
National Park Service
Cultural Landscapes Inventory
2009



Andrew Johnson National Cemetery
Andrew Johnson National Historic Site

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Inventory Unit Summary & Site Plan

Inventory Summary

The Cultural Landscapes Inventory Overview:

CLI General Information:

Purpose and Goals of the CLI

The Cultural Landscapes Inventory (CLI), a comprehensive inventory of all cultural landscapes in the national park system, is one of the most ambitious initiatives of the National Park Service (NPS) Park Cultural Landscapes Program. The CLI is an evaluated inventory of all landscapes having historical significance that are listed on or eligible for listing on the National Register of Historic Places, or are otherwise managed as cultural resources through a public planning process and in which the NPS has or plans to acquire any legal interest. The CLI identifies and documents each landscape's location, size, physical development, condition, landscape characteristics, character-defining features, as well as other valuable information useful to park management. Cultural landscapes become approved CLIs when concurrence with the findings is obtained from the park superintendent and all required data fields are entered into a national database. In addition, for landscapes that are not currently listed on the National Register and/or do not have adequate documentation, concurrence is required from the State Historic Preservation Officer or the Keeper of the National Register.

The CLI, like the List of Classified Structures, assists the NPS in its efforts to fulfill the identification and management requirements associated with Section 110(a) of the National Historic Preservation Act, National Park Service Management Policies (2006), and Director's Order #28: Cultural Resource Management. Since launching the CLI nationwide, the NPS, in response to the Government Performance and Results Act (GPRA), is required to report information that respond to NPS strategic plan accomplishments. Two GPRA goals are associated with the CLI: bringing certified cultural landscapes into good condition (Goal 1a7) and increasing the number of CLI records that have complete, accurate, and reliable information (Goal 1b2B).

Scope of the CLI

The information contained within the CLI is gathered from existing secondary sources found in park libraries and archives and at NPS regional offices and centers, as well as through on-site reconnaissance of the existing landscape. The baseline information collected provides a comprehensive look at the historical development and significance of the landscape, placing it in context of the site's overall significance. Documentation and analysis of the existing landscape identifies character-defining characteristics and features, and allows for an evaluation of the landscape's overall integrity and an assessment of the landscape's overall condition. The CLI also provides an illustrative site plan that indicates major features within the inventory unit. Unlike cultural landscape reports, the CLI does not provide management recommendations or

treatment guidelines for the cultural landscape.

Inventory Unit Description:

Andrew Johnson National Cemetery is a component of Andrew Johnson National Historic Site. The National Cemetery was established in 1906 on a hilly tract of land outside Greeneville, Tennessee, that included the gravesite of Andrew Johnson, 17th President of the United States, and a small burial ground for his immediate family. The burial ground and surrounding property had been willed to the federal government by Johnson's daughter, Margaret Johnson Patterson, in 1901 (transaction was completed in 1906) for use as a public park in commemoration of the former president. The National Cemetery was administered by the War Department until 1942, when it was designated a National Monument and transferred to the National Park Service.

Today the National Cemetery is situated in suburban Greeneville, a short distance away from the historic town center and the remaining properties of the National Historic Site. It is accessible from Monument Avenue to the north, which is a historic roadway off of Main Street, and from Vann Road to the west.

The National Cemetery remains operational, despite the adoption of policies that would cease or limit burials on two occasions since 1942. The site retains a park-like setting with verdant groundcover and abundant shade trees dispersed intermittently throughout the landscape. Groundcover has grown fuller and healthier than it would have been historically, when caretakers struggled with the rocky soil and steep terrain. Landscaping is evident around the lodge, utility area, and at the Vann Road entrance.

The cultural landscape includes historic features from the two periods of significance associated first with the use of the land by the Johnson family as a burial ground and the establishment and later the development of the National Cemetery by the War Department. During the first period of significance (Johnson Family Burial Ground, 1875-1906) monuments were erected within and around an elaborate cast-iron fence. Contributing features from this time period, including the Andrew Johnson Monument (1878), are present today.

Most of the remaining historic features date to the second period of significance (War Department era, 1906-1942), which encompasses the development of the National Cemetery landscape under the War Department. This period (identified as the primary period of significance) is reflected by the presence of features associated with the original War Department design (the General Development Plan of 1908), including buildings and structures (cemetery wall and gate, lodge, stable, rostrum), roads (Monument Drive, Service Road), the original nine grave sections, walkways (including the memorial approach stairway), flagstaff, and drainage features. The World War I Machine Gun Monument (1931) also dates to this era.

After 1942, several improvements were made under the Mission 66 initiative (1956-1966). The maintenance shed (1958), wrought-iron picket fence (1966) and brick walkway around the Johnson plot (1966) date to this period. These structures have been found to lack sufficient integrity or significance to the Mission 66 movement.

With few exceptions, the historically-developed areas of the landscape are in good condition. Individual

contributing features and their arrangement across the landscape convey a clear connection with the two periods of significance respectively, particularly in the northern half of the cemetery where War Department features are most abundant. Unfortunately, development in the southern half of the cemetery and the utility area has compromised the integrity of the War Department design. However, the purpose of this cemetery as it was so designated in 1906 – to honor the veterans of our armed forces and commemorate the seventeenth president – have not been altered. When NPS policy put an end to burials in the National Cemetery in 1942, public outcry was so great and persistent that officials overturned the policy and the original site mission to preserve the cemetery as it was at the end of the War Department era in 1942 was compromised with the mission to maximize burial space within the cemetery. Other obstacles to the use of burial space in the 1970s and 1980s were similarly overturned, extending the use of the site as an active cemetery and justifying non-historic additions to the landscape. Additions proposed under Mission 66 and later, such as the Vann Road entrance and drive (1975), Access Road and parking (1994), paved walkways and stairways (1971-1975) and nineteen new grave sections reflect this era of new development.

Site Plan



Figure 2. Site Plan. Source: NPS SERO

Property Level and CLI Numbers

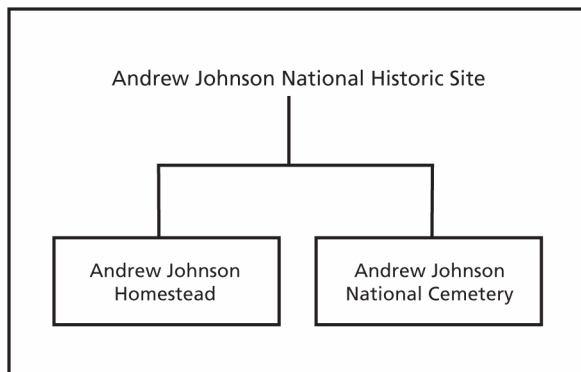
Inventory Unit Name:	Andrew Johnson National Cemetery
Property Level:	Landscape
CLI Identification Number:	550094
Parent Landscape:	550094

Park Information

Park Name and Alpha Code:	Andrew Johnson National Historic Site -ANJO
Park Organization Code:	5450
Park Administrative Unit:	Andrew Johnson National Historic Site

CLI Hierarchy Description

The Andrew Johnson National Cemetery landscape is a subunit of the Andrew Johnson National Historic Site (ANJO). The National Cemetery is one of two cultural landscapes at ANJO, which also includes the Andrew Johnson Historic Homestead.



File Location: \\INPSEOS9\Share-CRD\backups\Matthew Kear\PARKS\ANJO\CLI

Concurrence Status

Inventory Status: Complete

Completion Status Explanatory Narrative:

No information has been input into CLAIMS. A CLR for the cemetery was produced in 1993 by Brian Morris and Lucy Lawliss. A copy of the CLR is available at SESO and at the park. The contact is Jim Small.

Concurrence Status:

Park Superintendent Concurrence:	Yes
Park Superintendent Date of Concurrence:	09/28/2011
National Register Concurrence:	Eligible -- SHPO Consensus Determination
Date of Concurrence Determination:	08/08/2011

Concurrence Graphic Information:

Andrew Johnson National Cemetery
Andrew Johnson National Historic Site



United States Department of the Interior

NATIONAL PARK SERVICE
Southeast Regional Office
Atlanta Federal Center
1924 Building
100 Alabama St., S.W.
Atlanta, Georgia 30303



H22(SERO-CRD)

7 September 2011

Memorandum

To: Superintendent, Andrew Johnson National Historic Site

From: *Mr.* Chief, Cultural Resources Division, Southeast Region *C. Hasty*

Subject: Cultural Landscape Inventory

We are pleased to transmit to you the Cultural Landscape Inventory (CLI) for Andrew Johnson National Cemetery. The CLI is an evaluated list of landscape properties in the National Park System eligible for listing in the National Register of Historic Places (NR) or that contribute to a previously-listed NR historic property. Matthew Kear, former SERO intern, is the primary author of this CLI. All park and edits have been incorporated into this final version. A copy of it can be located at: <http://inpseros00329/sites/CRD/landscapes/Shared%20Documents/Forms/AllItems.aspx?RootFolder=%2fsites%2fCRD%2fLandscapes%2fShared%20Documents%2fANJO&FolderCTID=&View=%7bCC026F88%2dB85B%2d4B69%2dB006%2dBE6D401823DD%7d>

In order for the CLI to be certified and counted in PMDS under the systemwide goals Ia7 and Ib2B, the Tennessee State Historic Preservation Office needs to concur on the findings of the CLI. Andrew Johnson NHS was administratively listed in the National Register of Historic Places in 1966, with additional documentation accepted in 1977, and again in 1995. While the existing National Register documentation has provided a general sequence for the development of the built environment through the late twentieth-century, documentation of other significant landscape features for the established periods of significance remains limited. Another amendment should address landscape features, such as circulation (added walkways, drainage); vegetation; development around the periphery of the cemetery; development of grave sections throughout the cemetery; Mission 66 improvements; alterations to historic structures (lodge, stable, gate and maintenance shed); and details regarding the initial construction of the wall. Land use prior to 1875 is also not addressed in the existing documentation. David Hasty, CLI Coordinator for the Southeast Region, will send a request to the Tennessee State Historic Preservation Division for concurrence on the CLI findings.

Approval by the park superintendent is also needed for certification, and in order for this CLI to be listed in the Regional Director's FY 2011 performance evaluation. If the findings of the CLI are agreed upon, please sign the attached approval form and return it to our office to the attention of David Hasty by fax (404.562.3202), e-mail (david_hasty@nps.gov) or mail.

Attachment



Memo to Superintendent

Andrew Johnson National Cemetery
Andrew Johnson National Historic Site

CULTURAL LANDSCAPE INVENTORY
CONDITION ASSESSMENT CONCURRENCE SHEET

Park Information

Park: Andrew Johnson National Historic Site
Name: Andrew Johnson National Cemetery
Location: Tennessee
County: Greene
CLI#: 550094

Cultural Landscape Condition Information

Landscape Condition:

Good X

Fair

Poor

Management Category:

Must be preserved X

Should be preserved

May be preserved

May be released, altered or destroyed

Park Concurrence

Concur Do Not Concur

Nancy E. Watts Superintendent 9-11-2011
Signature Title Date

Signature from Superintendent

Andrew Johnson National Cemetery
Andrew Johnson National Historic Site



United States Department of the Interior



NATIONAL PARK SERVICE
Southeast Regional Office
Atlanta Federal Center
1924 Building
100 Alabama St., SW.
Atlanta, Georgia 30303

IN REPLY REFER TO:
H22 (SERO-CRD)

25 July 2011

Claudette Stager, Historic Preservation Specialist
Tennessee Historical Commission
Department of Environment & Conservation
2941 Lebanon Road
Nashville, Tennessee 37243-0442

Dear Ms. Stager:

Enclosed please find a copy of the Cultural Landscape Inventory (CLI) for the Andrew Johnson National Cemetery, a unit of the Andrew Johnson National Historic Site located in Greene County, Tennessee. The enclosed inventory includes a statement of significance, a written history, analysis and evaluation of cultural landscape features, and graphic attachments.

The CLI is an evaluated list of landscape properties in the National Park System considered eligible for the National Register of Historic Places or that contribute to an existing historic property. In order for CLI data to become certified, National Park Service regulations require concurrence from the SHPO on the eligibility of these properties. We are requesting your review of the Andrew Johnson National Cemetery CLI and ask that you return the enclosed concurrence form.

Andrew Johnson National Historic Site was automatically entered into the National Register of Historic Places following the passage of the National Historic Preservation Act of 1966. Documentation followed on December 8, 1976 and was accepted on March 3, 1977. In the initial documentation, the National Cemetery landscape was listed as one of three separate units that comprise the Andrew Johnson National Historic Site, a National Register-listed historic district. Only three contributing structures (Andrew Johnson Grave Marker, Lodge and Wall) were documented for the cemetery.

National Register documentation was amended in 1995. At this time, the cemetery was placed within the context of national cemetery development in the United States and designated significant as a designed historic landscape. Previously undocumented features such as the Johnson family markers, Johnson cemetery fence, stable, Monument Drive, memorial approach stair and walkways, cemetery flagstaff, rostrum and national cemetery markers were documented as additional contributing resources (to those described in 1976).



Memo to TN SHPO

Andrew Johnson National Cemetery

Andrew Johnson National Historic Site

No specific criteria for significance were discussed for the cemetery until 1995, when the following criteria were addressed:

- Criterion B for its association with Andrew Johnson, seventeenth President of the United States.
- Criterion C for embodying the design features and characteristics of the National Cemetery Development and the rural cemetery movement (specifically the "family plot as the centerpiece of the cemetery") in the Johnson family plot.
- Both Criteria Considerations C and D for a cemetery that derives its importance from the grave of a person of transcendent importance.
- Criterion Consideration F for a commemorative property.

Areas of significance in 1995 included Politics/Government, Architecture and Landscape Architecture. At this time the period of significance was listed as 1875-1942. This period encompasses the transformation of the site from a small family burial ground into the commemorative landscape that is maintained and interpreted today.

While the existing National Register documentation has provided a general sequence for the development of the built environment through the late twentieth-century, documentation of other significant landscape features for the established periods of significance remains limited. Based on the findings of the CLI, another amendment should address landscape features, such as circulation (added walkways, drainage); vegetation; development around the periphery of the cemetery; development of grave sections throughout the cemetery; Mission 66 improvements; alterations to historic structures (lodge, stable, gate and maintenance shed); and details regarding the initial construction of the wall. Land use prior to 1875 is also not addressed in the existing documentation.

With concurrence from your office, the findings become certified in the NPS CLI database. Your concurrence also gives us justification to submit proper additional documentation to you at a future date.

If you have any questions, please contact David Hasty, CLI Coordinator, Southeast Region (SER), at (404) 507-5780 or by e-mail at david_hasty@nps.gov. The concurrence form can be returned by fax at (404) 562-3202, email, or mailed to the address above.

We greatly appreciate your office's assistance with the project.

Sincerely,

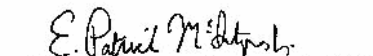


Dan Scheidt
Chief, Cultural Resource Division
Southeast Region

Enclosure

Memo to SHPO page 2

We have reviewed the submitted documentation that identifies cultural landscape features at Andrew Johnson National Cemetery, a unit of Andrew Johnson National Historic Site in Greene County, Tennessee. We concur with the findings of the Cultural Landscape Inventory, and understand that these features have the potential to contribute to the existing National Register of Historic Places nomination.



Tennessee State Historic Preservation Officer

August 8, 2011

Date

Signature from SHPO

Geographic Information & Location Map

Inventory Unit Boundary Description:

The existing boundaries of the National Cemetery correspond to the historic boundaries as willed to the federal government in 1901 by Martha Johnson Patterson and roughly demarcated by the cemetery wall. The National Cemetery is bounded on three sides by residential development (to the north, east and south) and by Vann Road to the west.

State and County:

State: TN

County: Greene County

Size (Acres): 16.55

Boundary UTMS:

Type of Point:	Point
Datum:	NAD 83
UTM Zone:	17
UTM Easting:	334,807
UTM Northing:	4,002,718
Type of Point:	Point
Datum:	NAD 83
UTM Zone:	17
UTM Easting:	334,543
UTM Northing:	4,002,588
Type of Point:	Point
Datum:	NAD 83
UTM Zone:	17
UTM Easting:	334,511
UTM Northing:	4,002,760
Type of Point:	Point
Datum:	NAD 83
UTM Zone:	17
UTM Easting:	334,610
UTM Northing:	4,002,836
Type of Point:	Point
Datum:	NAD 83
UTM Zone:	17
UTM Easting:	334,754
UTM Northing:	4,002,913

Location Map:



Figure 3. Location of Andrew Johnson National Historic Site in Tennessee. Source: NPS SERO

Regional Context:

Type of Context: Cultural

Description:

Andrew Johnson National Cemetery is a non-contiguous component of the Andrew Johnson National Historic Site, which includes the Andrew Johnson Historic Homestead and Visitor Center, all within the city limits of Greeneville, Tennessee. The National Cemetery is located in a residential area along the southern border of incorporated Greeneville, less than a mile from both the Homestead and the Visitor Center.

