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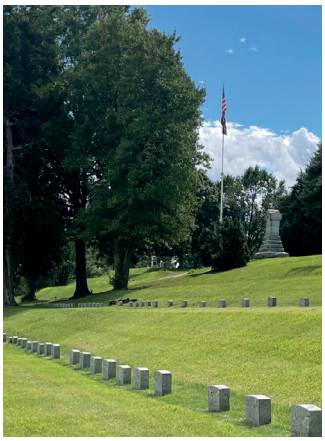
# Cultural Landscape Report for Fredericksburg National Cemetery



*The National Cemeteries are to be venerated as the resting places of the noble dead of the nation, whose memory the people desire to honor by making their graves beautiful, and by preserving them from injury or desecration.*

U.S. War Department, 1878

# Cultural Landscape Report for Fredericksburg National Cemetery

## Fredericksburg and Spotsylvania National Military Park

## Fredericksburg, Virginia

Site History

Existing Conditions

Analysis and Evaluation

Treatment

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Olmsted Center for Landscape Preservation
National Park Service, Boston, Massachusetts 2025

This report was developed by the Olmsted Center for Landscape Preservation in partnership with the Center for Cultural Landscape Preservation, State University of New York College of Environmental Science and Forestry, Syracuse, New York. The Olmsted Center promotes the stewardship of significant landscapes through research, planning, and sustainable preservation maintenance. The Olmsted Center accomplishes its mission in collaboration with a network of partners including national parks, universities, government agencies, and private nonprofit organizations. Techniques and principles of preservation practice are made available through training and publications. The Olmsted Center perpetuates the tradition of the Olmsted firms and Frederick Law Olmsted's lifelong commitment to people, parks, and public spaces.

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This report was prepared under the North Atlantic Coast Cooperative Ecosystem Studies Unit Task Agreement P16AC01223, Cooperative Agreement H4503090700, between the National Park Service and the University of Rhode Island.

National Park Service, ETIC report #FRSP 326/196857A.

Library of Congress Cataloging-in-Publication Data

Names: Auwaerter, John E. (John Eric), 1964- author. | Bartels, Arleen, 1966- | Olmsted Center for Landscape Preservation (U.S.), issuing body.
Title: Cultural landscape report for Fredericksburg National Cemetery : Fredericksburg and Spotsylvania National Military Park, Fredericksburg, Virginia / by John Auwaerter ; Arleen Bartels, research project assistant.
Description: Boston, Massachusetts : Olmsted Center for Landscape Preservation, National Park Service, 2025. | "This report was developed by the Olmsted Center for Landscape Preservation in partnership with the Center for Cultural Landscape Preservation, State University of New York College of Environmental Science and Forestry, Syracuse, New York"--Title page verso. | Includes bibliographical references. | Summary: "The Cultural Landscape Report for Fredericksburg National Cemetery is a comprehensive resource on the history, existing conditions, historical significance, and future management of the cemetery landscape. The first chapter, Site History, contains an illustrated narrative history of the landscape from before the cemetery was established in 1866 through 2023, with maps that depict the landscape in 1866, 1869, 1892, 1933, and 2023. The Existing Conditions chapter provides an illustrated narrative overview of the landscape and its current use and operation as of 2024. The third chapter, Analysis and Evaluation, reviews the historical significance of the cemetery according to the National Register of Historic Places, and provides an evaluated inventory of its cultural landscape characteristics and features to identify those that are significant and worthy of preservation. The last chapter, Treatment, provides schematic design and planning recommendations to preserve and enhance the historic character and contemporary use of the cemetery landscape"-- Provided by publisher.

Identifiers: LCCN 2025022841 (print) | LCCN 2025022842 (ebook) | ISBN 9798998757303 (paperback) | ISBN 9798998757303 (Adobe pdf)
Subjects: LCSH: Fredericksburg National Cemetery (Fredericksburg, Va.) | Cultural landscapes--Virginia--Fredericksburg. | National cemeteries--Virginia--Fredericksburg. | Historic sites--Conservation and restoration--Virginia--Fredericksburg.
Classification: LCC F234.F8 (print) | LCC F234.F8 (ebook) | DDC 304.209755/366--dc23/eng/20250620 | SUDOC I 29.86/4:F 87/2
LC record available at https://lccn.loc.gov/2025022841
LC ebook record available at https://lccn.loc.gov/2025022842

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Cover Image: Fredericksburg National Cemetery looking south along the burial terraces toward the flagstaff, 2022. (National Park Service, Park Cultural Landscapes Program)

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# FOREWORD

For 160 years, Fredericksburg National Cemetery has served as both the final resting place for those who served in the United States Armed Forces and as a place where the living can connect with and reflect upon the sacrifices of those who rest there. Within the twelve acres enclosed by the cemetery's brick wall, the majority of burials represent the sacrifice of the Union armies that operated in the Fredericksburg region during the American Civil War. Most of them are casualties of the six major battles and campaigns of Fredericksburg (1862), Chancellorsville (1863), Mine Run (1863), the Wilderness (1864), Spotsylvania Court House (1864), and North Anna (1864). Casualties and veterans of United States military service and wars continued to be buried in the cemetery well into the twentieth century. Today, the national cemetery is one of fourteen managed by the National Park Service. It contains over 15,400 interments, making it one of the largest of the national cemeteries from the Civil War period.

Like most national cemeteries, Fredericksburg National Cemetery is a designed landscape with features to facilitate the dual purpose of final resting place and reflection – neatly ordered rows of graves with markers and headstones, avenues and drives to provide visitor circulation, and monuments and memorials to the regiments and individuals who fought and died in the area's battles. Managed first by the War Department and now the National Park Service, Fredericksburg National Cemetery is a landscape that has evolved, with additional burials, infrastructure added and removed to facilitate maintenance and care of the cemetery, and circulation for its visitors.

This Cultural Landscape Report (CLR) is the first of its kind for Fredericksburg National Cemetery. It is an exceptional document that provides a concise history of the cemetery, tracks the physical evolution of the commemorative landscape, and analyzes and evaluates its defining features. Additionally, it will also serve as a guide for current and future administration as it provides the information and documentation for management, rehabilitation, and long-term preservation of the cemetery's important and significant resources.

Once again, the park has benefited from the outstanding research, analysis, and authorship of John Auwaerter, Historical Landscape Architect at the State University of New York College of Environmental Science and Forestry (ESF) at Syracuse, and the assistance of Master of Landscape Architecture student Arleen Bartels. Working with the National Park Service's Olmsted Center for Landscape Preservation, this is the fourth site for which John and ESF students have produced a CLR for the park. Their tireless efforts on behalf of Fredericksburg

and Spotsylvania National Military Park and the National Park Service are greatly appreciated, and this remarkable document will prove an invaluable resource and tool for park staff and the American public for decades to come.

Lewis H. Rogers, Jr.
Superintendent
Fredericksburg and Spotsylvania County Battlefields Memorial
National Military Park

## ACKNOWLEDGMENTS

The authors acknowledge the many people who contributed to completion of the Cultural Landscape Report (CLR) for Fredericksburg National Cemetery. The report is the product of a partnership among park staff, the Olmsted Center for Landscape Preservation, and the Center for Cultural Landscape Preservation at the State University of New York – College of Environmental Science and Forestry.

This report owes much to prior historical research on the national cemetery by Donald C. Pfanz, Civil War historian and former Historian at Fredericksburg and Spotsylvania National Military Park. His 2018 book, *Where Valor Proudly Sleeps: A History of Fredericksburg National Cemetery, 1866–1933*, provided the basis for three periods of the CLR site history. His research materials and notes on the national cemetery from the park archives, National Archives, and other repositories were especially helpful in piecing together details of how the cemetery landscape developed over nearly seven decades.

From Fredericksburg and Spotsylvania National Military Park, special thanks to Eric Mink, Historian and Cultural Resource Specialist, for serving as project lead and assisting with research, coordinating input from park staff, organizing site visits and meetings, reviewing drafts, and helping with finalizing the report. Thanks also to other park staff who reviewed drafts, provided research materials, and participated in the treatment workshop, including Lewis Rogers, Superintendent; Ray Brown, Chief of Resource Stewardship (former); Hank Elliot, Acting Cultural Resource Specialist (former); Noel Harrison, Historian (former); John Launius, Park Ranger - Interpretation; Seth Macey, Chief Ranger - Law Enforcement and Emergency Services; Peter Maugle, Park Ranger - Interpretation; Beth Parnicza, Chief of Interpretation; John Storke, Facility Manager; Sara Strickland, Natural Resource Program Manager; and Rebecca Toy, Supervisory Park Ranger - Interpretation.

From the Department of Veterans Affairs, National Cemetery Administration, Jennifer Palunko, Historian, provided documentation on the history of Fredericksburg's government grave markers and on the context of the National Cemetery System's Civil War stone grave markers.

From the Army Sustainment Command History Office at the Rock Island Arsenal, Kaleb Bemis provided documentation on the iron tablets that the arsenal provided to Fredericksburg National Cemetery in the early 1880s.

The NPS Cultural Landscapes Maintenance Action Team (MAT) under the lead of Susan Dolan, Bureau Historical Landscape Architect and Park Cultural Landscape

Program Manager, provided important documentation on existing conditions through its work on assessing the scope of deferred landscape maintenance at the cemetery. Many thanks to the MAT team for uncovering details about the landscape's drainage system. Special thanks also to Susan for sharing her photographs.

From the Olmsted Center for Landscape Preservation, many thanks to Bob Page, Director, for providing coordination between the university and the park, helping with research leads, and lending support and guidance throughout the project. Thanks also to Brooke Derr, Horticulturist, Tim Layton, Historical Landscape Architect, and Michelle Sauber, Historical Landscape Architect (formerly with Historic Architecture Conservation and Engineering Center) for assistance with existing conditions documentation, research, and review of draft reports, and for exploration of treatment issues.

At SUNY College of Environmental Science and Forestry, Research Project Assistant Arleen Bartels (Master of Landscape Architecture, 2024) documented existing conditions, assisted with MAT field work, explored treatment issues, developed treatment simulation graphics, and helped develop landscape maintenance and treatment recommendations.

John Auwaerter
State University of New York
College of Environmental Science and Forestry

# INTRODUCTION

In 1866, the United States Army established Fredericksburg National Cemetery to inter the thousands of fallen United States soldiers from the Civil War battles that raged across Fredericksburg and neighboring counties between 1862 and 1864, and from associated camps and hospitals (fig. 0.1). Never expanded in size since its original construction, the cemetery retains its close association with the Civil War with the vast majority of its 15,429 interments made during the establishment of the cemetery between 1866 and 1868. The US War Department administered Fredericksburg National Cemetery until 1933, when the cemetery and surrounding national military park were transferred to the National Park Service within the Department of the Interior. Fredericksburg is today one of fourteen national cemeteries administered by the National Park Service. The National Cemetery Administration, an agency of the Department of Veterans Affairs, manages 139 national cemeteries, about sixty of which date to the Civil War.

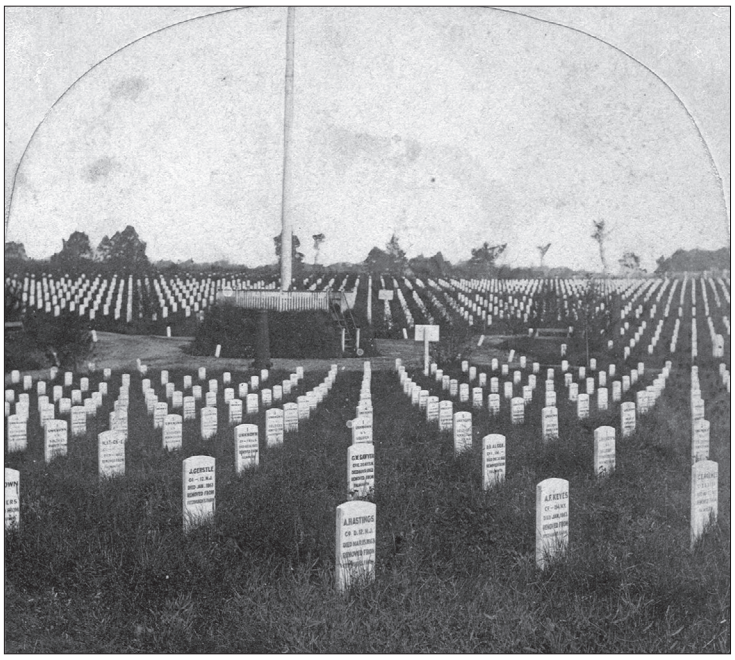


**Figure 0.1 (left). An early view across Fredericksburg National Cemetery showing the many thousands of graves organized around a central flagstaff, looking northwest, circa 1870. (Theodore Miller photograph, Jerry Brent Collection, copy in Fredericksburg and Spotsylvania National Military Park archives)**

**Figure 0.2 (right). Regional map showing location of Fredericksburg National Cemetery between Washington and Richmond, and its relationship to the battlefields in the region. (SUNY ESF)**

Fredericksburg National Cemetery is in the upper Tidewater region of Virginia, halfway between Richmond and Washington, D.C. (fig. 0.2). The cemetery is accessed from Lafayette Boulevard(former US 1), a main secondary road into Fredericksburg from the south, about a half mile southwest of downtown bordering park, residential, and mixed-use areas. The cemetery extends across twelve acres on the slopes and plateau of Willis Hill, the southern extent of Marye's Heights that was a Confederate stronghold in the Battle of Fredericksburg, December 1862, and the Battle of Second Fredericksburg, May 1863. The cemetery burial grounds consisted of regular rows of small granite slab and block grave markers organized around a central monument and shaded by widely-spaced deciduous and evergreen trees (fig. 0.3). The main entrance gates, lodge, flagstaff, and most

prominent monuments are at the head of Lafayette Boulevard, facing town (fig. 0.4). A distinctive feature of the landscape is the terraced front hillside and the perimeter brick wall that steps up the terraces (fig. 0.5). The cemetery is part of the Fredericksburg Battlefield unit of the national military park, and the Fredericksburg Battlefield Visitor Center, completed in 1937, is adjacent to the cemetery entrance.

This Cultural Landscape Report (CLR) documents through text and graphics the physical evolution of the cemetery landscape to the present and its historic context as part of the National Cemetery System, supplementing existing research on the cemetery's history to 1933 by park historian Donald C. Pfanz. In keeping with Director's Order #61, *National Cemetery Operations*, this report will provide information needed to guide management of the landscape and meet the intent of National Park Service National Cemetery regulations (36 CFR Part 12). Treatment recommendations address management and design challenges in the cemetery landscape, including universal accessibility, missing historic features, and interpretation as part of broader agency ef-

**Figure 0.3 (top). Summer view across the burial grounds of Fredericksburg National Cemetery looking southwest toward the center with the Humphreys Monument, 2016. The small square grave markers, known as blocks, mark unknown graves, and the slab markers identify known graves. (SUNY ESF)**

**Figure 0.4 (middle). Winter view of the cemetery's main entrance of looking west from Lafayette Boulevard with the 5th Corps monument and flagstaff at right, and the 127th Pennsylvania monument in the distance, 2023. (SUNY ESF)**

**Figure 0.5 (bottom). Winter view of the south end of the burial terraces showing the stepped perimeter wall (enclosure), looking southwest from Lafayette Boulevard, 2023. (SUNY ESF)**

forts to improve the condition of the fourteen national cemeteries in the National Park System.

## PURPOSE, SCOPE, AND METHODS

A Cultural Landscape Report is the primary document used by the National Park Service to manage historically significant landscapes. This report for Fredericksburg National Cemetery has been developed according to the G*uide to Cultural Landscape Reports: Contents, Process, and Techniques* (National Park Service, 1998). It consists of Part I (Site History, Existing Conditions, Analysis and Evaluation) and Part II (Treatment). The report has four chapters: Site History, Existing Conditions, Analysis and Evaluation, and Treatment. A resource list and appendix containing important historical documents, graphics, chronology, and list of repositories consulted are at the back of the report.

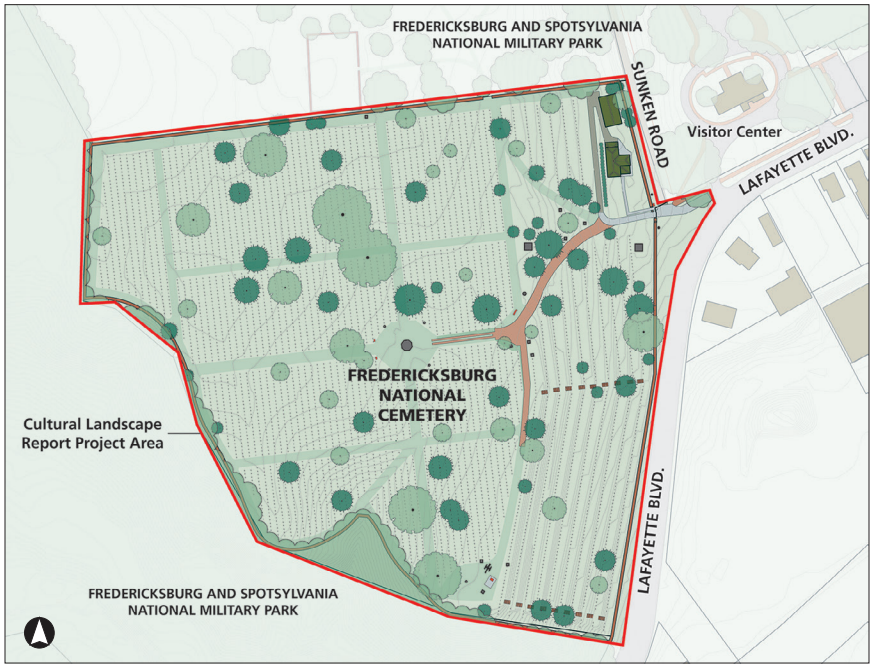



**Figure 0.6. Map of the cultural landscape report project area. The red line marks the boundaries of the project area. (NPS Olmsted Center and SUNY ESF)**

The project area focuses on the twelve-acre cemetery landscape delineated by the brick enclosure wall and the historic approach to the cemetery along a former alignment of Lafayette Boulevard and Sunken Road (fig. 0.6). The surrounding land, most of which is part of the national military park, is addressed to the extent it characterizes the broader cemetery landscape. Within this project area, the cultural landscape report project documents the history of the cemetery, describes existing landscape characteristics and features, evaluates the historical significance of extant landscape features, and provides treatment guidance for the short and long-term management of the cemetery landscape. Specific objectives of the project include the following:

- Meet the requirements of Director's Order #61 that calls for all national cemeteries in the National Park System to have a cultural landscape report.
- Preserve and enhance a nationally significant cultural landscape that is a fundamental park resource.
- Provide baseline research on the landscape of Fredericksburg National Cemetery, including research to support upgrading Cultural Resources GIS data.
- Provide treatment recommendations to allow the park to maintain the cemetery landscape to the highest standard to honor the interred and their sacrifices, and to influence the demeanor and respect of visitors.

- Assist the park with addressing accessibility issues in the cemetery.
- Enhance public awareness of the national cemetery landscape by supporting park efforts to develop inspirational interpretive programs and publications.

## SUMMARY OF FINDINGS

### SITE HISTORY

The Site History chapter contains an illustrated narrative of the physical development of the landscape and related historical contexts from pre-history to present, focusing on the time from the establishment of the cemetery in 1866 to the present. The chapter is broken down into five periods, each defined by changes in land-use, development, and ownership: Pre-Cemetery Period, to 1865; Establishment Period, 1865–1869; Early War Department Period, 1869–1892; Late War Department Period, 1892–1933; and National Park Service Period, 1933–2023. The site history is accompanied by historic photographs, diagrams, and period plans (maps) that illustrate the detailed condition of the landscape at the end of each period.

Overall, historical research has been undertaken at a thorough level of investigation. The history through 1933 is based on *Where Valor Proudly Sleeps: A History of Fredericksburg National Cemetery, 1866–1933* (2018) by retired park historian Donald Pfanz. The park also made available Donald Pfanz's extensive textual and graphic research materials from the National Archives, which were used to supplement understanding of the physical development and use of the cemetery landscape. The history also reflects the authors' research undertaken for other National Park Service-administered Civil War-era national cemeteries, including Poplar Grove National Cemetery, Gettysburg National Cemetery, and Arlington National Cemetery. The post-1933 history under National Park Service administration was based on records available in the park archives, including park superintendent reports and digitized photographs, and maps and plans in the NPS Electronic Technical Information Center (E-TIC). Research in the National Archives, RG 79, Records of the National Park Service, was not conducted for this project.

#### Before the Cemetery: Pre-1866

The cemetery landscape was shaped by its natural landform, a ridge known as Willis Hill and Marye's Heights positioned above lowlands along the Rappahannock River. The cemetery site is within the homeland of the native Algonquian and Siouan people, who were displaced by European colonizer-settlers in the eighteenth century. The cemetery site was transformed into agricultural and domestic grounds, and during the Civil War, it became strategic topography. Willis Hill formed a Confederate stronghold that saw action during both the first and second battles of Fredericksburg in 1862 and 1863. The

Confederates built defensive earthworks along the top of the ridge facing east toward Fredericksburg, and the fighting destroyed brick buildings within and adjacent to the cemetery site.

#### Establishment Period, 1866–1869

By May 1866, the United States Army had selected Willis Hill as the site for the region's national cemetery. Over three years, the Army's burial corps reinterred 15,128 Union remains from the battlefields to the hill-top cemetery in symmetrical rows with additional burial areas on the terraced east slope. Named Fredericksburg National Cemetery, it was third largest in the nation's newly developed system of national cemeteries. The cemetery landscape was outfitted with standard features used across the system, notably uniform rows of painted wooden headboards, a central flagstaff, a lodge and service yard, a wood enclosure fence, and gravel drives lined with brick gutters. By spring 1869, the burial corps was disbanded, and the formal US Army occupation of Fredericksburg ended, marking the completion of the initial development of Fredericksburg National Cemetery.

#### Early War Department Period, 1869–1892

With the end of US Army occupation in 1869, administration of Fredericksburg National Cemetery was transferred to the Army's Quartermaster Department within the US War Department. The Quartermaster focused on improving Fredericksburg National Cemetery in accordance with regulations adopted for all units of the national cemetery system, which specified overall character as well as specific details. Most of the improvements at Fredericksburg were undertaken in the 1870s and early 1880s as part of a system-wide effort to replace temporary features and beautify the landscape. New feature included permanent government grave markers made of granite, brick steps on the terraces, a stone lodge and brick outbuilding, hundreds of trees and shrubs, flowerbeds in the shape of Army Corps badges, commemorative iron tablets, and an iron rostrum. The rostrum, with its views out over the surrounding countryside and the graves, was where Memorial Day services were held. The lodge contained the superintendent's residence, housed the cemetery office, and served as the place where the superintendent welcomed visitors. A major change from the original cemetery plan was the removal and burying of the brick gutters and conversion of the gravel drives to turf as a maintenance economy between 1878 and 1880.

#### Late War Department Period, 1892–1933

During this period, the War Department largely maintained Fredericksburg National Cemetery as it had been developed prior to 1892. Major improvements included development of a government approach along National Boulevard (Lafayette Boulevard), installation of a new flagstaff at the crest of the terraces on axis with National Boulevard, and modest improvement of utilities, the lodge, and service area. The War Department adopted new styles for government headstones,

which introduced upright marble slab markers for military graves, many of which were located in drives in the western part of the cemetery, and others in a new officer section on the terraces. Between 1890 and 1908, five regimental monuments were dedicated within the cemetery, reflecting the growing interest in commemorating the sacrifices of the Civil War following its twenty-fifth anniversary. The 5th Corps Monument, on axis with National Boulevard, introduced neoclassical design to the cemetery, which was also reflected in a redesign of the front yard of the lodge. Overall, the most widespread change during this period resulted from the maturation, pruning, planting, and removal of trees and shrubs. The service area also lost several buildings during the years of fiscal constraint after World War I.

#### National Park Service Period, 1933–2023

In 1933, after eight decades of military administration, Fredericksburg National Cemetery was transferred to the civilian administration of the National Park Service (NPS). The initial years of NPS management were characterized by a loss of institutional memory and adoption of different regulations for maintenance of the landscape. The focus of interpretation and use shifted from commemoration of the Civil War and military burials to telling the story of the battles of Fredericksburg. Visitor services moved from the office in the lodge to the new park administration building constructed outside the cemetery gates in 1936. From being a distinct administrative unit under the War Department, Fredericksburg National Cemetery became integrated into the national military park and was presented as stop on the self-guided automobile tour of Fredericksburg Battlefield. In the decades after World War II, the cemetery was officially closed to new burials in 1949, and park management treated the cemetery as an exhibit. Physical changes during this time included loss of commemorative tablets, redevelopment of the service area, and introduction of new interpretive devices focused on the history of the battlefield. Park management during this period focused in large part on maintaining the built features in the national cemetery and keeping up with lawn mowing. Continued loss of trees and shrubs altered the once shady and ornamental character of the landscape.

## EXISTING CONDITIONS

The Existing Conditions chapter provides a concise overview of the existing (2023) cemetery landscape through narrative and graphics. It also addresses the regional context, environmental conditions, cemetery setting (immediate environs), and park operations pertaining to the landscape. These conditions are graphically documented through photographs, a context map that covers the physical setting of the cemetery, and a detailed map of the cemetery landscape that corresponds with the area documented in the site history period plans. The physical condition of the cemetery landscape is overall in good condition, especially following recent work that addressed deferred maintenance. A remaining condition issue is the loss of alignment to the grave markers.

### ANALYSIS AND EVALUATION

The Analysis and Evaluation chapter is organized into two parts. The first part evaluates the historical significance of the landscape according to the criteria established by the National Register of Historic Places. This section reviews the existing National Register documentation for the national military park that includes the national cemetery. Recommendations for updating future National Register documentation pertaining to the national cemetery include addressing and updating its distinct areas of significance and resources based on the findings of this cultural landscape report. The recommendations also include providing clarification on the period of significance pertaining to the military graves and the larger cemetery landscape based on the guidance in National Register Bulletin 15. The recommended period of significance for the burial areas covers the initial interments in 1866 through the last military interment in 1949, and for the larger designed landscape that the period be from its initial development in 1866 through the changes made under military administration through 1933.

The second part of the chapter evaluates the cultural landscape of the national cemetery based on National Park Service methods. This provides a detailed inventory of the existing landscape characteristics and features and evaluates them to determine changes in historic character since the end of the historic period. Major changes in character since the historic period (1933) have occurred to the cemetery's vegetation, circulation, buildings and structures, small-scale features, and views and vistas.

### TREATMENT

The Treatment chapter contains four sections. The first provides an overall philosophy to guide short and long-term management of the landscape based on the historical significance of the landscape and on existing legislation, regulations, policy, and park planning. The second section offers general guidelines for management of the cultural landscape, and the third describes preliminary concepts for treatment that will require additional research and planning to implement. The fourth section recommends specific actions or tasks to rehabilitate the cemetery landscape based on the findings of the Analysis and Evaluation and park operational needs. Overall, the treatment recommendations address how to manage change in the landscape, rather than actions needed to maintain the landscape.

The recommended treatment philosophy supports managing all military graves as significant including all graves with their grave markers and turf through the last military interment in 1949. For the overall national cemetery grounds outside of the burial grounds, the recommended treatment philosophy supports managing the landscape for the character that developed through the last major improvements completed by ca. 1910, within the overall period of significance through the end of military administration in 1933.

Treatment recommendations overall address the following goals under Rehabilitation as a primary treatment for the cultural landscape:

- Elevating the purpose and identity of Fredericksburg National Cemetery;
- Preserving, restoring, or reconstructing features that convey the cemetery's historic design under military administration, within the constraints of contemporary park operations;
- Protecting and enhancing the cemetery's historic setting, including the approach along Lafayette Boulevard;
- Expanding universal accessibility;
- Improving the landscape to support commemorative use; and
- Enhancing visitor orientation and wayfinding.

## ENDNOTES

1 "Prepare Cultural Landscape Report for Fredericksburg National Cemetery," PMIS 214553, created November 12, 2014, last updated December 13, 2022.

2 As defined in *Cultural Resource Management Guideline* (DO-28, 1998), "thorough" means research in selected published and documentary sources of known or presumed relevance that are readily accessible without extensive travel and that promise expeditious extraction of relevant data; interviewing all knowledgeable persons who are readily available; nondestructive investigation; and presenting findings in no greater detail than required by the task directive. National Park Service, *Cultural Resource Management Guideline*, NPS-28, web edition, June 11, 1998, http://www.cr.nps.gov/history/online_books /nps28/28contents.htm, 17-19.

3 Because the focus of the CLR is on the physical development of the cemetery landscape, a significant amount of content from *Where Valor Proudly Sleeps* has not been incorporated into the Site History. This includes details on individual graves and special populations, and social history pertaining to people interred in the cemetery, the lives of cemetery employees, visitation, Memorial Day celebrations, and the relationship between the cemetery and the local community.

# SITE HISTORY

The landscape of Fredericksburg National Cemetery owes its overall character to its unique hilltop location and association with the Civil War battles, camps, and hospitals in and around Fredericksburg. Details of its landscape relate to its context as part of the system of national cemeteries developed under military administration in the aftermath of the Civil War. Authorized in 1865 and established in 1866, Fredericksburg National Cemetery was administered by the US War Department and served for decades as the primary place of Union commemoration in the Fredericksburg region. In the post-Reconstruction era of reconciliation that reached its height in the early twentieth century, the battlefields became places of commemoration, formalized through establishment of Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park in 1927. Since administrative transfer to the National Park Service in 1933, Fredericksburg National Cemetery has remained at the heart of the national military park. Its landscape, fronted by distinctive terraced burial rows, still reflects much of the character developed under military administration in the decades after the Civil War (fig. 1.1).

**Figure 1.1. Distant view of the terraced front of Fredericksburg National Cemetery on Willis Hill, looking west, circa 1895. ("Old Battlefield, Fredericksburg, Va.- Piedmont Plateau," Keystone view Company stereograph, Library of Congress, FLC-USZ62-117018)**

## BEFORE THE CEMETERY, TO 1866

Before its development as a national cemetery, the ridge known as Willis Hill and Marye's Heights, positioned above lowlands along the Rappahannock River, had long been home to indigenous people, including the Algonquian and Siouan people at the time of European colonization. Colonizer-settlers transformed the Willis Hill into agricultural and domestic grounds through enslavement of people of African descent, and during the Civil War, Willis Hill became strategic topography in the Battle of Fredericksburg.

### ORIGINS OF THE CEMETERY LANDSCAPE

Fredericksburg National Cemetery's landscape originated millennia ago in the landforms shaped by uplift and erosion along the Fall Line, a transitional zone between the uplands of the Piedmont and the lowlands of the Coastal Plain (fig. 1.2). The Fall Line—technically a zone several miles in width—was the edge of the Piedmont's east-facing escarpment that originated as an ancient ocean shore. The Coastal Plain was formed from sediments that washed down across the Piedmont from the Appalachian and Blue Ridge Mountains over millions of years, eventually building up a sedimentary plain that buried the escarpment and extended far into the sea. The Rappahannock River became the major drainage through the area.

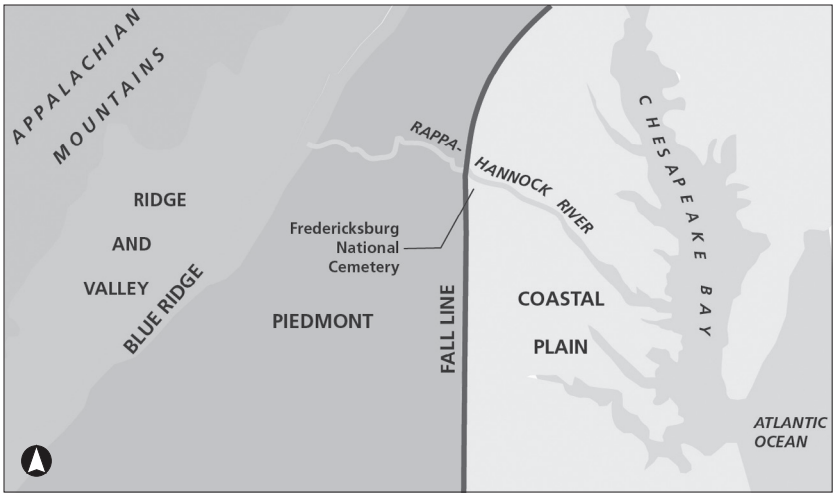


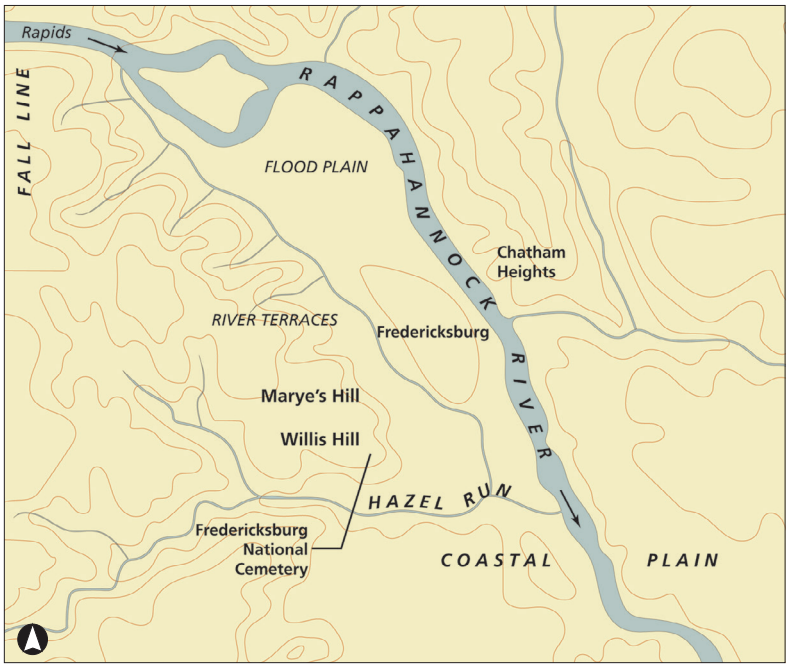

**Figure 1.2. Map showing the national cemetery's location in the region along the Fall Line between the Piedmont and Coastal Plain physiographic provinces of Virginia. (SUNY ESF)**

After coursing down rapids along the Fall Line a short distance upstream from Fredericksburg, it meandered through the Coastal Plain where its tidewaters extended to the Chesapeake Bay. [1]

The Rappahannock River and its tributaries, including Hazel Run, created terraces as it eroded the coastal plain sediments, one of which is known today as Marye's Heights and Willis Hill (fig. 1.3). The land was also shaped by erosion from sea level fluctuations that came with the end of the last ice age approximately 12,000 years ago. The sedimentary soils of Marye's Heights and Willis Hill, mostly classified as the Charles City Formation that reach depths of 55 feet, formed from gray, yellowish, and reddish-brown sand, silt, and clay. These soils supported an upland deciduous forest after the end of the last ice age. This native forest included species such as white oak, northern red oak, chestnut oak, and American beech, with understory of sourwood, blackgum, red maple, and American holly.[2]

The earliest-known humans along the Rappahannock River during the post-glacial period were nomadic hunter-gatherers. On the eve of European settlement about 400 years ago, people were practicing agriculture and had established settled communities, creating strong regional identities. Settlement followed the physiographic boundary of the Fall Line, with Algonquian-speaking people in the Tidewater and Siouan-speaking people in the Piedmont. The Rappahannock people, who were part of the larger Powhatan confederacy, lived along their namesake river on the Coastal Plain and Fall Line. The Siouan-speaking Manahoac people lived in the Piedmont above Fall Line to the Blue Ridge Mountains. Both the Rappahannock and Manahoac people fished and farmed and developed a patchwork of fields and woodlands surrounding permanent villages that were located on fertile floodplains, higher terraces, or ridges adjacent to fertile floodplains.[3]

**Figure 1.3. The natural context of Fredericksburg National Cemetery showing landforms and waterways. Contour interval: 50 feet. (SUNY ESF based on US Geological Survey, Fredericksburg Quadrangle map, 1888)**



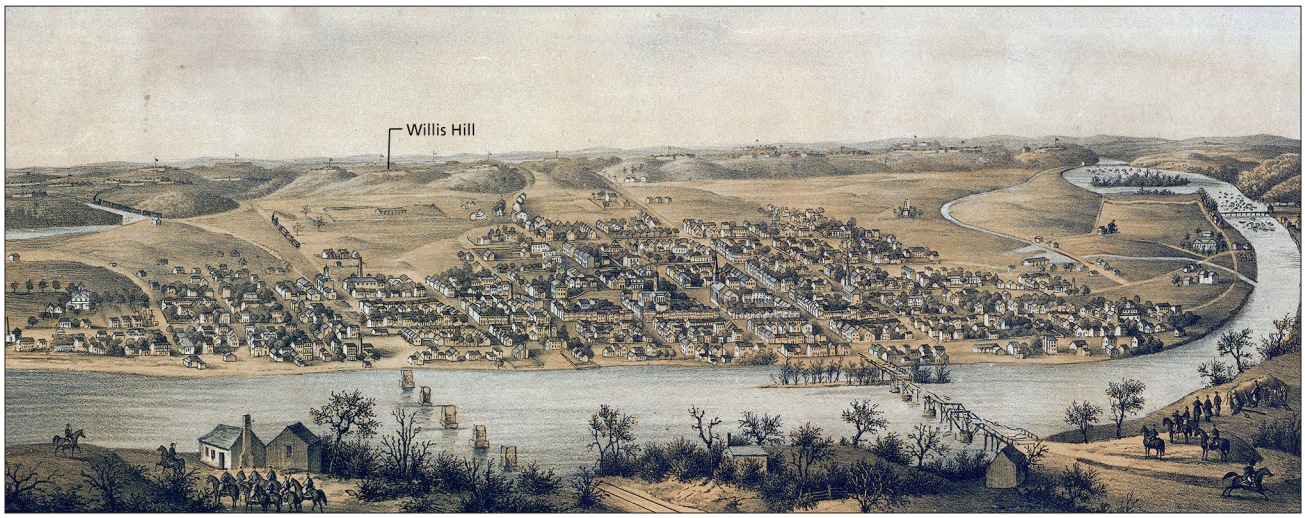

In 1608, Captain John Smith, one of the first Europeans to explore the region, sailed

**Figure 1.4. Map of John Smith's exploration of Virginia in 1608 showing native villages in the the Manahoac and Powhatan homelands. The Maltese crosses mark the extent of his exploration. (Detail, "Virginia," 1624, Library of Congress, G3880 1624 .S541, annotated by SUNY ESF)**

up the Rappahannock River to the falls above the future site of Fredericksburg. He recorded many existing settlements along the way (fig. 1.4). Near the site of Fredericksburg, this included a hunting camp called *Mahaskahod* at the falls, near where Smith and his crew had an unfriendly encounter with the Manahoac (Mannahoack). According to Smith, the forest was open enough that there was no place for the Manahoacs to hide.[4]

Smith's explorations followed the first British settlement on Jamestown Island in 1607. European settler-colonizers remained mostly east of the Fall Line through the seventeenth century, but they carried with them diseases that, together with conflicts, decimated native peoples throughout the region. When the German explorer Johann Lederer traveled up the Rappahannock River in 1670 after English defeat of the Powhatan Confederacy, Europeans were just beginning to settle in the Fredericksburg area. In 1671, the British Crown granted 2,000 acres of the Rappahannock homeland including the future site of Fredericksburg to John Buckner and Thomas Royston. It was not until more than fifty years later in 1727 that fifty acres along the river was platted as Fredericksburg, named in honor of the German-born Price of Wales, Frederick Louis (1707–1751). The town grew as a center of commerce based on agriculture and natural resource extraction, the labor of enslaved African people, and its location at the head of navigable waters. By 1830, Fredericksburg had a population of 3,308, and by 1860, 5,022. The town by its height prior to the Civil War was a compact urban area that hugged the Rappahannock River and did not extend west to Willis Hill—the future site of the national cemetery (fig. 1.5). To plan for continued growth, the limits of

**Figure 1.5. Birds-eye panorama of Fredericksburg at its antebellum height, looking west across the Rappahannock River, 1856. Willis Hill is the future site of the national cemetery; to the right is Brompton, the Marye house. (Detail, E. Sachse & Company "View of Fredericksburg, VA," 1856, Fredericksburg and Spotsylvania National Miltiary Park, FRSP 2986, annotated by SUNY ESF)**



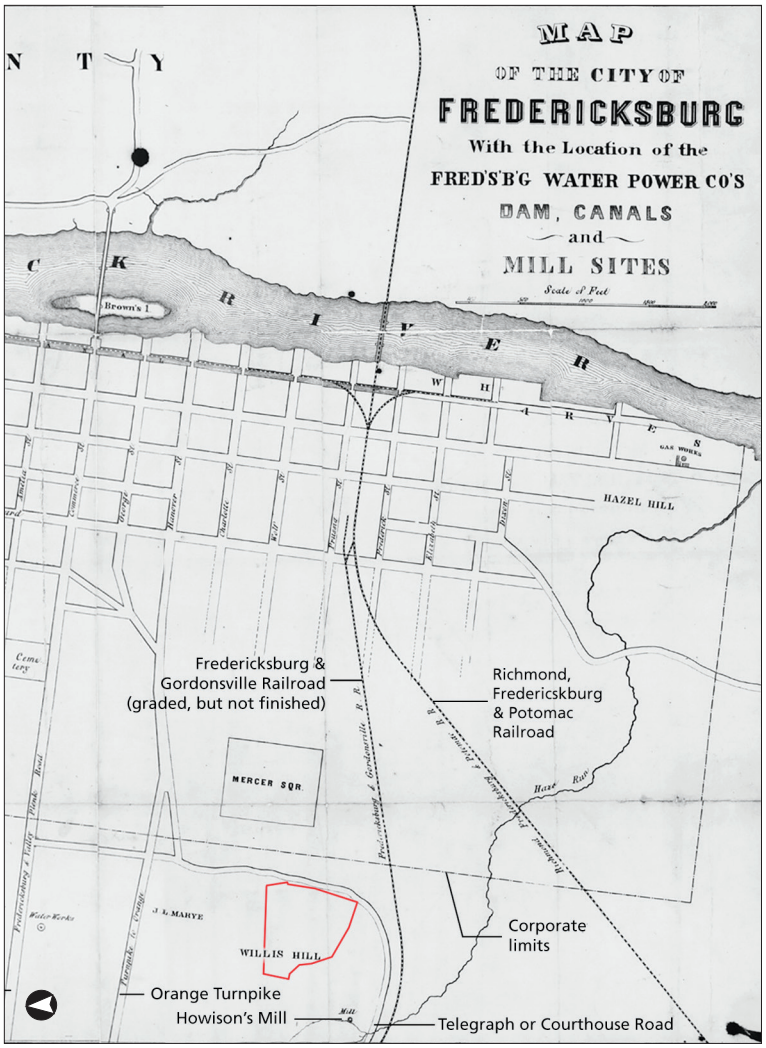



**Figure 1.6. Map of Fredericksburg showing corporate limits that extended to the foot of Willis Hill, and location of roads and railroads, circa 1861. The existing national cemetery site is the outline in red at the WIlis Hill label. (Detail, Chase & Braxton, "Map of the City of Fredericksburg," City of Fredericksburg Historic Plats collection, annotated by SUNY ESF)**

Fredericksburg, by then incorporated as a city, were extended in 1861 to the foot of Willis Hill just east of the national cemetery site (fig. 1.6).[5]

The valley of Hazel Run that formed the southern end of Willis Hill became a transportation corridor heading south and west from Fredericksburg. Around 1730, a road was built heading southwest from Fredericksburg through this valley along the foot of Willis Hill. It became known as Spotsylvania Court House Road and later Telegraph Road (today part of Sunken Road and Lafayette Boulevard) (see fig. 1.6). The Fredericksburg & Gordonsville Railroad that headed west toward the Shenandoah Valley was laid out through the Hazel Run valley beginning in 1853 but was not completed prior to the Civil War. A short distance south was the older Richmond, Fredericksburg & Potomac Railroad, the main line from Washington, D.C. that was built through Fredericksburg in 1837.[6]

## EUROPEAN SETTLEMENT AT WILLIS HILL

European ownership and settlement on and around the national cemetery site traces back to the 1671 patent of 2,000 acres of Rappahannock homeland to Buckner and Royston. By the early 1720s, this tract had become known as the "Lease Land" and part of it was used by a tenant, most likely for agriculture. In 1734, the heirs of John Buckner sold the patent land that remained after platting of Fredericksburg to Colonel Henry Willis (1691–1740), son of a prominent Tidewater family who had set out to establish his own fortune along the Fall Line frontier. Willis was a trustee of the young town and a major landowner. His land included the plain that extended approximately a quarter mile west from the town to what became known as Willis Hill, which had an elevation of about 130 feet about the Rappahannock River (see figs. 1.5, 1.6). The plain below became known as Willis Field. Following Henry Willis's death in 1740, ownership of the land passed to his son Lewis Willis (1734–1813), and then to his son, Byrd Charles Willis (1781–1846).[7]

The Willis family owned the land on and around Willis Hill through the eighteenth century. They established a family burial ground on top of the hill and

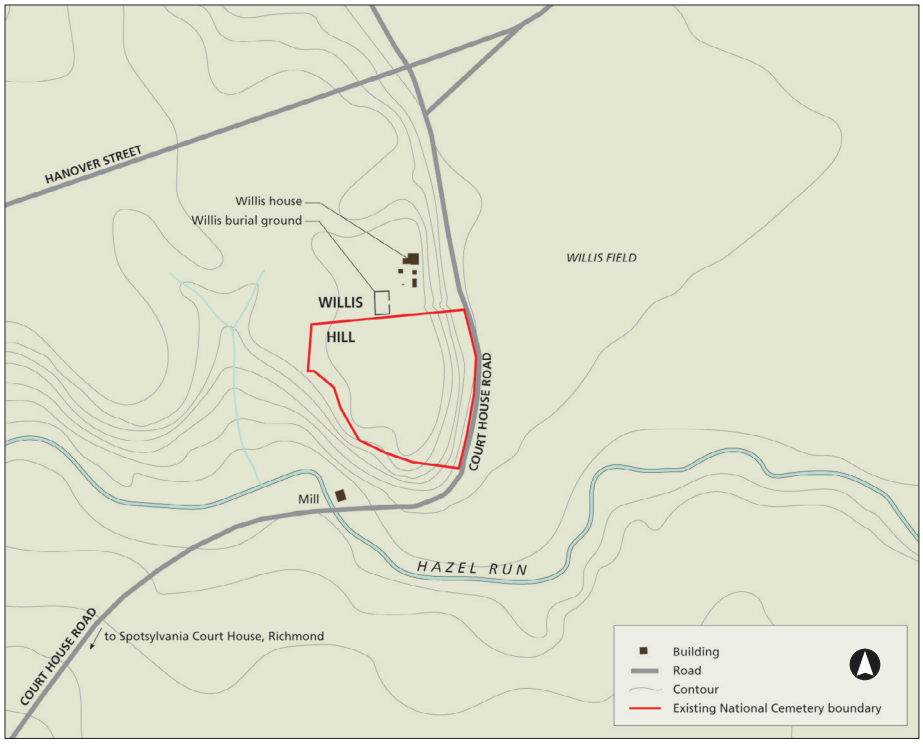



**Figure 1.7. Map of Willis Hill and its surroundings through 1800, showing approximate location of the Willis domestic complex relative to the family burial ground (current boundary). (SUNY ESF)**

around 1780, built a house to the northeast (fig. 1.7). The domestic complex included a yard, dairy, laundry, meat house, and a well. The family also built a mill near Hazel Run at the south foot of Willis Hill around 1796. At this time, the Willis domestic complex was documented by the Mutual Assurance Society, whose map indicated that the front of the complex was oriented "East, Facing the Town of Fredericksburg," and that to the west were "Piney Woods"—suggesting successional old fields (fig. 1.8). The level top of the hill that extended south of the house and cemetery (future national cemetery site) was most likely used as gardens and agricultural fields. By the 1790s, the Willis plantation was worked by thirty or more enslaved people.[8]

In 1804, Lewis Willis deeded "the tract of land called and known by the name of Willis Hill" to his son Byrd Willis, along with "all the buildings, barns, houses, stables, improvements, advantages, and hereditaments whatsoever."[9] According to the 1810 census, Byrd Willis had a family of eight and enslaved fifty-five people to work his land and household. He apparently invested little in upkeep of the property; by 1815, the buildings were described as suffering from decay or bad repair. He and his family continued to live at the Willis Hill house until it was destroyed by fire in 1817, four years after the death of his father, Lewis Willis.[10]

Byrd Willis did not rebuild the Willis Hill house and moved his family to Fredericksburg. Around 1818, he sold the northern part of Willis Hill, north of the old house site, to the Marye family, who erected a neoclassical-style house there named Brompton. This northern part of Willis Hill became known as Marye's Hill (Heights). Willis sold off most of the remainder of the land to pay his debts. In 1824, he sold a 182-acre tract that contained the house site and future national cemetery site, as well as Willis Field to the east, to

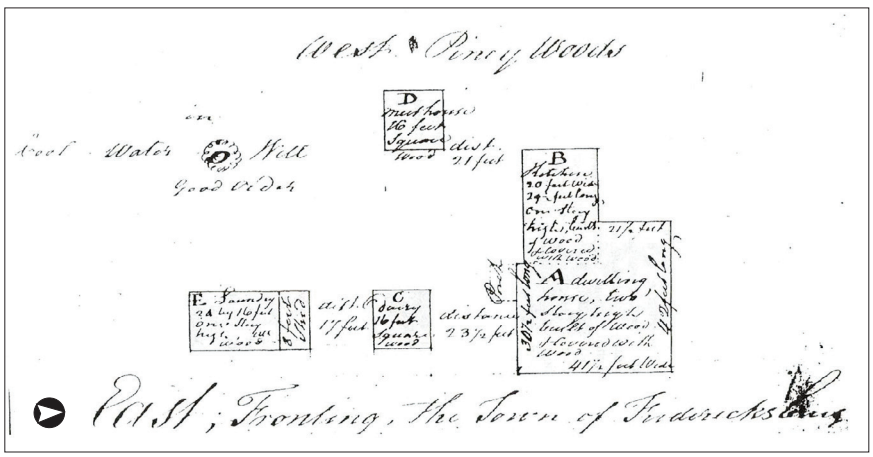



**Figure 1.8. An insurance map of the Willis House and dependencies on Willis Hill (Marye's Heights), 1796. The national cemetery site is to the left of these buildings. (Spotsylvania County Land Records, researched by Martha McCartney)**

John Spotswood Wellford and Robert S. Chew. The property, which contained no taxable buildings, was described as "all that part of the Willis Hill estate which lies on the north and east side of Hazel Run next to the town of Fredericksburg."[11]

John Spotswood Wellford, who was a local businessman, acquired Chew's interest in the Willis property in 1830, and purchased the mill at the southwest foot of Willis Hill along Hazel Run that had been built around 1797. There is no record Wellford erected any buildings on Willis Hill, which he most likely farmed using people he enslaved. It was probably under his ownership around 1830 that substantial walls of sandstone, probably from a quarry at the southwest side of Willis Hill above the mill, were constructed along Court House (present Sunken Road). [12]

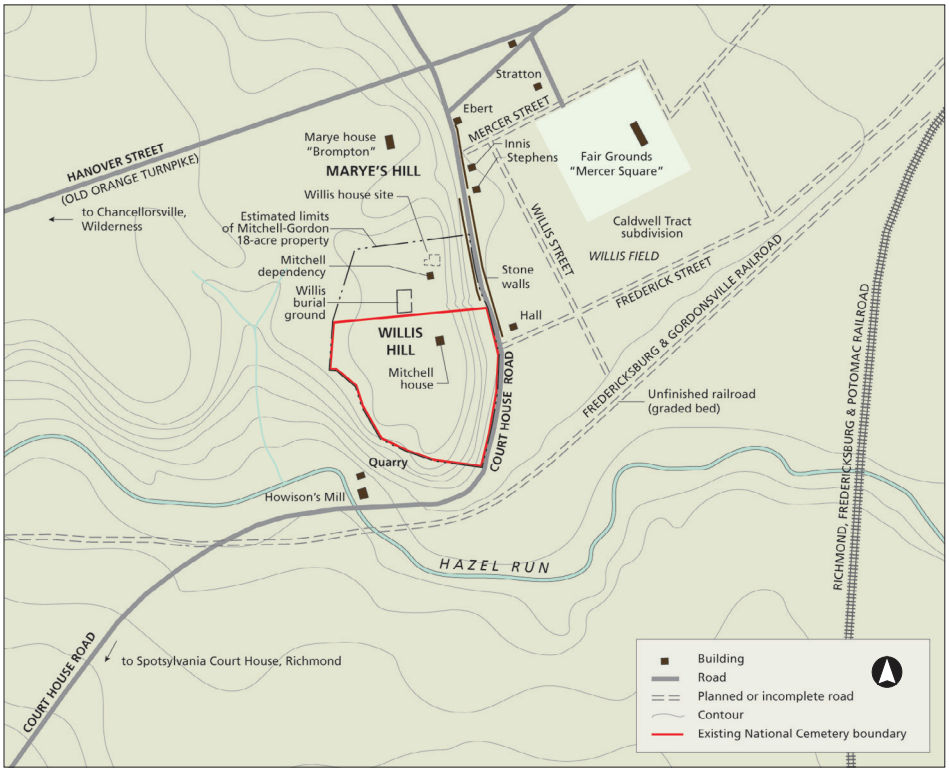



**Figure 1.9. Map of Willis Hill and its surroundings showing approximate limits of the eighteen-acre tract acquired by William Mitchell in 1854 and other development through circa 1861. (SUNY ESF)**

Wellford maintained the Willis burial ground, which measured approximately 77 feet wide by 185 feet long; tax records indicate he repaired the surrounding brick walls, suggesting their construction prior to his ownership. A pair of stone piers flanked the entrance along the east side facing Fredericksburg.[13] In 1852, the executor of Wellford's estate sold the Willis Hill tract, which then included about 1,000 acres, to John Howison. The Wellford family retained ownership of the family burial ground. In 1854, John and Anne Lee Howison sold an 18-acre tract on Willis Hill including the future national cemetery site to William M. Mitchell (fig. 1.9). The transaction excluded the "Wellford burial ground," and the deed indicated the property had no structural improvements.[14] Mitchell, a native of Scotland, identified himself as a land agent; his primary business was real estate investment. One year after purchasing the Willis Hill property, he advertised most of it for sale:

> Willis Hill is for sale, in whole or parts. It is one of the finest sites for building, commanding an extensive and enchanting view. The grounds are laid off in falls at great expense. The soil is of the finest kind, and very productive, a few acres cultivated with care would be sufficient to support a family. It contains 21 ½ [sic] acres, enough to make 3 or 4 beautiful villa lots. It joins the residence of J. L. Marye.[15]

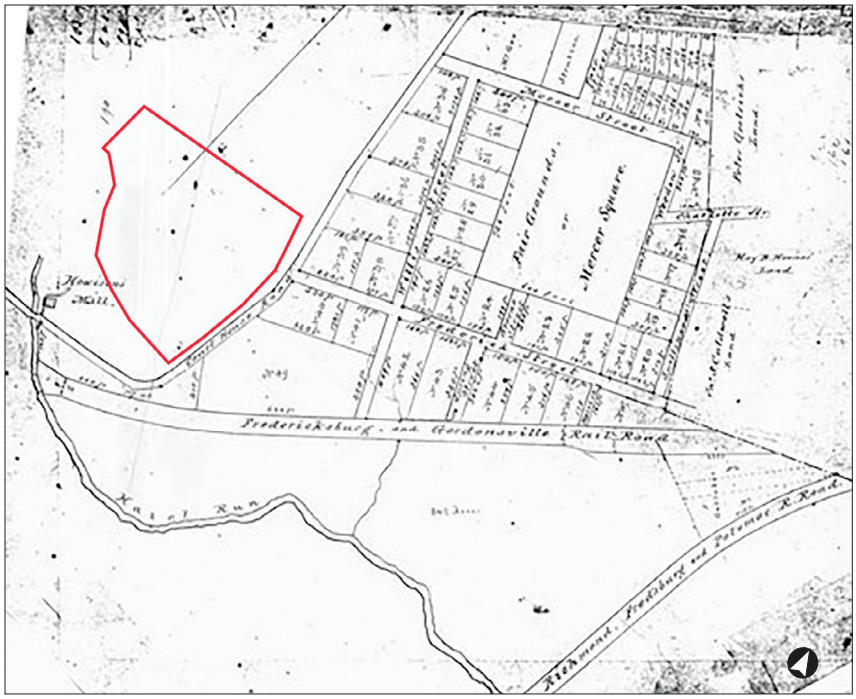
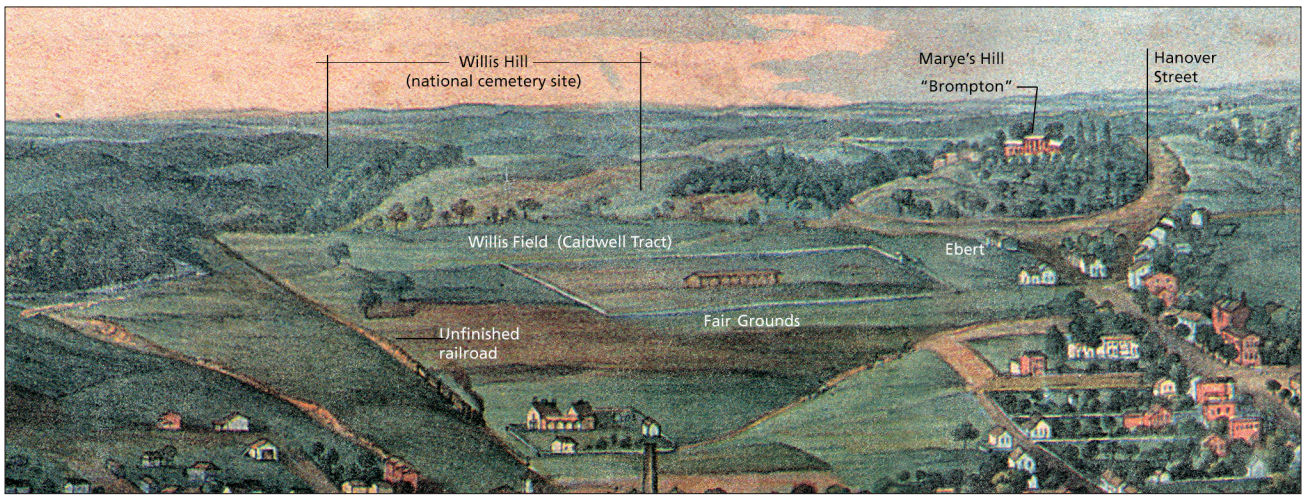



**Figure 1.10. Plat map of the Caldwell Tract subdivision surveyed by Willian Sneden, 1856. The red outline indicates the current boundaries of the national cemetery. (Spotsylvania County Land Records, researched by Peter Glyer)**

The "falls" that Mitchell described were most likely terraces on the east hillside, probably due east of the Willis burial ground and the site of the long-lost Willis House. Mitchell's description of the terraces being created at "great expense" may have been a marketing effort, and were most likely a remnant of a designed landscape associated with the Willis house built around 1796.These terraces may have once contained gardens or other plantings that provided an ornamental foreground to the house, as viewed from Fredericksburg.[16]

Mitchell was not the only real estate investor on the old Willis Hill tract. In 1856, John Howison sold approximately ninety acres to the east, comprising what had been known as Willis Field, to a group of Fredericksburg real estate investors. Led by John S. Caldwell, these investors subdivided the northern part of Willis Field into a series of town lots and gridded streets that extended east from the Court House Road (present Sunken Road) at the base of Willis Hill (fig. 1.10). In the center of the subdivision, a square plot of approximately ten acres was set aside as the fairgrounds of the Rappahannock River Agricultural and Mechanical Society and named Mercer Square in honor of a Revolutionary War general. Accessed off Hanover Street (Old Orange Turnpike) to the north, the fairgrounds were enclosed by a fence and had a long building in the center by 1856 (fig. 1.11). By 1860, none of the streets had been built within the Caldwell Tract, and only a small number of houses had been erected. One of these was the Hall house at the corner of the proposed extension of Frederick Street (current visitor center location). The Hall lot had a stable, barn, corncrib, and an orchard.[17]

**Figure 1.11. Enlargement of the 1856 birds-eye panorama of Fredericksburg looking west showing the new fairgrounds on what had been known as Willis Field, along with open pastures on Willis Hill, and the Marye house, Brompton, on Marye's Hill. (Detail, E. Sachse & Company "View of Fredericksburg, VA," 1856, Fredericksburg and Spotsylvania National Miltiary Park, FRSP 2986, annotated by SUNY ESF)**



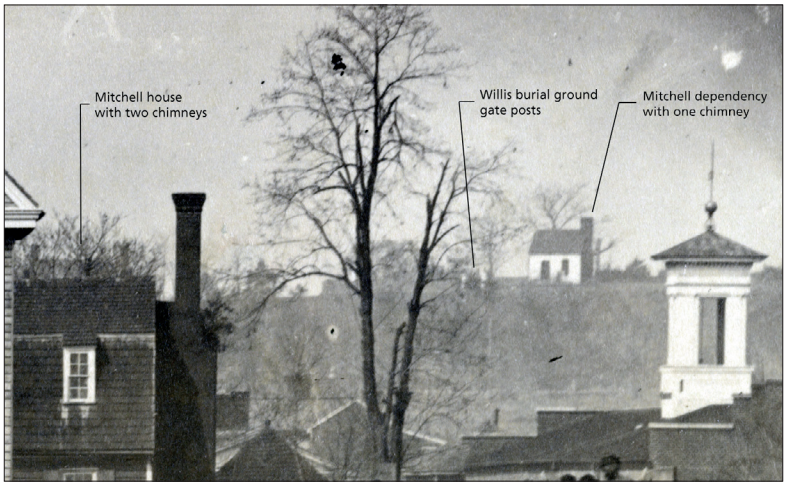



**Figure 1.12. Willis Hill looking west from Fredericksburg showing the two buildings erected after 1856 and the stone gate posts to the Willis burial ground in the distance, photographed winter 1862–1863. (Detail, Andrew J. Russell, "View at Fredericksburg, Va...," Library of Congress LC-DIG-ppmsca-35084, annotated by SUNY ESF.)**

Perhaps to enhance the attractiveness of his Willis Hill property for sale, William Mitchell erected two brick buildings in 1857–1858 that were assessed at a value of $300. One was a one- and one-half story house with two end chimneys, approximately 45 feet long by 40 feet wide located south of the Willis burial ground (within the present national cemetery), and the other was a one-story dependency with one brick chimney, approximately 25 feet long by 15 feet wide, north of the burial ground (fig. 1.12, see also fig. 1.9). Both buildings faced east toward Fredericksburg.[18]

Mitchell's improvements did not lead to a quick sale, and he most likely resided alone in his new house on Willis Hill through 1860. Since he did not enslave people, he probably did not farm the land in a substantial way. Unable to pay his debts on the property, the property was offered for sale at a public auction on August 30, 1860. Douglas H. Gordon, a very wealthy Fredericksburg merchant who was Director of the Bank of Virginia and a Fredericksburg town councilor, was the high bidder. Gordon's worth in 1860 was documented as $250,000 in real estate and $560,000 in personal property. The deed documented that the tract encompassed the same 18-acre tract that Mitchell acquired from John Howison in 1854 and excluded the Willis burial ground. Gordon enslaved a substantial number of people and may have farmed the property.[19]

### THE CIVIL WAR

The physical prominence of Willis Hill, with its steep slopes, level top, and panoramic views across the surrounding countryside made it strategic ground during the two battles that ravaged Fredericksburg in December 1862 and May 1863. The war brought new attention to a landscape that had seen its fortunes decline since loss of the Willis house early in the nineteenth century. On the northern end of the hill, the Marye house, Brompton, remained a prominent landmark. Soldiers called the entire rise encompassing Willis Hill and Marye's Hill, "Marye's Heights."

When the Civil War broke out in the spring of 1861, Fredericksburg occupied a key location roughly halfway between the Confederate capital at Richmond and the United States capitol at Washington, D. C. Fredericksburg was also along the main rail/steamboat line between the two capitols and at the confluence of roads that headed west toward the Shenandoah Valley. The town thus became one of the

**Figure 1.13. Fredericksburg looking west from the U.S. position on the east bank near Chatham toward the Confederate-held heights west of the city including Willis Hill on the eve of the first Battle of Fredericksburg, November 1862. Note two ruined bridges. (Detail, E. Sachse & Co., "View of Fredericksburg, VA. Nov. 1862." Library of Congress, pm009560)**

Confederacy's most important logistical bases. Early in the war, the fairgrounds east of Willis Hill were converted into a training and encampment facility for Confederate troops known as Camp Mercer. [20]

#### Willis Hill in the First Battle of Fredericksburg. December 11–13, 1862

In November 1862, the US Army of the Potomac under the command of General Ambrose Burnside began an offensive aimed at taking the Confederate capitol at Richmond. Burnside's plan of deception and quick movement began with concentrating his army east of the Blue Ridge Mountains to preoccupy General Lee's Confederate Army of Northern Virginia in the Shenandoah Valley to the west. Burnside then rapidly shifted most of his army southeast toward Fredericksburg, which he planned to take and then continue advancing to Richmond. His forces stalled east of the Rappahannock River across from Fredericksburg while Lee moved his much smaller force to the heights west of town that included Willis Hill by late November (fig. 1.13). On December 11, the US Army of the Potomac finally crossed the Rappahannock River and took control of Fredericksburg.

