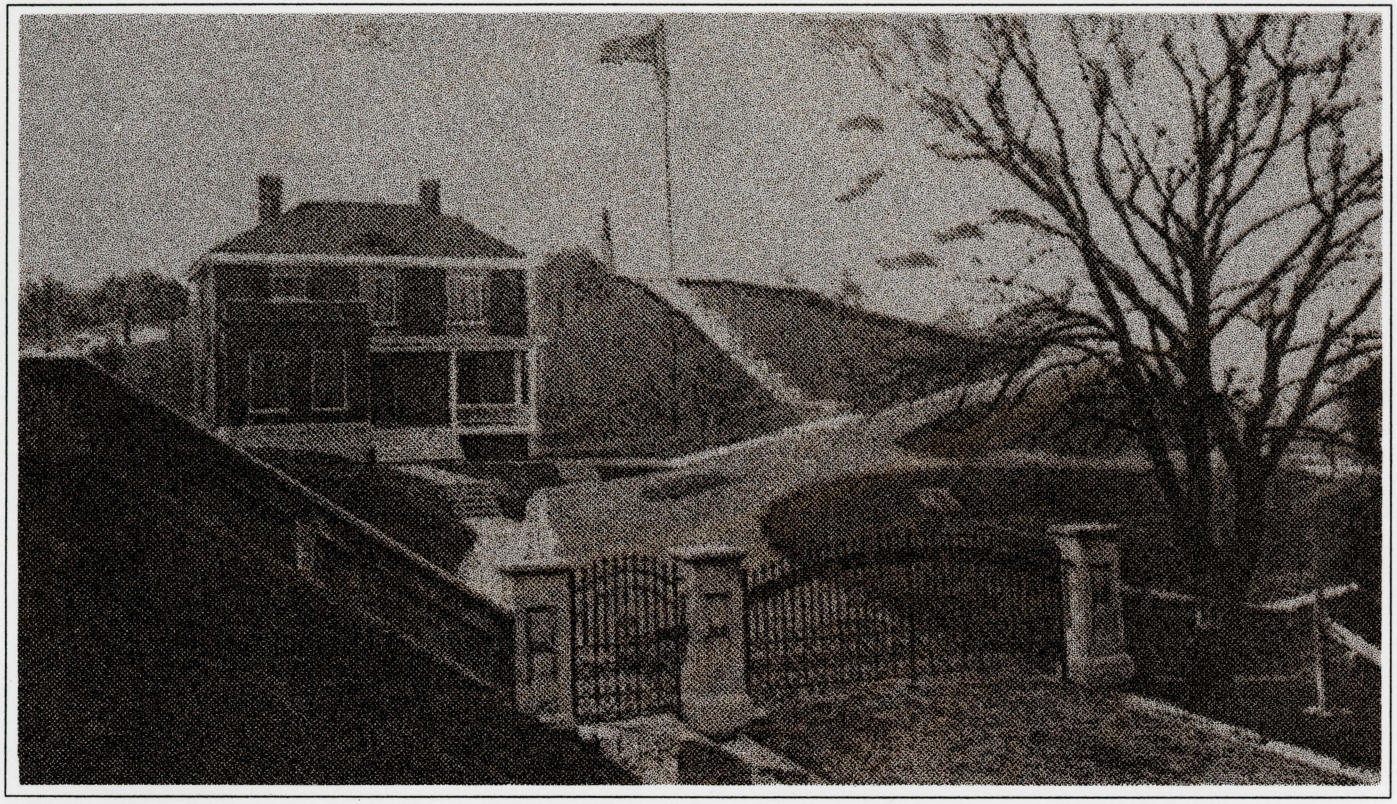
ANDREW JOHNSON NATIONAL CEMETERY

CULTURAL LANDSCAPE REPORT



CULTURAL RESOURCES PLANNING DIVISION • SOUTHEAST REGIONAL OFFICE • NATIONAL PARK SERVICE

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CULTURAL LANDSCAPE REPORT

ANDREW JOHNSON NATIONAL CEMETERY
ANDREW JOHNSON NATIONAL HISTORIC SITE

Greeneville, Tennessee

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April 1993

NATIONAL PARK SERVICE
SOUTHEAST REGIONAL OFFICE
OFFICE OF CULTURAL RESOURCES - CULTURAL RESOURCES PLANNING DIVISION

Foreword

This report represents the first product of a wide-ranging research program initiated by the Cultural Resources Planning Division in the Southeast Region of the National Park Service to address needs identified through the Resource Management Plan program. It also represents the first effort to prepare a Cultural Landscape Report using in-house expertise, and we are delighted to have expanded our resource management staff to include highly qualified professionals in this critical discipline. All of the division's research projects are undertaken to meet management needs in protecting the cultural resources of the National Park System. We appreciate the support of Superintendent Mark Corey and previous Superintendent Gordon Wilson in focussing our attention on the management issues at the Andrew Johnson National Cemetery. Special thanks are due also to Chief Ranger Jim Small and the staff of the National Historic Site for their enthusiastic support of this effort. Comments and suggestions for improvement of our studies are always welcome, and should be directed to this division in care of the National Park Service, 75 Spring Street, SW, Atlanta, Georgia 30303.

Kirk A. Cordell
Chief, Cultural Resources Planning Division
April, 1993

CONTENTS

MANAGEMENT SUMMARY

Introduction 1
Purpose and Scope 1
Methodology 2

PHYSICAL HISTORY

Physical Description 3
Landscape History 3
Monument Hill -- 1875-1906 3
The War Department Era -- 1906-1942 6
The National Park Era -- 1942-Present 8

HISTORIC SITE ANALYSIS

Period of Significance and Historic Scene 13
Evaluation of Integrity 15
The Significance of Andrew Johnson National Cemetery 17

TREATMENT AND DEVELOPMENT ALTERNATIVES

General Recommendations 18
Historic Zone -- Recommendations by Area 22

CONCLUSION 27

SELECTED REFERENCES 28
APPENDIX 29

LIST OF FIGURES

1. View of the funeral party on "Signal Hill," 1878 4
2. General Development Plan, 1908. 5
3. Historic postcard of Andrew Johnson National Cemetery, 1910 6
4. View of the Rostrum, 1976 6
5. Period photograph illustrating settees, c. 1915 8
6. Stable renovation to Utility building, c. 1936 9
7. Historic postcard illustrating a "shaggy" landscape, 1910 10
8. Historic photograph of Lodge, c.1945 10
9. Mission 66 Recommendations, c. 1945 11
10. Maintenance additions to Stable/Utility area, 1991 12
11. Monument Area, c. 1970 13
12. Vann Road Entrance, c. 1973 12
13. Cemetery Landscape Plan, 1984 14
14. Management Zones, 1992 19
15. Vegetation Assessment Plan, 1992 20
16. Historic postcard illustrating low sign, c. 1910 23
17. Plan illustrating Management Recommendations, 1992 24
18. Historic postcard illustrating open hillside, c. 1910 25
19. Existing fencing around the Monument, 1991 26

MANAGEMENT SUMMARY

Introduction

The Andrew Johnson National Cemetery in Greeneville, Tennessee, was the original memorial to honor Andrew Johnson, 17th President of the United States. Today it is one of three units that the National Park Service (NPS) interprets as part of the Andrew Johnson National Historic Site (ANJO). The area was authorized as a National Monument August 29, 1935, and redesignated a National Historic Site December 11, 1963.

In 1875, to fulfill his own request, Johnson was interred at his favorite spot at the summit of "Signal Hill" (named for its use during the Civil War). It was Johnson's eldest daughter, Martha, who actively sought the preservation of the grave site and monument as a national memorial, and who left the property to the care of the Federal government in her will dated September 2, 1898. An Administrative History of the Andrew Johnson National Historic Site was completed in October, 1971 and updated in May, 1980. This history is extensive and will not be duplicated here. It has been used, however, for its historical references, especially those that document changes to the cemetery landscape.

All of the illustrations in this report, with the exception of the period postcards, are from the archives at ANJO. The Nathanael Greene Museum, Greeneville, Tennessee, generously allowed the historic postcards of Andrew Johnson National Cemetery to be duplicated for this effort.

Purpose and Scope

The purpose of this research is to provide the park with a landscape plan which identifies the significant extant historic landscape features and makes recommendations for their preservation and protection. This is accomplished in recognition of an on-going veteran interment policy at the cemetery that seeks to maximize the number of grave sites without compromising the integrity of the extant historic landscape.

By documenting the evolution of the cemetery landscape and evaluating the present integrity of the historic features, the significance of the landscape is determined. This determination is accomplished in order to locate areas for additional grave sites, promote protection of the historic features, and to aid in the interpretation of the historic significance of the site to the public.

As a result of this study, three landscape management zones are proposed: a Historic Zone, within which most of the significant historic landscape features are concentrated; a Development Zone where additional interments are possible (the exact number of future sites is still to be determined by a field run survey); and a Buffer Zone between the Historic and Development Zones that represents an area where additional grave sites are not recommended due to the steepness of the terrain or because access to dig with a backhoe is not available. The Buffer Zone can be used as an area for planting recommended trees in order to partially screen the Development Zone from the Historic Zone, or where relocated trees from the Development Zone can be added due to new gravesite development.

Methodology

The research for this study included a review of archival documents, reports, and histories, as well as plans and drawings of the National Cemetery. These included War Department and NPS records. A site visit was conducted in early October, 1991, and again in June, 1992, to evaluate the integrity of the extant historic landscape features and vegetation, and to assess the impact of more recent landscape modifications.

The principle historic features of the site determined in this process include: the entrance drive and gates; the lodge; the stable; the Monument; the flagstaff and walk; the cemetery grounds; and the concrete wall. Each is addressed in detail in the report.