Greeneville, the county seat of Greene County, was established in 1783 in what was part of North Carolina at the time, making it the second-oldest municipality in Tennessee. This area of present East Tennessee seceded from North Carolina in 1785 to become the short-lived State of Franklin, of which Greeneville was one of the capitals. The failed state was later admitted to the union as part of Tennessee in 1796.

When a young Andrew Johnson arrived in Greeneville in the 1820s, the town was a “prosperous, stately little village of a few hundred residents” encompassing little more than the area of six blocks. During the 1850s the East Tennessee, Virginia & Georgia Railroad was built through Greeneville, introducing new enterprises and industry to Greeneville and also making the community a strategic location occupied by both Union and Confederate forces during the Civil War. After the war, the town became a major tobacco market community.

Greeneville has since grown into a community of approximately 15.1 square miles with a population of 15,336 in 2009 (U.S. Census Bureau), more than one-quarter of the total population of Greene County. Greeneville and Greene County are home to many historic sites and museums that celebrate the natural and cultural heritage of East Tennessee. In addition to the Andrew Johnson National Monument, Greeneville is home to the Nathanael Greene Museum, Tusculum College (the oldest college in Tennessee), and several house museums. It is approximately 13 miles from the Davy Crockett Birthplace State Park and a short distance from Pisgah National Forest, Cherokee National Forest, and the Great Smoky Mountains National Park.

Type of Context: Physiographic

Description:

Andrew Johnson National Cemetery is located within the southern border of Greeneville, which resides in an area of the Appalachian Ridge and Valley physiographic region known as the Great Valley of Tennessee, which closely borders the Blue Ridge physiographic region and the Unaka Mountain Range to the east. This region is characterized by fertile valleys dispersed among wooded ridges with the densely-forested Unaka Mountains within sight along Greene County’s eastern border. The cemetery is situated atop a steep shale knoll known as Monument Hill, which is part of a ridge that runs north-south through eastern Greeneville.

Type of Context: Political

Description:

Andrew Johnson National Cemetery is located in the City of Greeneville, Tennessee, which lies within Tennessee's first Congressional District (TN1).

Tract Numbers: 01-101, 01-102, 01-106

GIS File Description:

Management Information

General Management Information

Management Category: Must be Preserved and Maintained

Management Category Date: 09/11/2011

Agreements, Legal Interest, and Access

Management Agreement:

Type of Agreement:

NPS Legal Interest:

Type of Interest: Fee Simple

Public Access:

Type of Access: Unrestricted

Explanatory Narrative:

The National Cemetery is open to visitors daily from 9 a.m. to 5 p.m. including holidays, except Memorial Day when it remains open until 7 p.m.

Adjacent Lands Information

Do Adjacent Lands Contribute? Yes

Adjacent Lands Description:

Monument Hill (site of Andrew Johnson National Cemetery) has always been revered for its panoramic views of rural Greene County. Historically these scenic qualities and the somewhat isolated location of the cemetery reflected associations with the rural cemetery movement that was a prominent design ideal for burial places during Johnson's lifetime.

Over time, the growth of Greeneville into this area has altered these historic views. Monument Hill is no longer on the outskirts of town. Nevertheless, efforts have been made in the past to control vistas and preserve the more distant terrain. These views contribute to aspects of setting, feeling, and association with the Johnson gravesite and the National Cemetery.

National Register Information

Existing National Register Status

National Register Landscape Documentation:

Entered Inadequately Documented

National Register Explanatory Narrative:

Andrew Johnson National Historic Site was automatically entered into the National Register of Historic Places following the passage of the National Historic Preservation Act of 1966. Documentation followed on December 8, 1976 and was accepted on March 3, 1977. In the initial documentation, the National Cemetery landscape was listed as one of three separate units that comprise the Andrew Johnson National Historic Site, a National Register-listed historic district. Only three contributing structures (Andrew Johnson Grave Marker, Lodge and Wall) were documented for the cemetery.

National Register documentation was amended in 1995. At this time, the cemetery was placed within the context of national cemetery development in the United States and designated significant as a designed historic landscape. Previously undocumented features such as the Johnson family markers, Johnson cemetery fence, stable, Monument Drive, memorial approach stair and walkways, cemetery flagstaff, rostrum and national cemetery markers were documented as additional contributing resources (to those described in 1976).

No specific criteria for significance were discussed for the cemetery until 1995, when the following criteria were addressed:

- Criterion B for its association with Andrew Johnson, seventeenth President of the United States.
- Criterion C for embodying the design features and characteristics of the National Cemetery Development and the rural cemetery movement (specifically the “family plot as the centerpiece of the cemetery”) in the Johnson family plot.
- Both Criteria Considerations C and D for a cemetery that derives its importance from the grave of a person of transcendent importance.
- Criterion Consideration F for a commemorative property.

Areas of significance in 1995 included Politics/Government, Architecture and Landscape Architecture. At this time the period of significance was listed as 1875-1942. This period encompasses the transformation of the site from a small family burial ground into the commemorative landscape that is maintained and interpreted today.

While the existing National Register documentation has provided a general sequence for the development of the built environment through the late twentieth-century, documentation of other significant landscape features for the established periods of significance remains limited. Another amendment should address landscape features, such as circulation (added walkways, drainage); vegetation; development around the periphery of the cemetery; development of grave sections

throughout the cemetery; Mission 66 improvements; alterations to historic structures (lodge, stable, gate and maintenance shed); and details regarding the initial construction of the wall. Land use prior to 1875 is also not addressed in the existing documentation.

Existing NRIS Information:

Name in National Register:	Andrew Johnson National Historic Site
NRIS Number:	66000073
Primary Certification Date:	10/15/1966

National Register Eligibility

National Register Concurrence:	Eligible -- SHPO Consensus Determination
Contributing/Individual:	Contributing
National Register Classification:	District
Significance Level:	National
Significance Criteria:	B - Associated with lives of persons significant in our past
Significance Criteria:	C - Embodies distinctive construction, work of master, or high artistic values
Criteria Considerations:	D -- A cemetery F -- A commemorative property

Period of Significance:

Time Period:	CE 1875 - 1906
Historic Context Theme:	Expressing Cultural Values
Subtheme:	Landscape Architecture
Facet:	Rural Cemeteries
Time Period:	CE 1906 - 1942
Historic Context Theme:	Shaping the Political Landscape
Subtheme:	Other Shaping the Political Landscape
Facet:	Other Shaping the Political Landscape
Other Facet:	National Cemeteries

Area of Significance:

Area of Significance Category:	Politics - Government
Area of Significance Category:	Social History
Area of Significance Category:	Other
Area of Significance Category Explanatory Narrative:	Utilitarian Commemorative
Area of Significance Category:	Landscape Architecture
Area of Significance Category Explanatory Narrative:	Relevant, but not identified in N documentation.

Statement of Significance:

As stated in the 1993 Cultural Landscape Report (CLR): “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.”

Andrew Johnson National Cemetery is a contributing site to a National Register Historic District commemorating the life of Andrew Johnson, 17th President of the United States. Andrew Johnson National Cemetery is eligible for individual listing under criterion B for association with Andrew Johnson, seventeenth President of the United States, and criterion C for exemplifying the embodying distinctive design characteristics of the rural cemetery movement and national cemetery design. As a national cemetery with the grave of a person of transcendent importance, the cemetery satisfies criteria considerations D (a cemetery) and F (a commemorative property significant for reasons other than commemoration).

The period of significance is 1875-1942. This period encompasses two historically-significant periods associated with the establishment of the Johnson family burial ground (1875-1906) and the development of the National Cemetery by the War Department (1906-1942). The latter retains the most integrity, making it the primary period of significance and the former the secondary period.

After the burial of Johnson in 1875, the gravesite grew into a small family plot with the Johnson Monument as its nexus. Through its architecture and arrangement the Johnson family plot conveys characteristics of the rural cemetery movement and the romantic ideals that characterized American funerary architecture in the late Victorian era.

The rural cemetery movement began in 1831 with Mount Auburn Cemetery in Cambridge,

Massachusetts. From there it went on to forge a new class of cemetery; one that was more hopeful and uplifting for the living than the grim graveyards of the colonial and early national eras. The rural cemetery movement paralleled the rich style and ornament of the Victorian era, together transforming the landscape of cemetery design and even common perceptions of death and commemoration in the United States during the nineteenth century. Skilled architects were employed in the design and development of these places that were characterized by their location on the outskirts of cities and the presence of winding roads and pathways, breathtaking vistas and elaborate architecture that collectively fostered a solemn and contemplative atmosphere.

In time, the influence of rural cemetery design found its way into cemeteries throughout the country, regardless of region, type or religious affiliation; it became both a force for change and a reflection of that change in American culture. The Johnson family burial ground, though not a rural cemetery, conveys the defining characteristics of the movement. The family plot was established at an elevated site on the outskirts of town with expansive views and natural settings. A winding road provided the slow ascent to the gravesite typical in rural cemetery designs for fostering an appreciation of the setting. When the War Department began their transformation of the landscape in 1906, they retained and enhanced these features. As a result, they are recognizable today.

After the transfer of the family plot and surrounding property from Johnson's heir to the federal government, the War Department took steps to begin the transformation of the landscape into a traditional national cemetery in 1908. Andrew Johnson National Cemetery was developed following design standards established under General Montgomery C. Meigs in the 1870s. The General Development Plan of 1908 included the layout of the cemetery lodge, cemetery roads (Monument Drive, Monument Avenue, and Service Road), memorial approach and walkways, flagstaff, stable, eight grave sections (a ninth was added in the 1920s), cemetery wall and gate, drainage features, and the cemetery rostrum. Collectively these structures retain a relatively high degree of integrity and continue to convey a clear association with the War Department landscape.

During the early development of the National Cemetery there was a concerted effort to elevate the Johnson Monument to a place of prominence in the cemetery. The placement of features such as the memorial approach walkway, Johnson Circle, the location of grave sections, and the placement of structures to provide an unobstructed view of the Johnson Monument from the developed area of the cemetery reflect this effort.

When the National Cemetery was transferred to the care of the National Park Service in 1942, a series of recommendations were made based on the nationwide Mission 66 initiative that followed World War II. These included the maintenance shed, a second entrance with parking along Vann Road, a brick-paved walkway and hedges around the Johnson Monument, a system of paved and grassy walkways between grave sections, a wrought-iron security fence around the entire Johnson plot, the relocation of the service road into the utility area, and removal of the historic rostrum and memorial approach up to the flagstaff. By the completion of the Mission 66 program in 1966, the NPS had installed the brick walkway and hedge, security fence, a single sodden pathway, and the maintenance shed. While each addition was part of the nationwide improvement program, only the maintenance shed

embodied defining characteristics of the Mission 66 movement (specifically, Mission 66 architecture). After several renovations, the maintenance shed lacks sufficient historic integrity for consideration in its present state. The remaining structures do not convey significance to the Mission 66 movement.

Additional improvements in the 1970s, such as the Vann Road entrance and paved walkways, can be traced back to Mission 66 planning; but after 1966, plans continued to evolve and the resulting additions lack integrity of design and location and at less than 50 years old, they are ineligible for listing.

While there is potential for a Mission 66 element to the National Cemetery's significance, the contributing features in their present state do not possess sufficient integrity. For this reason the period of significance for the National Cemetery does not extend in the National Park Service era.

Documentation of earlier land use prior to 1875, such as during the Civil War when it was reportedly used as a signaling point for soldiers, may expand both areas of significance and periods of significance for the site. Additional research into this area should be undertaken.

Chronology & Physical History

Cultural Landscape Type and Use

Cultural Landscape Type: Designed

Current and Historic Use/Function:

Primary Historic Function: Cemetery

Primary Current Use: Cemetery

Other Use/Function

Landscape-Other

Other Type of Use or Function

Both Current And Historic

Current and Historic Names:

Name

Signal Hill

Monument Hill

Greeneville, Tennessee National Cemetery

Andrew Johnson National Cemetery

Type of Name

Historic

Both Current And Historic

Historic

Both Current And Historic

Ethnographic Study Conducted: No Survey Conducted

Ethnographic Significance Description:

To date, no ethnographic study has been undertaken at Andrew Johnson National Cemetery.

Chronology:

Year	Event	Annotation
CE 1852	Purchased/Sold	Andrew Johnson acquired the property among three parcels amounting to a total of 23 acres. Andrew Johnson
CE 1875	Developed	July 31: Andrew Johnson died and was buried atop Signal Hill. Andrew Johnson
CE 1878	Memorialized	June 5: Johnson monument erected over his grave.
CE 1880 - 1885	Built	An iron fence was erected around the Johnson family plot.
CE 1901	Land Transfer	The property was willed to the Federal Government by Martha J. Patterson. Martha J. Patterson
CE 1906	Established	A fourth-class national cemetery was established on the site. (Associations: Martha J. Patterson, W.P. Brownlow; Patterson was owner of the site until her death in 1901 and Brownlow was responsible for its development as a national cemetery.) Martha J. Patterson W. P. Brownlow
CE 1906 - 1908	Graded	Monument Drive, Monument Avenue (the approach road from Main Street), and a small service road to the stable were graded and surfaced with gravel.
	Built	Drainage systems installed along Monument Drive and throughout the cemetery.
CE 1908	Built	The War Department constructed the cemetery lodge, stable, enclosing wall & gate, memorial approach & walkways, flagstaff, and placed gun monuments.

	Built	The War Department produced the General Development Plan, proposing the construction of nine burial sections, a caretakers lodge, enclosing wall, memorial approach & walkways, flagstaff, rostrum, stable, the placement of gun monuments on Monument Hill and a paved road up to the monument.
	Platted	Grave sections A, B, C, D, E, F, G, H, OFF (for officers and spouses) and SUPT (for superintendents) were laid out.
	Developed	October 27: First Superintendent, Josiah Bewley, ordered the placement of 24 iron settees around the flagstaff and elsewhere around grounds.
		Josiah Bewley
CE 1909	Developed	February: first veteran burial take places in Section A.
CE 1910 - 1923	Built	An iron fence erected around the marker for Lillie Stover and Sarah Stover Bachman abutting the northern span of the Johnson family plot fence.
CE 1910 - 1943	Built	Drinking fountain installed west of the lodge. At GETT, this took place around 1938 and was a CCC project.
CE 1915	Established	July 17: The Andrew Johnson Monument and Andrew Johnson National Cemetery together are declared a National Monument by the Secretary of War.
CE 1926	Altered	July: Monument Drive paved.
CE 1931	Built	Cemetery Rostrum was constructed along the Memorial Approach.
CE 1934	Planned	Between August and October: the City of Greeneville allegedly agreed to an agreement with the War Department, wherein the care of Monument Avenue up to the cemetery gate would transfer to the City in exchange for permission to intersect "Forest Avenue" with it.

Andrew Johnson National Cemetery
Andrew Johnson National Historic Site

CE 1935	Memorialized	On August 29, President Franklin D. Roosevelt approved legislation establishing Andrew Johnson National Monument, which consisted of the homestead, tailor shop & memorial building and the cemetery. Franklin D. Roosevelt
CE 1936	Altered	Extensive renovations to the stable, including the addition of public restrooms, converted the building into a utility facility.
	Built	Local veteran group (Greeneville Post 64 American Legion) erected WWI German machine gun monument.
CE 1942	Established	May: the administration of the Andrew Johnson National Cemetery transferred to the National Park Service.
	Planned	Burials ceased under NPS policy from September 12, 1942 through September 12, 1946, when veterans groups successfully lobbied for its return to active burials. The first burial under the new policy took place on November 3, 1947.
CE 1949 - 1960	Removed	Drinking fountain alongside the lodge was removed.
CE 1953	Rehabilitated	Cemetery lodge connected to city sewer system.
CE 1956 - 1966	Planned	Mission 66 improvements were planned to include an expansion of the utility area; new access and parking along Vann Road; new grave sections around this new entrance; a brick walk and hedge around the Johnson plot; resurfacing of Monument Drive; and removal of a portion of the memorial approach and cemetery rostrum.
CE 1957 - 1958	Built	The maintenance shed was constructed in the utility area and the drive was opened between the buildings.
CE 1958 - 1961	Altered	Utility area was expanded, removing the slope of the hill to the south and building the first retaining wall.
CE 1959 - 1969	Platted	Grave sections J thru O were laid out and successively opened to burials.