Despite the US Army's capture of the town, the natural amphitheater formed by the river to the east and the heights to the west provided the Confederates with an exceptionally good defensive position. To gain access to Marye's Heights, Lee's army may have built or improved a road from Court House Road near Howison's Mill (present Lafayette Boulevard) up the west side of Willis Hill through a ravine toward the Willis burial ground. Lee positioned artillery in the open hilltop fields, including four batteries of the Washington Artillery of New Orleans, two of which were wholly within the future national cemetery site—the four-gun Eshleman's Battery at the southern end and the two-gun Miller's Battery toward the center (fig. 1.14). The clay and silt soil allowed for easy construction of earthen breastworks that were laid out in lines for infantry and in crescent shapes around each gun (fig. 1.15). Other defensive cover for ammunition and horses was provided by ravines on the property, the brick wall-enclosed Willis burial ground, and the two brick Mitchell buildings, one of which was readied as

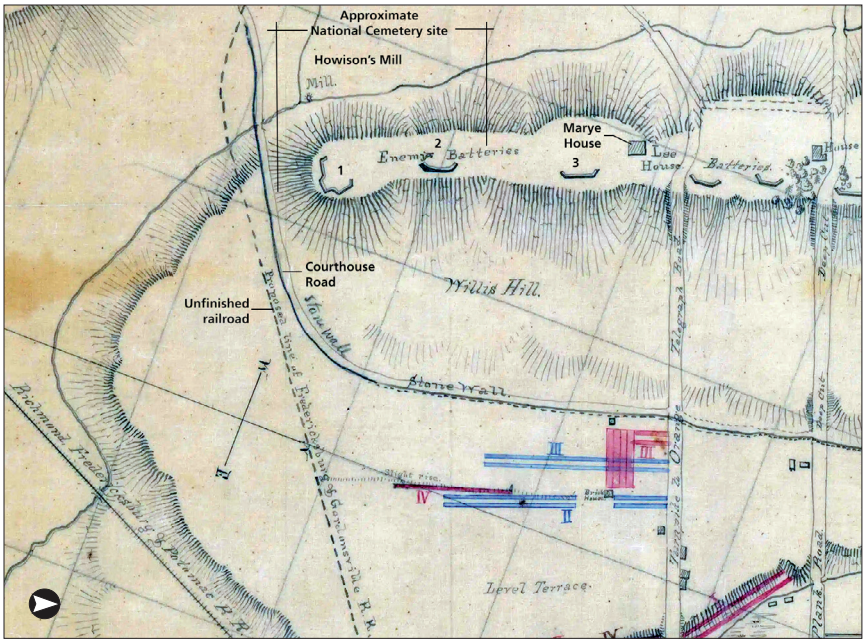



**Figure 1.14. Map of Confederate artillery and other positions on Willis Hill and Marye's Heights, and infantry of both sides on the plain below, December 1862. The batteries on WIllis Hill Tract included: 1. Eshleman's Battery; 2. Miller's Battery; and 3. Squire's Battery. The Mitchell buildings are not shown, and the eastern slope of Willis Hill is shown much larger than it actually is. (Detail,"Position of Humphreys' Division, Battle of Fredericksburg...", National Archives, RG 77, Civil Works Map File, G130-1, annotated by SUNY ESF)**

a hospital. Infantry regiments were positioned at the base of Marye's Heights, where the stone wall on the east side of Court House Road and the partially sunken character of the well-used roadbed created a ready-made defensive trench and breastwork. The houses in the area, evacuated by their inhabitants in advance of the battle, provided positions for Confederate sharpshooters.[21]

On the morning of December 13, two days after crossing the Rappahannock, the Federals advanced under heavy fog towards the heights west and south of town, with little cover. As the fog began to clear, the Confederates saw masses of blue uniforms forming in the plain. Near Prospect Hill south of Marye's Heights at the Confederate right flank, Confederate General James Longstreet recalled,

> Suddenly, at 10 o'clock, as if the elements were taking a hand in the drama about to be enacted, the warmth of the sun brushed the mist away and revealed the majestic panorama in the valley below. . .The flags of the Federals fluttered gaily, the polished arms shone brightly in the sunlight, and the beautiful uniforms of the buoyant troops gave to the scene that air of a holiday occasion rather than the spectacle of a great army about to be thrown in to the tumult of battle.[22]

General Burnside launched attacks on the formidable Confederate defenses at Marye's Heights and Willis Hill as part of a strategy to force a Federal breakthrough that would allow for securing the rail line to Richmond. General Butterfield, commander of the US 5th Corps, recalled the poor position the US Army faced at Marye's Heights:

> The enemy was posted on his first line securely behind a stone wall, near the foot of a crest, which was covered with batteries. The position of those batteries enabled the enemy to direct a severe crossfire of artillery upon the heads of the columns. The enemy's position was one of exceeding strength, and his troops were well protected.[23]

**Figure 1.15. Tyler's Battery (US), looking northwest toward Fredericksburg showing typical lunette earthwork that was most likely similar to those constructed by Confederate engineers on Willis Hill, photographed circa 1862–1863. (Library of Congress, LC-DIG-cwpb-00308)**

Kimball's Brigade under Couch's 2nd Corps was one of the first regiments to attack the Confederate stronghold at Willis Hill, charging west across the fairgrounds (fig. 1.16). These troops from Indiana, Pennsylvania, New Jersey, and Ohio suffered massive casualties under tremendous Confederate fire that came from about 1,500 infantry troops of Cobb's brigade that were deployed behind the massive stone wall along the sunken

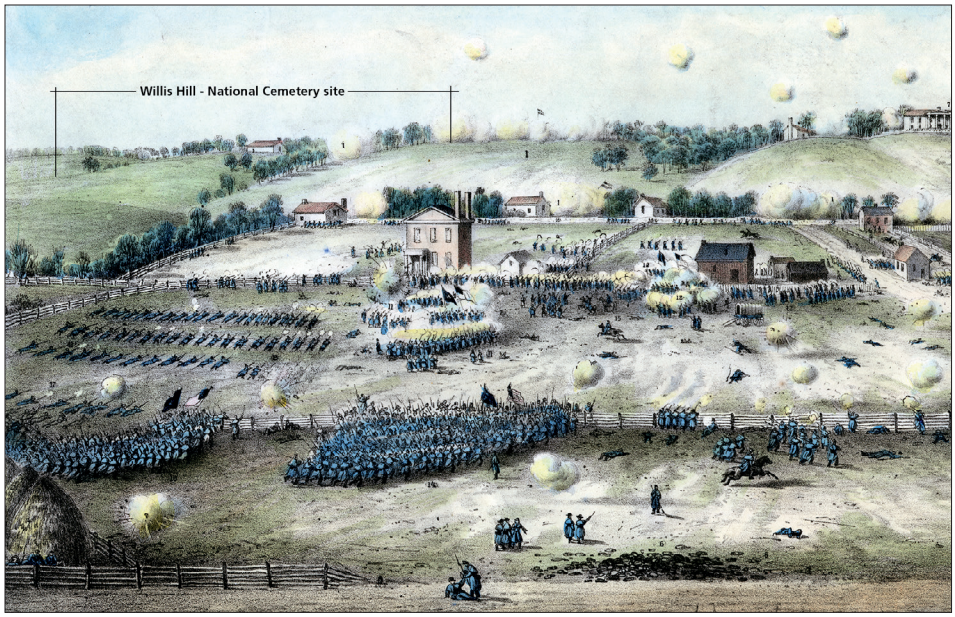


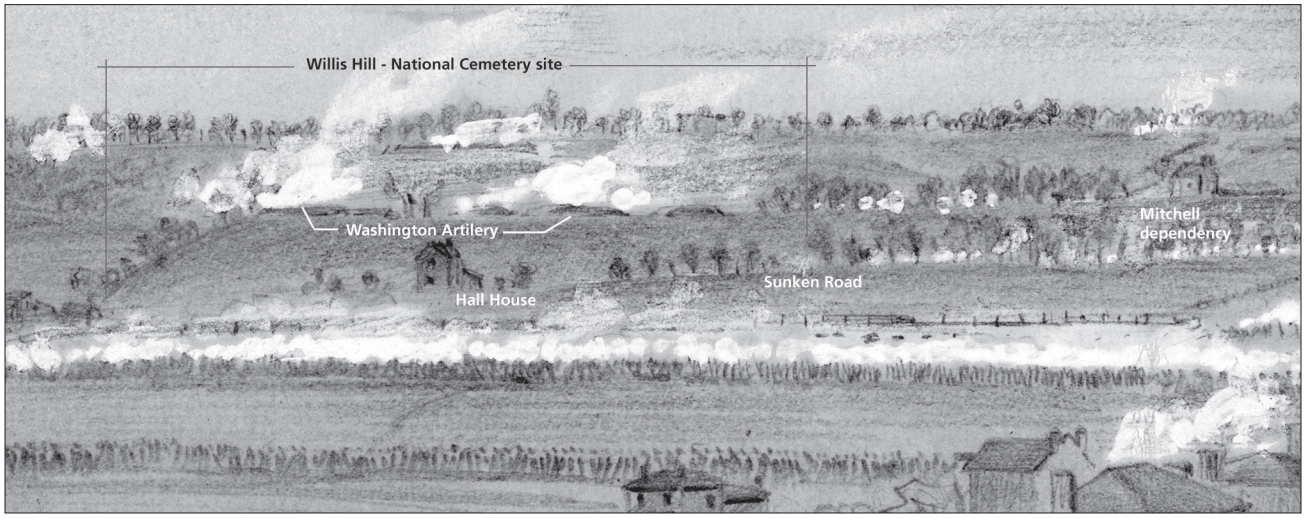

**Figure 1.16. Illustration of U.S. troops charging across the fairgrounds, looking west with Confederate gunfire from Willis Hill in the background, December 13, 1862. The large house on the hill at right is the Marye house, "Brompton." The house visible within the future national cemetery site is the one erected by William Mitchell around 1855. (J. G. Keyser, "Charge of Kimball's Brigade..." Prints, Drawings and Watercolors from the Anne S.K. Brown Military Collection, Brown Digital Repository, Brown University Library)**

**Figure 1.17. Field sketch looking west across the fairgrounds to the fighting on and around Willis Hill and Marye's Heights, December 13, 1862. (Detail, Alfred Waud, "Attack on the rebel works. Fredericksburg. Dec. 13th", Library of Congress, ppmsca 21038, annotated by SUNY ESF)**

Court House Road, with additional fire coming from Washington Artillery on top of Willis Hill (fig. 1.17).

Confederates on Willis Hill, which included the artillery batteries along with infantry from North Carolina and South Carolina, faced heavy casualties under the onslaught of the US Army, despite their superior position and defensive breastworks. One Confederate recalled that Marye's Heights was a "frightful scene to traverse, — every inch of ground continually struck, apparently by bullets or fragments of shells. . .It looked like certain death, or ghastly wounds."[24]

Despite the US Army's heavy losses in the morning, General Burnside continued the fight during the afternoon under the command of General Joseph Hooker, but casualties continued to mount. By the end of the day, the US had advanced to within about sixty yards of the Confederate line along the sunken road but got no farther. Heavy losses on both sides were evident on Marye's Heights and the plain below. According to a first lieutenant in the Washington Artillery, "The little brick house [Mitchell dependency] alongside of Squires's guns, which was white at the beginning of the battle, was perfectly red with bullet-marks at its close."[25] As night fell, major fighting stopped, but Confederate sharpshooters sniped at Federals from inside the Mitchell buildings on Willis Hill. Cries of the many wounded, "weird, unearthly, terrible to hear and bear" according to one account, continued through the night.[26]



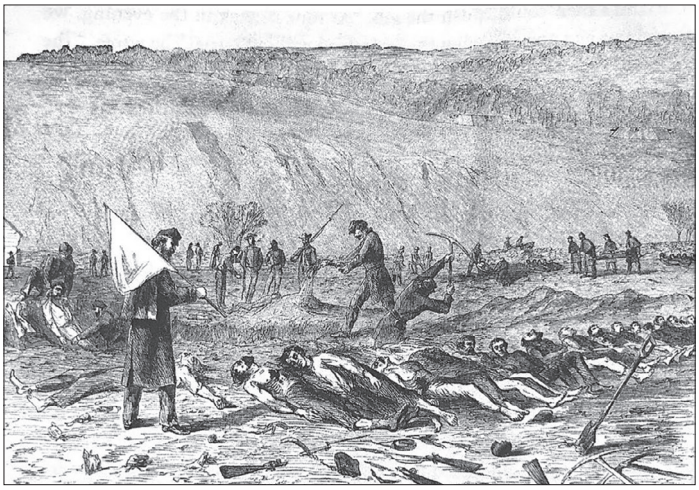


**Figure 1.18. Burial of fallen U.S. soliders in front of Marye's Heights (Willis Hill), looking northwest in vicinity of the fairgrounds, December 1862. (Fredericksburg and Spotsylvania National Military Park, digital image 1173.)**

The Battle of Fredericksburg was a decided defeat for the United States—considered by some historians to be the low point for the Union effort, with the battle's most one-sided disaster being the assault on Marye's Heights (Willis Hill).[27] Lee maintained his ground on the heights west and south of town and drove Burnside back across the Rappahannock River, forcing him to abandon the planned advance toward Richmond. The Confederates suffered 5,300 casualties, while the much larger US forces suffered 12,600 casualties, including nearly 1,300 soldiers killed on or near the field of battle, with about two-thirds on Willis Field, the plain below Willis Hill.[28]

The Confederates quickly collected and buried their dead, but the defeated US Army had to request a truce to return to bury theirs. It was not until December 17, four days after the battle, that US troops returned to bury their dead in front of Marye's Heights. General Burnside assigned General Edwin Sumner to lead the effort. Soldiers dug trenches in the sandy soils and used an existing swale that ran the length of the fairgrounds, placing bodies side by side and sometimes up to three deep (fig. 1.18). In just two long trenches here, 739 bodies were interred.[29]

#### Second Battle of Fredericksburg

Just five months after war had ravaged Fredericksburg, another conflict emerged to the west in the sparsely settled region of Spotsylvania County known as the Wilderness, near a plantation that contained the Chancellorsville Inn. The Union campaign, led by General Joseph Hooker, aimed to attack Confederate forces under General Robert E. Lee, who retained hold of Fredericksburg and points south, by a two-pronged attack from the west and east. US forces began to push south and east into the Wilderness on April 27, 1863, and major fighting at Chancellorsville took place on May 1–3. Part of Hooker's plan was to force Lee to shift troops to his right to defend Fredericksburg, thereby weakening his defenses at Chancellorsville.

By the beginning of May, Lee's forces at Fredericksburg under General Jubal Early were amassed around the heights west of town, including Willis Hill. Since the first battle the prior December, the Confederates had expanded and reinforced their defensive line around Fredericksburg. The four positions of the Washington Artillery on Willis Hill, on the property still owned by Douglas Gordon, were reoccupied, and a rifle pit was dug within the bed of the sunken road at the base of the hill. Extending north from Eshleman's Battery, the Confederates had built a new line of breastworks (rifle pits) extending north to the ravine at the boundary of the Marye property. Work on these breastworks had begun soon after fighting

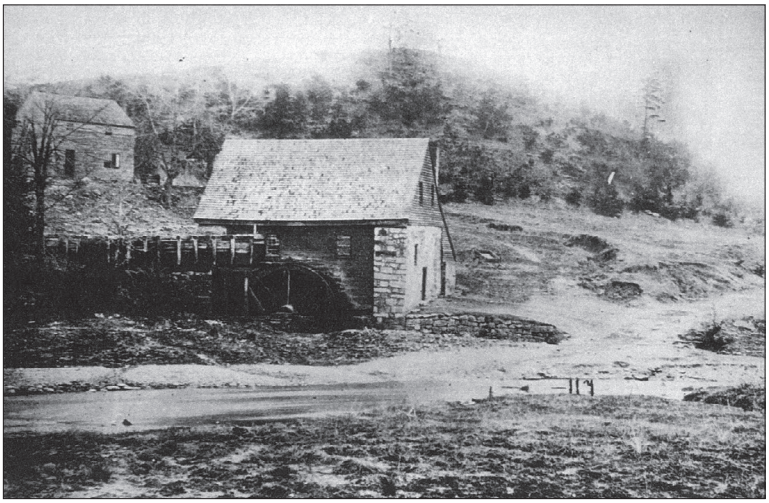
**Figure 1.19. Confederate dead behind the stone wall along Sunken Road (Court House Road), looking north shortly after fighting in the Second Battle of Federicksburg, May 1863. The building in the left distance is the Hall house (present site of visitor center); the future national cemetery site is the open hill in the right distance. (National Archives, copy in Fredericksburg and Spotsylvania National Military Park archives)**

**Figure 1.20. The south slope of Willis Hill and Howison's Mill below the future national cemetery site showing woods that were most likely cleared or destroyed during the war, looking north across Court House Road (Lafayette Boulevard) and Hazel Run, 1865. (Fredericksburg and Spotsylvania National Military Park archives)**

ceased on December 13, 1862, because many Confederate infantry had fallen on Willis Hill during the first battle due to the lack of defensive works.[30]

The US 1st Corps and 6th Corps under General John Sedgwick held the east bank of the Rappahannock River across from Fredericksburg—positions very similar to those at the first battle. On the morning of May 3, 1863, US regiments launched an attack on the center of the Confederate defenses along Marye's Heights held by elements of Barksdale's Brigade, with Parker's Battery and six guns of the Washington Artillery reoccupying Eshleman's Battery at the south end of Willis Hill. In four successive attacks, US infantry and artillery advanced across buried remains of their fellow soldiers who had fallen in the first battle.

The Confederates defeated the initial attack, but after a truce, federal forces attacked the Confederate left flank along Willis Hill. During the chaos, US infantry mounted the stone wall along the sunken road, decimating the Confederate infantry entrenched behind it (fig. 1.19). Early's men were forced off Marye's Heights and retreated to Lee's Hill to the south, where they were again forced to retreat. Although the US Army finally realized victory at Marye's Heights on May 3, 1863, it had already lost the main engagement at Chancellorsville on that same day. Fighting continued at Salem Church four miles west of Marye's Heights later that day, but Sedgwick failed to push back Lee's forces, and again at another engagement at nearby Bank's Ford along the Rappahannock River on May 4. On May 5, Sedgwick retreated from Fredericksburg back across the Rappahannock River.[31]



The Second Battle of Fredericksburg was another bloody engagement for the US with 1,100 casualties, while the Confederates saw less than half that number. The one-day engagement had wrecked additional damage on Willis Hill. At the southern end of the hill, the wooded slope above Howison's Mill had only scattered mature trees remaining—the woods most likely another casualty of the war (fig. 1.20). The mill and miller's house, however, remained standing, and were repaired after the battle. On the top of the

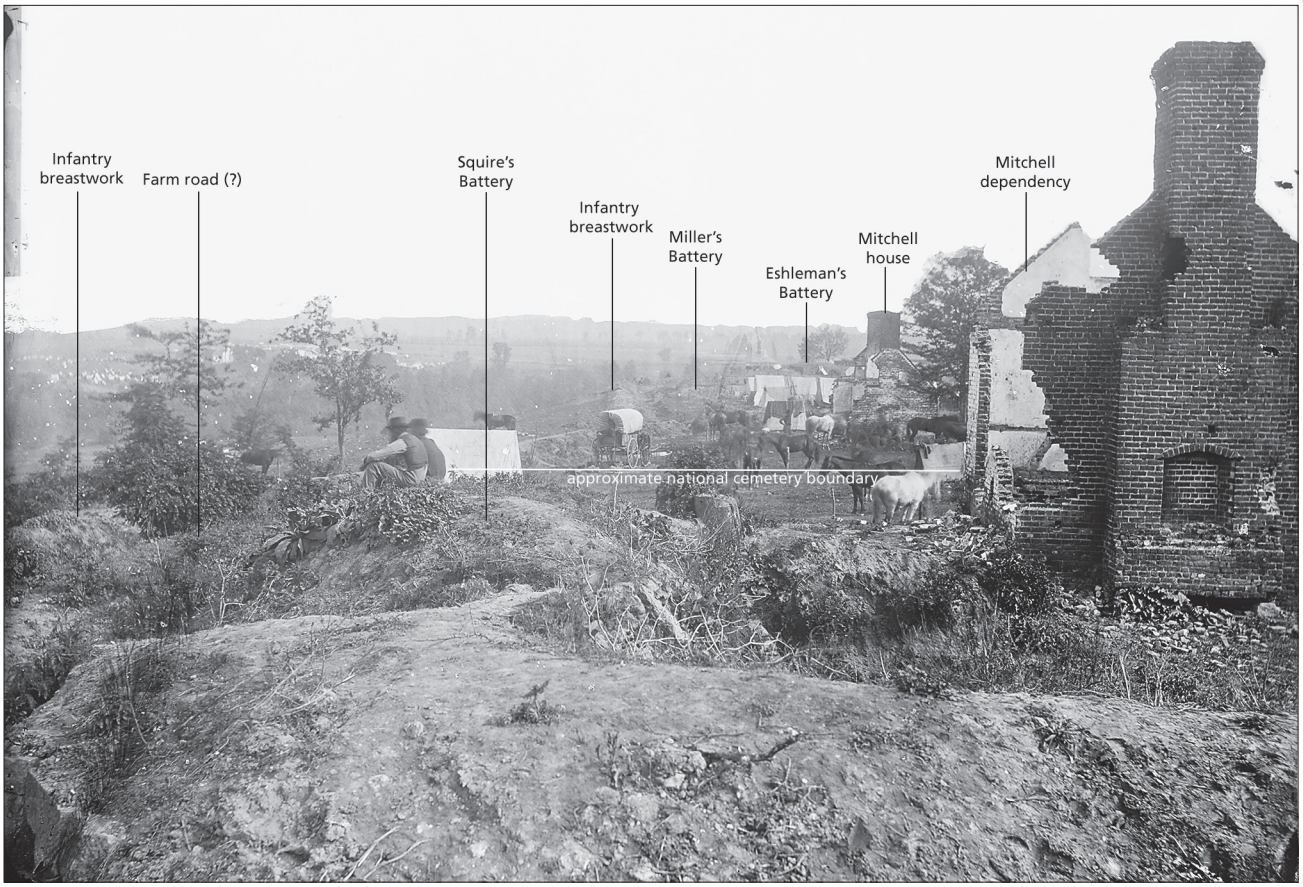



**Figure 1.21. Willis Hill looking south toward the future national cemetery site after the Second Battle of Fredericksburg showing ruined Mitchell building, defensive works, and encampment, May 1863. (National Archives, 111-B-134, annotated by SUNY ESF)**

**Figure 1.22. Willis Hill looking northeast toward Fredericksburg from the future national cemetery site showing conditions following the Second Battle of Fredericksburg, May 1863. The line of earthworks in the center of the photograph are part of a line of rifle pits built after the First Battle of Fredericksburg. The earlier artillery lunettes are to the left of the photograph. The site of the destroyed Hall house is the white area surrounded by fruit trees to the right of center. (Library of Congress, digital ID 32891u)**

hill, the whitewashed brick Mitchell buildings had been heavily shelled, leaving only ruins of the brick walls (fig. 1.21). The open fields were littered with detritus around lines of heaved earth that formed the breastworks for artillery and infantry (fig. 1.22). The Hall house at the foot of the hill had survived the battle, but within a year had burned to the ground. Fruit trees still surrounded the site.

### NATIONAL CEMETERY LANDSCAPE, 1865 (DRAWING 1.1)

In 1865 at the conclusion of the Civil War, the future national cemetery site on Willis Hill, like much of Fredericksburg, was ruined. To the east, the fairgrounds on the old Willis Field contained the largest number of US burials in the area, at 1,363. Another 560 were interred on the adjacent Stratton property. There is no record of burials on Willis Hill within the national cemetery site; some Confederates were buried within the Willis burial ground.[32]

Court House Road, which soldiers called Sunken Road, had formed the front line in the battle of Marye's Heights and became famous as a place of slaughter. The top of the heights had suffered as well. On Willis Hill, a Northern reporter who visited shortly after the end of the war witnessed the destruction:

> There is a private cemetery on the crest [Willis burial ground], surrounded by a brick wall. Burnside's artillery had not spared it. I looked over the wall, which was badly smashed in places, and saw the overthrown monuments and broken tombstones lying on the ground. The heights all around were covered with weeds, and scared by rebel intrenchments [sic]; here and there was an old apple-tree; and I marked the ruins of two or three small brick houses.[33]

Within the current limits of the national cemetery, the landscape in 1863 was a largely open pasture with the ruins of the Mitchell house and at least one apple tree still standing. The ruined Mitchell dependency and damaged Willis burial ground were to the north. The cemetery site was partly enclosed by young woods along a minor ravine to the north and by woods on the south and west slopes above Howison's Mill. Portions of these woods on the south slope may have been thinned to increase strategic sight lines from the Confederate batteries, leaving only a scattering of mature trees, and by 1865, showing new growth in the understory.

The east slope of Willis Hill within the national cemetery site was steep, open pasture; the terraces that William Mitchell described in a sales advertisement in 1855 were most likely to the north of the national cemetery site (within the park's Willis Hill tract). Notable changes in the topography of the site occurred through the construction of Confederate earthworks, two of which were entirely within the national cemetery site: Miller's Battery, a two-gun emplacement, and Eshleman's Battery, a four-gun battery, built in November or December 1863. In front of them at the crest of the hill was a long breastwork (rifle pit) built after the first battle. The earthworks took advantage of the strategic views from Willis Hill

east and northeast toward Fredericksburg, and southwest toward Lee's Hill and the Rappahannock River.

Little is known about vehicular access to the national cemetery site by 1865. The entire eastern boundary was bordered by Court House Road that wound around Willis Hill as it veered toward Lee's Hill to the south. The Confederates probably used what is referred to as a military road that extended from Court House Road near Howison's Mill up through a ravine at the west side of Willis Hill, west of the Willis burial ground.[34] Access to Willis Hill prior to the battle was probably through the ravine that bordered the Marye property. This farm road may have provided access to the Willis burial ground and extended south into the current national cemetery site to the Mitchell house. It may have corresponded to the existing north entrance of the national cemetery along the Sunken Road Walking Trail.

# Cultural Landscape Report
# Fredericksburg National Cemetery

Fredericksburg, Virginia

## Pre-Cemetery Period to 1865


**National Park Service**
**Olmsted Center for Landscape Preservation**
www.nps.gov/oclp

in partnership with
Department of Landscape Architecture
Center for Cultural Landscape Preservation
SUNY College of Environmental
Science and Forestry, www.esf.edu/la/cclp


### SOURCES

1. Cultural Landscape Inventory map, 2011
2. Michler, Fredericksburg Battlefield map, 1867
3. Battlefield photographs and drawings

### DRAWN BY

John Auwaerter, Adobe Illustrator CC, 2020

### LEGEND

- Future national cemetery boundary
- Period property boundary
- Building ruin
- Wall
- Road (earth)
- Confederate breastwork
- Woods
- Evergreen tree
- Deciduous tree
- Meadow or bare earth
- 4 foot contours
- Feature removed during period

### NOTES

1. Plan shows landscape in 1865
2. All features shown in approximate scale and location.
3. Most features are conjectural due to lack of documentation.
4. Labels indicate date feature added, if known.

0′ 25′ 50′ 100′

**Drawing 1.1**

## ESTABLISHMENT OF FREDERICKSBURG NATIONAL CEMETERY, 1866–1869 [35]

On July 15, 1865, three months after the end of the Civil War, Congress authorized the creation of a federal cemetery to inter the thousands of United States soldiers who lost their lives on the battlefields of the Fredericksburg region. By May 1866, the US Army had selected Willis Hill as the site for the region's national cemetery—a scenic location that contained the Confederate defensive line that had proved impregnable during the First Battle of Fredericksburg. Over the course of three years, 15,128 US soldiers were interred within in symmetrical rows with additional burial areas on the terraced east slope. Named Fredericksburg National Cemetery, it was third largest in the Army's newly developed system of national cemeteries. The cemetery landscape was outfitted with standard features used across the system, notably uniform rows of painted wooden headboards (fig. 1.23). On April 1, 1869, the formal US Army occupation of Fredericksburg ended, marking the completion of the initial development of Fredericksburg National Cemetery.

**Figure 1.23. Fredericksburg National Cemetery showing temporary wooden headboards installed during the cemetery's initial development between 1866 and 1869, photographed circa 1870. All headboards faced east, toward the Union front. (F. Theodore Miller Cemetery photograph, Jerry Brent Collection, copy in Fredericksburg and Spotsylvania National Military Park archives)**

### FOUNDING OF THE NATIONAL CEMETERY SYSTEM

Fredericksburg National Cemetery was established as part of a systematic federal effort to provide a proper burial for all fallen US soldiers. Up until this time, most military personnel were buried in civilian cemeteries, except for small plots within post reservations. The one exception to these procedures occurred after the Mexican–American War, when Congress approved the establishment of a national cemetery at Mexico City in 1850 to inter the remains of 750 Americans who fell in that war. This cemetery served as the precedent for handling large-scale burials when casualties quickly mounted with the outbreak of the Civil War in 1861. [36]

The first burial regulation of the Civil War, General Orders No. 75 issued on September 11, 1861, was intended to improve the burial process. It made Commanding Officers responsible for burials and gave the Army's Office of the Quartermaster General—which traditionally administered supplies to the Army—the responsibility of overseeing the registration of burials and providing grave markers. General Orders No. 75 did not, however, provide authority for acquisition of land for burials. This was provided eight months later in General Orders No. 33 issued on April 3, 1862, which gave generals the authority to establish burial grounds. Together, these two General Orders resulted in the

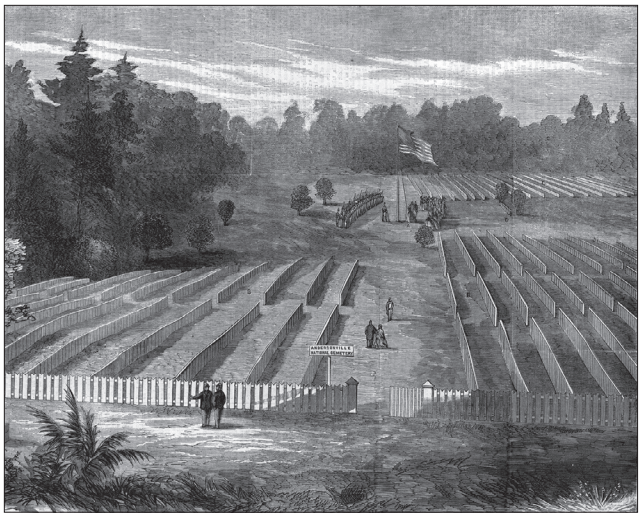


**Figure 1.24. Andersonville National Cemetery developed in the summer of 1865, from a lithograph depicting Clara Barton raising the flag on August 17, 1865, denoted by the letter A. Note density of the graves; Fredericksburg's would be more widely spaced. (I. C. Schotel, "Grounds at Andersonville, Georgia, where are buried fourteen thousand Union soldiers, who died in Andersonville Prison," *Harper's Weekly*, October 1865, Library of Congress, digital ID ppmsca 05602)**

establishment of military cemeteries near hospitals, on battlefields, at Army posts, and in private cemeteries. On July 17, 1862 amid escalation of the war and increasing casualties, Congress passed an act giving the President authority "…to purchase cemetery grounds…to be used as a National Cemetery for soldiers who shall have died in the service of the country."[37] This legislation, together with the General Orders, formed the basis for a system of national cemeteries. By the end of 1862, fourteen national cemeteries had been established near battlefields and in private cemeteries, primarily to relieve crowding at pre-existing military installations.[38] These ranged from Alexandria National Cemetery at a wartime encampment outside the nation's capital, to Cypress Hills National Cemetery in the private Cypress Hills Cemetery near Brooklyn, New York. Ten additional national cemeteries were established by the Army before the war was over, and several more were developed in the months immediately after the war. One of these was Andersonville National Cemetery in Georgia, completed in the summer of 1865 to inter the thousands of US soldiers who died at the Confederate prison there (fig. 1.24). [39]

Although these wartime cemeteries formed the basis of a national cemetery system, they were for the most part hastily developed and embraced only a small percentage of US soldiers killed in action. By the end of the war, only 101,736 of the 359,520 total US dead had been buried in permanent graves according to the wartime procedures. The majority still lay on battlefields in temporary graves or exposed on the ground, while others had been retrieved by family and friends for burial in private cemeteries.[40]

As troops were being sent home in June 1865, the US War Department—the federal executive department headed by the Secretary of War and responsible for the United States military establishment—began the enormous task of recovering the estimated 250,000 bodies from the battlefields and temporary cemeteries and moving them to permanent burial sites within federally-owned national cemeteries. Coordinated within the War Department by the Quartermaster General, the creation of these national cemeteries was authorized by Congress through a Joint Resolution issued on April 13, 1866, a year after the war's end:

> Resolved…That the Secretary of War be, and he is hereby authorized and required to take immediate measures to preserve from desecration the graves of the soldiers of the United States who fell in battle or died of disease in the field and in hospital during the war of the rebellion; to secure suitable burial places in which they may be properly interred; and to have the grounds enclosed, so that the resting-places of the honored dead may be kept sacred forever. [41]

To accommodate the enormous number of burials, the War Department established fifty national cemeteries over the course of the search and recovery effort, for a total of seventy-three national cemeteries established by 1869.[42] These national cemeteries were developed and administered through various geographic departments by the Cemeterial Division under the Quartermaster General. Virginia formed one such department, but was administered through the Depot of Washington, under the charge of Brevet Lieutenant Colonel James M. Moore. Moore had prior experience in cemeterial affairs through his work in founding Arlington and Battleground National Cemeteries in 1864, both located at the nation's capital. By June 30, 1866, the Quartermaster General reported that Moore had established Fredericksburg National Cemetery, along with Hampton, Richmond, Cold Harbor, Seven Pines, Glendale, Fort Harrison, Ball's Bluff, and Winchester, plus national cemetery plots within the private Hollywood and Oakwood cemeteries near Richmond. [43]

While Congress's Joint Resolution of 1866 established the general scope of the burial effort, there were few regulations about how national cemeteries should be developed and administered. This was corrected while the reburial process was underway in the years immediately following the war. On February 22, 1867, Congress passed "An Act to Establish and Protect National Cemeteries," which directed the Secretary of War to have standard facilities and improvements at each national cemetery, including superintendent's lodges, grave markers, burial registers, and a perimeter enclosure. The act also outlined administrative standards, including hiring of a veteran to serve as superintendent, undertaking annual inspections and reports to Congress with estimates of necessary appropriations, and securing of title in all cemetery lands in fee simple. The legislation provided $750,000 for implementation in addition to funds previously appropriated. Interpreted and expanded through regulations issued by the Quartermaster General, the Act of 1867 would remain the basis for the development, maintenance, and administration of national cemeteries for many subsequent decades.[44]

Congress made no provisions for interring Confederate dead in national cemeteries, and most were retrieved for burial in family plots, or gathered in military plots in private cemeteries, often founded by ladies' memorial associations. One such association, the Spotsylvania Memorial Association, established a Confederate cemetery at Spotsylvania Court House in 1866, the same year that the federal government began development of Fredericksburg National Cemetery on Willis Hill. In 1867, the Ladies Memorial Association of Fredericksburg purchased land adjacent to the Fredericksburg City Cemetery for interment of Confederate soldiers who died at Fredericksburg, Chancellorsville, and the Wilderness. Approximately 3,300 interments were made, about thirty-five percent of which were identified. [45]

## DESIGNATION OF FREDERICKSBURG NATIONAL CEMETERY

The designation of Willis Hill as the site of the national cemetery for United States soldiers who had fallen on the battlefields of Fredericksburg and Spotsylvania County was the culmination of a two-year search and recovery effort completed in 1866. The urgent need for proper burial grounds was voiced by Northerners who searched the battlefields for their loved ones' remains, and by farmers who threatened to plow up or otherwise redevelop battlefield burials. Brevet Lieutenant Colonel James M. Moore, head of the Army's Cemeterial Division, recognized that the temporary burial places that had been created on the battlefields were, "like all other places of the kind, where no care has been bestowed by the Government, in a very dilapidated and forlorn condition."[46]

In the Fredericksburg region, a small proportion of the US dead of the battles had been interred in temporary battlefield graves, such as at the fairgrounds on Willis Field at Fredericksburg and outside a US hospital at the Carpenter Farm on the Wilderness Battlefield (fig. 1.25). Many soldiers, especially on the remote wooded battlefields of Chancellorsville and Wilderness, lay exposed and unburied (fig. 1.26). Without systematic identification protocols by either army, most of the uninterred remains could not be identified due to looting, destruction by fire, and exposure that destroyed clothing and personal effects.[47]

**Figure 1.25 (left). Marked graves at the Carpenter Farm on the Wilderness Battlefield, circa 1865. (Library of Congress, copy in Fredericksburg and Spotsylvania National Military Park archives)**

**Figure 1.26 (right). Exposed remains in battle-torn woods on the Wilderness Battlefield, circa 1865. (Library of Congress, LC-B8151-5018, copy in Fredericksburg and Spotsylvania National Military Park archives)**

### Initial Search and Recovery

As troops were being sent home in June 1865, the War Department began an initial sweep of the Fredericksburg-area battlefields to recover and inter remains. In Spotsylvania County and neighboring Orange County, the effort was performed by 500 soldiers from the 1st US Veteran Volunteers under the command of Colonel Charles P. Bird. The soldiers tramped through woods, thickets, fields, and swamps collecting skulls and bones, while burying soldiers in place where the bodies had not yet fully decomposed due to wet conditions; these were marked with simple wood tablets as either known or unknown. Although Colonel Bird was charged with burying US remains, his regiment also interred most Confederates they found.[48]

Because the location of a permanent cemetery in the Fredericksburg area had not yet been identified, the burial regiment established two temporary cemeteries in the Wilderness, known as Wilderness National Cemetery No. 1 and Wilderness National Cemetery No. 2. In keeping with standard practices for military burial

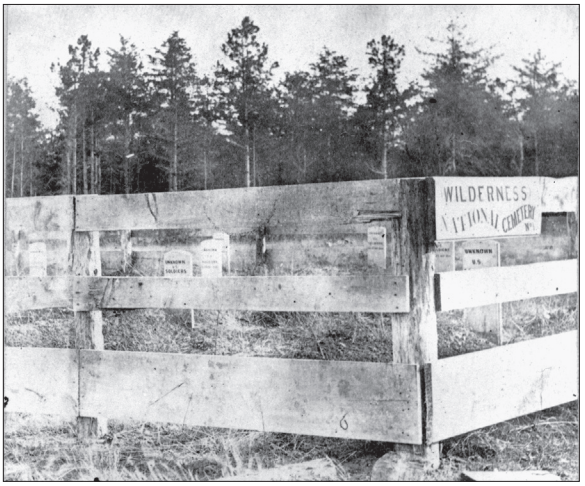


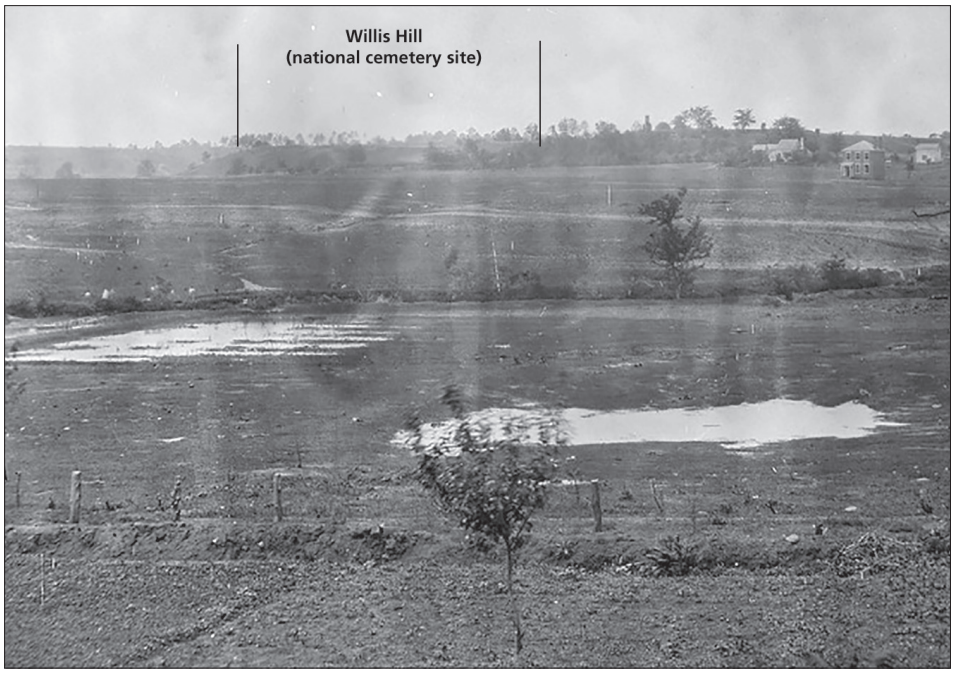

Figure 1.27. Wilderness National Cemetery No. 1 established on the Wilderness Battlefield in June 1865, photographed circa 1865. (Orlando Poe Collection United States Military Academy, copy in Fredericksburg and Spotsylvania National Military Park archives)

grounds, the cemeteries were laid out with rows of individual graves marked by white-painted headboards and enclosed with a simple whitewashed plank fence (fig. 1.27). The burial regiment moved to Spotsylvania Court House and finished its work there on June 24, 1865. Despite their efforts that resulted in the interment of nearly 1,500 skeletons, there were still many hundreds of remains and graves at both battlefields that were not marked or were not identified due to cover of leaves and underbrush. The burial regiment apparently did not scour the Chancellorsville Battlefield, while most remains at Fredericksburg were already in temporary graves.[49]

**Selection of Willis Hill**

The local need for a permanent place of interment for the thousands of fallen US soldiers was officially recognized on July 15, 1865, when Congress authorized the establishment of a national cemetery at the Fredericksburg-area battlefields under the Act of July 17, 1862.The legislation, however, did not specify a location. Private citizens and military officials made several proposals for locating the new national cemetery.[50]

Figure 1.28. The Agricultural Fair Grounds (plain in middle ground beyond second fence or hedgerow), looking southwest toward Willis Hill, circa 1865. (Detail of Matthew Brady photograph, National Archives Still Pictures Division, RG 111, NWDNS-111-B-134, annotated by SUNY ESF)




By the fall of 1865, Unionists in Fredericksburg had organized the Soldiers Monument Association, which advocated for locating the national cemetery at the Agricultural Fair Grounds on Willis Field east of Willis Hill, where 1,363 US soldiers who fell in the battles at Fredericksburg were already buried (fig. 1.28). Here, the association wished to erect a large monument to the Union dead, in clear view from the town. Army officials recognized the association's wishes, at least initially. General Orders No. 65 issued on October 30, 1865, directed the Quartermaster General to, among other things, determine whether the government should maintain existing cemeteries or transfer remains into newly created cemeteries. Brevet Major Hiram F. Gerrish, who was responsible for reporting on the conditions in the Fredericksburg region, recommended that the government maintain the two Wilderness cemeteries developed the prior June, and establish four new cemeteries: at the Agricultural Fair Grounds as the Soldiers Monument

Association desired, at the Phillips Farm across the river in Stafford County, on the Chancellorsville battlefield, and on the Spotsylvania Court House battlefield.[51]

As the Army moved toward a decision on establishing these national cemeteries through the winter of 1865–1866, concern grew over the fate of the Fair Grounds burials. Assistant Quartermaster General James Moore, responsible for the selection of national cemeteries in Virginia (First Military District), wrote to Quartermaster General Meigs on December 2, 1865 that "no headboards have as yet been erected; nor any other steps taken by that Officer [Quartermaster stationed in Fredericksburg], to layout a Cemetery, or improve and beautify, the present burial ground."[52] Rumors about the threat of desecration to the US graves there mounted. Finally, on April 2, 1866, Secretary of War Edwin Stanton directed Quartermaster General Meigs to "take charge of and enclose…the fields at Fredericksburg, Va., on which the battle was fought…and hold the same as a National Cemet[e]ry and adopt measures to secure the graves from desecration."[53] Stanton was referring to the fairgrounds, as reported by Fredericksburg *Ledger,* which ran an article on April 13, 1866 with the headline "The Agricultural Fair Grounds Seized by the United States."[54]

While the Army thus recognized the fairgrounds as a national cemetery, it would not remain one for long. Assistant Quartermaster General James Moore decided the site was not well suited for burials due to the high water table, which was reportedly just three feet below the surface; it was also surrounded by residential lots, although few had been developed. On May 23, 1866, Moore informed Meigs that the national cemetery should instead be on Willis Hill. In addition to its drier location, Moore was attracted to Willis Hill's scenic views and the protection afforded by its elevated position, on hundred feet above the surrounding plain, noting in his letter to Meigs that the site "overlooked the city of Fredericksburg."[55] Opposition to Moore's recommendation came from the Soldiers Monument Association and other Unionists, who argued that the Fair Grounds offered better access and more space. They also felt it was a much more appropriate location for the Federal dead because so many were already buried there, it would be visible from town across open fields, and it was ground the US Army defended, whereas Willis Hill had been Confederate ground. [56]

The Association was in good company in arguing against having the cemetery on Confederate ground, as many national cemeteries in Virginia were established on ground held by the US, or where US soldiers had fallen, although not exclusively. Gettysburg National Cemetery, established shortly after that battle in 1863, set a precedent by its location at the apex of the Federal stronghold at Cemetery Hill. Alexandria National Cemetery near Washington, established 1862, was near a US supply depot; Glendale National Cemetery near Richmond, established May 1866, was on a farm that served as US headquarters; and Poplar Grove National Cemetery near Petersburg, established in April 1866, was at the camp of the 50th

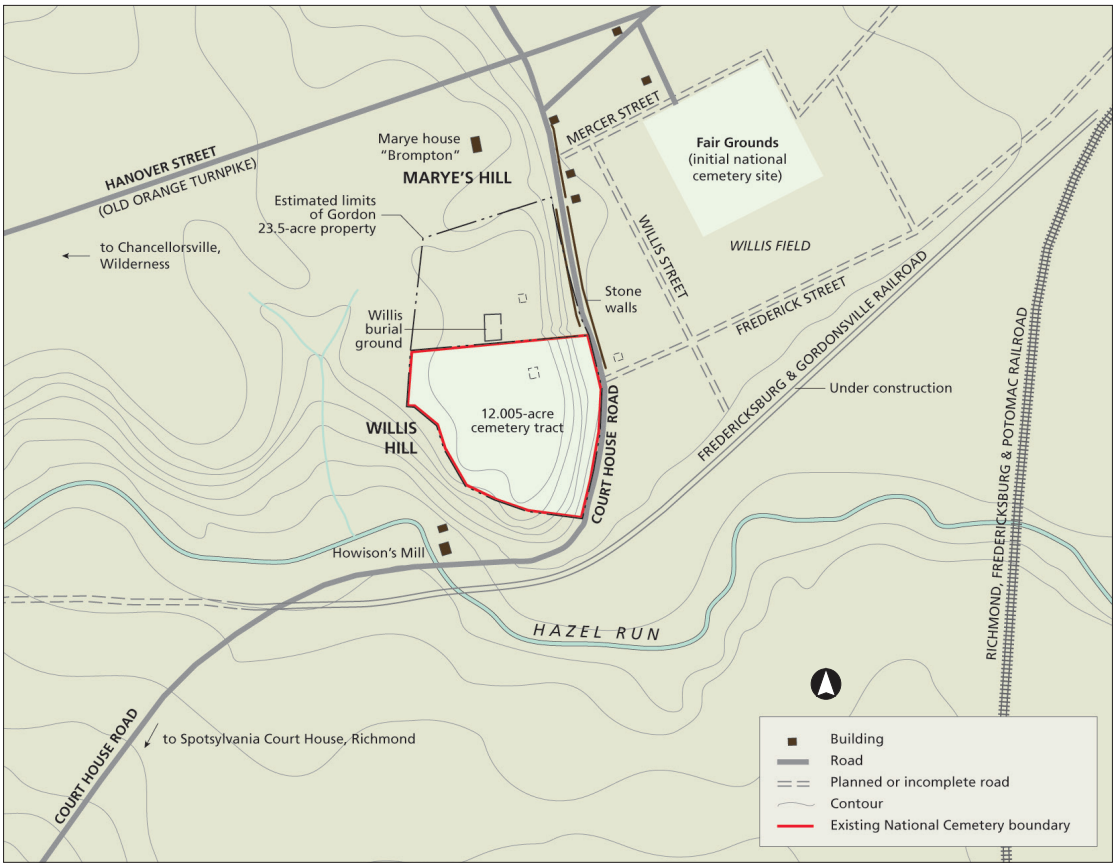



**Figure 1.29. Map of Fredericksburg National Cemetery showing its boundaries and context including relationship to the larger tract owned by the Gordons and the prior cemetery site at the fairgrounds, circa 1866. (SUNY ESF)**

New York Volunteer Engineers. A few were indeed founded on rebel ground, such as Richmond National Cemetery, established in the spring of 1866 just inside the Confederate defensive lines around the city.[57]

Secretary Stanton was not swayed by the arguments for the Fair Grounds site, and by June 7, 1866, he had authorized Assistant Quartermaster Moore to build the national cemetery on Willis Hill. Moore had also decided that, instead of multiple small cemeteries, the Willis Hill site would be the primary national cemetery for the interment of US remains from the four Fredericksburg-area battlefields. Culpeper National Cemetery, established around the same time as Fredericksburg and located about thirty-five miles to the west, would receive a small percentage of the remains from these battlefields. [58]

Under the provisions of the Act of July 17, 1862, the federal government seized a twelve-acre site on Willis Hill by June 1866. The irregularly shaped parcel was directly south of the Willis burial ground and extended to the edges of the plateau and down the hill to Court House Road (fig. 1.29). The parcel was part of the 23.5-acre Willis Hill tract owned by Douglas Gordon, who had purchased 18 of the acres from William Mitchell in 1860 and had apparently since incorporated additional property to the tract.[59]

The War Department did not compensate Douglas Gordon for his property until after Congress passed "An Act to Establish and Protect National Cemeteries" on

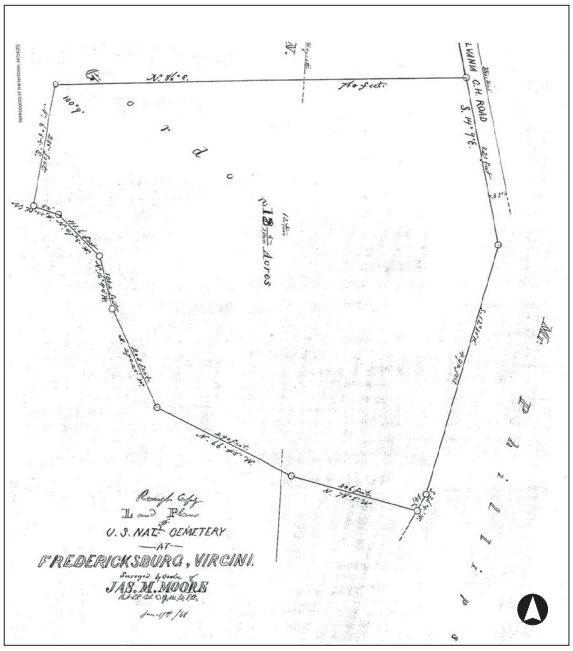



**Figure 1.30. Boundary survey of the 12.005-acre national cemetery tract subdivided from the Gordons' Wilis Hill tract, June 17, 1868. Sunken Road ("Spotsylvania C. H. Road") is at the upper right. (National Archives, copy in Fredericksburg and Spotsylvania National Military Park archives, edited by SUNY ESF))**

February 22, 1867, by which time development of the cemetery was well underway. In the legislation, Congress mandated that the Secretary of War purchase land for national cemeteries in fee simple at a mutually agreed-upon price; or in the case where there was no agreement, the Secretary of War was authorized to seize the property and have the courts determine a fair market value. While Douglas Gordon did initially agree upon a price, he later decided that he would only sell his entire 23.5-acre tract for $300 an acre, which was well above what the government was willing to pay. Ultimately, Gordon agreed out of court to sell the smaller parcel to the government for $250 an acre, or a total of $3,001.[25]. By June 17, 1868, the Army had completed a survey of the 12.005-acre cemetery tract in preparation for acquisition (fig. 1.30). The boundaries, as a later cemetery superintendent described, formed "almost the exact shape of the original map of Virginia before West Virginia was detached."[60] The deed was signed on November 5, 1868, conveying the cemetery tract from Douglas H. Gordon and his wife Ann Elizabeth Lane, then living in Baltimore, to the United States. The deed was not recorded with the Spotsylvania County clerk until April 21, 1869. [61]

## DESIGN OF NATIONAL CEMETERY LANDSCAPES

The national cemeteries established by the federal government for the Civil War dead not only provided decent burial places but were also designed to evoke military associations and federal authority—to serve as commemorative landscapes that honored the collective sacrifices of the many thousands who perished in defense of the Union. Although Civil War-era national cemeteries varied in plan, they were visually united through use of standardized landscape features, drawing upon both military and civilian traditions of cemetery design. [62]

Family, community, and church burial grounds that dated back to colonial times, located in towns or in isolated rural areas, were typically utilitarian landscapes characterized by upright tablet grave markers set in rows and enclosed by walls or fences, with little ornamentation (fig. 1.31). The Fredericksburg City Cemetery, established in 1844 within the town's urban grid, reflected this tradition, as did the military cemeteries established by the US Army at frontier posts prior to the Civil War, although with more uniformity to the layout and grave markers. The temporary national cemeteries established on the Wilderness Battlefield in 1865 were laid out in this same fashion.[63]

**Figure 1.31. A traditional Pennsylvania graveyard illustrating typical character of vernacular burial grounds. (Historic American Building Survey, "The Cloisters, Graveyard, Ephrata, Lancaster County, PA," HABS PA,36-EPH,1M)**

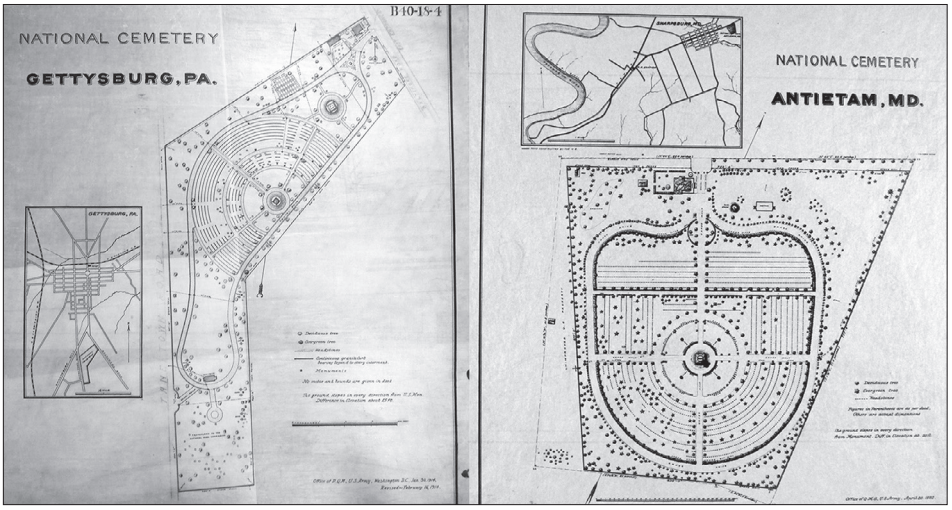
In the 1830s, a new style of burial ground, the so-called rural cemetery or garden cemetery, began to appear in the outskirts of

**Figure 1.32. Richmond's Hollywood Cemetery established in 1847 showing the romantic layout typical of nineteenth century rural cemeteries. (F. W. Beers, Illustrated Atlas of the City of Richmond, Section P, 1877)**

major cities beginning with Mount Auburn Cemetery outside Cambridge, Massachusetts that was established in 1831. Richmond's Hollywood Cemetery, founded in 1847 and designed by John Notman of Philadelphia, was inspired by Mount Auburn Cemetery (fig. 1.32). Designed in the style of picturesque English landscape gardens popularized in the eighteenth century, rural cemeteries were intended as pleasure grounds as well as utilitarian places of interment. They featured landscapes with idealized rural characteristics typified by winding drives, informal plantings, and architectural monuments that integrated nature and art.[64]

Several early national cemeteries combined elements of traditional burial grounds with aesthetic attributes characteristic of rural cemeteries. Gettysburg National Cemetery, established in 1863 as Soldiers National Cemetery, was designed by landscape gardener William Saunders using a semi-circular burial area with uniform curb-like grave markers in concentric circles that evoked military formation and traditional mortuary associations with eternity (fig. 1.33). Saunders designed the grounds surrounded the burial area in the English landscape style with a winding drive, lawn, and informal groupings of trees with a rich horticultural variety. Saunder's guiding design principles were simple grandeur and propriety. Antietam National Cemetery, established in 1865, featured a similar concept, combining a uniform, geometric burial area surrounded by a more informal landscape.[65]

**Figure 1.33. Maps of Gettysburg and Antietam national cemeteries showing formal geometric design of the burial areas with surrounding informal designed grounds. (Office of the Quartermaster General, maps of national cemeteries, 1892, National Archives, RG 92, copies from National Cemetery Administration History Program and Gettysburg National Military Park archives)**




Both the Gettysburg and Antietam cemeteries were established by states and later incorporated into the National Cemetery System. Working under numerous constraints, the War Department laid out its national cemeteries during the initial development period through 1869 with an emphasis on economy, which generally translated into most ground devoted to burials and little set aside to provide a picturesque landscape setting. These national cemeteries ranged from small burial plots such as the half-acre Ball's Bluff National Cemetery near Leesburg, Virginia with 54 interments, to the seven-acre Poplar Grove National Cemetery on the Petersburg Battlefield with 6,181 interments and the 33-acre Memphis National Cemetery with 13,965 remains. The War Department later identified

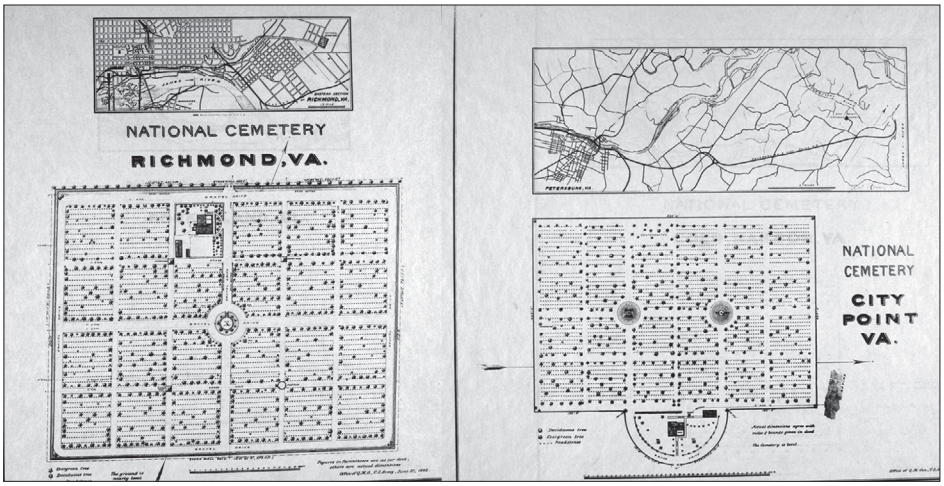



**Figure 1.34. Maps of the national cemeteries at Richmond and City Point showing geometric layout with circular elements at the centers. The Richmond plan has the lodge within the enclosure, while the City Point plan has it outside. (Office of the Quartermaser General, maps of national cemeteries, 1892, National Archives, RG 92, copies from National Cemetery Administration, History Program)**

its national cemeteries according to class, from first to fourth based mostly on the number of interments. Ball's Bluff was designated fourth class and Memphis first class. Fredericksburg National Cemetery with 15,118 interments was one of four first-class cemeteries in Virginia, along with Arlington, Hampton, and Richmond. The War Department determined the number of improvements at its national cemeteries, as well as the pay of the superintendents, depending on class ranking.[66]

The designers of most of the Army's national cemeteries remain unknown, although Army engineers most likely played a major role. Many were laid out in careful geometries, with straight rows reflecting military order and many with circular elements that reflected the funerary symbolism of life eternal and recalled the design of the burial grounds at Gettysburg. The national cemeteries at Richmond and City Point, both established in 1866, featured rectangular plots with neat, gridded burial areas, axial drives, and central circular features for flagstaffs or monuments (fig. 1.34). These plans were possible due to the level sites, which facilitated layout and burials. A smaller percentage of national cemeteries were designed with more complex, circular plans such as Poplar Grove near Petersburg and Glendale near Richmond. While most of these landscapes were taken up by burials, many were laid out to take advantage of views and preserve pre-existing trees.[67]

In contrast to these geometric cemeteries, a few were developed on hilly, elevated ground, which necessitated a more informal arrangement of the burial areas with curving drives and scenic views that recalled characteristics of the rural cemeteries. Vicksburg National Cemetery, a first-class cemetery spread across 116 acres, was developed on a bluff overlooking the Mississippi River (fig. 1.35). Burial plots still featured regimented rows, but they followed the contours of the land and required terracing of steep slopes, a solution that would be used at Fredericksburg.[68]

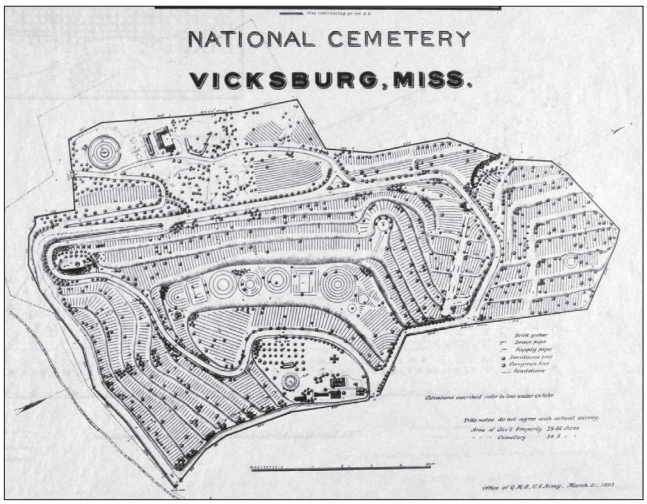



**Figure 1.35. Map of Vicksburg National Cemetery showing adaptation of the cemetery plan to hilly topography through terracing. (Office of the Quartermaser General, maps of national cemeteries, 1892, National Archives, RG 92, copy from National Cemetery Administration, History Program)**

While the layout of national cemeteries was not uniform, they were developed with standard features, which during the establishment period through 1869

**Figure 1.36. Standard first-generation national cemetery features showing wooden headboards, gravel drive with brick gutters, mounded graves, turf, and flagstaff at Soldiers' Home National Cemetery, Washington, D. C., circa 1870. ("The National Cemetery, rear of Soldiers' Home, Washington, D.C.: Under the supervision of Capt. James M. Moore, A.Q.M., U.S.A.," The New York Public Library Digital Collections, 510d47dd-e796-a3d9-e040-e00a18064a99)**

were mostly temporary due to the enormity of the government's financial and logistical burden, as well as the capability of the burial corps. As required through General Orders No. 33 and the Act of July 17, 1862, the War Department enclosed most of the cemeteries with a whitewashed picket (paling) fence, and erected uniform, white-painted wood headboards with black lettering indicating names where known along with the grave number (fig. 1.36). With passage of the Act to Establish and Preserve National Cemeteries that Congress passed on February 22, 1867, additional features were required including a lodge for the superintendent, sod over the graves, and gravel on the walks and drives. Graves were mounded to provide earth to even the ground as the wood coffins decomposed. Other standard features that were part of the initial development of national cemeteries included a central flagstaff, often placed upon a circular mound and surrounded by one or more gun monuments depending on the size of the cemetery; brick gutters along the drives; an outbuilding for maintenance; and an entrance gate.[69]

## FREDERICKSBURG NATIONAL CEMETERY DEVELOPMENT, 1866–1869

By May 1866, soldiers of the 11th US Infantry had begun to transport remains from the battlefields to Fredericksburg for interment in the national cemetery, but it was not until early June 1866 that Quartermaster General Montgomery Meigs approved the Willis Hill site recommended by his assistant, James Moore. Once the national cemetery site was selected and the burial plots staked out, many thousands of remains were interred over the next two years. The work was done by approximately 200 private laborers hired in June 1866 as the so-called Burial Corps. The government provided them living quarters in a tent camp established at the Hall Farm at the foot of Willis Hill, which the laborers named Camp Augur.[70]

The Burial Corps was overseen by Assistant Quartermaster James Moore, while Lieutenant Edward M. Mahon, who was appointed the first cemetery superintendent on August 6, 1867, served as the local person in charge. As required through the National Cemetery Act of 1867, he was a wounded veteran, having lost his left leg at the Battle of Second Manassas as a First Lieutenant in the 80th New York. Along with a small crew of his own, Mahon was most likely responsible for maintenance work such as mowing and weeding as well as keeping the burial register, while the Burial Corps focused on construction. Superintendent Mahon served until 1870.[71]

The Burial Corps finished its work on the graves by October 1868, at which time the cemetery contained 15,118 interments. These numbers made Fredericksburg

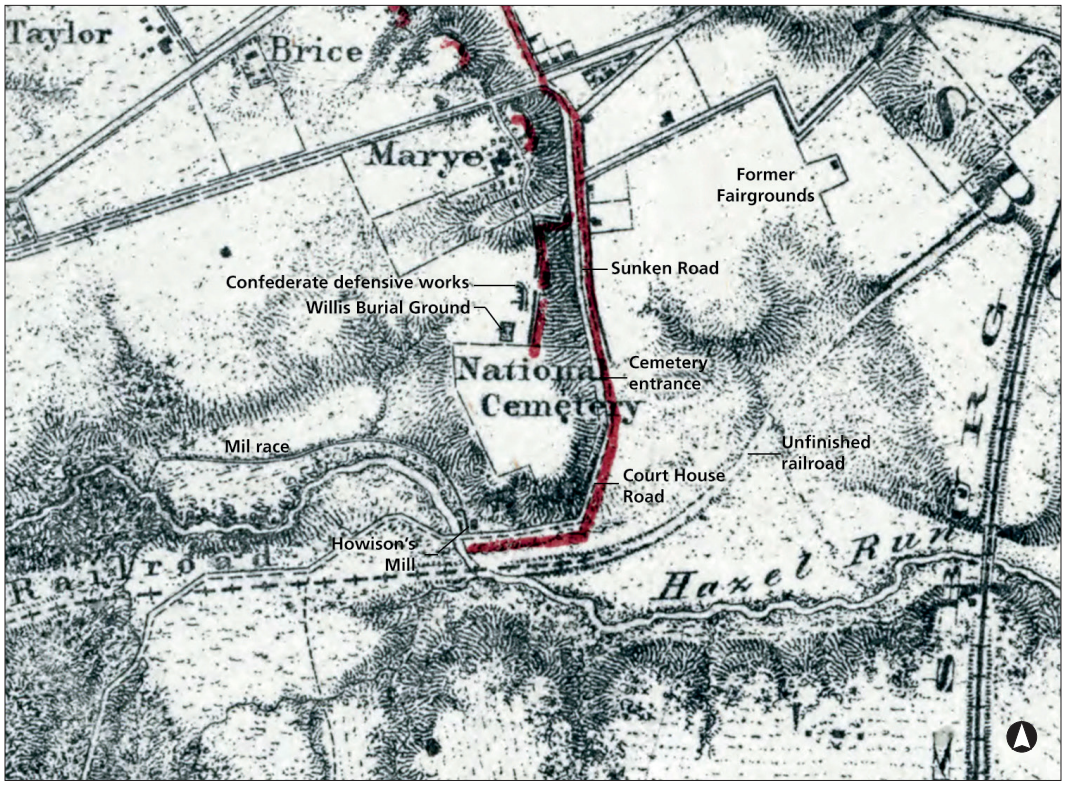



**Figure 1.37. Map of Fredericksburg Battlefield completed in 1867 showing limits of the national cemetery, the hilly topography, and the surrounding context. (Detail, "Fredericksburg / Prepared by Bvt. Brig. Gen'l. N. Michler, Major of Engineers, from Surveys under his direction...1867," Library of Congress, digital ID cw0553800, annotated by SUNY ESF)**

the fourth largest of the national cemeteries after Vicksburg (16,600), Nashville (16,526), and Arlington (16,264). The Burial Corps also constructed much of the cemetery landscape, which was completed in large part by the time they disbanded on March 31, 1869.[72]

#### Plan of Fredericksburg National Cemetery

At some point in the late spring of 1866, Assistant Quartermaster Moore approved a plan for Fredericksburg National Cemetery. While no known record survives of its design or how it was conceived, it had been staked out by June 8, 1866, according to the Fredericksburg *Ledger:*

> Willis Hill, that commanding spot overlooking the town, has been selected by the United States officials, as the Cemetery for the Federal dead. Workmen are engaged in spading up the ground, which has been staked off by the Engineers, and a large number of coffins have been received from Washington.[73]

The cemetery plan that the Army engineers staked out was a straightforward grid that responded to the irregularities of the cemetery boundary and the topography, which included a shallow ravine at the south side and a steep slope on the east side (fig. 1.37). The cemetery was organized into four divisions lettered A, B, C, and D, each of which was then subdivided to form twenty sections also identified by letters (fig. 1.38). This designation system was used to document the location of graves, which were not individually numbered. Graves were spaced five feet apart with the head to the west, and were aligned in north-south rows approximately 8.5 feet apart, which translated into walks (area between graves) of about 2.5 feet (fig. 1.39).[74]

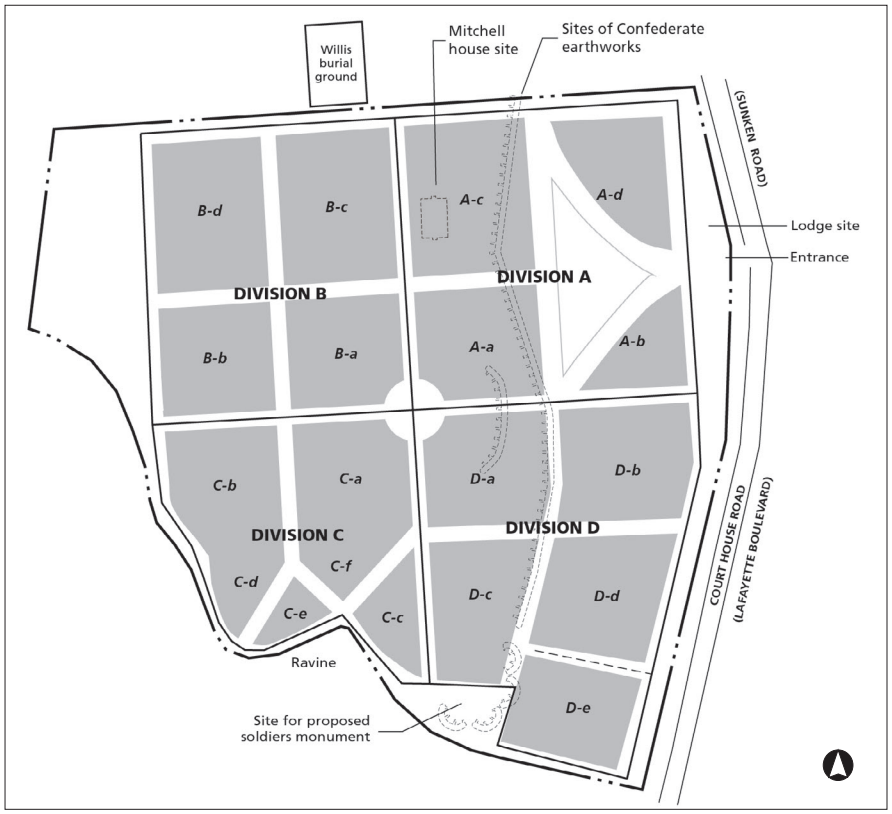
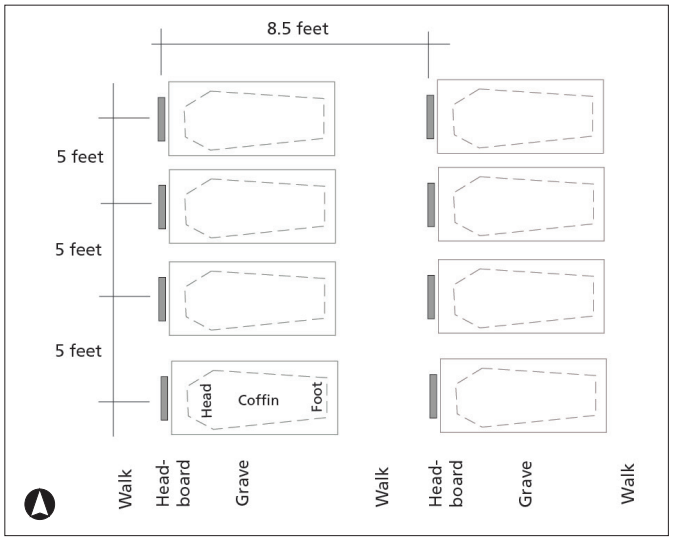



**Figure 1.38. Map of Fredericksburg National Cemetery showing presumed original 1866 layout with divisions A and D extending across the east hillside toward Courthouse Road. (SUNY ESF)**

The spaces between the sections, on average 15 feet wide, served as the carriage drives. These were in a grid pattern, except at the ravine at the southeast end of the cemetery, along the perimeter, and on the east hillside where the entrance drive forked as it ascended the slope. This main drive was built off Court House Road (Telegraph Road), opposite the Hall Farm at the end of the stone wall near the planned intersection of Frederick Street, which had not yet been built (see fig. 1.37).