PHYSICAL HISTORY

Physical Description

Andrew Johnson National Cemetery consists of a single hill composed of approximately fifteen acres as deeded to the Federal government in 1898. The original site boundaries included Monument Avenue rights-of-way which established access to the site from Main Street. Development controls were not pursued along Monument Avenue, and the rights-of-way were given to the city as residences along it were developed.

The site is a steep shale knoll with little topsoil. This is evidenced by the large number of cedar trees on the site (an indicator plant of shallow and calciferous soils) and by the documented accounts of needing to blast rock in order to dig graves. More than 80% of the cemetery grounds exceed 15% slopes, which has contributed to the interment and grounds maintenance problems over the years.

While the Johnson family owned the site, "Signal Hill" existed on the edge of the town of Greeneville and the connection to Main Street was along an undeveloped dirt road. Today Monument Avenue is lined with houses, and the cemetery is surrounded by the expanded Greeneville residential community.

Landscape History

The National Park Service has administered the Andrew Johnson National Cemetery as part of ANJO since 1942, when it was turned over to NPS by the War Department.

The significant history of the site, however, dates back to its ownership by the Johnson family. In 1852 Andrew Johnson purchased twenty-three acres, in three parcels, "for speculation" from John Maloney in what was then "western Greeneville."[1] The site was known for its panoramic view of the countryside, hence its use as "Signal Hill" during the Civil War. The site was not contiguous to Johnson's homestead in town, and further research needs to be done to know how the site was used prior to the interment of Andrew Johnson.

Monument Hill -- 1875-1906

A photograph taken at Andrew Johnson's burial in 1875 depicts a site of overgrown grasses, random scrub trees (most likely cedars), and an unpaved wagon trace climbing the hill (see fig. 1). In contrast, the distant views (outside of the cemetery) show densely wooded slopes. Site improvements by the family from 1875 until its acceptance by an act of Congress in 1906 included the addition of the monument over Andrew Johnson's grave (1878) and the cast iron fence that encircled the monument plot (c. 1880). With the erection of the monument, a marble obelisk topped by an eagle facing east, the site became known locally as "Monument Hill."

It is assumed that little or no landscape maintenance was done by the family, except for around the grave plot, and that the site continued through natural succession. Martha Stover, daughter of the late-president, requested in her will that the site become a "park" in memory of her father. It is not clear in the transfer of the property to the Federal government how it came to be a National Cemetery. Since NPS did not exist at the time, one could assume that the only mechanism available to the Federal government to memorialize a piece of land, especially one that already had several graves, was to establish it as a cemetery.



Figure 1. View of the Funeral Party on "Signal Hill," 1878.

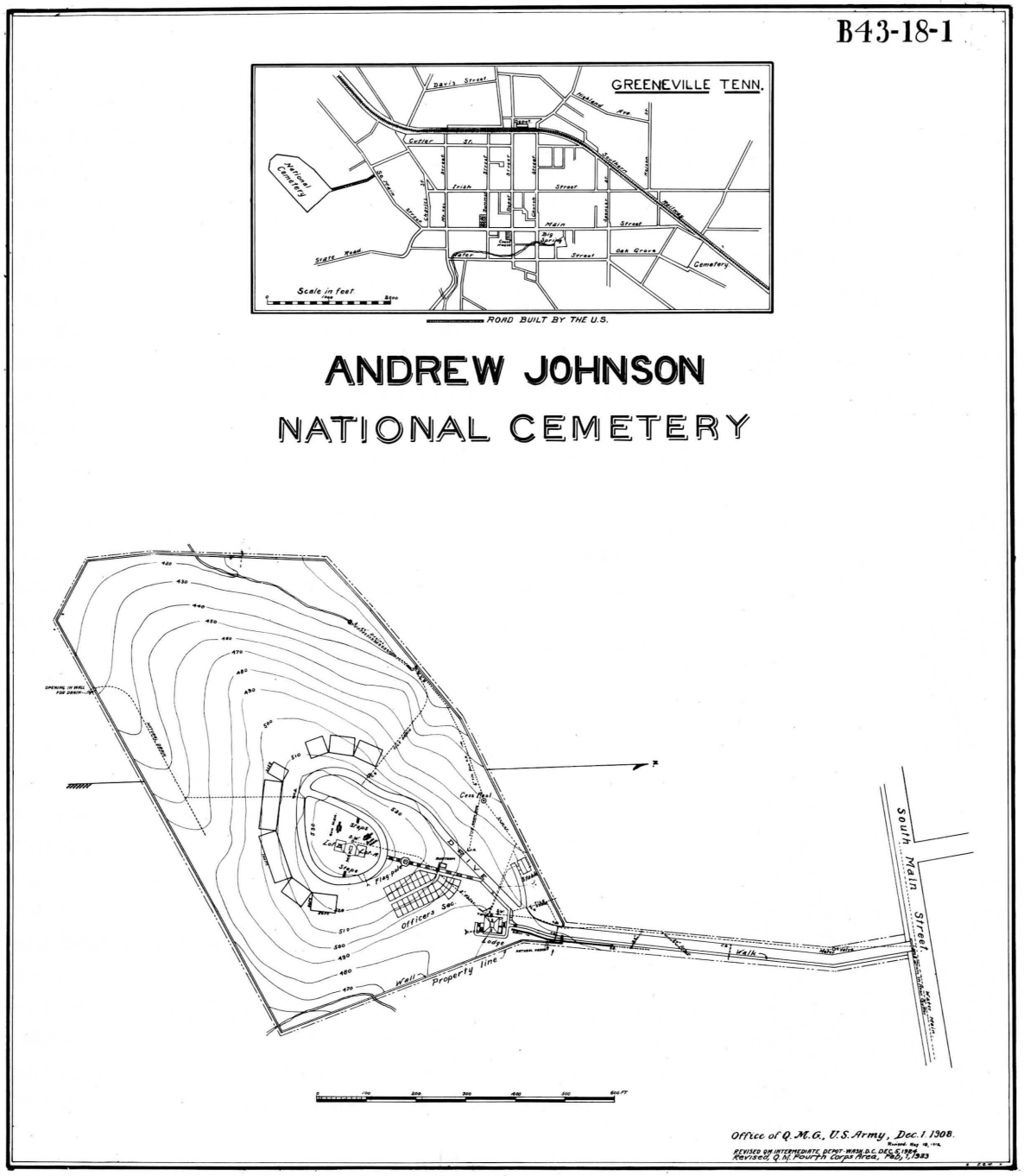


Figure 2. General Development Plan, 1908.

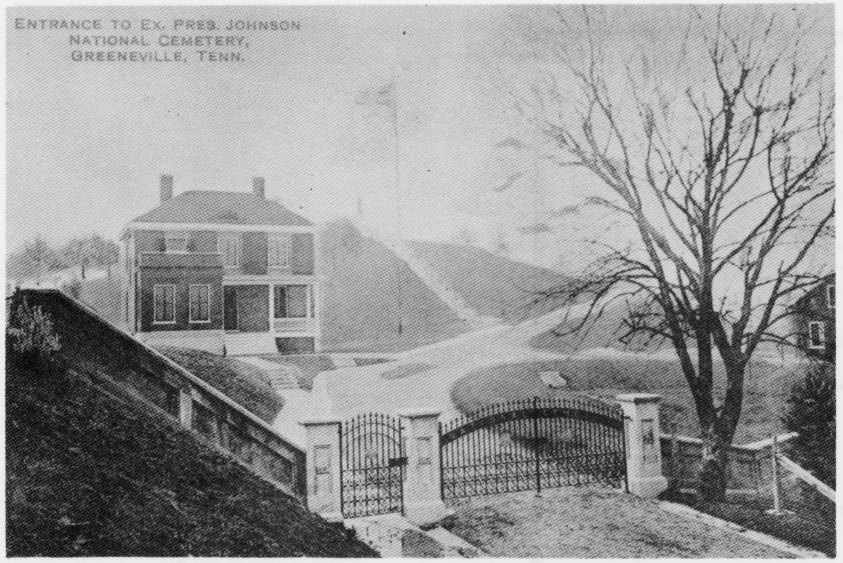


Figure 3. Historic postcard of Andrew Johnson National Cemetery, 1910.



Figure 4. View of the Rostrum, 1976.

The War Department Era -- 1906-1942

The Andrew Johnson National Cemetery, Fourth Class, was developed and managed by the War Department from 1906 through the 1930s (the last revision date on the "General Development Plan" is 1933). This same development plan illustrated the primary features of the landscape. They included: the lodge; stable; entrance drive; rostrum; flagstaff and walk; and the concrete wall that encloses the cemetery (see fig. 2). By 1908 when the first superintendent arrived, the lodge and stable were constructed, the roadway had been graded and graveled, and the enclosing concrete wall was at least partially constructed. Josiah B. Bewley, first Superintendent of the cemetery, reports for the month of December, 1908 the following:

The Lodge, constructed of brick on concrete foundation, two story with basement...in good condition. One stable, constructed of brick, story and a half, roofed with slate...in good condition. Inclosure wall, constructed of concrete, with iron gates...flagstaff, material wrought iron, constructed on concrete base, height 75 ft. in good condition.

The 1908 cemetery layout illustrates nine distinct, and variously sized sections of graves (an Officers Section and Section A through H). Each section was to be uniformly set back off the drive and regularly spaced along the contours on the backside of the hill as viewed from the entrance. The drive was to climb the hillside, providing the visitor an unbroken view of the Monument, and then loop around the hilltop, allowing a view of the veterans' graves. The most dramatic view of the Monument was planned from the entrance and was reinforced by the placement of the walk, which ran straight up the hill to the Monument, and the flagstaff, centered, mid-hill in a landing. This alignment of

features drew one's eye straight up to the Monument, while the series of views along the drive provided a more varied experience. Historic postcards and period photographs, c.1908, clearly illustrate this design intent (see fig. 3).