CE 1960	Built	A brick walkway was built around the Johnson family plot.
	Planted	A hedge was planted around the Johnson family plot.
CE 1960 - 1965	Built	Post & chain fence erected between hedge and gate to Johnson plot fence.
CE 1961	Altered	The maintenance shed was expanded and enclosed.
CE 1963 - 1965	Maintained	Monument Drive repaved.
CE 1966	Built	A security fence was erected around the Johnson family plot.
	Removed	The small fence around the Bachman Stover monument and the post & chain fence east of the Johnson plot fence were removed around the time a security fence was erected around the entire plot.
	Built	Grass walkway formed between sections J and OFF.
CE 1970	Removed	Hedge around Johnson family plot removed.
	Built	Retaining wall erected at utility area.
CE 1970 - 1973	Developed	A 300 foot long, half-acre spoil bank of excess burial soil was graded, top-soiled and seeded that spring. Steps were installed to provide access to new graves below this spoil bank.
CE 1971	Built	October 18: Two paved walkways were constructed along Monument Drive leading into the grave sections, between sections B and C and sections A and J.
CE 1973 - 1975	Altered	A second entrance was constructed along Vann Road. The historic wall was breached and a new gate installed.

	Built	A road was built and paved into the southern section of the cemetery from the new Vann Road entrance and drainage culverts installed.
	Built	Two paved walkways were installed, connecting the new Vann Road entrance drive to Monument Drive.
CE 1975	Altered	Monument Drive resurfaced and a portion of the loop widened for “pull-off” parking.
	Altered	The maintenance shed was expanded further and an open shelter added to the north façade. The utility area was paved around this time and a retaining wall constructed (replaced?).
	Restored	Brick path around Johnson plot restored.
	Altered	Existing brick, open flume drainage replaced with culverts.
CE 1976 - 1984	Developed	Burial sections P thru T opened successively for burials.
CE 1988 - 1991	Developed	Burials commence in grave sections T, U, V.
CE 1989	Built	Additional parking constructed beside the stable in the utility area.
CE 1991 - 1993	Planned	Cultural Landscape Report completed for the cemetery.
CE 1993	Preserved	A preservation crew from the NPS Southwest Regional Office repaired 3,122 feet of the cemetery wall.
	Developed	Grave sections W, Y, Z & AA opened for burial “without prior approval.”
CE 1994	Built	Access road and parking area constructed off the cemetery road at Vann Road entrance, providing access to grave sections Z and AA.
	Demolished	Retaining wall in utility area removed with the intent of restoring the historical slope.

CE 1995	Altered	Vann Road entrance gate rebuilt to more closely resemble the main entrance gate.
CE 1994 - 1996	Rehabilitated	Cemetery lodge rehabilitated for use as park headquarters and museum collections space.
CE 1995	Planted	April: 56 trees planted (cedar, maple and walnut saplings) to restore both number and type ratio of species to the 1976 levels.
CE 1996	Built	Parking lot expanded along southern border of utility area. New retaining wall constructed.
CE 1998	Altered	Handicapped-accessible ramp built along the west façade of the lodge.
CE 2001	Removed	Parking "pull-off" removed from loop.
	Conserved	Student Conservation Interns hand-clean headstones in the ANJO National Cemetery.
CE 2002	Paved	Monument Avenue resurfaced.
CE 2003	Altered	New electrical line installed to the flagpole in the cemetery. Underground directional boring used to locate the line.
CE 2004	Altered	Final layout of Section S and realignment of Section Q and Part of Section I. "Appearance of Burial Standards for Andrew Johnson National Cemetery" implemented.
CE 2009 - 2010	Preserved	GIS mapping project completed by Southeast Regional Office.
CE 2010	Established	Section Z open.

Physical History:

Monument Hill and the Johnson Family Burial Ground, 1875 – 1906

Andrew Johnson acquired this tract of land on the outskirts of Greeneville, Tennessee, in 1852 when he was Congressman for Tennessee. The tract consisted of three parcels amounting to 23 acres. Little is known about the acquisition or use of the property during Johnson's lifetime, beyond its apparent role in signaling troops during the Civil War (responsible for the name "Signal Hill").

When Johnson passed away on July 31, 1875, his body was interred at the summit of Signal Hill three days later. According to oral tradition, it was Johnson that chose the scenic site for his burial. Though little is known of the landscape at this time, historic photographs depict a "site of overgrown grasses, random scrub trees (most likely cedars), and an unpaved wagon trace climbing the hill. In contrast, the distant views (outside the cemetery) show densely wooded slopes." (Figure 4)

On June 5, 1878 an Italian-marble pedestal monument carved by Van Gunden, Young & Co. in Philadelphia was ceremoniously erected over Johnson's grave. The sculpture incorporated elements of Johnson's political life: an octagonal column capped by an eagle, globe, and the American flag; a hand placed on an open bible, symbolic of the oath of office; and a scroll of the constitution. By this time, a small family burial plot had grown around Johnson's grave with the burial of his wife in 1876 and the re-interment of their sons.

By 1885, a wrought-iron picket and hairpin fence was erected around the small family plot, though family burials continued on both sides of the fence through the end of the next century (with the re-interments of Johnson's family members in the 1940s and interments of descendants as late as 1992). (Figure 5)

Johnson's choice of gravesite reflects ideals of the rural cemetery movement, which began with Mount Auburn Cemetery in Cambridge, Massachusetts, and flourished throughout the country during his lifetime. The rural cemetery represented a departure from the grim, axial graveyards of colonial America for a more hopeful and inviting landscape, where the contrast between built and natural environments was blurred by winding roads, breathtaking vistas and elaborate monuments that collectively fostered a contemplative atmosphere that was spiritually uplifting; in all aspects a celebration of life and death. These cemeteries were the great parks of their time and the movement they inspired resulted in new architectural forms, new perceptions of the burial ground and even death itself in the United States. The influence of the rural cemetery movement can be found in cemeteries of all types throughout the country dating to this era, often in the form of funerary architecture, strategic plantings, or the design and use of burial space.

Many of the qualities that were carefully planned and skillfully executed in the development of rural cemeteries were inherent in Monument Hill, including location (on the outskirts of town, favored for scenic qualities) and the winding path that provided the slow ascent up to the family plot that became the literal centerpiece of the cemetery.



Figure 4. Graveside ceremony for Andrew Johnson at Signal Hill (1875). Source: ANJO Photo Collections



Figure 5. The Johnson family plot with fence and settee (c.1930). Source: ANJO Photo Collections

National Cemetery Development and the War Department era, 1906 – 1942

The following discussion about the development of the National Cemetery system is based on the “History and Development of the National Cemetery Administration” from the Department of Veteran Affairs National Cemetery Administration website.

National cemeteries were first developed in the United States during the Civil War. Prior to this, standard practices included burial at battle sites, military post cemeteries, or (if possible) family cemeteries. During this unparalleled conflict in American history, the extent of casualties quickly overwhelmed military personnel, who quickly understood that the standard practices would no longer suffice.

In 1861, the War Department assigned the responsibility of overseeing the burial of Union dead

to the Quartermaster General. Burials took place at the battle site; each was marked with a headboard and recorded in a register. The first National Cemeteries were established at the sites of battles, military prisons or hospitals in 1862. Following Robert E. Lee's surrender in 1865, the Federal Government instituted the Reburial Program in an attempt to locate, identify and reinter Union dead in these cemeteries. After five years, the program concluded, accounting for 299,696 Union soldiers (estimated at only 58 percent of all Union casualties) many of whom could not be identified.

With the passage of the first National Cemetery Act in 1867 the defining characteristics of these commemorative landscapes began to take form. The act provided for the construction, administration and protection of new cemeteries with specifications for superintendent lodges, perimeter walls, fencing, and headstones. Amendments to this act in the 1870s permitted the burial of any honorably-discharged, United States veterans in national cemeteries, expanding the role of national cemeteries and leading to the establishment of 47 new cemeteries throughout the country (as opposed to the traditional association with battle sites).

The design of these landscapes began to change as well. In their haste during war and the unpleasant reburial efforts that followed, the War Department created an ephemeral architecture that was no longer deemed acceptable for those that had made the ultimate sacrifice to preserve the Union. Single-story wooden lodges gave way to larger stone or brick lodges (designed by Quartermaster General Montgomery C. Meigs). The headboards of the 1860s were replaced with white marble tablets.

In 1870, Meigs consulted with famed landscape architect, Frederick Law Olmsted regarding the vegetative character of national cemeteries. Olmsted recommended they be "studiously simple... The main object should be to establish permanent dignity and tranquility." Plantings were to come from indigenous woods, transplanted and cultivated within the cemeteries. Olmsted's vision for the national cemeteries was "a sacred grove, sacredness and protection being expressed in the enclosing wall and in the perfect tranquility of the trees within." Olmsted's recommendations became the basis of national cemetery design. Most sites followed a modest planting plan with little or no ornamental planting (such as flowering plants and shrubs), while others were more liberal with their interpretation of Olmsted's vision. Olmsted is also credited with inspiring the characteristic masonry boundary walls. The War Department also began placing gun monuments around the grounds (utilizing excess artillery from the Civil War).

In 1890, regulations were amended to allow the burial of spouses of veterans in national cemeteries. Today, national cemeteries comprise the "single most visible publicly owned cemetery system in America." Now, honorably-charged veterans are buried with their spouses and even children are often eligible.

In 1901, Martha Johnson Patterson (eldest daughter of President Johnson and sole surviving child) passed away. In her final years, Patterson made arrangements for the perpetual care of the family gravesite. In September 1898, her will stated that any future owner of the homestead would be held responsible for the upkeep of the family plot. Before her death, Patterson

amended her will with instructions that in the event that a bill proposed by Representative W.P. Brownlow “providing for the establishment and maintenance of a Public Park, at Greeneville, Tennessee” in honor of President Johnson were to become a law, her estate would gift Monument Hill (including the family plot and a road “leading up from monument street to said burial plot”) to the federal government.

In 1904, Brownlow introduced a bill authorizing the Secretary of War “to accept the tract of land at or near Greeneville, Tennessee, where lie the remains of Andrew Johnson, late President of the United States, and establishing the same as a fourth-class national cemetery.” In 1906, an Act of Congress authorized this transaction and the establishment of a fourth-class national cemetery on the site. Class designation was based on size, importance, and the rate of pay for superintendents; fourth was low on a scale of one to four.

The motivation to create the national cemetery remains unclear, as does whether it satisfied Patterson’s original vision of a public park in memory of her father. At the time there were six national cemeteries in Tennessee that dated to the 1860s, but only one in east Tennessee, which was 70 miles away in Knoxville. Though motivation in 1906 remains uncertain, over time the national cemetery became widely accepted as a public need in Greeneville.

There was initial confusion over whether Patterson’s will included the family plot with the rest of the property, but that appears to have been resolved quickly. In 1898, the will reserved a 60-foot radius surrounding the Johnson monument for the continued use of the family plot by Johnson’s descendants; it even provided for the extension of the iron fence to enclose this area, though the fence remained unaltered. After her death, Andrew Johnson Patterson reduced his mother’s request to a 45-foot radius, but War Department officials felt this encompassed too much of the hilltop. A.J. Patterson was willing to negotiate in 1906, but details of the final settlement remain unclear.

The War Department assumed administration of the site in 1906 and quickly set about transforming the landscape into a national cemetery. The General Development Plan (GDP) was produced in 1908. The GDP included instructions for the layout of structures that were standard to national cemetery design (superintendent’s lodge, wall and gate, stable, rostrum, flagstaff, gun monuments, drainage, roads and walkways) and others that were unique to the presidential gravesite (memorial approach).

By December 1908, the wall and gate, lodge, flagstaff and stable were all in place. Three cemetery roadways were graded and surfaced with gravel; these were Monument Drive, a cemetery approach road (Monument Avenue) and a service road that connected Monument Drive to the stable. The memorial approach and walkways were completed by January 1909. (Figure 6)

Drainage systems consisted of catch basins, culverts, and headwalls in six locations along Monument Drive. A NPS survey (c.1943) counted 10 culverts, each measuring 24-inches by 12-inches and set into concrete. Roadway culverts connected to 8-inch underground clay pipes in five locations that carried water either to natural drainage areas, open-drainage structures, or

directly to floodgates in the cemetery wall. There was a brick-lined open drainage flume along the western edge of the property that was fed by runoff and two of the clay pipes that carried water from Monument Drive.

The GDP placed an additional culvert and headwall at the southeast corner of the lodge, which would have drained naturally with the slope toward floodgates at the southeast corner. It shows an open-drainage structure similar to the one on the other side of the cemetery, but later site plans suggest that buried pipes were installed here as elsewhere in the cemetery around this time. Similarly, natural drainage in the southern part of the cemetery became tile drain pipes in early NPS plans, which they were likely to have been under the War Department (despite initial plans to the contrary in 1908).

It is not clear to what extent the terrain was altered for the purpose of drainage or whether it was merely utilized in its current state by War Department engineers. The drain pipes conform to the steep terrain, providing excellent, seemingly natural drainage.

The steep slopes of Monument Hill accommodated drainage well, but made the uniform layout of graves (a standard for most national cemeteries) difficult. The decision was made to encircle the hill with nine grave sections. Grave sections were racially segregated with five sections for “White Burials” (A-E), three for “Negro Burials” (F-H), and a separate section for officers and their spouses (OFF). The rocky soil and steep slopes made excavation difficult; in some instances blasting was necessary when opening new graves.

Even before the first veteran burials took place, it was clear that the cemetery was difficult for visitors to traverse. Concerns over the lack of appropriate seating led to the placement of 24 iron settees throughout the cemetery soon after October 1908. (Figure 7)

The first burial was in February 1909 (Solomon Hendrix, Section A-1). Burials were infrequent under the War Department until 1939, when the cemetery began receiving bodies from the Veterans Administration (VA) hospital in Oteen, North Carolina (likely referring to the Oteen Veterans Administration Hospital in Asheville, North Carolina). One-third of the total 138 War Department-administered burials took place in the three years after this arrangement. In 1942, sections OFF, A, B, C and H were all active. A tenth section was extended from OFF for superintendents and their spouses (SUPT). (Figure 8) Platted for four graves in 1927, only two were ever filled (by first Superintendent Josiah Bewley in 1928 and his wife Lucretia in 1934). (Figure 9)

In addition to complicating burials, the topography and rocky soil made general maintenance difficult. An inability to establish and maintain a manicured turf (a top priority for the War Department) frustrated maintenance workers in the early years. (Figure 10) To make matters worse, the lack of groundcover led to erosion problems, which in turn damaged walkways and gutter systems as early as June 1909.

Family burials continued in the Johnson plot with three burials between 1910 and 1932. Following the burial of Sarah Stover Bachman in 1910, a wrought-iron picket fence was

erected around the monument to her and her sister Lillie M. Stover that stood until the early 1970s. (Figure 11)

Monument Drive was paved in 1926. The rostrum was built along the memorial approach in 1931, fulfilling the GDP. The original plan also included the addition of an open-ditch drainage flume through the western area of the property, which was also in place by 1942.

The cemetery approach road (presently known as Monument Avenue) was referred to in Patterson's will as "monument street" in 1901. Since the War Department was not typically responsible for the maintenance of approach roads, they refused to maintain this avenue. On August 8, 1934, the War Department drafted an agreement with the City of Greeneville permitting the connection of Forest Avenue (aka. Forest Street) to the approach road if the City would accept the responsibility of maintaining the approach road up to the cemetery gate. No record of a formal agreement between the two parties has been found, but the War Department acted on the assumption of this agreement as early as October 1934, refusing to authorize the repair of Monument Avenue with federal funds. The City later affirmed this arrangement with first-National Park Service Superintendent George Emery in 1942, though no formal documentary evidence was ever produced.

In 1936, Greeneville Post 64 American Legion erected the WWI monument, consisting of a captured German machine gun atop a concrete base, in the National Cemetery "at no cost to the Government." It was placed at the base of the north slope of monument hill.

Growing needs for a maintenance facility and public restrooms led to the renovation of the stable into a utility building (with public facilities) in 1936.