The center of the cemetery at the intersection of the four divisions was placed at the geographic center of the twelve-acre tract, which was off-center on the hilltop, closer to the edge of the east hillside than to the north, south, and west boundaries. A small circular area at the center was reserved for the cemetery flagstaff; the triangular area between the forked entrance drive was reserved as greenspace. A third area excluded from burials was a circular plat at the crest of the hill at the southeast end of the cemetery, where the Confederate Eshleman's Battery (Washington Artillery) had stood. It was reserved for the monument that the Soldiers Monument Association had planned for the Fair Grounds. This site provided panoramic outward views and would allow the monument to be visible from Fredericksburg, as the association had originally intended. Unhappy with the Army's selection of Willis Hill, the association shortly thereafter withdrew its support for the monument and disbanded.[75]

**Figure 1.39. Typical layout of graves in Fredericksburg National Cemetery. Not to scale. (SUNY ESF)**




By October 1867, a little more than a year into the burial work, the cemetery layout was altered on the east hillside, replacing what was mostly likely intended to be regular rows of graves on the steep twenty percent slope with a smaller number of rows built on terraces parallel with the slope (fig. 1.40). This occurred as the grave sites on the level hilltop were nearing capacity and the Burial Corps was ready to start, or had just started, interring remains on the east hillside. The origin of this change was claimed by the

inspector of national cemeteries, according to his inspection report of October 21, 1868:

> The ground on the east side, bordering the road, was much broken, and liable to wash with heavy rains. After the previous inspection [probably June 1867], at my suggestion, additional ground was taken in [as burial grounds] and made into eight terraces on the right and nine on the left of the entrance, with the slopes well sodded, perfectly securing this front.[76]

At the time of this October 1868 inspection, the Burial Corps had just completed its work on the graves, including a single row of graves on each terrace. At the time, the terrace graves were apparently still part of the original division-section designation since the inspector referred to twenty sections within the cemetery.[77] However, the terraces were soon given their own numerical designation, beginning with terrace #1 at the top of the hill. The addition of the terraces created an inconsistency in the division-section designations on the hilltop area of the cemetery: a section to the west of Division B was designated Division A-Section B, when logically it should have been Division B, Section E (see fig. 1.40). A possible explanation is that these graves had been moved from the east hillside where Division A, Section B was originally located (presumably the second section to be filled with graves), to allow for grading of the terraces and creation of the triangular open space at the fork of the main drive. Rather than change the burial record that indicated the location of each grave, the original division-section designation followed the graves to their new location. [78]

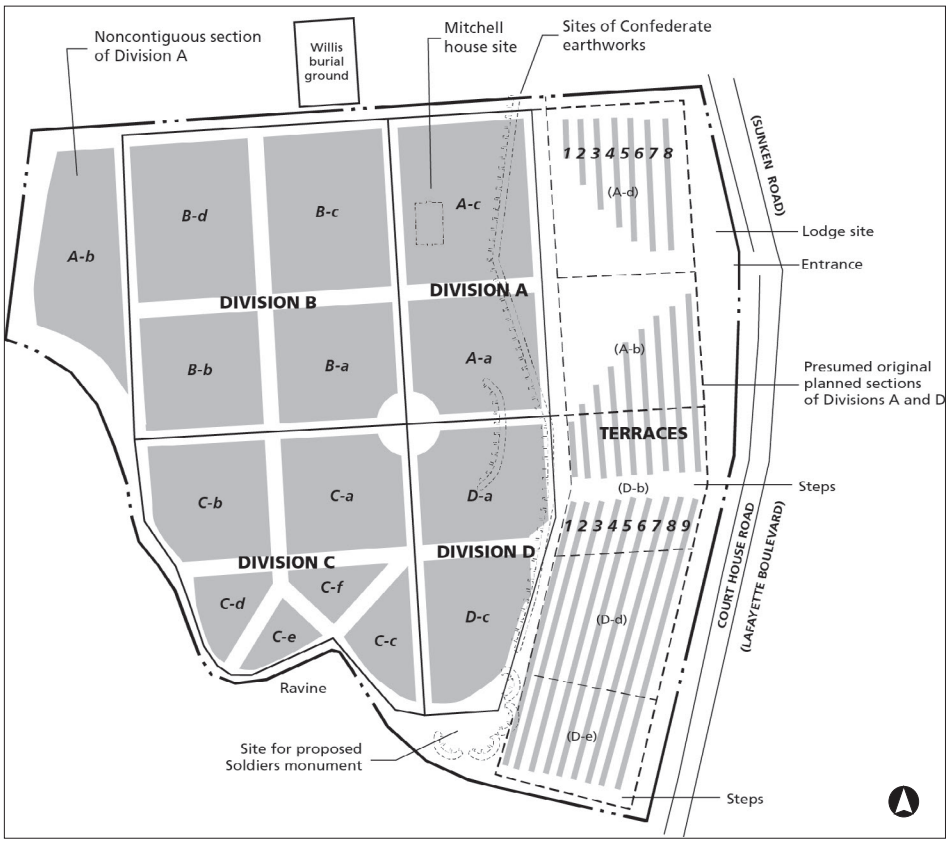



**Figure 1.40. Map of Fredericksburg National Cemetery showing revised layout adopted around 1867 that converted the eastern divisions into burial terraces with their own numbering system. Section A-b was presumably relocated west of Division B as part of this revised layout. (SUNY ESF)**

Plans for the terraces called for banks 8 to 10 feet tall, and horizontal surfaces (terrepleins) where the graves were located measuring between 14 and 17 feet in width—twice as far apart as the standard rows of graves (fig. 1.41). For drainage, the terrepleins were designed to slope three inches back to the base of the bank, where a subterranean pine-box drain was to carry runoff to lateral drains at undetermined locations. While the two perimeter drives were continued down the slope, none of the interior ones were, except for the main drive. Instead, the

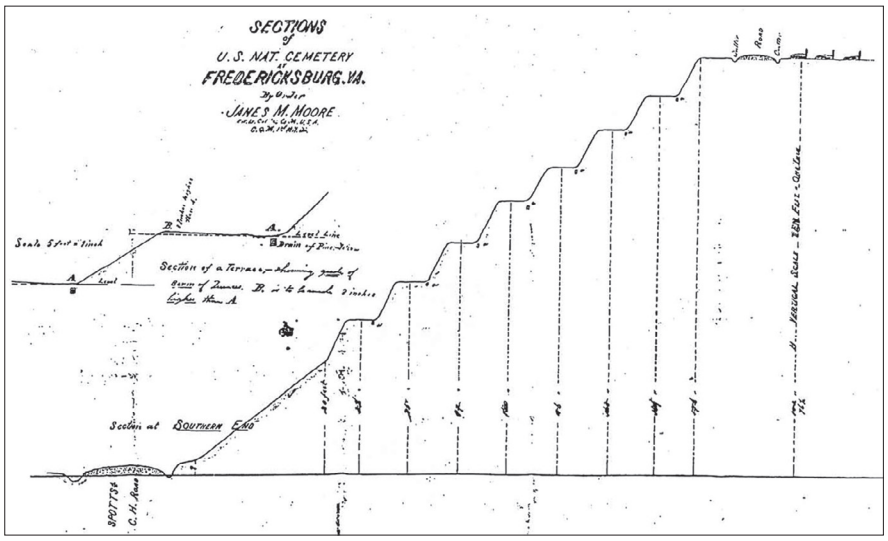



**Figure 1.41. A section through the southern terraces, looking south with Courthouse Road (Lafayette Boulevard) at left, circa 1867. The vertical scale of the main drawing is exaggerated. ("Sections of U.S. Nat'l Cemetery at Fredericksburg, VA.," National Archives, copy in Fredericksburg and Spotsylvania National Military Park archives)**

**Figure 1.42. Panorama looking north across the newly constructed terraces and the largely completed burial sections on top of the hill, October 1867. Also visible are early national cemetery improvements including the enclosure fence, gateway, lodge, and flagstaff. Graves had not yet been dug on the terraces, and the wooden steps had apparently also not yet been built. ("Our National Cemeteries," *Harper's Weekly,* October 26, 1867)**

southern terraces were accessed by two sets of wooden steps, at the south end and middle of the terraces. The shorter northern terraces did not have steps due to the proximity of drives. These had eight instead of nine terraces because the bottom of the hill was built as a much wider terrace to accommodate the cemetery lodge, a requirement of the Act of February 22, 1867.[79] Construction of the terraces was completed by late October 1867, when *Harper's Weekly* published an etching of the newly graded ground, without graves (fig. 1.42).[80]

### Graves

In June 1866, the Burial Corps began its work interring remains of US soldiers in the national cemetery. They began at Division A-Section A at the center, and most likely completed their work on the terraces. Graves were generally clustered according to the battlefields upon which the remains were retrieved. There was no sorting of graves by state or known/unknown, although Sections A-B and C-E contained mostly unknown graves. Known graves contained the remains of one body, while unknown graves contained remains from multiple bodies, usually two or three, but in some cases up to twelve. Each grave was covered by a mound of earth intended to provide fill as the

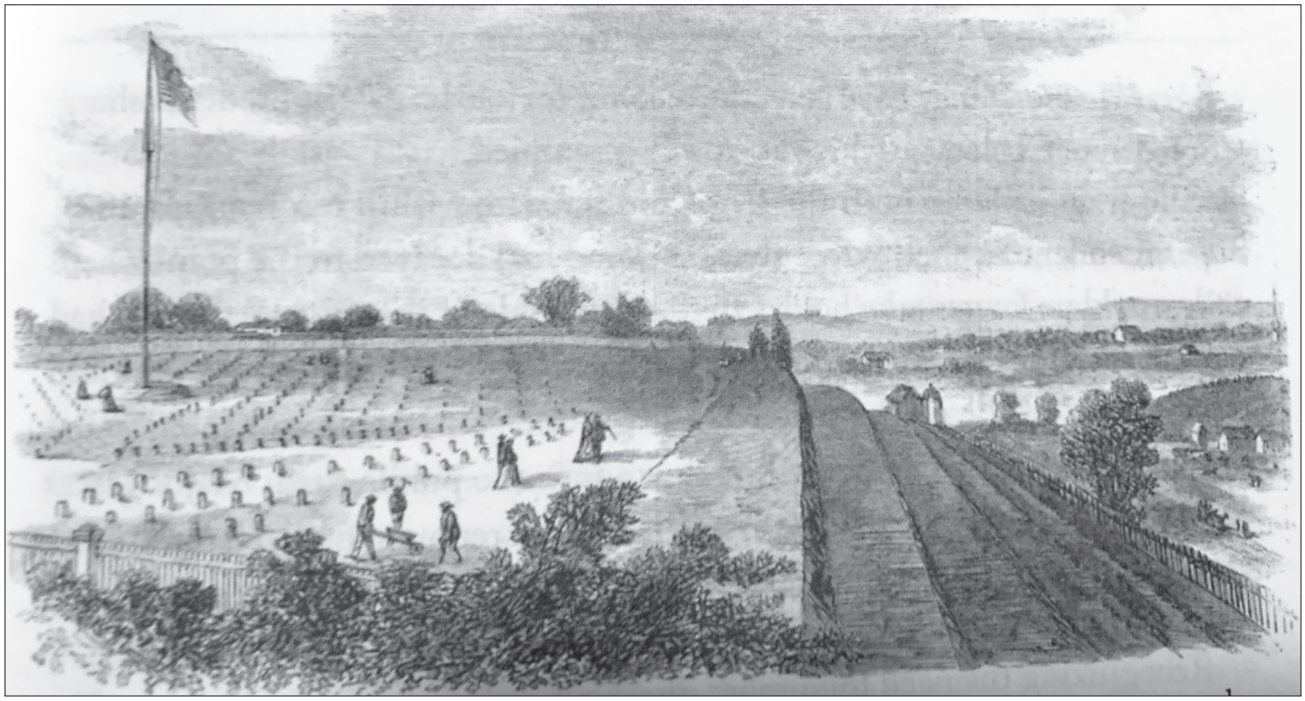


**Figure 1.43. Headboards in Fredericksburg National Cemetery installed between 1866 and 1868, looking northeast across Divisions A and B with the Willis burial ground visible in the distance, circa 1873. Note mounded graves. The trees were planted after 1868. (F. Theodore Miller photograph, Jerry Brent Collection, copy in Fredericksburg and Spotsylvania National Military Park archives, digital photograph 2087)**

wooden coffin decomposed. Sod for the graves was harvested from surrounding areas, including two acres of sod taken from Joseph Hall's farm at the foot of Willis Hill.[81]

Each grave, whether known or unknown, received the same standard government white-painted wooden headboard—a tablet marker placed at the head of the grave that measured approximately 24 inches tall with a slightly rounded top (fig. 1.43). The lettering in black paint displayed the name of the soldier, rank, unit, the battlefield where retrieved, and for unknown graves, the number of remains. A few headboards received a more elaborate font and commemorative lettering (see fig. 1.23). The headboards in all divisions faced east. Because of the use of a standard headboard for all graves, the lack of sorting by known/unknown did not have a visual impact on the uniformity of the cemetery landscape.[82]

Between June 1866 and October 1868, the Burial Corps interred 15,128 remains in 6,574 graves, substantially filling all space in the cemetery. The last interment during the Burial Corps' orderly process was in the grave later numbered 6604, containing the single remain of an unidentified solider. Example of the thousands interred include the following (using later assigned grave numbers):

- Graves #3231 and #3256: Brothers Frank Workman and Josiah Workman of Wisconisco, Pennsylvania, who served in the 96th Pennsylvania and were both killed at the Battle of Spotsylvania Court House, May 10, 1864. The brothers were reinterred from a single grave on the battlefield that contained two other soldiers.
- Grave #4913: Corporal John (Johann) Warner of Syracuse, New York, who died in the Battle of Fredericksburg, December 14, 1862. Warner was reinterred from a marked grave at the Cunningham house in Stafford County, across the river from Fredericksburg.
- Grave #3834: Second Lieutenant Peter D. Froeligh of the 146th New York, killed at Saunders Field on the Wilderness Battlefield, May 5, 1864. He was reinterred from an unmarked grave on the battlefield into an unknown grave at the national cemetery. His remains were later identified.
- Grave #240: Private Heinrich Kullman, 140th New York, veteran of the Battle of the Wilderness, killed by accidental fire while eating breakfast with his regiment, May 17, 1864. Reinterred from a grave near a field hospital.
- Grave #4084: Two unknown soldiers, both belonging to the First US Sharpshooters, reinterred from the Mine Run Battlefield and from Stafford County. [83]

According to the October 1868 inspection, known graves were tallied at 98 officers, 2,309 white soldiers, four sailors, two African American soldiers, and

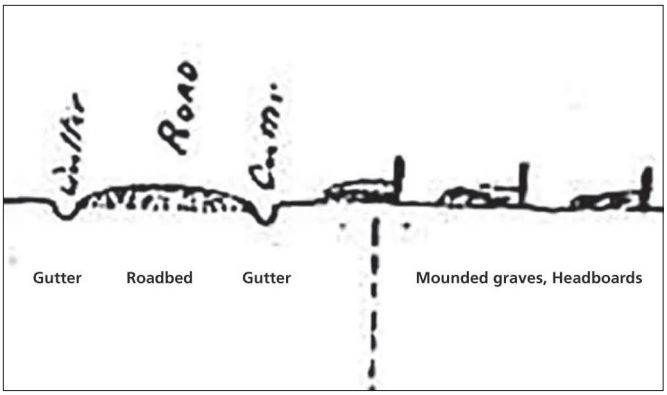


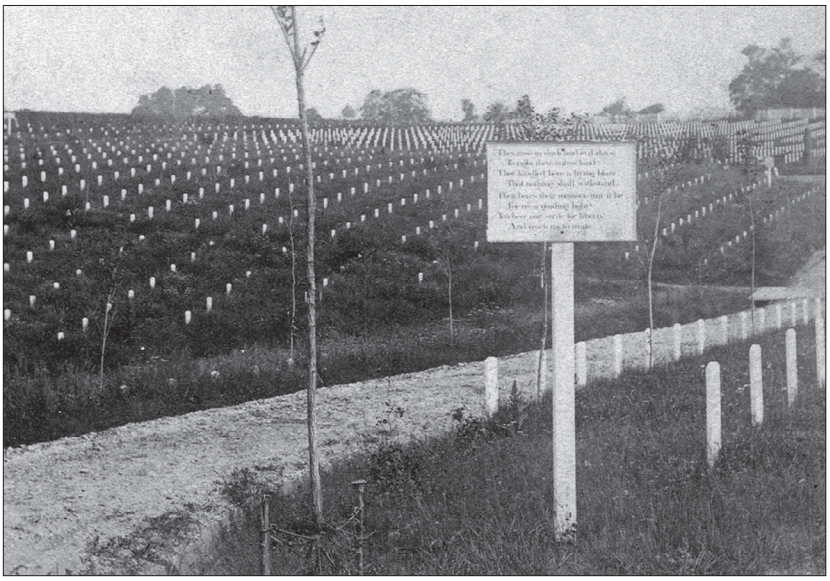

**Figure 1.44. Section of a cemetery drive showing crowned roadbed and gutters, circa 1867. (Detail of "Sections of U.S. Nat'l Cemetery at Fredericksburg, VA.," National Archives, copy in Fredericksburg and Spotsylvania National Military Park archives, annotated by SUNY ESF)**

two employees. Unknown remains were tallied at 35 officers, 12,676 white soldiers, and two black soldiers. By 1870, the cemetery counted 15,068 burials, reflecting the loss of about 60. This decrease is attributed at least in part to families from the North who reinterred their relatives to cemeteries near home. This was the case for the graves of Colonel John W. Patterson of the 102nd Pennsylvania, John Coons of the of the 14th Indiana, and Henry O. Ryerson of the 10th New Jersey.[84]

**Landscape Completion**

While the Burial Corps spent most of its effort on recovering remains from the battlefields, camp sites, and hospitals and interring them in the national cemetery, some worked on constructing the rest of the cemetery landscape. At the time, the Quartermaster had not standardized the design of cemetery features, aside from the headboards and lodge, but rather relied on the individual abilities of the Burial Corps, commanding officers, and cemetery superintendents. While there is little record of the Burial Corps' specific tasks at Fredericksburg, they probably shared a similar experience to other national cemeteries, such as Poplar Grove where its Burial Corps, according to the superintendent, had "a party employed in completing the cemetery" as of August 1867.[85] The Burial Corps at Fredericksburg most likely constructed the drives and gutters, erected the flagstaff, and built the enclosure fence and lodge. The Burial Corps completed its work by the time it broke down its camp at the Hall Farm just outside the cemetery gate on March 31, 1869.[86]

**Figure 1.45. A north-south drive between Divisions C and D showing elevated roadbed and gutters, looking northeast, circa 1870. Visible in the right distance are wood planks that cover the gutter as it crossed the road. The wooden tablet (sign) displays verses from the 1843 poem, "The Memory of the Dead." (F. Theodore Miller photograph, Jerry Brent Collection, copy in Fredericksburg and Spotsylvania National Military Park archives)**



One of the first improvements in the cemetery landscape aside from the graves were the roads, known as drives or avenues intended for use by carriages as well as pedestrians. These were probably roughly constructed while the graves were being dug, and finished once the surrounding burial sections were complete. The drives were built within the 15-foot space between the burial sections, and as completed included an elevated, crowned roadbed and deep gutters on both sides (fig. 1.44). The lightly constructed drives had an earthen bed that was finished with an earth-gravel surface (fig. 1.45). The use of gutters, lined with dry-laid brick, was a common improvement in Virginia's national cemeteries; Poplar Grove had 12,000 linear feet of brick-lined

gutters by 1867. Fredericksburg's gutters extended along both sides of all drives and were covered by wood planks where they crossed drives. Single brick gutters were constructed at the foot of each terrace, most likely following the addition of interments in 1868, apparently in place of the originally specified underground wooden drains intended for the bottom of the terrace banks.[87] The gutters functioned well according to the inspector of national cemeteries, who remarked in his October 1868 report on the "perfect" condition of the cemetery's drainage.[88] Wooden culverts, amounting to 378 feet in length, carried drainage underground and outside of the cemetery, probably where the brick gutters terminated near the southern, western, and eastern perimeter.[89]

The intersection of the central north-south and east-west drives at the center for the cemetery converged in a small circle around the cemetery's 125-foot-tall white-painted wood flagstaff that consisted of a main mast and a shorter top mast, reinforced by a cable stay. It was most likely erected at the beginning of the burial process in June 1866, and by October 1867 featured a low, 15-foot-diameter mound, perhaps just enough to cover the foundation, which was generally an iron tube known as a socket (see fig. 1.42). By the following October, the mound had been raised to eight feet in height with very steep turf sides, in the shape of a truncated cone (fig. 1.46). The top edge was lined by a picket railing, and a narrow seven-step flight of wooden stairs that provided access up the east front. Such mounds were standard features in national cemeteries and were designed to enhance the prominence of the flagstaff, elevate the place where the halyard was raised, and conceal the socket. Poplar Grove had a similar mound to Fredericksburg, at six feet high and fifteen feet wide, but may not have had a railing. Richmond's mound was much wider and featured a gazebo-like pavilion at the top instead of a railing.[90]

The inspector of national cemeteries was unimpressed with the symbolic heart of Fredericksburg. In his October 1868 inspection, he remarked that it was "entirely too small for so imposing a cemetery," and recommended that the mound be raised from eight to fifteen feet in height, and that the drive around the flagstaff be enlarged to a diameter of 65 feet including the central mound, which would require the removal of ninety-six interments. While the mound was not raised, the circular drive was apparently enlarged and the surrounding graves removed to create a square open space. It was at the corners of this square, about 30 feet from the mound, that the cemetery

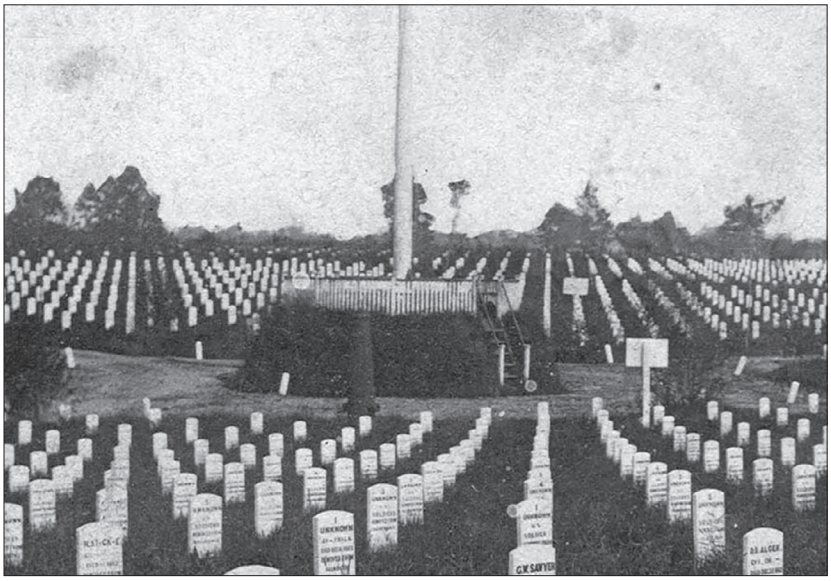


**Figure 1.46. The eight-foot-tall flagstaff mound, looking northwest from Section D-A, circa 1870. Also visible are the upright gun monuments installed in late 1868 or early 1869. (Detail, F. Theodore Miller photograph, Jerry Brent Collection, copy in Fredericksburg and Spotsylvania National Military Park archives)**

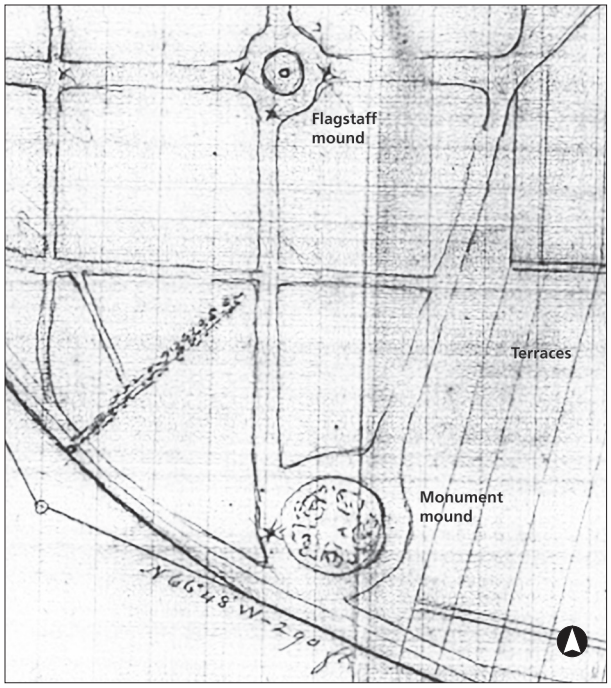
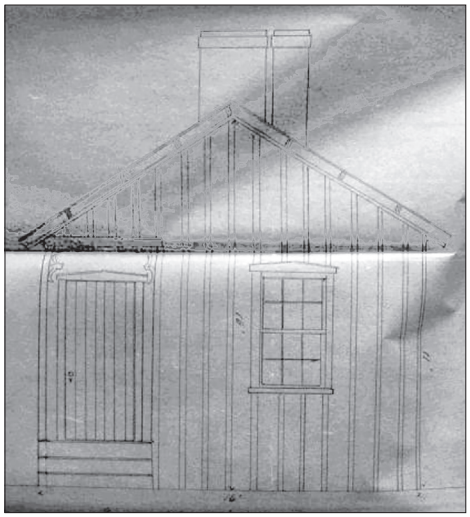



**Figure 1.47. Detail of a sketch plan showing circle with mound at the site of the proposed soldiers' monument, 1873. ("Plat of Fredericksburg Cemetery Surveyed by Jo. G. Reid, May 7, 1873," National Archives, copy in Fredericksburg and Spotsylvania National Military Park archives, annotated by SUNY ESF)**

**Figure 1.48. Drawing of the front of a standard temporary wood lodge built around 1868 at Knoxville National Cemetery. Fredericksburg's lodge followed the same plan. (National Archives I, RG 92, Entry 576, from Historic American Landscape Survey, "National Cemetery Administration, Superintendent's Lodges," 2013, HALS DC-46)**



received four gun monuments, a standard feature of national cemeteries in Virginia. Shipped to the cemetery in fall 1868, these were decommissioned Columbiad cannon tubes, most likely from Fort Monroe, Virginia, and were installed in an upright position at a height of approximately 6 feet 7 inches, with a cannon-ball cap. As a first-class national cemetery, Fredericksburg received the maximum number of these monuments; smaller cemeteries such as Culpeper received just one. [91]

The circular drive at the flagstaff was one of two in the cemetery. At the site of Eshleman's Battery (Washington Artillery) at the southeastern edge of the plateau overlooking the terraces and Willis Plain to the east, the drives formed a larger circle that surrounded a mound intended for the monument proposed by the Soldiers Monument Association (fig. 1.47). This mound was built after October 1867, probably at the same time as the raised flagstaff mound, but it remained unoccupied since the Association had abandoned its plans for the monument. [92]

Because of financial and logistical constraints, the Quartermaster planned temporary enclosures and lodges as part of the initial cemetery development. Fredericksburg's wooden lodge was erected by October 1867 north of the cemetery entrance off Court House Road. The one-story building followed a Quartermaster standard plan issued in 1867 for a three-room single-story lodge with rectangular plan, board-and-batten siding, a central chimney, and a gable roof (fig. 1.48). Fredericksburg's lodge was on the bottom (9th) terrace north of the drive, and was oriented parallel to the terraces, with the gable wall facing the entrance drive (see fig. 1.42). A frame, board-and-batten gable-roofed maintenance building, known as the Tool House, was built behind (north of) the lodge and was most likely accessed from the north drive along the perimeter wall. Water was provided through a well dug at the lowest part of the cemetery, near the entrance and lodge.[93]

The perimeter enclosure fence was a short, three-foot-tall, whitewashed paling (picket) fence that was completed by October 1867, after the terraces had been graded. Probably built by the Burial Corps, it featured cedar posts, pointed-top pickets, and black-painted post caps (figs. 1.49, 1.50). There was no standard design for these enclosures, but most were paling fences. Richmond National Cemetery, for example, had a more elaborate, taller paling fence that featured refined pickets in an alternating pattern, and was entirely white. Fredericksburg's enclosure turned inward along the entrance drive to a prominent arched gateway

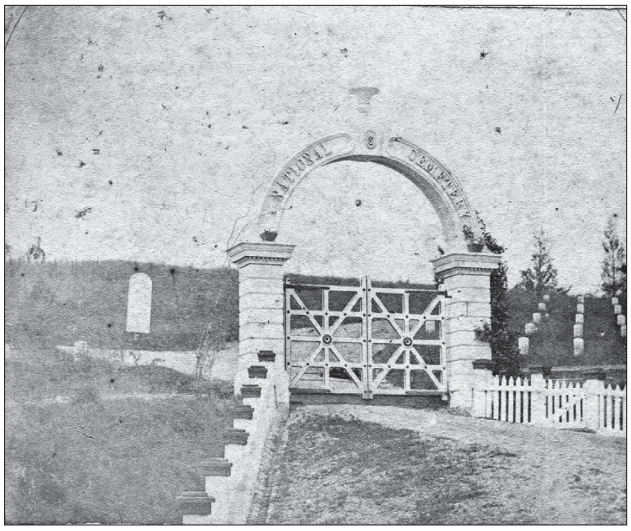


**Figure 1.49. The picket or paling enclosure fence on the approach to the arched gateway at the cemetery entrance, looking northwest, circa 1870. The arched sign in the background probably displayed cemetery regulations. (F. Theodore Miller photograph, Jerry Brent Collection, copy in Fredericksburg and Spotsylvania National Military Park archives)**

positioned just below the fork in the main entrance drive. Unlike the fence, the gateway was most likely not the work of the Burial Corps, but rather a standardized, possibly premanufactured design that the Quartermaster installed at the entrances of at least five national cemeteries. The white-painted gateway featured wooden piers made to look like ashlar masonry, which supported a molded arch emblazoned with "National – US – Cemetery" and surmounted by an urn—a traditional symbol of death. Two wooden gates closed off the entrance, while their open design allowed views in. From the gateway, the 125-foot two-masted flagstaff at the center of the cemetery was clearly visible, creating a similar perspective to the current shorter and closer flagstaff that is on the crest of the hill (see fig. 1.50). [94]

The gateway was the most ornamental feature built as part of the initial development of Fredericksburg National Cemetery between 1866 and 1869. Several other ornamental and commemorative features may have been added by the spring of 1869 in anticipation of celebrating the completion of the national cemetery. After the Burial Corps finished the interments in October 1868, the remaining men, who encamped at the Hall Farm until March 31, 1869, continued to make improvements over the winter and early spring of 1868–1869 prior to the official end of federal occupation on April 1, 1869. Without graves to dig or headboards to erect, and with the lodge, enclosure fence and gate, and drives complete, the Burial Corps and superintendent could focus on adding some refinements to the landscape.[95]

**Figure 1.50. The cemetery entrance gate looking southwest with the 125-foot-tall flagstaff at the center of the cemetery in the left distance, circa 1871. (F. Theodore Miller photograph, Jerry Brent Collection, copy in Fredericksburg and Spotsylvania National Military Park archives)**

In October 1868, the inspector of national cemeteries reported that Fredericksburg National Cemetery had no trees or shrubs, but this changed over the next six months. Because the Quartermaster did not provide funding to acquire nursery stock for the national cemeteries, the Burial Corps most likely transplanted trees from surrounding areas. At Poplar Grove, for example, the Burial Corps transplanted approximately 1,000 Eastern red-cedar trees into the cemetery during the winter of 1868–1869. At Fredericksburg, the Burial Corps may have occupied themselves during the winter with transplanting these same trees, often found in old fields, along both sides of the two sets of terrace steps, along the main drive, and around the central flagstaff.[96]

**Figure 1.51. One of the wooden commemorative tablet, this one with verses from the 1861 poem, "The Stripes and the Stars," looking southwest, probably across Section D-b, circa 1870. In the distance is the enclosure fence. (F. Theodore Miller photograph, Jerry Brent Collection, copy in Fredericksburg and Spotsylvania National Military Park archives)**

In addition to beautifying the landscape, the red-cedar trees may have also served a commemorative purpose—evergreens were traditionally symbols of life-everlasting. More literal commemorative gestures were signs with solemn poems placed at intervals along the cemetery drives, most likely installed as part of the cemetery's completion in spring 1869. Typically called tablets, these signs were white-painted vertical boards with narrow, black-painted frames set on substantial square posts about four feet above the ground—ample height for reading by pedestrians and those in carriages (fig. 1.51, see also figs. 1.45, 1.46). They were placed around the circle that surrounded the flagstaff, and within the burial sections facing the drives. The larger commemorative tablets each contained one of two stanzas from George Meitike's 1861 patriotic poem, "The Stripes and the Stars," which began, "Invincible Banner! The Flag of the Free! O, where treads the foot that would falter for thee?" A series of smaller tablets contained modified stanzas from John Kells Ingram's 1843 poem, "The Memory of the Dead," the last stanza of which began, "Then here's their memory—may it be / For us a guiding light, To cheer our strife for liberty, And teach us to unite!"[97] Certainly such words were a balm for grieving visitors, but were also intended to arouse patriotic sentiments in the difficult beginnings of Reconstruction.

In addition to commemorative signs, there were also operational signs that provided visitors with the rules for visiting the cemetery. At the front of the triangular plat was a tall wood sign with a rounded top that probably contained text from Section 3 of the 1867 Act to Establish and Protect National Cemeteries that outlined penalties for defacing national cemeteries (see fig. 1.49). There was most likely another sign outside the main gate that invited visitors to register at the lodge.[98]

### NATIONAL CEMETERY LANDSCAPE, 1869 (DRAWING 1.2)

From June 1866 through the disbanding of the Fredericksburg Burial Corps on March 31, 1869, Willis Hill had been transformed from war-torn agricultural fields into an impressive, designed landscape—sacred ground set aside by a thankful nation. Fredericksburg National Cemetery's most prominent feature was the rows of uniform white headboards that ascended Willis Hill in military-like order, marking over 6,600 graves still fresh with turf-covered mounds over the remains of more than 15,000 US soldiers who had died in the defense of the Union.[99]

The sacred character of the landscape was clearly conveyed by the paling-fence enclosure, arched gateway, and the US flag that flew 125 feet above the graves. Surrounded by rural countryside, the national cemetery was in clear sight to residents of Fredericksburg, despite the lack of a prominent monument that had been the objective of the Soldiers Monument Association early in the planning for the cemetery. Although the association had disbanded by 1869, a place remained for their monument within a circular drive at the southeastern promontory of the cemetery.

Hundreds of people, from the federal troops stationed in Fredericksburg and the Burial Corps to the Cemeterial Division of the Quartermaster General and the cemetery superintendent expended tremendous effort to construct the national cemetery. By October 1868, when the search, recovery, and reinterment work had been completed, the federal government had expended $180,589 on the cemetery—worth $3,260,636 today. This did not include some additional funds that were probably needed to cover labor and materials most likely expended through spring 1869 for the addition of trees and wood tablets.[100]

Despite the substantial cost, there remained much outstanding work to fulfill Congress's intent for the country's new system of national cemeteries as contained in An Act to Establish and Protect National Cemeteries, passed on February 22, 1867. At Fredericksburg, maintenance of the twelve-acre landscape was a critical challenge—overgrown turf, weeds in the brick gutters, sunken graves, and eroded gravel drives not only damaged the government's investment but also did not convey honor and respect. The temporary wooden headboards, lodge, and enclosure did not comply with the intent of the 1867 act and would soon succumb to deterioration. The War Department would address these and other deficiencies in its refinement of the cemetery landscape after 1869.[101]

# Cultural Landscape Report
# Fredericksburg National Cemetery

Fredericksburg, Virginia

## Establishment Period 1866–1869


**National Park Service**
**Olmsted Center for Landscape Preservation**
www.nps.gov/oclp

in partnership with
Department of Landscape Architecture
Center for Cultural Landscape Preservation
SUNY College of Environmental
Science and Forestry, www.esf.edu/la/cclp


### SOURCES

1. Cultural Landscape Inventory map, 2011
2. Reid, "Plat of Fredericksburg Cemetery," 1873
3. Quartermaster map of cemetery, 1892
4. Photographs and drawings, FRSP archives

### DRAWN BY

John Auwaerter, Adobe Illustrator CC, 2020

### LEGEND

- National cemetery boundary
- Period property boundary
- Building
- Road or walk, earth-gravel
- Brick gutter
- Board over gutter
- Wall
- Headboards
- A-c Division-Section
- Paling fence
- Steps (wood)
- Gun monument
- Tablet
- Confederate breastwork
- Woods
- Deciduous tree, Evergreen tree
- Mown turf
- Meadow or earth
- Bank
- 2 ft contours
- Feature removed during period

### NOTES

1. Plan shows landscape in 1869 at completion of cemetery.
2. Labels indicate date feature added during period, if known.
3. All features shown in approximate scale and location.
4. Gravemarker symbols do not correlate with individual graves, and do not distinguish all types; mounds not shown.
5. Trees in cemetery planted by spring 1869.

0′ 25′ 50′ 100′

**Drawing 1.2**

**1869 Landscape Features** (Dates added)

Drives and brick gutters (1866–1868)
Enclosure fence (1867)
Entrance Gate (1867)
Flagstaff, 125′ (ca. 1866)
Flagstaff 8′ mound with railings (ca.1868)
Graves (1866–1868)
Gun monuments (1868 or 1869)
Headboards (1866–1868)
Lodge (1867)
Monument mound (ca. 1868)
Tablets (ca. 1869)
Terraces (1867)
Terrace steps and gutters (ca.1868)
Toolhouse (ca. 1869)
Red-cedar trees (ca. 1868/1869)
Well (ca. 1867)

***Removed Landscape Features, 1865–1869***

*i. Mitchell house ruins (ca. 1857–1866)*
*ii. Miller's Battery (1862–1866)*
*iii. Eshleman's Battery (1862–1866)*
*iv. CS infantry breastwork (1862–1866)*
*v. Conjectured Willis Hill entrance road (partly removed, 1866)*
*vi. Sunken Road CS infantry trench (1862–ca.1865)*
*vii. Graves, moved for enlargement of flagstaff circle (ca. 1868)*

## EARLY WAR DEPARTMENT PERIOD, 1869–1892 [102]

By the time the Burial Corps was disbanded on March 31, 1869, Fredericksburg National Cemetery was largely complete. In the years ahead, the War Department, free of the extreme financial and logistical constraints that characterized the immediate post-war years, was able to focus on improving the cemetery landscape in keeping with a vision it published in 1878:

**Figure 1.52. An 1892 map of Fredericksburg National Cemetery documenting improvements made through the 1880s. The Quartermaster produced similar maps for all national cemeteries around this same time. (Office of the Quartermaster General, "National Cemetery Fredericksburg, VA.," May 26, 1892, National Archives, NM-81, RG 92, Entry 691, box 1, research courtesy Donald Pfanz, annotated by SUNY ESF)**

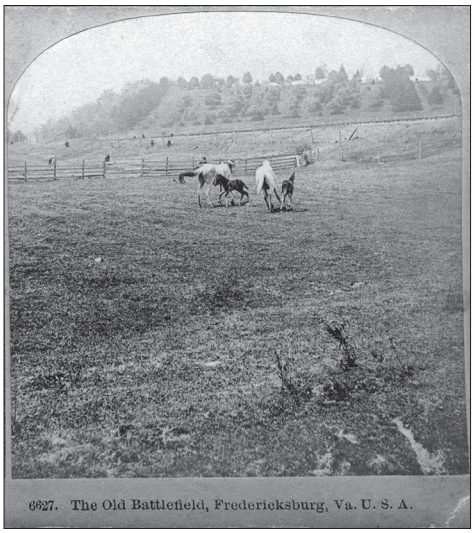



Figure 1.53. The rural setting of the national cemetery looking west across fenced pastures on Willis Field, circa 1895. Note wooded south side of Willis Hill. (B. W. Kilburn stereograph, Brent Collection, copy in Fredericksburg and Spotsylvania National Military Park archives)

> The National Cemeteries are to be venerated as the resting places of the noble dead of the nation, whose memory the people desire to honor by making their graves beautiful, and by preserving them from injury or desecration.[103]

The Office of the Quartermaster General implemented this vision in accordance with regulations adopted for all national cemeteries, which specified overall character as well as specific details, with adaptation to local materials and growing conditions. Most of the improvements, undertaken in the 1870s and early 1880s during the tenure of just two superintendents, were documented on a map produced by the Office of the Quartermaster General in 1892 (fig. 1.52).

## CEMETERY SURROUNDINGS

During this period, Fredericksburg National Cemetery retained its rural setting on the outskirts of Fredericksburg, with much of the plain once known as Willis Field still used for agriculture (fig. 1.53). Through the early 1870s, the cemetery was only accessible from Court House Road, which became known as Telegraph Road due to the telegraph lines on wooden poles installed along the road in the 1870s or 1880s. By 1878, Frederick Street, first platted as part of the Caldwell Tract subdivision on the old Willis Field in 1856, had been built to Court House Road, although its connection to town was interrupted by the crossing of the Fredericksburg and Gordonsville Railroad (fig. 1.54).

To eliminate the railroad crossing, the new western part of Frederick Street was connected with Prussia Street in town after 1878, and in the early 1890s, it was renamed National Boulevard, reflecting its use as the approach road to the national cemetery from Fredericksburg's passenger depot (fig. 1.55). This occurred at a time when private developers were laying out residential

Figure 1.54. Map of Fredericksburg published in 1878 showing the extension of Frederick Street on axis with the cemetery entrance, and lack of development in the old Willis Field. (Detail, "Gray's New Map of Fredericksburg, Spotsylvania Co VA.," 1878, City of Fredericksburg map collection, annotated by SUNY ESF).

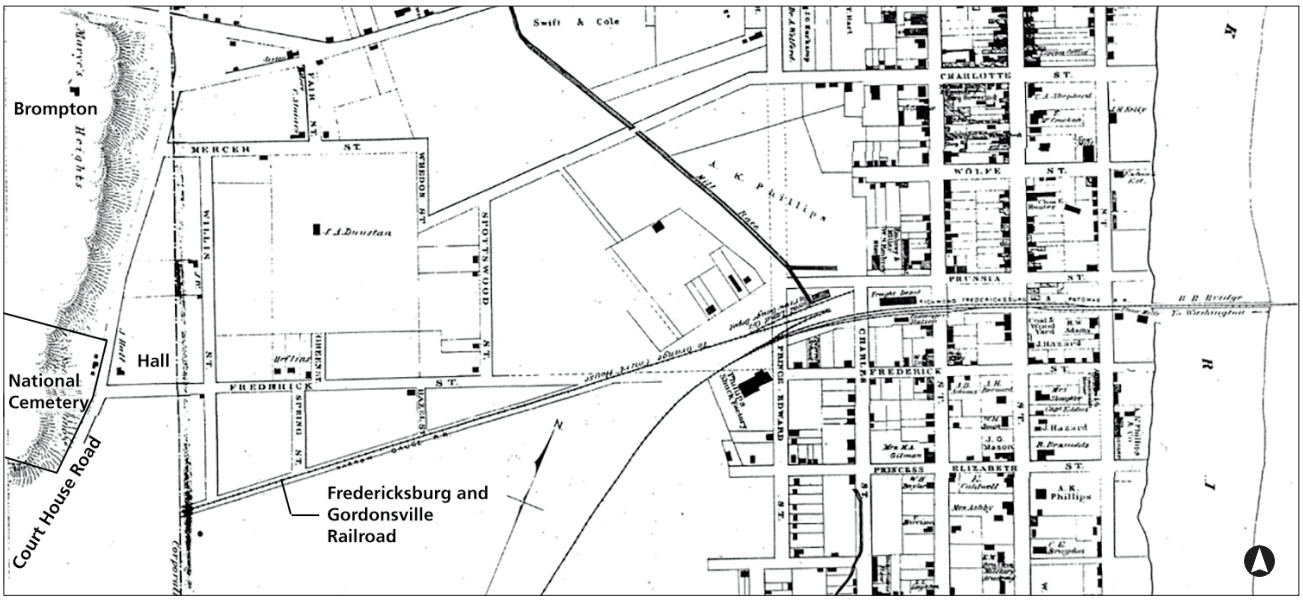


**Figure 1.55. Map of Fredericksburg published in 1891 showing the extension of Prussia Street to Frederick Street, which was renamed National Boulevard, and the context of the national cemetery, including platted subdivisions. (Detail, Von Schon & Garner, "Map of the Property of the Fredericksburg Development Co.," 1891, City of Fredericksburg map collection, annotated by SUNY ESF).**

**Figure 1.56. The Hall farmhouse rebuilt around 1870, looking east with the cemetery wall and gates in the foreground, circa 1900. (Detail of photograph from the collections of Dayton History. See fig. 1.102 for entire photograph.)**

subdivisions to the east, west, and north of the national cemetery, which included parkland that supplemented the greenspace that the national cemetery had provided to the city over the prior two decades. [104]

The Hall Farm, located beyond the city limits just outside the cemetery gates at the corner of Telegraph Road and Frederick Street (present site of the visitor center) returned to a working farm after its use as an encampment of the Burial Corps between 1866 and 1869. In 1870, one year after initial completion of the national cemetery, Joseph Hall received compensation for losses related to use of his farm by the Burial Corps, and for the removal of bricks, stone, and sod used in construction of the camp and the cemetery. Hall most likely used the $392.00 he received from the federal government to construct a new two-story frame house on the same site of the house destroyed after the Battle of Second Fredericksburg, and it remained a prominent fixture just outside the cemetery gates into the early twentieth century (fig. 1.56).[105]

On Willis Hill to the immediate north of the national cemetery, the Wellford family retained ownership of the Willis burial ground with its seven-foot-high brick walls and stone gateposts (fig. 1.57). A visitor in 1882 remarked on the evidence of the battle that remained, as recounted in a newspaper article published that October:

**Figure 1.57. The pre-Civil War brick walls and stone gateposts of the Willis burial ground, looking west in a later photograph, circa 1940. The scars on the gateposts are from the battle. The national cemetery is to the left of the photograph. (Fredericksburg and Spotsylvania National Military Park archives, Fredericksburg National Cemetery photograph collection)**

The reader may gain some idea of how thickly the missiles flew on that occasion from the fact that on the front wall of that lot [burial ground], which was forty steps long and seven feet high, I counted the marks of 184 minnie balls, aside from the numerous breaches that had been made by shells and since repaired. One grave stone was broken by cannon shot, and several locust trees in the enclosure were pierced by them, and their branches were cut away in a wonderful manner. One six inch conical shot which penetrated the trunk of a large tree, just hanging in the opposite side, remained until within the last two or three years, when some relic hunter carried it away. There is scarcely a grave stone in the enclosure that does not bear the mark of one or more balls, and one shows the impression of ten.[106]

Douglas H. Gordon retained ownership of the surrounding 11.5-acre remainder of his Willis Hill tract for almost a decade after the government secured title to the 12.005-acre national cemetery property in 1869. During this time, Gordon made no known improvements. In 1877, he and his wife Ann conveyed the 11.5-acre Willis Hill tract to Taylor Berry as trustee of Helen B. Lane. Helen and her husband, John G. Lane, had acquired Brompton, the former Marye property to the north, in 1873. In 1882, the Lanes conveyed the 11.5-acre tract to Colonel Charles Richardson for $1,500. Richardson, a Confederate veteran and owner of the Windsor Manor Pickle Factory in Fredericksburg, built a brick house on the property by 1889 (see fig. 1.55). He transformed the former rural landscape into ornamental grounds.[107]

**Figure 1.58. Howison's Mill looking northwest across Telegraph Road (Lafayette Boulevard) with the wooded south slope of Willis Hill in the right background, circa 1880. (Fredericksburg and Spotsylvania National Military Park archives, digital file Historical Box_3_I_ Howison's Mill_1)**

The steep sides of Willis Hill south and west of the national cemetery became reforested during this period, obscuring the strategic views to the south that existed during the Civil War and initial cemetery development (see fig. 1.53). These woods extended down to Telegraph Road as it took a sharp curve around the base of Willis Hill past the pre-Civil War Howison Mill at the bridge over Hazel Run (fig. 1.58). The mill remained in operation into the late nineteenth century under the ownership of J. C. Brent, who acquired the property from Robert Howison in 1871. Rupture of the mill pond dam on Hazel Run in 1890 destroyed the waterpower for the mill.[108]

## CEMETERY ADMINISTRATION AND USE

In the post-Civil War decades, the War Department continued to develop its national cemeteries into a cohesive system based on national cemetery legislation passed by Congress, particularly the Acts of 1862 and 1867. For superintendents and others involved in cemetery administration, the Quartermaster General published the laws and related guidance by 1878, entitled *A Compilation of Laws*,

*Orders, Opinions, Instructions, Etc. in Regard to National Military Cemeteries*. This guidance became more structured as the years passed, eventually becoming classified as regulations that addressed everything from the responsibilities of the superintendent and other employees, rules for visitors, procedures for interment and disinterment, and maintenance of records, to the physical appearance and care of the cemetery landscape.[109]

Throughout this period, administration of the national cemeteries remained under the War Department's Office of the Quartermaster General (Quartermaster Department), with direct oversight maintained by its regional offices. During the 1870s and 1880s, Fredericksburg National Cemetery was administered through the Third Quartermaster District Office at Fort Monroe at Hampton, Virginia, and subsequently through the Quartermaster's Washington Depot.[110]

Cemetery superintendents were required to submit regular reports to the Quartermaster's Department on burials, the condition of the cemetery buildings and landscape, and the need for improvements. National cemeteries were inspected on a biannual basis by the War Department Office of the Inspector General. Inspectors typically provided informal, hand-written reports on the condition of buildings, roads, vegetation, and grave markers; staffing and funding issues; and the need for improvements that supplemented guidance in the national cemetery regulations.[111]

#### Staff and Maintenance

The superintendent, who was required to live at the cemetery and be a wounded veteran, managed daily operations, maintained the burial register and official correspondence, solicited bids from contractors, ordered supplies, supervised employees, safeguarded the cemetery, and served as a guide for visitors. The superintendent was not allowed to leave the cemetery unattended at any time. Between 1869 and 1892, Fredericksburg had just three superintendents. The first, Edward McMahon, left in 1870. He was followed by Charles Fitchett, a veteran of the 11th Pennsylvania Cavalry, who remained until 1883, corresponding with years that the cemetery underwent major improvements. He was followed by Andrew Birdsall, a corporal with the Second New York Heavy Artillery, who remained until 1892. Both Fitchett and Birdsall lived with their families in the cemetery lodge.[112]

The superintendent typically had a staff of two or three laborers that worked at least six days a week. For first-class national cemeteries such as Fredericksburg, one position was typically a year-round permanent assistant, known as a gardener, while the others were typically hired seasonally. Additional laborers and trades people, such as carpenters and masons, were brought in under contract as needed.[113]

There were many tasks for the superintendent and his staff. The flag had to be raised and lowered every day, and the office in the lodge had to be kept open to visitors. The biggest landscape maintenance task was mowing, which at Fredericksburg amounted to nearly twelve acres of turf, including the steep banks of the terraces, and for the first couple decades, on the mounds that covered the graves. Initially, the grass was cut by hand with scythes and sickles—hand-held tools with single curved blades. In 1877, the cemetery inspector, James Gall, Jr., recommended that the cemetery acquire a horse lawn mower—a mechanical mower pulled by a horse or pony—to improve what Gall reported as the cemetery lawn's "ragged untidy appearance."[114] By his next inspection in July 1878, the cemetery had acquired the horse lawn mower. The horse was rented, since there was no stable in the cemetery. Gall reported,

> The introduction of the lawn mower has worked a wonderful change in the appearance of the cemetery. The grass on every part of it is now kept closely cut and with much less labor than when the scythe only was used. This grass is now cut once a week during the season of rapid growth. Each cutting takes two to two and a half days…[115]

Workers still used the scythe to trim the grave mounds and around the grave markers, and also had a mechanical push mower for other areas where the horse mower was not practical, such as the steep terrace banks.[116]

Other routine landscape maintenance tasks during this period included watering (which required hauling water from the cistern and well in the service yard), fertilizing, pruning trees and vines, planting flowerbeds, clearing weeds from the brick gutters, painting, raking and resurfacing the gravel drives, aligning and cleaning grave markers, and filling sunken graves. After the soil in the original mounds was exhausted, soil was obtained from a strip of government land beyond the west wall of the cemetery. When this was depleted by 1877, the cemetery inspector recommended that soil be obtained from the Confederate earthworks on the Gordon property north of the cemetery. By 1882, the owner of the property, Helen Lane, had agreed to allow the government to strip about three-quarters of an acre for top soil.[117]

#### Visitation

Like most national cemeteries in the South, Fredericksburg National Cemetery was not in friendly territory for many years after the Civil War. Visitors during the early years were primarily outsiders from the North and from cities in Virginia, many of whom arrived through the rail depot just east of the cemetery. Many African Americans from Richmond and Washington, D.C. visited to pay homage to those who fought for their freedom.[118]

Fredericksburg National Cemetery did have some local Union supporters, dubbed "Northern settlers" by Confederate sympathizers. On May 30, 1871, these citizens organized the first Decoration (Memorial) Day service in the national cemetery.

The federal Decoration Day on May 30 had been designated in 1868 through the efforts of the Grand Army of the Republic (GAR), a nation-wide organization of Union veterans. It was intended as a day to remember those who died in defense of the country, with strewing of flowers and other decorations on US graves. For national cemeteries across the country, Decoration Day was the main commemorative event of the year.[119]

Fredericksburg's Decoration Day ceremony of 1871 was directed by a GAR post from Washington, D.C. and included a round-trip rail excursion. It was well attended by upwards of 1,500 people, reported as Northern settlers and black residents from the area to the disgust of many local white residents. Local newspapers reported a cold reception for the former enemies and the GAR did not return for another thirteen years. During this time, African Americans took the lead in organizing Decoration Day at the cemetery with more modest ceremonies. When the GAR did finally return in 1884, there was a growing movement for reconciliation between the North and South in the approach of the twenty-fifth anniversary of the Civil War. In May of that year, Confederate General James Longstreet joined US General William Rosecrans at Fredericksburg National Cemetery, along with a crowd of onlookers, to recount the plan of the Battle of Fredericksburg (fig. 1.59). For the cemetery's Decoration Day ceremony held soon after this visit, Confederate veterans agreed to participate if black visitors were excluded, to which the GAR agreed. The GAR returned for a grand Decoration Day ceremony in 1890 on the occasion of the twenty-fifth anniversary of the end of the war and continued to hold subsequent ceremonies through the 1890s.[120]

**Figure 1.59. A front-page etching in *Frank Leslie's Illustrated Newspaper*, May 31, 1884, showing US and Confederate veterans at the national cemetery. The caption read: "On Marye's Heights. - Gens. Rosecrans (1) and Longstreet (2) with the Historian, Major Stine (3) examining the plan of the Battle of Fredericksburg." The Biovac of the Dead tablet at lower right was newly installed at the time. (Copy in Fredericksburg and Spotsylvania National Military Park archives)**

The movement toward reconciliation was apparently also changing local residents' attitudes toward the Union cemetery. The change in attitude was probably also a result of the increasing beauty of the cemetery landscape, including its bountiful trees. According to a Northern visitor in 1888, the cemetery was "largely patronized by the town people as an attractive resort, and many walk out to its agreeable shades in pleasant weather."[121]

#### National Boulevard

Through the 1880s, the condition of the roads leading to the national cemetery was a concern of cemetery superintendents, but as city and county owned roads that were under the control of the state, there was little the Quartermaster could do. In 1882, for example, Superintendent Fitchett suggested to the Quartermaster that the government repair the "county road" in front of the Cemetery."[122] Fitchett was probably referring in part to Frederick Street, the approach road to the cemetery from Fredericksburg's train depot that served visitors arriving by the

main rail line between Washington and Richmond. Government ownership or control of approach roads to national cemeteries was not unheard of, especially in rural areas. At Poplar Grove National Cemetery outside Petersburg, for example, the War Department maintained a 1,025-foot-long approach road through a 20-foot-wide right-of-way across private fields that it acquired soon after the cemetery's establishment in 1866. The War Department had long been involved in road building for military purposes, and during the 1890s, began to oversee road construction in its newly established national military parks, such as Gettysburg.[123]

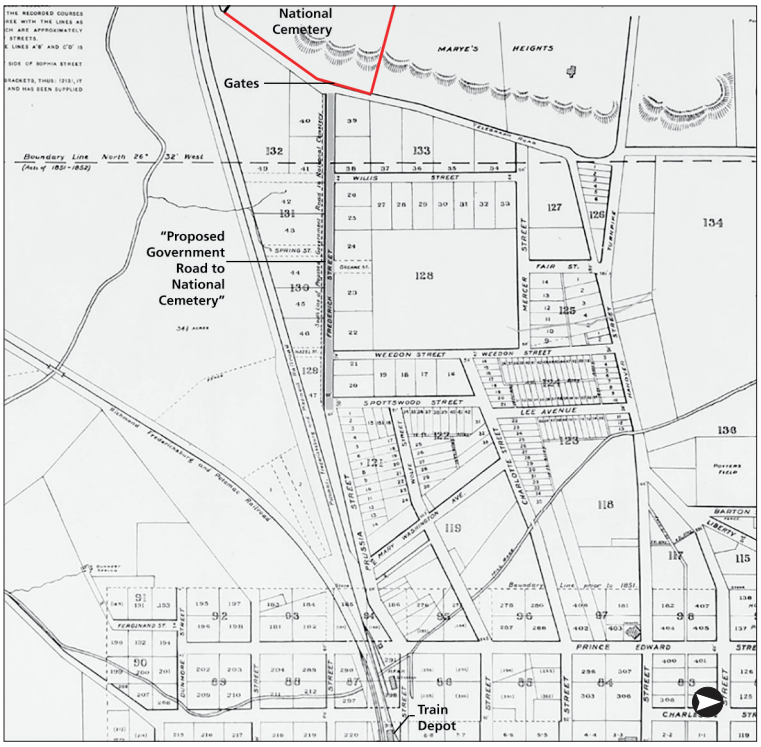



**Figure 1.60. Map of Fredericksburg in 1890 showing proposed limits of government road, and the relationship between the national cemetery and the train depot. (Detail, "Plan of Fredericksburg Virginia," October 1890, City of Fredericksburg, annotated by SUNY ESF)**

Soon after Superintendent Fitchett alerted the Quartermaster about the condition of the approach road, the War Department began to plan the legal framework it would need to take control of the road. A bill was introduced in Congress by early 1884 to authorize the United States to "open, occupy, and improve and maintain a suitable and convenient road from the City of Fredericksburg to the National Cemetery" through acquisition of a right-of-way. On March 3, 1884, while this law was making its way through Congress, the Virginia Legislature gave its consent for federal government acquisition of interest in "such real estate in said City and County as may be necessary and convenient. . .and when the said real estate shall have been purchased and the said streets or roads shall have been so occupied, used and improved for said purpose, jurisdiction is hereby ceded to the government of the United States," provided the acquisition did not exceed ten acres, and provided that the State retain concurrent jurisdiction for the purposes of law enforcement.[124]

By October 1890, the City of Fredericksburg was identifying Fredericks Street as the proposed government road (fig. 1.60). Soon after, the War Department began construction. By March 1891, it had contracted with James Snyder of Sharpsburg, Maryland to build a 3,500-foot, twenty-five-foot-wide macadam road—a pavement with a crowned, compacted stone base and crushed limestone surface. Instead of just improving Frederick Street, the government extended the project east along Prussia Street, ending at the train depot (see fig. 1.55). The improved road, which featured cobblestone gutters, was renamed National Boulevard.[125] The government approach road was well received locally, as reflected in a history of Fredericksburg published in 1908: "Several years ago the government constructed a Macadamized road from the railroad depot to the cemetery, making

it a pleasant drive to that 'city of the dead,' and it is visited by numbers of persons, both citizens and strangers."[126]

## CEMETERY LANDSCAPE DEVELOPMENT

An Act to Establish and Protect National Cemeteries, passed on February 22, 1867, while many cemeteries including Fredericksburg were still busy with battlefield recovery and burial, established a series of standard, permanent features for the national cemeteries, including iron, stone, or brick enclosures, buildings, and grave markers. By the early 1870s, the War Department began to implement these provisions and instituted other improvements for beautification and commemoration. At Fredericksburg and many other national cemeteries, most of these improvements were implemented during the 1870s, with additional refinements completed through the 1880s.

### National Cemetery Design and Planning

The Quartermaster General developed a unified character to the national cemetery system, which included seventy-nine units by 1878, despite variations in the original plans, growing conditions, and available building and plant materials. Much of this character was developed through standardized plans and specifications for buildings, structures, and objects, plus bidding of common purchasing contracts, which originated in the Quartermaster General's Office (Quartermaster's Department) or from engineers and officers at regional Quartermaster offices. The Quartermaster General's Office also developed consistency through its regulations, which stipulated what paint colors to use on buildings, tablets, settees, and flagstaffs; where to place vases, chairs, and flowers; how to care for grave markers, buildings, enclosures (perimeter fences and walls), walks, and drives; and the planting and care of trees, shrubs, and lawns (see Appendix B). [127]

For fiscal year 1869–1870, the first year after the initial completion of the national cemeteries, Congress allocated $600,000 for support of the national cemeteries, supplementing the $750,000 allocated through the Act of February 22, 1867, and $50,000 from an 1866 appropriation. By the fiscal year 1878–1879, Congress had allocated an additional $1,725,000 for the development of national cemeteries, bringing the total allocations for the decade that witnessed the bulk of improvements to $2,325,000 (approximately $60 million in today's dollars).[128]

As the Quartermaster's Department began to plan for building permanent features and beautifying the national cemeteries, there was little design guidance available through the existing legislation, especially as it pertained to plantings and other aspects of the landscape. In July 1870, Quartermaster General Montgomery Meigs, the head commander of the national cemetery system, requested design guidance from landscape architect Frederick Law Olmsted, best known for his

work at Central Park in New York City, related to an appropriation of $20,000 to plant trees and shrubs in national cemeteries. Unable to offer specific detail due to the varied nature of the seventy-three cemeteries, Olmsted advised Meigs to adopt a design philosophy based on an overall naturalistic character and avoidance of ornament typified by colorful, geometric flowerbeds then popular in Victorian gardens. Olmsted recommended that the national cemeteries be kept simple, dignified, and tranquil:

> I would recommend that it [cemetery landscape] should be studiously simple; that ambitious efforts of ignorant or half-bred landscape gardeners should be especially guarded against. The main object should be to establish permanent dignity and tranquility. Looking forward several generations, the greater part of all that is artificial at present in the cemeteries must be expected to have either wholly disappeared or to have become inconspicuous and unimportant in the general landscape…This then is what I would recommend to be aimed at:--A sacred grove, sacredness and (protection) being expressed in the enclosing wall and in the perfect tranquility of the trees within.[129]

Despite Olmsted's advice against artificial ornament, the beautification and development efforts in national cemeteries during this period included clipped shrubs, ornamental flowerbeds, settees, commemorative plaques, decorative planters, and monuments. Dignity and tranquility, however, remained guiding principles. [130]

#### New Lodge

In the initial development of Fredericksburg National Cemetery, the lower terrace (#9) north of the entrance had been reserved for support functions, including the lodge for the superintendent, a temporary frame building erected in 1867, and a work area to the rear with a tool shed built around the same time. The Act of February 22, 1867, had stipulated that a "suitable building" be erected as a lodge for the superintendent. The War Department must have understood suitable to mean practical shelter as well as aesthetic qualities that conveyed honor, dignity, and permanence to visitors. The cemetery lodges also functioned as an office where the superintendent would greet visitors and orient them to the cemetery.