The Officers Section was the one feature that seemed, at least on the plan, to encroach on the open vista of the hilltop to the Monument. Extending east from the rostrum, it ran along the front side of the hill. In reality, however, due to the prominent location of the lodge, which dominated the view from the entrance, and the existing trees on this side of the hill, the Officers Section did not disturb the view of the Monument.

The first burial occurred soon after the cemetery's opening in 1908 and burials continued at a relatively slow rate through the 1930s. An inspection letter in 1939 recorded that the cemetery consisted of 100 graves:
[t]here were 12 interments since last inspection, and the annual average of interments for the past five years is four.[2]

This number increased significantly when the Veterans Administration (VA) hospital in Oteen, North Carolina started using Andrew Johnson National Cemetery. In 1942, a final survey of graves was completed prior to the transfer. The survey established 139 graves occupied of a possible 368 laid out in the original plan.

The other landscape feature that was installed during the War Department administration was the rostrum (1931). It was shown on the original plan as rectangularly shaped but was installed as an octagonal gazebo-like structure (see fig. 4).

Minor landscape features that were illustrated on the War Department 1908 "General Development Plan" are the gun monuments at the summit of the hill and two short flights of steps east and west of the monument. Although they are documented in photographs from the 1950s and showed as extant on the first NPS drawings, no date of their installation has been established. It is assumed, however, that they were in place by the time of transfer to NPS in 1942. Items never illustrated on any plans but ordered and installed as early as 1908 are "twenty-four iron settees of the usual pattern for national cemeteries."[3] These were requested by visitors and subsequently requisitioned by the superintendent. Although their placement does not turn up on drawings, a few locations are known from period photographs (see fig. 5).

The stable underwent major improvements in 1936. Restroom facilities were added off the west end, the stable was converted to a utility building and a small parking area was established. These changes are documented by a period photograph (see fig. 6).

Landscape maintenance during the War Department era was concerned primarily with the establishment and maintenance of a lawn on the steep hillsides of the cemetery. Early work reports document the fact that the cemetery was managed by the superintendent and one temporary helper and two hand mowing machines. However, the files also contain numerous letters complaining of insufficient staff, as well as requests for better equipment which seemed always to fall on deaf ears.

One historic postcard c.1908 is interesting in that it depicts a very shaggy, unmaintained groundcover on the flatter ground around the monument, and a closely cropped groundcover on the short steep slopes that edge the drive (see fig. 7). This seems to support the maintenance difficulties reported in the supervisor's letters of the same period. The photograph also illustrates a landscape with widely

scattered small trees, and a clump of mature cedars. No tree inventory or tree planting program was discussed in any of the War Department documents reviewed for this study. It would seem that volunteer trees existing on site were left to mature without much maintenance. The fact that not a single plant was installed around the foundation of the lodge is proof that landscaping was not a part of the War Department program (see fig. 8).

The National Park Service Era -- 1942-Present

In 1942, when Andrew Johnson National Cemetery became part of the Andrew Johnson National Monument, it was clearly stated in NPS policy that there would be no further burials. Up to this point there had been 139 interments, filling 38% of the 368 original grave sites. This policy, however, was not a popular decision with the local citizenry. To quote the administrative history, the *"DAR...on the side of the American Legion, all other local patriotic and civic organizations and possibly 100% of the individual citizens..."* advocated the cemetery's reopening and by 1946, after much lobbying, they succeeded. [4]

The first Master Plan by NPS reflects the reopening of the cemetery for additional burials. This plan includes the "Mission 66 Recommendations" and is dated 1945, with revisions made in 1956 (see fig. 9). For the most part, all the proposed changes and additions on this Master Plan have been implemented at the cemetery. The changes to the site include expanding the stable and the area around it as the "Utility Area." A large maintenance structure was added perpendicular to the stable with an expanded parking area in the foreground of both buildings. This plan also proposed that the access to this utility area change by closing the original driveway and opening a new driveway a little further along the entrance drive from the entrance. This change was



Figure 5. Period photograph illustrating settees, c. 1915.

accomplished. At the summit of the hill, a hedge was laid out in a rectangle around the outside of all the Johnson family graves, including the Monument, with a brick walkway, that followed the layout of the hedge. These were installed as proposed. The War Department gun monuments appear on this plan with no changes proposed to these features.

One proposed change that was not accomplished, includes the removal of the rostrum and sidewalk from the Lodge up to the Flagstaff landing (approximately mid-slope). The correspondence between the Superintendent and the Eastern Office, documents that this idea was soundly rejected by the Superintendent. An original colored print in the Park's possession clearly shows the existing walk pencilled in over the proposed scheme that eliminated it.

No additional grave sections are illustrated around the summit of the hill. A new drive, however, is shown breaking through the southwest corner of the concrete wall from Vann Road with a parking area just inside the wall. On this back slope there is a note "Area for Future Burials" but no specific sites are sectioned off.

On this plan, the cemetery was illustrated as almost entirely covered with trees. The legend, however, makes little distinction between what is existing and what is proposed in regards to the vegetation. It is also important to note that the property line has been redrawn. The cemetery boundary now ends just outside the entrance gates and Monument Avenue is excluded from the plan. This follows from the comment in the Administrative History that in 1949 there was a proposal to "turn Monument Avenue to the Cemetery Gate" over to the city.

All of the Mission 66 recommendations have essentially been completed. However, the final design of these proposed improvements in some cases were revised prior to installation. These design variations are sometimes documented on plans but are most clearly evident in the extant landscape. The majority of these additions and/or changes are reflected in the following areas:

Utility Area -- Maintenance building installed and expanded (1950, 1972) perpendicular to existing stable. Parking area expanded twice (1950, 1991--see fig. 10).

Monument Area -- Brick walks installed (1960), hedge installed and removed (1960, c.1970), second fence installed around the Johnson family graves (with, or instead of hedge not established, c.1970--see fig. 11).

Vann Road Entrance -- A second entrance and cul-de-sac drive was completed by opening and turning back the concrete wall along a section of Vann Road (1973--see Fig.12). Many new grave sections were laid out and a



Figure 6. Stable renovation to Utility Building, c. 1915.



Figure 7. Historic postcard illustrating a "shaggy" landscape, 1910.



Figure 8. Historic photograph of Lodge, c. 1945.

concrete walk/stairway was added from the new drive to the summit on the back side of the hill. Several additional concrete walks were installed from the summit down to the newer grave sections (c.1973).

Additional Grave Sections -- A 1963 "Land Use Plan" is the first illustration of additional grave sections: Section J is added between the Officers Section and Section A, and Sections K through O are added on a tier below the original sections. These additional sections have since been laid out and filled. More areas were laid out and have been filling up since the completion of the Vann Road Entrance c.1975. The need still exists to find additional interment locations.

Landscape Improvements -- The Monthly work reports do not describe the installation or maintenance of a landscape plan for the cemetery in the War Department or NPS eras. As previously noted, the first documentation of any vegetation were the trees on the Mission 66 Master Plan. The 1966 "Land Use Map" shows a dot for all existing trees surveyed but no attempt was made to name or size the type of trees noted. The "Administrative History" comments that in 1976 "new vegetative planting and landscaping were done in and around the grounds of the National Cemetery."[5] A 1976 "Vegetative Inventory Plan" names and codes all the existing plant material. This survey is updated on a 1984 "Cemetery Landscape Plan," but neither this nor the 1976 plan propose

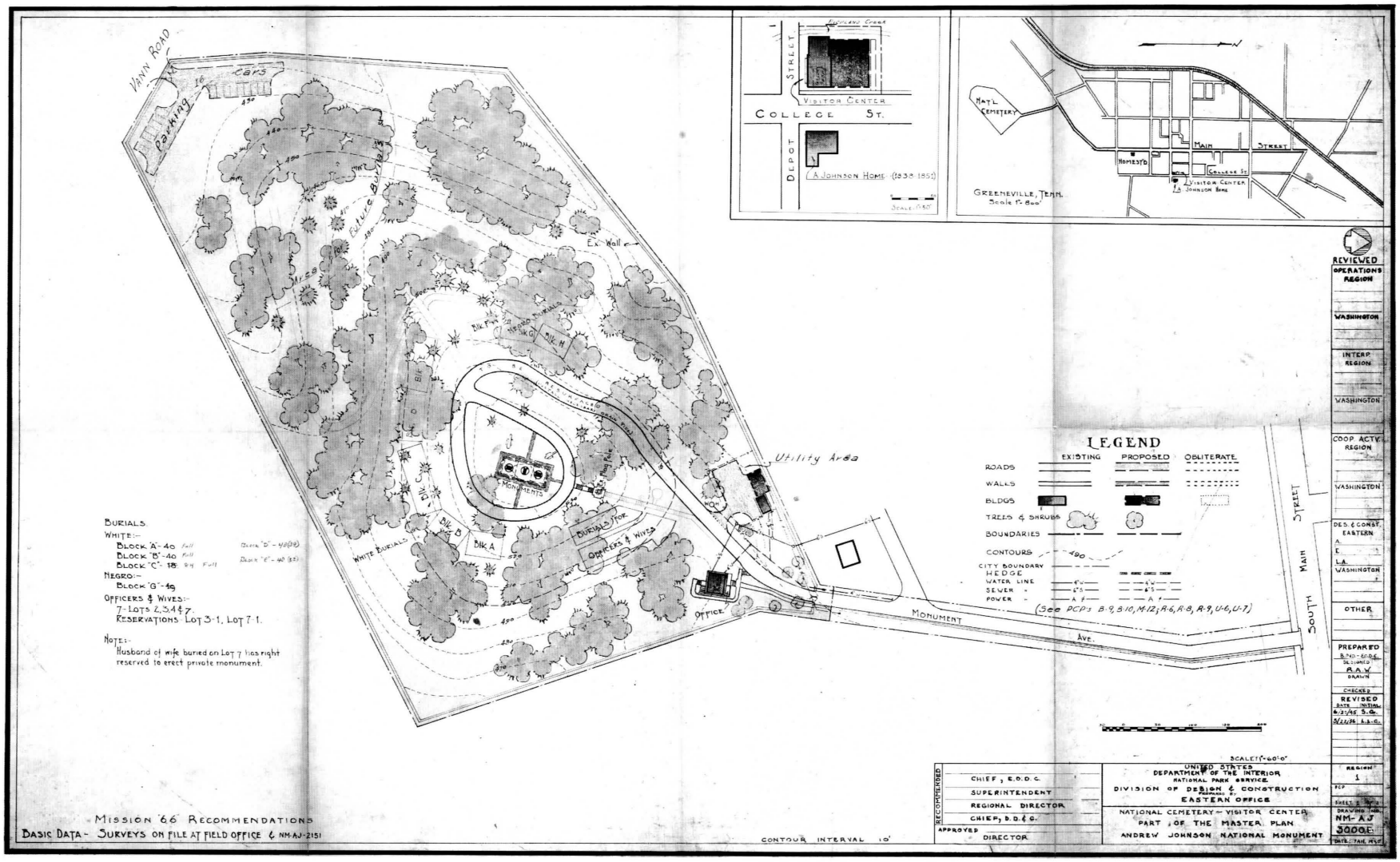


Figure 9. Mission 66 Recommendations, c. 1945.