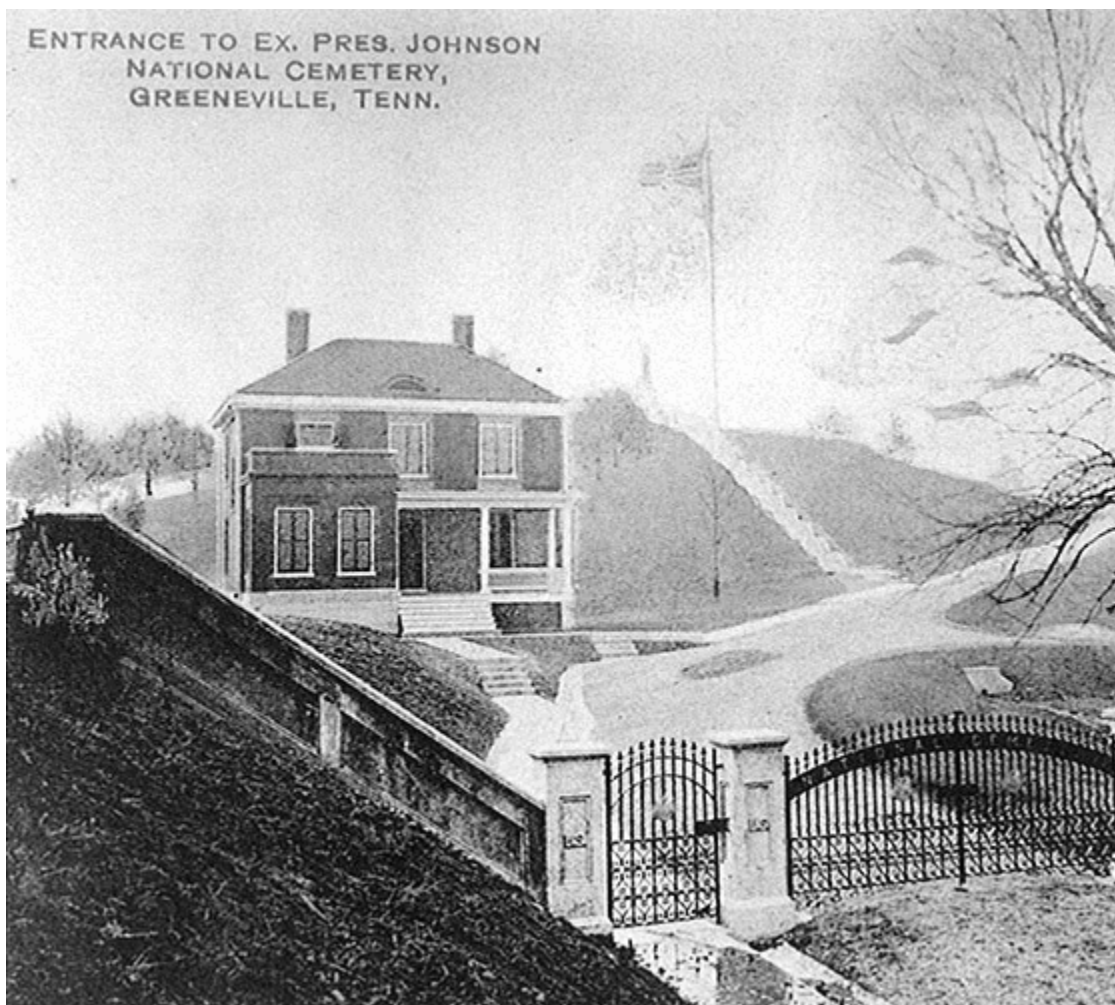


Figure 6. Postcard showing the north entrance to Andrew Johnson National Cemetery and the contributing War Department features of the “historic zone” (c.1910). Source: ANJO Photo Collections



Figure 7. Johnson family plot (southwest view) with settee and gun monument in foreground (c.1942). Source: ANJO Photo Collections

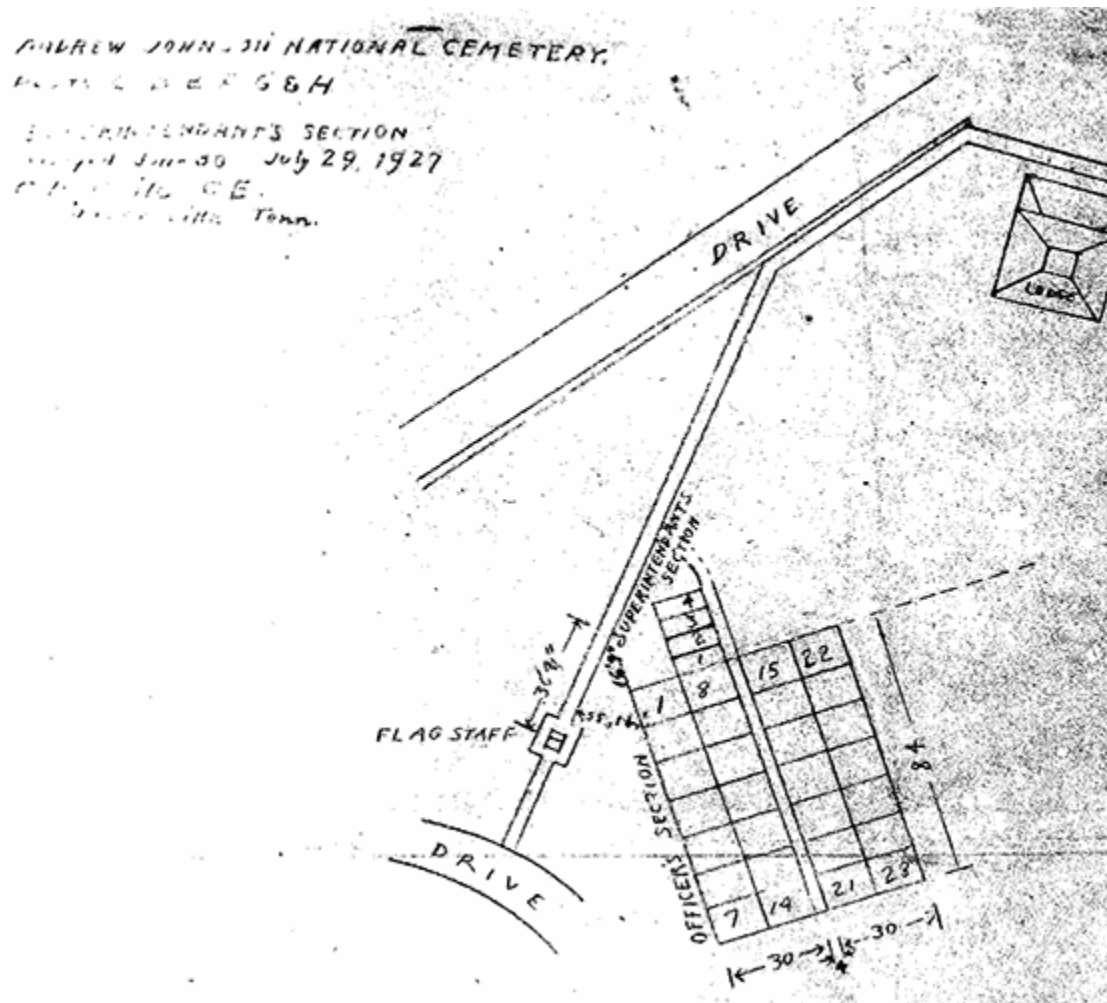


Figure 8. Excerpt from site plan 9001 showing superintendents section (1927). Source: ETIC



Figure 9. The superintendents section consists of these two markers for first superintendent Josiah Bewley and his wife, Lucretia (2010). Source: SERO



Figure 10. Postcard showing the patchy groundcover at the summit of Monument Hill (c.1910). Source: ANJO Photo Collections



Figure 11. Picket fence around the Stover-Bachman marker (front, left – c.1942). Source: ANJO Photo Collections

National Park Service: Initial Development, 1942 – 1956

Back in 1915, Andrew Johnson National Cemetery and the Johnson Monument were declared together a national monument by the Secretary of War. On August 29, 1935, legislation approved by President Franklin D. Roosevelt established the cemetery as a component of Andrew Johnson National Monument, which included the homestead, tailor shop and memorial building. Management of the National Monument transferred from the War Department to the National Park Service (NPS) on March 6, 1942.

The War Department transferred the National Cemetery to the NPS on May 23, 1942 and soon after it was announced that the cemetery would no longer be open to burials, based on official NPS policy. Veteran groups openly decried the new policy, appealing to congressmen and seeking the transfer of the cemetery back to the War Department in order to reinstate burials. In their defense, the NPS upheld the stance that memorializing others would ultimately detract from the commemoration of President Andrew Johnson, which remained their primary objective. After defending this position for four years and making only one exception (the re-interment of a father and burial of his son in January 1944, honoring a 1936 War Department agreement), officials submitted to overwhelming opposition and announced the reinstatement of burials on September 12, 1946. The first veteran burials under the new policy took place the following October.

National Park Service: Mission 66 era, 1956-1966

The most significant developments that took place in the cemetery after 1942 were rooted in Mission 66 recommendations. Mission 66 was a development program intended to improve conditions in the national parks, which proved ill-equipped to accommodate the influx of tourists that followed World War II. The first recommendations for the National Cemetery were drafted as early as 1945 (and amended in 1956). They were intended to enhance the visitor's experience by improving maintenance facilities, circulation, and incorporating designs that emphasized vistas at the cemetery; all characteristic of the Mission 66 movement.

The 1956 recommendations included storage facilities for maintenance equipment; a walkway and hedge around the Johnson plot; a new cemetery entrance with parking along the undeveloped southern border of the cemetery (in anticipation of new burial sections in this area); and surfacing and drainage improvements to Monument Drive. Though few recommendations were completed by the fiftieth anniversary of the NPS in 1966, they continued to guide development in the cemetery for nearly two decades.

Efforts to improve the utility area began under the War Department with the renovation of the stable in 1936. (Figure 12) In 1958, a maintenance shed was built adjacent to the stable. (Figure 13) This appears to have been the only improvement inside the cemetery completed in time for the April 1958 showcase of Mission 66 improvements at the park. Later the utility area was expanded by removing a portion of the hill along its southern border (c.1958-1961); the first retaining wall was constructed around this time. (Figure 14) Soon after its completion, the shed's open design proved inadequate for sheltering maintenance equipment from the elements. It

was enclosed in 1961. (Figure 15)

Hedges were planted around the Johnson plot by 1960, surrounded by a brick walkway constructed around the same time (and as early as 1958). (Figure 16) Circulation improvements were an important facet of Mission 66 plans, though few were constructed by the 1966 target date. In addition to repaving Monument Drive between 1963 and 1965, the NPS proposed a wide variety of alternatives for pathways between existing and proposed grave sections. But only a single sodden walkway was supposedly installed through sections J and OFF. Additional walkways proposed around this time were installed later in the 1970s.

Johnson family descendants expressed concerns over the protection of the family markers, which led to the installation of a wrought-iron picket fence around the entire plot (including the historic fences) in 1966. This was among the last of the Mission 66-era improvements. While many recommendations were eventually realized in one form or another (i.e. paved walkways, south entrance), others were simply abandoned, such as the removal of the rostrum and memorial approach up to the flagstaff and relocation of the service road into the utility area slightly further south along Monument Drive.

The Mission 66 Master Plan noted the “extension and expansion of utility systems” in the cemetery as a priority, but drainage systems are not addressed directly. NPS surveyors reported that drainage systems were in excellent condition in 1943, requiring only general upkeep. There is no clear indication to suggest that Mission 66 improvements had any significant impact on War Department drainage.

After the shift in burial policy in 1947, a series of site plans proposed the layout of new burial spaces throughout vacant areas in the cemetery. At least ten new grave sections were platted and opened during the 1960s (sections J thru O).

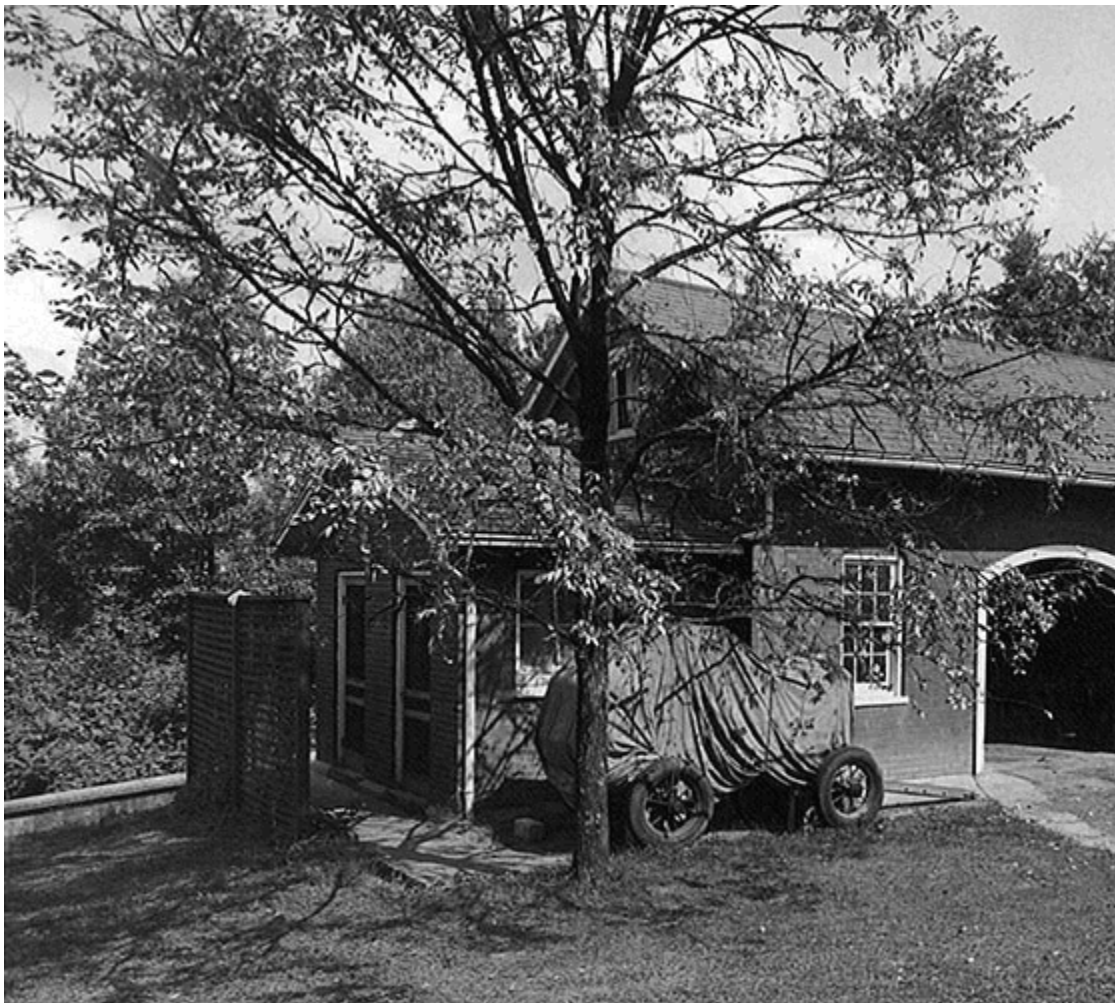


Figure 12. The stable (shown here in 1949) following renovations in 1936. Source: ANJO Archives



Figure 13. Maintenance shed near completion in 1957. Source: ANJO Archives



Figure 14. The utility area undergoing expansion (c.1958-1961). Source: ANJO Photo Collections

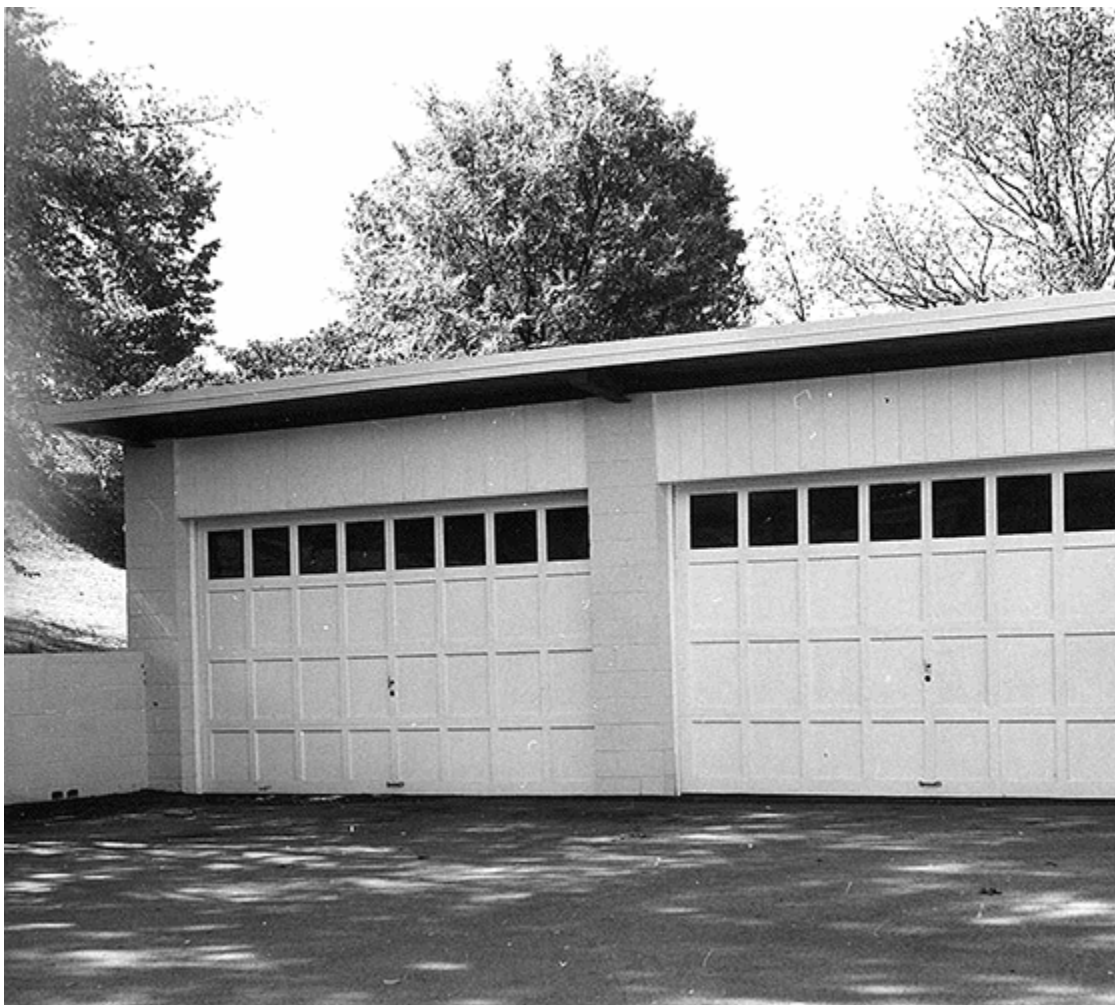


Figure 15. The maintenance shed after it was enclosed in 1961 Source: ANJO Photo Collections



*Figure 16. Johnson plot following the Mission 66 additions of a brick walk and hedge.
(c.1960) Source: ANJO Photo Collections*

National Park Service: Post-Mission 66 Development, 1966 – Present

Since 1942, operational concerns over burial space, maintenance, visitor access and safety, and resource protection grew among park personnel and the public alike. Maximizing burial space was the foremost concern of veteran groups. This paralleled concerns of similar groups throughout the nation at the time. It was clear by the 1970s that most of the existing national cemeteries would reach capacity by 2020. Typically the VA resisted efforts to expand existing national cemeteries or to add new sites to the system. Since the VA has furnished headstones for veterans in private cemeteries since 1879, the addition of new national cemeteries on the public dollar has always been a difficult sell.