Beginning in 1868, Quartermaster General Montgomery Meigs directed his office to prepare standard plans for permanent national cemetery lodges under the direction of Edward Clark, who served as Architect to the Quartermaster's Department, a position he held until at least 1869 while also serving as Architect of the Capitol. After first developing a rectangular plan that had the appearance of a railroad depot, Clark produced a one and one-half story L-shape plan with a concave Mansard roof that had the practical benefit of allowing for full-height rooms in the attic. The Mansard roof was a hallmark of the Second Empire style that originated in France in the 1850s and became popular in the US after the Civil War; Meigs' own office was in one of the first Second Empire-style buildings in the country, the former Corcoran Gallery of Art near the White House, built in 1859. Meigs approved Clark's plan in 1869 and it became known as the "Meigs plan"

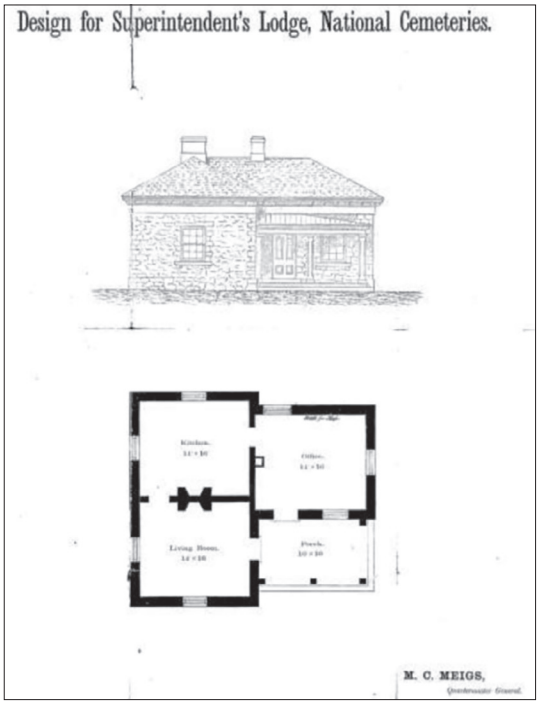



**Figure 1.61. Standard front elevation and plan for single-floor L-plan stone lodges contracted in early 1871, reflecting a second version of Edward Clark's plan that eliminated the Mansard roof. (National Cemetery Administration)**

lodge, since his name was stamped on the plans. The first lodge to be built using Clark's Mansard-roof plan was at Richmond National Cemetery, completed in 1870 under contract to Kyran A. Murphy of Washington, D.C.[131]

Meigs approved two significant alterations to Clark's design before the next construction bids were sent out in 1870–1871. These changed the preferred construction material from brick to stone, and eliminated the second floor and substituted a simple low hip roof for the more ornamental Mansard roof (fig. 1.61). Although this was most likely an economic decision, perhaps Meigs was also taking into account advice he received from Frederick Law Olmsted in 1870 that the cemetery landscape be "studiously simple." The simplified design left just three rooms: office, living room, and kitchen. There were two front doors beneath the porch, one leading to the private living quarters and the other to the office. The office featured a rear wall large enough to display the cemetery map. This modified Clark plan was used in the contract that the Quartermaster awarded in early 1871 to Kyran A. Murphy for the construction of one-story stone lodges in Virginia, including Fredericksburg, City Point, Cold Harbor, Fort Harrison, Poplar Grove, Staunton, and Yorktown. In May 1871, after Murphy's contract was approved, the Quartermaster's Department realized the problem of not having a second floor for bedrooms and sought to modify the contract by adding back the Mansard roof of Clark's original design. Due to the high price of the modification, Meigs did not approve the change in Murphy's contract, and the lodges were built as originally specified.[132]

To make room for Fredericksburg's new stone lodge, the old frame lodge was moved approximately fifty feet to the north on the same terrace. Kyran Murphy built the lodge in the late summer or fall of 1871, consistent with the revised standard plan, including random ashlar stone walls, an open front porch, six-over-six sash windows, and low hip roofs (figs. 1.62, 1.63). The building was most likely positioned on the site of the old lodge, with the office entrance door aligned with the pre-existing walk to the main drive. The lodge spanned the original hillside and "made ground" that most likely dated to the original construction of the terraces in 1867, placing the floor level nine feet above the elevation of Court House Road (Sunken Road). According to an 1882 newspaper article based on interviews with cemetery superintendent Charles Fitchett who

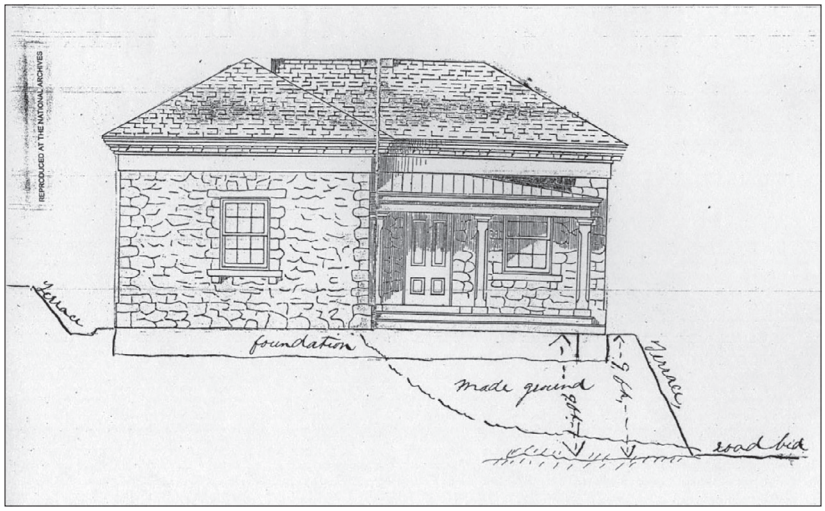


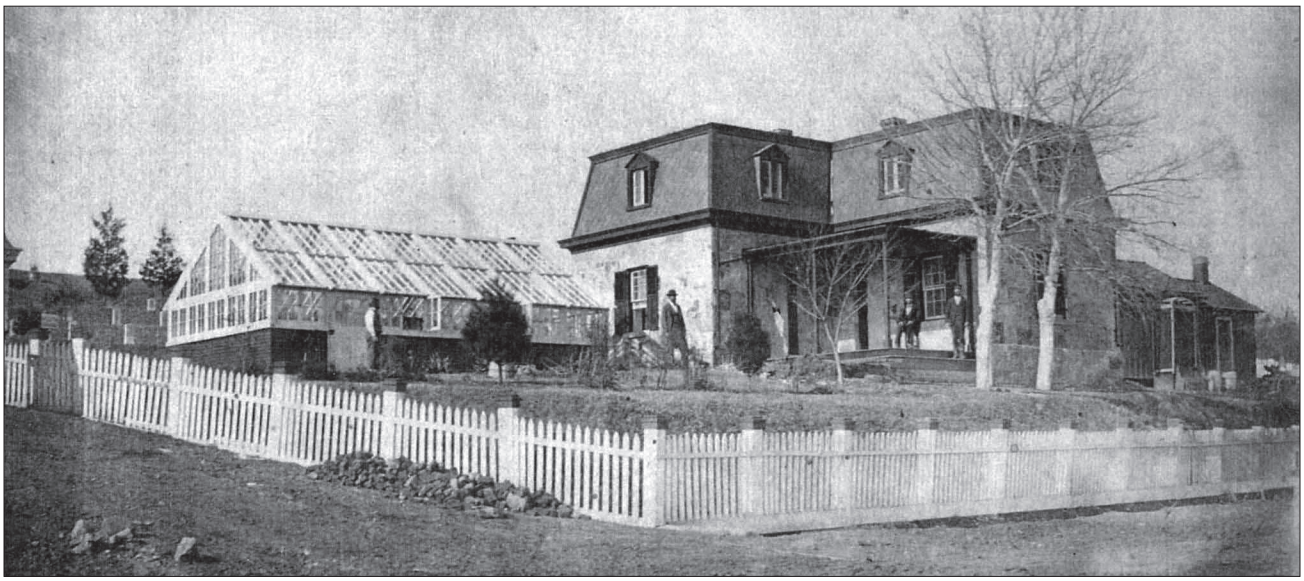

**Figure 1.62. Section-elevation of the Fredericksburg lodge as originally constructed, probably from a drawing provided to the contractor in 1871. The extent of the terrace to the right (east) of the building was not drawn to scale, since it extended farther east toward Telegraph Road (Sunken Road). (National Archives I, RG 92, Entry 576, Box 29, research courtesy of Don Pfanz)**

**Figure 1.63. Stereoviews of the lodge under construction in 1871. Left: Looking northeast across the main drive with the old wood lodge in the background. Right: Looking southeast from the terraces with the rebuilt Hall farmhouse across Sunken Road in the left background. (Ron Perisho Collection, Gettysburg, Pennsylvania)**

was in charge during its construction, the lodge "was constructed entirely of stone taken from the wall [along the Sunken Road] from behind which the confederates slaughtered so many of the men who now lie buried within its shadow."[133]

Superintendent Fitchett found the new lodge too small and expanded his living quarters by moving his kitchen to a room in the old lodge at the rear. Oscar Mack, the Quartermaster's inspector of national cemeteries, also criticized the design. He wrote in 1871 that the lodge for Alexandria National Cemetery, which was completed according to Clark's original design with a Mansard roof, was "much prettier in style and far more convenient than the one-story, low-roofed lodges built lately at several of the cemeteries. In my opinion it is desirable that the superintendents should be married men, and I think the lodges should be built to accommodate, comfortably, small families."[134] Two years later in his April 1873 inspection of the cemetery, Mack reiterated his criticism of the low-roofed lodge, noting how the building needed a taller appearance given its location on a raised terrace. The Quartermaster agreed and later that year, contracted with Jonathan C. Comfort of Shiremanstown, Pennsylvania, to add a second floor with three bedrooms, based on a final revised lodge plan that reintroduced a Mansard roof by Quartermaster architect Thomas P. Chiffelle. As completed, Fredericksburg's new second floor featured a straight-sloped Mansard roof sheathed in fish-scale slate shingles, with gable-front dormers containing casement window sash (fig. 1.64). The trim was painted a dark color, and the window sashes were a light color. This color scheme was maintained through the

**Figure 1.64. The lodge built in 1871 with the newly completed Mansard roof added in 1873, looking northwest, 1873. The greenhouse was built during the same year. Behind the lodge is the outbuilding (old lodge), with an arbor-covered entrance that faced east; the smaller attached building behind it with the chimney is most likely the original tool house built in circa 1867. (Fredericksburg and Spotsylvania National Military Park archives, digital image 2134)**



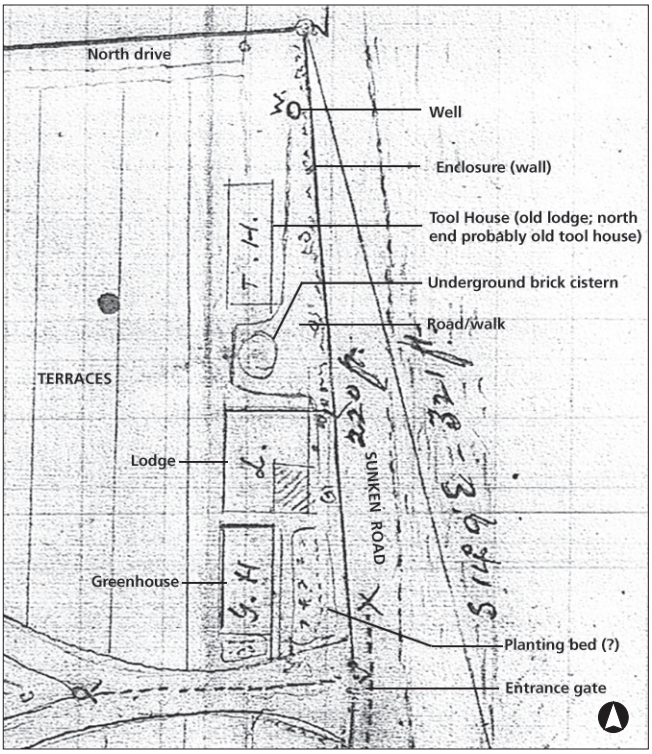



**Figure 1.65. Plan showing location of the greenhouse and initial layout of the service area following construction of the stone lodge, 1873. ("Plat of Fredericksburg Cemetery Surveyed by Jo. G. Reid, May 7, 1873," National Archives, copy in Fredericksburg and Spotsylvania National Military Park archives, annotated by SUNY ESF)**

1880s, when the lodge was covered in a thick growth of vines, probably Virginia creeper. Another vine was trained up the corner porch post. [135]

As the Mansard roof was being completed, plans were underway for more construction in the front yard of the lodge—a greenhouse for raising plants for the cemetery's ornamental flower beds (fig. 1.65). The site was chosen due to the limited space available in the service yard at the rear of the lodge. The greenhouse was built by local businessman George Wroten, who intended to order the prefabricated parts from a Baltimore firm but decided to build it himself to lower the cost. As completed, the wood-frame even-span greenhouse measured 18 feet wide by 24 feet long, set on four-foot-high brick foundation walls—the brick apparently chosen to give the greenhouse a more refined appearance given its prominent location (see fig. 1.64). The wood superstructure was painted white and featured glass panes in sliding sash on the roof and casement sash on the side walls. There is no record of it contained a heating system. Although well built, the greenhouse was not well received because officials felt it marred the view from the cemetery entrance; inspector Mack reported in July 1874, "This is an improper location, it should have been put in the rear of the old lodge."[136]

By 1877, just three years after the greenhouse was built, the cemetery ceased growing its own annuals at the recommendation of Inspector R. Jones. In his inspection made on May 22, 1878, Jones reported "it would seem advisable to remove them [greenhouse at Fredericksburg and other cemeteries he inspected], whenever the condition of the appropriation will admit of it." Within a year, the greenhouse was gone. In its place, a hotbed was built along the northern boundary, above the terraces. It was a diminutive version of a greenhouse consisting of rectangular brick walls, approximately 8 feet long and 4 feet wide, with glass in wood sash that were angled to a height of four feet. Hotbeds were typically used to start bedding plants early in the season using heat from the sun and from decomposing manure, as well as for overwintering. [137]

#### Service Area

The northern end of the ninth terrace, located behind the lodge and largely out of view to visitors, had become the cemetery's maintenance area with construction of the tool shed there around 1867. Each national cemetery had such an area, most often located adjacent to the lodge. With construction of Fredericksburg's new stone lodge in 1871 that occupied most of the southern part of the terrace, the only vehicular access to this confined area was from the road along the

northern perimeter of the cemetery, which did not connect to the Sunken Road. A narrow walk along the east side of the lodge provided the only formal access from the main drive.

Construction of the stone lodge in 1871 required several changes to the service yard. The old board-and-batten lodge was moved fifty feet north of its original location and converted to a maintenance building, known initially as the "Tool House" (see fig. 1.65). Its north end was apparently appended to the smaller board-and-batten shed (original tool house built around 1867) and faced away from the terrace graves to the service yard on the east side, with its doorway framed by a curved arbor (see fig. 1.64). In addition to housing the cemetery tools such as the scythe, rakes, shovels, carts, and beginning in 1878, a lawn mower, the building also contained a privy. This dry-pit toilet was cleaned out several times per week and the excreta dumped into a sewage hole outside of the cemetery—probably along the west side. The superintendent converted one room in the old lodge for use as kitchen due to the limited space in the new lodge.[138]

During construction of the new lodge in 1871, the well built around 1867 near the cemetery entrance was destroyed. Instead of rebuilding it, a new well was built in the service yard near the northeast corner of the cemetery. It was thirty-five feet deep, curbed in brick, with a wooden pump and platform cover. The well was most likely intended only for watering the landscape, since there were concerns over contamination from the graves uphill. For drinking water, an underground, circular brick cistern that collected rainwater from the roofs was most likely built between the lodge and tool house in 1871 (see fig. 1.65).[139]

By the late 1870s, the condition of the board-and-batten tool house was becoming a concern and inspectors felt it was out of character with the stone lodge and other recent cemetery improvements. Inspector C. M. Clarke recommended in April 1879 that the cemetery construct a new brick "outbuilding," the official name for tool sheds. The Quartermaster at the time had developed a new standard plan: a brick shed-roof building with stepped parapet side walls and a blind arcade with arched doorways that evoked the Romanesque Revival style then coming into fashion (fig. 1.66). The typical plan featured a coal room, space to store wagons and tools, a stable, and dry "closets" accessible from side entrances—one for the

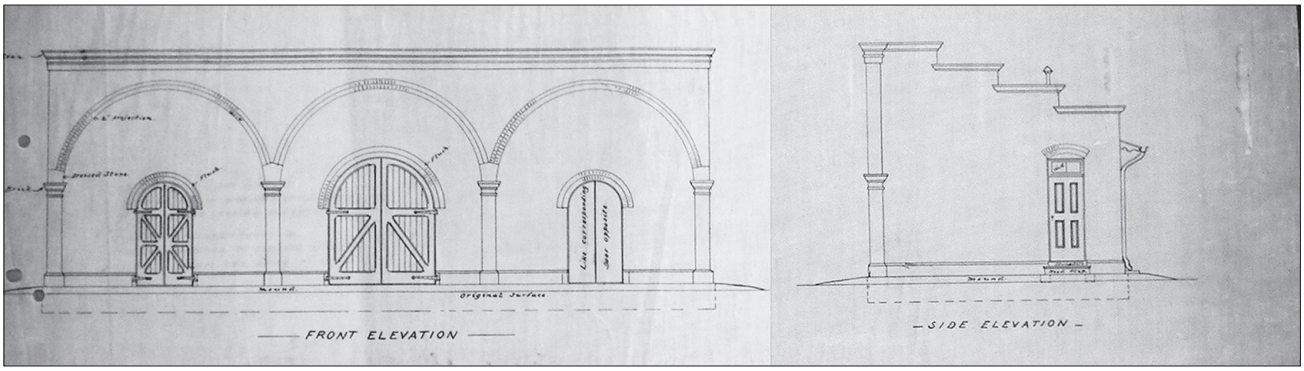



**Figure 1.66. A standard Quartermaster plan for national cemetery outbuildings developed in the late 1870s or early 1880s. (Detail, Depot Quartermaster's Office, plan for outbuilding, Gettysburg National Cemetery, July 15, 1890, Gettysburg National Military Park archives, GETT 8013)**

**Figure 1.67. A later photograph of Fredericksburg's brick outbuilding constructed in 1881, looking east from the burial terraces, circa 1935. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2b_A_ Area in Front of Marye's Heights_17)**

superintendent and one for the public. These featured carts on rails beneath the privy boxes to move the sewage out of the building for transport to a remote cesspool. [140]

The final push for Fredericksburg's new outbuilding was apparently made in May 1881 by inspector James Gall, who argued that the old wood tool house was a fire hazard given its proximity to the lodge. The old lodge was soon sold and moved out of the cemetery. Construction of the new, 24-by-16-foot outbuilding was begun around October 1, 1881, using the standard Quartermaster plan with its three-bay arcaded front (fig. 1.67). The brick walls were constructed of bricks recently salvaged from the gutters on the terraces. Presumably because they were salvaged, the bricks were given a redwash; according to the inspector, "The brick work of the outbuilding is covered with a simple and fairly durable wash, delicate and pretty in appearance, and comparatively inexpensive."[141] The building's plan included just one privy on the north side, along with a stable, store room used as a kitchen, and a tool room. The new building was oriented to face west toward the graves, with the back toward the enclosure wall—the opposite of the old tool house (fig. 1.68). During or soon after construction, the reconfigured service yard, accessible only from the north drive, was surfaced in brick, and an arborvitae hedge was planted to screen maintenance activities in the service yard from view of the adjacent graves. Use of hedges and other plantings to screen unsightly maintenance activities was characteristic of many national cemeteries; Poplar Grove had a clipped arborvitae hedge that screened its service yard, while Gettysburg had a grove of moss cypress shrubs in front of its outbuilding.[142]

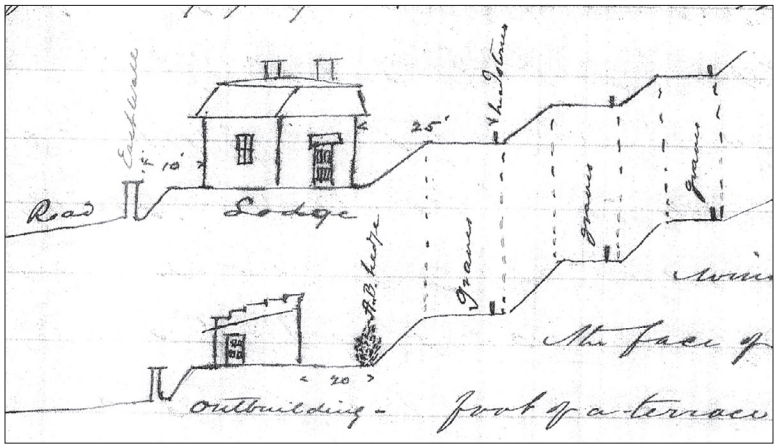



**Figure 1.68. Sketch showing positions of the brick outbuilding and lodge relative to Telegraph Road (Sunken Road, left) and terraced graves (right), 1888. The service yard was the 20 feet between the front of the outbuilding and the "A.B. hedge." (W. H. Owen, sketches included as part of inspection report, April 23, 1888, National Archives, RG 92, copy in Fredericksburg and Spotsylvania National Military Park archives)**

After completion of the outbuilding in 1881, a woodshed was built to its north to house fuel wood and other supplies (fig. 1.69). This was a wood-frame, whitewashed building with a tin roof, roughly a third of the outbuilding in size. Since the building was visible from the burial terraces, it was most likely finished with some architectural refinement. The adjacent well was also given aesthetic consideration. When the wood platform needed replacement in 1882, Inspector James Gall recommended the addition of a wellhouse to provide shelter and provide an ornamental feature in the landscape. This was a common improvement at national cemeteries; Poplar Grove erected a gazebo-like cover over its well in

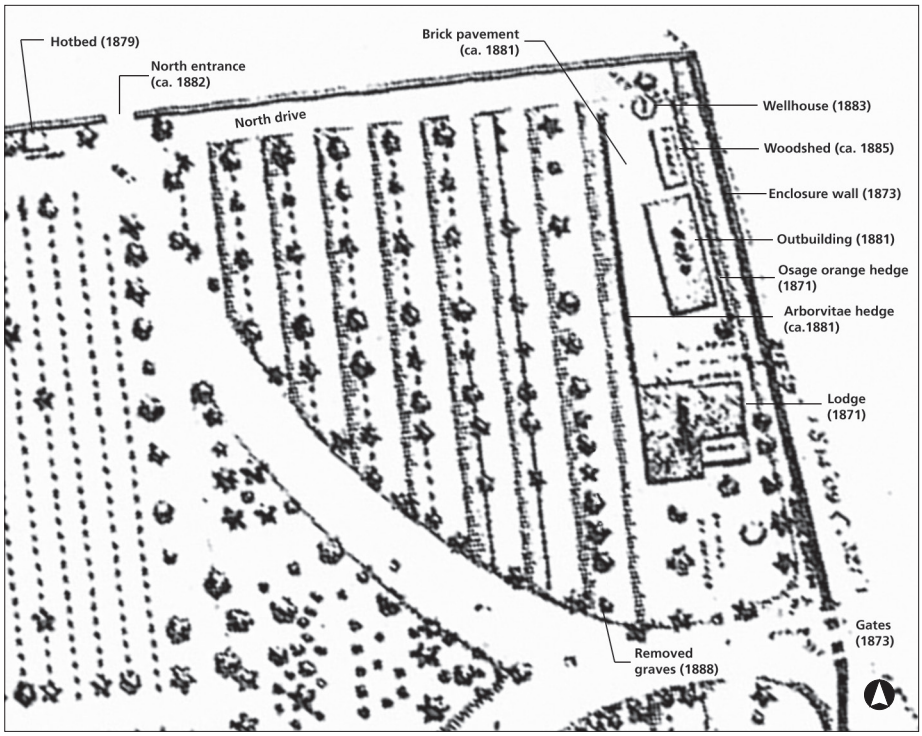



**Figure 1.69 Map of the service area, lodge grounds, and adjacent burial areas area made in 1892 showing changes implemented in the 1870s and 1880s. (Detail, Office of the Quartermaster General, "National Cemetery Fredericksburg, VA.," May 26, 1892, National Archives, NM-81, RG 92, Entry 691, box 1, annotated by SUNY ESF)**

1871, and Gettysburg added a rustic-style one around 1880. Fredericksburg's was an octagonal gazebo with a tin roof and lattice on the sides. Upon inspecting the newly completed structure in February 1883, Gall reported that it was a "neat substantial structure" that "improves the appearance & convenience of the well surroundings."[143]

A major change to the service yard originated with the recommendation of inspector W. H. Owen during his inspection on April 23, 1888:

> The space about lodge & outbuilding is very limited. They are situated on a narrow terrace…The only approach to the stable for mule & cart is by a narrow road along north wall, at the ends of the rows of headstones shown above, or over the graves as shown on the next terrace above the buildings [terrace #8]. The graves on this terrace should, in my opinion, be moved & the terrace cut down, so as to give a proper approach to the stable [outbuilding] & room to turn around. An estimate of cost is submitted herewith.[144]

Owen included sketches of sections through the lodge and outbuilding to show the constraints of the area and the proximity to the graves (see fig. 1.68). The Quartermaster's Department agreed with Owen's recommendation, and in December 1888, thirty-five graves were removed from the eighth terrace, from the main drive north to above the outbuilding. The graves were reinterred between existing graves on the upper two terraces. For unknown reasons, the new road was not constructed for a number of years, although the cemetery staff probably began using the newfound space to access the service yard. The old turf road along the north wall also remained in use.[145]

#### Cemetery Enclosure [146]

Through the Act to Establish and Protect National Cemeteries passed on February 22, 1867, Congress mandated that all national cemeteries be enclosed by a perimeter fence or wall made of iron or masonry. These enclosures were at the heart of Congress's intent to protect national cemeteries through the symbolism of an enduring perimeter that also could provide the practical purpose of keeping out livestock and other intruders. The temporary wooden fences that the War Department erected in the initial development of the national cemeteries accomplished neither purpose. Not only were they susceptible to rot and required

constant upkeep, but they also did a poor job of excluding livestock from adjacent farms. Fredericksburg superintendent Charles Fitchett complained that horses frequented jumped over the three-foot-tall enclosure fence, "trampling flowers, drains, and hedges."[147]

In August 1870, the Quartermaster General advertised for bids to plant hedges of Osage orange along the inside of enclosure fences at all national cemeteries in Virginia. Osage orange (*Maclura sp.*), a deciduous tree with thorns and large brain-like fruit native to Arkansas, Texas, and Oklahoma, was traditionally used as a living fence. The hedges may have been intended as a temporary supplement to the deteriorating wooden fences. Fredericksburg's Osage orange hedge was planted by 1871.[148] At the time, Quartermaster General Montgomery Meigs was approving plans for permanent enclosure walls. In contrast to the ornamented wooden gates and fences that adorned most cemeteries, Meigs' plain design for the permanent walls and gates was certainly guided by budgetary constraints but may have also followed Frederick Law Olmsted's advice he offered on August 2, 1870 that national cemetery landscapes be "studiously simple." On August 12, 1870, Meigs filed plans for a prototype stone or brick wall approximately five feet high with dividing piers (pilasters). By 1873, Meigs had also approved a standard design for entrance gates to be built as part of the enclosure walls, featuring pyramidal-topped granite piers off of which were hung unadorned iron-picket gates. At first-class cemeteries such as Richmond and Poplar Grove, the gates featured three portals: a wide central gate for vehicles and flanking gates for pedestrians (fig. 1.70). Smaller cemeteries such as Cold Harbor and Seven Pines near Richmond featured single gates.[149]

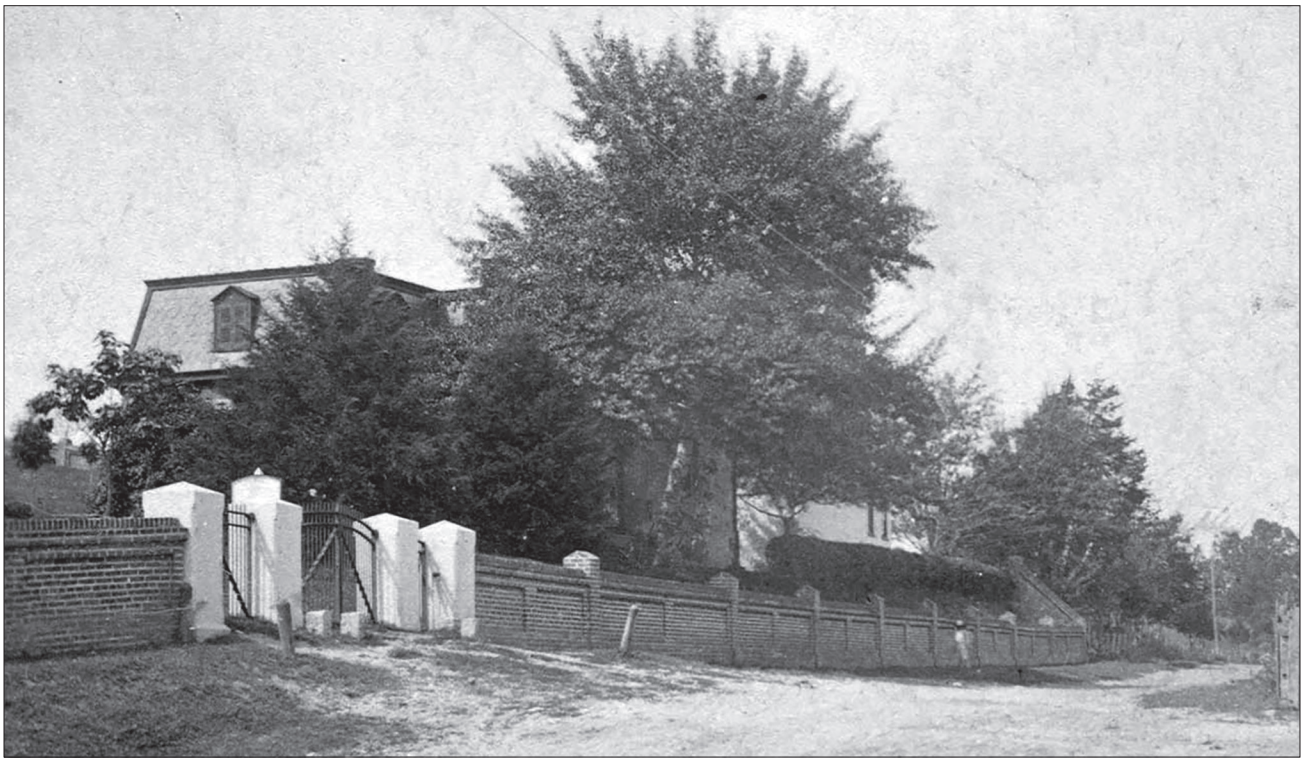
**Figure 1.70. Standard design of national cemetery walls and gates constructed in the mid-1870s, showing example at Poplar Grove National Cemetery near Petersburg, Virginia, photographed circa 1904. Poplar Grove was, like Fredericksburg, a first-class national cemetery. At right is the lodge. (National Archives I, RG 92)**

The Quartermaster's Office solicited bids for Fredericksburg's enclosure wall and gates on June 14, 1871: "Sealed Proposals will…be received at this office…for building a Stone or Brick Wall and Iron Railings, with one double and one single iron gate, around the Fredericksburg (VA.) National Cemetery."[150] George W. Wroten, a Fredericksburg businessman, submitted the winning contract for the approximately 3,000 linear feet of wall. His proposal was for a brick wall instead of stone, which was surely a cost-saving measure given the length of the wall, as well as a reflection of the traditional use of brick in the region. Specifications included an above-ground height of approximately five feet (total of seven feet, including foundation below grade) and angled brick caps on the piers that were spaced approximately twenty-two feet apart (fig. 1.71). The caps were probably Wroten's modification to the standard Quartermaster design. Contracts for similar brick walls awarded to different contractors at Poplar Grove and Seven Pines national cemeteries, for example, had stone and flat brick caps.[151]

Wroten began construction in September 1873 and was supposed to complete the project in five months. As part of the project, the Osage orange hedge was removed, except along the east perimeter at the base of the terraces. Due to the complexities of the cemetery boundary, Wroten had difficulty meeting the deadline. Particularly problematic were the steep sections of wall along the terraces, which required stepped, short sections of wall with foundations as much as six feet below ground. At the base of the terraces along Telegraph Road, the soft clay required Wroten to dig down seven feet to stable ground. Due to the high water table, the Quartermaster required Wroten to install a two-inch tile pipe at the base of the trench, which drained into a ditch along Telegraph Road; the natural spring in this area was probably tied into this pipe at this time. Delays also resulted from the requirement by G. D. Chenoweth of the Quartermaster's Department that Wroten rebuild sections due to inferior brick in the foundation.[152]

For the gates, the Quartermaster apparently changed the original specification for a two-portal version and had Wroten build a three-portal entry—central vehicular gates and two flanking pedestrian gates, even though there was only one walk on the north side of the drive. The gates were moved closer to Telegraph Road from where the wooden one had stood, in line with the eastern boundary of the cemetery, and stone blocks were added as gate stops (see fig. 1.71). Wroten finally finished the wall and gates by December 1874, ten months behind schedule. The gates provided an understated grandeur to the entrance, but there was no sign on the iron gates or piers to identify the cemetery.

**Figure 1.71. The brick enclosure wall and main entrance gates built in 1873–1874, looking northwest along Telegraph Road (Sunken Road), circa 1885. A remnant of the Osage orange hedge that extended along the inside of the old wood enclosure fence is visible right of center above the wall. (William G. Turner photograph, The Central Rappahannock Heritage Center, copy in Fredericksburg and Spotsylvania National Military Park archives, digital image 2676)**



Within six months of its completion, the lime mortar in the brick walls began to fail, but Wroten did not claim responsibility, since he had used the mortar specified. By 1884, much of the mortar was falling out. Cemetery superintendent Andrew Birdsall, a former mason, supervised repairs, using a more durable mortar. By 1887, the inspector reported that the wall was in excellent condition. Another visitor around this time wrote, "A handsome five-foot- brick wall winds its way over the hillsides and undulations, enclosing the grounds."[153]

The only modification made to the enclosure wall over the ensuing years aside from repointing was the addition of second opening, located on the northern wall around 1882 (see fig. 1.69). Prior to this time, cemetery workers had to transport yard waste over the wall or haul it around to the front gates. The same was true for soil that was brought to the cemetery to fill sunken graves from cemetery property outside the wall. It was probably the Quartermaster's agreement made in 1882 with the Lane family to take soil from their property north of the cemetery to fill graves that led to the creation of the new entrance. Measuring approximately twelve feet wide and without gates, the new opening may have aligned with the antebellum road through the Lane property that provided access to Willis Hill during the Civil War.[154]

#### Graves and Grave Markers

By 1870, Fredericksburg National Cemetery contained 6,574 graves and 15,068 remains, all of which except for a small number had been dug by the Burial Corps prior to the end of October 1868. Sixty remains had been removed and reinterred elsewhere between 1868 and 1870. After the Burial Corps completed its work, there was no regular pattern to where graves were placed. Most were accommodated in empty graves within existing burial sections. New interments included a number of unidentified skeletons, many discovered by farmers as they returned fields to cultivation or as property was developed. While there were no conflicts that produced casualties in the 1870s and 1880s, Congress did expand eligibility for burial in national cemeteries beginning in 1873 with honorably discharged veterans. Later, Congress approved the burial of spouses and minor children of interred soldiers. Cemetery employees and their family members were also eligible. [155]

At Fredericksburg and nearly every other national cemetery, improvement of the grave markers was one of the most pressing issues of the 1870s. In 1874, the national cemetery inspector found Fredericksburg's headboards "decayed, but most of them are standing."[156] The painted wooden headboards were not just a maintenance issue, but they were inconsistent with the Act to Establish and Protect National Cemeteries passed on February 22, 1867, which specified that each grave be marked by a "small headstone, or block, with the number of the grave inscribed thereon..."[157] Two years prior to this, Secretary of War Edwin Stanton appointed a board of officers to select a design for permanent grave

markers. It recommended a small, hollow trapezoidal zinc-plated cast-iron marker that would be placed at the foot of the grave, a design favored by Quartermaster General Montgomery Meigs. These markers were conceived as a cost-saving design that could be implemented within the initial appropriation provided by Congress. Meigs continued to press for the zinc monument, delaying a final decision into the early 1870s. Public opinion favored the use of more expensive but traditional marble or granite grave markers.[158]

Congress finally settled the question through passage of the Act of June 8, 1872, which amended the Act of February 22, 1867 by requiring the use of "durable stone and of such design and weight as shall keep them in place when set," and appropriating additional funds in the amount of one million dollars.[159] Secretary of War William Belknap, who was charged in the 1872 Act with implementing the marking of soldiers' graves, took the lead in approving the design. On June 23, 1873, he wrote General Montgomery Meigs, "I have decided to adopt the following described headstones for the National Cemeteries, Viz:"

> For the Known, A white marble, or gray granite, slab four (4) inches thick – ten (10) inches wide, twelve (12") inches high above ground and for the latitude of Washington and South, twenty-four (24") inches in the ground. . .The part above ground to be polished neatly and to have the top slightly curved. The number of the grave, the rank and name of the soldier, and the name of the State from which he came, to be cut on one face – the figures and capital letters to be 2 inches long and 1/3 inch deep; the other letters one inch long and 1/3 inch deep. The letters may be in relief, or incised, at the option of the bidder. The portion below ground to be rough dressed and at least ½ inch wider and thicker than the part above ground. The bottom to be straight and of uniform thickness, and the corners square.
>
> For the Unknown. A granite, or marble, block six inches square and two and a half feet long – 6" x 6," x 2'6". The top and four inches of the sides of the upper end to be neatly dressed and the number of the grave cut on the top in figures 2 ½ inches long and ½ inch deep. When the figures are more than three, they will be arranged in a curve around the margin. The top to be flat, or slightly convex. The bottom to be flat and full six inches square – the rest of the block to be rough dressed, or split, but to be of full size throughout. The block to be firmly set in the ground so that the top shall be just even with the top of the grave.[160]

Four days later on June 27, 1873, Montgomery Meigs issued a call for proposals for furnishing an estimated 253,088 grave markers at all the national cemeteries—147,694 upright slab markers for known graves, and 105,394 blocks for unknown graves. The Quartermaster's Department unsealed the bids in September 1873, and awarded five contracts by November 17, 1873. These bids reflected options allowed for under the War Department specifications relating to material—marble or granite; and inscriptions—in relief (raised) or incised (sunken). The contract to supply the majority of the national cemetery grave markers was eventually held by Captain Samuel G. Bridges, an entrepreneur from Keokuk, Iowa. His proposal was to supply marble slab markers with raised

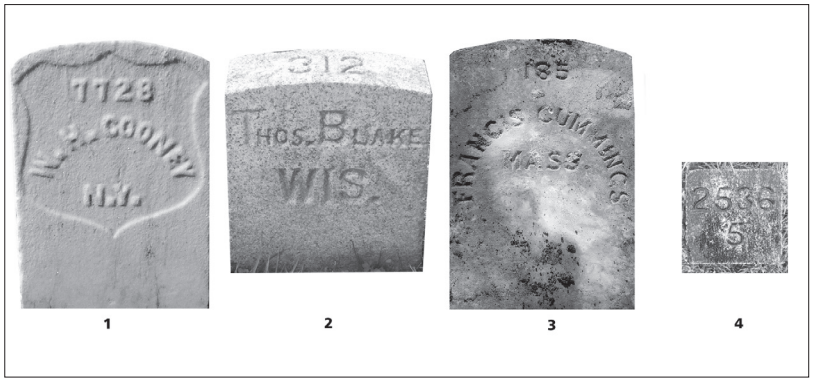



**Figure 1.72. First generation stone Civil War government markers: 1. The revised specification for marble recessed shield with raised lettering used at most national cemeteries. 2. Original 1873 specification executed in granite with incised small capital inscription used only at Fredericksburg. 3. The original 1873 specification executed in marble with revised incised inscription, from Culpeper. 4. Top view of a standard unknown block in granite at Fredericksburg, with the lower number indicating the number of remains in the grave. (Fredericksburg and Spotsylvania National Military Park, National Cemetery Administration, SUNY ESF)**

inscriptions, supplied and finished by Sheldon & Slason of West Rutland, Vermont. The company used the recently developed sand-blast method for the inscriptions, which allowed for rapid finishing of up to 300 slab markers per day. To facilitate the inscription process, the War Department approved a revision that introduced a recessed shield around the inscription, which minimized the amount of stone that had to be sand blasted to create the raised inscriptions, thus saving time and money.[161]

The War Department adopted the recessed shield design produced under contract to Captain Bridges as the standard design for known graves throughout the national cemetery system (fig. 1.72). In addition to adding the recessed shield, the War Department also approved the use of all capital letters, rather than the small capitals originally specified. Only one accepted bid, for Fredericksburg, used the alternative for granite, with the original specification for incised small-capital inscriptions and no recessed shield. Another outlier was Culpeper National Cemetery west of Fredericksburg, which also used the original specifications with incised lettering, but in marble and using all capital letters. The War Department did not alter the original specifications for the unknown blocks, most of which were finished with only the incised grave number on top.[162]

Despite the differences in details, these markers became a unifying feature of the Civil War-era national cemetery system, with mixed large and small markers that contrasted with the uniformity of the old wooden headboards (fig. 1.73). The blocks, while perhaps a cost-saving measure, also made clearly visible the enormous number of unknown soldiers who died on the battlefield without any identification.

**Figure 1.73. Marble markers for known (recessed-shield slabs) and unknown graves (blocks) installed in the mid-1870s showing irregular alternating arrangement in a typical installation at Grafton (West Virginia) National Cemetery, 1904. (National Archives I, RG-92 CA)**

The contract for Fredericksburg's markers was a long and tortured ordeal. It was awarded on November 17, 1873, to Major Edward P. Doherty of Washington, D.C., but finished and completed by a different contractor in the fall of 1876—three years later. Doherty was the only accepted bid to specify granite with incised inscriptions and no recessed shield, details that would have been difficult and costly to execute in hard granite. For his bid, Doherty submitted a sample block of granite from a quarry near Fredericksburg at a cost of $3.95 for each known slab and $3.50 for each unknown block. After

his bid was accepted on November 17, 1873, Doherty subcontracted with the Westham Granite Company of Richmond, which substituted Richmond granite at a much-reduced cost to Doherty of $1.25 for the blocks and $1.40 for the slabs.[163]

By November 29, 1873, G. D. Chenowith, an inspector in the Quartermaster's Department who worked under inspector Oscar Mack, completed the work of recording names from the old wood headboards for transcription to the new stone grave markers. His effort included renumbering the graves, beginning with #1 at the base of the terraces. By March 1874, Doherty shipped the first finished Richmond granite markers to Fredericksburg. On March 6, Chenoweth rejected them as inferior due to disintegration and discoloration.[164] According to Doherty's account, he could not convince the Westham Granite Company to correct the problem. Instead, Doherty refinished the same stones with his own stonecutters. By August 1, inspector Mack found an additional problem with the bases being too narrow, and Chenoweth, apparently realizing they were the same stones, rejected them again. Doherty appealed to the War Department to reverse Chenoweth's assessment, arguing that the same Richmond granite was being used in the new State, War, and Navy Building then under construction in Washington.[165]

The War Department refused to counter Chenoweth's assessment, and so Doherty returned to using the Fredericksburg granite that he had specified in his original bid. He and a partner, Colonel Andrews, reopened the Taylor quarry along the Rappahannock River about a quarter mile above town. To finish the stones, Doherty and Andrews subcontracted with the firm of Kelley and Riggles, at a cost of $2 for each block and $3 for each slab—a substantial increase over the initial cost from Westham Granite Company. After finishing the first load of markers, they were shipped to the Fredericksburg and accepted by inspector Chenoweth in December 1874. After this inspection, Kelley and Riggles raised their cost to $2.50 per block and $3.50 per slab, just below Doherty's government contract price. Doherty declined their increase, and Kelley and Riggles demanded payment for the stones they had produced, and when Doherty refused, they let their contract run out on April 15, 1875, without producing any more stones. [166]

Doherty went back to the Westham Granite Company and executed a new contract at a price of $2.75 per block and $3.45 per slab using granite from the Taylor quarry above Fredericksburg. This occurred shortly before May 15, 1875, when Doherty's government contract was set to expire. Doherty lobbied the War Department for an extension of his contract to no avail. The Quartermaster General then authorized the Westham Granite Company to complete the work as agents for the same price awarded to Doherty. Westham in turn privately agreed to pay Doherty for the stones produced under his contract.

**Figure 1.74. Fredericksburg's granite slab and block grave markers installed in 1876, looking southwest across section A-c, circa 1885. Note change in uniform character compared with the headboards in Figure 1.46. (William G. Turner photograph, The Central Rappahannock Heritage Center, copy in Fredericksburg and Spotsylvania National Military Park archives, digital image 2679R)**

The inscriptions as completed by Westham used the original standard small capital letters for the soldier's name, and all capitals for the state. The name was incised in a straight line if it was short, or in a curve if long. A deviation in the original specification was the placement of the grave number on top of the stone, rather than on the face. Because the inscriptions were done by hand, they had a somewhat irregular character compared with the uniformity of the machine-produced marble recessed-shield markers used in most national cemeteries. [167] By August 1876, work was finally underway on setting the new grave markers in the cemetery. The project was completed that fall, creating irregular patterns of large and small markers that became a defining characteristic of Civil War-era national cemeteries (fig. 1.74).[168]

As installed, the new grave markers remained at the head of the graves, but about half of the known slabs were reoriented west so the inscriptions faced the nearest drive (the old headboards all faced east). Although they were designed for an installation height of twelve inches, they may have been installed lower. In May 1884, eight years after the grave markers were installed, inspector C. W. Foster reported that they remained in alignment, "but they are nearly all too low and should be raised."[169]

The only grave that did not receive a new government marker was #2292 belonging to Sergeant Edward L. Townsend of the 25th New Jersey, located near the central flagstaff. His parents had replaced the standard wooden headboard on his grave with a rounded-top limestone slab marker by 1871. This stone, the first private marker in the cemetery, was retained when the headboards were replaced in 1876.[170]

#### Drives, Walks, and Drainage

When work began on installing the granite grave markers in 1876, the earthen-gravel drives lined by brick gutters, which had a history of problems since their completion in 1868, were pressed into servicing the heavily-laden wagons that brought the stones to the grave sites. An inspection report as early as July 1871 noted that most of the brick gutters were covered in weeds and grass, and another from April 1873 noted the brick gutters "have been injured by frost and should be repaired without delay." An inspection from May 1873 found the "carriageways are deficient in terms of hardness and smoothness," and that 378 feet of wooden drains, which carried runoff from the brick gutters out of the cemetery, were

mostly decayed. In July 1874, the inspector still found the brick gutters "badly choked with grass & weeds." In addition, use by carriages caused rutting and erosion, and the drives that ascended the steep grade of the terraced hillside often washed out during heavy rains.[171]

Maintaining gutter-lined, lightly constructed drives was a common problem at national cemeteries. The Army had few resources to construct heavy-duty roads. At Poplar Grove National Cemetery, for example, the superintendent reported that "constant labor is required to keep them [drives and gutters] in good order," including resurfacing and removal of weeds with hoes and hand tools. Like Fredericksburg, Poplar Grove also had wooden culverts, and by the early 1870s, these were rotting and were converted to grass swales. By 1874, Poplar Grove had also converted the gravel surface of its drives to turf; Quartermaster inspector Oscar Mack reported in a positive manner that the drives were "overgrown with grass, which is kept close cut with the lawn mower."[172] At the time, Poplar Grove's brick gutters were still maintained along the drives. After the cemetery acquired a horse lawn mower in 1878, the brick gutters were filled and turfed over to ease maintenance and facilitate mowing with the big machine.[173]

The Quartermaster's Department soon authorized similar changes to Fredericksburg National Cemetery's drives. The switch to turf drives came later than at Poplar Grove, perhaps because Fredericksburg had such a difficult time maintaining the turf it already had.[174] This changed with the introduction of a horse lawn mower in 1878. By the following spring, work was underway filling the gutters and establishing grass on the gravel roadbeds. This converted the cemetery drainage from a semi-closed system into an open system of surface drainage. Filling of the gutters removed the deep dip to either side of the drives that was most likely cumbersome for visitors to cross. On April 3, 1879, inspector C. M. Clarke reported,

> The filling of the brick gutters has evidently been a great improvement in appearance and a saving in the regular work of keeping the grounds in condition. The brick gutters are all done away with except those on each side of the main-entrance avenue and on the avenues going up the hill [terraces] on the north and south sides. It is believed that the two gutters on the north drive, and the one gutter next the wall on the south drive can be taken up and if filled with earth, with an occasional cross sodding they will stand perfectly. . .[175]

The brick gutters along the main drive would also soon also be filled, along with the brick gutters that ran lengthwise along each of the terraces. Only a 150-foot-long section of brick gutter, added around 1879, remained along the inner side of the enclosure wall at the base of the terraces.[176] While some of the gutters were buried, others were taken up. By 1879, the cemetery had between 60,000 and 80,000 bricks salvaged from the gutters stacked outside of the rear (west) wall of the cemetery. Those salvaged from the terrace gutters were used to construct the brick outbuilding in 1881. That year, the inspector reported that the drives

**Figure 1.75. The cemetery with its recently turfed drives looking northwest, circa 1885. Most visible in this photograph is the turf drive around the flagstaff mound and the turf drives extending out from the flagstaff bordered by rows of trees and shrubs. (Fredericksburg and Spotsylvania National Military Park archives, digital photograph 2678r)**

and walks were "all grassed over" (fig. 1.75). The effect of the turf drives gave the cemetery the appearance of a continuous lawn, as reported by a visitor in October 1882:

> Following the broad grassy carriageway [main drive], as it sweeps in a graceful curve to the crest of the hill, we pass out upon the upper terrace and have a complete view of the grounds at the rear…The entire ground, it should be borne in mind, has been made as smooth, although not as level, as a floor, with an unbroken sward, which is kept closely cut with a lawn mower and gives the ground the appearance of being covered with a glossey [sic] carpet of green velvet.[177]

An inspector reiterated the positive effect of the grassed-over drives and gutters that same year, and also added that he felt the change in drainage of the grounds "will prove very advantageous to the growth of everything at all seasons"—because rain would better percolate into the ground, rather than run off outside the cemetery.[178] Despite these positive reports, the cemetery had trouble maintaining turf on some of the drives. In the winter of 1883, according to inspector James Gall, the drives received an application of topsoil, grass seed, and a cover of composted manure. Gall felt that the drives "will appear in handsome covering by the middle of next summer." Despite this, within a few years, the turf was still worn away on the heavily trafficked drives, such as around the central flagstaff (fig. 1.76). Another inspector, C. W. Foster recommended in 1884, "The

**Figure 1.76. The main drive around the flagstaff mound showing loss of turf, looking southeast, circa 1885. (Fredericksburg and Spotsylvania National Military Park archives, digital image 2735)**

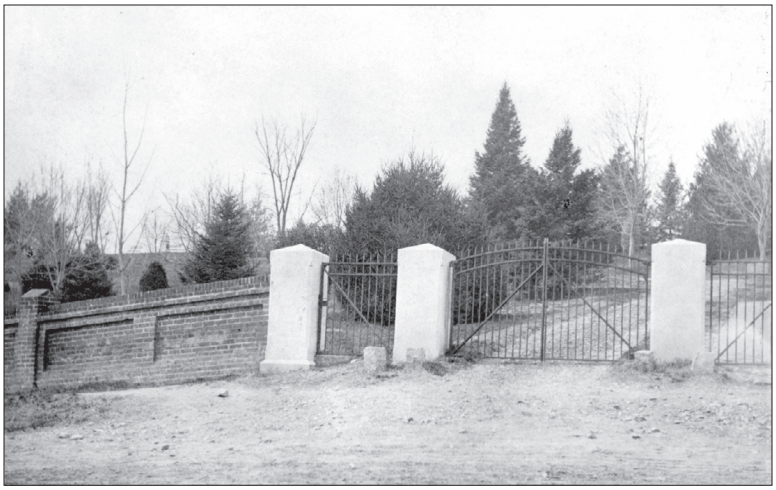


**Figure 1.77. The main drive looking west through the entrance gates showing gravel surface added by 1888, photographed April 11, 1893. The brick walk to the lodge is visible behind the right pedestrian gate. (Fredericksburg and Spotsylvania National Military Park archives, digital image 1934)**

driving within the Cemetery, should I think be stopped or the attempt to cultivate grass upon the avenues abandoned."[179]

Turf on the steep portion of the main drive above the lodge was especially difficult to maintain, and combined with the steep grade, it was subject to wash-out in heavy rains, especially once the brick gutters were removed. To remedy the situation, inspector W. H. Owen recommended paving the drive as part of his February 1886 inspection, as well as adding catch basins along the lower parts of the triangle. As constructed, these basins drained through a pipe that ran beneath the entrance walk to the lodge and out to an 18-inch brick culvert that crossed Telegraph Road. By 1888, the turf on the main entrance drive, including the leg along the southern side of the triangle, was removed and paved in gravel (fig. 1.77). The gravel and drainage basins, however, did little to address wash-out of the steep main drive during heavy rain. Inspector Owner recommended in his April 1888 report that this section be paved with cobblestones, but his advice was not implemented.[180]

Walks in the burial grounds of Fredericksburg National Cemetery consisted of the turf-covered areas between the foot of the grave and the adjacent row of grave markers. The walks were clearly discernible when the graves were mounded, but once most were leveled by the time the granite markers were installed in 1876, there was little to distinguish the walk from the ground over the grave (see fig. 1.75). There were also turf walks along the length of the terraces at the foot of the graves, which afforded more room for visitors to stroll. Most visitors were probably not aware of walking over remains. The visitor who came in October 1882 noted, "These green terraces, rising and receding gradually to the crest seventy feet above. . .produce a fine effect, viewed from either below or above. They also afford a succession of fine promenades whereon three or even four persons may walk abreast."[181]

**Figure 1.78. Distant view of Fredericksburg National Cemetery looking west across Willis Field showing red-cedar trees (dark lines of vegetation) along the two sets of steps that ascended the terraces, circa 1880. (William G. Turner photograph, The Central Rappahannock Heritage Center, copy in Fredericksburg and Spotsylvania National Military Park archives, digital image 2644)**

The character of the terraces as promenades was accentuated by two sets of brick steps lined by red-cedar trees planted by the burial corps by 1869 (fig. 1.178). The steps ascended the terraces south of the main drive—one set near the south road along the enclosure wall, and another in the middle. These brick walks replaced the original wooden steps that had started to decay by 1873, perhaps due in part to damp conditions from the rows of red-

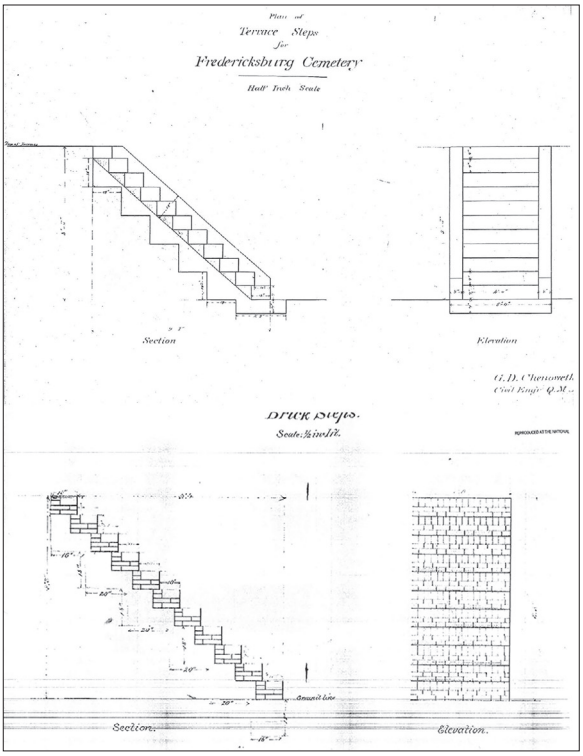



**Figure 1.79. Plans for the terrace steps drawn by G. D. Chenowetharound 1873, showing granite specification (top) and selected brick specification (bottom). (National Archives, RG 92, copy in Fredericksburg and Spotsylvania National Military Park archives, Donald Pfanz research files)**

**Figure 1.80. Young leafless trees that reflect plantings made around 1871, looking west at the central flagstaff, circa 1874. The evergreens around the flagstaff mound were Eastern red-cedars planted by the Burial Corps. The pictured 90-foot flagstaff was installed by February 1874; the mound was lowered a short time later. (National Archives, RG 92, copy in Fredericksburg and Spotsylvania National Military Park archives)**

cedars. Inspector G. D. Chenoweth recommended replacing the steps in stone or iron, and by fall 1873, recommended constructing granite steps, perhaps to conform to the granite specification of the grave markers—and suggested a third set of steps be added to the north set of terraces (fig. 1.79). Due to the high cost, Chenoweth also developed a specification for brick steps. After receiving bids for both, the Quartermaster selected the lower-cost brick option, and eliminated the third set of steps at the north terraces. The eighteen individual staircases, each four feet wide with eleven steps, were constructed in spring 1875; the landings between each set of steps were kept in turf. At the same time, the Quartermaster had a brick sidewalk built along the main drive from the pedestrian gate to the brick walk to the lodge and replaced a wooden step there with a stone step. No walk was built along the other side of the drive from the south pedestrian gate.[182]

#### Trees and Shrubs

In 1870, Congress provided $20,000 for plantings across the seventy-three national cemeteries.[183] It was due to this allocation that Quartermaster General Montgomery Meigs consulted with landscape architect Frederick Law Olmsted, who recommended that national cemetery landscapes be "studiously simple," and in particular that each landscape constitute "A sacred grove, sacredness and (protection) being expressed in the enclosing wall and in the perfect tranquility of the trees within."[184]

Fredericksburg's portion of the $20,000 allocation—probably no more than a few hundred dollars—went to planting trees and shrubs to supplement the red-cedars transplanted around the central flagstaff, along the main drive, and along the terrace steps by 1869. The new trees were most likely shipped to the cemetery in winter 1871 and planted along the drives with a scattering in the burial sections (fig. 1.80). Species may have included tulip-poplar, red maple, white ash, silver poplar, and American elm. None were planted on the terraces. The north-south drive aligned with the central flagstaff may have been planted to create a "sylvan hall"—a plan for an allee of trees devised by the Quartermaster in 1870 for implementation at all national cemeteries. Sylvan halls were most likely conceived as a ceremonial approach to the central flagstaff.[185]

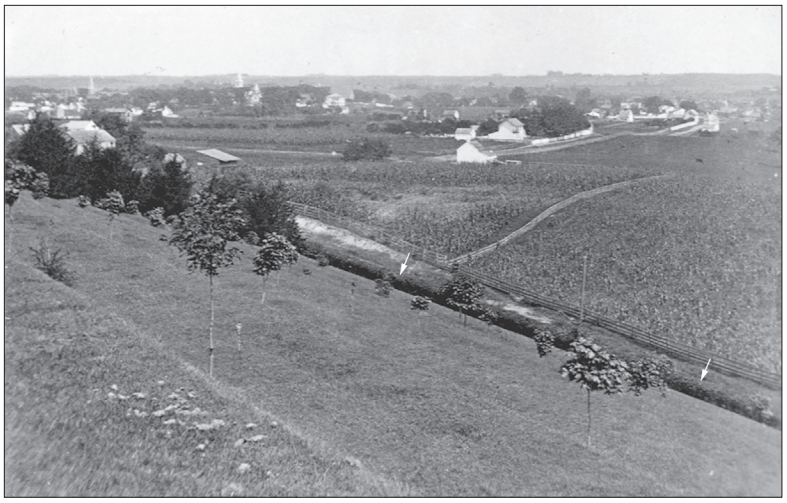


**Figure 1.81. The Osage-orange hedge at the base of the terraces along the enclosure wall (indicated by white arrows), looking northeast, circa 1884. The small trees on the terraces were planted in circa 1882; the evergreen trees at left are the older Eastern red-cedar trees along the middle terrace steps. (Paul W. Bean collection, copy in Fredericksburg and Spotsylvania National Military Park archives, digital image 1938, annotated by SUNY ESF)**

The next major planting at Fredericksburg was the Osage-orange hedge planted along the inside of the old wood enclosure fence in spring 1871. The hedge was sheared, although it never became sufficiently established to form a neat hedge because most of it was removed within three years as part of the construction of the brick enclosure wall completed in 1874. Only the section of hedge along the front brick wall at the base of the terraces and behind the service area was retained (fig. 1.81). This remnant was removed in 1888 based on the recommendation of the national cemetery inspector, except for a section behind the brick outbuilding (see fig. 1.71).[186]

The tree plantings dating to 1871 did not fare well, and by July 1874, the inspector was reporting , "The recent dry weather has damaged the trees. . .many are dying."[187] Watering was at most infrequent, since the cemetery workers had to haul it up the hill by cart from the well in the service yard. Just two years later, inspector James Gall reported that the cemetery was "exceedingly bare of trees," and petitioned for funds to plant more.[188] To facilitate mowing, the still-young trees that had been planted randomly within the burial sections were transplanted in 1879 to align with the rows of grave markers. By the spring of 1881, Inspector Gall reported that a recent planting of trees—based on his 1876 inspection—was doing well, with only a small number failing. These plantings helped to define the drives after they were converted to turf (see figs. 1.75, 1.76). A large number of Norway maple trees were added to the rows along the drives. Perhaps Gall was inspired by the allee of Norway maples at Gettysburg National Cemetery, where he also oversaw plantings. It was in the 1870s that Norway maples began to gain popularity in the United States as a fine shade tree.[189]

The last major tree planting occurred following inspector James Gall's report in 1881, in which he recommended that more evergreens be added to the cemetery, "and especially on the terraced front of the grounds, which looks very bare from the rail-road" (see fig. 1.78).[190] Evergreens were a favorite tree in cemeteries for their symbolism of life everlasting. The only substantial plantings on the terraces by this time were the red-cedars that lined the brick steps. In July 1881, Assistant Quartermaster C. W. Foster detailed the costs of carrying out Gall's recommendations: $140 for planting trees on the terraces and $73 for vines to cover the inner face of the cemetery wall, $73. By the fall of 1882, the terraces were planted with rows of trees that extended uphill perpendicular to the rows of graves, alternating between deciduous trees and evergreens (fig. 1.82, see also fig. 1.81). The trees were planted at the base of the terrace banks, behind the grave

**Figure 1.82. The south terraces looking southwest from the lodge showing young trees and shrubs planted around 1882, photographed circa 1885. The iron tablet along the main drive had not yet been installed on a post. At the bottom of the photograph is the Maltese cross bed. (The Central Rappahannock Heritage Center, copy in Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_A_Marye's Heights_3)**

markers. Species included Norway spruce, balsam fir, hemlock, tulip poplar, white pine, Nordmann fir, horse chestnut, American elm, American chestnut, and Norway maple. The vines along the inside of the enclosure wall were English ivy, an evergreen vine that was used at many other national cemeteries to cover enclosure walls. [191]

The evergreens planted throughout the cemetery in the 1870s and 1880s had the character of shrubs while they were small into the early 1890s (fig. 1.83). While most were not sheared and were allowed to grow into trees, some species, such as yews, were sheared into mounded forms. The grass triangle was planted with numerous shrubs, probably both deciduous and evergreen, and another grouping of shrubs was planted in the circular plat at the site originally intended for the soldiers' monument.[192]

A visitor to the cemetery in October 1882 appreciated the cemetery's numerous trees, his remarks recalling the sacred grove recommended by Frederick Law Olmsted twelve years earlier:

> Regular rows of numerous varieties of trees cross the grounds at intervals of eighty feet. These trees have not yet attained sufficient size to afford much shade, but are thrifty and will in future years make a magnificent variegated forest.[193]

Overall, the trees were most densely planted along the drives and enclosure wall, with a scattering within the burial sections (see fig. 1.52). Many red-cedars were planted along the south, west, and north sides of the enclosure wall. By later in the decade, this collection of trees—there may have been as many as 1,000 specimens—was not faring well, probably succumbing to heat and drought made worse by an inadequate water-supply system. In 1888, Inspector W. H. Owen reported that the deciduous trees were "not doing well," and that maples and elms were not "flourishing." He found silver poplar to be the "most thrifty."[194]

**Figure 1.83. Evergreen and deciduous trees and shrubs, looking northwest toward the flagstaff, November 1892. The narrow evergreens are probably junipers. (Fredericksburg and Spotsylvania National Military Park archives, uncataloged digital image)**

Between 1869 and 1892, the Quartermaster's Department replaced and added numerous commemorative features and furnishings, including flagstaffs, iron tablets, settees, and a rostrum, that reflected its efforts to standardize design throughout the national cemetery system. Fredericksburg never received the grand monument proposed by the Soldiers Monument Association that had been designated at the circular plat at the top of the terraces. Most Union veterans during this period prioritized placement of monuments in more friendly territory, primarily on the Gettysburg battlefield. However, once the movement toward reconciliation had grown with the approach of the twenty-fifth anniversary of the Civil War in the late 1880s, things began to change. In 1890, Fredericksburg National Cemetery received its first monument, a six-foot-tall granite obelisk at the grave of Colonel Josef A. Moesch, who had died at the Battle of the Wilderness. His grave, at the top of the terraces just off the main drive, had been reinterred just three years earlier from an unmarked grave in the Lacy family burial ground at Ellwood. The monument was erected by veterans of the New York City-based 83rd New York Volunteers, known as the Ninth Regiment, who traveled to the cemetery for the dedication on September 24, 1890 (fig. 1.84).[195]

**Figure 1.84. Veterans of the 83rd New York Volunteers at the dedication of the Moesch monument, looking east toward the terraces across a worn turf drive, September 24, 1890. (Fredericksburg and Spotsylvania National Military Park archives, digital image 2741)**

*Flagstaff*

The most prominent commemorative feature in the cemetery was the wooden 125-foot-tall flagstaff, which had been erected about 1866 and was surrounded by the steeply sided six-to-eight-foot-tall turf mound added shortly thereafter. The flagstaff was the symbolic heart of the cemetery, displaying the national flag that represented the Union for which all those buried in the cemetery had fought and died. The enormous height of the two-mast flagstaff did not withstand a storm in 1873. It came down and took part of the mound with it. Superintendent Fitchett proposed a nearly identical replacement at 120 feet tall. The Quartermaster's Department did not implement Fitchett's proposal, and instead issued a contract for a shorter and presumably cheaper wooden pole. The project went to Jonathan C. Comfort of Shiremanstown, Pennsylvania, who at the time was working on the Mansard roof addition to the lodge, to install a single, 90-foot-tall white-painted mast, ten feet of which was below ground. Comfort completed the project by February 1874 (see fig. 1.80).[196]

Soon after Comfort installed the new flagstaff, the cemetery had the mound reshaped. Oscar Mack reported in his inspection of July 22, 1874, that the mound

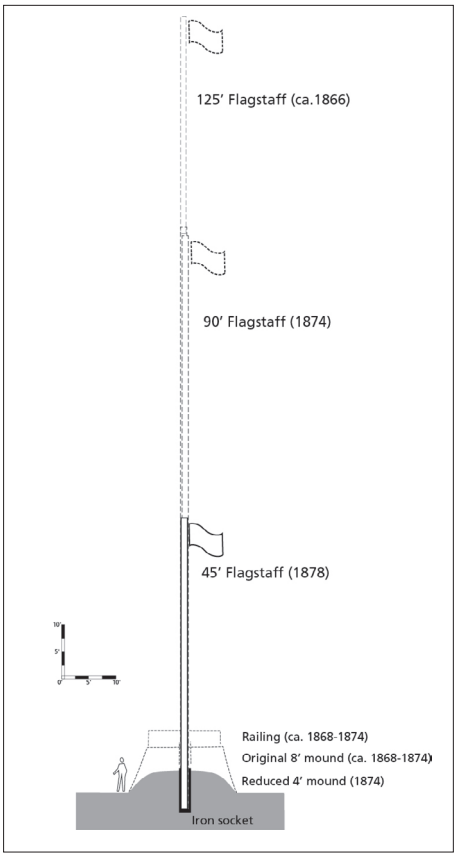



**Figure 1.85. Diagram showing approximate differences in scale between the third flagstaff and its two predecessors, and between the reduced mound and the original. (SUNY ESF)**

**Figure 1.86. The third flagstaff and lowered mound completed in 1877, looking west, circa 1885. (Alexandria Library Special Collections, copy in Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg_Box 2a_A_Marye's Heights_6)**

had been "cut down a good deal and made in a better shape."[197] It was lowered from about six or eight feet to four, and its width at the top from fifteen feet to ten. As part of these changes, the railing on top of the mound and the wooden steps were removed. Perhaps to make up for reduced prominence of the mound, four shot pyramids—pyramidal piles of twenty-four-pounder cannonballs set on triangular, white-painted wood platforms—were installed around the base of the flagstaff mound, reinforcing the military character of the landscape and providing a symbolic connection to the four surrounding upright gun monuments installed in 1868. Around the same time in 1874, a standard bronze plaque was added to southeast gun monument that provided the name of the cemetery and the internment numbers.[198]

The second flagstaff lasted just forty months. On June 8, 1877, it snapped in half during another severe storm. The Quartermaster contracted with Wallace Stetson to replace the pole for $100. As completed by Memorial Day 1878, the new white flagstaff was a shorter single-mast pine pole that was approximately forty-five feet—half the height of the second flagstaff and nearly a third the height of the original (figs. 1.85, 1.86). At the top was flat cap, probably of copper.[199] The new, short flagstaff was most likely barely visible to visitors arriving from the train station. As the surrounding trees matured, it became even more inconspicuous. Eight years after its installation, the inspector found additional problems, reporting that the flagstaff was "shorter than usual. . .and thicker, giving it a stumpy appearance. It is set in an iron cylinder and is not quite plumb. Instead of cleets [sic], as usually, there are wooden pins set in opposite sides. They are said to be unsafe, and look so."[200]

*Flowerbeds*

By May 1873, the cemetery had established, or planned to soon establish, fourteen flowerbeds, to be planted with annuals started in the cemetery's newly constructed greenhouse in front of the lodge. These flowerbeds commemorated the various US Corps under which those interred in the cemetery had fought, with each bed in the shape of a Corps badge. Fredericksburg Superintendent Fitchett was following the lead of other national cemeteries. Poplar Grove's superintendent established four Corps-badge flowerbeds in March 1869. By

**Figure 1.87. Post card of Winchester National Cemetery showing its collection of flowerbeds, circa 1890. The bed at lower left, filled with geranium or begonias, appears to be in the shape of a heart, the 24th Corps badge. Fredericksburg's collection of Corps-badge beds in the triangle may have had a similar character. The large metal tablet (Act of Congress), a standard feature of national cemeteries, was added around 1881. (National Cemetery Administration)**

**Figure 1.88. Sketch map of Fredericksburg National Cemetery showing flowerbeds highlighted in pink, May 7, 1873. (Detail, "Plat of Fredericksburg Cemetery Surveyed by Jo. G. Reid, May 7, 1873," National Archives, copy in Fredericksburg and Spotsylvania National Military Park archives, annotated by SUNY ESF)**

1871, Alexandria National Cemetery, whose superintendent, according to the inspector, "takes great pride and pleasure in cultivating the finest varieties of flowers," had "numerous flower-beds, laid out in the form of the several corps-badges. . .filled with choice flowers."[201] Winchester National Cemetery northwest of Fredericksburg also maintained an area with flowerbeds, including some in the shape of Corps badges, along with a bed of roses (fig. 1. 87).