Figure 12. Photograph of Vann Road Entrance, c. 1973.

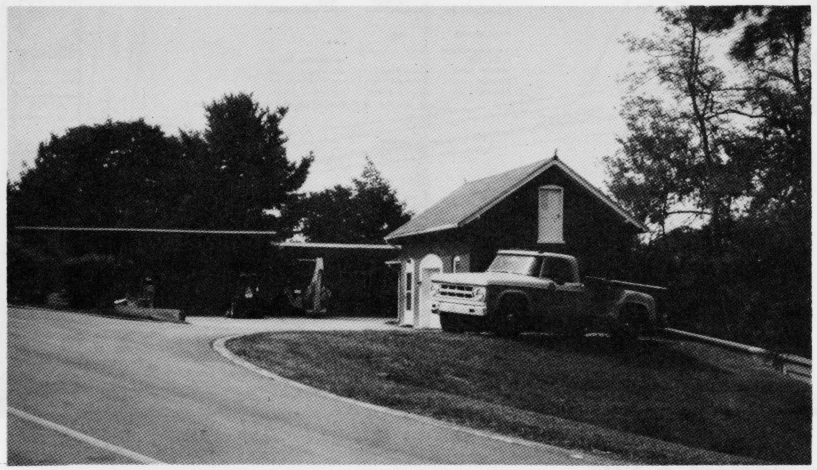


Figure 10. Maintenance additions to Stable/Utilityarea, 1991.

any additional plantings or list the size and age of existing plant material surveyed (see fig. 13).

The only planting plan discovered in this research process was a 1976 "Planting Plan" that illustrates new plant material at the "Utility Area" and at the "Lower Access Entrance" off of Vann Road. From the 1984 "Cemetery Landscape Plan" the inventory of existing plants indicates that in the interim the utility area was landscaped as per the 1976 plan. No documentation was found to date the installation. At the Vann Road Entrance, however, only two arborvitae either side of the entrance were planted. From interviews with current maintenance staff, some of whom have been with the park since the 1960s, it appears that a random approach to planting trees has been followed most often in the cemetery. This has depended on the availability of plant material and planting space.

HISTORIC SITE ANALYSIS

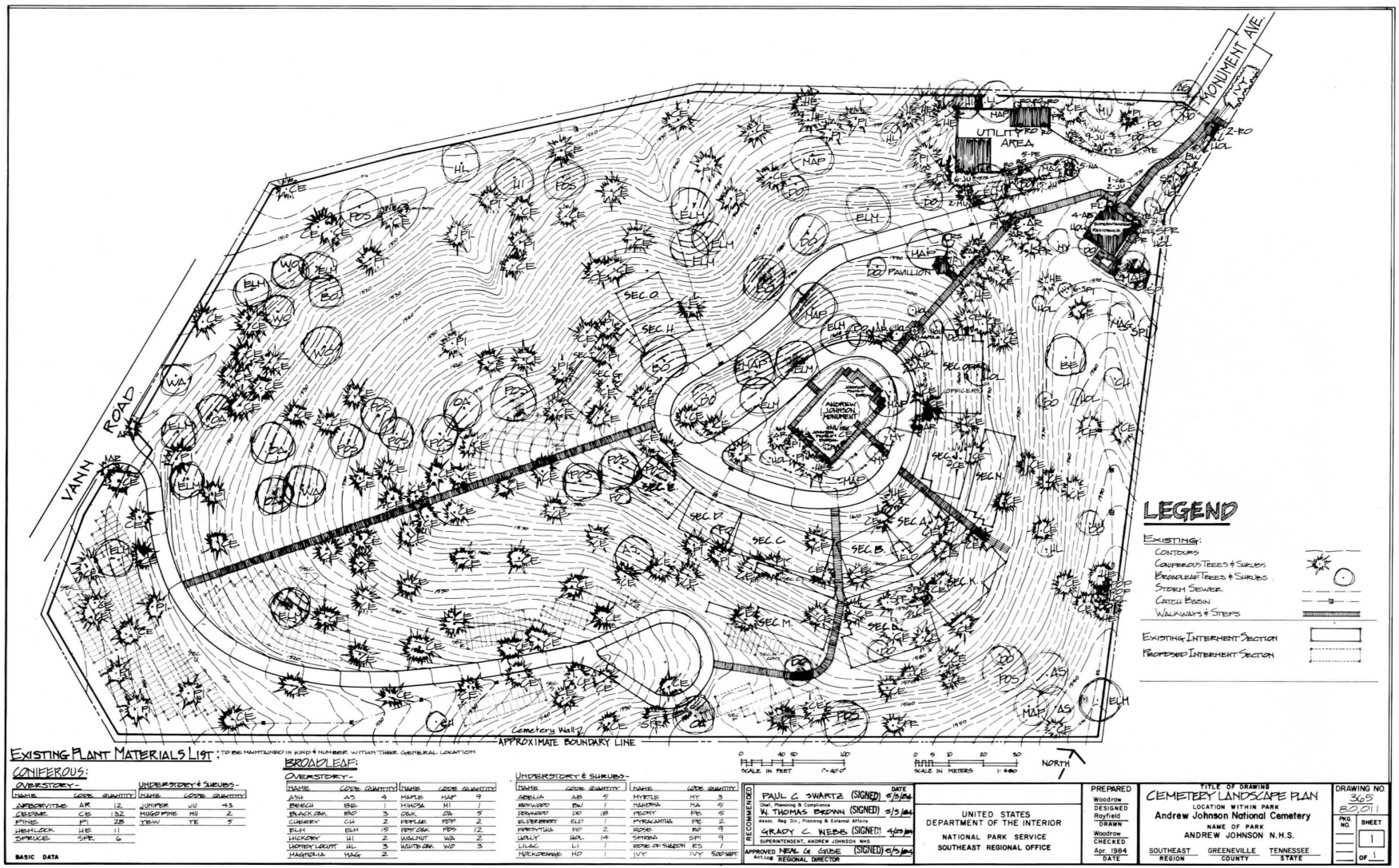


Figure 11. Monument Area, c. 1970.

Period of Significance and the Historic Scene

The analysis of the landscape development at Andrew Johnson National Cemetery suggests that the appropriate period of significance is 1908-1941. The beginning of this period is defined by the radical change from a rural family gravesite to the development of a national facility. It is fitting that the end of the period coincide with the end of the War Department administration of the site. Not only does this historic period satisfy the 50 year requirement necessary to meet National Register criteria, but at this point, the major features of the memorial landscape, as illustrated in the 1908 Development Plan, were installed and in some cases, as in the renovation of the stable, remodeled to meet visitor needs. Also, the War Department's consistent and minimalistic approach to management, as well as adherence to the development of the 1908 scheme resulted in a designed landscape true to the original intent. From the mid 1930s until the transfer of the property in 1942, development at the cemetery was static. Therefore the condition of the cemetery in 1942 reflects the culmination of design and development at Andrew Johnson National Cemetery and is therefore proposed as the historic scene.

From an assessment of the cemetery's development since the initial construction, it appears that changes following the NPS Master Plan (1945, rev. 1956) have caused the most change to the historic scene. Complete restoration of the historic scene, however, would be impossible since it would involve the disinterment of many graves, removal of a major drive and walks.