The NPS administered a number of national cemeteries by this time and shared the VA's efforts to satisfy the burial wishes of veterans, preferably within the existing boundaries of

national cemeteries. Planning and development at Andrew Johnson National Cemetery during this era reflects this interest.

Many Mission 66-era improvements were either short-lived or significantly altered within a decade. The hedge was removed from the Johnson plot around 1970 and the brick path restored in 1975. The smaller fence around the Stover-Bachman monument was removed by this time as well (this was proposed during the 1960s). The maintenance shed also underwent additional renovations to increase storage space in 1975. Nevertheless, the Mission 66 recommendations remained an integral part of the resource management plan for the National Monument and continued to drive development in the National Cemetery.

Many improvements after 1966 were rooted in early recommendations pertaining to circulation. First among them was the installation of two paved walkways on the east slope of Monument Hill in 1971, leading from Monument Drive between grave sections A & J and B & C.

A second entrance along Vann Road (c.1973-1975) soon followed. The entrance was created by removing a segment of the historic wall and turning it inward. An iron gate enclosed the entrance. The entrance was intended to provide access to new burial sections proposed in the southern half of the cemetery and was rooted in a Mission 66 proposal for a second entrance and parking area at the southwest corner. The new plan included the construction of a paved road through this half of the cemetery. (Figure 17)

The construction of the south entrance and roadway were accompanied by other circulation improvements in the cemetery. Additional drainage culverts were installed along the new road as well. The road crossed one historic drainage feature near the south wall; the extent of any impact on the historic clay pipes is not known, but it does not appear to have strayed from its historic course as a result.

Two additional walkways connecting the new cemetery road (Vann Road Entrance Drive) to Monument Drive were completed in 1975. All of the walkways built during the 1970s are rooted in earlier plans, but even so represent a mere fraction of those proposed in Mission 66 plans, which proposed an elaborate web of pathways (paved and sodden) framing grave sections throughout the entirety of the landscape.

An open drainage flume (Figure 18) installed during the War Department era in the western half of the cemetery was replaced with a large culvert in 1975. (Figure 19) A catch basin was installed at the headwall that marked the northern limit of the flume structure.

Monument Drive was resurfaced again in 1975. At this time, the western edge of the circle drive around the Johnson plot (known as “Johnson Circle”) was widened to permit parking.

Soon after the completion of the Vann Road entrance and associated improvements, grave sections P thru S were opened in this area; each between 1976 and 1984.

After 1976, the Department of Veterans Affairs (VA) enacted new burial restrictions that

decreased the maximum slope fit for burial from 20 to 15 percent. It was standard policy at this time for the NPS to follow VA restrictions in NPS-administered national cemeteries. This limited available burial space in the cemetery to 3.5 acres (including existing sections).

Local veteran groups responded with the same reproach that led to the reversal of a NPS ban on burials in the National Cemetery back in 1947. The NPS drafted plans for the expansion of existing grave sections and the addition of others to maximize any safe and useable burial space. A 1984 plan proposed the revision of grave sections P thru V as they appeared in the 1976 site plan. Meanwhile, veteran groups continued to express disapproval over essentially any limitations on potential burial space within the cemetery. Locals petitioned for the reversal of VA policy and later mounted an effort to expand the cemetery to a neighboring property, which also conflicted with official NPS policy against expansion. By 1992, the regional solicitor determined that cemeteries in the NPS were not subject to VA restrictions and the limitation on slope was lifted.

A cultural landscape report (CLR) was completed for the National Cemetery in April 1993. It was the first CLR in the southeast region for a national park. It recommended the delineation of a “historic zone”, which encompassed the areas containing those features and structures that date to the War Department era or earlier, and a “development zone” available for the layout of new grave sections and park infrastructure, such as walkways and parking to improve visitor access in this area. A third “buffer zone” separated them.

In 1993, a team of NPS specialists from the southwest regional office completed a major preservation effort, repairing damage to all 3,122 feet of the cemetery wall.

The CLR also recommended the gate at the Vann Road entrance be altered to more closely match the historic entrance. The inward-facing wings of the original wall were removed and the missing span replaced by a reinforced concrete reconstruction with concrete pillars matching the original gate. This was completed in 1994. In February 2010, grave section Z opened for use.

In 1989, a parking area was constructed in the utility area alongside the stable. Despite recommendations in the CLR against the addition of parking, several other parking areas were built in the 1990s. A new access road and parking area was built off Vann Road Entrance Drive just inside the cemetery gate in 1994, providing access to grave sections Z. A small parking area was also added to Johnson Circle around 1995.

In 1994 the concrete block retaining wall along the south border of the utility area was removed and plans were made to restore the natural slope of the hill in this area. Around 1996 this area of the lot was expanded for parking and the retaining wall reconstructed.

During the 1990s, the lodge underwent extensive rehabilitation to convert the former residence into park headquarters and museum collections space. The rehabilitation was completed in 1996, but was soon followed by the addition of a handicapped-accessible ramp on the west façade (completed c.1998).

During a rehabilitation project to Monument Drive (c.2001), the “parking pull-off” on the western edge of Johnson Circle was removed.



Figure 17. Vann Road entrance gate (c.1975). Source: ANJO Photo Collections



*Figure 18. Photo of Vann Road entrance during construction, note the drainage feature (lower left), possibly a remnant of the War Department drainage flume removed in 1975.
Source: ANJO Photo Collections*



Figure 19. A drainage culvert during installation in 1975, replacing an open-drainage flume near the western edge of the property. Source: ANJO Photo Collections

Analysis & Evaluation of Integrity

Analysis and Evaluation of Integrity Narrative Summary:

Andrew Johnson National Cemetery is significant for two periods, encompassing the years 1875–1942. The earliest period of use began with the burial of Andrew Johnson in a small plot at the summit of Signal Hill (later Monument Hill) in 1875, which grew into a family burial ground and ended with the transfer of the property to the federal government in 1906. The years associated with the Johnson family burial ground (1875-1906) represents a secondary period of significance. It is represented today by the Johnson Monument, Johnson family markers present by 1906, and the historic cast-iron plot fence.

The second period of significance began with the transfer of Monument Hill to the federal government in 1906 and followed the development of the National Cemetery under the administration of the War Department, until its transfer to the NPS and designation as a National Monument in 1942. The years associated with the War Department (1906-1942) represent the primary period of significance. The War Department era is represented today by the presence of structures and features laid out in the GDP of 1908. These include the cemetery lodge, stable, rostrum, memorial approach and walkways, cemetery wall, flagstaff, historic roads (Monument Drive, Service Road), the original nine grave sections (OFF, SUPT, A-H), and historic drainage features.

The integrity of the cultural landscape is supported by the presence of significant features from both periods of significance. The War Department era is well-represented across the landscape today, with only the gun monuments, a number of settees, and specific drainage features missing (all removed by the NPS after 1942). The general topography in the “historic zone” (essentially the northern half of the property) remains as it was during the period of significance. The spatial arrangement of significant features from both eras is recognizable and historic vistas from the War Department design reinforce an association with the historic landscape despite the presence of non-historic additions and alterations since 1942. Alterations to the exterior of the lodge and more significantly, the stable, have compromised the individual integrity of these structures, but have had minor impacts on the integrity of the site as a whole. The layout of new grave sections, walkways, the presence of non-historic plantings, and burials in the Johnson plot through the 1990s represent greater impediments to the integrity of the site.

A third period of significance was considered for the Mission 66 program (1956-1966), but was found to lack sufficient historic integrity. The National Cemetery’s remaining Mission 66 features either do not represent significant forms associated with the Mission 66 movement or have been significantly altered so that they no longer convey their historical significance.

Location: Most contributing features remain in their historic location. Several War Department era features were removed after 1942. These include: a number of settees; two civil war gun monuments (removed from Johnson circle after 1942); a wrought-iron fence around the Stover-Bachman marker inside the Johnson plot; and an open drainage feature in the western part of the cemetery (removed in 1975). The historic roadways have not strayed from their original paths, though the path of Service

road is no longer clearly visible.

Design: The War Department design for the National Cemetery was formalized in 1908 in the form of the GDP. This design was altered repeatedly under the NPS beginning with Mission 66, which directly impacted both the Monument area and utility area. Development within the southern half of the cemetery began in the 1970s and continued into the 1990s. Today the landscape reflects a combination of the historic design and modern intrusion by the NPS. Despite a history of non-historic alteration, the War Department design remains intact and a combination of historic features and setting convey its significance in most historically-significant areas (an exception being the utility area). Several individual structures from the War Department possess only moderate integrity of design (cemetery wall, stable) due to incompatible alteration since 1942.

Setting: The National Cemetery within its present boundaries possesses moderate to low integrity of appearance for the periods of significance. The development of the National Cemetery after 1906 has left little integrity for the family burying ground and the natural setting of the nineteenth century. Areas in the “historic zone” retain a similar character to that of the landscape during the primary period of significance. Today, certain aspects of the setting reflect the NPS era, which is contrary to the War Department setting. Development within the utility area and the general vegetative character of the “historic zone” both hinder this aspect of integrity. The “development zone” (the southern half of the cemetery) was irrevocably altered in the 1970s with the addition of the Vann Road Entrance and new grave sections; it possesses low integrity for the periods of significance.

Materials: The National Cemetery landscape has moderate to high integrity of materials for the periods of significance. Significant features of the Johnson family burial ground have not been significantly altered since 1906. War Department features have been more significantly altered since 1942. Despite the impact of renovations to the lodge, stable, and cemetery wall, these features retain moderate integrity of materials. The practice of replacing historic markers over the years raises controversial questions over integrity of materials for markers in this cemetery. A policy of replacement in-kind has not accounted for the correction of epitaphs and subsequent destruction of the originals. This replacement policy has been extended to include private markers as well that were placed during the primary period of significance. Their replacement with federal-issue markers compromises integrity of materials for the original grave sections of the War Department era.

Workmanship: The contributing features of the National Cemetery possess high integrity of workmanship. Only the stable possesses moderate degree of integrity, which despite extensive renovation retains enough integrity to convey significant elements of the original construction.

Feeling: The National Cemetery has moderate integrity of feeling in the “historic zone” for the War Department era. Similar to setting, the “development zone” to the south, the utility area, and the vegetative character of the “historic zone” hinder integrity of feeling for the primary period of significance. Modern development beyond the cemetery wall has also had a diminutive effect on historic viewpoints.

Association: The National Cemetery has moderate integrity of association with the periods of significance. As with setting and feeling, areas developed after 1942 (utility area, “development zone”) possess low to moderate integrity of association.

Aspects of Integrity:	Location
	Design
	Setting
	Materials
	Workmanship
	Feeling
	Association

Landscape Characteristic:

Land Use

Current land uses include burial, commemoration, interpretation, maintenance, and administration.

The original intended use of the property under the War Department was a combination of veteran burials and the commemoration of the 17th president. Burials began in 1909 and have continued, despite a brief interlude during the 1940s, to the present day. This role has expanded since 1947 with the addition of burial sections in areas of the cemetery that were historically undeveloped. The practice of veteran burials will likely remain an integral part of the site’s use for decades to come.

Administrative activities for the National Cemetery have been a defining characteristic of the use of this property since 1906. Under the War Department, the site was managed by a resident caretaker that lived in the cemetery lodge. Meanwhile, maintenance operations and equipment centered on the utility area, which initially consisted of a short drive and stable. As maintenance activities and equipment evolved after 1942, the utility area was expanded, new facilities built and the stable renovated. The lodge followed a similar path though most alterations were interior with little exterior change. Resident caretakers remained the standard until the early 1990s, when the lodge was converted into park headquarters and museum storage. Nevertheless, the lodge continues to be the center of administration for the cemetery and maintenance activities continue to be integral to the use of the historic areas of the cemetery.

Topography

The property consists of a steep, shale knoll. The steep topography and high elevation produce views of the surrounding terrain, significant for associations with the rural cemetery movement and the setting for both periods of significance. The War Department also utilized the steep topography to control drainage; engineers utilized natural drainage and also installed drain pipes

to lead water to flood gates in the cemetery wall. There have been two noteworthy alterations of the historic topography. The first resulted from the expansion of the utility area in the 1960s and 1970s, when the natural slope of the hill into this area was removed. The second resulted from the construction of Vann Road Entrance Drive in the 1970s, which crossed a historic drainage feature.

Character-defining Features:

Feature:	Shale knoll
Feature Identification Number:	149279
Type of Feature Contribution:	Contributing
Feature:	Steep topo assoc. w/ War Dept. drainage
Feature Identification Number:	149275
Type of Feature Contribution:	Contributing

Vegetation

The vegetative character of the National Cemetery landscape is defined by intermittent clusters of medium to large evergreen and deciduous trees and the open turf that pervades the steep terrain. Secondary to these features are ornamental shrubs and other plantings at the Vann Road entrance, utility area, and around the lodge (including arbor vitae, boxwood, spirea, abelia and others). Unfortunately, we have a limited understanding of the vegetation in this landscape between 1875 and 1942. Trees and other plantings did not appear on site plans until after 1942 (even then, plans did not identify species until 1961).

The informal arrangement of large deciduous and evergreen trees is character-defining for the National Cemetery landscape. Historic postcards and images from the War Department era reveal a landscape dotted with shade trees and few or no ornamental plantings (shrubs or flowering plants); this image reflects the stark simplicity in Olmsted's vision for these landscapes. The most prominent species today are cedars and a variety of pines. Based on a 1992 inventory, other species include arbor vitae, dogwood, hemlock, crab apple, crepe myrtle, spruce, holly, ash, beech, magnolia, maple, poplar, walnut, and a variety of oaks. This mixture of oaks and cedars (possibly even dogwood and ash) is similar to species present during the War Department era. Other species that may have been included are white dogwood, ash, and honey locust; white pine is believed to have been a later addition. Tree numbers in general have experienced a moderate decline since 1976, following development in the cemetery since that time. 56 new trees were planted in 1995 to return numbers to 1976 levels; an inventory has not been conducted since to assess their progress.

There is at least one example of a single, contributing plant specimen. An oak stands outside the north gate in the same spot (if not the same tree) as another of like species that appeared in postcards from the early War Department era. This tree is part of the "historic zone" that contributes to associations with the War Department landscape.

The grassy fields and hills that pervade the landscape also contribute to associations with the War Department landscape and the national cemetery movement. Though the predominant species has not been identified, the earliest caretakers to arrive under the War Department struggled to maintain the grassy turf that has become iconic for national cemeteries. The landscape consists of a shallow layer of rocky topsoil over a bed of shale, making the maintenance of groundcovers and grave digging no simple task. Shallow root systems, problems with erosion, and wear from foot-traffic and maintenance equipment have all contributed to a patchy turf, particularly in areas with high visitation. Steep terrain and the persistence of certain aggressive weeds (such as wild onion and narrow-leaf plantain) plagued War Department caretakers, often resulting in unkempt and overgrown fields. Improvements in technology after 1942 allowed the NPS to succeed where the War Department had struggled.