The sloped ground of the triangle made it an ideal place for displaying Corps-badge flowerbeds to visitors entering through the main gate. At the center was a large circle, the badge of the 1st Corps; each of the three corners featured a heart, the 24th Corps badge, and a six-pointed star, the 8th Corps badge; and along each side was a Maltese cross, the 5th Corps badge (fig. 1.88). In addition to these beds, on the broad bottom terrace south of the entrance there were four graduated sizes of circular beds anchored by a triangular bed, visible to visitors entering the cemetery and those promenading on the terraces. The largest bed was at the mound intended for the soldier's monument, which may have been a mix of shrubs and flowering annuals. In addition to the flowerbeds, roses were also planted in the cemetery, probably at prominent places in the burial grounds. Fredericksburg may have been following the example of Gettysburg National Cemetery, where the Quartermaster had individual rose bushes planted behind each of the section markers in 1873 (Fredericksburg had no known section markers). [202]

The Quartermaster's Department's decision to halt production in Fredericksburg's greenhouse in 1877 and remove the structure soon after most likely caused a significant reduction in the number of flowerbeds maintained in the cemetery. After this date, Superintendent Fitchett could start some plants in the cemetery hotbed erected along the north wall in place of the greenhouse, but the cemetery obtained most of its bedding plants from the greenhouses at Arlington National Cemetery. By the early 1880s, just one Corps-badge bed was maintained: a Maltese cross bed in the front lawn of the lodge where the greenhouse has stood (fig. 1.89). A visitor in 1882 remarked, "…

Figure 1.89. The Maltese Cross bed (indicated by white arrow) in the front lawn of the lodge where the greenhouse had stood, looking north, circa 1885. The iron tablet at lower right, shipped to the cemetery in 1881, had apparently not yet been installed on its post. The main drive at the time was still maintained in turf. (William G. Turner photograph, The Central Rappahannock Heritage Center, copy in Fredericksburg and Spotsylvania National Military Park archives, digital image 2680R)

at the side of the brick paved walk [to the lodge] is a large bed in the form of a Maltese cross filled with many varieties of brilliant plants."[203] It was maintained into the 1890s. The bed at the proposed site of the soldiers' monument was converted to shrubs by 1890.[204]

The reduction in flowerbeds was also most likely made at the Quartermaster's request and followed a design approach that harkened back to Frederick Law Olmsted's recommendations from 1870, as it later published in the National Cemetery Regulations:

> A well-kept sward, graceful shade trees, pretty shrubs and evergreens are of greater importance and contribute more to the beauty of the cemetery than a promiscuous distribution of flower beds. A few flowers about the lodge and at one or more other prominent points are all that should be maintained, as the expense and attention required in the cultivation of a large number of flowers can be better utilized in the care of the lawns.[205]

*Settees and Rostrum*

With visitation to national cemeteries across the system remaining generally high through the 1870s and 1880s leading up to the twenty-fifth anniversary of the war, the Quartermaster identified a need to provide places for people to rest and gather. At Fredericksburg, there were wooden benches with backs that were placed around the flagstaff mound by the early 1870s, probably made by the superintendent or his staff (see fig. 1.80). The Quartermaster's Department decided that the cemeteries should have more refined benches—it referred to them as settees—and in June 1878, solicited bids for the installation of 1,100 at the national cemeteries. The second lowest bid was submitted by The Composite Iron Works Company of New York City for the "Composite Settee," at a cost of $3.00 each (fig. 1.90). The winning bid was for a similar bench, but without arms, painted dark green and measuring approximately four feet long with a slender cast-iron frame, tie rod between the legs, and wood-slat back and seat. Fredericksburg, as a first-class cemetery, may have received thirty or more settees, which were set out along the drives and at scenic points (fig. 1.91). They were typically stored indoors during the winter and were probably placed in different locations from year to year.[206]

Figure 1.90. The second lowest bid submitted to the Quartermaster in June 1877 for the Composite Settee. A similar design by another company was selected. (Records of the Quartermaster General, RG 92, Entry 681, National Archives I)

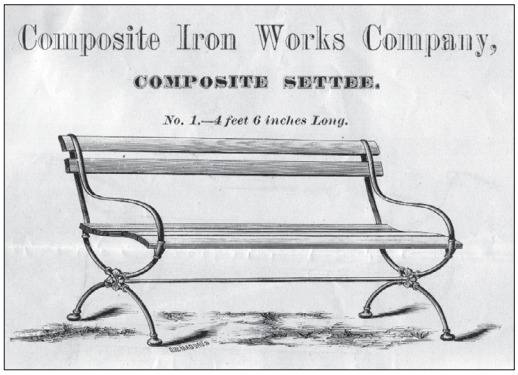


**Figure 1.91. Visitors on a cemetery settee along a turf drive, looking south, circa 1890. At lower left is the back side of an Inscription (Bivouac of the Dead) tablet showing standard installation on a low wood post. (Hoffman Collection, Fredericksburg and Spotsylvania National Military Park archives, digital image 766)**

When the Grand Army of the Republic returned to Fredericksburg National Cemetery for the celebration of Decoration Day in 1884 after a thirteen-year hiatus, there was no permanent facility from which speakers could address large gatherings—the open area around the flagstaff mound could only accommodate small gatherings. There were just two large open spaces—the triangle formed by the entrance drive, which was not well suited due to the slope of the ground, and the circular plat at the south end of the cemetery, where the soldiers' monument had been proposed. The mound for the monument had probably been removed when trees and shrubs were planted there by the early 1880s. It was most likely in this area that the large Decoration Day ceremonies of the 1880s were held, with speakers addressing gatherings from a temporary platform. By 1888, the Quartermaster's Department decided to give Fredericksburg a permanent rostrum—a covered, raised platform to accommodate orators, choirs, and brass bands.

The Quartermaster's Department began erecting permanent rostrums at national cemeteries in the late 1870s, partly to reduce the repeated expense of erecting temporary speaker's platforms. The first standard plan, basically a rectangular, classical-style brick pergola planted with vines, was adopted in 1878 and initially constructed at seven of the most visited national cemeteries beginning the next year, including Gettysburg, Antietam, and Vicksburg. The success of these rostrums sparked interest among veterans' organizations to add them at other national cemeteries. In 1886, the Quartermaster's Department developed a new standard design intended to be more economical than the original brick design. Known as "Design No. 2," or the "octagonal plan," the new rostrums had the character of a gazebo, with a raised, 16-foot-diameter octagonal platform of stone or brick surmounted by an open, cast- and wrought-iron superstructure on which vines could be grown (fig. 1.92). Color specifications called for the iron work to be black, the galvanized roof to be red, and the underside of the roof, blue. On July 12, 1886, the Quartermaster advertised for the construction of six octagonal rostrums, none of which were in Virginia.[207]

**Figure 1.92. A standard octagonal iron rostrum at Wilmington National Cemetery built in 1886, photographed circa 1910. Fredericksburg received the same rostrum two years later. The English ivy on the brick base was a standard planting on these rostrums. (National Archives, RG 15/A-1, entry 25, from Historic American Landscape Survey, "National Cemeteries, Rostrums")**

After successfully contracting with the Champion Iron Fence Company of Kenton, Ohio in 1886, the Quartermaster entered a second contract in 1888 with the same company to build octagonal rostrums at Fredericksburg, Hampton, Richmond, Philadelphia, New Bern, Corinth, and Andersonville national cemeteries. Fredericksburg's rostrum was

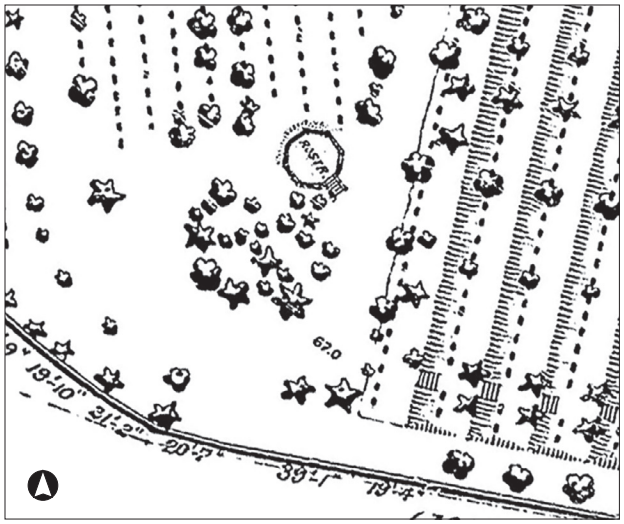



**Figure 1.93. Map showing location of Fredericksburg's octagonal rostrum erected in 1888 at the circle originally intended for a soldiers' monument at the south end of the national cemetery. (Detail, Office of the Quartermaster General, "National Cemetery Fredericksburg, VA.," 1892, updated to 1911, Fredericksburg and Spotsylvania National Military Park archives)**

sited at the circle where a soldiers' monument had been planned as part of the original 1866 cemetery plan due to the expansive views, and which since conversion of the gravel drives to turf in the late 1870s was largely open lawn with a copse of trees and shrubs at the center (fig. 1.93). This spot near the top of the terraces still took in panoramic views to the east, as a visitor reflected in 1882, prior to the rostrum's construction: "From the upper terrace the outlook over and down the valley of the Rappahannock is one that once viewed will ever remain impressed upon the mind as an ideal picture."[208] The Quartermaster sited the rostrum on edge of the circle, on the bed of the circular drive. The spring after after the rostrum was built in late 1888, Superintendent Birdsall planted vines around the structure, including English ivy to cover the brick base and flowering vines, perhaps wisteria, on the iron superstructure.[209]

*Tablets*

The wooden painted tablets that contained verses from "The Stripes and the Stars" and "The Memory of the Dead" that probably dated to Fredericksburg National Cemetery's completion in 1869 required frequent maintenance. Because many national cemeteries had such features and were facing similar issues, the Quartermaster's Department submitted a request in spring 1881 to the Army's Rock Island (Illinois) Arsenal to fabricate standardized cast-iron tablets for all national cemeteries. According to the Quartermaster, the new iron tablets were to "take the place of notices, verses, &c., on painted signboards which had become unsightly and were too costly to renew as frequently as required."[210]

The Quartermaster requested three types of cast-iron tablets for commemorative and operational purposes, each of which were designed to be mounted at an angle on low wood posts and painted black with aluminum paint to highlight the raised lettering.[211] The most numerous, known as "Inscription Tablets," were small rectangular tablets (1'2" x 1'8"), each containing one of seven four-line stanzas identified as verses A through G from Theodore O'Hara's mournful poem, "The Bivouac of the Dead," written in 1850 to commemorative Kentucky's contribution to the 1847 Battle of Buena Vista in the Mexican-American War (fig. 1.94). Quartermaster General Montgomery Meigs admired the poem and had previously directed that stanzas be posted at the entrance to Arlington National Cemetery. The second type was a larger iron tablet (1'10" x 3') that displayed Section 3 of the 1867 "An Act to Establish and Protect National Cemeteries." Known as the "Act of Congress Tablets," these warned visitors of the legal

**Figure 1.94. A standard Inscription tablet at Fredericksburg National Cemetery with one of seven verses from "The Bivouac of the Dead," installed in 1881, photographed 1953. (FRSP digital photograph Fredericksburg Box 2a_C_Fredericksburg National Cemetery_38)**

**Figure 1.95. Tablets along the main drive looking northwest, 1905. The one adjacent to the hedge is an Act of Congress tablet, the one at the head of the triangle is a General Orders tablet, and the one in the right distance is an Inscription tablet. (Fredericksburg and Spotsylvania National Military Park archives, detail of Fredericksburg_ Box 2a_C_Fredericksburg National Cemetery_33)**

penalties for defacing national cemeteries (see fig. 1.87). The third and largest type of tablet (2'6" x 3'10") displayed the Army's General Orders No. 80, which stipulated regulations including cemetery open hours, prohibition of picnicking and refreshments, and speed limits on cemetery drives.[212]

The Quartermaster's order for Fredericksburg, dated May 17, 1881 included four Act of Congress, one General Orders No. 80, and ten Inscription (Bivouac of the Dead) tablets: two each of Verses A, B, and G, and one each of Verses C, D, E, and F (see Appendix B for text of verses). These were shipped to Fredericksburg shortly after casting in the summer and fall of 1881. Fredericksburg's superintendent initially set the tablets out on the ground (see fig. 1.82). They were eventually mounted along the drives on standard black wood posts, with a mounted height of about one foot above the ground. One of the Act of Congress tablets was positioned at the lodge entrance walk, one of the Inscription tablets was placed along the right leg of the main drive, and the General Orders No. 80 tablet was placed in a prominent position at the point where the main drive forked to form the triangle (fig. 1.95). Fredericksburg later received a fourth type of standard national cemetery designated for in front of the lodge that read: "Visitors are invited to enter the Office in the Superintendent's lodge where a register is kept and where information concerning this cemetery will be cheerfully given."[213]

### FREDERICKSBURG NATIONAL CEMETERY LANDSCAPE, 1892 (DRAWING 1.3)

By 1892, Fredericksburg National Cemetery had been improved with all the standard features specified by the Quartermaster's Department, including a perimeter enclosure wall, headstones, central flagstaff, lodge, outbuilding, wellhouse, tablets, settees, rostrum, and extensive plantings of trees along terraces and drives and scattered throughout the burial sections. Also part of the cemetery

was National Boulevard, the newly improved government approach road from Fredericksburg's rail station.

Unlike other national cemeteries that had marble headstones with recessed-shield inscriptions, Fredericksburg had granite with simple incised lettering—a legacy of the Quartermaster's alternate specifications and the outcome of the bidding process in 1873. Despite these differences, Fredericksburg's headstones still conformed to the slab markers for known graves and small posts known as blocks for unknown graves that became a hallmark of all Civil War-era national cemeteries.

The landscape of Fredericksburg National Cemetery had lost several features that existed in 1869, most notably the gravel surface of the drives and the brick gutters that lined them. While the drives had been conspicuous features of the landscape in 1869, by 1892 they were subtle voids between rows of trees and headstones, except for the front of the main drive that remained in gravel, but without gutters. The front gate, too, had changed substantially, from a highly visible and large painted arched entranceway, to understated stone piers with iron gates. In contrast, the brick enclosure wall and new stone lodge provided more prominent and sturdy replacements for the old enclosure fence and board-and-batten lodge. The addition of nearly one thousand trees and shrubs over the period had changed the cemetery from a largely barren, open landscape with expansive views, to an increasingly shady and enclosed landscape with limited outward views. Flowerbeds, once numerous in the 1870s, had largely disappeared by 1892, except for two in the front yard of the lodge, one in the shape of a Maltese cross. This bed was one of a number of commemorative features introduced into the cemetery landscape during this period, including iron tablets with verses from the Bivouac of the Dead that replaced painted signboards with other poems; a rostrum that served as the focus of Decoration Day ceremonies; and a monument to Colonel Moesch, the first monument in the cemetery. The central flagstaff, perhaps the most significant commemorative feature, was an undersized, warped wood pole that was barely visible through the growing tree canopy. Its prominence had also been diminished through lowering of the flagstaff mound and removal of the railings that encircled it.

In the four decades following the Quartermaster's mapping of the landscape in 1892, the War Department would make few substantial changes to Fredericksburg National Cemetery as the battlefields in the region became a new focus of commemoration and preservation. The most significant changes would result from the addition of new commemorative works, the growth and decline of the extensive tree plantings throughout the cemetery, and the addition of modern utilities.

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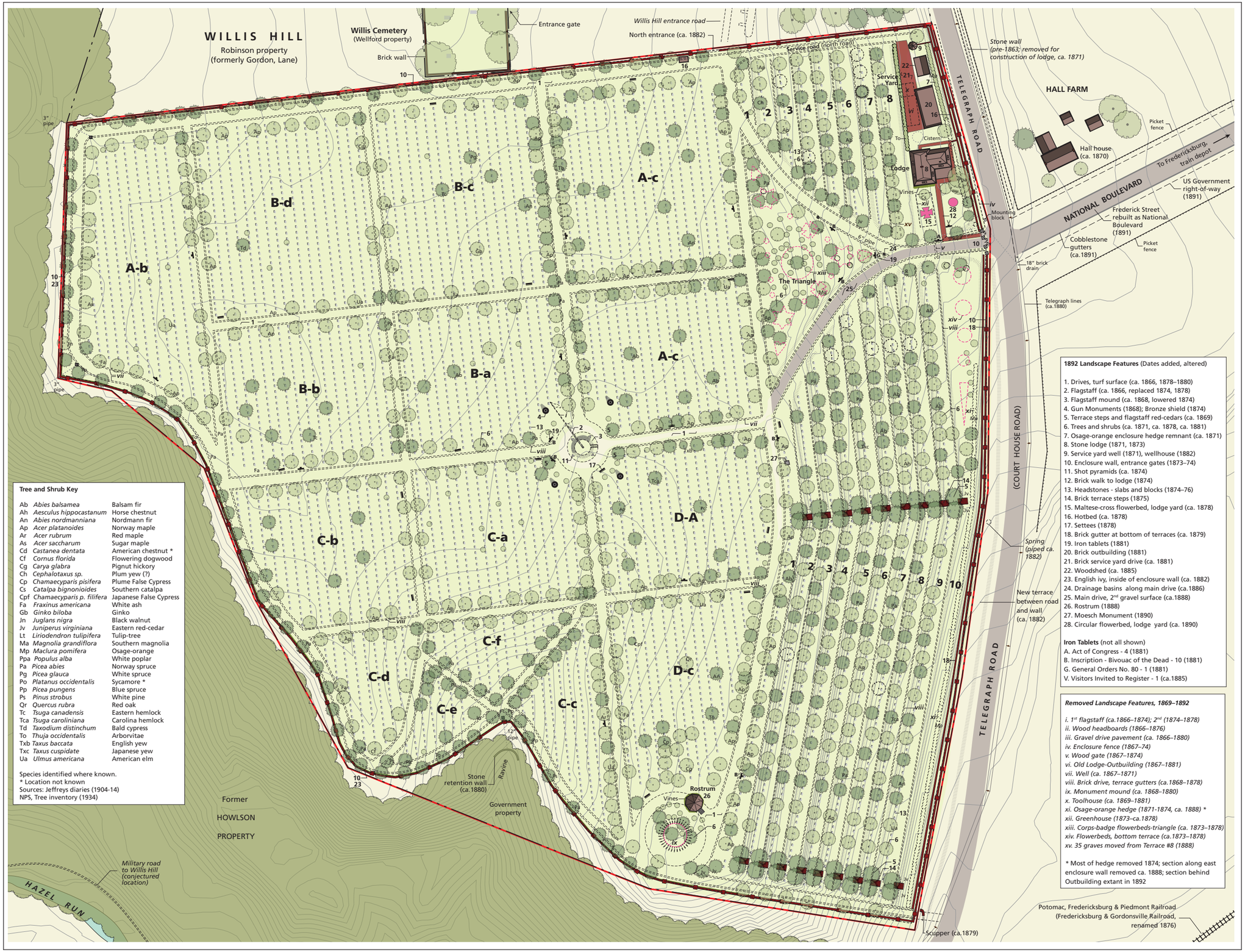
# Cultural Landscape Report
# Fredericksburg National Cemetery

Fredericksburg, Virginia

## Early War Department Period, 1869–1892




**Tree and Shrub Key**

| | | |
|---|---|---|
| Ab | *Abies balsamea* | Balsam fir |
| Ah | *Aesculus hippocastanum* | Horse chestnut |
| An | *Abies nordmanniana* | Nordmann fir |
| Ap | *Acer platanoides* | Norway maple |
| Ar | *Acer rubrum* | Red maple |
| As | *Acer saccharum* | Sugar maple |
| Cd | *Castanea dentata* | American chestnut * |
| Cf | *Cornus florida* | Flowering dogwood |
| Cg | *Carya glabra* | Pignut hickory |
| Ch | *Cephalotaxus sp.* | Plum yew (?) |
| Cp | *Chamaecyparis pisifera* | Plume False Cypress |
| Cs | *Catalpa bignonioides* | Southern catalpa |
| Cpf | *Chamaecyparis p. filifera* | Japanese False Cypress |
| Fa | *Fraxinus americana* | White ash |
| Gb | *Ginko biloba* | Ginko |
| Jn | *Juglans nigra* | Black walnut |
| Jv | *Juniperus virginiana* | Eastern red-cedar |
| Lt | *Liriodendron tulipifera* | Tulip-tree |
| Ma | *Magnolia grandiflora* | Southern magnolia |
| Mp | *Maclura pomifera* | Osage-orange |
| Ppa | *Populus alba* | White poplar |
| Pa | *Picea abies* | Norway spruce |
| Pg | *Picea glauca* | White spruce |
| Po | *Platanus occidentalis* | Sycamore * |
| Pp | *Picea pungens* | Blue spruce |
| Ps | *Pinus strobus* | White pine |
| Qr | *Quercus rubra* | Red oak |
| Tc | *Tsuga canadensis* | Eastern hemlock |
| Tca | *Tsuga caroliniana* | Carolina hemlock |
| Td | *Taxodium distinchum* | Bald cypress |
| To | *Thuja occidentalis* | Arborvitae |
| Txb | *Taxus baccata* | English yew |
| Txc | *Taxus cuspidate* | Japanese yew |
| Ua | *Ulmus americana* | American elm |

Species identified where known.
* Location not known
Sources: Jeffreys diaries (1904-14)
NPS, Tree inventory (1934)

**1892 Landscape Features** (Dates added, altered)

1. Drives, turf surface (ca. 1866, 1878–1880)
2. Flagstaff (ca. 1866, replaced 1874, 1878)
3. Flagstaff mound (ca. 1868, lowered 1874)
4. Gun Monuments (1868); Bronze shield (1874)
5. Terrace steps and flagstaff red-cedars (ca. 1869)
6. Trees and shrubs (ca. 1871, ca. 1878, ca. 1881)
7. Osage-orange enclosure hedge remnant (ca. 1871)
8. Stone lodge (1871, 1873)
9. Service yard well (1871), wellhouse (1882)
10. Enclosure wall, entrance gates (1873–74)
11. Shot pyramids (ca. 1874)
12. Brick walk to lodge (1874)
13. Headstones - slabs and blocks (1874–76)
14. Brick terrace steps (1875)
15. Maltese-cross flowerbed, lodge yard (ca. 1878)
16. Hotbed (ca. 1878)
17. Settees (1878)
18. Brick gutter at bottom of terraces (ca. 1879)
19. Iron tablets (1881)
20. Brick outbuilding (1881)
21. Brick service yard drive (ca. 1881)
22. Woodshed (ca. 1885)
23. English ivy, inside of enclosure wall (ca. 1882)
24. Drainage basins along main drive (ca.1886)
25. Main drive, 2nd gravel surface (ca.1888)
26. Rostrum (1888)
27. Moesch Monument (1890)
28. Circular flowerbed, lodge yard (ca. 1890)

**Iron Tablets** (not all shown)
A. Act of Congress - 4 (1881)
B. Inscription - Bivouac of the Dead - 10 (1881)
G. General Orders No. 80 - 1 (1881)
V. Visitors Invited to Register - 1 (ca.1885)

***Removed Landscape Features, 1869–1892***

*i. 1st flagstaff (ca.1866–1874); 2nd (1874–1878)*
*ii. Wood headboards (1866–1876)*
*iii. Gravel drive pavement (ca. 1866–1880)*
*iv. Enclosure fence (1867–74)*
*v. Wood gate (1867–1874)*
*vi. Old Lodge-Outbuilding (1867–1881)*
*vii. Well (ca. 1867–1871)*
*viii. Brick drive, terrace gutters (ca.1868–1878)*
*ix. Monument mound (ca. 1868–1880)*
*x. Toolhouse (ca. 1869–1881)*
*xi. Osage-orange hedge (1871-1874, ca. 1888) **
*xii. Greenhouse (1873–ca.1878)*
*xiii. Corps-badge flowerbeds-triangle (ca. 1873–1878)*
*xiv. Flowerbeds, bottom terrace (ca.1873–1878)*
*xv. 35 graves moved from Terrace #8 (1888)*

* Most of hedge removed 1874; section along east enclosure wall removed ca. 1888; section behind Outbuilding extant in 1892


**National Park Service**
**Olmsted Center for Landscape Preservation**
www.nps.gov/oclp

in partnership with
Department of Landscape Architecture
Center for Cultural Landscape Preservation
SUNY College of Environmental
Science and Forestry, www.esf.edu/la/cclp


### SOURCES


1. Cultural Landscape Inventory map, 2011
2. Quartermaster map of cemetery, 1892
3. Sanborn Fire Insurance Map, 1919
4. NPS, tree survey, 1934
5. Photographs and plans, FRSP archives


### DRAWN BY

John Auwaerter, Adobe Illustrator CC, 2020

### LEGEND

- National cemetery boundary
- Period property boundary
- Building
- Gravel or earth surface
- Brick pavement
- Brick gutter
- Headstones - granite
- A-c Division-section
- Enclosure wall
- Steps (brick)
- Iron tablet
- Gun monument, Shot pyramid
- Settee
- Drain - inlet, pipe Telegraph pole
- Woods
- Deciduous tree, Evergreen tree
- Mown turf
- Meadow or earth
- Bank
- 2 ft contours
- Feature removed during period
- Removed flowerbed

### NOTES

1. Plan shows landscape in 1892 with changes since 1869.
2. Labels indicate date feature added during period.
3. All features shown in approximate scale and location.
4. Gravemarker symbols do not correlate with individual graves, and do not distinguish all types.
5. Settees and unidentified tablets shown in typical locations.
6. Plan does not show all trees and shrubs added and removed during the period.

0′ 25′ 50′ 100′

**Drawing 1.3**

## LATE WAR DEPARTMENT PERIOD, 1892–1933 [214]

After 1892, when the War Department mapped its many improvements to Fredericksburg National Cemetery over the prior two decades, there were few built changes to the landscape. These occurred mostly due to veteran placement of commemorative works and to modest improvement of utilities, the lodge, and service area. Overall, the most widespread change during this period resulted from the maturation, pruning, planting, and removal of trees and shrubs (fig. 1.96).

After the first decade of the 1900s, the most significant changes to the landscape occurred outside the cemetery's enclosure through urban development and road construction. Interest in commemorating and preserving the surrounding battlefields led to establishment of Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park in 1927. Development of the park led to a major increase in the War Department's presence in the region, including plans to acquire some land adjacent to the national cemetery. The military's expanded role, however, was short-lived; just five years after establishment of the park, both it and the national cemetery would be transferred to federal civilian administration.

### CEMETERY SURROUNDINGS

At the turn of the century, the area surrounding the national cemetery remained primarily rural and undeveloped. Telegraph (Courthouse) Road that bordered the east side, including the section known as Sunken Road, was a rough, earth

**Figure 1.96. The entrance to Fredericksburg National Cemetery looking northwest across Telegraph Road, 1906. The monument at upper left was dedicated during this period by veterans of the 127th Pennsylvania Volunteer Infantry. Other recent changes visible in this image included addition of hedges and classical urn in the lodge yard, and change in trim color on the lodge from brown to white. (Jamestown Official Photo. Corp. photograph, Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg 2a-C-33)**

**Figure 1.97. Telegraph (Court House) Road, present Lafayette Boulevard, looking north as it extended around the south end of Willis Hill and the national cemetery (in left distance), circa 1897. (From the collections of Dayton History)**

track lined by namesake telegraph poles that curved around the south slope of Willis Hill, then heavily wooded (fig. 1.97). To the east and south was the Potomac, Fredericksburg & Piedmont Railroad that became the Virginia Central Railway in 1926. With the increasing use of motor vehicles after World War I, the state decided to improve Telegraph Road as part of a major highway between Fredericksburg and Richmond, designated as US 1 by 1926 and also known as the Richmond Highway (fig. 1.98). The route included realignment of National Boulevard so that it formed a sweeping curve at the former T-intersection with Telegraph Road. The portion of Telegraph Road north of this intersection, Sunken Road, remained a local street. Another phase of highway improvements to US 1 between 1929 and 1931 included a new bridge over Hazel Run south of the national cemetery. This construction partially buried the site of the antebellum Howison's Mill, which had been destroyed by fire in 1894.[215]

The improvement of Telegraph Road into US 1 brought commercial development to the area surrounding the national cemetery, including a gas station directly across from the cemetery gates (fig.

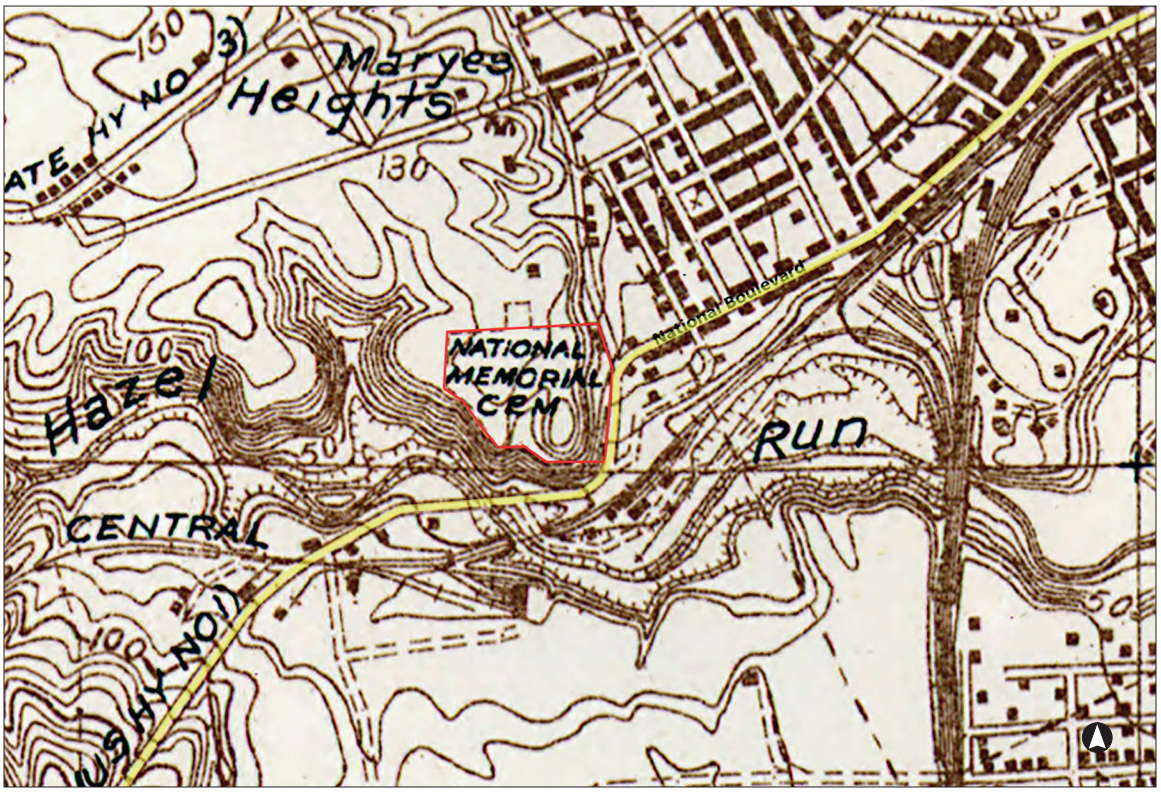



**Figure 1.98. Map showing Richmond Highway, US 1, as improved and realigned in the 1920s (highlighted in yellow), along with the extent of urban development around the end of the War Department era, surveyed between 1931 and 1934. (Detail, US Geological Survey, "Fredericksburg-Spotsylvania Battlefield National Monument" [sic], 1934, Library of Congress, digital ID cs0555800, annotated by SUNY ESF)**

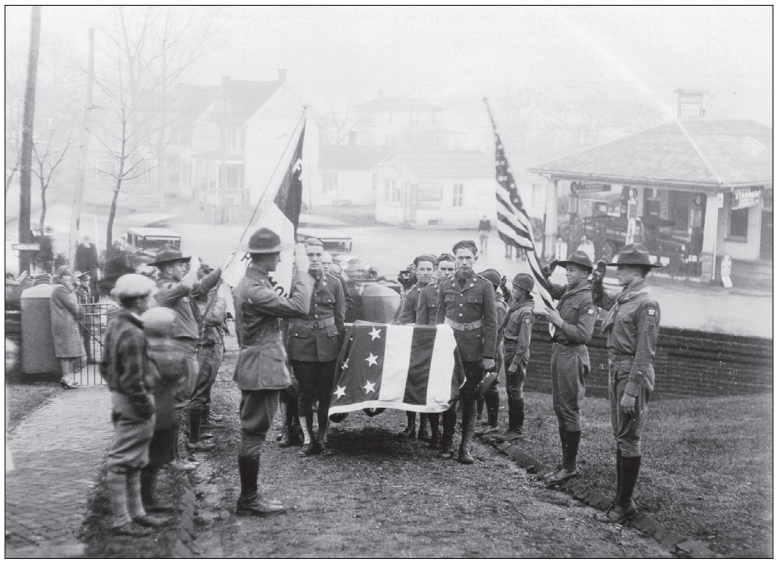
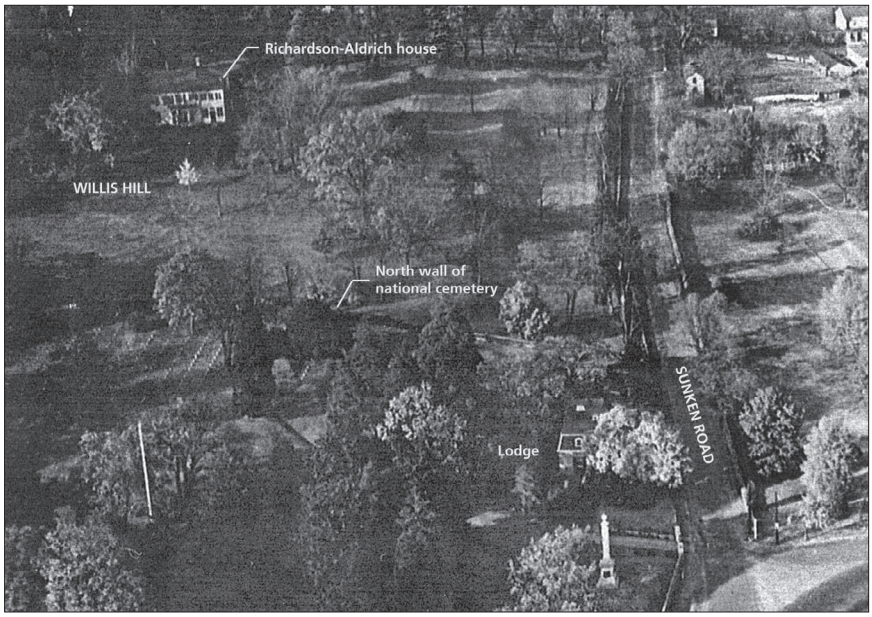


**Figure 1.99. Development along National Boulevard including a gas station, looking southeast through the cemetery gates, December 13, 1929. The procession was bringing the remains of a Civil War casualty found at Kenmore for reinterment in the national cemetery. Note grave/earth surface and brick gutters on the main drive and brick pavement on the sidewalk. (National Archives, copy in Fredericksburg and Spotsylvania National Military Park archives, digital photograph 2982)**

1.99). To the north, another gas station was erected in place of the post-Civil War Hall farmhouse (current visitor center location) at some point between 1919 and 1927. Most of the residential lots to the north and east on the Caldwell Tract subdivision planned prior to the Civil War were developed by the early 1930s.[216]

On Willis Hill north of the national cemetery, the Wellford family continued to retain ownership of the Willis burial ground, which was surrounded by the 11.5-acre tract belonging to Colonel Charles Richardson, who had acquired it in 1882 and erected a brick house there later in the decade. After suffering financial difficulties, Richardson was forced to put his Willis Hill tract up for auction in 1897. It was acquired by William D. Richardson, who in turn sold the tract in 1906 to John L. Williams of Richmond. A decade later, Williams sold the property to the Aldrich family. The grounds during this period were characterized by mown lawn with specimen trees surrounding the brick house, located about 250 feet north of the national cemetery's north wall (fig. 1.100). The entrance drive was off Telegraph Road (Sunken Road).[217]

**Figure 1.100. Aerial photograph of the area north of the national cemetery with the Robinson-Aldrich house (built circa 1889) looking north showing condition that characterized the late War Department period, from a later photograph, circa 1953. (Fredericksburg and Spotsylvania National Military Park archives, annotated by SUNY ESF)**




## CEMETERY ADMINISTRATION AND USE

Through the early twentieth century, the War Department continued to develop its national cemeteries into a cohesive system based on standardized design and routine inspections. Fredericksburg National Cemetery was administered through the Quartermaster's Washington Depot until 1912, when a reorganization transferred it to the jurisdiction of the Quartermaster's Third Corps Area Headquarters in Baltimore.[218]

In 1911, the Office of the Quartermaster General published *Regulations for the Government of National Cemeteries*, which provided more concise guidance than the prior 1878 "Compilation of Laws, Orders, Opinions, Instructions, Etc." It was republished with minor

updates in 1931. These were not informal guidelines; according to the preface in the 1911 edition by Quartermaster General J. B. Aleshire, "These regulations… will not be modified except by specific authority given in each case." The "General Instructions" section banned the use of cemeteries as picnic grounds, stipulated that the gates be kept open and the US flag flown between sunset and sunrise, set speed limits for automobile and bicycles at 6 miles per hour, prohibited entry by sight-seeing or other large busses, and reiterated the provisions of the 1867 Act to Establish and Protect National Cemeteries. The regulations also called for the cemeteries to "be placed in the best possible condition prior to Memorial Days, and all assistance practicable will be rendered to patriotic organizations in carrying out the ceremonies appropriate to such occasions."[219]

For management of cemetery buildings and landscapes, the 1911 regulations codified practices that had been developed and refined over the prior decades. For "Buildings and Inclosures," it defined permitted uses, including use of the lodge as a residence and place to receive visitors, and prohibited physical changes without the approval of the Quartermaster General. Paint colors were specified for buildings, the rostrum, flagstaff, wellhouses and hydrants, settees and vases, tablets and shot, and enclosures (walls, gates). Drives and walks were allowed as turf-covered or paved, with those paved in brick or gravel to be maintained free of weeds. Lawns had to be kept neatly cut, with care taken to avoid damage to monuments and headstones. Ivy on the inside of enclosure walls had to be kept trimmed below the edge of the coping. In a change from earlier practices, flowerbeds and flowers in containers were discouraged except around the lodge, and the building of mounds for flowerbeds and around flagstaffs and monuments was prohibited. Vases and "imitation" wreaths and flowers were not allowed, but natural wreaths and cut flowers could be placed on the graves. Detailed instructions were provided for care of trees and shrubs, and for the cleaning of grave markers. Permission for placement of private monuments had to be made to the Quartermaster General. (See Appendix D for full text of regulations pertaining to the landscape.)[220]

#### Staff and Maintenance

After enjoying the stability of two long-serving superintendents between 1870 and 1892, Fredericksburg National Cemetery had a succession of superintendents through 1933, most of whom served five years or less. An exception was Melker Jefferson Martin Jefferys, a veteran of the 15th West Virginia who served between 1904 and 1914. His successor, Thomas B. Robinson, a Corporal in the 10th Illinois Cavalry, was the last Civil War veteran and remained on the job until 1922. George Nelson, a first lieutenant with the Texas Coast Artillery who began his job in 1932, was the last superintendent appointed by the War Department. As was typical of the early War Department period, the superintendent's duties included supervision of employees, ordering equipment and supplies, preparing budgets, and completing reports to the Quartermaster's Department. Other administrative

**Figure 1.101. A winter view across the burial grounds showing neatly-tended turf, shrubs, and trees, December 25, 1903. (Fredericksburg and Spotsylvania National Military Park archives, Burr McIntosh photograph, digital file Fredericksburg Box 1_C_ HowisonHill_13)**

duties included maintaining the burial record and arranging for interments, answering correspondence, greeting visitors, and helping visitors find graves.[221]

To keep the cemetery in the exacting conditions specified in War Department national cemetery regulations, including lawn and tree care, and grave marker cleaning and alignment, required significant effort (fig. 1.101). Maintenance tasks remained little changed from prior to 1892, although some jobs were facilitated by advances in technology. The task of watering flowerbeds and new plantings that had long involved hauling of water from the cemetery well in the service yard was greatly facilitated when municipal water lines were extended into the cemetery in 1897. Mechanical horse-drawn and push mowers were used to cut the grass until 1920, when they were replaced with seventeen-inch-wide gas-powered push mowers. In 1928, the cemetery acquired a riding lawn mower. For trimming around headstones and monuments, laborers still relied on sickles and scythes. The national cemetery regulations stipulated that headstones be cleaned at least once in five years, or more frequently in shady conditions, with palmetto-fiber scrubbing brushes and Sapolio (a brand of mild soap). Other routine tasks included repointing the enclosure wall and brick gutters at the foot of the terraces, raking, repairing turf and gravel on the drives, and filling sunken graves, a task that became infrequent since most of the wooden caskets and remains had long ago decomposed.[222]

#### Visitation

Through the turn of the century, visitation to Fredericksburg National Cemetery continued to be characterized by local residents who strolled the grounds, Northerners visiting graves of their friends and family, and a decreasing number of Civil War veterans. The cemetery still received the occasional large group outings, such as a group of 250 teachers from Buffalo, New York on April 15, 1905. While it was unusual to have days when there were no visitors to the cemetery, even in winter, overall there was most likely a significant decline in visitation since

the 1870 and 1880s.[223] The Civil War was growing ever more distant, leaving most Americans with only a secondary connection to the war. Although there were more recent graves of Civil War veterans and others eligible for burials, there had been no major conflicts since the Civil War to infuse the cemeteries with a new generation of casualties. The Spanish-American War in 1898 and the Philippine-American War in 1899-1904, the first major conflicts since the Civil War, saw relatively small numbers of US casualties, but did raise a new population of veterans eligible for burial in national cemeteries. [224]

Decoration Day ceremonies at Fredericksburg National Cemetery reflected the trends in visitation. Through the 1890s, the Grand Army of the Republic (GAR) continued to organize elaborate Decoration Day ceremonies after reviving them in the 1880s amid the growing movement toward reconciliation during the twenty-fifth anniversaries of the Fredericksburg-area battles. These ceremonies typically featured speeches, poems, recitations, and prayers led by members of the GAR or local veterans, including Confederates such as James Horace Lacy, owner of the Ellwood plantation on the Wilderness Battlefield who addressed a ceremony in 1897. Following the program, attendees typically decorated the graves with flowers. After 1900, the cemetery's Decoration Day ceremonies became more modest events, or were not held at all. Superintendent M. M. Jefferys held almost no ceremonies during his tenure between 1904 and 1914 but did place small flags at each grave on Decoration Day. On May 30, 1907, for example, he recorded that flags had been set out at each grave and that "a good many people were in the grounds during the day." [225]

The resurgence of patriotism across the country during World War I led to a revival of Decoration Day ceremonies at Fredericksburg National Cemetery beginning in 1917 intended to honor both past sacrifices and current military service. The ceremony the following year at the height of the country's war fever attracted three thousand people, probably the largest gathering in the cemetery's history. The service was led by Confederate veteran Judge Goolrick. After the war as the number of Civil War veterans continued to dwindle, the American Legion took the lead in organizing Fredericksburg's ceremonies beginning in 1922 for what had become known as Memorial Day. [226] The Fredericksburg *Free Lance* reported that for the 1929 Memorial Day ceremony, the "cemetery grounds presented a beautiful appearance, with many spring flowers blooming, the grass trimmed and each grave marked with a small American flag."[227]

In addition to Decoration Day, visitation to Fredericksburg National Cemetery swelled on special occasions, notably when there were interments accompanied by military honors. While most of these burials were for veterans, there were occasional ceremonies for the reinterment of Civil War remains. On December 13, 1929, a ceremony was held for the reinterment of an unknown soldier discovered at Kenmore in Fredericksburg. The US Army had the flag-draped casket carried to

the national cemetery on a caisson pulled by six horses, and then soldiers carried the casket into the national cemetery, with Fredericksburg Boy Scouts providing an honor guard (see fig. 1.99).[228]

#### National Boulevard

For more than two decades after the government improved National Boulevard as the cemetery approach road in 1891, the superintendent of Fredericksburg National Cemetery was responsible for its upkeep, extending to Fredericksburg's train depot (fig. 1.102). Improvements after the initial construction included resurfacing the gravel pavement, widening, and extension of underground utilities. In 1909, the War Department built a concrete sidewalk along the north side of the road, which crossed Telegraph Road (Sunken Road) on two stone tracks installed in 1907 that aligned with the cemetery pedestrian gate and walk to the lodge.

**Figure 1.102. National Boulevard, the government-owned approach road to the national cemetery designated in 1891, looking east, circa 1900. The structure on the terrace in the foreground may have been part of the preparations for installation of the Butterfield Monument that was positioned on axis with National Boulevard. (From the collections of Dayton History)**

In 1914, the government planted twelve Norway maple trees along National Boulevard on the near approach to the cemetery within Spotsylvania County, extending the line of street trees to the east within the city limits of Fredericksburg.[229]

As the state planned for improvement of Telegraph Road into the Richmond Highway in the 1920s, the War Department began to cede control of National Boulevard. In 1920, it granted the Virginia State Highway Commission permission to resurface National Boulevard, two years after it was designated as part of State Route 1. In 1924, the state paved Route 1 in concrete, at which time the T-intersection of Telegraph Road and National Boulevard was most likely realigned into a curve. Around this time, the War Department reviewed its legal title to National Boulevard and decided to rescind its right-of-way. On July 25, 1925, the Quartermaster Department notified the Fredericksburg National Cemetery superintendent that he no longer had responsibility for the road's maintenance. The state subsequently took over full control of National Boulevard as part of Route 1.[230]

#### Establishment of the National Military Park

As the War Department was ceding its jurisdiction over National Boulevard in the mid-1920s, it was also preparing to greatly expand its role in the Fredericksburg area through the creation of a new national military park. In June 1924, Congress passed legislation that authorized a three-person commission to study the

region's battlefields for possible designation. By December 1925, the commission produced a report recommending that the federal government establish a national military park with units at Fredericksburg, Chancellorsville, Wilderness, and Spotsylvania Court House, each comprised of narrow tracts of park land accessible by park roads. On February 14, 1927, President Calvin Coolidge signed legislation establishing Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park. Over the next six years, the War Department began acquiring property for the park.[231]

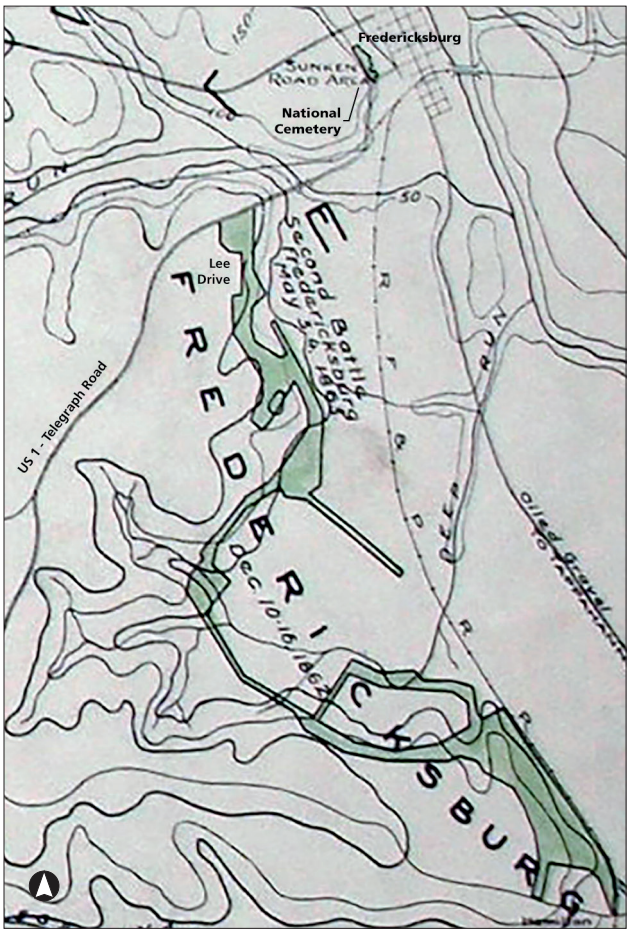



**Figure 1.103. A map of national military park lands (green shaded areas) in the Fredericksburg Battlefield unit, 1930. These lands included "Sunken Road Area" adjacent to the national cemetery, and long strips of park land along Lee Drive south of US 1. (Detail, Battlefields Memorial Commission, "Relation of Four Battle Field Parks," June 23, 1930, Fredericksburg and Spotsylvania National Military Park archives, annotated by SUNY ESF)**

Administration of Fredericksburg National Cemetery remained separate from the national military park, despite both being under War Department jurisdiction. The Quartermaster Department retained direct oversight of the national cemetery, while the park was overseen by the three-person park commission. This separation in administration was typical for national military parks established on the battlefields that contained national cemeteries, such as Gettysburg, Vicksburg, Petersburg, and Shiloh. In the vicinity of the national cemetery, the park commission's plan for the national military park included acquiring a strip of land along Sunken Road, which remained a public road (fig. 1.103).[232]

Most of the Fredericksburg Battlefield park property was a half mile to the southwest of the national cemetery off US 1 (Telegraph Road), along a new park road named Lee Drive, commemorating the Confederate commander. As the name of this road suggests, the legislation and development of the national military park was influenced by the continued movement toward reconciliation that embraced the Lost Cause tradition favored in the South. This narrative obscured the role of slavery and white supremacy as causes of the Civil War and instead told of Southern valor in the fight for states' rights against a more powerful Northern force.[233]

### CEMETERY LANDSCAPE DEVELOPMENT

Between 1892 and 1933, the Quartermaster continued to manage Fredericksburg National Cemetery through the input of the superintendent and inspectors according to the framework of the national cemetery regulations. The Quartermaster's Department undertook no known comprehensive planning to determine future improvements, but did document built changes in the landscape by updating the 1892 cemetery map in 1911.

### Graves and Grave Markers

Throughout this period, Fredericksburg National Cemetery continued to receive new burials, although it had very limited number of open graves within the original burial sections. Continued burial of veterans and casualties from the nation's expanding role across the world raised the need for additional burial space, but the need was apparently not so great as to require an expansion of the cemetery, such as through acquisition of the Robinson property (Willis Hill Tract) north of the cemetery.

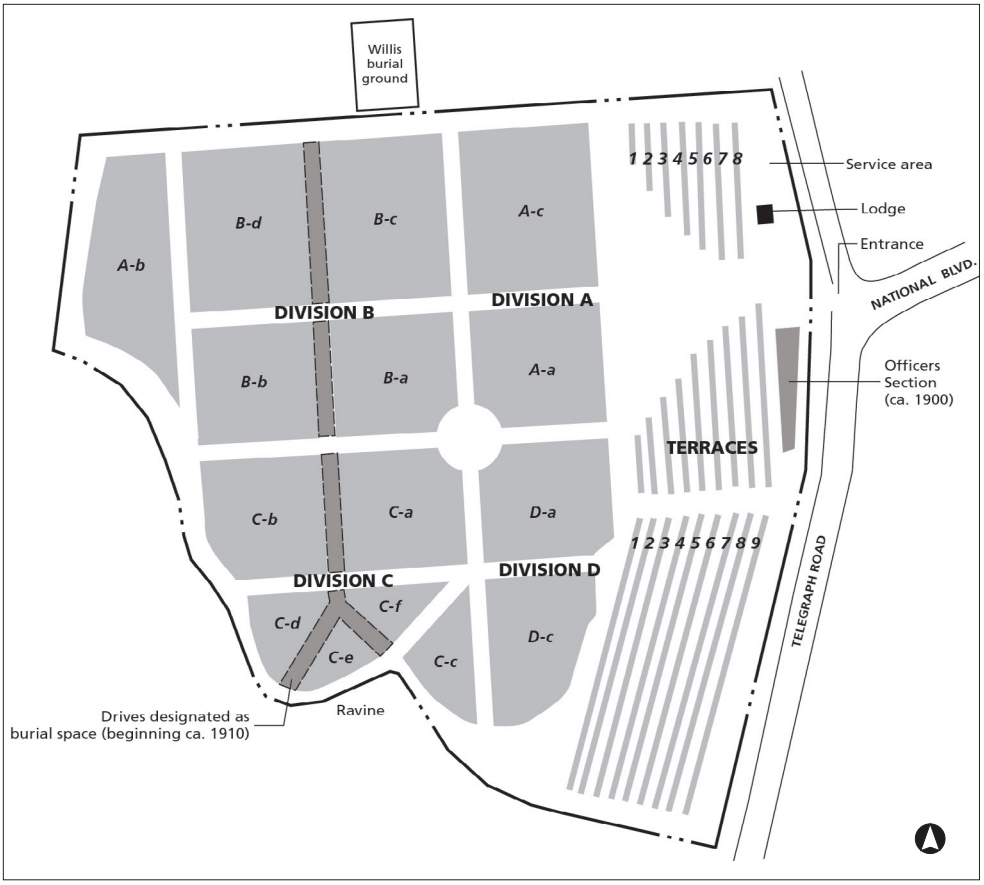



**Figure 1.104. Map showing Officers Section designated around 1900, and cemetery drives designated for burials in Divisions B and C during the late War Department period. Drawing not to scale. (SUNY ESF)**

One new burial area was opened during this period. On the bottom (10th) terrace just south of the cemetery entrance where circular flowerbeds had been maintained in the 1870s, the broad level area was designated around 1900 as Officers Section, generally known as Officers Row (fig. 1.104). The first officer to be buried here was Lieutenant Colonel Edward Hill, a Civil War veteran who died in 1900, whose grave was assigned the number 6640. The second interment was Lieutenant Colonel Thomas E. Morris of the 15th Michigan who was interred in 1908 and assigned grave number 6655. These graves were subsequently assigned new numbers, with Morris's at the northern end of the row designated Officers Row #1. The next interment in Officers Row and the last prior to 1933 did not occur until 1921, when the remains of First Lieutenant Urbane Bass, an African American commissioned officer in the Army Medical Corps who died in 1918, was returned from France.[234]

With rising burial rates due to new conflicts and rising veteran mortality, the Quartermaster General realized it would have to accommodate an increasing number of new burials in the national cemeteries. In 1909, it asked cemetery superintendents to calculate available space. Fredericksburg superintendent M. M. Jefferys estimated that the cemetery could accommodate about 250 new

graves by using the bottom terrace (#10) south of the Officers Section, the triangle between the forks of the main drive, the open area at the rostrum where the soldiers monument had once been planned, a strip along the southwest wall, and some of the drives. Although national cemetery regulations discouraged use of these areas for burial plots, the Quartermaster General ultimately approved of using the drives in Divisions B and C as burial space (see fig. 1.104). This was not an unusual occurrence; at Gettysburg National Cemetery, an area of lawn outside of the main burial area was designated as a new burial section in 1906, and Poplar Grove National Cemetery had received approval to use one of its turf drives for burials following World War I.[235]

Through the late 1890s, Fredericksburg National Cemetery continued to use granite slab headstones with incised inscriptions to mark new known burials, although these sometimes were custom-made variations on the original design. After 1897, the cemetery began to mark new graves with the government standard marker—a white marble slab with a recessed shield containing the inscription in relief. In 1903, the War Department discontinued the use of the block for unknown graves, and instead marked them with the standard slab marker with the inscription, "Unknown U.S. Soldier" along with the grave number. The following year, the War Department revised its specifications for the Civil War recessed shield headstone that had been in use since the 1870s. Known as Spanish-American War markers, these were very similar in appearance to the Civil War markers but were larger—12 inches wide rather than 10 inches, and installed at a height of approximately 18 inches rather than 12 inches (fig. 1.105). The new style also used a different font for the inscription and had a tooled rather than sand-blasted relief.[236]

**Figure 1.105. A Spanish-American War-style government marker introduced after 1904, showing grave in the former drive between Divisions B and C, looking west, Memorial Day, 1936. In the background are the granite known and unknown markers installed in 1876. (Fredericksburg and Spotsylvania National Military Park archives, detail of digital file Fredericksburg Box 2b_A_12)**

In 1922, the War Department adopted another style of headstone to mark the graves of those who served in World War I. Known as the "General" marker, these were upright white-marble slabs with incised inscriptions and no recessed shield, and a faith symbol above the inscription. Slightly larger than the Spanish-American War markers, General headstones had a similar cambered profile as the earlier markers, but were larger at an installed height of approximately 24 inches, 4 inches thick, and 13 inches wide. In addition to government markers, private markers continued to be placed in the cemetery, mostly at the graves of veterans and cemetery superintendents and their spouses. Most of the private markers were located along the crest of the terraces (terrace #1), and in the turf drives in the western half of the cemetery. Between 1897 and 1933, thirteen private headstones were installed.[237]

**Commemorative Features and Furnishings**

*Flagstaff*

By the turn of the century, the commemorative heart of Fredericksburg National Cemetery—the central flagstaff—had lost much of its original prominence in the landscape. The original 125-foot-tall mast atop Willis Hill had once been seen for miles around amid the open fields. The lowering of the flagstaff mound in 1874 and the third replacement erected in 1878—a stumpy 45-foot-tall pole—had long been identified by inspectors as undersized for a first-class national cemetery. Conversion of the drives to turf had diminished the sense of it being at the center of the cemetery, while growth of the surrounding trees by the 1890s began to dwarf the flagstaff and obscure its visibility from town and the approach along National Boulevard (1.106).

**Figure 1.106 The third generation of the central flagstaff showing short height relative to surrounding trees, looking southwest across section A-c, 1897. Note horse-drawn lawn mower. (From the collections of Dayton History)**

In 1904, the inspector of national cemeteries echoed the earlier inspections: "flagstaff, 1, wooden, old pattern and too short to be seen from the city."[238] This time, the Quartermaster acted on the inspection report, and by the following spring, had ordered a new flagstaff for Fredericksburg National Cemetery. Instead of a custom-made wooden pole, the Quartermaster had adopted a new standard: a white-painted steel pole composed of bolted sections and stabilized by four guy wires anchored by black-painted turnbuckles.[239]

On June 28, 1905, Superintendent Jefferys hauled Fredericksburg's new, 75-foot-tall flagstaff from the Fredericksburg rail depot to the cemetery, and over the next four months, worked on erecting it. The lengthy time was perhaps due to discussions over where the new flagstaff should go. The final decision was to abandon the location in the center of the cemetery, most likely because even at 75 feet tall, the new flagstaff would not be clearly visible to visitors approaching the cemetery along National Boulevard due to the height of the trees. Instead, a new location at the crest terraces—at the southwest corner of the triangle on axis with National Boulevard—was selected (fig. 1.107). The flagstaff, whose guy wires crossed the adjacent drives, was raised on October 17, 1905.[240]

Two days after the new flagstaff was completed, Superintendent Jeffreys and his assistants were at work leveling the old flagstaff mound, and two days later, they removed the wooden pole. The four gun monuments that flanked the old flagstaff were left in place around newly-open area, and two of the four shot pyramids around the base of the flagstaff mound may have been moved to the new flagstaff.

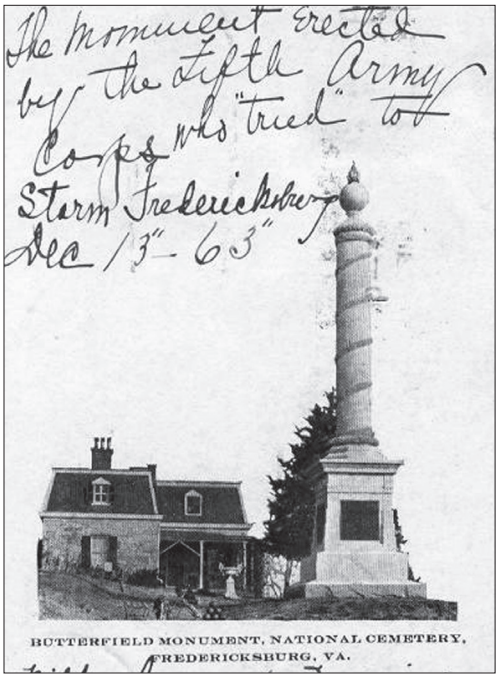
**Figure 1.107 A postcard of the entrance to Fredericksburg National Cemetery postmarked June 5, 1911 showing new flagstaff at the crest of the hill erected in October 1905. Visible through the trees to the right of the flagstaff is the 127th Pennsylvania Monument dedicated in 1906. The large monument at left was dedicated to the Union 5th Corps in 1901. (Fredericksburg National Cemetery archives)**

It would be another few years before a commemorative work—the Humphreys monument--would fill this void in the cemetery landscape.[241]

*Monuments*

Since their creation in the aftermath of the Civil War, national cemeteries had served as the primary places of commemoration at their respective battlefields, but few in the South saw many US monuments erected prior to 1890. In contrast, Gettysburg National Cemetery and the surrounding battlefield park—located in the North and a battle of US victory—was where many Union regiments and state commissions focused their commemorative efforts. After the twenty-fifth anniversary of the war had passed and there was growing movement toward reconciliation, however, many turned their attention to placing monuments at battlefields in the South. Fredericksburg National Cemetery had seen its first regimental monument erected in 1890 by veterans of the 83rd New York Volunteers in memory of their commander, Joseph A. Moesch. Government ownership of the cemetery made it an attractive site for veterans to place a monument, in comparison to privately-owned land on the battlefields that required purchase and did not enjoy daily oversight. Over the next two decades, another three monuments to Union regiments were erected in the cemetery. As a memorial to the US military, Confederate regimental monuments were not erected within the national cemetery.[242]

**Figure 1.108. Postcard of the US 5th Corps Monument, also known as the Butterfield Monument, dedicated in 1901, looking north with the lodge in the background, circa 1902. (Fredericksburg and Spotsylvania National Military Park archives, digital image 2250)**




On May 25, 1900, the cornerstone of Fredericksburg's most impressive monument was placed on the broad lower terrace to the south of the entrance, adjacent to the newly established Officers Section. The site was on axis with National Boulevard to provide a focal point as visitors approached the national cemetery from the Fredericksburg train depot. President McKinley was among those in attendance. The monument commemorated the US 5th Corps that had tried unsuccessfully to storm Marye's Heights under the command of General Daniel Butterfield, who donated the funds for the monument. Designed by Hoffman & Prochazka Memorials of New York City, the monument of Barre, Vermont granite featured a garlanded 38-foot-tall Doric column with a polished ball and flame finial. Positioned on a tall pedestal and low turf mound surrounded by shot pyramids, the monument was a conspicuous addition to the national cemetery, rising high above the lodge (fig. 1.108). General Butterfield was not able to make the dedication on Memorial Day, 1901, and died less than two months later. Care of what became

**Figure 1.109. Veterans and guests of the 127th Pennsylvania at the dedication of their monument, looking west, June 1906. (Fredericksburg and Spotsylvania National Military Park archives, digital image 2695)**

known as the Butterfield Monument was assigned to the Fredericksburg and Adjacent Battlefields National Park Association that was advocating for creation of the national military park. This model of monument stewardship had been established at Gettysburg National Cemetery, where military monuments were initially maintained by the Gettysburg Battlefield Memorial Association prior to establishment of the national military park.[243]

Fredericksburg National Cemetery's third monument to a military unit was the 127th Pennsylvania Volunteer Infantry, a regiment of the US 2nd Corps that fought at both battles at Fredericksburg. Unlike the Butterfield Monument, the 127th Pennsylvania monument was funded by the Commonwealth of Pennsylvania, continuing a program of state-funded marking at Gettysburg begun in the 1880s. The monument, a 15-foot-tall granite pedimental die on a rusticated stepped base, was sited at the crest of the triangle and visible through the trees as visitors ascended the main drive (see fig. 1.107). The monument was dedicated on June 26, 1906, by Governor Samuel Pennypacker with 220 people in attendance, including veterans and their guests (fig. 1.109).