EXISTING PLANT MATERIALS LIST: TO BE MAINTAINED IN KIND & NUMBER WITHIN THEIR GENERAL LOCATION

CONIFEROUS:

OVERSTORY-

NAME	CODE	QUANTITY
ARBORVITAE	AR	12
CEDAR	CE	132
PINE	PI	28
HEMLOCK	HE	11
SPRUCE	SPR	6

UNDERSTORY & SHRUBS-

NAME	CODE	QUANTITY
JUNIPER	JU	43
MUGO PINE	MU	2
YEW	YE	5

BROADLEAF:

OVERSTORY-

NAME	CODE	QUANTITY
ASH	AS	4
BEECH	BE	1
BLACK OAK	BO	3
CHERRY	CH	2
ELM	ELM	15
HICKORY	HI	2
HONEY LOCUST	HL	3
MAGNOLIA	MAG	2
MAPLE	MAP	9
MIMOSA	MI	1
OAK	OA	5
PEPPLE	PEP	2
PEPP OAK	PEPO	12
WALNUT	WA	2
WHITE OAK	WO	3

UNDERSTORY & SHRUBS-

NAME	CODE	QUANTITY
ABELIA	AB	5
BOXWOOD	BW	1
DOGWOOD	DO	18
ELDERBERRY	ELD	1
FORSYTHIA	FO	2
HOLLY	HOL	14
LILAC	LI	1
MOCKORANGE	MO	1
MYRTLE	MY	3
NANDINA	NA	5
PEONY	PE	5
PYRACANTHA	PE	2
ROSE	RO	9
SPIREA	SPI	9
ROSE OF SHARON	RS	1
IVY	IVY	500 SQFT

BASIC DATA

RECOMMENDED:
PAUL C. SWARTZ (SIGNED) DATE 5/3/84
Chief, Planning & Compliance
W. THOMAS BROWN (SIGNED) 5/3/84
Assoc. Reg. Dir., Planning & External Affairs
GRADY C. WEBB (SIGNED) 4/30/84
SUPERINTENDENT, ANDREW JOHNSON NHS

APPROVED: NEAL G. GUSE (SIGNED) 5/3/84
Acting REGIONAL DIRECTOR

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
SOUTHEAST REGIONAL OFFICE

PREPARED
Woodrow
DESIGNED
Rayfield
DRAWN
Woodrow
CHECKED
Apr. 1984
DATE

TITLE OF DRAWING
CEMETERY LANDSCAPE PLAN
LOCATION WITHIN PARK
Andrew Johnson National Cemetery
NAME OF PARK
ANDREW JOHNSON N.H.S.
SOUTHEAST REGION | GREENEVILLE COUNTY | TENNESSEE STATE

DRAWING NO. 365 80011
PKG. NO.
SHEET 1 OF 1

Figure 13. Cemetery Landscape Plan, 1984.

Evaluation of Integrity

The following evaluation of integrity assesses the existing condition of the historic elements by documenting changes since the historic period. From this evaluation will come landscape management recommendations. These recommendations will describe preservation, and where appropriate, restoration alternatives that are necessary if the public is to have an understanding of the historic scene.

An evaluation of integrity examines seven qualities according to the National Register criteria. These include: historic location; design; setting; materials; workmanship; feeling; and association. The following is a reflection of how each of these qualities has been affected by development since 1942.

Location -- The historic location of the Andrew Johnson National Cemetery, as well as the location of the major features within the cemetery, have remained essentially the same. The enclosing concrete wall, built in the first years of the cemetery's establishment, delimited a very definite place for the cemetery. The evolution of the surrounding landscape from rural to residential has changed the feel of the location somewhat, but again the enclosing wall has also kept this development at bay

Design -- The design of the landscape as it appeared on the War Department's 1908 "General Development Plan," (rev. 1933) is the base plan by which subsequent changes are evaluated. The simple layout of the veterans graves below the monument was meant to support the memorialization of Andrew Johnson. The veterans' graves, as well as the other landscape features, were used to highlight the central placement of the marble obelisk and to make a more monumental statement. The limited number and controlled placement of the veterans' gravesites do not suggest, nor do the War Department documents support, a vision of a landscape covered with headstones.[6]

Since the reopening of the cemetery to veteran burials, the NPS has been under constant pressure to develop the site to an extent that the historic plans and documents do not support. As soon as the original grave plots were filled, NPS interment expansion plans added tiers of graves below the original sections. Over time, NPS has gone on to provide access to and develop any available sites that are not unreasonably steep. In turn, the maintenance area has had to be expanded. To more easily access areas on the southwest side of the hill, the wall was broken through off of Vann Road and a drive and cul-de-sac into the cemetery were added. All of these changes by NPS have compromised the original design integrity.

Despite these additions and changes, however, the core of the original design remains intact. This is due to the topography of the site, Monument Hill, which prevents the most recent changes from being seen from the Monument Avenue entrance. Therefore, the character defining features of the original cemetery can be protected from further intrusions if this core is recognized for the historic integrity it retains.

Setting -- There is an interior and an exterior setting that are associated with the cemetery. The integrity of the exterior

setting has changed due to the continued growth of the city of Greeneville. At the time of Johnson's burial, and through the early 1940s, the cemetery sat in a rural landscape. As homes were developed along Monument Avenue, the government officially gave control of the right-of-way to the city (c.1950). Now, residential land use almost completely surrounds the site. One property southeast of the cemetery, near the Vann Road entrance, still retains a wooded character and is an important buffer from the surrounding development.

The open character of the historic interior landscape, best seen in the period postcards, is now dominated by a mature canopy of evergreen and deciduous trees. This is particularly apparent from the well documented entrance view. What was once an unobstructed view up to the monument, has become an increasingly obscured view due to aging and addition of plant material.

Features and Workmanship -- The features associated with the War Department's cemetery landscape are essentially intact due to good maintenance: the brick lodge and stable, the concrete enclosing wall, the entrance gates, etc. Most recently, the original 75' telescoping flagstaff was refurbished and its guy wires were replaced. This restored an important element of the historic landscape.

All work and materials, however, have not always been so sensitive. The most prominent example of this is the utility shed that has been added at the "stable." Its concrete block construction and flat shed roof do not in any way reflect the historic materials or construction style of the original buildings. Another example is the Vann Road Entrance. The historic concrete wall was broken and two sections were awkwardly turned back to make the opening for the drive. An attempt was made to imitate the original entrance gates, but the metal is a much lighter material and does not reflect the quality of design or detail of the original gates.

This is also true of a second fence that was added outside the original Monument fence. The elegant design of the original iron fence that circles the Johnson monument, is obscured by a much lighter metal fence that was put up to encompass all the family graves. Because of its height and proximity to the original fence, this newer fence detracts from the integrity of the original cast iron fence.

Feeling -- Although no complete set of pictures exists to document the historic scene in 1941, the War Department policy of a simple landscape--turf and trees (additional plantings at the lodge and cemetery were discouraged)--kept the focus on the Andrew Johnson Monument. The essence of the historic landscape was the Monument. This was reinforced by the single entrance and a tour drive that went up and circled the monument.

As this historic landscape has evolved since 1941 there has been a change in feeling. The Andrew Johnson Monument is no longer the only focus of the cemetery. For example, visitors who enter from Vann Road could tour the backside of the cemetery and not even see the monument before leaving. From the original entrance, the maintenance area competes with the view to the monument both because of its size and associated activity.

Association -- As previously stated, the continued development beyond the 1908 layout at the Andrew Johnson National Cemetery is changing the association of the historic landscape from a memorial to the president, Andrew Johnson, to a more general memorial theme associated with all veterans of war. This is especially true for all the development that has occurred since the opening of the Vann Road entrance. From this entrance, a visitor could easily tour this section of the cemetery without any idea of the site's association with Andrew Johnson and perhaps miss the Monument completely since there is no planned view from this side.

The Significance of Andrew Johnson National Cemetery

The primary significance of the Andrew Johnson National Cemetery is as a designed historic landscape associated with the memorialization of Andrew Johnson, 17th president of the United States, and his final resting place. A National Register nomination form was completed in 1974 and revised in 1976 that placed the Andrew Johnson National Historic Site, including the cemetery, on the National Register of Historic Places. This nomination was completed without consideration being given to the individual significance of the cemetery. The intent of this study's recommendations is to focus management's attention on the integrity of the historic character defining features and propose appropriate treatment where necessary.

Although separate National Register documentation has not been completed for the cemetery, "such properties will qualify under the criteria as they apply to designed historic landscapes" or if the cemetery derives its "primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events."[7] The designed historic landscape of Andrew Johnson National Cemetery satisfies National Register criteria on its own merit since it (a) includes the grave of Andrew Johnson and (b) retains enough original design integrity.

As previously stated, the landscape changes made to accommodate continued development of the cemetery have resulted in many unalterable features. This makes complete restoration of the historic scene unrealistic, if not impossible. However, due the terrain of the site--a hill that effectively blocks the view of most of the new development on the back side--and the completed design and construction of the 1908 War Department landscape before transfer to the Park Service, there is a Historic Zone that would be worthy of preservation efforts. This zone is defined by the original entrance gates on Monument Avenue and entrance drive up to and including the Monument, the lodge, the stable/maintenance area, the walk, flagstaff, rostrum, the first tier of graves, and the concrete enclosing wall. This area, including the wall, retains enough integrity that management's strategy should focus on preserving and interpreting the historic scene. All of the recommendations are based on the premise that this Historic Zone is essential to the understanding and appreciation of this significant cultural landscape.

TREATMENT AND DEVELOPMENT ALTERNATIVES

The following discussion includes an analysis of the extant historic features within the Historic Zone and landscape management recommendations to preserve, rehabilitate, and/or restore the elements most important to the integrity of the site. General preservation recommendations that are applicable to the overall site precede detailed recommendations, by area, in the Historic Zone (see fig. 14). *National Cemetery Operations Guideline*, NPS-61, is the only official Park Service document dealing with the management of national cemeteries. Chapter 3, "Operation and Maintenance of National Cemeteries as a Cultural Resource" is particularly important and should be referred to, especially for its recommendations concerning "repair of damaged period headstones" and treatment and maintenance of historic landscapes "at the highest horticultural standard."

General Recommendations

It is the stark simplicity of the War Department landscape, as seen in the historic postcards and early photographs, that contrasts most noticeably with the general appearance today. Strict application of the Army handbook, which required the establishment of sod on the entire site, as well as a small staff, made all but the basic landscape of turf and trees impossible to maintain in the early years (1906-1941).

No documentation has been found to verify the planting dates of any of the older trees in the park. However, because of the fact that they are all approximately the same size (greater than 20" dbh), age (more than 50 years old), they are considered to be historic. Since no planting plan exists from the War Department era, there is no particular significance attached to the individual species or individual location of the plant material. Rather, it is the overall make-up of the canopy (i.e., percent of evergreen to deciduous trees, and the overall number of cedars, as well as the lack of flowering trees) that is characteristic of the early landscape. Due to the very large size of the major trees, a planting plan should be developed that would address the replacement of lost, and soon to be lost trees due to size and condition.