Ornamental shrubs and flowering plants were introduced in the 1940s and the stark landscape of the War Department became more attractive and inviting under the NPS. Formal plantings lined the memorial approach and Monument Drive. Foundational plants lined the rostrum, lodge, and stable. It is uncertain whether the first formal plantings of this sort were late War Department or early NPS additions, but the addition and subsequent removal of similar plantings (i.e. a hedge was planted around the Johnson plot in 1960 and removed c.1970) were typical under the NPS. Many plantings in historic areas, such as arbor vitae along the memorial approach and juniper around the rostrum, persisted into the 1990s (some are present today); many were removed following recommendations in the CLR that ornamental plantings be phased-out of the “historic zone” in order to restore the “simple shade tree and cedar landscape of the War Department.” The presence of ornamental plantings reflect NPS practices that differ significantly from those of the War Department and alter the visual character of the historically simplistic landscape, at one time an accurate reflection of Olmsted’s “sacred grove” concept.

Character-defining Features:

Feature:	Arrangement of historic species
Feature Identification Number:	149281
Type of Feature Contribution:	Contributing
Feature:	Oak that borders the north entrance
Feature Identification Number:	149287
Type of Feature Contribution:	Contributing
Feature:	Grass burial fields
Feature Identification Number:	149289
Type of Feature Contribution:	Contributing
Feature:	Ornamental plantings

Feature Identification Number: 149291

Type of Feature Contribution: Contributing

Landscape Characteristic Graphics:



Figure 20. NPS plantings along Monument Drive, the memorial approach, rostrum, and Anderson circle (c.1943). Source: ANJO Archives

Circulation

Circulation adjacent to the National Cemetery includes Monument Avenue and Forest Street to the north and East Vann Road along the western border. The National Cemetery has two entrances: the primary entrance is to the north at the intersection of Monument Avenue and Monument Drive and the secondary is to the west along Vann Road. Circulation features within the National Cemetery can be categorized into those that date to the War Department era and those established after 1942. Four roadways are open to vehicular traffic (Monument Drive, Service Road, Vann Road Entrance Drive, Access Road); a fifth road, Monument Avenue, is a historic feature that is not part of NPS property. Pedestrian walkways include paved walkways, stairways, and grassy walkways.

In the War Department era circulation was limited to the northern half of the cemetery (within the “historic zone”) and included the following features: Monument Avenue (historic approach road that spanned the distance between the cemetery gate and Main Street); Monument Drive; a service road into the utility area off Monument Drive; the memorial approach stairway and paved walkways (specifically those that connected the memorial approach to the lodge and followed the approach road north to Main Street).

Monument Drive is the latest form of an unpaved trace that was present in the 1870s, referred to in the will of Martha Johnson Patterson as a roadway “leading from monument street to said burial plot.” It runs from the cemetery gate up to and around the summit of Monument Hill (forming Andrew Johnson Circle around the family plot and defining the Monument area).

Monument Drive, Monument Avenue, and the service road to the stable were all graded and surfaced with gravel around 1908. All three were likely paved around the same time in 1926. Since the War Department was generally not responsible for the upkeep of approach roads they systematically deferred the responsibility of maintaining Monument Avenue to the City of Greeneville. In 1934, the War Department apparently struck a deal with the City permitting the intersection of Forest Street with Monument Avenue, provided the City would assume full responsibility for Monument Avenue. An unfortunate result of this agreement was the loss of integrity for this historic roadway and associated sidewalk after 1942.

In 1975, the western edge of Johnson Circle was widened for parking; this was later removed (c.2001). In recent years, there have been concerns that the road may be drifting; this has been monitored by the Federal Highway Administration. Monument Drive has been repaved on numerous occasions and was widened after 1942. The roadway follows the same path it did in 1908, but historic curbing has been obscured by repeated repaving.

Based on Mission 66 recommendations, the utility area was expanded to the west and south, obliterating the service road’s southern border in 1958. A retaining wall was erected here by 1961 and the utility area was expanded into an open lot. Additional changes in 1975 and 1996 further expanded the area west of the stable and created parking along the southern border. In 1989, another small parking area was built on the north border of the road, east of the stable. Today the footprint of the historic service road is obscured by a long history of alteration. Only

the entrance remains in its historic location, despite recommendations to relocate it further north along Monument Drive under Mission 66.

The memorial approach stairway ascends the northern slope of Monument Hill; it is the final string of a paved walkway that historically began at the intersection of Main Street and Monument Avenue, from whence it followed Monument Avenue and Monument Drive up to and around the lodge before turning east to the north slope of the hill. The approach highlights defining features from this era, such as the flagstaff and rostrum. The walkway connects the north and south entries of the lodge, based on the “piazza” design from the lodge at Gettysburg National Cemetery. Despite recommendations for the removal of the rostrum and the memorial approach stairway up to the flagstaff under Mission 66, both remain unaltered. When a handicapped-accessible ramp was built onto the west façade of the lodge around 1998, the walkway was extended to the base of the ramp. With this one exception the historic walkways remain intact and unaltered inside the cemetery. The portion that parallels Monument Avenue beyond the north gate (and NPS property) has not been maintained as a historic feature, suffering significant losses of integrity.

After 1947, the NPS began a redevelopment program to expand burial space and improve circulation throughout the cemetery; it began with Mission 66. Improvements from this period included: a brick walkway around the Johnson plot; walkways east, south and west down the slopes of Monument Hill; grassy walkways between grave sections; a second entrance along Vann Road and Vann Road Entrance Drive; and a handicapped-accessible ramp along the lodge.

The brick walkway around the Johnson plot was installed by 1960 and was later restored in 1975. Though common in many of the Mission 66 plans, only one sodden pathway was built under this program. Sources claim the path led “through” sections J and OFF, as if splicing or separating them. Based on the landscape today, it seems instead that a walkway was formed along the northern border of these grave sections (or the designed walkway has since been lost). Contemporary plans proposed similar walkways between grave sections, which became standard for new sections laid below historic sections after Mission 66.

Vann Road Entrance Drive is the second major roadway in the cemetery, constructed 1973-1975. It follows a curvilinear path between grave sections and ends in a loop. The open space within that loop has served as the committal area for funeral services since the 1980s.

In addition to the memorial approach, there are three paved walkways down the east, south, and west slopes of Monument Hill. The first two (built in 1971) extend from Monument Drive between grave sections A and J and grave sections B and C respectively. Later in 1975, the latter (between grave sections B and C) was extended to connect to the loop of Vann Road Entrance Drive. Another long stairway was also installed at the same time to connect Monument Drive to Vann Road Entrance Drive. Mission 66 plans included many different configurations for the layout of paved and unpaved walkways throughout the landscape; the

three that exist today were eventually constructed in the 1970s were the final evolution of Mission 66 era planning.

An access road (1994) branches from Vann Road Entrance Drive just east of the entrance and terminates at a small parking area near grave section Z. It was built to provide access to new grave sections opened in this area of the cemetery.

Character-defining Features:

Feature: Monument Drive

Feature Identification Number: 149293

Type of Feature Contribution: Contributing

IDLCS Number: 91201

LCS Structure Name: Monument Drive

LCS Structure Number: HS-4-07

Feature: Monument Avenue

Feature Identification Number: 149295

Type of Feature Contribution: Undetermined

Feature: Service Road (at Utility Area)

Feature Identification Number: 149297

Type of Feature Contribution: Undetermined

Feature: Memorial Approach Stair & Walkways

Feature Identification Number: 149301

Type of Feature Contribution: Contributing

IDLCS Number: 91202

LCS Structure Name: Memorial Approach Stair & Walkways

LCS Structure Number: HS-4-08

Feature: Brick Walk around Johnson Plot

Feature Identification Number: 149303

Type of Feature Contribution: Non Contributing

Feature: NPS Walkways

Feature Identification Number: 149305

Type of Feature Contribution: Non Contributing

Feature: NPS Roads (Vann Rd. Entrance & Access)

Feature Identification Number: 149307

Type of Feature Contribution: Non Contributing

Landscape Characteristic Graphics:



Figure 21. Monument Drive along the west slope of Monument Hill (2010). Grave section H is visible (at right). Source: NPS SERO



Figure 22. Monument Avenue prior to paving 1926. Source: ANJO Archives



Figure 23. The utility area in 2010. Source: NPS SERO



Figure 24. The memorial approach in 2010. Source: NPS SERO

Buildings and Structures

The buildings and structures of Andrew Johnson National Cemetery represent two eras: the War Department (1906-1942) and Mission 66 (1956-1966). Structures from the War Department era, such as the lodge, cemetery wall and gate, stable, and rostrum were all laid out in the GDP of 1908. The maintenance shed dates to the Mission 66 era and is not considered a contributing structure.

The cemetery lodge was constructed in 1908 as a superintendent's residence. Quartermaster General Montgomery C. Meigs standardized the designs for superintendents' lodges in 1871. Typically, these rubble-masonry structures embodied the Second Empire style of architecture and Meigs provided specifications for every detail of their construction. Designs for the lodge at Andrew Johnson National Cemetery were based on the second lodge built at Gettysburg National Cemetery (1907) and more closely reflect a transition into Colonial Revival architecture that was prevalent at this time.

The lodge is a red brick construction with a projecting concrete foundation, scored to resemble the stone foundations in Meigs' design. It has a full second story with attic and a truncated pyramidal roof with an eyebrow dormer-window centered at the roofline of the north and south facades. The lodge is three-ranked with a two-ranked single-room projection from an otherwise symmetrical front façade (a slight modification from the plan in the 1871 design). A brick balustrade once lined the roof of this projection, rounding off an assortment of elements typical of the Federal style, which was popularized by Colonial Revival architecture; the balustrade was removed sometime after 1942.

The original windows were the standard six-over-six on the second story and two-over-two on the first (both double-hung sashes), except for a single second-story casement window above the first floor projection on the main façade. The storm shutters and windows have been replaced on numerous occasions. A half-width porch with Tuscan columns and covered rear entry are present in both designs, but their placement differs slightly from the Gettysburg lodge. The gutter system is unique to both lodges; it was based on the wide-band cornice molding in Meigs' designs. The style and placement of the chimneys are also common to both lodges.

The lodge remained a residence for superintendents and caretakers after the cemetery was transferred to the NPS in 1942. There were only minor alterations to the exterior structure at that time, such as the replacement of several window sashes. By the 1990s, the brick balustrade that crested the roofline of the first-story projection had been removed.

A major rehabilitation of the interior began in 1993 to convert the lodge into park headquarters with museum collections space. In accordance with ADA requirements, a full-length ramp was installed on the west façade that opened to the porch on the front façade. Architects attempted to make the ramp compatible with the historic design by incorporating the coursed concrete foundation and porch railing into the ramp's design. The ramp now dominates the west façade and extends the front main façade, altering the appearance of this northern part of the "historic zone", which contributes to the War Department setting. The lodge remains the administrative

center for the cemetery, though past renovations and the more recent rehabilitation of the interior have compromised the integrity of the historic residence, while retaining aspects of materials, design and workmanship.

The cemetery wall and gate were completed around 1908. Records indicate it was cast by a firm in Montgomery, Alabama, but little more is known of the construction. The wall is a five-foot tall concrete construction of standard national cemetery design. It consists of a series of solid spans and recessed faces connected by tongue-and-groove joints at the pilasters. A series of openings are enclosed with wrought-iron floodgates; these floodgates were part of the War Department drainage system. In 1908 the wall had only one entry through the northern span, where two wrought-iron gates were installed for vehicles and pedestrians respectively. The original gate had the words "NATIONAL CEMETERY" painted in gold across the surface. Patriotic shields that were painted red, white and blue, and adorned with American flags and eagles were added to the pedestrian and vehicular gates before 1926.

The south entrance along Vann Road was completed in 1975. A portion of the wall was opened by lifting segments from their joints and turning them inwards. Though the original gate differed, the existing gate closely resembles the historic north gate (double-leaf hanging iron with concrete pillars), a product of renovations in 1994 based on CLR recommendations. The original gate had iron posts with round capitals and an additional span of matching iron fence to the north. The fence was removed in 1994 and a portion of the wall reconstructed out of reinforced concrete. The concrete corner posts were constructed at this time. Despite efforts to make the Vann Road entrance more compatible with the historic entrance, it remains a non-historic alteration of the cemetery wall.

Today the cemetery wall presents various forms of deterioration including biological growth, spall, and others that result from inappropriate repair with hard cements. Many of the floodgates are also in disrepair. A restoration effort is currently underway (as of July 2010). The opening of the wall along Vann Road and subsequent removal of the historic fabric during the 1994 renovation have compromised the historic integrity of the 1908 design. Nevertheless, the wall retains a high degree of integrity in the "historic zone", where the new entrance is not visible.

The stable was built in 1908 to shelter a single horse and serve as a tool house for laborers. The stable was a side-gabled brick structure, consisting of a three-ranked front façade with central double-leaf hanging door and two-ranked on the east and west facades with a loft door on the east façade and a small window within the gable of the west façade that was either a fixed or casement window historically. The historic windows were segmental-arched with six-over-six double-hung sashes. Roof ornamentation included a metal ridge plate, gable-end finials, exposed rafters beneath the eaves, and the roofing material was slate tile. Though little is known of the original door, all other exterior wood elements were painted white.

The stable has undergone extensive alterations, beginning with the addition of public restrooms

to the west façade in 1936. The main door was replaced with an overhead door around 1961. Windows have been converted to doors at the east and front (or south) facades (the doorway at the east façade was later bricked up). Since 1936, when it was converted into a utility structure, the stable has been altered repeatedly to further facilitate this role. Despite efforts to retain elements of the original design (exposed rafters, metal ridge plate and finials) the stable has lost a great deal of historic integrity (specifically in design, setting, feeling, and association). To date, there has been no extensive architectural study of the stable, so little is known of its original construction in 1908, any design precedents, or the full extent of alterations that have occurred.

The cemetery rostrum, constructed in 1931, is an octagonal bandstand with a concrete foundation, cast-iron columns (one bearing “WHEELER”, the manufacturers name), wrought-iron railings and fretwork, and a pitched metal roof with a central finial spike. There is no clear standard for the design of national cemetery rostrums, though many others are considerably larger, masonry structures that serve as shelters for funeral services. The rostrum was built along the memorial approach stairway, where it served as a shelter for visitors. The rostrum has seen few alterations since its construction. There was a gutter system in place by 1943 that was removed sometime after 1976. This may or may not have been a part of the original construction.

The maintenance shed was a Mission 66 structure, constructed in 1958. The shed’s design was based on Mission 66 principles that emphasized open views and a minimized architectural presence. The original structure consisted of a large shed roof and a low concrete-block retaining wall along the south and west borders, allowing for a 360-degree, open-view of the surrounding landscape. All structural elements were visible. Soon after its completion, the shed’s open design proved inefficient at sheltering maintenance equipment from the elements. The shed was enclosed and expanded around 1961 and fitted with two overhead garage doors. The new design attempted to retain elements of the original design (i.e. exposed rafter beams and vertical features beneath the eaves of the north and south facades that were relocated to the main façade). Nevertheless, the resulting structure created a visual obstruction that the Mission 66 design was meant to avoid. Despite this early departure from the original design, there is precedent within Mission 66 architecture for the new designs; though not original, this form was significant to the architectural styles associated with the movement.

In 1975, the shed was expanded to the east and the roof elevated. A shed roof was installed to the north façade for added shelter. This alteration further imposed the architectural presence of this structure upon the landscape. Despite efforts to retain elements from the original construction and subsequent enclosure, this compromised integrity (specifically aspects of design, workmanship, and association with Mission 66 architecture). Presently, the shed is not significant to the significance of the National Cemetery landscape, but any potential for extending significance to the Mission 66 era would require the restoration of this structure to either the 1958 or 1961 appearance. In 1993, the CLR recommended the shed’s removal for the restoration of the War Department utility area.