The last monument to a military regiment dedicated under War Department administration was erected by the Fredericksburg Battlefield Memorial Commission with funding from the Commonwealth of Pennsylvania. Its purpose was to commemorate the charge of the 3rd Division of the US 5th Corps led by General Andrew Humphreys against Confederates along the Sunken Road on December 13, 1862. The division, composed of Pennsylvania regiments, lost twenty-five percent of its men in the assault. In May 1906, officials from the Commission visited Fredericksburg to choose a location for the monument. When they could not find a suitable location along the Sunken Road, they instead chose the national cemetery. They found the void left by the removal of the central flagstaff the year before to be a fitting location.[244]

It was not until July 1908 that the Commission proceeded with construction that was contracted to Norcross Brothers Company, one of the country's most prominent construction firms and owner of the Stony Creek-area quarry in Connecticut that would produce the stone for the monument. American sculptor Herbert Adams, of the National Academy of Design in New York, was commissioned for the bronze statue of Humphreys. In early September, the concrete foundation was poured, and the monument was completed the following month. Erected at a cost of $23,500 appropriated by the Pennsylvania

legislature, the monument featured an octagonal base and pedestal of pink Stony Creek granite that supported the nine-foot-tall bronze statue of General Humphreys, with an overall height of twenty feet (fig. 1.110). The ground around the monument was maintained as turf, and the surrounding four gun monuments installed in 1868 or 1869 were left in place. The dedication on November 11, 1908, was attended by an estimated 3,000 people.[245]

*Tablets*

The eleven inscription tablets that contained verses from the Bivouac of the Dead, four displaying text from the 1867 Act of Congress, and one displaying General Orders #80 installed in 1881, along with the "visitors invited to register" tablet in front of the lodge, continued to serve as commemorative and instructional devices in the landscape. The 1911 version of the national cemetery regulations required these tablets to be painted in their original color scheme of black with aluminum paint on the borders and faces of letters.[246]

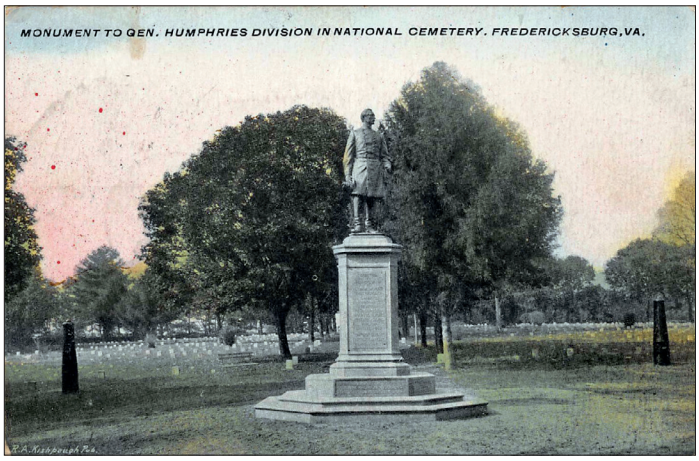



**Figure 1.110. Postcard of the monument to the US 5th Corps, 3rd Division led by General Humphreys (correct spelling) dedicated in 1908, looking west, circa 1910. Note allee of trees along drive in the background. (Fredericksburg National Cemetery archives)**

In 1909, the cemetery received a large new tablet containing President's Lincoln's Gettysburg Address given on November 19, 1863 at the dedication of Gettysburg National Cemetery. Known as the "Lincoln Memorial Tablet" and forged by the Army's Rock Island Arsenal, the tablet, measuring approximately 5 feet tall by 3 feet wide, was a standard feature added to all national cemeteries and was intended to commemorate the centennial of Lincoln's birth in 1909 and the upcoming fiftieth anniversary of the Gettysburg address in 1913. Fredericksburg's tablet was affixed in the requisite location on the front wall of the lodge. National cemetery regulations called for borders and faces of the letters on Lincoln Memorial Tablets to be painted with copper-bronze paint, on a black background.[247]

Since construction of the enclosure wall and gates in 1874, a tablet or other sign displaying the name of Fredericksburg National Cemetery had never been installed at the main entrance at the head of National Boulevard. Many other cemeteries were similarly unmarked. During the first decade of the twentieth century, the Quartermaster addressed this by developing a standard bronze shield-shaped plaque bearing the inscription "U.S. NATIONAL CEMETERY" without the name of the specific cemetery, for installation on gate posts to national cemeteries. Yorktown, Poplar Grove, Seven Pines, and Fredericksburg were among the cemeteries to receive these tablets. Fredericksburg received a pair, which were affixed to the stone gateposts to either side of the vehicular entrance gates in 1907 (fig. 1.111). National cemetery regulations called for the shields to be outlined in gold leaf. Fredericksburg's original application did not last well; the shields were regilded in 1912, and again in 1922.[248]

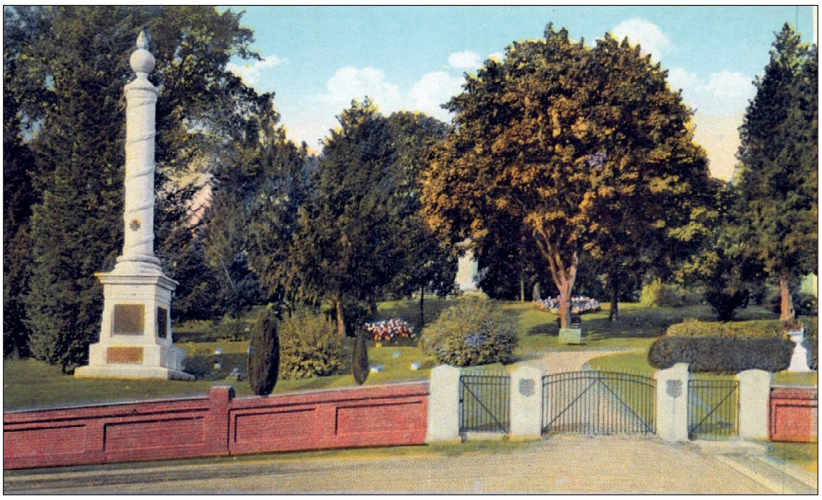


**Figure 1.111. The cemetery entrance showing name tablets added to the entrance gateposts around 1907, looking west from a circa 1920 colored postcard. The artist painted the brick entrance walk beyond the gates green. The postcard also shows the Corps-badge flowerbeds in the triangle. (Louis Kaufmann & Sons postcard, Fredericksburg and Spotsylvania National Military Park archives)**

Following the establishment of the national military park in 1927, the park commission began planning the installation of metal identification tablets throughout the battlefields. Section 5 of the park legislation called on the park commissioners to "mark with historical monuments, markers, tablets , or otherwise, as the Secretary of War may determine, all breastworks, earthworks, gun emplacements, walls, or other defenses or shelters, lines of battle, locations of troops, buildings, and other historical points of interest within the park or in its vicinity."[249] The park commission developed plans to use metal tablets, similar in design to the national cemetery iron tablets, to identify battlefield sites. Because accurately marking sites required time to confirm information, the park commission by the early 1930s decided to install temporary wooden tablets on the battlefields. None were installed within the national cemetery prior to 1933.[250]

*Settees and Hitching Posts*

In addition to tablets, Fredericksburg National Cemetery continued to be furnished with a variety of small-scale features during this period. The standard wrought-iron and wood-slat settees delivered to the cemetery around 1878 continued to be set out across the cemetery, with a concentration placed along the top of the south terraces to take in the view looking east (fig. 1.112). National cemetery regulations called for the settees to be painted "bronze green," which was most likely their original color. A non-standard feature added to the cemetery were two hitching posts cast in the shape of horse heads, for visitors arriving by carriage. These were installed at a pre-existing stone mounting block outside the cemetery gate, and another at a mounting block along the main drive just beyond the lodge. Both were installed by Superintendent Jefferys in May 1907, but their use would be short-lived as automobiles were just coming into use across the nation. There is no record of automobiles being allowed on the cemetery's drives during this period.[251]

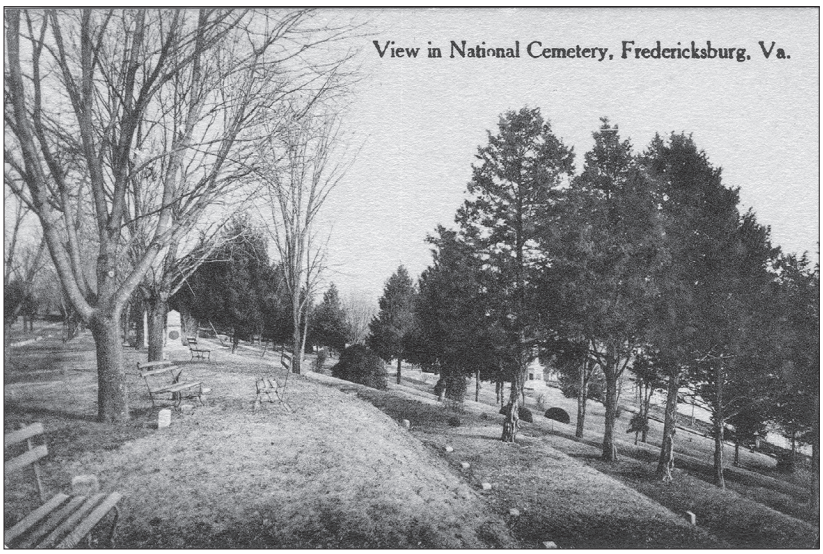



**Figure 1.112. The south terraces showing arrangement of settees looking north, circa 1910. Also note limbed-up evergreens and sheared shrubs. (Fredericksburg and Spotsylvania National Military Park archives, digital image 3083)**

**Lodge and Service Yard**

One of the first improvements that the War Department made to the lodge and service yard areas during this period had been in the works for several years by

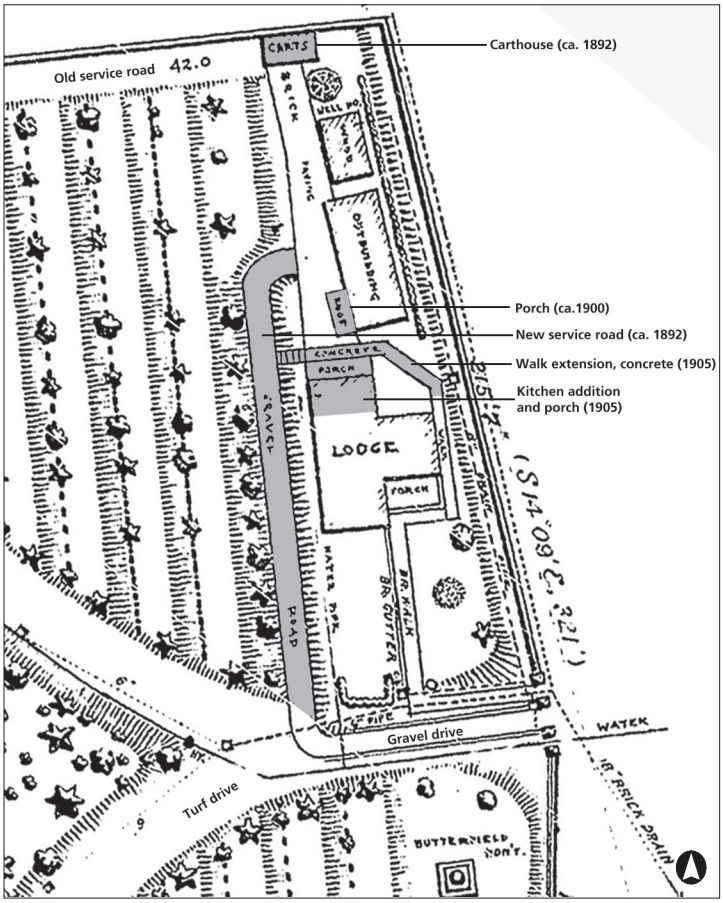



**Figure 1.113. Quartermaster map revised in 1911 showing changes since 1892 (shaded gray) to the lodge and service yard. This map also shows removal of all graves from the north 8th terrace. (Detail, Office of the Quartermaster General, "National Cemetery Fredericksburg, VA.," May 26, 1892, revised November 2, 1911, National Archives, NM-81, RG 92, Entry 691, box 1, annotated by SUNY ESF)**

1892. Graves had been removed in 1888 from the lower north terrace (#8) to create space for a new road to the service yard in place of the steep road along the north enclosure wall. For an unknown reason, construction did not occur until after May 1892. The new gravel road extended from the main drive north and turned ninety degrees to descend the terrace bank opposite the outbuilding (fig. 1.113). The War Department extended the gravel road surface along the main entrance drive to the gates and returned the rest of the main drive to turf (the south leg had been gravel). Around the same time that the new service road was constructed, a frame building measuring about 14 feet wide by 10 feet deep was built to house the cemetery cart. Located at the north end of the service yard against the enclosure wall, the cart house was most likely completed after the new service road, since it sat on the foot of the old service road that ran along the north enclosure wall.[252]

By the late 1890s, the lodge and its surrounding grounds had seen few designed changes since removal of the greenhouse in 1878. The front yard still had its Maltese-cross and circular flowerbeds, which may have been planted in roses or low shrubs, and the trees planted soon after the lodge was built almost obscured the building (fig. 1.114). Although no longer covered in vines, the lodge still had its original dark paint colors—probably shades of brown. One recent built change to the grounds was the addition of three pairs of shot pyramids added after 1892 along the brick entrance walk. These echoed the shot pyramids around the central flagstaff and reinforced the cemetery's military association.[253]

**Figure 1.114. The lodge grounds looking north from the terraces across the turf-covered entrance drive with the new service road at left, 1897. (From the collections of Dayton History)**

Soon after the turn of the century, the War Department updated the lodge and its surrounding grounds. Since its construction in 1871, the lodge had lacked an adequate kitchen, which for a time was in the brick outbuilding. As early as the 1880s, Superintendent Charles Fitchett had appealed to the Quartermaster to

**Figure 1.115. The front and east sides of the lodge following renovations in 1905, looking northwest, circa 1909. Pictured on the porch are Superintendent M. M. Jeffreys and his wife Addie Jeffreys. (Fredericksburg and Spotsylvania National Military Park archives, digital image 2615)**

build an addition on the lodge to house a kitchen. It was not until 1905, long after Fitchett left, that the wing was constructed, eight years after municipal water had been piped into the cemetery (see fig. 1.113). Its construction most likely required removal of the underground brick cistern that had been the previous water supply for the lodge. The addition, which was executed in stone and extended the Mansard roof on the second floor, included the kitchen and a porch on the first floor, and a modern bathroom on the second floor. A clerestory monitor was added to provide light into the center of the second floor. It was probably as part of this expansion that the entire lodge was redecorated, including a more fashionable color scheme on the exterior. In place of the dark colors that were in fashion during the 1870s and 1880s, the exterior trim was repainted in a new scheme that followed national cemetery regulation colors for stone lodges: white for eaves, window frames, sash, porches, and columns; bronze-green for doors and shutters; light blue for porch ceilings; and dark grey for porch steps and floors (fig. 1.115). The Mansard roof was also updated by painting white diamond-shaped medallions on the slates. These changes reflected broader shifts in architecture and design toward neoclassical styles that occurred following the World's Columbian Exposition—the so-called White City—held in Chicago in 1893.[254]

The rear addition to the lodge required realignment of the rear walk that connected the entrance walk with the service yard. Instead of brick, the new walk was built in concrete from the front porch to the new back porch and brick paving of the service yard (see fig. 1.113). The brick entrance walk of the lodge was retained following the expansion of the lodge, and three years later, a brick gutter was added along the west side to direct water from the lodge downspouts into the underground drainage pipes that carried water out of the cemetery. It was probably at this same time that the brick gutter along the enclosure wall at the foot of the lodge and service area was replaced with an underground pipe. [255]

By the time the 5th Corps (Butterfield) monument was erected in 1901 or the following year, the lodge grounds had been redesigned in a move away from the informal and ornamental plantings characteristic of the decades prior to the 1893 Chicago fair (see fig. 1.96). The trees that shaded the lodge were removed except for one red-cedar. The pairs of shot pyramids that flanked the entrance walk were most likely moved to the corners of the 5th Corps monument terrace. The Maltese-cross bed was removed and a simpler, circular flowerbed, 15 feet in diameter, was introduced to the east of the entrance walk. Other new vegetation included a sheared boxwood hedge along the entrance drive, and a tall, clipped honeysuckle

hedge at the east end of the front porch (the honeysuckle was replaced in 1907 by climbing roses pictured in fig. 1.115). Perhaps the feature most reflective of the Columbian Exposition was the neoclassical-style vase planter added to the front yard of the lodge (see fig. 1.108). Standing about four feet tall, the two-foot-wide bowl was on a stone pedestal and had two elaborately curved handles. It was painted white, which was characteristic of its style and a color required by national cemetery regulations. [256]

Through the 1920s, the Quartermaster invested in no additional major improvements to the lodge and service area, aside from extension of municipal sewer service in 1921 and introduction of electricity in 1924 from power lines along National Boulevard. However, several notable changes resulted from deterioration during a period of fiscal constraint following World War I. After the introduction of public water in 1897, the well in the service yard became obsolete and it was allowed to fall into disrepair. In 1921, the wooden platform rotted and fell into the well, and by 1923, the entire wellhouse—the octagonal gazebo-like structure built in 1882, was reportedly in decay. That year, Superintendent Frederick Wagner received permission to remove the wellhouse and fill the well shaft with ashes. The woodshed, the frame building built around 1885 between the wellhouse and brick outbuilding and used to store heating fuel and feed for the cemetery horse, also fell out of use. In 1922, an inspector found the building "unsightly and out of plum[b] and tumbled down." The building was razed in the fall of 1924. Two years later, the carthouse built around 1892 at the north end of the service yard was also removed, leaving the brick outbuilding as the only building in the service area. [257]

#### Plantings

Perhaps the greatest change to the landscape of Fredericksburg National Cemetery during the late War Department period was the growth, decline, and loss of trees, shrubs, and flowerbeds. These included many changes outside of those at the lodge that occurred around the turn of the century.

While the national cemetery regulations discouraged planting of flowerbeds except for a few around the lodge or at other prominent areas, the Fredericksburg superintendents nonetheless reintroduced a few in the triangle, where there had been numerous beds in the shape of Corps badges during the 1870s. The return of flowerbeds to the triangle probably followed the extension of public water into the cemetery in 1897, which allowed for watering by hose, rather than by hauling water from the cemetery well in the service yard. One hydrant was installed at the foot of the triangle, and another at the top northeastern end. In October 1904, Superintendent Jeffreys recorded that tulip bulbs were planted in the "flower bed in triangle on slope." This bed was in the center of the triangle and was in the shape of a heart—the 24th Corps badge, and by the 1920s, there were two circular beds lower down the slope (see fig. 1.111).[258]

About 165 individual annual plants and many spring bulbs were needed for the three beds in the triangle and the bed and vase in front of the lodge. In spring 1907, for example, the superintendent planted canna lilies, dahlias, zinnias, geranium (*Pelargonium*), and coleus, and in the fall, tulips and hyacinth. Similar orders continued through the early 1930s. The beds also contained roses by 1904, and even as late as 1930, the superintendent recorded, "QM Dept. is sending rose bushes and bedding plants."[259] The Quartermaster shipped these plants from the greenhouses at Arlington National Cemetery and occasionally from local growers, a practice that had been commonplace since Fredericksburg lost its own greenhouse in 1878. By 1917, the superintendents had stopped using the hotbed along the north wall that replaced the greenhouse for overwintering and starting plants due to rotted condition and missing glass. That year, superintendent Robinson recommended that the hotbed be removed and the holed filled and sodded over, "for the reason that it is unsightly, impracticable and not needed at the Cemetery." [260]

Rose bushes along with other flowering shrubs were also planted at various individual graves, mostly at the request of family and friends. Throughout the 1890s, Superintendent Birdsall recorded work on "rosebushes"—most varieties required constant pruning and deadheading—and in 1908, for example, Superintendent Jeffreys recorded that Mrs. T. E. Morris had a rose planted at the head of her husband's grave. [261] By this time, however, the Quartermaster discouraged plantings at individual grave, along with placement of "imitation wreaths or flowers," to reduce maintenance and provide a more tidy appearance to the burial grounds. The 1911 national cemetery regulations stated:

> A general ornamentation of the grounds appropriate to national cemeteries will be maintained, but the planting of trees, shrubs, vines, or other plants on any burial lot or grave site will not be permitted. Such of these as have been planted will be removed when they become winter killed or die from other causes. This applies also to plants at the bases of monuments, headstones, or markers.[262]

**Figure 1.116. The south terraces showing heavy tree canopy with openings that still allowed outward views, looking northeast toward Fredericksburg, 1897. (From the collections of Dayton History)**

The cemetery continued to plant trees during this time, such as reflected in a 1913 order from Thomas Meehan & Sons nursery in Germantown, Pennsylvania.[263] By the late 1890s, the growth of the trees, and particularly the evergreens, was concealing grave markers and circulation, and obscuring views (fig. 1.116). In response to this issue, the cemetery removed the lower limbs of the evergreen trees, which opened views and removed obstructions from the graves, walks, and drives. This practice

**Figure 1.117. View of limbed-up evergreen trees on the south terraces surrounding the 5th Corps (Butterfield) monument, 1906. The trees were about 25 years old at the time. (Jamestown Official Photo. Corp. photograph, Fredericksburg and Spotsylvania National Military Park archives, digital image 2746)**

was not in keeping with the national cemetery regulations as adopted by 1911, which stated: "The removing of the lower limbs, branches, or foliage is strictly prohibited. When, in the opinion of the superintendent, the lower branches of evergreens should be removed a report should be made to the Quartermaster General describing the location of the trees, and instructions awaited."[264] Apparently the Quartermaster approved this pruning at Fredericksburg (fig. 1.117).

The removal of lower tree limbs was probably not sufficient in certain areas that were over planted, so the superintendents removed many trees over the years. These removals were also due in part to damage from storms, lightning strikes, and disease, notably Chestnut Blight that quickly spread along the Eastern seaboard following its introduction into New York City in 1913. In 1918, Superintendent Robinson recorded the removal of the first chestnut tree due to "bark disease." There was also a disease that affected the cemetery's remaining five elm trees by 1914, with several removed in subsequent years. A fire in the woods south of the cemetery in 1930 resulted in the loss of two red-cedar trees along the south wall.[265]

From upwards of 1,000 trees and shrubs that existed in 1890 around the beginning of this period, there were fewer than 200 trees left (not counting shrubs) by the early 1930s. Despite this, the cemetery landscape still had a substantial tree canopy representing over thirty different species. The most numerous were Norway maple, Norway spruce, and Eastern red-cedar. Few of the red-cedars along the terrace steps—among the oldest trees in the cemetery, most likely planted by the Burial Corps in 1869—remained by 1933.[266]

In addition to trees and shrubs, another planting that remained throughout this period was English ivy along the inside of the enclosure wall planted around 1881 and on the brick base of the rostrum planted after its construction in 1888. Superintendent Jeffreys remarked in his diary about trimming the vines along the wall in the first decade of the 1900s.[267] He was following national cemetery regulations: "Ivy growing on the inside face of the inclosing [sic] wall will be kept trimmed on a line parallel with the lower edge of the coping. The ivy will not be allowed to bulge or form uneven or bulky masses on the face of the wall. . . .an open border, 12 to 16 inches wide, adjacent to and parallel with the inside face of the wall, will be maintained, the earth being frequently loosened and kept free from grass, weeds, dead leaves, etc.[268]

### FREDERICKSBURG NATIONAL CEMETERY LANDSCAPE, 1933 (DRAWING 1.4)

By 1933, Fredericksburg National Cemetery retained much of its character that had developed between 1866 and 1892, with its distinctive terraced front facing Fredericksburg, park-like triangle facing the entrance gates, turf drives, gridded burial area on the top of Willis Hill, and granite Civil War grave markers—the only national cemetery with this type. The landscape retained other standard features that reflected its administration as part of the War Department's National Cemetery System, including the brick enclosure wall, stone and iron entrance gates, stone Mansard-roof lodge, brick outbuilding, settees, iron tablets, and rostrum. As was typical of many national cemeteries, deciduous and evergreen trees and sheared shrubs dotted the landscape.

The most substantial changes to the national cemetery landscape occurred outside the enclosure wall. To the south and west, woods grew up to conceal outward views, and to the east, urban development extended to near the cemetery gates, and the Hall farmstead rebuilt in the aftermath of the Civil War at the present site of the visitor center had been replaced by a gas station.

By 1933, Fredericksburg National Cemetery remained a focal point heading west from Fredericksburg's train depot along National Boulevard, the former government approach road on axis with the cemetery gates, Butterfield Monument added in 1901 and flagstaff relocated in 1905. Since its redesignation as US 1 and associated realignment in the mid-1920s, the road curved off this axis, carrying automobile traffic toward Richmond, but the original axial alignment of National Boulevard as it intersected Telegraph Road (Sunken Road) remained.

Inside the cemetery gates, several flowerbeds in the form of Corps badges reintroduced around the turn of the century greeted visitors, including three in the triangle and one in front of the lodge. The lodge and its surrounding grounds had been redesigned in a more formal, neoclassical style that became popular after the World's Columbian Exposition in 1893 as reflected in the sheared hedges, classical vase planted with flowers, and white trim on the lodge. Modern utilities, including sewer, water, and electricity had been introduced, along with a gravel road to the service yard that contained the brick outbuilding. By 1933, the carthouse, wellhouse, woodshed, and nearby hotbed had been removed, leaving only the brick outbuilding in the service yard. Privet, arborvitae, and Osage-orange hedges screened the brick-paved service yard from the east and west.

In the burial grounds and on the terraces, the most significant changes during this period occurred thought the growth and removal of trees and shrubs. The trees planted through the early 1880s had initially formed allees along the turf drives and rows along the terraces; by 1933, however, the overall character had shifted to

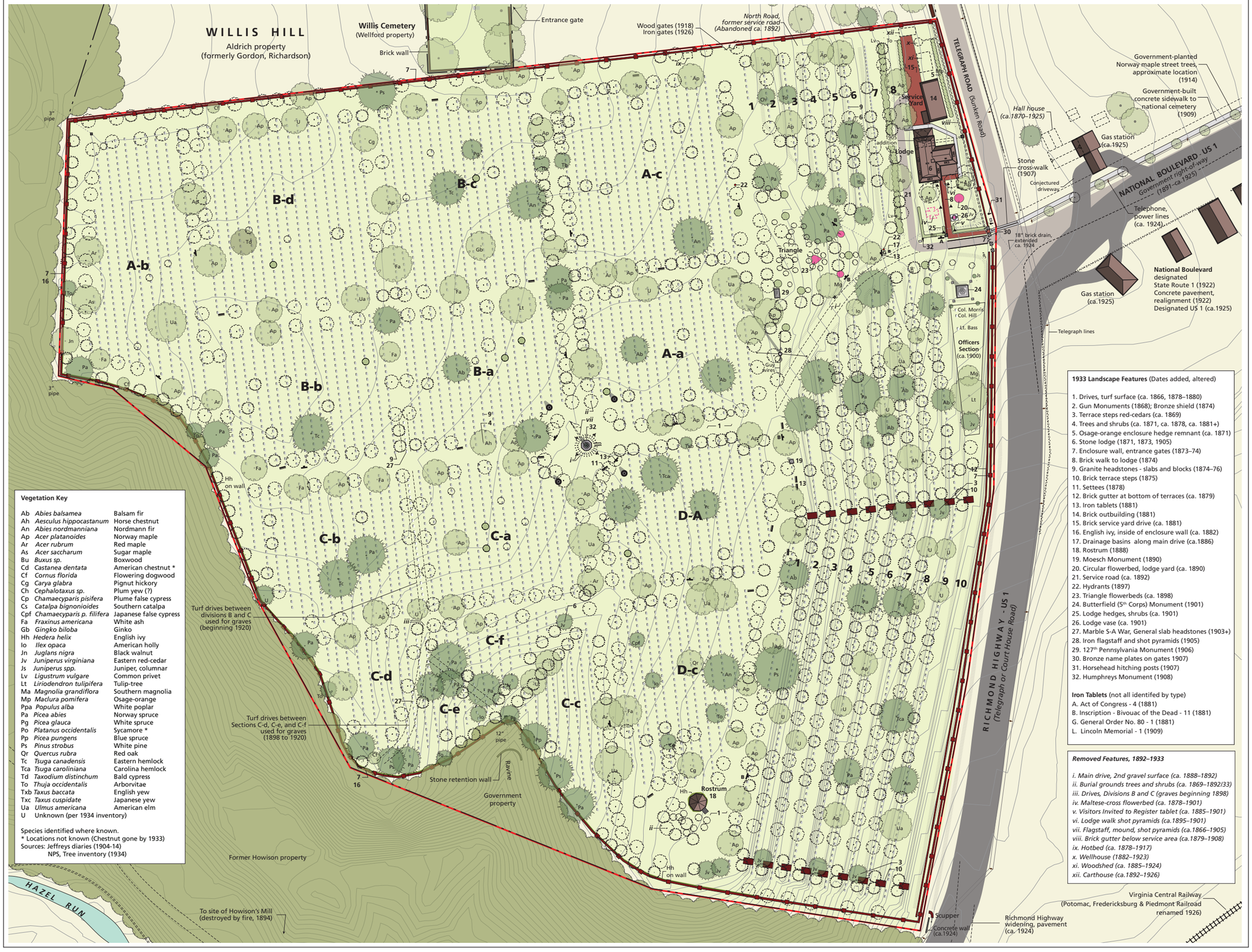
random distribution through a loss of about eighty percent of the specimens. This loss, along with the removal of the central flagstaff and conversion of the drives to turf that occurred prior to 1892, left the original plan of the cemetery with its axial drives difficult to discern. The use of some of the drives in Divisions C and B for burials further eroded the visibility of the cemetery layout. The center of the cemetery was newly marked by the Humphreys Monument, which while among the most refined of the monuments in the cemetery, did not provide the visual prominence or symbolic unity that had been originally conveyed through the flagstaff. The four gun monuments that surrounded the Humphreys monument remained as reminders of the former importance of this part of the cemetery landscape.

The establishment of Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park in 1927 had given the War Department an expanded presence in the region, but by 1933, the park was still in the early stages of development. Fredericksburg National Cemetery, which remained under separate military administration of the Quartermaster General, may have experienced a rise in visitation and visibility through the establishment of the national military park, but its landscape and immediate setting underwent no substantial changes as a result. This would change after 1933, when management of the cemetery was integrated into the park following transfer of administration to the National Park Service.

# Cultural Landscape Report
# Fredericksburg National Cemetery

Fredericksburg, Virginia

## Late War Department Period, 1892–1933




**Vegetation Key**

| | | |
|---|---|---|
| Ab | *Abies balsamea* | Balsam fir |
| Ah | *Aesculus hippocastanum* | Horse chestnut |
| An | *Abies nordmanniana* | Nordmann fir |
| Ap | *Acer platanoides* | Norway maple |
| Ar | *Acer rubrum* | Red maple |
| As | *Acer saccharum* | Sugar maple |
| Bu | *Buxus sp.* | Boxwood |
| Cd | *Castanea dentata* | American chestnut * |
| Cf | *Cornus florida* | Flowering dogwood |
| Cg | *Carya glabra* | Pignut hickory |
| Ch | *Cephalotaxus sp.* | Plum yew (?) |
| Cp | *Chamaecyparis pisifera* | Plume false cypress |
| Cs | *Catalpa bignonioides* | Southern catalpa |
| Cpf | *Chamaecyparis p. filifera* | Japanese false cypress |
| Fa | *Fraxinus americana* | White ash |
| Gb | *Gingko biloba* | Ginko |
| Hh | *Hedera helix* | English ivy |
| Io | *Ilex opaca* | American holly |
| Jn | *Juglans nigra* | Black walnut |
| Jv | *Juniperus virginiana* | Eastern red-cedar |
| Js | *Juniperus spp.* | Juniper, columnar |
| Lv | *Ligustrum vulgare* | Common privet |
| Lt | *Liriodendron tulipifera* | Tulip-tree |
| Ma | *Magnolia grandiflora* | Southern magnolia |
| Mp | *Maclura pomifera* | Osage-orange |
| Ppa | *Populus alba* | White poplar |
| Pa | *Picea abies* | Norway spruce |
| Pg | *Picea glauca* | White spruce |
| Po | *Platanus occidentalis* | Sycamore * |
| Pp | *Picea pungens* | Blue spruce |
| Ps | *Pinus strobus* | White pine |
| Or | *Quercus rubra* | Red oak |
| Tc | *Tsuga canadensis* | Eastern hemlock |
| Tca | *Tsuga caroliniana* | Carolina hemlock |
| Td | *Taxodium distinchum* | Bald cypress |
| To | *Thuja occidentalis* | Arborvitae |
| Txb | *Taxus baccata* | English yew |
| Txc | *Taxus cuspidate* | Japanese yew |
| Ua | *Ulmus americana* | American elm |
| U | Unknown (per 1934 inventory) | |

Species identified where known.
* Locations not known (Chestnut gone by 1933)
Sources: Jeffreys diaries (1904-14)
NPS, Tree inventory (1934)

**1933 Landscape Features** (Dates added, altered)

1. Drives, turf surface (ca. 1866, 1878–1880)
2. Gun Monuments (1868); Bronze shield (1874)
3. Terrace steps red-cedars (ca. 1869)
4. Trees and shrubs (ca. 1871, ca. 1878, ca. 1881+)
5. Osage-orange enclosure hedge remnant (ca. 1871)
6. Stone lodge (1871, 1873, 1905)
7. Enclosure wall, entrance gates (1873–74)
8. Brick walk to lodge (1874)
9. Granite headstones - slabs and blocks (1874–76)
10. Brick terrace steps (1875)
11. Settees (1878)
12. Brick gutter at bottom of terraces (ca. 1879)
13. Iron tablets (1881)
14. Brick outbuilding (1881)
15. Brick service yard drive (ca. 1881)
16. English ivy, inside of enclosure wall (ca. 1882)
17. Drainage basins along main drive (ca.1886)
18. Rostrum (1888)
19. Moesch Monument (1890)
20. Circular flowerbed, lodge yard (ca. 1890)
21. Service road (ca. 1892)
22. Hydrants (1897)
23. Triangle flowerbeds (ca. 1898)
24. Butterfield (5th Corps) Monument (1901)
25. Lodge hedges, shrubs (ca. 1901)
26. Lodge vase (ca. 1901)
27. Marble S-A War, General slab headstones (1903+)
28. Iron flagstaff and shot pyramids (1905)
29. 127th Pennsylvania Monument (1906)
30. Bronze name plates on gates 1907)
31. Horsehead hitching posts (1907)
32. Humphreys Monument (1908)

**Iron Tablets** (not all identifed by type)
A. Act of Congress - 4 (1881)
B. Inscription - Bivouac of the Dead - 11 (1881)
G. General Order No. 80 - 1 (1881)
L. Lincoln Memorial - 1 (1909)

***Removed Features, 1892–1933***

*i. Main drive, 2nd gravel surface (ca. 1888–1892)*
*ii. Burial grounds trees and shrubs (ca. 1869–1892/33)*
*iii. Drives, Divisions B and C (graves beginning 1898)*
*iv. Maltese-cross flowerbed (ca. 1878–1901)*
*v. Visitors Invited to Register tablet (ca. 1885–1901)*
*vi. Lodge walk shot pyramids (ca.1895–1901)*
*vii. Flagstaff, mound, shot pyramids (ca.1866–1905)*
*viii. Brick gutter below service area (ca.1879–1908)*
*ix. Hotbed (ca. 1878–1917)*
*x. Wellhouse (1882–1923)*
*xi. Woodshed (ca. 1885–1924)*
*xii. Carthouse (ca.1892–1926)*


**National Park Service**
**Olmsted Center for Landscape Preservation**
www.nps.gov/oclp

in partnership with
Department of Landscape Architecture
Center for Cultural Landscape Preservation
SUNY College of Environmental
Science and Forestry, www.esf.edu/la/cclp


### SOURCES

1. Cultural Landscape Inventory map, 2011
2. Quartermaster map of cemetery, 1892, updated to 1911
3. Sanborn Fire Insurance Map, 1919 and 1927
4. NPS, tree survey, 1934
5. Aerial photograph, 1937
6. Photographs and plans, FRSP archives

### DRAWN BY

John Auwaerter, Adobe Illustrator CC, 2020

### LEGEND

- National cemetery boundary
- Period property boundary
- Building
- Road - gravel / brick / asphalt
- Walk brick / concrete
- Brick gutter
- Headstones - granite / marble
- A-c Division-Section
- Enclosure wall
- Steps (brick)
- Iron tablet, Hitching post-block
- Gun monument, Shot pyramid
- Settee, Hydrant
- Drain - inlet, pipe Utility pole
- Woods
- Deciduous tree, Evergreen tree
- Mown turf
- Meadow or earth
- Bank
- 2 ft contours
- Feature removed during period
- Removed flowerbed

### NOTES

1. Plan shows landscape in 1933 with changes since 1892.
2. Labels indicate date feature added during period.
3. All features shown in approximate scale and location.
4. Gravemarker symbols do not correlate with individual graves, and do not distinguish all types.
5. Settees and unidentified tablets shown in typical locations.
6. Plan does not show all trees and shrubs added and removed during the period.

0′ 25′ 50′ 100′

**Drawing 1.4**

## NATIONAL PARK SERVICE PERIOD, 1933–2023

In 1933, after eight decades of military administration, the federal government transferred Fredericksburg National Cemetery to civilian administration of the National Park Service. The early years of park stewardship through the late 1940s were characterized by development of the national military park, most notably the addition of the park administration building outside of the cemetery gates (fig. 1.118). The subsequent decades following years of austerity related to World War II saw incorporation of additional land around the cemetery into the park, along with private development to the east and north.

**Figure 1.118. The park's administration building (present visitor center) completed in 1937, looking northeast from the cemetery terraces, January 9, 1947. The neighborhood in the background predated NPS administration. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg 2a-C-22)**

During the initial years of park management, the cemetery landscape remained little changed in overall character from the late War Department period (fig. 1.119). Over the following decades, however, the loss of the once shady character of the landscape and shifts in management and use associated with development of the national military park resulted in more apparent change. Changes in management and interpretation also altered the identity of the cemetery. From being a distinct administrative unit under the War Department, Fredericksburg National Cemetery became integrated into the national military park and was presented as a tour stop on the Fredericksburg Battlefield. Through the late twentieth century, the focus of use shifted from commemoration of the Civil War and military burials to telling the story of the battles in and around Fredericksburg.

**Figure 1.119. Visitors along the turf drive at the top of the terraces looking north in a landscape little changed since War Department administration, photographed circa 1960. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg 2a-C-13)**

### CEMETERY SURROUNDINGS

The approach to Fredericksburg National Cemetery, altered during the 1920s with the realignment of US 1, continued to shift in the decades after National Park Service administration began in 1933. That year, coinciding with the War Department's departure, the city adopted the name

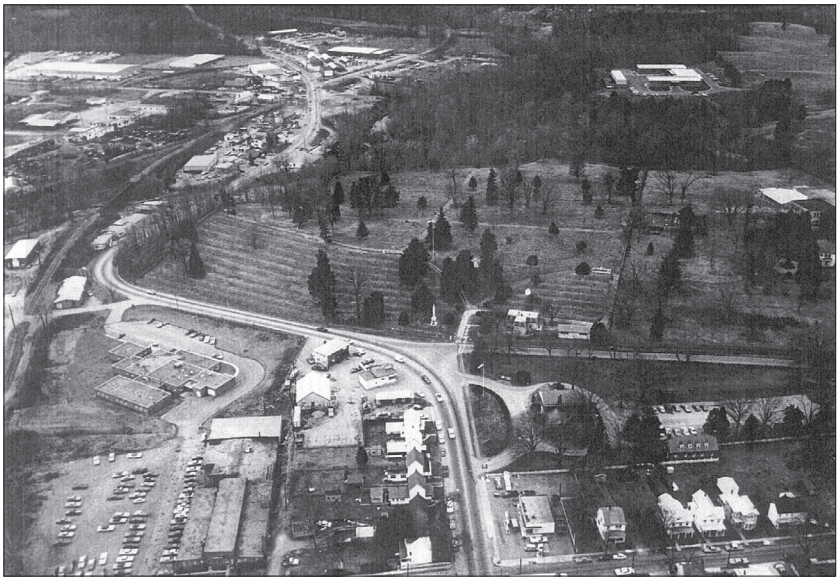


**Figure 1.120. Aerial looking west taken in circa 1965 showing the original alignment of National Boulevard on axis with the cemetery gates, Butterfield monument, and flagstaff still evident within the curve of Lafayette Boulevard. Also visible is commercial and light industrial development east and south of the cemetery, the Montfort Academy buildings to the north, and the Atkins quarry in the clearing on the south side of Willis Hill. (Fredericksburg and Spotsylvania National Military Park archives, Sunken Road Cultural Landscape Inventory files)**

Lafayette Boulevard for National Boulevard and its eastern extension, Prussia Street, as well as portions of Telegraph Road to the south. Development along the curved alignment of Lafayette Boulevard continued to blur the axial relationship of the former cemetery approach road to the cemetery gates, flagstaff, and 5th Corps monument, as well as the linear relationship of Telegraph Road and Sunken Road to the front of the cemetery.[269]

The original axial alignment of National Boulevard remained evident in the sidewalk, curbs, and triangular intersection at the curve in Lafayette Boulevard into the late twentieth century (fig. 1.120). This alignment and intersection with Sunken Road made the roadway prone to accidents, lending it the name, Dead Man's Curve. Accidents, such as one in 1945 and another in 1963, involved cars driving south, missing the curve, and crashing into the cemetery's brick enclosure wall.[270]

The neighborhood east of the national cemetery along Lafayette Boulevard remained mostly residential during this period, with commercial and other uses along the road's southern and eastern sides across from the national cemetery. By the 1950s, the gas station across from the entrance gates built in the late 1920s had been replaced with an ice cream shop, and to its west was another new retail establishment (fig. 1.121). By the 1960s, a school had been built east of Lafayette Boulevard in the foreground view from the cemetery terraces, and to the west of Willis Hill, a large district of commercial and light industrial uses had

**Figure 1.121. Commercial establishments along the south side of Lafayette Boulevard across from the national cemetery, looking southwest from the park administration building entrance driveway, 1959. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg box 3_B_Lafayette Boulevard_18)**

**Figure 1.122. The site of the planned park administration building and parking area on the former Hall Farm looking northeast across Sunken Road with the cemetery lodge and brick outbuilding at left and the former Richardson-Aldrich property to the right of the cemetery, April 1935. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg box 4_D_FVC Parking Area_7)**

developed along the US 1 corridor. Already in 1955, park historian Ralph Happel bemoaned the development that was occurring around the park:

> Despite lip service paid to her historical heritage, the citizens are contributing to, or allowing a tragic loss of atmosphere…Zoning ordinances have been passed to obviate future blighted areas and juxtaposition of business, industry, and residential sections; but, as in the case of the historical atmosphere, this is a little late. The pity is that more citizens were not in the past ready to plan for both historical preservation and proper orderly growth.[271]

#### Administration Building

One of the major early projects of the National Park Service was construction of an administration building (current visitor center) to house park offices and a museum that served all four battlefield units. By 1935, the park had chosen a site at the curve of Lafayette Boulevard across from the cemetery where a gas station had been built in the 1920s in place of the post-Civil War Hall farmhouse. Most of the 2.2-acre parcel was an open field that extended along Sunken Road. A large billboard that welcomed visitors to Fredericksburg stood along the road frontage, across from the Esso gas station on the south side of Lafayette Boulevard (figs. 1.122, 1.123).[272]

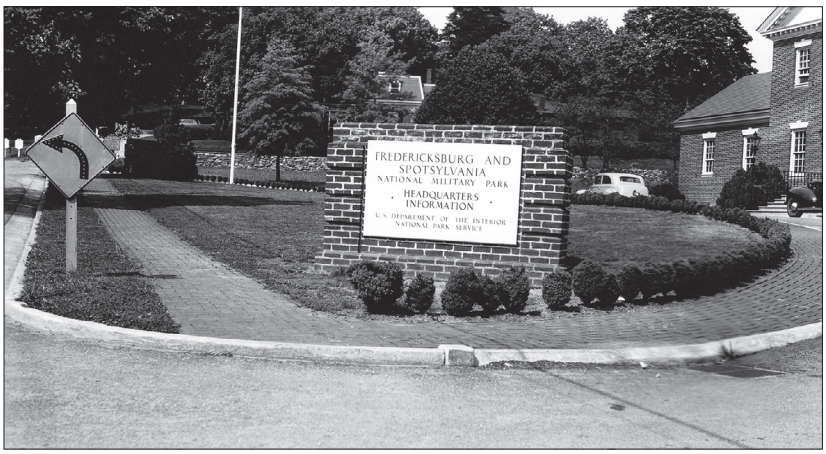
**Figure 1.123. The site of the planned park administration building looking north across the curve of Lafayette Boulevard (US 1) with Sunken Road at left, April 1935. The gas station on the site to the right of the billboard was apparently removed by this time. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg box 3_B_Lafayette Boulevard_1)**

**Figure 1.124 The completed park administration building looking northeast with the cemetery lodge and outbuilding in the background, April 1938. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg box 4_A_FVC_41)**

The new brick building, funded by federal work-relief programs and designed by park architects in a Colonial Revival style, was "built to look like a house which could have been standing in Fredericksburg at the time of the Civil War," according to park historian Ralph Happel.[273] The style of the building fit with the National Park Service's program of landscape harmonization, where new additions were intended to visually harmonize with the so-called historic scene, which at Fredericksburg consisted of the Civil War-era battlefields and townscape. Construction of the building was completed in April 1936, with grounds work that included construction of driveways and transplanting of large trees and shrubs completed over the next three years (fig. 1.124). The new facility was the first addition of park land adjacent to the national cemetery and created a new focal point at the foot of Willis Hill. The administration building in effect replaced the cemetery lodge as the point of contact for visitors, and its semi-circular, boxwood-lined entrance drive and flagstaff drew attention away from the entrance to the national cemetery that had once been the focal point at the head of National Boulevard.[274]

The administration building was initially designed without walkways connecting to the national cemetery. Through the 1970s, pedestrians exiting the front entrance of the building followed the west leg of the semi-circular entrance drive, where there was an interpretive sign about the Fredericksburg battlefield and an identification tablet that directed visitors to Marye's Heights (the national cemetery). Pedestrians used the War Department-era sidewalk along the north side of Lafayette Boulevard, which the park resurfaced in brick as part of the administration building construction, to reach the national cemetery along the historic approach axis (fig. 1.125, see also fig. 1.120). Around 1985, the park added a new brick walk along the perimeter of the administration building, by then renamed the Fredericksburg Battlefield Visitor Center, which connected via a crosswalk to a new brick walk that extended on a diagonal toward the national cemetery gates, off the historic approach axis.[275]

**Figure 1.125 Pedestrian access to the national cemetery from the administration building showing brick walk around the entrance island and sidewalk along Lafayette Boulevard following the historic approach axis, circa 1940. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg box 4_A_FVC_42)**




#### Sunken Road

With development of the administration building in the mid-1930s, Sunken Road gained newfound importance in

**Figure 1.126 The triangular intersection of Sunken Road and Lafayette Boulevard (US 1) looking north showing earth-gravel surface and a vehicle parked on the shoulder, October 1940. In the foreground is the concrete pavement of Lafayette Boulevard and along the right side of Sunken Road is the stone wall rebuilt in 1939. The signs to either side of the cemetery gates were park additions. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg box 2v_AIFOMH_8)**

the park's interpretive program. The road had not previously been incorporated into the national military park in part because it was a public road and was not contiguous with the main part of the Fredericksburg Battlefield unit along Lee Drive. By 1938, two years after completion of the administration building, the park was seeking acquisition of title to Sunken Road; the county and city agreed, but required retention of a public right-of-way to keep the road open to vehicular traffic.[276] Sunken Road was then an earthen road—reported as in poor condition by the park superintendent in 1937—that broadened into a triangular intersection at the bend of Lafayette Boulevard in front of the cemetery gates (fig. 1.126).

**Figure 1.127. The stone wall along Sunken Road under reconstruction by a Civilian Conservation Corps crew looking northwest with the cemetery lodge and brick outbuilding in the background, June 1939. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2b_B_Sunken Road_57)**

Visitors to the national cemetery used the shoulder of Sunken Road to park their cars, where carriages once parked as indicated by two horsehead hitching posts, one of which the park had moved from in front of the lodge. In 1939, with title to the road in hand, the park had the CCC make improvements that included rebuilding the missing section of the stone wall along the eastern side of the road, which had served as a Confederate defensive

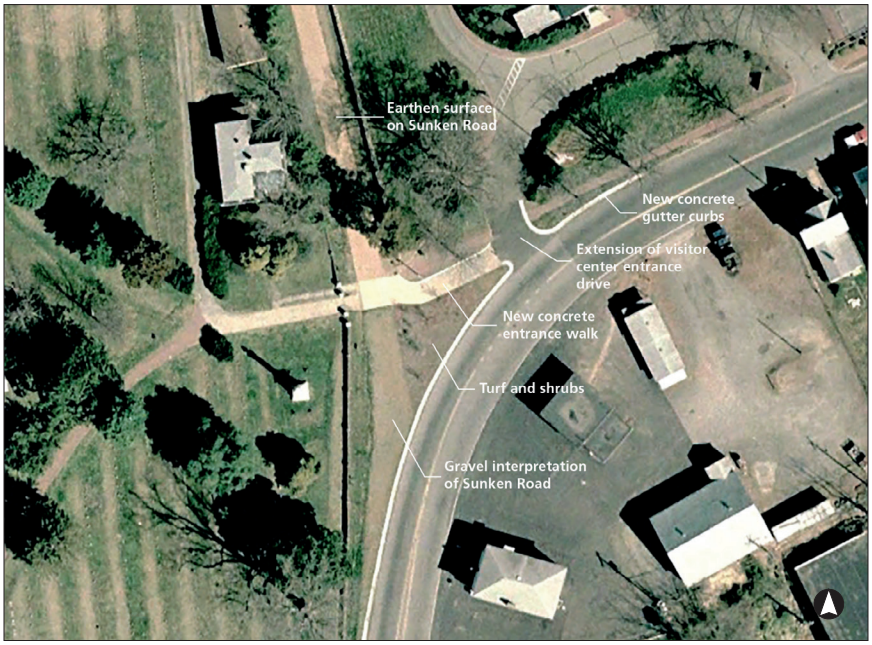



**Figure 1.128 Aerial showing the removal of pavement from Sunken Road and the triangular intersection with Lafayette Boulevard following closure of the road to vehicles in 2004, photographed 2006. (Commonwealth of Virginia aerial hosted on Google Earth, annotated by SUNY ESF)**

**Figure 1.129 The approach to the national cemetery showing new concrete pavement, remnant curb from National Boulevard along the right edge, and turf on the former interpretation of Sunken Road left of the gates, photographed circa 2016. The shrubs at left added as part of the project were also subsequently removed. ("Fredericksburg, Virginia History," https://fredericksburgvahistory.wordpress.com/)**

work during the Second Battle of Fredericksburg (fig. 1.127).[277]

Sunken Road remained a gravel two-way road until it was paved in 1961 due to traffic volumes that were increasing as post-war suburban development in the region expanded. By the late 1980s, there were upwards of 11,000 cars per week on Sunken Road, which created a hazard for park visitors along the road and crossing to the national cemetery gates. In 1990, the city agreed to narrow the road from 18 to 10 feet, which allowed the park to install a walkway bordering the reconstructed stone wall, separated from the road by split-rail fences. With the opening of the Route 3 downtown bypass (Blue and Gray Parkway) in 1995, traffic on Sunken Road dropped eighty percent, and in May 2001, the city approved closing Sunken Road to vehicular traffic and rescinded its right-of-way across park property.[278]

In August 2004, Sunken Road was officially closed, and over the next year, the park removed the asphalt pavement, including on the triangular intersection in front of the cemetery gates that included the former axial alignment of National Boulevard (fig. 1.128). North of the cemetery gates, the park replaced the asphalt with an earth surface to convey the road's Civil War-era character. To the south of the gates, the park used a different earthen surface to interpret the historic continuation of Sunken Road (Telegraph Road) parallel to the cemetery brick enclosure wall; a new concrete curb along the curve of Lafayette Boulevard helped to keep vehicles from veering into the former triangular intersection. On the axial approach to the cemetery gates, the park installed a pebble-aggregate concrete walk, which did not correspond with the historic alignment of National Boulevard (fig. 1.129). The park planted the remainder of the triangular intersection with turf and shrubs. The interpretation of Sunken Road south of the gates proved difficult to maintain, and within two years, it became covered in turf.[279]

#### Willis Hill

The eight-acre tract on Willis Hill north of the national cemetery, with the house built by Colonel Charles Richardson around 1888 and owned since 1916 by the Aldrich family, was

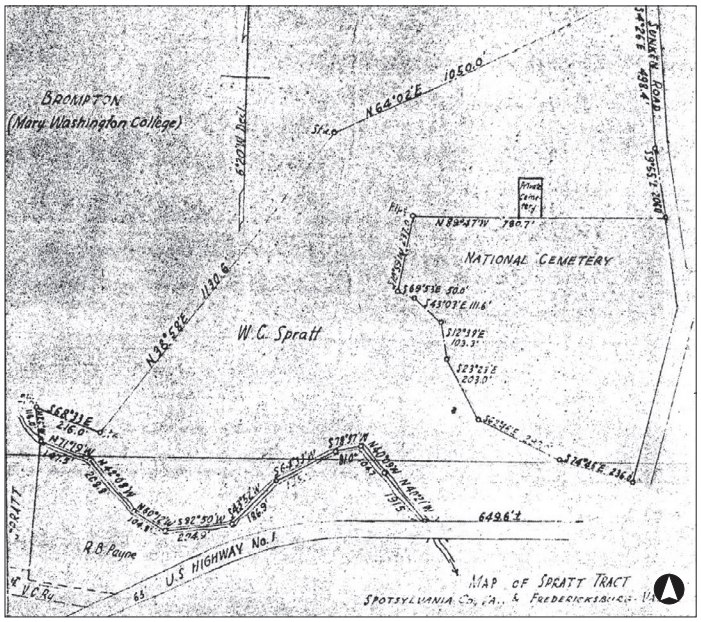
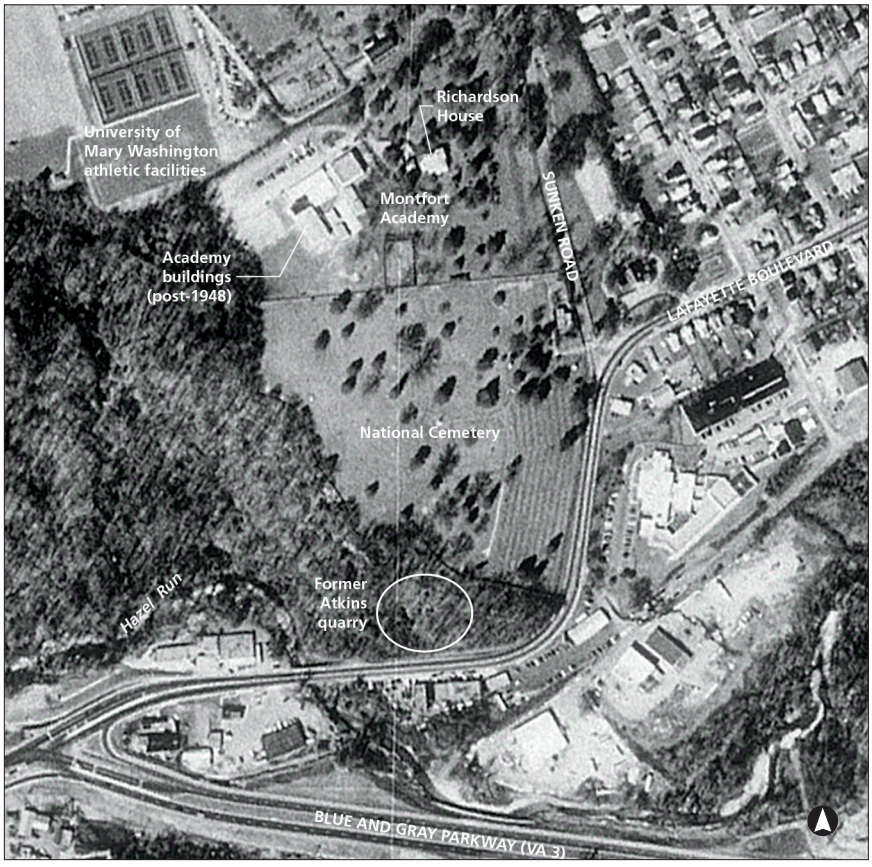



**Figure 1.130 Survey of the W. C. Spratt property on Willis Hill that surrounded the national cemetery, August 28, 1947. The property was subdivided and sold shortly after this survey. (Spotsylvania County, deed book 85, page 419)**

**Figure 1.131 Aerial of the context of the national cemetery in the late twentieth century showing Montfort Academy buildings added to the former Richardson property north of the national cemetery, March 1994. The Atkins quarry south of the cemetery closed around 1975 and the site had reverted to the woods by the time of this photograph. (US Geological Survey aerial hosted by Google Earth, annotated by SUNY ESF)**




acquired in 1937 by W. C. Spratt, a local contractor, along with another four-acre tract northwest of the cemetery. At the time, the property included open lawn north of the cemetery surrounding the Willis Cemetery, which remained in Willis family ownership, and mature trees on the grounds around the Richardson house to the north (see fig. 1.122). Within ten years, Spratt had acquired another tract to the west and south of the national cemetery extending to Hazel Run that at one time included Howison's Mill, amounting to approximately twenty acres in total (fig. 1.130). Most of this property was wooded. In 1948, Spratt subdivided and sold his Willis Hill property. The Daughters of Wisdom, a Roman Catholic order based in Islip, New York, acquired about eight acres north of the national cemetery to establish Montfort Academy. Spratt sold the southern and western part of his property to commercial interests that operated the Atkins sand and gravel quarry on the southern slope of Willis Hill directly below the national cemetery.[280]

Montfort Academy was a private Catholic primary school for grades one through eight—the first in the area. Montfort began with less than 100 students and had more than 350 enrolled at its height in the 1990s. The sisters used the Richardson house and built a complex of school buildings west of the house away from the site of Confederate earthworks along the eastern edge of Willis Hill (fig. 1.131). The sisters took advantage of their location next to the national cemetery, such as by having fifth graders decorate graves with flags. They also allowed park-related activities on the Montfort campus, such as a gun salute that was fired from in front of the Richardson House as part of the Civil War centennial in 1962 (fig. 1.132). With growing enrollment in the region, the Arlington Diocese

**Figure 1.132. The Montfort Academy grounds looking north from near the national cemetery during a Civil War centennial gun salute in front of the Richardson House, December 12, 1962. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 10_C_Fredericksburg Special Events_15)**

decided to close Montfort and build a new school, Holy Cross Academy, in Stafford County. In 1998, after the sisters secured a buyer for their campus, Montfort students transferred to Holy Cross. [281]

Over the prior two decades, Congress had approved expansion of the national military boundary to include the Willis Hill properties that surrounded the national cemetery. In the late 1970s, the park acquired the tract to the south that was site of Howison's mill during the Civil War and the Atkins sand and gravel quarry until about 1975. To the north of the national cemetery, the Civil War Trust acquired the 8.52-acre Montfort Academy campus in 1997, and soon transferred ownership to the National Park Service. In 1999, the park demolished the modern school buildings, and subsequently extended the Sunken Road Walking Trail through the academy property to the north gate of the national cemetery. The park left the Richardson house standing until 2014.[282]

## CEMETERY LANDSCAPE DEVELOPMENT — EARLY PARK YEARS [283]

The National Park Service was created in 1916 as a conservation agency with the mission to balance preservation with use—to "conserve the scenery and natural and historic objects and the wild life therein, and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."[284] Initially focused on large, natural and scenic national parks in the West, the agency began to take on an expanded role in the 1930s to conserve land that was primarily of cultural importance, rather than primarily scenic and natural. In comparison with the War Department, the National Park Service took a different approach to management and interpretation of Fredericksburg National Cemetery that focused on its battle history prior to its establishment in 1866.

### Administration

On June 10, 1933, President Franklin D. Roosevelt signed Executive Order No. 6166, which called for an extensive reorganization of Executive Agencies. Section 2 of this order specified the transfer and consolidation of all functions of military parks and national cemeteries under the War Department to the Department of the Interior for management by the National Park Service. The list of parks and cemeteries to be transferred, including Fredericksburg and Spotsylvania National Military Park and Fredericksburg National Cemetery, was approved on July 28, 1933, under Executive Order No. 6228. Only eleven national cemeteries were transferred; those deemed desirable to the mission of the War Department were

not. Cemeteries selected for transfer were considered to be more significant for their history than for their use as active burial grounds, and were located near national park units, usually battlefields. Transferred cemeteries in the mid-Atlantic region included Poplar Grove at Petersburg National Battlefield, Yorktown at Colonial National Historical Park, Antietam at Antietam National Battlefield Site, and Gettysburg at Gettysburg National Military Park. [285]

Administration of the park and national cemetery was transferred to National Park Service staff in the summer and fall of 1933. The park planned to seek advice from the War Department on cemeterial issues, but this was most likely limited to interments, grave registration, and grave marking, over which the War Department would maintain authority.[286] The National Park Service maintained no formal system of regular outside inspections for the national cemeteries as the Quartermaster General had, and most likely never consulted the War Department on management of the cemetery landscape apart from the graves.[287]

Between 1934 and 1942, Branch Spalding, a historian, served as superintendent of the national military park. The park service retained the position of the cemetery superintendent through the 1930s, with the intent that the national cemetery would function as an administrative unit of the park. While it officially remained an administrative unit of the National Park System, the national cemetery by the 1940s became integrated into the administration of the national military park, as part of the park's Fredericksburg Battlefield unit. The first of the park superintendent's annual reports to include a section on the national cemetery was the 1945 report, the year that the cemetery was officially closed to new burials.[288]

Staffing of the national cemetery reflected the shift in its administration. George Nelson, a military veteran like all his predecessors under War Department administration, served as cemetery superintendent under the park superintendent, and presumably lived in the cemetery lodge until his death in March 1940. The park then appointed Emmet "Dick" H. Sacrey, who had been foreman in the Chancellorsville Civilian Conservation Corps camp to serve as interim superintendent and appointed him as full cemetery superintendent in September 1940. The park subsequently abolished the position of cemetery superintendent, perhaps for staffing efficiency during the war or due to the official closing of the cemetery to new burials in 1945. Dick Sacrey was then moved to the position of foreman of the park's labor staff.[289]

Throughout the 1930s and into the early 1940s, the national military park enjoyed an ample work force made possible through New Deal federal work-relief programs that addressed conservation and park development needs. Most of this labor was supplied through the Civilian Conservation Corps (CCC) that was charged with "restoration of the country's depleted natural resources…"[290] The CCC focused on developing the battlefield parks, including reconstruction of

Figure 1.133. Storm damage to the terraces looking south with Lafayette Boulevard to the left, October 1942. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_C_Fredericskburg National Cemetery_10, -11)

the stone wall along Sunken Road. Within the national cemetery, the CCC's work was limited to maintenance and minor construction projects, such as repairs to the brick enclosure wall. [291]

After the CCC program was ended upon US entry into World War II, soldiers stationed nearby assisted the park with maintenance and repairs. They may have helped with one of the most extensive repair projects to date within the national cemetery. In October 1942, a severe storm damaged the terraces and caused sections of the brick enclosure wall to collapse (fig. 1.133). Removal or fill of the original brick gutters on each terrace, along with removal of trees, may have been factors that increased the risk of damage from storm runoff. The National Park Service quickly developed two proposals for repairing and preventing future damage (fig. 1.134): Proposal A, rebuilding the walls on concrete footers with brick buttresses, drainpipes, and backfill to the top of the first terrace; and Proposal B, rebuilding the walls on new concrete footers, adding a gutter behind the wall, and repairing the bank of the terrace. The park decided on Proposal B, but without the gutter.[292]

#### Visitation and Interpretation

Completion of the battlefield parks during the 1930s and early 1940s led to an increase in visitation to the national cemetery, most notably after opening of the adjacent park museum and administration building in 1937. The Fredericksburg *Free Lance-Star* reported in 1940 that the cemetery was "one of the largest and most beautiful in the system of National Cemeteries throughout the United States. . .It annually attracts thousands of visitors."[293]

Despite the cemetery's popularity, its history, design, and commemorative purpose was not part of the park's interpretive program, which instead focused on the battles that occurred on and around Willis Hill in 1862 and 1863. A favorite place for park rangers to bring visitors was the top of the terraces, where there was a broad view looking out across the former battlefield and Fredericksburg (figs. 1.135, 1.136). Although clearly tied to the battles, the national cemetery did not fit the park's narrow period of interpretation since the cemetery did not

Figure 1.134. Two proposals by the National Park Service for repairing storm damage to the terraces and brick walls, cross-sections, November 1942. (Detail, National Park Service Branch of Plans & Design, "Flood Damage Repair - Brick Walls, National Cemetery, Fredericksburg National Military Park," November 2, 1942, E-Technical Information Center drawing FRSP 326_2028)

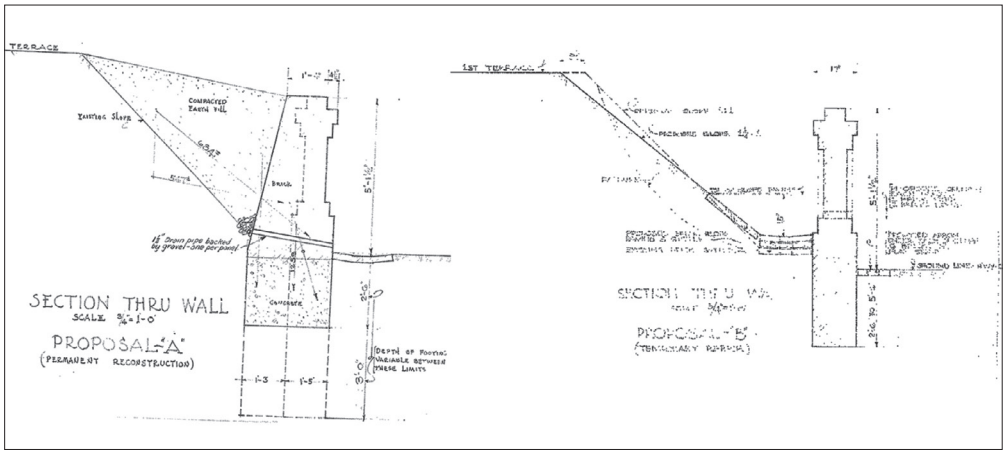


**Figure 1.135 (top). A park ranger giving a tour of the battlefield to school teachers looking out across Fredericksburg, July 1941. The group is standing at the foot of graves on the top terrace. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 11_C_Visitor Use 3_60)**

**Figure 1.136 (bottom). View east across Fredericksburg from the terraces, June 1940. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_C_FNC_36)**

**Figure 1.137 (below). The battlefield relief map that the park installed around 1935 at the head of the triangle with its back toward the gates, in front of the General Orders tablet (left of settee), June 1937. Note erosion around the map and settee, and existence of brick tracks on the main drive. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_C_30)**

exist at the time of the battles. The national military park's 1940 guidebook, for example, included two sentences on the national cemetery in the General Information section, but the body of the guide made no mention of the national cemetery.[294]

New features in the cemetery reflected the National Park Service's shift from commemoration to battlefield interpretation. Around 1935, the park installed a relief map of the Fredericksburg battlefield on a stand at the head of the Triangle with its back toward the entrance gates and positioned in front of the iron tablet that displayed the General Orders for national cemeteries (fig. 1.137). There was no map indicating the layout of the cemetery. The park also installed a park-standard rustic narrative sign just outside the cemetery gates that explained the battle action along Sunken Road, along with two Colonial Revival-style signs that identified the national cemetery and Sunken Road (fig. 1.138).