Administration by NPS brought a different landscape philosophy to the cemetery and despite the fact that no overall planting scheme existed, a more "landscaped" approach has been evident since the 1940s. Examples of this are all the foundation plants that start to appear around the lodge and rostrum, as well as the ornamental trees that have been planted along the entrance drive and around the Monument.

These landscape recommendations can be applied generally throughout the site. A "Vegetation Assessment Plan" was completed as part of this report (see fig. 15) and provides the approximate location of all the existing trees, their type, and a visual assessment of their condition (good or poor). With respect to the 1991 "Tree Report" completed by the Forest Service, the maintenance/management sections are good and should be followed as they relate to hazardous and/or diseased trees. However, the report does not take the historic landscape into consideration when making recommendations on replacement tree species. In a historic landscape, certain species evoke associations with the period in which they were planted. Rather than follow the general tree

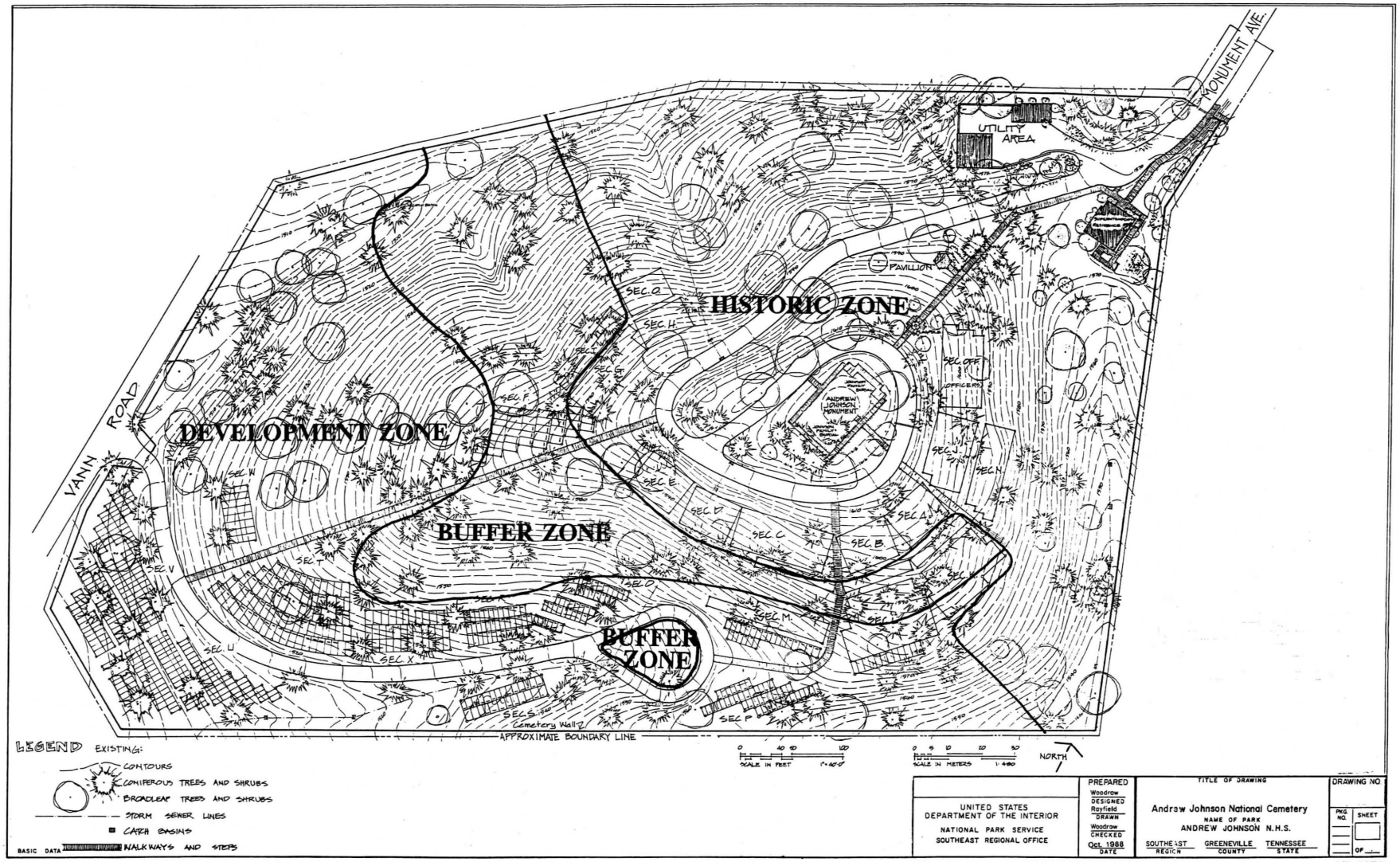
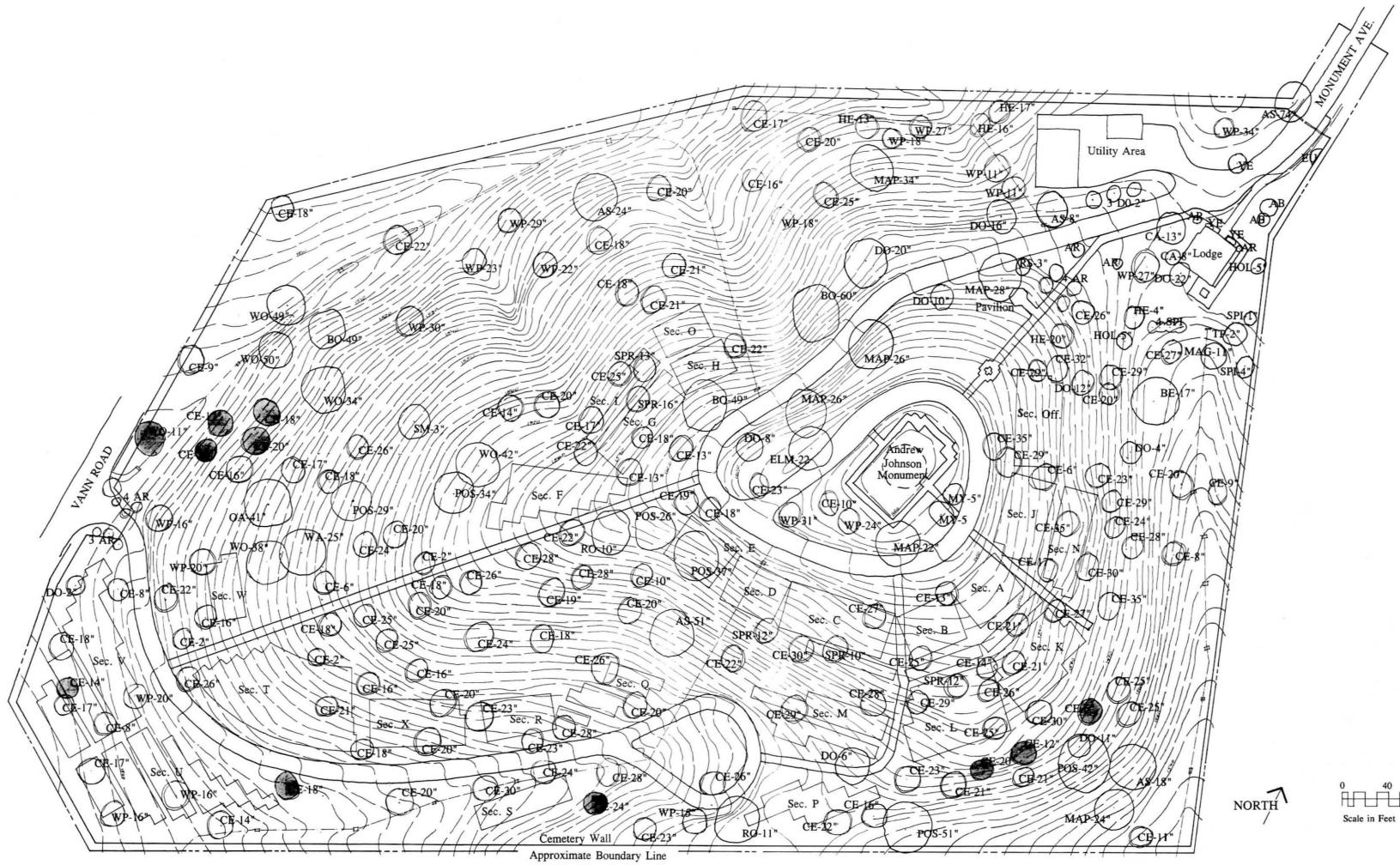


Figure 14. Management Zones, 1992



EXISTING PLANT MATERIAL LIST

CONIFEROUS TREES

NAME	CODE	QTY
Arborvitae	AR	13
Cedar	CE	119
Hemlock	HE	6
Spruce	SPR	4
White Pine	WP	19

BROADLEAF TREES

NAME	CODE	QTY
Ash	AS	5
Beech	BE	1
Black Oak	BO	3
Crab Apple	CA	2
Maple	MAP	6
Oak	OA	1
Dogwood	DO	13
Elm	ELM	1
Holly	HOL	2
Magnolia	MAG	1
Tulip Poplar	TP	1
Walnut	WA	1
White Oak	WO	6
Post Oak	POS	6
Red Oak	RO	2
Silver Maple	SM	1

SHRUBS

NAME	CODE	QTY
Abelia	AB	2
Euonymus	EU	1
Rose Sharon	RS	1
Spirea	SPI	6
Yew	YE	3

LEGEND

- Coniferous Trees and Shrubs
- Deciduous Trees and Shrubs
- HE-31" - Code - Size (diameter at breast height)
- Condition - Good
- Condition - Poor

VEGETATION ASSESSMENT PLAN

Andrew Johnson National Cemetery

Andrew Johnson National Historic Site

July, 1992

Source: Cemetery Landscape Plan. April, 1984. All locations are approximate and require field verification.