Character-defining Features:

Feature: Cemetery Lodge

Feature Identification Number: 149309

Type of Feature Contribution: Contributing

IDLCS Number: 5219

LCS Structure Name: Cemetery Lodge

LCS Structure Number: HS-4-04

Feature: Cemetery Wall & Gate

Feature Identification Number: 149311

Type of Feature Contribution: Contributing

IDLCS Number: 5220

LCS Structure Name: Cemetery Wall & Gate

LCS Structure Number: HS-4-06

Feature: Stable

Feature Identification Number: 149317

Type of Feature Contribution: Contributing

IDLCS Number: 91024

LCS Structure Name: Stable

LCS Structure Number: HS-4-05

Feature: Cemetery Rostrum

Feature Identification Number: 149319

Type of Feature Contribution: Contributing

IDLCS Number: 91205

LCS Structure Name: Cemetery Rostrum

LCS Structure Number: HS-4-10

Feature: Maintenance Shed (Maintenance Building)

Feature Identification Number: 149321

Type of Feature Contribution: Non Contributing

Landscape Characteristic Graphics:

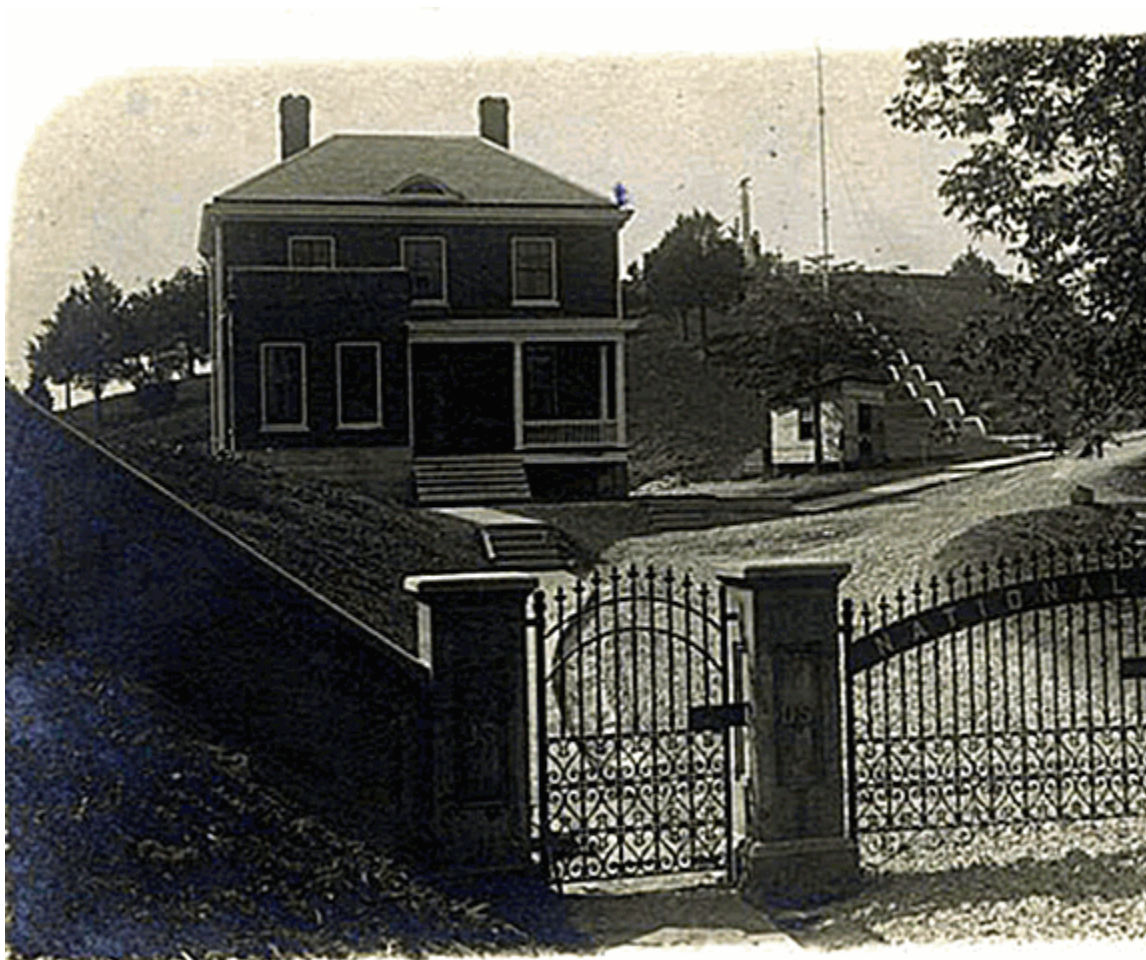


Figure 25. Cemetery lodge prior to 1926. Source: ANJO Website

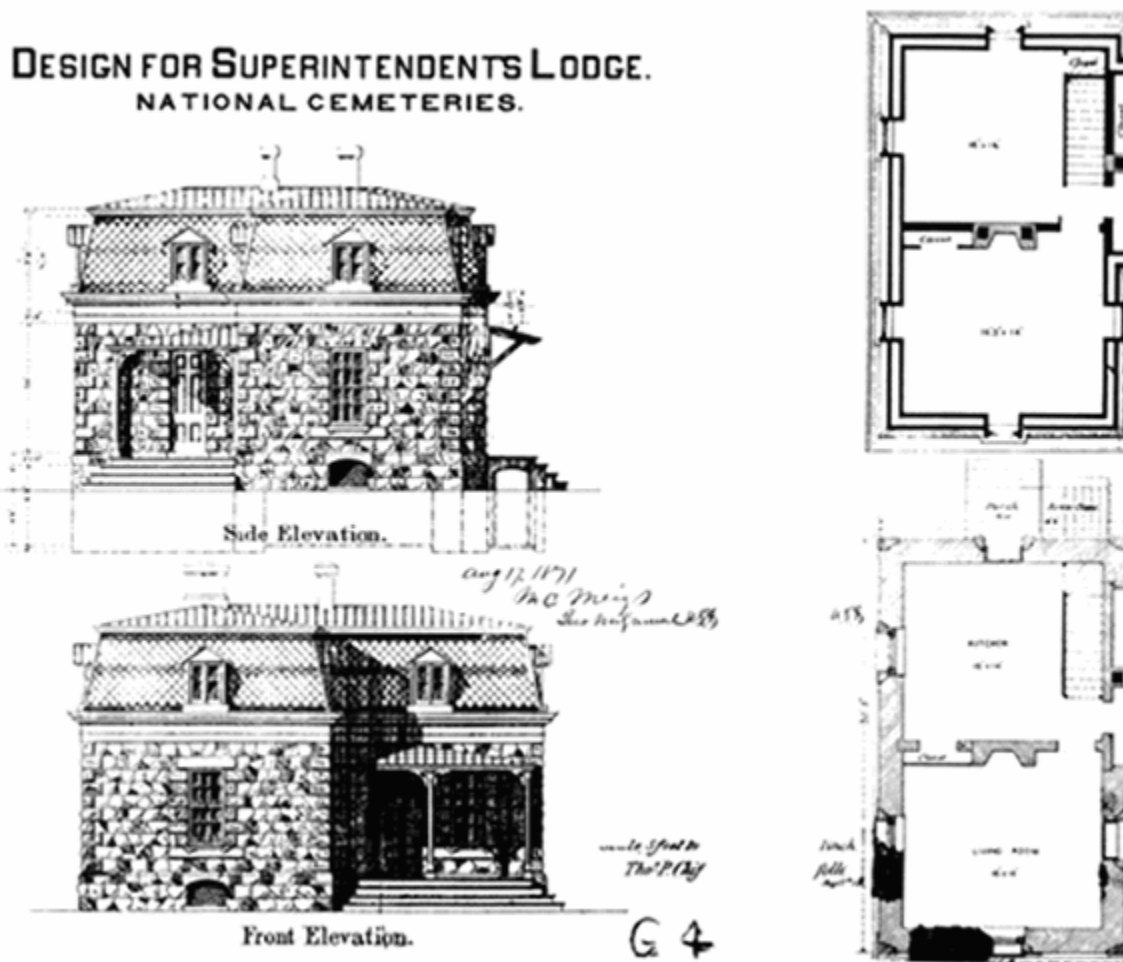


Figure 26. The standard design for a national cemetery lodge by Quartermaster General Montgomery C. Meigs in 1871. Source: Department of Veterans Affairs Website (partial image)



Figure 27. The cemetery lodge at Gettysburg National Cemetery in 2002. Source: D133, NPS Etic



Figure 28. The cemetery lodge in 1943. Source: ANJO Photo Collections



Figure 29. The cemetery lodge in 2010. Source: NPS SERO



Figure 30. The cemetery gate in 1943. Source: ANJO Photo Collections

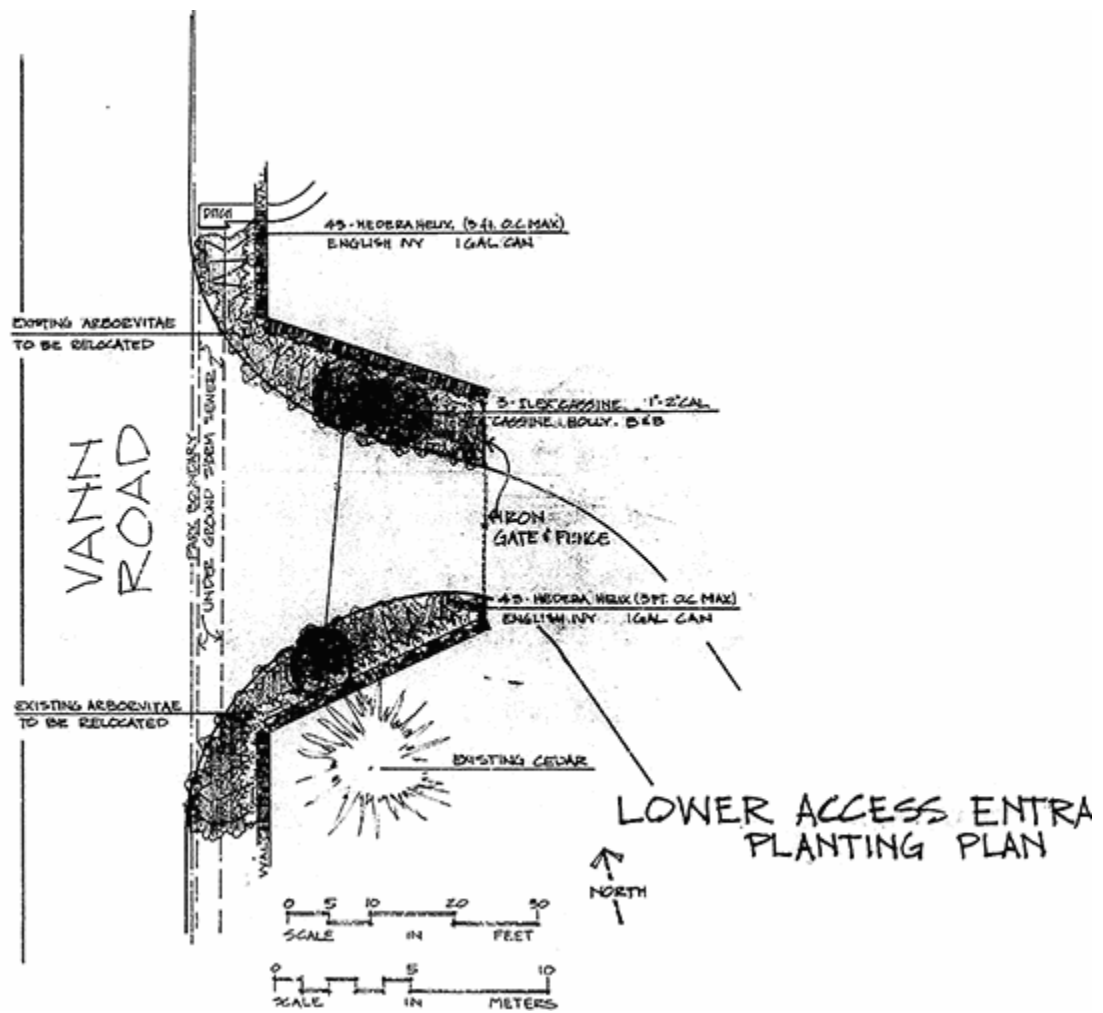


Figure 31. The Vann Road entrance gate in 1976. Source: Site Plan 80003, NPS ETIC



Figure 32. The stable in 2010. Source: NPS SERO



Figure 33. The cemetery rostrum in 2010. Source: NPS SERO



Figure 34. The maintenance shed in 2010. Source: NPS SERO

Views and Vistas

The War Department design for the National Cemetery created open vistas that made the significant structures and features readily visible from two primary locations: the north gate and Johnson Circle.

Historic views from the north gate under the War Department would have included the lodge, wall and gate, Monument Drive, Service Road and utility area, the memorial approach, flagstaff, rostrum, officers and superintendents' grave sections, and, most importantly, the Johnson Monument. There were few trees on the north slope at the time, providing an unobstructed view of the Monument. Vegetation in this area today obstructs views of the officers section and the Monument, while the other War Department features remain visible. The CLR recommends the appearance of this historic vista, encompassing the area of the "historic zone" with the highest concentration of War Department features, should be preserved. Since that recommendation was made in 1993, both the lodge and utility area have

been altered. In addition, the presence of ornamental plantings associated with the NPS era, hinder the historic setting.

Johnson Circle provides similar views of the War Department landscape and exterior views of surrounding Greeneville that are significant to both periods of significance. Though efforts have been made to conceal the “development zone” from this viewpoint, modern walkways and grave sections throughout this area are not entirely successful at filtering views of development.

Development beyond the cemetery wall has left little integrity for the historic views from Johnson Circle. Residential development and the expansion of Greeneville into the areas surrounding the National Cemetery have irrevocably altered historic views. Historically, the cemetery was located on the outskirts of town, surrounded by open land with expansive views of distant hills and mountains to the south and west. A forest encompassed the land east of the cemetery that has also succumbed to residential development. Private residences were beginning to sprout north of the cemetery, along Monument Avenue and Forrest Street by the 1940s. Efforts were made in the 1970s to control vistas by obscuring views of neighboring residences with strategic plantings. But only the more distant views of the mountains from Johnson Circle still contribute to the War Department setting today.

Character-defining Features:

Feature: Views of the War Department landscape

Feature Identification Number: 149325

Type of Feature Contribution: Contributing

Feature: Views of surroundings from Johnson Circle.

Feature Identification Number: 149327

Type of Feature Contribution: Contributing

Landscape Characteristic Graphics:



Figure 35. View from the north gate in 2010. Source: NPS SERO



Figure 36. North view from the rostrum in 2010. Source: NPS SERO

Small Scale Features

The National Cemetery landscape is comprised of small-scale features that can be grouped into three time periods: the Johnson family burial ground (1875-1906), War Department era (1906-1942), and the NPS era (1942-Present).

The Andrew Johnson Monument, Johnson cemetery plot fence, and many of the Johnson family markers contribute to the earliest period of significance (Johnson family burial ground, 1875-1906). The Johnson Monument was carved by Van Gunden, Young & Co. (also noted as Van Gunden, Young and Drumm) of Philadelphia and erected in 1878. The Italian-marble pedestal monument rests atop a granite base with a barrel-vaulted under passage. The Johnson Monument remains in good condition, aside from some minor pitting of the granite surfaces beneath the vaulted base and minor discoloration (possibly a byproduct of regular D2 application).

A wrought-iron picket and hairpin fence encloses the Monument and the graves of Johnson's three sons (Robert, Charles and Andrew), one daughter (Mary Johnson Stover), mother and mother-in-law. The circular enclosure has a single entry to the east with ornate cast-iron posts and a picket gate. It was erected between 1880 and 1885. The gate bears a manufacturer's plate reading: "PAT. DEC. 21.75 / HANSON & PETTIT / 128 NOBLE PHILA PA."

The Johnson family markers include those within the historic fence and others surrounding it that collectively date from 1891 to 1992. There are 16 individual markers for 18 burials. Only four of these markers are considered historic. These include (with dates of erection): cradle marker for Robert and Charles Johnson (c.1876-1878); classical-themed table marker for Andrew Johnson, Jr. (1879); cross and pedestal marker for Mary Johnson Stover (1883); and the large family pedestal for Martha Johnson Patterson and her husband, David Trotter Patterson, outside the historic fence (c.1901). The cradle marker for Robert and Charles was manufactured by Van Gunden & Young in Philadelphia (architects for the Johnson Monument). In 1944, the remains of Mary Dougherty (Andrew Johnson's mother) and Sarah Whitesides (Eliza Johnson's mother) were reinterred inside the historic fence. The back of each marker was inscribed with the date of reinterment, July 10, 1944. Collectively the Johnson family markers (with the exception of three federal-issue tablets) are representative of the period of transition between the romantic and early modern movements at the end of the 19th and start of the 20th centuries. This period in funerary architecture was characterized by a range of stylistic revivals, in this case the gothic and classical styles, in addition to tablet designs that were typical of the mid-19th century rural cemeteries.

Two white-marble urns frame the marker of Andrew Johnson, Jr. inside the historic plot fence. Little has been found about these urns, but they appear to have been in place by 1901 and potentially as early as 1883, based on early photographs. Early photographs suggest they were part of the original design of the Johnson plot before 1906.

The primary period of significance for the National Cemetery is the War Department era (1906-1942). Significant small-scale features include the cemetery flagstaff, federal-issue grave markers, private grave markers, benches (or settees), and the World War I machine-gun monument. These features are significant in preserving aspects of setting and association with the cemetery under the War Department.