Around 1940, the park installed several cast-aluminum battlefield identification tablets—a standard design that the War Department had developed for the Fredericksburg-area battlefield parks—inside the national cemetery to mark battle landmarks, including the site of the Confederate Washington Artillery at the rostrum, the Willis Cemetery along the north enclosure wall, and Marye's Heights at the foot of the hill in the triangle (fig. 1.139). Another tablet on the walk from the administration building directed visitors not to the national cemetery, but to "Marye's Heights (walking tour)."[295]

**Figure 1.138 (above). Standard park identification and narrative signs added to either side of the gates, August 1940. In the right foreground is a state historical marker that describes the Battle of Fredericksburg. (Fredericksburg and Spotsylvania National Military Park archives, digital files Fredericksburg Box 3_B_Lafayette Boulevard_2)**

**Figure 1.139 (right). Standard battlefield identification tablets installed in and adjacent to the national cemetery in circa 1940, photographed 1961. (Fredericksburg and Spotsylvania National Military Park archives, digital files Fredericksburg Box 7_A-Signs_19, -54)**

Traditional visitation to the national cemetery for military commemoration continued along with tourists visiting the national military park. However, with a small number of recent interments and the Civil War becoming more distant, this traditional visitation had declined substantially since the War Department days. Most visitation occurred on major holidays, notably Memorial Day, which included placing flowers and flags at the graves (fig. 1.140). By the late 1930s, the holiday provided the local community an opportunity to reinforce national attitudes toward the Civil War that focused on reconciliation and commemorating valor on both sides.[296] Memorial Day of 1937 was the first event to include combined events at Fredericksburg's Confederate cemetery and at the national cemetery. The *Free Lance-Star reported on May 28, 1937:*

> Plans for Fredericksburg's first combined Memorial Day Services here on Sunday…under the joint sponsorship of the Ladies Memorial Association and the American Legion, the soldiers of all wars who gave their lives for their flag will be the objects of tribute and respect in services first at the Confederate cemetery and then at the National cemetery…Graves of soldiers in both cemeteries will be decorated with flags and flowers in advance of the exercises.[297]

**Figure 1.140. Graves decorated for Memorial Day, May 1936. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2b_A_12)**

These joint Memorial Day services continued through the late 1940s. The 1939 ceremony, for example, included an address at the national cemetery by Major General John C. Breckinridge,

**Figure 1.141. The 80th Division Veterans holding a ceremony around the Humphreys monument, looking southwest, August 9, 1941. Note flag-draped speakers' stand beneath the Norway spruce at right. By this date, the park had removed the iron rostrum at the top of the terraces where such ceremonies were held during the War Department years. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 11_A_ Visitor Use 2_31)**

commander of the Quantico Marine Post, while the post-war 1947 ceremony included a parade from the Confederate cemetery to the national cemetery where the Boy Scouts, Veterans of Foreign Wars, the American Legion, the Elks Band, and local clergy provided an invocation, rifle salute and taps, and a benediction. [298]

In addition to Memorial Day ceremonies, the early years of National Park Service administration included sunrise services on Easter, which in 1942 accommodated a crowd of 556 in the national cemetery. Military commemorative events associated with recent wars also continued, including Armistice Day exercises that in 1934 saw more than a thousand visitors. Veterans' groups held ceremonies in the cemetery, including the Veterans of the 80th Division, a unit formed during World War I and headquartered at Fort Lee, Virginia, which held theirs around the Humphreys Monument at the center of the cemetery on August 8, 1941 (fig. 1.141).[299]

#### Burial Areas

The National Park Service realized soon after it inherited its national cemeteries that lawn mowing and maintenance of grave markers, including realignment and cleaning, created a significant maintenance burden—an issue the War Department had long recognized. To reduce this burden, the park service had the Civilian Conservation Corps convert the grave markers at Poplar Grove, Yorktown, and Gettysburg national cemeteries into flat markers flush with the ground as part of its initial improvements in 1934–1935. The park service also made these changes to eliminate features that did not harmonize with what the agency perceived as the natural beauty of the landscape. Many disagreed with the changes and voiced their opinions. In 1937, for example, Dorothea Dix—a famous member of the Daughters of Union Veterans of the Civil War and former Superintendent of Army Nurses during the Civil War—complained that the flattening of the grave markers at Poplar Grove was part of an effort by the Interior Department to make its national cemeteries into "parks." [300] National Park Service Director Arno Cammerer confirmed that the changes to the grave markers had indeed been done for "…a dual purpose: to improve the appearance of the cemetery and to facilitate neat grass cutting. We feel that the result is very satisfactory."[301]

Perhaps due to the negative public reaction, the National Park Service never sunk the grave markers at Fredericksburg. The decision not to make such extensive changes may have also been due to Fredericksburg's unique grave markers. Unlike

**Figure 1.142. Looking west across Division B showing post-1933 graves in a former avenue (middle distance) marked with taller white marble "General" government markers, photographed circa 1970. Also note condition of grave markers that was not consistent with national cemetery standards of cleanliness and alignment. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2b-A_49)**

the standard government white marble markers at Poplar Grove and Yorktown, Fredericksburg's markers were made of more durable granite—and therefore less prone to chipping and staining compared to white marble. They may have also been in better alignment than those at Poplar Grove, Yorktown, and Gettysburg.[302]

Most of the national cemeteries transferred to the National Park Service continued to accommodate new burials through the 1940s, including veterans of the Spanish-American War and World War I, along with casualties of World War II. At Fredericksburg, the National Park Service followed the War Department's use of turf drives for most new burials. This included filling the remaining spaces in the north-south avenue in Division B in the western half of the cemetery. Other graves were added at the edge of Division A–Section b adjacent to the west wall of the cemetery, and at the ends of rows. As had been the practice since the Spanish-American War, these post-1933 graves continued to be marked with War Department-supplied standard government markers—upright white marble slab headstones in the Spanish-American War (recessed shield) or General styles—in contrast to the lower, granite Civil War markers installed in 1874–1876 (fig. 1.142). Exceptions included two new graves that were marked with private headstones, joining sixteen earlier private markers.[303]

Interments made after the cemetery's transfer to the National Park Service included the remains of six Civil War soldiers unearthed during park construction on the battlefields. On Armistice Day, November 11, 1934, the park held a reinterment ceremony that was reportedly attended by more than one thousand people. The following year, the last veteran of the Civil War, Private Evander Willis, veteran of the 8th Vermont Infantry and owner of Ellwood on the Wilderness Battlefield, was buried in October 1935 in grave #1869A at the end of a row near the rostrum. His grave was marked with a Spanish-American War-style (recessed shield) marker that was standard at that time for Civil War veterans.[304]

The last new grave for a service member was for veteran Harry J. Bankard who was interred shortly after his death on June 19, 1945, in grave #6765, at the end of a row near the Willis grave, shortly before the official closing of the cemetery to new burials. According to the January 15, 1945, edition of the Fredericksburg *Free Lance-Star,*

> Notice was given today that no further burials will be permitted in the National Cemetery here after June 30, 1945, because all available space

has been utilized…The National Cemetery is under the jurisdiction of the National Park Service which says it will continue to maintain the grounds which are of historic importance in connection with the Battlefield Park area. Whether the cemetery will be enlarged to permit future burials is in doubt as the provision of burial sites for soldiers is a War Department function.[305]

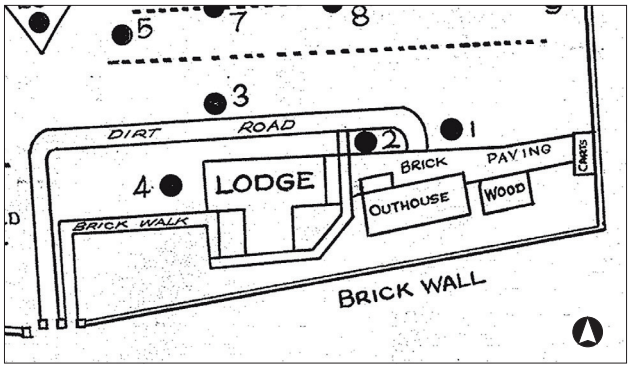



**Figure 1.143. Detail of a tree map of the cemetery dated 1934 showing buildings and circulation around the lodge and service area. The map mistakenly identified the woodshed and cart house as still standing, probably because it was traced from an earlier map. (National Park Service, Branch of Forestry, "Tree Key Sketch Fredericksburg National Cemetary [sic], August 17, 1934, Technical Information Center drawing FRSP 326 140582)**

The War Department apparently took no action on the potential expansion of the cemetery, but the National Park Service continued to allow burials in reserved grave sites.[306] Among those accommodated was Corporal Admol G. Jett, a casualty of World War II who was killed at Iwo Jima on March 1, 1945, at the age of 22 and was the last service member to be buried in Fredericksburg National Cemetery. His remains were brought back to the United States, and he was interred in 1949 at the grave of his father Private Admol L. Jett, a veteran of World War I who had been interred nine years earlier in grave #6742 in the former north-south avenue within Division B. All other interments in reserved grave sites after this time were spouses or other relatives of service members. The last interment was Ira Boggs, a military spouse, interred in grave #1957 in 1994, bringing the total interments in the cemetery to 15,429. Of this total, twenty were women, two of whom were service members, and twenty-one were African Americans.[307]

#### Lodge Grounds, Service Area, and Main Drive

When the National Park Service assumed management of Fredericksburg National Cemetery, the drives and walks were turf except for the lower part of the main drive and the service road that were earth/gravel, the service yard that was brick, and the walks to and around the lodge that were brick and concrete (fig. 1.143). The park resurfaced most of these areas soon after 1933, most likely to address deteriorated conditions and better accommodate park visitors. The main drive at the cemetery entrance may have been one of the park's first improvements. On October 21, 1933, the *Free Lance-Star* reported that $200 was to be allocated for "the improvement of the entrance to the Fredericksburg National Cemetery."[308] This improvement most likely included concrete paving of the lower part of the main drive and the beginning of the service road (figs. 1.144, 1.145). This section of roadway, which had been prone to erosion for decades, was steeply sloped and received the most use. The completed concrete road measured eight feet wide and included concrete curbs and

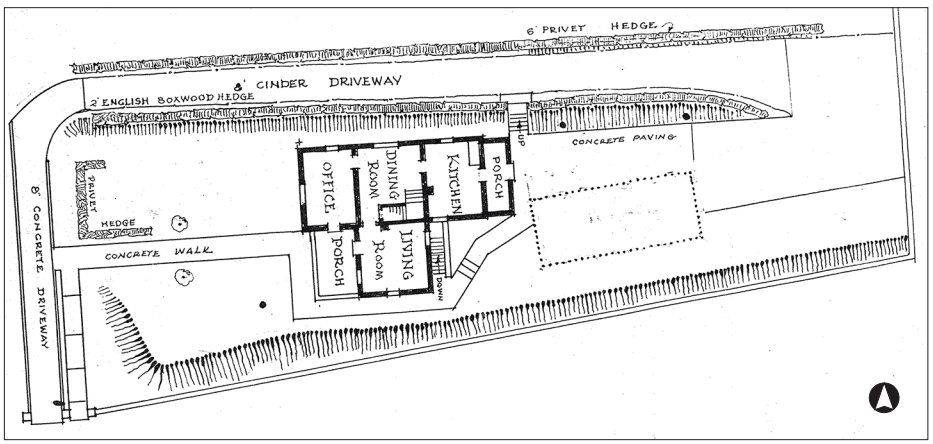



**Figure 1.144. Plan adopted in 1940 showing concrete pavement on drives, walks, and the service yard added around 1934, extension of the service road, and proposed removal of the brick outbuilding. (National Park Service, Branch of Plans & Designs, "Fredericksburg National Cemetery Development Plan," January 1, 1940, Technical Information Center drawing FRSP 326 2156)**

Figure 1.145. The main drive and foot of the service road showing concrete pavement and curbs added around 1934, looking southeast, August 1940. Also visible is the new concrete sidewalk to the left of the drive and the brick tracks on the upper part of the main drive that were probably added at the same time. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_C_Fredericksburg National Cemetery_39)

Figure 1.146. A group of officers gathered at the flagstaff showing brick tracks added to the main drive as it ascended the slope adjacent to the triangle, May 19, 1938. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 10_A_Military Use_24)

a concrete apron in front of the gates. Part of this project may have included moving the hitching post at the corner of the main drive and service road to Sunken Road, next to a matching horsehead hitching post and a carriage block and removing an Act of Congress tablet.[309]

Part of the improvements announced by the *Free Lance-Star* in October 1933 may have also included replacing the brick sidewalk parallel to the main drive and the brick entrance walk to the lodge. Both walks were rebuilt in concrete, matching the rear concrete walk built in 1905 (see fig. 1.144). Four steps were added to the sidewalk as it ascended the slope toward the lodge entrance walk. This work was probably completed in fall 1934.[310] The park may have used the bricks from the sidewalk and entrance walk to pave two tracks on the main drive as it ascended the hill along the south side of the triangle (fig. 1.146).[311]

The National Park Service continued to make changes to the lodge and its grounds through the 1930s. The lodge retained an office in the front room but had most likely become a strictly private residence for the cemetery superintendent after the administration-museum building opened across Sunken Road in 1937. By 1939, the park had screened the front porch, suggesting that this had become more of a private space than a place to welcome visitors to the cemetery as it had been under the War Department (fig. 1.147). In the surrounding grounds, the park planted a boxwood hedge along the terrace above the lodge, and maintained the ornate iron vase, although most likely did not plant it with flowers.[312]

The brick outbuilding, with its arched doorways and stepped parapet, remained in the service yard through the early decades of park management. As part of its initial assessment of the cemetery completed in 1934, the park called for "certain revisions" to the outbuilding, including "either replacement or certain structural changes to bring it into conformity with present day needs and give it an outwardly pleasing appearance." The park also called for revisions to the service road, with its sharp turn down the terrace to the brick-paved service yard that made vehicular access difficult (see fig. 1.143). After some study, the park concluded by 1934 that "the

**Figure 1.147. The lodge showing screened-in porch and new dormer window sash or storm windows, along with park-added Chinese arborvitae shrubs and young boxwood hedge (lower left) with the War Department iron vase and Norway maple off the porch, April 1939. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 10_A_Military Use_24)**

existing building instead of being entirely replaced, may be remodelled [sic], and that the existing approach drive, while somewhat difficult to negotiate, should remain with perhaps minor revisions, as the best practical solution of the access problem." [313] It was most likely as part of the project to pave the main drive and replace the brick walks in fall 1934 that the service road was extended north toward the enclosure wall with a gentler descent to the brick service yard, which was resurfaced in concrete (see fig. 1.144). The graves on this part of the terrace had already been removed as part of the original plans to construct the service road in the early 1890s. [314]

With a new maintenance facility completed in 1937 across Sunken Road at the rear of the administration building, the park again questioned the need for a maintenance building in the national cemetery. In the development plan for the national cemetery approved on January 1, 1940, the outbuilding was shown with a dashed line indicating future removal (see fig. 1.144). This plan would not be implemented for another two decades.[315]

#### Furnishings and Commemorative Features

Through the 1930s, the National Park Service retained the four gun monuments around the Humphreys Monument installed in 1868–1869, the iron settees acquired in 1878, and the iron tablets added in 1881 that contained verses from the Bivouac of the Dead poem (inscription tablets) and text from the Act of Congress and the General Orders. The General Orders tablet, once prominently displayed at the head of the triangle, became hidden behind the battlefield relief map that the park installed around 1935 (see fig. 1.137). The park removed the Act of Congress and General Orders tablets, along with some of the Bivouac tablets, most likely because they were commemorative in nature and did not fit with the park's interpretation of the battlefield as it existed in 1862–1862. The park instead installed new battlefield identification tablets that had been installed along the military drives throughout the park's four battlefield units.[316]

An important location for rangers to interpret the Fredericksburg battlefield was the circular area of open ground at the south end of the terraces that was the position of the Confederate Washington Artillery (Eshleman's Battery) during the first Battle of Fredericksburg and was reoccupied by Parker's Battery during the second. At the northern edge of this circular area was the octagonal iron

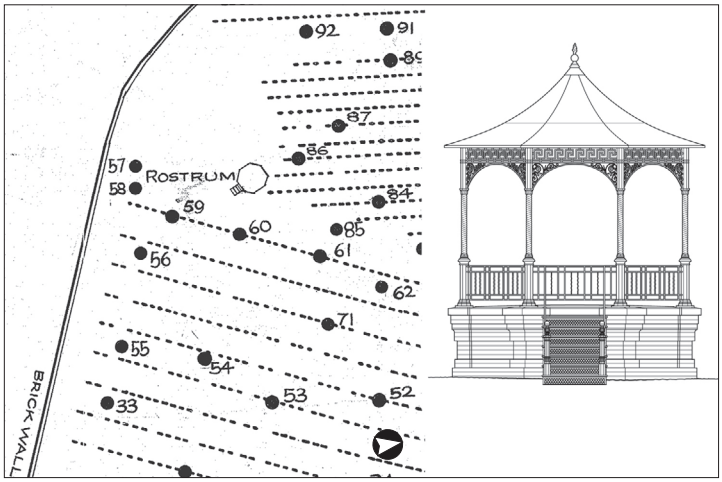



**Figure 1.148. Detail of a tree map of the cemetery dated 1934 showing the open circular area with the iron rostrum added in 1888, and contemporary drawing of the Quartermaster's standard iron rostrum. (National Park Service, Branch of Forestry, "Tree Key Sketch Fredericksburg National Cemetary [sic], August 17, 1934, Technical Information Center drawing FRSP 326 140582; Historic American Landscapes Survey, "Poplar Grove National Cemetery Rostrum," 2012, HALS VA-56A)**

rostrum built in 1888 (fig. 1.148). The park most likely felt that the ornate rostrum, a standard Quartermaster design installed at many national cemeteries, did not harmonize with the battlefield landscape and hindered its interpretation of the artillery positions. This had been the National Park Service's reaction to the same iron rostrum at Yorktown National Cemetery that was within a Revolutionary War battlefield at Colonial National Monument. In 1933, the Colonial superintended recommended removal of the Yorktown rostrum because it was "a foreign note in the landscape."[317] The National Park Service Branch of Plans and Designs concurred with this recommendation and that rostrum was removed about 1934. Fredericksburg's rostrum was most likely removed for similar reasons between 1937 and 1940, coinciding with the park's installation of a battlefield identification tablet for "Washington Artillery – Longstreet's Line" at the site (fig. 1.149). With removal of the rostrum, commemorative gatherings at Fredericksburg shifted to the area around the Humphreys Monument at the center of the cemetery (see fig. 1.141).[318]

**Figure 1.149. The battlefield identification tablet for Washington Artillery installed at the site of the rostrum following its removal between 1937 and 1940, looking southwest, 2016. (SUNY ESF)**

Other ornate commemorative features in the national cemetery landscape—the flowerbeds in the shape of Army Corps badges—were also removed under park management. When the National Park Service took over the cemetery in 1933, there were most likely four Corps-badge flower beds: a heart and two circles in the triangle, and a circle in front of the lodge, representing the 1st and 24th Corps badges. Apart from being a maintenance burden, the park most likely viewed these flowerbeds as an aesthetic holdover that was inharmonious with the character of the battlefield landscape. In addition, the War Department had supplied the annuals for these beds from the greenhouses at Arlington National Cemetery, and with the transfer to the National Park Service, this relationship ended. The beds in the triangle were removed entirely, and the circular bed in front of the lodge may have been converted to groundcover.[319]

#### Plantings

As an agency accustomed to managing trees, one of the first planning efforts that the National Park Service undertook at the national cemetery was a tree inventory completed in August 1934. The inventory recorded 197 specimen trees, reflecting conditions at the end of War Department administration and a significant decline from the upwards of 1,000 specimens that existed in the 1880s, but still creating an impressive canopy with many impressively sized specimens (fig. 1.150). Remaining

**Figure 1.150. Mature trees in the national cemetery—then upwards of sixty years old—as viewed from Lafayette Boulevard, February 1938. The large evergreens included Norway spruce, Nordmann spruce, Balsam fir, and white pine. The CCC crew was transplanting trees to the administration building grounds. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 7_B_Transplanting Trees_65)**

species included Norway maple, Norway spruce, arborvitae, Eastern red-cedar, white pine, yellow tulip) poplar, American elm, white ash, and red maple. There was also some Southern magnolia, American holly, horse chestnut, Caroline hemlock, pignut hickory, balsam spruce, blue spruce, flowering dogwood, and thread-leaved cypress. Overall, the distribution of trees in 1934 reflected an irregular scattering (fig. 1.151). The lines of trees that once bordered the drivers were no longer evident except in a few areas, such as along the center drive west of Humphreys Monument (fig. 1.152). There were also many

**Figure 1.151. A tree survey completed at the beginning of National Park Service management, August 17, 1934. The key to this map indicating tree species, as updated in 1940, is in Appendix E. (NPS Branch of Forestry, "Tree Key Sketch," Technical Information Center, drawing FRSP 326 140582 1934)**

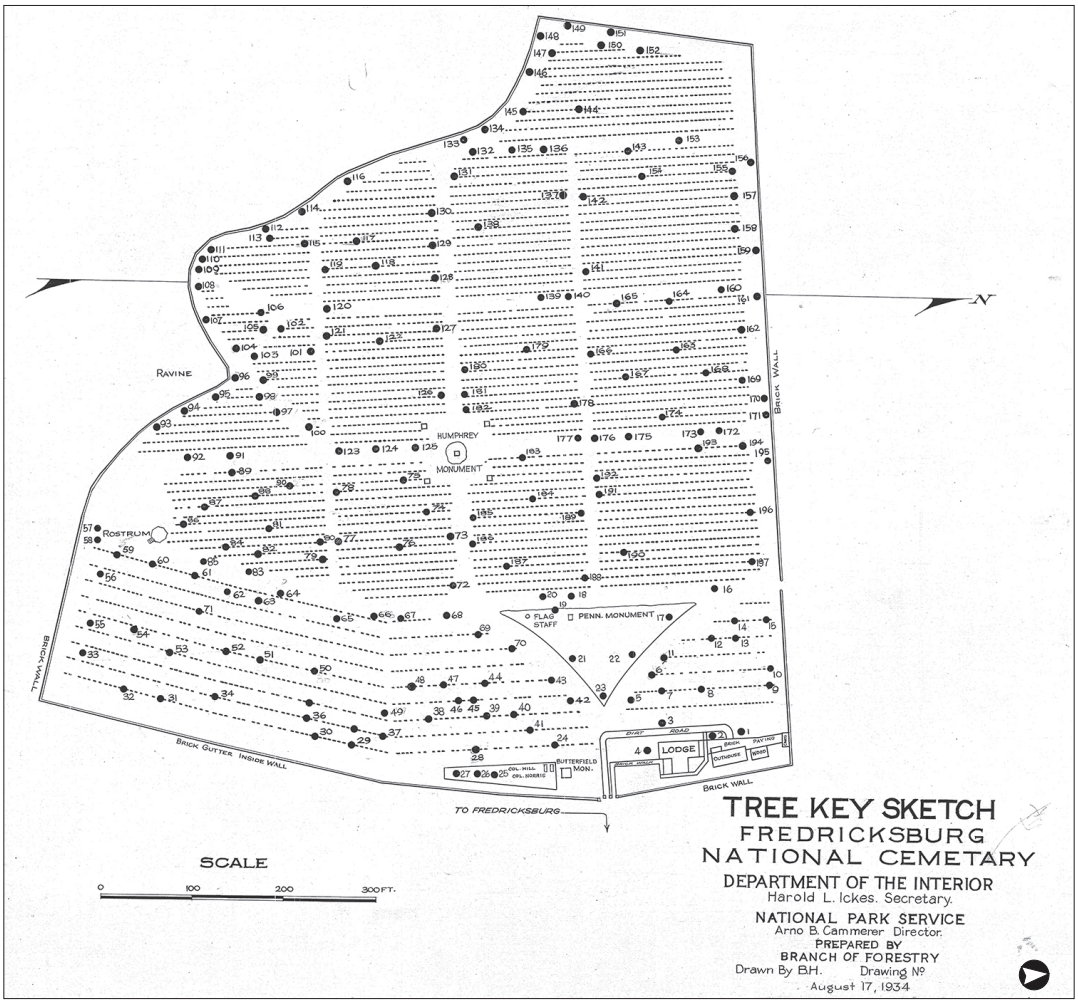


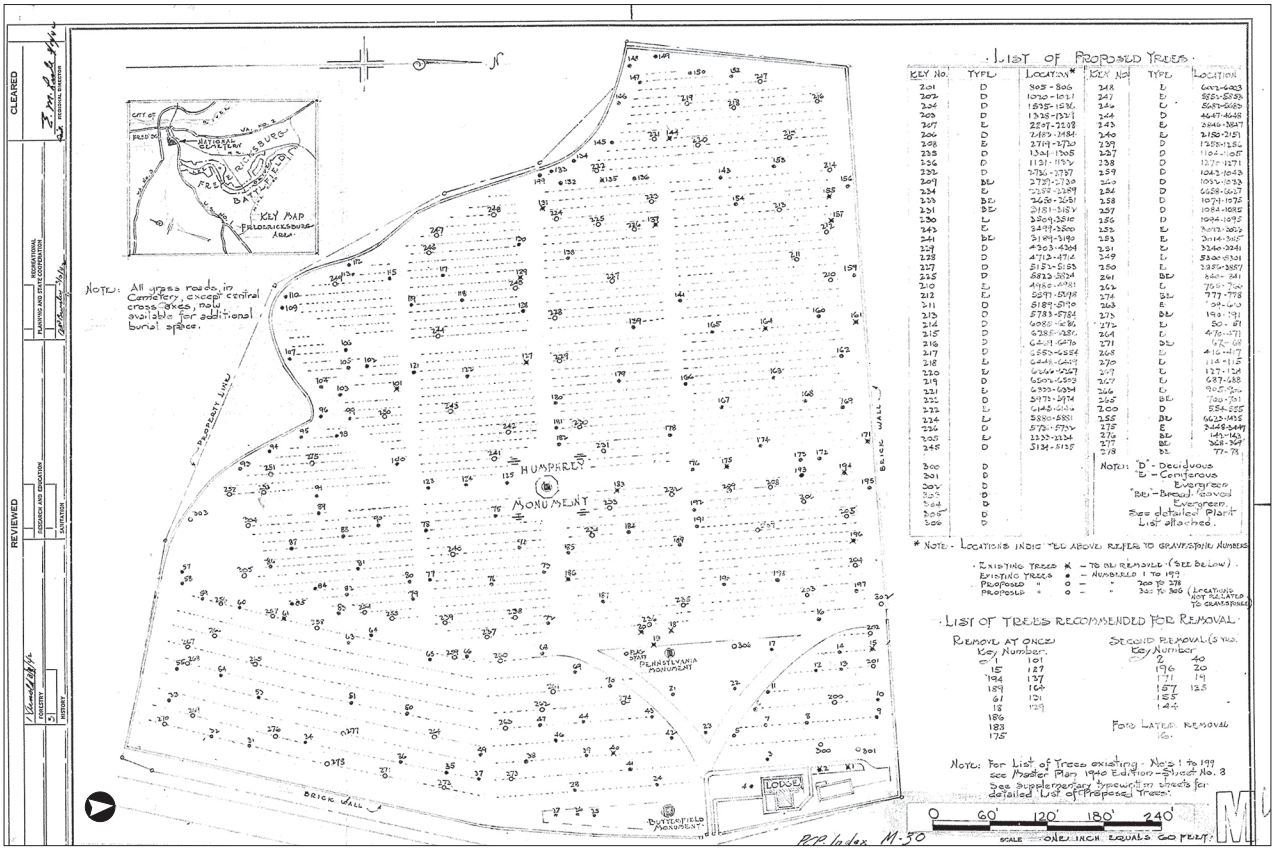
**Figure 1.152. Trees aligned with the drive west of the Humphreys monument showing allee effect, looking west, 1939. (Virginia Chamber of Commerce Photograph Collection, Courtesy of the Library of Virginia)**

shrubs that remained in the cemetery, although the park did not inventory these and apparently stopped shearing them in rounded shapes. The park did plant shrubs at the entrance area, lodge grounds, and along the service road, including lilacs directly behind the entrance gates (see fig. 1.145).[320]

While the CCC did extensive tree planting throughout the national military park, their work in the national cemetery was limited to care of existing trees, which included feeding and pruning in 1934, and spraying six red maples with oil in 1936. In 1945, the park sprayed the cemetery's American elm trees, suggesting the appearance of Dutch elm disease that would kill off these trees by the 1950s and 1960s.[321]

**Figure 1.153. Plan drawn in November 1940 and updated in February 1942 showing proposed trees indicated by white dots. The key to proposed species has not been found. The key to extant trees indicated by black dots numbered up to 198 is in Appendix E. (National Park Service Branch of Plans and Design, "Tree Planting Plan, National Cemetery, Fredericksburg & Spotsylvania National Military Park," NPS Technical Information Center drawing FRSP 326_2167)**

Between 1940 and 1942, the park finalized its first tree plan for the national cemetery that called for adding 184 new specimens following a generally even distribution (fig. 1.153). The middle of the terraces was to be lightly planted, presumably to preserve the outward views that park rangers used to interpret the battlefield. The plan also called for



the immediate removal of fifteen trees, and another eleven later. With the plan approved in April 1942 after U.S. entry into World War II, implementation was suspended and never implemented.[322]

### CEMETERY LANDSCAPE DEVELOPMENT — MISSION 66-ERA [323]

In the early 1950s, following years of austerity related to World War II, Fredericksburg and Spotsylvania National Military Park began planning for improvements tied to MISSION 66, the National Park Service's ten-year system-wide park improvement program to be completed upon the fiftieth anniversary of the system in 1966. As approved by Congress in 1956, MISSION 66 was intended to modernize park infrastructure to accommodate increasing visitation, address deferred maintenance, and adjust funding to facilitate planning and construction. A signature of the program was the addition of visitor centers.[324]

The major capital projects for Fredericksburg and Spotsylvania's MISSION 66 program, which coincided with the centennial of its Civil War battles between 1862 and 1864, included the addition of a visitor center at Chancellorsville, exhibit shelters at Wilderness and Spotsylvania Court House, updated large-format interpretive signs and maps, and cannons. At Fredericksburg, a new visitor center building was considered off the northwest corner of the national cemetery on Marye's Heights or off Lee Drive, but instead, the 1936 park administration building across from the national cemetery was converted into the visitor center for the park's Fredericksburg Battlefield unit. During the MISSION 66-era, its grounds received large-format signs that contained narrative and maps of the battlefield that park staff referred to as Happel signs after the park historian, Ralph Happel, and updated signboards on the circa 1940 brick entrance sign walls (fig. 1.154). As part of MISSION 66, Fredericksburg National Cemetery received Happel signs, plus a new outbuilding/garage. [325]

In the decades after MISSION 66, Fredericksburg and Spotsylvania National Military Park updated its planning with a general management plan completed in 1986. The park had also developed related land acquisition policy and planning to increase park holdings on the battlefields in the face of increasing suburban development pressures that followed the opening of Interstate 95 just west of Fredericksburg in 1964. This included the Howison Mill tract to the south and west of the national cemetery in the late 1970s, and the Montfort Academy property to the north in 1997.[326]

**Figure 1.154. Updated signage installed as part of MISSION 66 improvements showing a new entrance signboard and a Happel sign in the background behind the cannon, 1960. The signboard would soon be updated to indicate the adaptation of the building from a museum for the four battlefields to a visitor center for Fredericksburg Battlefield. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 4_A_FVC_63)**

**Administration**

The park managed the national cemetery from the MISSION 66 years on as part of the Fredericksburg Battlefield unit of the park, continuing the management structure that was in place by World War II.[327] The park's MISSION 66 prospectus completed in April 1956 devoted little space to the national cemetery. The report described the cemetery and the Jackson Death Site "…as supplements to the fields themselves…[the cemetery] is now, and will continue to be, a beautifully kept landscape hill where thousands of patriotic persons go each year to honor those who made the supreme sacrifice for this country" (fig. 1.155).[328] The park planned few changes to the cemetery. Its MISSION 66 master plan completed in 1961 focused on the four battlefield units, with two sentences devoted to the national cemetery, which being inactive, was to be managed as "an exhibit in place."[329]

**Figure 1.155. School children gathered around a War Department-period inscription (Bivouac of the Dead) tablet, Memorial Day, 1953. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_C_Fredericksburg National Cemetery_38)**

In 1969, the park developed a new master plan that outlined nine management objectives, one of which addressed the national cemetery: "Maintain and preserve the National Cemetery as a perpetual memorial to the American war dead."[330] In 1986, the park completed a new master plan known as a General Management Plan, which continued administration of the national cemetery as part of the park's Fredericksburg Battlefield unit. The plan identified the national cemetery, together with the Jackson Death Site, as a "Commemoration Subzone… [to be] maintained in a manicured condition in commemoration of the interred Union soldiers and the death of Stonewall Jackson…" The cemetery lodge was separated as a "Preservation/Adaptive Use Subzone," to allow for its use as a park staff residence. The plan included no specific management recommendations for the national cemetery. Despite the identification of commemoration as a primary purpose in these planning documents, the park's programming and interpretation at the cemetery remained focused on the site's battle history.[331]

**Figure 1.156. Park staff mowing the cemetery terraces with a specially-equipped mower, looking south, June 12, 1961. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_C_Fredericksburg National Cemetery_3)**

During this period, maintenance of the national cemetery landscape became an increasing burden for the park as labor costs had increased greatly since the days of the Civilian Conservation Corps. Lawn mowing and trimming around the grave markers remained a time-consuming task; mowing the terraces required two people, using a specially equipped mower (fig. 1.156). In 1982, Superintendent James R. Zinck wrote to the Regional Director, "Trimming of 7,500

**Figure 1.157. Detail of the driving tour map from the park's 1979 edition brochure showing the national cemetery as a point of interest at Fredericksburg Battlefield tour stop #1. The yellow dots represent wayside exhibits. (Fredericksburg and Spotsylvania National Military Park Unigrid brochure, 1979)**

tombstones and monuments is usually far too infrequent because of manpower shortages. In general, benign decline in grounds maintenance and resultant appearance is now in effect." Zinck argued the park did not have the funding to adequately maintain the cemetery, which at the time was overseen by a manager and three laborers. The park had abandoned use of lawn fertilizer and lime because of high costs.[332]

**Interpretative and Commemorative Features**

The park's MISSION 66 master plan called for self-guided interpretation aided by visitor center exhibits, along with audio-visual programs and greater use of pictorial devices, instead of ranger-led tours. One of the early components of the national military park's MISSION 66-era master planning was the designation of an automobile tour route with set stops through all four of the park's battlefield units. As developed through the late 1970s, this driving tour did not feature the national cemetery as its own tour stop, but rather as a component of tour stop #1 at the Fredericksburg Battlefield Visitor Center (fig. 1.157). By the 1980s, the cemetery was repositioned as the last battlefield tour stop, #24, but was later returned to being part of the visitor center tour stop, along with Marye's Heights and Sunken Road.[333]

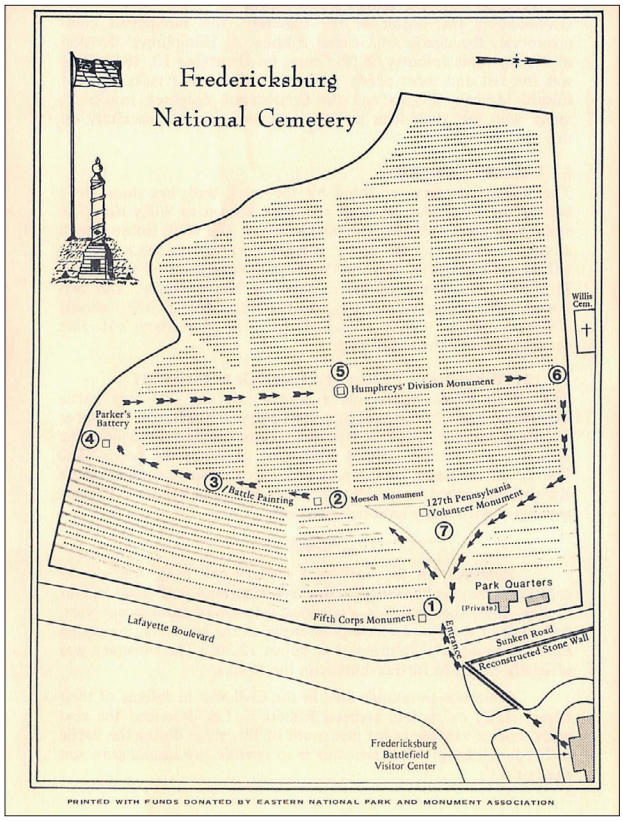



**Figure 1.158. The park's walking tour of the national cemetery, circa 1985. Stop #6 explained the Willis burial ground. (Fredericksburg and Spotsylvania National Military Park, "Fredericksburg National Cemetery - A Walking Trail," n.d., circa 1985)**

The park's 1969 master plan also established a self-guided walking tour through Fredericksburg that included the national cemetery. By the mid-1980s, the park developed a walking tour brochure that took visitors to the major monuments in the national cemetery and provided a brief history of the cemetery's development (fig. 1.158). This brochure was based on research that park historian Donald C. Pfanz had completed on the monuments in the national cemetery in 1983. Following acquisition of the Montfort Academy property north of the cemetery in 1998, the park extended the walking tour to Marye's Heights, shortened the route in the cemetery, and renamed it Sunken Road Walking Trail.[334]

The park's self-guided interpretive devices that it installed in the national cemetery during the MISSION 66 era all focused on the battle history that predated the national cemetery. During development of these features in the 1950s and 1960s, the park removed the War Department-

**Figure 1.159. The temporary Sidney King painting installed on terrace #1, with Ralph Happel giving a tour of the battlefield to the Civil War Roundtable, looking northeast, May 10, 1958. Note that the truck is parked on the graves and people are standing on the graves (bodies are to the right of the grave markers). (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_C_Fredericksburg National Cemetery_34)**

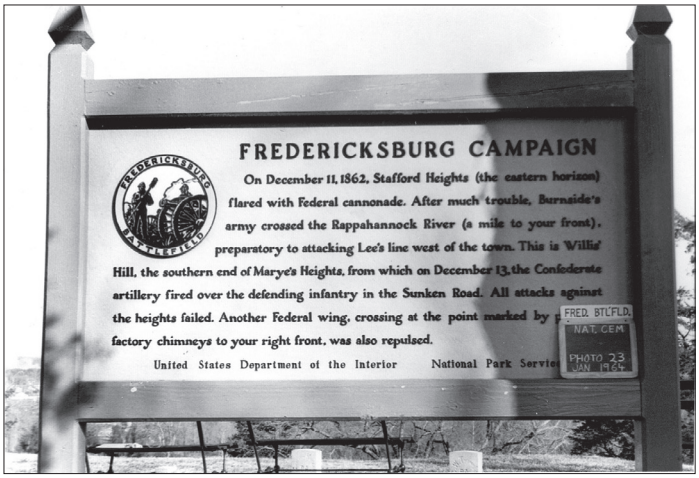
era General Orders tablet at the front of the triangle and the four Act of Congress tablets. The park retained the inscription (Bivouac of the Dead) tablets, although their numbers decreased over the years from the original eleven to six. By 1965, the park had reversed the tablets' regulation color scheme to white background and black lettering. The park also retained the War Department settees (1878), which served a practical purpose along the walking tour route through the cemetery. The ornate iron vase (circa 1901) in front of the lodge and the CCC-era battlefield map at the head of the triangle disappeared during this time.[335]

In 1958, the park introduced its first self-guided battlefield interpretive device in the national cemetery: a large painting by Sidney King showing a panorama of Fredericksburg during the Civil War. It was sited at the top of the terraces that had been a favorite spot for ranger-led tours since the 1930s due to its outward views. The painting, showing the same perspective as what a visitor saw looking out from the cemetery, was temporarily installed across a row of unknown graves on terrace #1 by May 10, 1958 (fig. 1.159). By August, the painting had been installed in a permanent wood frame on a brick plaza that extended across five unknown graves and made the grave markers (unknown blocks) part of the pavement (fig. 1.160). An audio-interpretive station—a favorite device of the MISSION 66 era—included a bench and a brick pier with a speaker.[336] The park's 1966 Master Plan (1961) described the virtues of this station:

> Leaving the Visitor center, the visitor takes a short walking tour past the reconstructed stone wall, across Sunken Road and up into the National Cemetery on Marye's Heights. Here trailside exhibits explain the importance of the site as a Confederate artillery position. An outstanding interpretive device is a large oil painting with visitor activated recorded label. [sic] This 3-minute talk links the battle to the ground the visitor is standing upon and to period landmarks that can still be seen in the city. It emphasizes the tremendous cost of war in material and men and destruction of private property. All about lie 15,243 Union veterans who lost their lives in the surrounding countryside."[337]

**Figure 1.160. Visitors seated at the new Fredericksburg battlefield audio-visual interpretative station on a row of unknown graves at the top of the terraces, looking north, circa 1960. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_C_ Fredericksburg National Cemetery_2)**

The "trailside exhibits" mentioned in the master plan were two so-called Happel signs about the Fredericksburg Campaign installed around 1955. These signs, which followed a standard design used throughout the four



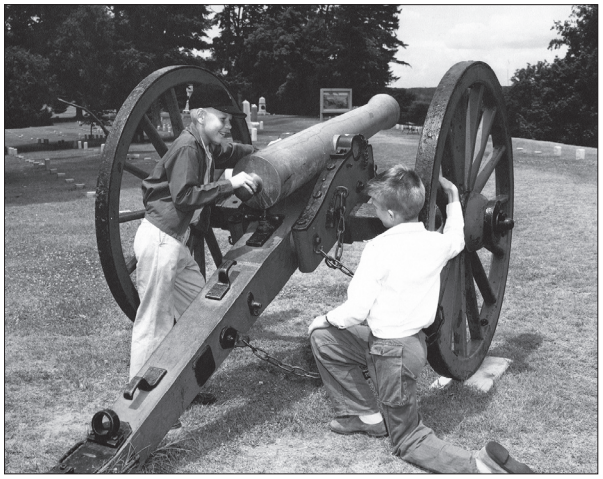



**Figure 1.161 (left). One of three Happel narrative signs installed in the national cemetery around 1960, looking east at the sign near the former rostrum site with the top of the terraces and two War Department-era settees in the background, 1964. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 6_B_ Fredericksburg Interpretive Signs_26)**

**Figure 1.162 (above, right). Young visitors at the recently installed cannon at the Washington Artillery site, looking north with the audio-visual station in the background, June 1959. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_C_Fredericksburg National Cemetery_25)**

battlefields, included a narrative panel and a map panel near the flagstaff at the top of the triangle, and one narrative panel at the south end of the terraces near the former rostrum site (fig. 1.161).[338] This area, site of the Confederate Washington Artillery, formed a node of battlefield interpretation and commemoration, creating a draw for visitors to continue along the top of the terraces past the audio-interpretive station. Around the same time that the station was built in 1958, the park installed a cannon—a common device at national military parks to denote the site of artillery or to symbolize a battlefield—about where the rostrum had stood (fig. 1.162). Shortly thereafter, in about 1962, the park added a bronze battlefield compass on a raised brick pedestal, the same type it was installing on the battlefields, near the Happel sign to the south of the cannon and battlefield identification tablet (fig. 1.163). [339]

**Figure 1.163. Interpretive and commemorative features at the former rostrum site, looking north with the MISSION 66-era compass installed around 1962 and Happel sign in the foreground, and the cannon and battlefield identification tablet in the background, August 1987. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_D_National Cemetery - Brick Work_7)**

The final addition to this interpretive and commemorative node was a memorial to Parker's Battery, a Confederate artillery unit that held the site in the Second Battle of Fredericksburg. Dedicated on May 3, 1973, the 110th anniversary of the battle, the marker was installed through the efforts of Thompson Brown McCune, a politically connected veteran descendant. The small, low stone marker, placed in front of a boxwood shrub near the cannon, featured a brief inscription by park Chief Historian Robert Krick (fig. 1.164). It was the first and only Confederate memorial installed in the national cemetery—a place dedicated to Union valor.[340]

The addition of these interpretive and commemorative features concentrated visitor use along the top of the terraces, which became a heavily-used walking route along with the drive to the Humphreys Monument at the center of the cemetery. By 1962, the

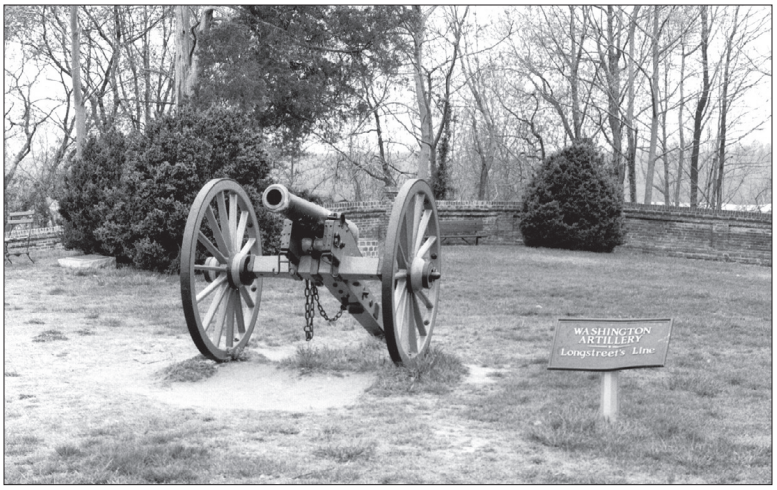



**Figure 1.164. Parker's Battery marker bordering the two boxwood shrubs at left, looking southeast, circa 1980. Note thin depth of woods south of the cemetery wall most likely due to the quarry that operated there through the 1970s. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_C_Fredericksburg National Cemetery_18b)**

park had paved a widened brick plaza near the flagstaff at the top of the brick tracks and added two brick tracks extending along the drive to the monument (fig. 1.165). By the 1970s, with eroding budgets, the park did not repair the turf and the route toward the south end of the terraces became a worn earthen path, and the turf around the cannon also suffered from heavy foot traffic. Later, the park extended the brick walk south to the audio-visual interpretation station, but not south to the Washington Artillery site. Around 1990, the park added brick between the two brick tracks on the lower part of the main drive to improve accessibility.[341]

The area around the Humphreys Monument remained the designated place for commemorative ceremonies, as it had been since the park removed the rostrum in the late 1930s, and it was also a popular place for tours to gather. Events included annual Memorial Day ceremonies, which rose in popularity with the tradition that began in 1997 of placing luminaria at each of the more than 6,000 graves, as well as special events, such as the 50th anniversary of Pearl Harbor on December 7,

**Figure 1.165. Plan showing extent of brick paving on the main drive, removal of trees, and proposed trees, October 1962. The plan also shows the compass, cannon, identification tablet, and audio-visual interpretive plaza (labeled "Brick") at the top of the terraces added in the late 1950s and early 1960s. (Detail, National Park Service Regional Office, "Planting Plan - Cemetery," ETIC drawing FRSP 326_2048)**

**Figure 1.166. The Humphreys monument at the center of the cemetery showing worn and dormant turf on the former gravel drives, looking northwest, circa 1980. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2a_C_Fredericksburg National Cemetery_18a)**

1991. The heavy use of this area and thin soils above the original gravel roadbeds caused the turf to wear away or go dormant during dry periods, which revealed some of the original circulation patterns (fig. 1.166).[342]

#### Lodge Grounds and Service Area

While the park's 1940 master plan had called for removal of the 1881 brick outbuilding in the service area, US entry into World War II led the park to postpone its plans. The park's MISSION 66 master plan completed in 1961 did not make specific mention of the building's removal, but this may have been because the park had already developed plans for a new building. These plans for what was called the "Work Room & Storage Building" as completed in January 1961 were for a two-bay garage to store and repair mowing equipment, in a building measuring 42 feet long by 21 feet wide—just a bit bigger than the brick outbuilding that measured 39 feet long by 16 feet wide (fig. 1.167). The site for the new building was shifted north, overlapping the outbuilding footprint into where the woodshed had stood until 1924. Schematic plan and elevation drawings, signed "flp," who may have been a local architect or builder, called for a low-slung building with a shallow gable roof and two garage bays. Although not designed by a National Park Service architect, the building was consistent with Modernist styles used in new park construction during the MISSION 66 years that abandoned historical references for design based on articulation of space and structure, and simplicity of form and detail.[343]

On January 27, 1961, the Chief of the National Park Service Eastern Office of Design and Construction met with the Regional Director to review the building location and clearances, which were noted as very tight. To improve vehicle

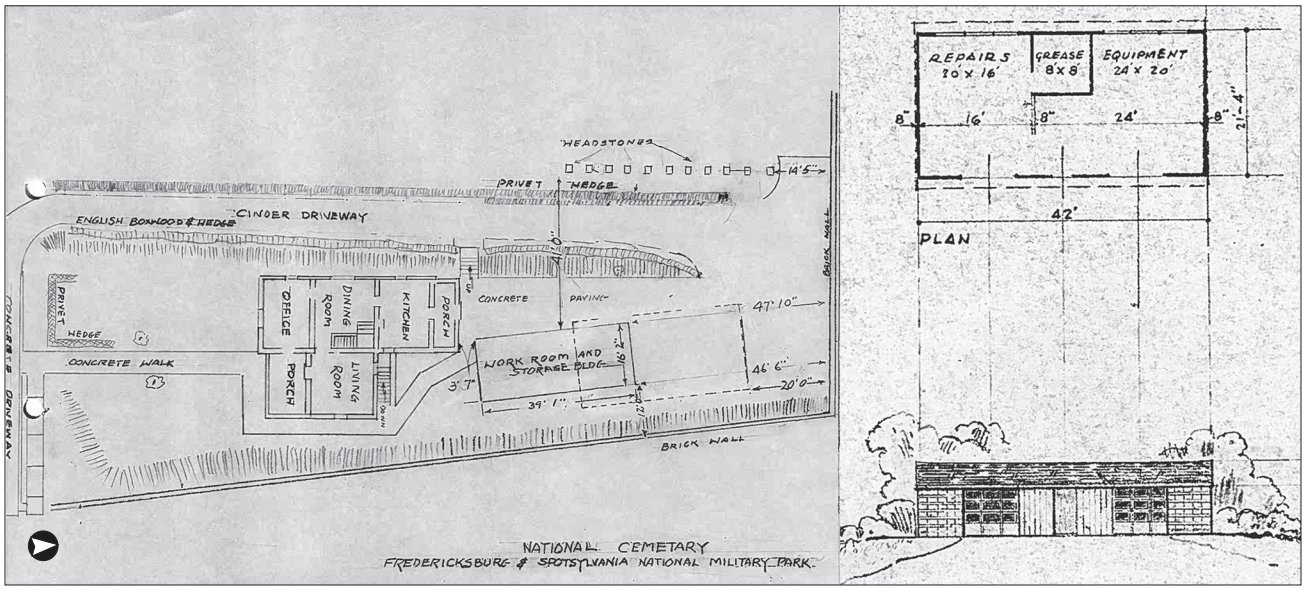



**Figure 1.167. Left: Site plan of proposed new outbuilding/garage indicated by dashed lines and relationship to brick outbuilding, circa 1961. Right: Detail of schematic plan and elevation of proposed "Work Room & Storage Building," signed "flp," January 5, 1961. (FRSP Central Maintenance Files, box 62, folder 10)**

**Figure 1.168. The cemetery garage (Work Room & Storage Building), looking southeast with the lodge at right and new asphalt turn-around at left, 1967. The clothes line in the foreground is where an arborvitae hedge once screened the service yard. (National Park Service Individual Building Data form, "Cemetery Shop & Utility," February 28, 1967, FRSP Central Maintenance Files, box 61, folder 14)**

access, plans included a new turn-around area at the end of the service road adjacent to the brick enclosure wall. On February 7, 1961, the Regional Chief of Operations H. Reese Smith approved the project and park service architects most likely developed construction drawings soon after. The start of demolition and construction was delayed until September to avoid the height of the grass mowing season. As completed in early 1962 at a cost of $9,800, the new building featured a nail and glue truss system, a low steel chimney, and painted concrete block walls except between the overhead garage doors, where the wall was sheathed in vertical groove (T-111) siding (fig. 1.168). The privet hedge along the service road was retained, but the arborvitae hedge along the service yard and a section of hedge along the lower terrace bank were most likely removed as part of the project. A fuel tank and locker were installed along the north side of the building, and the former service yard and north end of the service road were paved in asphalt. [344]

The new garage, also called the utility building, was not well received by park administration. According to the park's 1969 master plan, completed just six years after construction was finished, "The existing utility building adjacent to the employee house in the National Cemetery should be removed. Its appearance on the bluff overlooking Sunken Road intrudes on the historic scene." The park did not implement this recommendation but did plant trees along the back side of the building to screen it from Sunken Road. [345]

During the MISSION 66 years, the lodge and lodge grounds were not substantially changed from the CCC years, except for removal of the ornate War Department iron vase in the front of the lodge prior to 1961 (fig. 1.169). By 1987, the park changed the exterior paint colors on the building from the national cemetery

**Figure 1.169. The lodge showing vegetation and new color scheme by the 1980s. Left: the west and north sides looking southeast, 1987. Right: The front looking north, 1987. By this time, the War Department-era privet hedge on the uphill side of the service road had been removed. (National Park Service Classified Structure Inventory Report - Burlington survey, "National Cemetery - Lodge," images VF303, VF 304, FRSP Central Maintenance Files, box 61)**

**Figure 1.170 (left). Trees and shrubs looking northwest showing a young white pine tree behind the cannon at right most likely planted within the prior decade, photographed October 1965. In the center background is a large American elm that had not yet succumbed to Dutch elm disease. By this time, the park had developed a new planting plan (see fig. 1.165). (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2b_A_Area in Front of Marye's Heights_36)**

**Figure 1.171 (above right). Unmanaged English ivy on the brick enclosure wall, looking south in Division C, circa 1970. The park's lack of management led to the invasive vine spreading into the woods beyond the wall. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 2b_A_Area in Front of Marye's Heights_46)**

**Figure 1.172. A postcard from the 1970s showing the entrance to the national cemetery and the maintained view of the flagstaff. (The Camera Artist, Farmville, Virginia)**

regulation white and bronze-green dating to the turn of the century to shades of tan and brown.[346]

### Plantings

During the 1950s, the park was most likely following the planting plan for the cemetery dating to 1941, which called for adding deciduous, broadleaf evergreen, and conifers including white pine and Norway spruce (fig. 1.170). The park also maintained shrubs scattered throughout the burial grounds, although far fewer than had existed prior to 1933, and not sheared into neat shapes as the War Department had once done. The park also retained English ivy that covered portions of the brick enclosure wall along the north and south boundaries, although the vines were allowed to grow wild instead of being trimmed below the coping as national cemetery regulations had specified (fig. 1.171). The park pruned trees to maintain views of the cemetery flagstaff from the cemetery approach along Lafayette Boulevard, as well as from areas within the cemetery (fig. 1.172).

By the early 1960s, the park developed a new planting plan in response to many trees that were in poor condition or approaching the end of their expected lifespan. As completed in October 1962, the plan called for removing forty-six trees, and planting approximately ninety-five trees, all coniferous (see fig. 1.165). In contrast, the 1941 planting plan identified only twenty-five trees for removal and planting one hundred-five new trees. The 1962 plan also called for retaining shrubs and planting new shrubs and retaining English ivy along the north enclosure wall. [347]

**Figure 1.173. Tree and grave damage from a storm on May 5, 1989, and overall poor condition of the grounds, summer 1989. Note heavy ivy growth on the felled white pine along the north enclosure wall. The English ivy on the wall had been removed by this time. (FRSP Central Maintenance Files_1980s photo scans)**

Over the next twenty-five years, the park undertook some removals and new plantings, but did not fully implement the 1962 planting plan. The park eventually removed the English ivy from the walls and all shrubs from within the burial grounds, most likely to reduce maintenance and encroachment on grave markers. Removals also included the long privet hedge along the service road. Budget constraints probably limited necessary tree work, such as pruning, cabling, and removal of poison ivy. By 1989, there were eight-five trees in the cemetery, down from the 197 that stood in 1934. On May 5, 1989, a powerful storm blew down eleven trees, damaged the crowns of another nine, destroyed a section of the enclosure wall, and unearthed graves (fig. 1.173). Trees lost included two white pines, four hemlocks, one fir, one Eastern red-cedar, two white ash, and a Norway spruce. Damaged trees included spruce, cedar, hemlock and red maples. With the damage cleared, large parts of the cemetery were devoid of shade (fig. 1.174).[348]

Shortly after the storm, Regional Director James W. Coleman, Jr. wrote to the park superintendent James R. Zinck about funds to repair the storm damage. Coleman advised Zink about replacing all the trees, noting "We are not certain such replacement is desirable vis-à-vis disturbances, archeology and cost. We recommend a more frugal tree replacement plan be developed." [349] Coleman also recommended the park prepare a cultural landscape report to guide the replanting. By 1991, the park had plans to plant thirty trees the following year, including fourteen to be replaced through donations, and to repair lightning protection, cable weak limbs, and prune. Plans included weeding and hydro-seeding the terraces to improve their stability. To improve turf growth, the park called for installing an irrigation system on the terraces anticipated to cost $15,000. By 1998, that park had contracted to implement the project, which included subsurface control boxes in two groups at the tops of the terraces, and seven subsurface irrigation lines on each terrace, with a booster pump at the main water line in the lodge yard. The system was installed by 2001 but was operational only a short time.[350]

**Figure 1.174. The cemetery landscape showing sparse tree cover after decades of losses and damage from the May 1989 storm, looking southwest from the Humphreys monument, December 7, 1991. The procession was part of the fiftieth anniversary commemoration of Pearl Harbor. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg Box 11_B_Visitor Use 2_48)**

## EPILOGUE: RECENT MANAGEMENT OF THE CEMETERY LANDSCAPE [351]

Since the beginning of the twenty-first century, park management of Fredericksburg National Cemetery has been focused on programming, repairs, and updating interpretive devices. The park continued to administer the cemetery as part of the Fredericksburg Battlefield unit of the national military park.

**Figure 1.175. Sparse tree cover and unkempt turf looking west toward the Humphreys monument, April 2011. (NPS Olmsted Center for Landscape Preservation, Cultural Landscape Inventory)**

The most noticeable change to the national cemetery landscape in recent years, apart from the removal of the triangular intersection of Sunken Road and Lafayette Boulevard outside the cemetery gates in 2004 was the continued loss of trees. The park planted some new trees but did not replace many that it removed. By the early 2020s, there were just forty-seven trees left. The park also removed all remaining shrubs from the burial grounds (except for several large boxwoods along the perimeter of the burial grounds), the boxwood hedge along the service road, all but one shrub around the lodge, and screening trees behind the utility building. In the early 2010s, the park began to experiment with planting zoysia grass, a warm-season grass that required less mowing and formed a dense mat, but which turned uniform brown in the winter, on the northern terraces and along sloped ground along the ravine in Division C. Mowing and lawn care remained a significant challenge for the park (fig. 1.175).

**Figure 1.176. The interpretive wayside about the Battle of Fredericksburg that replaced a Happel narrative sign, photographed April 2011. (NPS Olmsted Center for Landscape Preservation, Cultural Landscape Inventory)**

Another substantial change in recent years was the removal of battlefield interpretive devices from within the national cemetery. Around 2005, the park removed the Sidney King painting of the Fredericksburg battlefield from on top of unknown graves on terrace #1, along with the brick pavement and audio interpretive station. This was part of the park's effort to remove all King paintings from the national military park due to inaccurate depictions. Around the same time, the park removed the Happel sign at the Washington Artillery site and replaced it with a National Park Service standard interpretive wayside on a brick and concrete pad (fig. 1.176). As with the Happel sign, the new wayside interpreted the Battle of Fredericksburg and not the history of the national cemetery. The park

**Figure 1.177. Progression of NPS Maintenance Action Team work on clearing vegetation from the enclosure wall and stabilizing slopes, looking north and west along the south enclosure wall, 2023. (Fredericksburg and Spotsylvania National Military Park)**

installed two interpretive waysides about the national cemetery: one outside the main gates, and the other outside the north gate. Around 2018, the park removed the second Happel sign near the flagstaff that had a narrative about the Fredericksburg Campaign and moved the cannon at the Washington Artillery site to Marye's Heights—the former Montfort Academy property north of the cemetery.

Repair work in the cemetery since the early 2000s included removal of a portion of the MISSION 66-era brick walk along the top of the terraces and repair of turf on the earthen path toward the Washington Artillery site. During the 2010s, the park undertook projects to repoint the brick enclosure wall and repair damage from storms and car accidents. In 2016, the park replaced the 1934 concrete pavement and curb on the lower main drive and walks to the lodge. In summer 2023, the Park Cultural Landscape Program's Maintenance Action Team undertook preservation maintenance work on cemetery trees, opened obstructed drainage structures along the enclosure wall, and cleared a corridor along the outside of the enclosure wall to protect the wall and address erosion and drainage (fig. 1.177). Plans were also developed to address erosion on the south side of Willis Hill that threatened the cemetery enclosure wall.[352]

Following creation of a central park maintenance facility south of Fredericksburg, the cemetery service area fell out of use. The gravel service road, which remained two discernible tracks through the early 2010s, subsequently disappeared beneath a cover of turf due to lack of use. Following up on a recommendation first made in the 1969 master plan, the park made plans to demolish the 1962 garage (utility building) and remove the asphalt-paved turn-around.[353]

### FREDERICKSBURG NATIONAL CEMETERY LANDSCAPE, 2023 (DWG. 1.5)

In 1933, the National Park Service inherited a cultural landscape that was an unfamiliar type for an agency accustomed to large natural parks in the West—a designed, commemorative landscape that required a high level of maintenance. With increased resources through federal work-relief programs, the National Park Service could have made substantial changes as it had to other national cemetery landscapes such as at Yorktown, Poplar Grove, and Gettysburg, but it instead largely maintained Fredericksburg National Cemetery with few modifications as it focused its early efforts on developing the Fredericksburg-area battlefield parks.

While physical changes were limited, the national cemetery lost its distinct identity as the park presented it as part of the Fredericksburg battlefield. The lodge, once a point of contact for visitors, became a private park staff residence following the opening of the park administration building across Sunken Road. The interpretive devices that the park added to the cemetery landscape through the MISSION 66 era—including identification tablets, narrative signs, an audio-visual station, and waysides—all focused on the history of the battlefield and not the history and purpose of the national cemetery. As a post-battle landscape, the national cemetery did not fit neatly into the park's interpretive program focused on the battles of the Civil War.

In terms of physical changes to the national cemetery landscape since 1933, the most substantial occurred outside the brick enclosure walls, notably through the addition of the visitor center (administration building) and incorporation of Sunken Road into the national military park, which included removal of the remnants of the cemetery's axial approach road, National Boulevard. Views from the terraces changed through industrial, commercial, and residential development east of Lafayette Boulevard, some of which had begun prior to 1933. To the north of the cemetery, the landscape with the Willis burial ground, fields, and trees remained, but its use shifted from residential and educational to interpretation of Civil War history with the addition of a trail, cannons, and interpretive waysides. To the south of the national cemetery, woods were cleared on the side of Willis Hill for a quarry, but they regenerated after the quarry's closure in the 1970s.

Within the national cemetery walls, changes to the lodge grounds and service area since 1933 resulted from removal of the iron vase and 1st Corps-badge circular flower bed from the lodge grounds and installation of a chain along the entrance walk to keep visitors away from the lodge. The service area, once a cluster of buildings around a brick-surfaced yard, was substantially altered through replacement of the 1881 brick outbuilding with the concrete-block utility building completed in 1962. The triangle, once a focal point at the entry to the cemetery, became less distinct due to loss of plantings and addition of brick pavement on the drive along the south side, which altered the symmetry of the landscape.

In the burial grounds, the once shady character was diminished in many areas through the loss of approximately 140 trees since 1934. The park removed all shrubs except for a few large boxwoods along the periphery of the burial grounds. The park replaced the War Department's commemorative gathering area around the rostrum at the south end of the terraces with a cluster of interpretive features focused on the battle history of the site. Commemorative gatherings shifted to the center of the cemetery around the Humphreys Monument.

Maintenance of the cemetery landscape remained a challenge throughout this period, especially after the end of federal work-relief programs at the beginning of

World War II. Rising labor costs, the lack of a dedicated cemetery superintendent, and the park's responsibility for maintaining four large, disperse battlefield landscapes made the task of mowing and trimming around nearly 6,800 grave markers and along ten steep terraces particularly onerous. Maintenance also changed due to the lack of application of the War Department national cemetery regulations that had once set standards of care and character. This was evident in occasional long grass, uneven ground, loss of regulation colors on tablets and the lodge, and the misalignment and staining of grave markers. These issues are today being addressed through a volunteer-led grave marker cleaning program, an initiative to improve the condition of national cemeteries in the National Park System, and development of this cultural landscape report.

