-beltway" look at the origins of the national historic preservation program. Glass has filled a significant gap for anyone interested in the origins of a public policy that has helped revitalize cities and towns across the nation. He has also set the stage for further analysis of the federal role in a major movement in twentieth-century architecture.

This slim volume, an outgrowth of Glass's 1987 dissertation at Cornell, focuses on the passage of the National Historic Preservation Act (1966). Most preservationists know the act from the protections it affords historic places from any adverse federal action, from the matching grants to states for development of historic sites, and from the act's expansion of the National Register of Historic Places. Glass, now director of the Indiana Division of Historic Preservation and Archaeology, reveals that the genesis of the act and its subsequent implementation can be traced to high-level activism bolstered by the threat of urban renewal, an interstate highway system, and a renewed interest in the disposal or replacement of historic federal properties. The well-intentioned "preservation community" of the period was no match for the billions of dollars fueling the federal bulldozer. If the nation's man-made heritage were to survive, it became obvious in the late 1950s and early 1960s that the answer rested with the very federal government that posed the greatest harm. How the wheels began to turn in the other direction, Glass argues, was partly the product of the envi-

ronmentalism of the Kennedy, Johnson, and Nixon administrations.

Glass begins with the intriguing story of how the congressional committee headed by Albert M. Rains acted as a catalyst for the changes embodied in the 1966 National Historic Preservation Act. Glass skillfully pieces together how committee members laid the groundwork for the legislation and saw it through its infancy. He also shows how the committee brought together the first generation of leaders for the modern preservation movement. With liberal access to their files—as well as seventeen interviews—Glass reveals how the historians, architects, and planners framed the “new” preservation, an approach that stresses the broad patterns of architectural significance over the “greatness” of isolated landmarks.

Glass is the first to admit the shortcomings of his work. Time, money, and restricted access to vital private records limited his analysis in places. But the broad sweep of his effort is as solid as his contribution to the field.

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The Last Great Necessity: Cemeteries in American History. By David Charles Sloane. (Baltimore: Johns Hopkins University Press, 1991. Pp. xxiii, 293. Illustrations, tables, notes, bibliographic essay, index. \$35.95.)

In this meticulously researched and highly readable narrative, David Charles Sloane analyzes what Elias W. Leavenworth, founder of Oakwood Cemetery in Syracuse, New York, described in 1859 as “the last great necessity of our city” (p. xxii). A Dartmouth College historian whose family has designed and managed cemeteries for four generations, Sloane is uniquely qualified for his task.

Drawing upon a vast array of primary sources, Sloane describes an “American mosaic of death” characterized by “a vast diversity of . . . burial customs and burial places.” Nevertheless, this mosaic has a “discernable pattern” (p. 1). Until the early nineteenth century most Americans were interred in isolated frontier graves, family farm graveyards, churchyards, or potters’ fields. But shortly after the Revolution the first of four overlapping American cemetery models began to emerge.

Between the 1790s and the 1850s the dominant mode was the urban cemetery, typified by the New Haven Burying Ground. Normally situated inside the municipal boundary, it usually was family- or government-owned, managed by a sexton, and featured a formal garden design with stone and marble markers and sculp-