The cemetery flagstaff is located at the center of the memorial approach on the north slope of Monument Hill. The 75-foot cast-iron flagstaff was recycled from the mast of a retired navy vessel from "stock on hand at the St. Louis Depot." It was erected in 1908 and contributes to the primary period of significance. In 1989, a park superintendent proposed the replacement of the flagstaff, but strong objections from the southeast regional office led to its restoration instead (c.1991). It has been treated for rust and repainted since 1991.

Rows of federal-issue, white marble headstones dominate the landscape today. Though burials exceed 1,870 among 27 grave sections today (sections Z and AA were vacant at the time of

survey), at the end of the War Department era there were 138 burials in ten grave sections. Many of the markers in these six sections (OFF, SUPT, A, B, C & H; sections D thru G were platted by this time, but remained vacant until after 1942) are historic. Two marker forms make up the majority of the markers in these sections. The “Civil War” type, designed in 1873, is distinguished by the presence of a sunken shield on the surface with a marker number and epitaph within the shield in bas relief. The “General” type, designed after World War I, is typically characterized by a flat surface with an inscribed motif (historically, religious symbols such as the Christian Cross or Star of David, though many more have since become available), while the marker number is inscribed on the back of the stone. Both federal types consist of white marble, segmental-arched tablets.

There are seventeen private markers dispersed among the federal-issue markers of the historic grave sections. Eleven of these markers date to the primary period of significance. Early photographs indicate a greater number were present historically that were eventually replaced with federal-issue markers. In general, private markers are discouraged in national cemeteries but they can be placed with proper approval. Many of these markers date to the War Department era and were placed with the approval of the superintendent. These markers contribute to the War Department setting and are threatened by eventual replacement with federal-issue markers, rather than a policy of preservation and replacement in-kind (when replacement is deemed absolutely necessary). Their replacement with federal-issue tablets would alter the appearance of historic grave sections that are significant to the War Department landscape.

There are thirteen benches in the National Cemetery (four on the exterior corners of the Johnson plot security fence and three in the rostrum) of the 24 iron settees placed by first superintendent Josiah Bewley in 1908. The location and orientation of the original settees is not known, but they appear in early photos within the rostrum, along the walkway behind the lodge, on the memorial approach (where it frames the flagstaff), and in various positions around the Johnson plot.

The World War I Machine Gun Monument consists of a captured German machine gun mounted on a concrete platform with concrete post-and-chain fencing. A small plaque on the north face reads “TO OUR WORLD WAR DEAD / ERECTED BY AMERICAN LEGION / MAY 30, 1936”. In 1942, the park considered removing the machine gun for “scrap” (supported by the Regional Director), provided that the American Legion did not object. It is not known if the American Legion objected, but the monument is still located in the cemetery. The monument remains unchanged from 1942. The monument is part of museum collections and is not considered a contributing feature to the National Cemetery, despite associations with the War Department era.

Small-scale features installed after 1942 are not currently associated with any established period of historic significance. This includes signage, a security fence around the Johnson plot, and a brick feature at the southeast corner of the cemetery wall.

NPS signage is limited in the cemetery. The first signs were probably installed around October 1942, when the superintendent reported receiving ten signs. One interpretive sign was placed along the brick wall east of the Johnson plot fence sometime after 1960. That sign has since been relocated to the base of a walk west of the Johnson plot fence.

A wrought-iron picket security fence encloses the entire Johnson family plot, including the historic cast-iron plot fence. It was erected in 1966 (during the Mission 66 era) at the request of the Johnson family and has a single gate west of the Monument. Around the time the fence was installed, a second iron fence around the grave of Lillie Stover and Sarah Stover Bachman was removed. The CLR recommended lowering this fence 12 inches to distinguish the historic cast-iron fence within. Concerns over visitor safety have superseded this recommendation. The security fence remains a non-historic addition that impairs historic views and hinders the integrity of the monument area, which was historically open. The fence does, however, prevent foot traffic over family member's graves.

A semicircular, tiered brick feature stands in the southeast corner of the cemetery wall. Each tier consists of four brick stringer courses with one header course ledge at the top. The top level appears to have been stuccoed and smoothed to a flat surface. No record has been found to indicate the origin or intended use of this object. It appears in the background of a photograph dating to either the late 1940s or possibly the 1950s. The type of brick and level of deterioration also suggest it is historic. A former superintendent suggested it may have been built and/or used by kids that would ride their bikes and walk along the top of the wall. It is currently undergoing restoration treatment with the rest of the cemetery wall.

Character-defining Features:

Feature: Andrew Johnson Monument

Feature Identification Number: 149333

Type of Feature Contribution: Contributing

IDLCS Number: 5218

LCS Structure Name: Andrew Johnson Monument

LCS Structure Number: HS-4-01

Feature: Johnson Family Markers

Feature Identification Number: 149335

Type of Feature Contribution: Contributing

IDLCS Number: 91200

LCS Structure Name: Johnson Family Markers

LCS Structure Number: HS-4-02

Feature: Urns in Johnson Plot

Feature Identification Number: 149341

Type of Feature Contribution: Contributing

Feature: Johnson Cemetery Fence

Feature Identification Number: 149343

Type of Feature Contribution: Contributing

IDLCS Number: 91206

LCS Structure Name: Johnson Cemetery Fence

LCS Structure Number: HS-4-03

Feature: Cemetery Flagstaff

Feature Identification Number: 149347

Type of Feature Contribution: Contributing

IDLCS Number: 91203

LCS Structure Name: Cemetery Flagstaff

LCS Structure Number: HS-4-09

Feature: National Cemetery Markers

Feature Identification Number: 149349

Type of Feature Contribution: Contributing

IDLCS Number: 5221

LCS Structure Name: National Cemetery Markers

LCS Structure Number: HS-4-11

Feature: Private Markers

Feature Identification Number: 149351

Type of Feature Contribution: Contributing

Feature: Benches

Feature Identification Number: 149353

Type of Feature Contribution: Contributing

Feature: World War I Machine Gun Monument

Feature Identification Number: 149355

Type of Feature Contribution: Non Contributing

Feature: National Park Service Signage

Feature Identification Number: 149359

Type of Feature Contribution: Non Contributing

Feature: Johnson Plot Security Fence

Feature Identification Number: 149363

Type of Feature Contribution: Non Contributing

Feature: Vann Road Entrance Gate

Feature Identification Number: 149361

Type of Feature Contribution: Non Contributing

Feature: Stepped Brick Feature

Feature Identification Number: 149367

Type of Feature Contribution: Undetermined

Landscape Characteristic Graphics:



Figure 37. The Johnson cemetery fence in 2010. Source: NPS SERO



Figure 38. Federal-issue markers in section B, representing the “Civil War” type (far right) and “General” type (the remaining three with a modern replacement headstone at the center). Source: NPS SERO



Figure 39. Private markers in historic grave section A. (2010) Source: NPS SERO



Figure 40. WWI Machine Gun Monument in 2010. Source: NPS SERO



Figure 41. Unidentified brick feature at the southeast corner of the cemetery in 2010.
Source: NPS SERO



Figure 42. Unidentified brick feature at the southeast corner of the cemetery is visible in this photo from the late 1940s or 1950s. Source: ANJO Photo Collections

Spatial Organization

The significant spatial patterns within the National Cemetery are defined by orientation to the Johnson Monument and relation to circulation features (specifically paved walkways and roads). Under the War Department, significant features in the GDP were designed primarily to promote and elevate the Monument, but there is also a direct correlation to Monument Drive.

The earliest historic feature in the cemetery landscape is the Johnson Monument. It was placed in a central location at the highest point of the property with an east-west orientation. The Johnson family markers erected alongside the Monument were placed in the same orientation. The east-west orientation (with a marker principally facing east) is a tradition of Judeo-Christian origin with the body facing east, toward the “holy land” and the rising sun, awaiting resurrection. This was still common in the late 19th century (and today), but it was also becoming increasingly common for individual family plots to be oriented in a single direction based on their location along a road or walkway, particularly within rural cemeteries or others

influenced by the rural stylistic movement. In these plots, markers were typically oriented in the same direction, frequently based on a single large family marker. The Johnson plot was a product of its time, embodying common religious beliefs and design ideals of the latter part of the 19th century.

After 1906, the Johnson Monument became the benchmark for the War Department's design. Visibility of the Monument was a primary objective in the GDP. The entrance, buildings and structures collectively provided an unobstructed view of the Monument from virtually any location. The arrangement of the first grave sections in 1908 (A thru H and separate sections for officers and superintendents) along a steep drop below Monument Drive reflects a certain reverence for the presidential gravesite. Collectively these sections form a crescent between the memorial approach on the north slope and the western slope of Monument Hill. Each section independently consists of uniform rows of markers (a defining characteristic in national cemeteries). The markers within a given section face the exterior of the cemetery with the Johnson Monument behind them.

Development since 1942 has been influenced more by circulation and topography than War Department designs. Visitor safety has become more significant to the placement of new grave sections. After the completion of the Vann Road entrance in 1975, grave sections were added along the new cemetery road and its associated walkways. Markers in newer grave sections face the exterior as their War Department predecessors, but their orientation is governed by proximity to modern circulation features that offer ease of access, than the Johnson Monument.

Following recommendations made in the CLR, the landscape was divided into three distinct zones: historic, buffer, and development. The historic zone encompasses the northern half of the cemetery, developed by the War Department prior to 1942. Most of the remaining land within the cemetery became the development zone, where the layout of the new roadway, walkways, and new grave sections began in the 1970s. A buffer zone of predominantly vacant land provides a barrier between the two; it also includes grave sections laid out in the 1950s and 1960s.

Character-defining Features:

Feature: Burial Grid of Veteran Markers

Feature Identification Number: 149369

Type of Feature Contribution: Contributing

Feature: War Department Structures

Feature Identification Number: 149371

Type of Feature Contribution: Undetermined

Cluster Arrangement

There are two distinct clusters within the "historic zone": the utility area and Monument area. A

third cluster of features exists in the “development zone”, representing development in the southern half of the cemetery that began in the 1960s.

The Monument area is the oldest and most significant of the three. It is bounded by Johnson circle and includes structures from both periods of significance. The Monument area remains essentially intact, despite the removal of two Civil War gun monuments, a wrought-iron plot fence around the Stover-Bachman marker, relocation of various settees, and the addition of a brick walkway surrounding the Johnson plot, interpretive signage, and a security fence, all after 1942. While subsequent burials within the Johnson plot have continued to compromise the historic arrangement of markers within the plot during both periods of significance, none of the historic markers have been moved or altered. The present appearance of the Monument area seems to more closely reflect the Mission 66 era, when many of the aforementioned alterations took place. Due to multiple alterations since the periods of significance, which continue to compromise the historic setting (most notably the security fence), the Monument area possesses moderate integrity for association with the War Department era.

The utility area exists at a lower elevation than the other two and is accessible by a service road from Monument Drive. It includes the stable, maintenance shed, a retaining wall and parking areas. The utility area was designed by the War Department in 1908 to consist only of a narrow service road and the stable. Both the stable and service road were altered significantly by numerous renovations that expanded the role and the physical boundaries of the utility area, beginning with the addition of the maintenance shed in 1958. Today the maintenance shed is a product of successive alterations, sustaining significant losses of integrity of design, setting, and association with the War Department landscape.

The “development zone” encompasses much of the historically-undeveloped, southern half of the cemetery. Under the War Department, this area was only altered from the 19th century by the construction of the cemetery wall and drainage features. Under Mission 66, plans were proposed for the expansion of grave sections throughout this area with an extensive network of walkways interwoven among them. Most of the development did not occur until the 1970s, when paved walkways and stairways were installed, grave sections were added, and a new entrance and roadway were constructed. An access road was constructed near the new entrance in 1994 and grave sections are still in use today. This long history of non-historic development represents a significant departure from the War Department landscape. The “development zone” possesses little integrity for association with the War Department era.

Character-defining Features:

Feature:	Monument area
Feature Identification Number:	149373
Type of Feature Contribution:	Contributing
Feature:	Utility Area
Feature Identification Number:	149375

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Type of Feature Contribution:	Contributing
Feature:	Development zone
Feature Identification Number:	149377
Type of Feature Contribution:	Contributing

Condition

Condition Assessment and Impacts

Condition Assessment: Good

Assessment Date: 09/11/2011

Condition Assessment Explanatory Narrative:

A condition assessment was conducted during joint LCS/CLI fieldwork, June 24-30, 2010.

Stabilization Measures:

The following stabilization projects have been posted to LCS records for the National Cemetery:

PMIS 138883 Repair Lodge Roof, Total Cost: \$16,520 – gutter system will be repaired with elements replaced and painted. Minor roof repair will include reattaching slate shingles and securing metal ridge lines.

PMIS 55121 Repair Deteriorated Wood and Paint Exterior of 5 Historic Structures, Total Cost: \$62,600 – will replace deteriorated wood followed by one primer coat and two finish coats of paint. Structures in the cemetery include the cemetery lodge and stable. Surface cleaning and replacement in-kind of wood trim included.

PMIS 57109 – repair and rehab cracked and broken walkways.

PMIS 129046 Rehabilitate 100 year Old Wall Surrounding Cemetery, Total Cost: \$243,339.20 – repair, rehab, and stabilize the cracked and broken concrete enclosure.

PMIS 109667 Straighten and Align Headstones, Total Cost: \$83,000 – will vertically align tilted and leaning federal markers in the cemetery.

PMIS 18878 Stable HSR, Total Cost: \$78,000 – for the completion of an HSR for the stable.

PMIS 20210 Repoint 5 Historic Brick Buildings, Total Cost: \$18,000

PMIS 57276 Preserve President's Gravesite Monument and Family Grave Markers, Total Cost: \$30,000 – will implement recommendations from the completion of PMIS 128038 Tuckerbrook Conservation Treatment Assessment. It will clean, stabilize and restore the monument to good condition and stop the damage to the Presidential Eagle.

PMIS 79494 Resurface Cemetery Road and Visitor Center Parking Lot, Total Cost: \$162,010 – The FHA coordinated this project, completed in 2002.

PMIS 57109 Rehabilitate 96 Year Old National Cemetery Sidewalks and Walls, Total Cost: \$145,450 – this project would repair and rehabilitate cracked and broken concrete sidewalks and enclosure walls of the 1908 national cemetery.

Impacts

Type of Impact:	Adjacent Lands
External or Internal:	External
Impact Description:	The development of neighboring properties and other lands visible from historic viewpoints inside the cemetery has impaired historic integrity of these locations and the site as a whole.
Type of Impact:	Erosion
External or Internal:	Internal
Impact Description:	There is a risk of soil erosion where groundcover is thin along on steeper slopes.
Type of Impact:	Inappropriate Maintenance
External or Internal:	Internal
Impact Description:	Use of lawn maintenance equipment among grave sections has caused impact damage to many gravestones and sidewalks. The use of riding lawnmowers and trimmers continue to pose a threat to historic markers.
Type of Impact:	Operations On Site
External or Internal:	Internal
Impact Description:	Site operations, specifically the operation of equipment for excavation and burial in active grave sections, have the potential to harm site features.
Type of Impact:	Removal/Replacement
External or Internal:	Internal
Impact Description:	The practice of replacing private markers in historic grave sections with federal-issue markers is not permissible under preservation standards and threatens the integrity of historic grave sections. The periodic replacement of historic federal-issue markers that are otherwise repairable poses also threatens the integrity of historic grave sections.
Type of Impact:	Structural Deterioration

External or Internal:	Internal
Impact Description:	Numerous markers throughout the War Department grave sections and the Johnson family plot (specifically the marker of Andrew Johnson, Jr.) exhibit various signs of deterioration.
Type of Impact:	Visitation
External or Internal:	Internal
Impact Description:	Difficulty maintaining a full groundcover due to the rocky soil has persisted from historic periods into the present. More recently visitation has been identified as a cause for the failure of grass among grave sections, where people wander frequently.
Type of Impact:	Vegetation/Invasive Plants
External or Internal:	Internal
Impact Description:	The presence of ornamental plantings and shrubs in historic area (lodge and utility area) foster a connection with the NPS era and in the process, hinder the vegetative character during the periods of significance. Their removal might foster a better connection with the War Department landscape.
Type of Impact:	Other
Other Impact:	Development in the utility area
External or Internal:	Internal
Impact Description:	The continued development of the historic utility area (including the stable) compromises the integrity of the War Department design.

Stabilization Costs

Landscape Stabilization Cost: 838,919.20

Treatment

Treatment

Approved Treatment: Undetermined
Approved Treatment Document: Cultural Landscape Report
Document Date: 04/01/1993

Approved Treatment Document Explanatory Narrative:

The CLR recommended a zone approach to the preservation of the cultural landscape, separating the property into three zones based on their level of significance and integrity (as it was 1993). Recommendations focused on the preservation of War Department features concentrated within sight of the historic north gate, while permitting the continued use and development of burial space in the southern half of the property, beyond this significant viewshed.

Approved Treatment Costs

Cost Date: 04/01/1993

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