Figure 15. Vegetation Assessment Plan, 1992.

species recommendations of the report, replacement trees should try to replicate the historic cover where appropriate, especially as it concerns the cedars (see appendix A).

Therefore, requests to remove dead, hazardous, and/or diseased trees are appropriate in order to provide an environment safe for visitors. However, a tree replacement plan should be in place in order to ensure that trees in decline are being replaced somewhere, especially in the Buffer Zone, in the cemetery so that the overall canopy will not be lost.

Trees and Shrubs -- The composition of the tree canopy is discernible from two plans: "Vegetative Inventory Plan," 1976, and the "Cemetery Landscape Plan," 1984. Both plans list the types and numbers of plant materials on the site. From an evaluation of these resources it is clear that the majority (75%) of trees were, and are, evergreen with the greatest number of these being Eastern Red Cedar (*Juniperus virginiana*). This native species is a tree common to sites in transition from an old field plant community. The natural old field succession of this site was arrested by the development of the cemetery. The small cedars that were present at the time have matured to large specimen sizes. Because of the distinctive character of the form and texture, replacements should be considered as the older species die out. These future replacements should be planted in areas not intended for future development. As period photographs illustrate, the existing cedars started very small and could be replaced in this fashion. Not only does this keep the cost down, but it would be a way of illustrating the old field succession that was once part of the site's natural evolution.

Ornamental Flowering trees--Dogwoods, Crape Myrtles, etc., are, for the most part, NPS introductions and follow a loose "landscaping" policy that is reflected throughout the cemetery. It is a recommendation of this report to phase the flowering trees and shrubs out of the Historic Zone and to maintain the simple shade tree and cedar landscape of the War Department.

Ground Covers -- The traditional ground cover for the cemetery has been grass. On short steep slopes (i.e., along the entrance drive), where mowing is a continual hazard, replacing grass with compatible low growing ground covers could be considered. The ground cover that looks most like grass is *Ophiopogon japonicus*, Dwarf Mondo Grass. This is an evergreen plant that spreads moderately fast. It should be planted in small clumps, 3 to 5 bibbs, approximately 6" on center. Another appropriate low growing ground cover is *Vinca minor*, Periwinkle. While not grass-like, it is a traditional ground cover plant that would have been readily available in the historic period. In order to be in keeping with the simple green War Department landscape, whatever hardy ground cover plant is used, it should not have a distinct shrub form such as juniper or holly, nor should it have conspicuous flowers like day lily or thrift.

Enclosing Concrete Wall -- The wall is a key element to the historic landscape both for its definition of the cemetery, and for the quality of the material and design. Records indicate that a firm in Montgomery, Alabama, was awarded the bid to cast the original wall, and while the construction details did not turn up in this landscape study, further research in the War Department files should bring them to light. In any case, the Secretary of the Interior's *Standards for Rehabilitation* should be followed in the repair or replacement work that is being considered for the wall. Due to the historical importance of the wall, reconfiguration of the Vann Road entrance should be considered. The unnatu-

ral way the wall segments were turned to create the entrance opening mars the beauty of the original design. The main entrance should be studied for how the wall terminated into the gates and an appropriate solution for the Vann Road entrance should be promoted as funds become available.

Parking -- Visitor parking was not a major consideration in the original design and therefore no accommodation was made for any number of cars. Current administration allows parallel parking along the entrance drive. The site does not lend itself to the development of a parking lot that would not seriously compromise the historic, as well as aesthetic integrity of the scene. Therefore, until accommodations can be made outside the cemetery grounds, the present policy should be continued.

Signs and Markers -- There is no system of labeling grave sections at present. There is, however, one historic postcard that shows a low sign at the entrance. This detail could be adapted for use throughout the cemetery (see fig. 16).[8] If reproducing a historic marker system with an appropriate lettering style is considered, further research into War Department records should be done to see if such a system was established for a fourth class cemetery.

The memorial marker at the Monument has gone through several design phases. Again, it would be appropriate to do more research on the War Department's approach in order to restore a sign compatible with the historic scene.

One important and distinct sign is the large National Park Service identification sign just outside the main entrance gates. Its extant form and placement seem to date back to the transfer of the property. While the present sign does not belong to the historic scene being proposed, it does signify an important event in the cemetery's history and should be maintained in the form and place of its first appearance in 1942.

Benches -- Not all of the 24 original "settees" still exist in the cemetery nor are all of the original locations known. However, the remaining few are of distinct enough quality that any replacements should match these original benches. The few documented locations, such as around the flagstaff, could warrant replacement. However, since historically the benches were requested by people who wanted to visit longer in the cemetery but for whom it was tiring to stand, locations for replacements should be considered for their access to, and views of the gravesites.

Historic Zone -- Recommendations by Area

Each of the following areas are considered separately because of the preservation issues that are unique to them. The preceding general recommendations should be applied where appropriate. Recommendations, both general and specific are illustrated by area (see fig. 17).

Entrance and Entrance Gates -- The main entrance from Monument Avenue maintains its historic importance, despite the newer entrance on Vann Road. From this perspective the entire historic zone is in view and it is from here that the visitor's impression is set. While there have been changes in this area, the essential elements retain a high degree of integrity. These elements include the entrance wall monu-

ments, the gates themselves, the tree on the right side just outside the gates, and the NPS sign just ahead of the tree.

There is no major work required to restore the historic scene in this area. In general, a good preservation strategy that includes regular maintenance is sufficient in order to keep the key features in good condition.

Lodge -- The lodge is the current living quarters for the Chief Ranger at ANJO. It was built as a residence for the Superintendent of the Cemetery and it is, therefore, appropriate that Park Service personnel continue to live in the lodge. However, in order to restore the historic scene, the following preservation options should be considered:

1. Research and restore the original color on the lodge shutters and trim. It is evident from historic photographs that these elements were not white until administration by the Park Service. Because all the historic photographs are in black and white, it is not possible to discern the color. Further research in War Department records for color standards, or a color analysis on extant material, still needs to be done to determine the original color scheme.

2. The landscape around the lodge is an important feature to restore if the historic scene is to be interpreted. For the most part this requires the removal of the foundation planting, as well as removal of the larger shrubs in the vicinity immediately around the lodge.

Maintenance/Utility Area -- The Maintenance/Utility area has experienced the greatest integrity loss of any area in the cemetery. Its first enlargement to construct a maintenance shed that in no way reflects the design, materials, or construction techniques of the War Department, was the beginning of the degradation of the historic landscape in this area and this degradation has continued through successive expansions and planting efforts.

This study acknowledges that restoration of the Maintenance/Utility area would require a major effort which includes the relocation of the existing maintenance shop. However, due to the high visibility of this area from the entrance, as well as the incompatibility of its present use, the eventual restoration of this landscape would be a priority if there is to be any interpretation of the historic scene by the park.

Present administration feels that the best place to consider relocating the maintenance shop is to a site outside the cemetery. The residential communities that bound the cemetery have many sites which could satisfy present and future maintenance needs. Potential locations could be studied in



Figure 16. Historic Postcard illustrating low sign, c. 1910

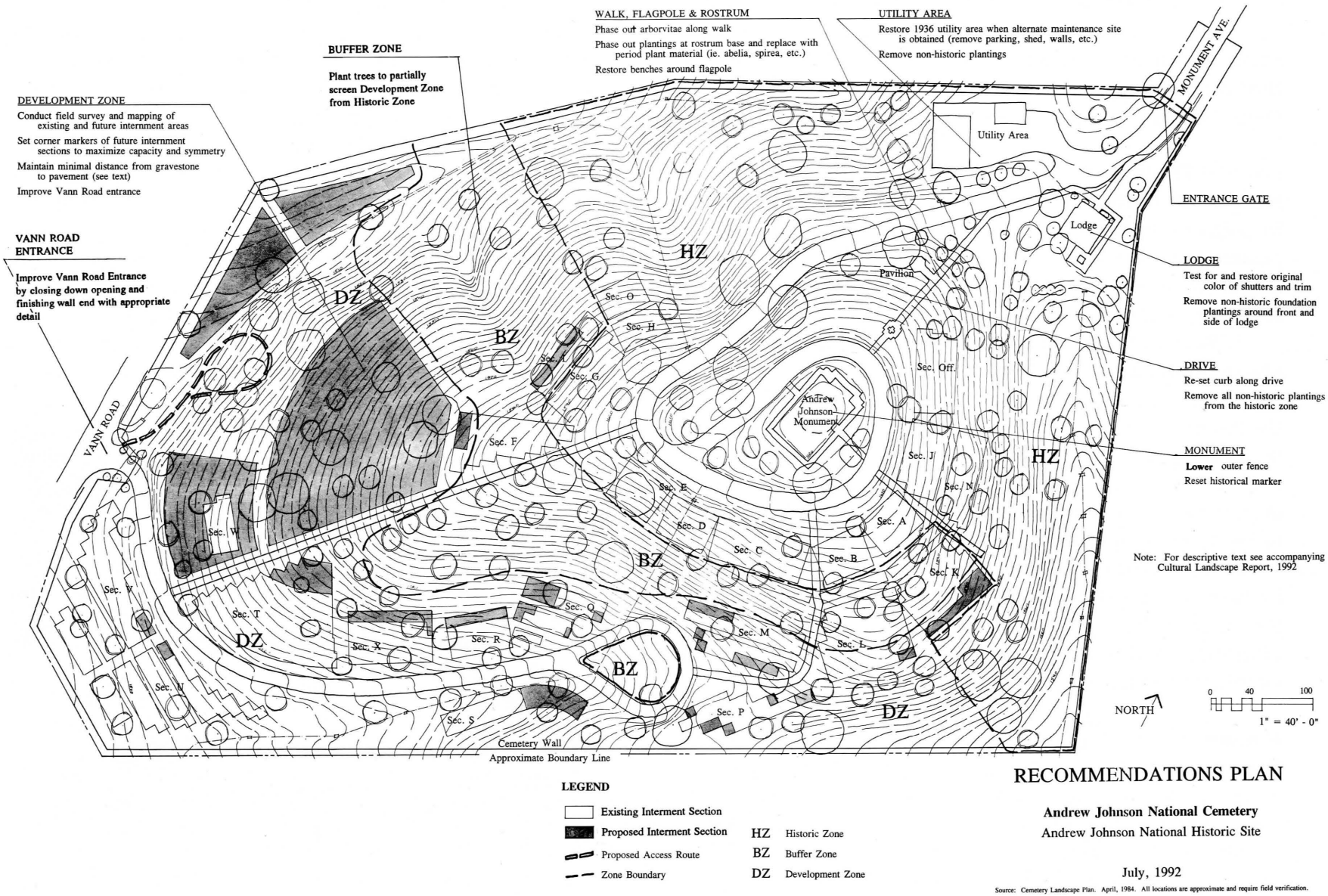


Figure 17. Plan illustrating Management Recommendations, 1992.

order to take advantage of any opportunities that make a desirable property available to the Park Service.

Drive up to Monument and Adjacent Landscape -- The alignment of the entrance drive has essentially remained the same, although the drive has been widened and paved to make it safer for contemporary use. Historic curbs have been lost under successive pavings and should be lifted and reset. According to the historic photographs the drive up to the Monument was through an open landscape. Trees were noticeably absent from this side of the hill. However, it is along this drive that most of the haphazard planting of trees has occurred. The current effect is very different from the historic scene. If the historic scene is to be re-established it would mean the removal of many of the trees adjacent to the drive (see fig. 18) and a policy that discourages additional plantings except to replace historic trees.

Monument Area -- The Andrew Johnson Monument, and the landscaped hilltop it crowns, is of primary importance to the historic scene. This is the one area with association and significance that predate the establishment of the cemetery. From the beginning, family graves have been added to the area, and living relatives continue to have an interest in how this area is managed. Over time, additions to this area have compromised the integrity of the simple landscape originally associated with the monument. The brick walks added from the Mission 66 plan are an exception. Visitor traffic has made a more durable walk surface necessary around the Johnson Monument, and as a paving material only, the brick does not interfere with the historic scene. The following are additional considerations and recommendations in order to restore the historic integrity of the area.

1. The rectangular outer fence around the Johnson family graves is a non-historic element in the Monument area. This report, however, acknowledges the importance attached to the second fence by the family members who, wanting additional security for the family gravesite, requested the fence. In order to increase the integrity of the historic scene, the recommendation is to lower the outer fence twelve inches so that a visitor can distinguish the more ornate, circular fence around the Johnson Monument (See Figure 19).

2. Re-set the historical marker from immediately in front of the Monument. In any of the historic photographs where a marker appears, even if the style has changed, the marker itself is to the side of the path. While the current design is sympathetic to the setting, the location is not.

3. If possible to attain, the restoration of the gun monuments would return an important feature to the cemetery's original association with the War Department. These were standard items in a National Cemetery landscape developed by the War Department and their location near the monument lent a ceremonial presence that no longer exists.

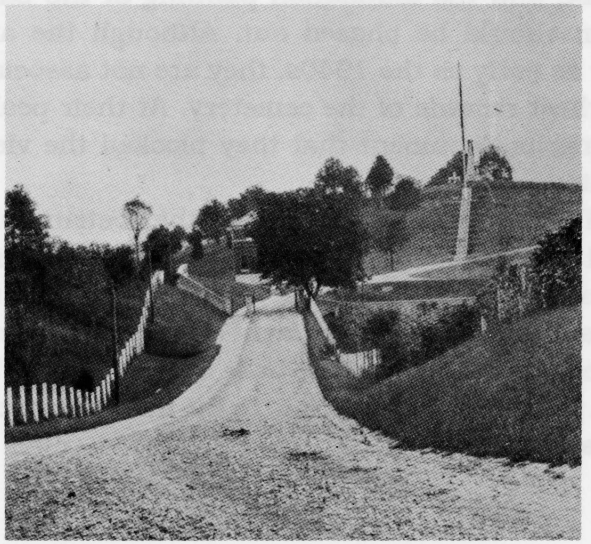


Figure 18. Historic postcard illustrating open hillside, c. 1910.

4. The existing concrete walkways that have been added down to grave sections may remain, but in no case may they become drives that would handle vehicular traffic. The straight lines of these walks already compete with the main historic walk to the summit, but any additional drives should follow the contours and be completely out of the historic viewshed.

Walk, Flagstaff, and Rostrum -- The integrity of the primary walk to the Monument is high, especially with the recent restoration of the flagstaff (1991). Like the gun monuments, these were standard features in a War Department National Cemetery landscape and their continued preservation is vital. The following recommendations are made in order to preserve this integrity and to mitigate any intrusions.

1. The arborvitae recently reestablished near the base of the walk, and the foundation planting at the base of the rostrum should be phased out. Although the arborvitae appear as early as the 1940s, they are not associated with the earliest records of the cemetery. At their peak, period photographs document that they blocked the view to the summit.

2. The junipers at the base of the rostrum should be phased out as well. Their presence relates more to the landscaping aesthetics of the Park Service than the stark landscape of the War Department and should be removed as they decline. If the concrete base of the rostrum looks too bare, a plant more appropriate to the historic period should be considered.



Figure 19. Existing fencing around the monument, 1991.

CONCLUSION

There is an important cultural landscape associated with the Andrew Johnson National Cemetery. It was designed and constructed in the first decades of this century by the War Department as a memorialization to Andrew Johnson. This was accomplished by developing the site into a national cemetery. Future research efforts should focus on establishing the standards that were associated with a fourth class national cemetery in order to guide preservation and/or restoration of the principle features in the Historic Zone. Through the documentation that has been accomplished it is clear that the primary features of the historic landscape exist, but are continually being eroded by decisions and policies that have not considered these landscape features as cultural resources.

The conclusion of this study is that it is neither necessary nor feasible to consider the complete restoration of the historic landscape at Andrew Johnson National Cemetery. There have been too many unalterable changes that prevent the re-establishment of the mostly undeveloped parklike setting that existed at the time of the cemetery's transfer from the War Department to NPS. It is the contention of this report, however, that a Historic Zone exists that is in view from the main entrance with enough integrity to warrant recognition. This historic scene is the focus of the preservation and restoration recommendations that would allow visitors to experience an important cultural resource, while permitting the addition of some grave sites outside the historic viewshed.

ENDNOTES

1. Hugh A. Lawing, *Andrew Johnson National Historic Site*, a revised reprinting from the *Tennessee Historical Quarterly* (Greeneville, Tn.: NPS, Andrew Johnson National Historic Site), 21.

2. Office of the Inspector General to the Commanding General, Fourth Corps Area, June 23, 1939, National Archives, Department of the Army, Record Group 159.

3. Lawing, 71.

4. Lawing, 71.

5. Ibid., 113.

6. The only contradiction to this statement was found in the correspondence that went back and forth during the transfer of the cemetery from the War Department to NPS. In a June 16, 1941, memorandum from superintendent Floyd Wilcox to the Quartermaster, 4th Corps Area, on the subject of "Grave Sites and Sections," he states:
"As of the present date the office records indicate the available grave sites are 5333. Unless records somewhere show a complete layout, by sections, of the entire cemetery, it is difficult to see how the figure 5333 was obtained....Unless a plat of all sections is available this report will not conform to the figure 5333 since only the sections can be shown on the layout print which are shown on the inclosed (sic) print [368 graves]."

7. Keller and Keller, *National Register Bulletin 18: How to Evaluate and Nominate Designed Historic Landscapes*, p.9.

8. This low sign that appears at the entrance could very well be part of a series of plaques throughout the cemetery with stanzaz of Theodore O'Hara's
"Bivouac of the Deed." This was a very typcial element in early War Department cemeteries and would be a period feature to restore if documentation could be found to substantiate its existence.

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APPENDIX A

EVALUATION OF VEGETATION 1976-1992

A. Percentage of Deciduous Tree Species

YEAR	TYPE	TOTAL SPECIES	TOTAL NUMBER	PERCENT OF TOTAL
1976	Evergreen	203	269	75%
	Deciduous	66	269	25%
1984	Evergreen	189	255	75%
	Deciduous	66	255	25%
1992	Evergreen	161	215	75%
	Deciduous	54	215	25%

Note:
- Percentage of Evergreen to Deciduous trees has remained constant.
- 20% of the total number of trees has been lost or cut since 1976.

B. Evolution of Deciduous Canopy Diversity

SPECIES	**1976**	**1984**	**1992**	**CHANGE +/-**
Quercus sp.- oak	23	20	18	-5
Acer sp.- maple	11	9	7	-4
Ulmus sp.- Elm	15	15	1	-14
Cornus sp.- Dogwood	17	18	13	-4

Note:
- Other species consistently present in small numbers (less than five) are Juglans - Walut, Liriodendron - Poplar, Leditisia* - Honey Locust, Albizia* - Mimosa, Carya* - Hickory, Prunus* - Cherry, Fagus - Beech. (* - species no longer present).
- Species diversity of deciduous understory trees and shrub layer has decreased from 16 species in 1976 to 5 species in 1992 (-11). Dogwood is the dominant understory species.

C. Evolution of Evergreen Canopy Diversity

Species	**1976**	**1984**	**1992**	**Change +/-**
Juniperus virgin.-Cedar	144	132	119	-35
Pinus sp.-Pine	30	28	19	-11
Tsuga sp.-Hemlock	11	11	6	-5
Picea sp.-Spruce	6	6	4	-1

Note:
- Evergreen understory consistently comprised of *Thuga sp.*-Arborvitae, *Juniperus sp.*-Juniper, and *Taxus sp.*-Yew.