# Cultural Landscapes Report
# Fredericksburg National Cemetery

Fredericksburg and Spotsylvania
National Military Park
Fredericksburg, Virginia

## National Park Service Period, 1933–2023


**National Park Service**
**Olmsted Center for Landscape Preservation**
www.nps.gov/oclp

in partnership with
Center for Cultural Landscape Preservation
SUNY College of Environmental
Science and Forestry, www.esf.edu/la/cclp


### MAJOR SOURCES

1. City of Fredericksburg GIS and orthoimagery, 2009
2. Field inspections, 2017 - 2023
3. Aerial photograp 2021
4. NPS GIS Data 2022
5. CLI 2011

### DRAWN BY

John Auwaerter and Arleen Bartels
Illustrator CC, 2024

### LEGEND

- National cemetery boundary
- Nat. Military Park boundary
- Unpaved surface
- Brick pavement
- Concrete pavement
- Asphalt pavement
- Building
- Stairs
- A-c Division-Section
- Monument/Marker
- Brick Enclosure Wall
- Steps (brick)
- Interpretive Wayside or Sign
- Headstones - granite / marble
- Tablet (sign)
- Gun monument, Shot pyramids
- Settee
- Drain inlet, pipe
- Woods/Tree Canopy
- Deciduous tree/shrub Evergreen tree/shrub
- Mown turf
- Meadow or earth
- Bank
- 2 ft contours
- Feature removed during period

### NOTES

1. Plan shows landscape in 2023 with changes since 1933.
2. Labels indicate date feature added during period.
3. All features shown in approximate scale and location.
4. Gravemarker symbols do not correlate with individual graves, and do not distinguish all types.
5. Plan does not show all trees and shrubs added and removed during the period.

0′ 25′ 50′ 100′

**Drawing 1.5**

**Vegetation Key**

| | | |
|---|---|---|
| Ab | *Abies balsamea* | Balsam fir |
| Ah | *Aesculus hippocastanum* | Horse chestnut |
| An | *Abies nordmanniana* | Nordmann fir |
| Ap | *Acer platanoides* | Norway maple |
| Ar | *Acer rubrum* | Red maple |
| As | *Acer saccharum* | Sugar maple |
| Bu | *Buxus sp.* | Boxwood |
| Cd | *Castanea dentata* | American chestnut |
| Ce | *Cercis canadensis* | Eastern redbud |
| Cf | *Cornus florida* | Flowering dogwood |
| Cg | *Carya glabra* | Pignut hickory |
| Ch | *Cephalotaxus sp.* | Plum yew |
| Cp | *Chamaecyparis pisifera* | Plume false cypress |
| Cs | *Catalpa bignonioides* | Southern catalpa |
| Cpf | *Chamaecyparis p. filifera* | Japanese false cypress |
| Fa | *Fraxinus americana* | White ash |
| Fs | *Fagus sylvatica* | European beech |
| Gb | *Ginko biloba* | Ginko |
| Gl | *Gleditsia triacanthos* | Honey locust |
| Hh | *Hedera helix* | English ivy |
| Io | *Ilex opaca* | American holly |
| Jn | *Juglans nigra* | Black walnut |
| Jv | *Juniperus virginiana* | Eastern red-cedar |
| Js | *Juniperus spp.* | Juniper, columnar |
| Lv | *Ligustrum vulgare* | Common privet |
| Lt | *Liriodendron tulipifera* | Tulip-tree |
| Ma | *Magnolia grandiflora* | Southern magnolia |
| Mp | *Maclura pomifera* | Osage-orange |
| Pa | *Picea abies* | Norway spruce |
| Pg | *Picea glauca* | White spruce |
| Pn | *Pinus nigra* | Austrian pine |
| Pp | *Picea pungens* | Blue spruce |
| Ps | *Pinus strobus* | White pine |
| Qp | *Quercus phellos* | Willow oak |
| Qr | *Quercus rubra* | Red oak |
| Sv | *Syringa vulgaris* | Common lilac |
| Tc | *Tsuga canadensis* | Eastern hemlock |
| Tca | *Tsuga caroliniana* | Carolina hemlock |
| Td | *Taxodium distinchum* | Bald cypress |
| To | *Thuja occidentalis* | Arborvitae |
| Tor | *Thuja orientalis* | Chinese arborvitae |
| Txb | *Taxus baccata* | English yew |
| Txc | *Taxus cuspidate* | Japanese yew |
| Ua | *Ulmus americana* | American elm |

Species identified where known
Species in gray: lost after 1933
Species in orange: introduced after 1933
Sources: NPS GIS data (2022)
NPS Tree inventories (1934, 1941, 1962 )

**2023 Landscape Features** (Dates added, altered)

1. Drives (1866; concrete, 1934; brick, ca. 1934, 1962, ca. 1990)
2. Gun Monuments (1868); Bronze shield (1874)
3. Terrace steps red-cedars (ca. 1869)
4. Specimen trees and shrubs (ca.1871 to ca.2000)
5. Lodge (1871, 1873, 1905)
6. Sidewalk, walk to lodge (1871, concrete ca.1934)
7. Enclosure wall, entrance gates (1873–74)
8. Granite headstones - slabs and blocks (1874–76)
9. Brick terrace steps (1875)
10. Settees (1878)
11. National cemetery iron tablets (1881) B = Bivouac
12. Moesch Monument (1890)
13. Service road (ca.1892, extended ca.1934)
14. V Corps (Butterfield) Monument (1901)
15. Marble S-A War, General slab headstones (1903+)
16. Iron flagstaff and shot pyramids (1905)
17. 127th Pennsylvania Monument (1906)
18. **Bronze name plates on gates (1907)**
19. Hitching post (1907, moved to Sunken R. ca.1934)
20. Humphreys Monument (1908)
21. Battlefield identification (ID) tablets (ca.1940)
22. Utility Building (1962; to be removed 2024)
23. Battlefield compass (ca.1962)
24. Parkers Battery monument (1973)
25. Privacy gate (ca. 1980)
26. Electrical, A/C utilities (ca. 1980)
27. Fire department connection (ca.1980)
28 Terraces irrigation control boxes (2001)
29. NPS Interpretive wayside (ca. 2005)

**Iron Tablets**
B - Bivouac of the Dead - 5 (1881; 6 removed)
L - Lincoln Memorial - 1 (1909)
ID - Battlefield identification tablets - 3 (ca.1940)

***Removed Features, 1933–2023***

*i. Corp-badge flowerbeds (ca. 1890–1934)*
*ii. Lodge Vase (ca. 1901–1950)*
*iii. Mounting block (pre-1907–1934);*
*iv. National cemetery iron tablets (11, 1881–ca.1934)*
*v. Brick Outbuilding (1881–1961)*
*vi. Brick Service Yard Pavement (ca. 1881–1935)*
*vii. Drives, Divisions B and C (graves 1898–1949)*
*viii. Rostrum (1888–ca.1938)*
*ix. Terrace brick gutter (ca. 1879–1940)*
*x. Battlefield topographic map (ca.1935–1955)*
*xi. Hitching post (1907–ca.1980)*
*xii. Service road privet hedge (ca. 1892–1980)*
*xiii. English ivy, enclosure wall (ca. 1882–1980)*
*xiv. Park and cemetery signs (ca.1933–1950)*
*xv. Service road boxwood hedge (ca. 1935–2018)*
*xvi. Audio-interpretive station (1958–ca.2005)*
*xvii. Brick walk - top of terraces (ca. 1960–2018)*
*xviii.Happel signs (ca.1955–2005, 2018)*
*xix. Cannon (ca.1958–2018)*

Dates of individual tree and shrub removals not documented.

## ENDNOTES

1 Keith Frye, *Roadside Geology of Virginia* (Missoula, Montana: Mountain Press Publishing Company, 1986), 1–2, 83–85.

2 National Park Service (hereafter, NPS), "Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park Geologic Resources Inventory Report" (Unpublished park report prepared by Geologic Resources Division, August 2010), 7, 10, 31, 47; USGS Mineral Resources, "Charles City Formation," https://mrdata.usgs.gov/geology/state/sgmc-unit.php?unit=VAQcc%3B0 (accessed December 5, 2019); "The Natural Communities of Virginia," sections "Coastal Plain/Piedmont Oak-Beech/Heath Forests," https://www.dcr.virginia.gov/natural-heritage/natural-communities/nctc8 (accessed December 5, 2019).

3 City of Fredericksburg, "Native American Sites: the Mannahoaks" (On-line report, no date, https://www.fredericksburgva.gov/DocumentCenter/View/1406/Historic-Sites-Native-American-Sites?bidId=), accessed January 27, 2020.

4 Charles A. Grymes, Virginia Places, "The Contact Period," http://www.virginiaplaces.org/nativeamerican/contact.html (accessed January 28, 2020); City of Fredericksburg Office of Planning and Community Development, "Historic Resources along the Rappahannock and Rapidan Rivers," (Unpublished paper, September 1997), chapter "Native American Sites: the Mannahoaks," 11, https://www.fredericksburgva.gov/DocumentCenter/View/1406/Historic-Sites-Native-American-Sites?bidId= (accessed January 28, 2020).

5 City of Fredericksburg, 11-12; Alvin T. Embry, *History of Fredericksburg Virginia* (Baltimore, MD: Clearfield Company, Inc., 1937, reprint 1994), 43-45; Population.us, "Population of Fredericksburg, VA," https://population.us/va/fredericksburg/ (accessed January 28, 2020); Silvanus Jackson Quinn, *The History of the City of Fredericksburg, Virginia* (Richmond: The Hermitage Press, 1908), 70.

6 National Park Service, "Cultural Landscape Inventory, Sunken Road Landscape" (Unpublished report, 2011), 46-47; Virginia Museum of History and Culture, "Richmond, Fredericksburg, and Potomac Railroad, 1833-1909," https://www.virginiahistory.org/collections-and-resources/how-we-can-help-your-research/researcher-resources/finding-aids/richmond (accessed February 6, 2020).

7 Martha McCartney, "A Cultural Resource Assessment of the Willis Hill Parcel, Fredericksburg & Spotsylvania National Military Park, Volume I: Historical Context and Cultural Resources Associated with the Willis Hill Property" (Unpublished NPS report prepared by James Madison University, February 2002), vi; Peter Glyer, Mercer Square blog, "Washington Artillery, Part I," August 29, 2015, https://mercersquare.wordpress.com/2015/08/29/washington-artillery-part-1/ (accessed January 29, 2020); Quinn, 59.

8 McCartney, 42; Clarence R. Geier, Kimberly D. Tinkham, Stephen Lotts, and Kathy Lowe, "An Archaeological Analysis and Assessment of 18th Century Lewis and Byrd C. Willis Home Site, Willis Hill Parcel, FSNMP" (Unpublished report prepared for the NPS by James Madison University, February 2004), 30-32.

9 Fredericksburg Deed Book E:241, quoted in McCartney, 44.

10 "Willis Hill During the Civil War"; McCartney, 46, 57; Geier et al., February 2004, pages 31–32, 38, and 52, and Figure 9.

11 Spotsylvania County Deed Book, quoted in McCartney, 57.

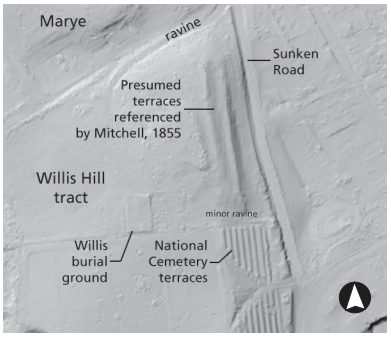
12 McCartney, 62; Sean P. Adams, "Iron from the Wilderness: The History of Virginia's Catharine Furnace" (Unpublished NPS report, Northeast Region History Program, 2011), 17; Peter Glyer, Mercer Square blog, "Howison's Mill," blog, March 12, 2019, https://mercersquare.wordpress.com/2019/03/12/howisons-mill/, accessed February 4, 2020. John S. Wellford was buried in the cemetery in 1846.

13 McCartney, 57. The stone gateposts are documented in a ca. 1862-63 photograph, Andrew J. Russell, "View at Fredericksburg, Va. - south end of the railroad bridge across Rappahannock River, taken from north side of river by telescopic camera," Library of Congress LC-DIG-ppmsca-35084.

14 Fredericksburg Deed Book, quoted in McCartney, 71.

15 Fredericksburg *Virginia Herald*, October 15, 1855, quoted in McCartney, 72.

16 The existing topography of Willis Hill documented through LiDAR hillshade shows three wider terraces in the hillside north of the national cemetery, which may be the "falls" Mitchell described in his 1855 advertisement (see figure at right).



Mitchell most likely did not create these terraces since he did not enslave people, and given his speculative interest in the property, probably would not have paid for such a costly improvement.

17 Research on the Caldwell Tract subdivision from Peter Glyer, Mercer Square blog, "Fredericksburg expands circa 1850's," August 18, 2014, https://mercersquare.wordpress.com/2014/08/18/fredericksburg-expands-circa-1850s/ (accessed February 4, 2020).

18 McCartney citing Harrison 1995, 76; Clarence R. Geier, Kimberly Sancomb, and W. Cullen Sherwood, "The Cultural Resource Assessment of the Willis Hill Parcel, Fredericksburg & Spotsylvania National Military Park, Volume II: An Historical-Archaeological, Cultural Landscape Assessment of the 18th through 20th Century Domestic Components on Willis Hill" (Unpublished report prepared for the NPS by James Madison University, May 2002), page 41 and Figure II-59, 15.

19 McCartney, 73, 82; 1856 Sachse panorama showing open fields on terraces; Photograph of Willis Hill showing trees on hillside north of national cemetery site, Library of Congress, digital ID 32891u.

20 Except where noted, the Civil War history is based on NPS, "Cultural Landscape Inventory, Fredericksburg National Cemetery" (Unpublished report, 2011).

21 McCartney, 80; Clarence R. Geier, Kimberly Sancomb, and W. Cullen Sherwood, "The Cultural Resource Assessment of the Willis Hill Parcel, Fredericksburg & Spotsylvania National Military Park, Volume III: An Historical-Archaeological, Cultural Landscape Assessment of the Military Components Attributed to the First and Second Battles of Fredericksburg" (Unpublished report prepared for the NPS by James Madison University, August 2002), 50; NPS, "Willis Hill During the Civil War," https://www.nps.gov/frsp/learn/photosmultimedia/willis.htm (accessed March 19, 2020).

22 Recollection of James Longstreet, quoted in Victor D. Brooks, *Marye's Heights Fredericksburg* (Conshohocken, PA: Combined Publishing, 2001), 64.

23 Julia Lorrilard Safford Butterfield, editor, "A Biographical Memoir of Daniel Butterfield, Including Many Addresses and Military Writings" (New York: The Grafton Press, 1904), 106.

24 Unattributed quote in "Willis Hill During the Civil War."

25 Confederate artilleryman William Miller Owen, 1888, quoted in McCartney, 75.

26 Unattributed quote in NPS, "Battle of Fredericksburg History: Marye's Heights," https://www.nps.gov/frsp/learn/historyculture/fburg-hist-maryesh.htm (accessed March 19, 2020).

27 Brooks, 121.

28 "Battle of Fredericksburg History: Marye's Heights"; Brooks, 89; Donald Pfanz, *Where Valor Proudly Sleeps: A History of Fredericksburg National Cemetery, 1866–1933* (Carbondale: Southern Illinois University Press, 2018), 7.

29 Pfanz, 9.

30 Geier et al., August 2002, 33, 51.

31 Encyclopedia Virginia, s.V. "Second Battle of Fredericksburg," https://www.encyclopediavirginia.org/fredericksburg_second_battle_of (accessed March 24, 2020).

32 Pfanz, 38.

33 Trowbridge, 1867, quoted in McCartney, 80.

34 Map of the Battle of Fredericksburg in Leander Cogswell, *A History of the Eleventh New Hampshire Regiment Volunteer Infantry in the Rebellion War, 1861–1865* (Concord, N.H.: Republican Press Association, 1891), 51 (reference courtesy of Noel Harrison).

35 This period is based on Donald Pfanz, *Where Valor Proudly Sleeps: A History of Fredericksburg National Cemetery 1866–1933*, along with the research materials for the book, primarily from the National Archives, held in the Fredericksburg and Spotsylvania National Military Park archives [hereafter, FRSP archives].

36 Edward Steele, "Shrines of the Honored Dead" (Unpublished report, Department of the Army, Office of the Quartermaster General, ca.1954), 3; Monro MacCloskey, *Hallowed Ground: Our National Cemeteries* (New York: Richards Rosen Press, 1968), 18-20.

37 Quoted in Steele, 1.

38 MacCloskey, 24.

39 Therese Sammartino, "National Register of Historic Places Multiple Property Documentation Form, Civil War Era National Cemeteries" (Unpublished report, US Department of Veterans Affairs, 1994), Section E, pages 2-4, 6; NPS, "Andersonville National Cemetery," https://www.nps.gov/nr/travel/national_cemeteries/Georgia/Andersonville_National_Cemetery.html (accessed April 27, 2020). Two national cemeteries were established prior to 1865 in the Northeast—Gettysburg and Antietam—by private associations and states.

40 Catherine Zipf, "Marking Union Victory in the South, The Construction of the National Cemetery System," in Cynthia Mills and Pamela H. Simpson, editors, *Monuments to the Lost Cause: Women, Art, and the Landscapes of Southern Memory* (Knoxville: The University of Tennessee Press, 2003), 29.

41 US Statutes at Large, XIV, 353.

42 Sammartino, National Register documentation, Section E, pages 2-4; MacCloskey, 24, 35.

43 Sammartino, National Register documentation, Section E, page 11; US War Department, Quartermaster General's Office, *Annual Reports of the Quartermaster-General from 1861 to 1866* (Washington: Government Printing Office, 1880), 222–223.

44 Steele, 16.

45 National Cemetery Administration History Program, Federal Stewardship of Confederate Dead (Online document, US Department of Veterans Affairs, July 2016), 4–5; Fredericksburg and Spotsylvania National Military Park, "Fredericksburg City and Confederate Cemetery," https://www.nps.gov/frsp/learn/historyculture/rebcem.htm and "Fredericksburg & Spotsylvania Confederate Cemeteries," https://www.nps.gov/frsp/learn/historyculture/rebcem.htm (accessed April 28, 2020); Donald Pfanz, "History Through Eyes of Stone, A Survey of Civil War Monuments near Fredericksburg, Virginia" (Unpublished report, February 1983, revised September 2006), 111.

46 James Moore to Quartermaster General Montgomery Meigs, December 2, 1865, National Archives RG 92, quoted in Pfanz, 36.

47 Zipf, 29.

48Pfanz, 22–29; John Hennessy, "Wilderness Military Cemetery #2," "Mysteries and Conundrums" blog, May 27, 2010, http://npsfrsp.wordpress.com/2010/05/27/wilderness-military-cemetery-2/ (accessed January 15, 2019).

49 Pfanz, 34, 43.

50 Ralph Happel, "A History of The Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park" (Unpublished NPS report, 1955), 24. Happel does not document a source for the July 15, 1865 establishment date. No primary sources were found to substantiate this date.

51 Pfanz, 2, 38–39, 95.

52 James Moore to Montgomery Meigs, December 2, 1865, quoted in Pfanz, 37.

53 E. D. Townsend to Montgomery Meigs, April 2, 1866, Quoted in Pfanz, 39. This occurred just prior to a Joint Resolution of Congress passed on April 13, 1866 that reiterated the same intent to protect graves from desecration and secure suitable burial places.

54 Noted in Pfanz, 202.

55 Assistant Quartermaster James Moore to Quartermaster General Montgomery Meigs, May 23, 1866, RG 92, Entry 576, research courtesy of Donald Pfanz.

56 Pfanz, 48–49.

57 NPS, "Civil War Era National Cemeteries: Honoring Those Who Served," https://www.nps.gov/nr/travel/national_cemeteries/list_of_sites.html (accessed April 30, 2020).

58 Pfanz, 48-49. The date of June 7, 1866 reflects the publication of an article in the Fredericksburg Ledger on June 8 that reported the Willis Hill site had been selected.

59 Pfanz, 49; Anonymous [probably Major General Lorenzo Thomas], Inspection of Fredericksburg National Cemetery, October 21, 1868, in R*eport of the Inspector of the National Cemeteries of the United States for 1869*, 41st Congress, 2nd Session, Senate Executive Document #62, pages 27-28. Pfanz states that the government initially condemned eight acres based on the 1868 inspection report that refers back to the prior 1867 inspection: "additional ground was taken in and made into eight terraces on the right and nine on the left of the entrance…" The inspector may have been referring to additional ground being "taken in" for burials on the terraces, rather than to additional land being acquired by the government. The Michler map of Fredericksburg Battlefield produced in 1867 (exact date not known) based on surveys completed earlier shows the full 12-acre site extending to Court House Road.

60 "Our Southern Letter, The Fredericksburg National Cemetery and Virginia Politics," Buffalo *Courier*, October 11, 1882, 6.

61 Pfanz, 49; McCartney, "A Cultural Resource Assessment of the Willis Hill Parcel, Volume I," 81; Act of February 22, 1867, in Pfanz, 187; US Army, Office of the Judge Advocate General, *United States Military Reservations, National Cemeteries, and Military Parks* (Washington, D.C.: Government Printing Office, 1916), 405.

62 Zipf, 30.

63 US Department of Veterans Affairs, "History of Government Furnished Headstones and Markers," Burials & Memorials website, http://www.cem.va.gov/cem/hist/hmhist.asp (accessed May 1, 2020).

64 Elizabeth Barlow Rogers, *Landscape Design: A Cultural and Architectural History* (New York: Harry N. Abrams, 2001), 334–336; Hollywood Cemetery, "Timeline," https://www.hollywoodcemetery.org/about/our-history (accessed May 1, 2020).

65 John Auwaerter, *Cultural Landscape Report for Gettysburg National Cemetery* (Boston: NPS, Olmsted Center for Landscape Preservation, 2017), 45; MacCloskey, 30; "Antietam National Cemetery," https://www.nps.gov/anti/learn/historyculture/antietam-national-cemetery.htm (accessed May 7, 2020).

66 War Department, Quartermaster General's Office, *Compilation of Laws, Orders, Opinions, Instructions, Etc. in Regard to National Military Cemeteries* (Washington: Government Printing Office, 1878), 29.

67 NPS, Civil War Era National Cemeteries, "Richmond National Cemetery," https://www.nps.gov/nr/travel/national_cemeteries/Virginia/Richmond_National_Cemetery.html and "City Point National Cemetery," https://www.nps.gov/nr/travel/national_cemeteries/Virginia/City_Point_National_Cemetery.html (accessed May 7, 2020).

68 NPS, Civil War Era National Cemeteries, "Vicksburg National Cemetery," https://www.nps.gov/nr/travel/national_cemeteries/Mississippi/Vicksburg_National_Cemetery.html (accessed May 7, 2020). National cemeteries at Chattanooga, Tennessee and Marietta, Georgia also feature varied topography and plans.

69 General Orders 33 and Act of February 22, 1867; Sara Amy Leach, "Designing the First National Cemeteries," https://www.nps.gov/nr/travel/national_cemeteries/Landscape.html (accessed May 7, 2020); John Auwaerter, *Cultural Landscape Report for Poplar Grove National Cemetery* (Boston: NPS, Olmsted Center for Landscape Preservation, 2009), 49.

70 Pfanz, 108.

71 Pfanz, 108. There is no known surviving correspondence from Superintendent Mahon during the 1867–1869 period.

72 Pfanz, 42–43, 46; Anonymous, Inspection of Fredericksburg National Cemetery, October 21, 1868, in *Report of the Inspector of the National Cemeteries of the United States for 1869*, 41st Congress, Second Session, Senate Executive Document #62, pages 27–28; Ibid., *Report for the years 1870 and 1871*, Senate Executive Document 79, 42*nd* Congress, Second Session. For additional history on the work of the Burial Corps and the soldiers interred in Fredericksburg National Cemetery, see Donald Pfanz, *Where Valor Proudly Sleeps*.

73 Fredericksburg *Ledger*, June 8, 1866, transcription courtesy of Donald Pfanz.

74 Pfanz, 51–52; Inspection report, October 21, 1868; Google Earth measurements. The inspector reported that there were twenty sections, which means Divisions A and D then extended down the east slope, since there are presently fifteen sections on the hilltop.

75 Pfanz, 95; "Plat of Fredericksburg Cemetery Surveyed by Jo. G. Reid, May 7, 1873," National Archives, copy in Fredericksburg and Spotsylvania National Military Park archives.

76 Inspection report, October 21, 1868; Poplar Grove CLR, 45. Poplar Grove National Cemetery, in the same military district as Fredericksburg, was inspected by Brevet Major General Lorenzo Thomas on June 10, 1867. He probably inspected Fredericksburg around the same time (Inspection Report of National Cemeteries in Virginia, 1867, RG 92, Entry 648, NARA II).

77 There are fifteen sections on the hilltop area of the cemetery.

78 Inspection report, October 21, 1868; Pfanz, 52.

79 Pfanz, 50; "Sections of US Nat. Cemetery at Fredericksburg, Va., By Order James M. Moore," ca. 1867, National Archives, copy, FRSP archives.

80 "Our National Cemeteries," *Harper's Weekly*, October 26, 1867 (Vol. XI, no. 565), 676.

81 Pfanz, 43, 52; Inspection of Fredericksburg National Cemetery, July 22, 1874 [re lack of mounds on terrace graves], in *Report of the Inspector of National Cemeteries For the Year 1874* (Washington: Government Printing Office, 1875), 37; Donald Pfanz, Fredericksburg National Cemetery headstone survey, "Fact Sheet," May 4, 2007, FRSP archives.

82 Pfanz, 51; Gettysburg National Cemetery CLR, 42; Superintendent Miller to Bret Maj. General D. H Rucker, Poplar Grove National Cemetery correspondence database, Petersburg National Battlefield [hereafter, "POGR correspondence"]. This correspondence described Poplar Grove's headboards as painted and of "hard pine."

83 Pfanz, 143–147. For additional profiles, see Chapter 11.

84 Inspection report, October 21, 1868; Pfanz, 125.

85 August Miller, Superintendent of Poplar Grove National Cemetery, to Brevt. Lt. Col. A.P. Blunt, Chief Quarter Master 1st Military District, August 22, 1867, POGR correspondence.

86 Pfanz, 43.

87 Poplar Grove CLR, 46; Anonymous, inspection report for Fredericksburg National Cemetery, March 10, 1882, FRSP archives. This 1882 inspection report mentions that the brick gutters were part of the original terrace construction, but they are not visible in the October 1867 Harpers Weekly illustration, but neither are the brick gutters along the drives.

88 Inspection report, October 21, 1868.

89 Civil Engineer G. D. Chenoweth, inspection report, May 28, 1873, FRSP archives; Wood headboards visible in ca. 1873 Brent Collection photograph, and referenced in Major Oscar A. Mack, April 8, 1873 inspection report, FRSP archives. The dry-laid construction of the brick gutters is presumed based on the growth of weeds and frost heaving reported in Mack's July 8, 1871 and April 8, 1873 inspection reports.

90 Pfanz, 86; Photograph of Richmond National Cemetery, ca. 1869, New York Public Library, digital image NYPG92-F79.jpg.

91 Illustration of cemetery in *Harper's Weekly*, October 26,1867, showing flagstaff and low mound; Inspection report, October 21, 1868; existing cemetery conditions; Pfanz, 89; Poplar Grove CLR, 49. The existing circular area around the Humphrey monument measures approximately 65 feet in diameter.

92 Pfanz, 95; *Harper's Weekly*, October 26,1867 showing no mound at site; Cemetery plat, 1873.

93 *Harper's Weekly*, October 26,1867; Pfanz, 75, 81; Sketch of the new stone lodge, ca. 1871, showing grade of the terrace, RG 92, Entry 576, Box 29, National Archives, copy in Don Pfanz research files, FRSP archives; Michael R. Harrison, "National Cemeteries, Superintendent's Lodges," Historic American Landscape Survey No. DC–46 (Unpublished report, 2013), 9.

94 Pfanz, 5. The Fredericksburg Confederate Cemetery also acquire a similar gateway.

95 Poplar Grove CLR, 49. Photographic documentation (Miller photographs) taken in the early 1870s and an 1873 plat of Fredericksburg National Cemetery document the existence of flowerbeds, commemorative signs, and some trees, but no documentation was found to verify they were installed by the spring of 1869 (the inspection reports for 1869 and 1870 are missing). However, at Poplar Grove National Cemetery, flowerbeds and trees were being installed prior to the end of federal occupation in the spring of 1869.

96 Inspection report, October 21, 1868; Poplar Grove CLR, 49; NPS, "Tree Key Sketch," August 17, 1934, FRSP 325_150482, showing remnant red-cedar trees along the terrace steps and main drive. No written documentation on planting of trees, vines, or shrubs at Fredericksburg by 1869 has been found. However, a photograph of the cemetery looking across Willis Field in ca. 1874 (FRSP 2644R) shows evergreens lining both sets of terrace steps, and few other visible trees on the terraces, suggesting an early planting date for the red-cedar trees.

97 Pfanz, 91–92.

98 Pfanz, 90.

99 The exact number of occupied graves and remains as of April 1, 1869 is not known for certain. The terrace graves were not mounded.

100 Inspection report, October 21, 1868; CPI Inflation Calculator, https://www.in2013dollars.com/us/inflation/1868?amount=180589 (accessed May 19, 2020). The Act to Establish and Protect National Cemeteries, February 22, 1867, allocated just $750,000 for all of the national cemeteries to implement the provisions in the act. Clearly, the War Department provided significant additional funding for Fredericksburg National Cemetery.

101 Lack of landscape maintenance is evident in photographs and inspection reports from the early 1870s.

102 This period is based on Donald Pfanz, *Where Valor Proudly Sleeps: A History of Fredericksburg National Cemetery 1866–1933* and research materials for the book held in the Fredericksburg and Spotsylvania National Military Park archives [hereafter, FRSP archives].

103 War Department, *Compilation of Laws, Orders, Ohpinions, Instructions, Etc. in Regard to National Military Cemeteries* (Washington: Government Printing Office, 1878), 39.

104 Von Schon & Garner, "Map of the Property of the Fredericksburg Development Co., Fredericksburg, VA," 1891; NPS, "Cultural Landscape Inventory, Sunken Road Landscape, Fredericksburg and Spotsylvania National Military Park" (Unpublished NPS database report, 2011), 36–37; Pfanz, 112. See the following section, "National Boulevard" for additional history on the cemetery approach road.

105 Pfanz, 42–43; McCartney, "A Cultural Resource Assessment of the Willis Hill Parcel...Volume I," 88.

106 A. G. Persimmon, "Our Southern Letter, The Fredericksburg National Cemetery and Virginia Politics," Buffalo *Courier*, October 11, 1882, 6.

107 McCartney, 83–86.

108 Sunken Road CLI, 36; Albert Kern, "Fredericksburg, VA - Telegraph Rd. at cemetery," ca. 1910, Dayton History, Kern Collection, image K.5.9.279.

109 War Department, *Compilation of Laws, Orders, Opinions, Instructions, Etc. in Regard to National Military Cemeteries,* 1878; War Department, Office of the Quartermaster General, *Regulations for the Government of National Cemeteries* (Washington, D. C.: Government Printing Office, 1911). A later edition was published in 1931.

110 Pfanz, 105; CLR for Poplar Grove National Cemetery, 76.

111 Fredericksburg National Cemetery inspection reports, 1868–1904, from Don Pfanz research in National Archives I, RG 92, copies FRSP archives [all citations for inspection reports are from this collection, except where noted]; Poplar Grove CLR, 77. The park does not hold the Fredericksburg National Cemetery superintendent's annual or monthly reports, nor are they listed in National Archives records researched by Don Pfanz, as listed in *Where Valor Proudly Sleeps*.

112 Pfanz, 108-109.

113 Pfanz, 109; Poplar Grove CLR, 60.

114 Civil Engineer James Gall, Jr. Inspection report for Fredericksburg National Cemetery, September 19, 1877.

115 James Gall, Jr., Inspection report for Fredericksburg National Cemetery, July 13, 1878.

116 Pfanz, 110–111.

117 James Gall, Jr., Inspection reports for Fredericksburg National Cemetery, October 8, 1877, and August 25, 1882.

118 Pfanz, 164.

119 Pfanz, 164.

120 Pfanz, 164–175; Joan Zenzen, "At the Crossroads of Preservation and Development: A History of Fredericksburg and Spotsylvania National Military Park" (Unpublished report prepared for the NPS, 2011), 18.

121 Quoted in Pfanz, 115.

122 Gall, Inspection report, August 25, 1882.

123 Poplar Grove CLR, 175; Pfanz, 111. Pfanz states that the government built the connection between Frederick Street and Prussia Street, but the October 1890 city plan documents that this connection existed prior to the government's improvement of National Boulevard.

124 Lewis W. Call, Chief Clerk, United States Army, *United State Military Reservations, National Cemeteries, and Military Parks. Title Jurisdiction Etc.* (Washington: Government Printing Office, 1907), 354–355.

125 Pfanz, 111; Superintendent M. M. Jeffreys diary, Donald Pfanz transcription, September 17, 1907: "In the afternoon we picked up some old brickbats off of the Government right of way…"

126 Silvanus Jackson Quinn, *The History of the City of Fredericksburg, Virginia* (Richmond, Hermitage Press, 1908), 189.

127 Michael R. Harrison, "National Cemeteries, Superintendent's Lodges," Historic American Landscape Survey No. DC-46 (Unpublished report, 2013), 2, 9; National Cemetery Regulations (1911). Standardization had become characteristic of federal construction by the Army and other federal agencies since the 1850s, most often for buildings, but also for landscapes such as military installations.

128 *Compilation of Laws, Orders, Opinions, Instructions, Etc. in Regard to National Military Cemeteries*, 1878, 31.

129 Frederick Law Olmsted to Montgomery Cunningham Meigs, August 2, 1870, *The Papers of Frederick Law Olmsted: Volume 6* (Baltimore: The Johns Hopkins University Press, 1992), 386–388. Olmsted also recommended replacing lawn with cover of trees and shrubs; planting of indigenous trees using saplings transplanted from surrounding woods; avoiding fast-growing weak trees, including poplars, European linden, silver maple, balsam fir, and American or Chinese arborvitae; and establishing a nursery for the replacement of trees.

130 Inspection of Quartermaster General plans of the national cemeteries made in the 1890s, and photographs of the cemeteries made around 1900–1905, National Archives I and II.

131 Harrison, 11, 13, 27.

132 Harrison, 27-29, 32.

133 Pfanz, 73, 81-82; Oscar A. Mack, Inspection report for Fredericksburg National Cemetery, July 8, 1871; Persimmon, Buffalo *Weekly Courier*, October 11, 1882, 6. Mack did not mention anything about the new lodge in his July 8, 1871, report, suggesting construction had not yet begun. Although the 1871 section-elevation indicates the terrace was extended ("made ground") for the new building, a photo of the lodge in 1873 (FRSP digital photograph 2134) shows two trees on this extended portion of the terrace that were most likely more than two years old.

134 Oscar Mack, Report of the Inspector…for the years 1870 and 1871, 34, quoted in Harrison, 30.

135 Pfanz, 73; Oscar A. Mack, Inspection report for Fredericksburg National Cemetery, April 8, 1873; Photograph of lodge, ca. 1882, FRSP digital image 2680R.

136 Oscar A. Mack, Inspection of Fredericksburg National Cemetery, July 23, 1874.

137 Pfanz, 103-104; R. Jones, Inspection of Fredericksburg National Cemetery, May 22, 1878. These beds, or frames, used to overwinter were known as cold frames.

138 "Plat of Fredericksburg Cemetery Surveyed by Jo. G. Reid, May 7, 1873," National Archives, copy in FRSP archives; Pfanz, 75.

139 Pfanz, 81–82. This cistern was beneath the existing rear wing and porch of the lodge added in 1905.

140 Depot Quartermaster's Office, plan for outbuilding, Gettysburg National Cemetery, July 15, 1890, Gettysburg National Military Park archives, GETT 8013); Virginia B. Price, "Addendum to Alexandria National Cemetery Tool House," Historic American Landscape Survey, VA-2-A, 2012. Gettysburg's outbuilding was constructed in 1890; Alexandria's was built in 1887. The stepped parapet walls along the side of Fredericksburg's outbuilding echoed the nearby stepped sections of the brick enclosure wall as it descended the terraces.

141 Gall, Inspection report, February 1, 1883.

142 Office of the Quartermaster General, map of Fredericksburg National Cemetery, 1892, and update to 1911, FRSP archives; Anonymous, Inspection report for Fredericksburg National Cemetery, March 10, 1882; Pfanz, 75–76; CLR for Poplar Grove National Cemetery, 63; CLR for Gettysburg National Cemetery, drawing 1.3.

143 Gall, Inspection report, February 1, 1883; Pfanz, 81; CLR for Poplar Grove National Cemetery, 63; CLR for Gettysburg National Cemetery, 94. No photographs of the Fredericksburg wellhouse or woodshed have been found.

144 W. H. Owen, Inspection report for Fredericksburg National Cemetery, April 23, 1888.

145 Quartermaster map of Fredericksburg National Cemetery, 1892 updated to 1911; Pfanz (citing 1889 as date of the new service road), 77–78. The new service road is not shown on the 1892 version of the map, so it must have been built in 1892 or shortly thereafter. It is shown on the 1911 version of the 1892 map.

146 The War Department used the spelling "inclosure;" see National Cemetery Regulations (1911). The modern spelling, "enclosure" is used in this report.

147 Quoted in Pfanz, 56.

148 Office of the Chief Quartermaster, Third District, Department of the East, advertisement for solicitation of bids for Osage Orange plants, August 29, 1870, Records of the Quartermaster General, RG 92, Entry 689, box 1; Pfanz, 101. The superintendent at Poplar Grove National Cemetery reported in 1871: "An 'Osage Orange' hedge has been planted during this Spring, which will take the place of the old fence when it commences to decay…" (August Miller to Henry Hodges, 7 March 1871, in Poplar Grove CLR, 64).

149 Quartermaster General Montgomery Meigs, "Enclosing Walls for National Cemeteries," dated August 12, 1870, RG 92, Entry 689, "Sketches of Iron Railings, Gates, and Headstones, and Proposals and Specifications Relating to National Cemeteries," Poplar Grove National Cemetery records, box 1, National Archives I; Montgomery Meigs, "Design for Gates for National Cemeteries," March 1873, copy in Don Pfanz research materials, FRSP archives.

150 Advertisement by the Quartermaster's Office, US Army, Philadelphia, June 14, 1871, *The Evening Telegraph* (Philadelphia), June 26, 1871, 3.

151 Historic photographs of Fort Harrison National Cemetery and Poplar Grove National Cemetery, NARA RG 92; Inspection of Fredericksburg National Cemetery completed by Superintendent Melker, 1909, noting height of wall.

152 Pfanz, 58–59.

153 Pfanz, 59–60; Persimmon, Buffalo *Courier*, October 11, 1882, 6.

154 Pfanz, 61.

155 Pfanz, 126, 129.

156 Mack, Inspection report, July 23, 1874.

157 "An Act to Establish and to Protect National Cemeteries," approved February 22, 1867, section 1. The term "headstone" may have been understood by Meigs and others as a generic reference to a marker at the head of the grave, and not as an actual stone marker.

158 Steere, 17; Olsen, 53; drawing of Meigs' design, "Sketches of Iron Railings, Gates, and Headstones, and Proposals and Specifications Relating to National Cemeteries."

159 M. C. Meigs, "Proposals for Head-Stones for National Military Cemeteries," June 27, 1873, in House of Representatives, 44th Congress, First Session, Report no. 802, "Contracts to Furnish Soldiers' Head Stones," August 4, 1876, 1.

160 Letter, Secretary of War Belknap to General Montgomery Meigs, unsigned, June 23, 1873, Historian's Office files, National Cemetery Administration.

161 House of Representatives, 44th Congress, First Session, Report no. 802, "Contracts to Furnish Soldiers' Head Stones," August 4, 1876, 5, 29; Olsen, 56; H. Y. Smith and W. S. Rann, editors, *History of Rutland County, Vermont with Illustrations & Biographical Sketches of Some of Its prominent Men & Pioneers* (Syracuse: D. Mason & Co., 1886), "Sheldon & Sons," 180–191. The Congressional report provides testimony on alleged misconduct in the awarding and contracting of the headstones—a very complicated story that was not exhaustively examined for this report. The reference to the addition of the recessed shield is based on this passage on page 5: "after the contracts were let [November 17, 1863], modifications were made in the lettering and shape of the stones very decidedly in interest of the contractors," an apparent reference to a request by Bridges and Sheldon & Slason. On page 29 of the report, Samuel Bridges testified: "At the time the Government expected that the work would be done by hand [finishing, inscribing], I presume, and they knew, as I know note, for I have learned by experience, that it never could have been executed by hand within any reasonable time allowed; I do not think it could be done by hand within five years. We turn out about three hundred headstones and slabs a day, and two hundred blocks, making together five hundred a day, where one man, working by hand could do about ten, and to raise the letters within a shield could not do over three per day, if he worked rapidly."

162 "Headstones for the National Cemeteries, *Press and Messenger* (Knoxville, Tennessee), November 26, 1873, 2; Jennifer Palunko, Historian, National Cemetery Administration, e-mail to John Auwaerter regarding unearthed incised marble headstones at Culpeper National Cemetery, May 6, 2020. The 1873 newspaper article contained the following information on the accepted bid for Fredericksburg: "To Edward P. Doherty, of Washington, D.C. for the "known" and "unknown" in Fredericksburg (Va.) National Cemetery, granite slabs $3.95; blocks, $3.50. . ."

163 Testimony of Oscar Mack, inspector of national cemeteries, August 4, 1876, and Edward Doherty, March 6, 1876, in "Contracts to Furnish Soldiers' Head Stones." Mack believed the Richmond stone was from the quarry of Andrew and Ordway. Doherty's testimony appears to be more accurate than that of inspector Oscar Mack, who did not have first-hand knowledge of the Fredericksburg project.

164 Don Pfanz, Headstone notes from National Archives RG 92 research (undated MS Word document, n.d.), FRSP archives; Testimony of Edward Doherty, 13. Chenoweth, who had earlier rejected portions of the brick enclosure wall, was twenty-two. Doherty felt that he unfairly rejected the granite markers. The testimony also revealed allegations of bribery.

165 Testimony of Edward Doherty, 13–14; Mack, Inspection report, July 23, 1874.

166 Testimony of Edward Doherty, 13–14; Pfanz, Headstone notes.

167 Pfanz, 66–67.

168 Testimony of Edward Doherty, 18; Testimony of Oscar Mack, 10. Mack testified on August 4, 1876, "They [Westham] acceded to the proposition [work as agents], and I think they are now setting the stone."

169 C. W. Foster, Inspection report, May 28, 1884.

170 Pfanz, 69; Photograph of flagstaff looking west showing Townsend marker, 1888, FRSP archives, digital image 2238.

171 Inspection reports of Fredericksburg National Cemetery, 1871–1874; Pfanz, 54.

172 Oscar A. Mack, "Inspection Report for Poplar Grove and City Point National Cemeteries," August 7, 1874, quoted in Poplar Grove CLR, 70.

173 Poplar Grove CLR, 70.

174 At Gettysburg National Cemetery, the War Department did not begin converting gravel drives in the burial area to turf until around 1926.

175 Civil Engineer C.M. Clarke, Inspection of Fredericksburg National Cemetery, March 26, 1879.

176 C. W. Foster, Inspection report of Fredericksburg National Cemetery, July 25, 1881. The Quartermaster map of the cemetery (1892, updated to ca. 1911) indicates a brick gutter along the inside of the enclosure wall at the south front of the cemetery; it drained through an opening in the wall.

177 Persimmon, Buffalo *Weekly Courier*, October 11, 1882, 6.

178 Richard Arnold, Inspection report for Fredericksburg National Cemetery, May 31, 1882.

179 James Gall, Jr., Inspection report for Fredericksburg National Cemetery, February 1, 1883; C.W. Foster, Inspection report, May 28, 1884.

180 Pfanz, 55; Owen, Inspection report, February 1886; Owen, Inspection report, April 23, 1888; 1892 Quartermaster map.

181 Persimmon, Buffalo *Weekly Courier*, October 11, 1882, 6.

182 Pfanz, 61–62, 79.

183 Steere, "Shrines of the Honored Dead," 26; Pfanz, 100. Funding for ornamental plantings was not part of the original $750,000 allocation for national cemeteries through the Act of 1867.

184 Olmsted to Meigs, 2 August 1870.

185 Poplar Grove CLR, 74; Olsen, 57–58; Gall, Inspection report, May 26, 1881; Quartermaster map of Fredericksburg National Cemetery, 1892; NPS, "Tree Key Sketch Fredericksburg National Cemetary [sic]," August 17, 1934. This 1934 plan is the earliest documentation of tree species; just two elms were documented along the north-south drive. There is no record of the 1870–1871 tree plantings at Fredericksburg. The eight-acre Poplar Grove National Cemetery, located in similar growing conditions as Fredericksburg, received a shipment of 183 trees in January 1871, funded through the 1870 Congressional allocation. The trees ranged from one to seven feet in height and were planted under the supervision of Major Henry G. Hodges of the Quartermaster General's Office. The shipment included horse chestnut, silver and sugar maples, box elder, linden, silver poplar, oak, ash, willow, Kentucky coffee tree, Norway and white spruce, Balsam fir, cedar, magnolia, purple beech, English hornbeam, and American larch.

186 *The Standard Cyclopedia of Horticulture* (1950), s.V. "Maclura;" Office of the Chief Quartermaster, Third District, Department of the East, advertisement for solicitation of bids for Osage Orange plants, 29 August 1870, Records of the Quartermaster General, RG 92, Entry 689, box 1; Pfanz, 101; Mack, Inspection report, July 8, 1871. The Osage-orange hedge along the base of the terraces was removed by 1892, since it is not shown the Quartermaster map produced that year.

187 Mack, Inspection report, July 23, 1874.

188 Quoted in Pfanz, 100; Pfanz, 83.

189 David J. Nowak and Roman A. Rowntree, "History and Range of Norway Maple," *Journal of Arboriculture*, volume 16, no. 11 (November 1990), 293; C. M. Clarke, Inspection of Fredericksburg National Cemetery, April 3, 1879.

190 Gall, Inspection report, May 26, 1881.

191 Gall, Inspection report, May 26, 1881; Pfanz, 102; Persimmon, Buffalo *Weekly Courier*, October 11, 1882, 6; Quartermaster map of Fredericksburg National Cemetery, 1892; NPS Tree Key Sketch, 1934; Inspection of existing English ivy outside of enclosure wall along the south side of the cemetery, 2018; Poplar Grove National Cemetery CLR, 79; Gettysburg National Cemetery CLR, 116. English ivy was planted along the enclosure wall at Poplar Grove National Cemetery in ca. 1891 and was recommended for planting along the stone enclosure wall at Gettysburg in the 1890s but was never implemented.

192 Quartermaster plan of Fredericksburg National Cemetery, 1892; Pfanz, 99; Postcard showing clipped shrubs (possibly yew) on the terraces, ca. 1910. No pre-1890 photographs of clipped shrubs have been found. No photographs of the triangular or circular plats have been found.

193 Persimmon, Buffalo *Weekly Courier,* October 11, 1882, 6.

194 Owen, Inspection report, April 23, 1888; Pfanz, 100.

195 Pfanz, 95; "History Through Eyes of Stone," 63–64.

196 Pfanz, 87–88.

197 Mack, Inspection report, July 23, 1874; Poplar Grove National Cemetery CLR, 72. Around the same time, Comfort also installed a replacement flagstaff at Poplar Grove National Cemetery. That flagstaff was just 56 feet tall. As part of the project, Poplar Grove's flagstaff mound, which Quartermaster O. A. Mack had earlier found "much too large" for the cemetery, was also reduced to four feet in height from six.

198 Pfanz, 89–90; Photograph of third flagstaff showing shot pyramids, ca. 1882, FRSP 2238. The term "shot pyramid" was used at Gettysburg National Cemetery and National Military Park by the 1890s; no historic use of this term was found for Fredericksburg. Pfanz uses the term "cannonball stands."

199 Pfanz, 88, 90.

200 W. H. Owen, Inspection report for Fredericksburg National Cemetery, February 1886; Pfanz, 88.

201 "Plat of Fredericksburg Cemetery, Surveyed by J. G. Reid [?], May 7, 1873; Phyllis Andersen, "Floral Clocks, Carpet Beds, and the Ornamentation of Public Parks," *Arnoldia*, volume 75, no. 1 (August 2017), 32; US Senate, 42nd Congress, Executive Document No. 79, *Letter from the Secretary of War, Communicating. . .the report of the inspector of national cemeteries for the years 1870 and 1871* (Washington, D.C.: Government Printing Office, 1872): "Alexandria National Cemetery, Inspected October 13, 1871," 34 and "Fredericksburg National Cemetery, Inspected July 7, 1871," 33. In 1871, the inspector of national cemeteries made no mention of flowerbeds at Fredericksburg. Prior to this time, flowering plants were apparently limited to small pots at the tops of the piers of the wood entrance gate, and passion-vine on the veranda of the lodge.

202 "Plat of Fredericksburg Cemetery," 1873; Pfanz, 103; CLR for Gettysburg National Cemetery, 93. No photographs of Fredericksburg's flowerbeds shown on the 1873 map, or roses, have been found.

203 Persimmon, Buffalo *Courier*, October 11, 1882, 6.

204 Pfanz, 102–104; Quartermaster map of Fredericksburg National Cemetery, 1892, showing Maltese-cross bed and shrubs and/or trees at the soldiers' monument site (south mound).

205 National Cemetery Regulations (1911), 17.

206 A. F. Rockwell, Captain and Assistant Quartermaster, bids for "1,100 Park Settees," June 1878, RG 92, Entry 689, "Sketches of Iron Railings, Gates, and Headstones, and Proposals and Specifications Related to National Cemeteries," NARA I, box 1 (this entry contained no records of the winning bid); Poplar Grove National Cemetery CLR, 72; Gettysburg National Cemetery CLR, 98. Poplar Grove, a smaller cemetery with less visitation than Fredericksburg, received 20 settees; Gettysburg received fifty.

207 Michael R. Harrison, Historian, "National Cemeteries, Rostrums," Historic American Landscapes Survey, HALS No. DC-47 (Unpublished report, 2013), 21, 26, 32–33, and Appendix VI: "Painting Instructions for Rostrums, 1907."

208 Quoted from Persimmon, Buffalo *Weekly Courier*, October 11, 1882, 6; HALS No. DC-47, 56-61; Quartermaster plan of Fredericksburg National Cemetery, 1892; Pfanz, 99. No photographs of Fredericksburg's rostrum have been found; it was demolished after 1933.

209 Andrew Birdsall, Journal, entries for April 22, 1890 and May 6, 1890, from Donald Pfanz research notes, "Soldiers Monument Mound & Rostrum; " Andrew Pappas, VHB, "Archeological Investigations in Support of Proposed Grave 6766, Fredericksburg National Cemetery…Technical Report of Findings" (Unpublished report prepared for the NPS, August 2022), figure 10 showing remote sensing indication of rostrum foundation remnants located on and overlapping the bed of the circular gravel drive.

210 Quoted in Pfanz, 93.

211 National Cemetery Regulations (1911), 15.

212 National Cemetery Administration, "Bivouac of the Dead," https://www.cem.va.gov/cem/history/bivouac.asp (accessed July 8, 2020).

213 Pfanz, 94; US Army, "Q.M. General, Listing of National Cemeteries to receive the Iron Tablets manufactured at R.I.A., May 17 – 1882;" "Person and Address" tablet, no date; Fabrication Order No. 5, July 27, 1881; and Fabrication Order No. 47, October 12, 1881, ASC History Office, Rock Island Arsenal, Illinois. The correlation between the lettered verses and the stanzas has not been determined. No documentation has been found on where every tablet was installed.

214 This period is based on Donald Pfanz, *Where Valor Proudly Sleeps: A History of Fredericksburg National Cemetery 1866–1933* and his research materials held in the FRSP archives.

215 Sunken Road CLI, 36–38; Pfanz, 112–113; Wikipedia, s.V. "U.S. Route 1 in Virginia." For additional history on National Boulevard, see following section, Cemetery Administration and Use.

216 Pfanz, 112; Sanborn Map Company, Fire Insurance Maps, Fredericksburg, Independent Cities, Virginia, 1919 and 1927 editions.

217 McCartney, 83–86; Sunken Road CLI, 36.

218 Pfanz, 105; Poplar Grove CLR, 76.

219 National Cemetery Regulations (1911), 7–8.

220 *Ibid*., 13-26.

221 Pfanz, 108–109, 115.

222 Pfanz, 83, 110–111, 114; Various entries, Superintendent Jeffreys diaries 1904–1914, transcriptions by Donald Pfanz; National Cemetery Regulations (1911), 4.

223 No visitation records exist. Superintendent Jeffreys noted in his diaries (1904–1914) the rare day when there were no visitors to the national cemetery.

224 Poplar Grove CLR, 77; Superintendent Jeffreys diary, Donald Pfanz transcription, April 15, 1905. In contrast to the Spanish–American War, the Philippine–American War (1899-1902) resulted in upwards of 6,165 killed.

225 Pfanz, 164–175; Jeffreys diary, Pfanz transcription, May 30, 1907; Poplar Grove CLR, 77.

226 Pfanz, 176-177.

227 "Honor Memory of Nation's Soldiers," Fredericksburg *Free Lance*, May 31, 1929, 1.

228 Eric Mink, "Kenmore's last soldiers—and one of the last reburials in the National Cemetery," Mysteries & Conundrums blog, February 3, 2011, https://npsfrsp.wordpress.com/2011/02/03/kenmores-last-soldier-and-one-of-the-last-reburials-in-the-national-cemetery/ (accessed June 4, 2020).

229 Pfanz, 112; Photograph of National Boulevard looking east from the national cemetery, ca. 1897, Dayton History, image K.5.9.296; Superintendent Jeffreys diary, August 29, 1907, Don Pfanz transcription: "They put in part of the crossing in front of the Cemetery gate this afternoon"; August 31: "They put stone on road in front of the Cemetery gate."

230 Pfanz, 112–113; Wikipedia, s.V. "U.S. Route 1 in Virginia;" Sunken Road CLI, 38.

231 "An Act to establish a national military park at and near Fredericksburg, Virginia…", 44 Stat. 1091, approved February 14, 1927; 16 U.S.C. Section 425, in Zenzen, "At The Crossroads Of Preservation And Development," 431.

232 Fredericksburg and Spotsylvania Battlefields Memorial Commission, "Relation of Four Battle Field Parks," (map) June 23, 1930, FRSP archives.

233 Zenzen, 46; existing identification tablet identifying the site of Washington's Artillery. No primary documentation was found on the relationship between administration of the national cemetery and the national military park during this period.

234 Pfanz, 126.

235 Pfanz, 127; Poplar Grove CLR, 77; Gettysburg National Cemetery CLR, drawing 1.3; National Cemetery Regulations (1911), 21: "Interments will be prescribed to the regular burial sections. "Flagstaff plots, margins of drives, walks or burial sections, or other choice or prominent places will not be used for interments without authority of the Quartermaster General."

236 National Cemetery Administration, "History and Development of the National Cemetery Administration," https://www.cem.va.gov/facts/NCA_History_and_Development_1.asp (accessed June 3, 2024).

237 Pfanz, 69; Pfanz (2007 digital edition), Appendix IX, 263; Poplar Grove National Cemetery CLR, 148–149.

238 *United State Military Posts and Reservations* (Washington: Government Printing Office, 1904), 593.

239 Poplar Grove CLR, 87; Wiss, Janney, Elstner Associates, Inc. and Commonwealth Heritage Group, Inc., "Vicksburg National Cemetery Cultural Landscape Report" (Unpublished report prepared for the NPS, October 2019), figure 53; National Cemetery Regulations (1911), 15. The regulations refer to painting "Flagstaff and guy wires, white. Anchor rods to guy wires, black." Vicksburg received a two-masted version of the standard flagstaff in 1906; Poplar Grove received a one-masted version in 1930.

240 Superintendent Jeffreys diary, Donald Pfanz transcripts, June 28, October 5, and October 17, 1904.

241 Superintendent Jeffreys diary, October 17 and November 22, 1904; Inspection of existing shot pyramids at base of flagstaff; National Cemetery Regulations (1911), 17.

242 "History Through Eyes of Stone," 5.

243 Pfanz, 95; "History Through Eyes of Stone," 73; CLR for Gettysburg National Cemetery, 105. Hoffman and Prochazka was John N. Hoffmann and Ferdinand Prochazka, who were located at 15 East 12th Street in New York (*Polk's New York Copartnership and Corporation Directory*, Volume 52, 1904). The firm also fabricated the stonework for the 73rd New York Infantry monument at Gettysburg.

244 Pfanz, 97.

245 "History Through Eyes of Stone," 85; Jeffreys diary, July 30, 1908, August 31, 1908; National Register of Historic Places Registration-Nomination Form, "Norcross Brothers Granite Quarry" (Unpublished report, March 17, 2003), Section 8, pages 1–2. Among Adams' recent work was the sculpture of industrialist and philanthropist Matthias William Baldwin dedicated in 1906. It stands on a similar pink granite pedestal in front of Philadelphia City Hall.

246 National Cemetery Regulations (1911), 15.

247 National Cemetery Regulations (1911), 15; Pfanz, 94; CLR for Gettysburg National Cemetery, 123; National Cemetery Administration, "New Gettysburg Address Tablets for National Cemeteries To Honor Abraham Lincoln Bicentennial," https://www.cem.va.gov/history/LincBic.asp (accessed August 4, 2020).

248 National Cemetery Regulations (1911), 16; Pfanz, 59; Superintendent Jefferys diary, May 6, 1912: "…then brought Mr. Cox back in the carriage to look at tablets or Shields on gate posts and to have him estimate how much Gold leaf will be required to put them in good shape…" May 9, 1912: "I took the Shields off of gate posts to Mr. J. M. Cox to have them regilded." These shield tablets do not appear in the 1906 photograph of the cemetery entrance.

249 Act establishing Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park, approved February 14, 1927, Section 5.

250 John W. McDonald, Major, Cavalry, The Army War College, letter to Lt. Col. Arthur E. Wilbourn, Fredericksburg and Spotsylvania County Battlefields Memorial Commission, August 20, 1932, re: review of content for "Temporary markers—Chancellorsville," National Archives records, copy in FRSP archives. The permanent metal identification tablets designed by the War Department/park commission were not installed on the battlefields and within the national cemetery until after 1933.

251 National Cemetery Regulations (1911), 15.

252 Pfanz, 77; Office of the Quartermaster General, "National Cemetery Fredericksburg, VA.," May 26, 1892, revised November 2, 1911, copy in FRSP archives (showing no graves on the service road terrace); NPS, "Tree Key Sketch

Fredericksburg National Cemetary [sic]," August 17, 1934. The cart house and service road are not shown on the 1892 version of the map. The 1934 tree map documents that the service road had not been extended to the north wall.

253 Quartermaster map of Fredericksburg National Cemetery, 1892. The shot pyramids are not shown on the map, but the four around the flagstaff are.

254 Pfanz, 73-74; National Cemetery Regulations (1911), 14. There is no documentation that Fredericksburg complied with the regulation paint colors, but the black-and-white photograph suggests it did. The 1911 regulations most likely reflected practices that the War Department had put in place prior to 1911.

255 Pfanz, 99; Tree Key Sketch, 1934; Quartermaster map of Fredericksburg National Cemetery, 1892, updated to 1911; Photograph of the entrance of Fredericksburg National Cemetery, 1906, showing clipped hedges and young hedge plantings along the front of the lodge yard; Photograph of Outbuilding, ca. 1935, FRSP 2728, showing mature hedge along service yard; Superintendent Jeffreys diary, November 28 and December 1, 1908, "put down brick gutter." The 1934 map documents that the entrance walk to the lodge remained brick through the War Department period. The shot pyramids may have been removed when the walk-side gutter was installed.

256 Pfanz, 99; Superintendent Jeffreys diary, April 10, 1907; National Cemetery Regulations (1911), 15. The War Department's standard term for the neoclassical urn in front of the lodge was "vase." This is also the term Jeffreys uses in his diary (entry of May 2, 1907).

257 Pfanz, 78, 82, 85, citing letter from Quartermaster, October 4, 1924, stating that the woodshed had been removed as directed in a letter dated January 22, 1923. Both the woodshed and carthouse are shown on a map of the cemetery dated August 17, 1934, NPS Branch of Forestry, "Tree Key Sketch, Fredericksburg National Cemetery," NPS E-TIC drawing 326/140582. It is likely that this 1934 map simply traced features from the 1892 Quartermaster map updated to 1911. The woodshed is shown on the 1919 Sanborn Fire Insurance Co. map for Fredericksburg, but not the carthouse.

258 National Cemetery Regulations (1911), 17; Superintendent Jeffreys diary, October 29, 1904; Quartermaster map of Fredericksburg National Cemetery, 1892 updated to 1911 showing circular bed; Superintendent Wagner, correspondence log, June 8, 1923, documenting 15-foot-diameter bed, Donald Pfanz transcription, page 123. According to Jeffreys' diary entry of June 10, 1907, a fern bed was also maintained, but the location is not known.

259 Superintendent McCall correspondence log, March 1, 1930, Donald Pfanz transcription, page 196; Superintendent Jeffreys diary, October 3, 1904, Donald Pfanz transcription.

260 Superintendent Robinson correspondence log, May 4, 1914, October 24, 1917, and April 20, 1921, Donald Pfanz transcription, pages 14, 65, 99; Superintendent Wagner correspondence log, June 8, 1923, page 123; Superintendent Jeffreys diary, April 24, May 1, May 23, November 20, 1907; Superintendent McCall correspondence log, page 197.

261 Superintendent Birdsall diary, March 26, March 30, April 28-29, June 17-18, October 1-6, 1891, Donald Pfanz transcription; Superintendent Jeffreys diary, October 16, 1908, Donald Pfanz transcription.

262 National Cemetery Regulations (1911), 25.

263 Superintendent Jeffreys diary, November 7, 1913. No information was provided on the number or species of trees. Jeffreys recorded the nursery as "Meahan & Bro."—most likely it was Thomas Meehan & Sons, which was a well-known nursery in Philadelphia that the Quartermaster had used in the past, such as for shrubs at Gettysburg National Cemetery in the 1880s.

264 National Cemetery Regulations (1911), 18.

265 Superintendents' remarks on trees, Donald Pfanz research notes, file "Trees."

266 Pfanz, 100; "Tree Key Sketch," 1934; Quartermaster map of Fredericksburg National Cemetery, 1892 updated to 1911. It is presumed that the 1934 NPS tree inventory reflected conditions at the end of the War Department period, although the park may have removed or planted trees during its first year of administration.

267 Superintendent Jeffreys diary, September 13, 1904, August 5, 1908. As of 2020, there is naturalized English ivy growing in the woods outside of the south enclosure wall.

268 National Cemetery Regulations (1911), 18.

269 Happel, "A History of The Fredericksburg and Spotsylvania County Battlefields Memorial National

Military Park" (1955), 24. The city renamed Prussia Street—the eastern continuation of National Boulevard—to Lafayette Street due to anti-German sentiment during World War I. The city subsequently decided that National Boulevard was the same street and adopted the name Lafayette Boulevard for both National Boulevard and Lafayette Street.

270 Aerial photograph of national cemetery, ca. 1965, FRSP archives, Sunken Road CLI figures; Superintendent Tyler B. Kiener, FRSP annual report, 1945; "Car Demolished As Auto Hits Wall," Free *Lance-Star*, December 20, 1963, 3. This article and another on December 6, 1963 referred to the curve as "Dead Man's Curve."

271 Happel, 78.

272 The gas station at the visitor center site is shown on the 1927 Sanborn Fire Insurance Company map of Fredericksburg.

273 Happel, 62.

274 Linda Flint McClelland, *Presenting Nature: The Historic Landscape Design of the National Park Service, 1916–1942* (Washington, DC: US Department of the Interior, National Register of Historic Places, 1993), 73; Happel, 62.

275 Photograph of administration building/visitor center showing diagonal crosswalk and brick walk, April 1986, digital photograph Fredericksburg box 4_A-FVC_52; Sunken Road CLI, 40. The diagonal walk was probably added at the same time that a ramp was added to the front entrance of the visitor center in 1985.

276 "Map Shows How City's Boundaries Will Soon Be Extended," *Free Lance-Star*, December 14, 1939, 1. In 1940, the boundary of the City of Fredericksburg was expanded into Spotsylvania County and Sunken Road fell entirely within the city limits. The expanded city boundaries did not include the national cemetery.

277 Branch Spaulding, "National Military Park Fredericksburg and Spotsylvania, Superintendent's Annual Report for the Fiscal Year 1937," page 3, RG 79, Central Classified Files, 1933—1949, box 2468, NARA II; Sunken Road CLI, 38.

278 Sunken Road CLI, 5, 42; Zenzen, 364.

279 Aerial photographs, Commonwealth of Virginia, 2006 and US Geological Survey, 2008 hosted on Google Earth; Eric Mink, FRSP Historian and Cultural Resource Specialist, communication with author, February 7, 2024.

280 1936 and 1947 survey maps in Spotsylvania County deed book 117, page 376 and Fredericksburg deed book 85, page 419; Sunken Road CLI, 59–60; Schnabel Engineering Associates, "Assessment of Slope Stability, Fredericksburg National Military Cemetery" (Unpublished report prepared for the NPS, October 5, 1990), 1.

281 Cathy Dyson, "Nun still inspires half a century later," *Free Lance-Star*, January 27, 2014; Arlington *Catholic Herald*, May 23, 2029, https://www.catholicherald.com/article/local/schools/a-farewell-to-the-oblate-sisters-at-holy-cross-academy/ (accessed February 29, 2024).

282 Sunken Road CLI, 40–41, 60–61; Clint Schemmer, "Park to raze house atop Willis Hill," *Free Lance-Star*, September 8, 2014.

283 This section covers 1933, the beginning of NPS management of the cemetery, through 1949, the year of the last interment of a service member. This section also corresponds with the end of the post-war era of austerity prior to renewed park investment under the MISSION 66 program.

284 Preamble to The National Park Service Organic Act (16 U.S.C. 1 2 3, and 4), 25 August 1916 (39 Stat. 535).

285 MacCloskey, *Hallowed Ground: Our National Cemeteries*, 123-124.

286 On August 3, 1933, Jas. H. Laubach, Lieutenant Colonel, Quartermaster Corps, wrote a memo to the Quartermaster of the Third Corps Area, Baltimore, concerning the administrative transfer, in which he stated: "It is assumed that from conversations had with representatives of the Interior Department, your advice and recommendations will be sought for some months to come. It is the desire of this office that such assistance as can be rendered be promptly furnished."

287 Based on research by the author on NPS administration of Poplar Grove and Gettysburg national cemeteries. No record of War Department consultation was found in the Fredericksburg and Spotsylvania National Military Park archives, Chatham basement files.

288 Tyler B. Kiener, Superintendent, "Fredericksburg and Spotsylvania National Military Park Annual Report, 1945."

289 *Free Lance–Star*, "Sacrey is Appointed to be Supt. of National Cemetery," September 25, 1940, 1; Zenzen, 60–61; Happel, 56 and appendix, p. 2.

290 Richard Bartlett, "Preliminary Checklist of Records of the NPS Relating to the Civilian Conservation Corps Camps and Works Progress Administration Work Camps" (Unpublished paper, National Archives, June 1945), 3, RG 79, National Archives II.

291 Happel, 56; Zenzen, "At The Crossroads," 59, 65; C. E. Shevlin, Associate Forester, "Report to Chief Forester on Emergency Conservation Work Fredericksburg National Military Park, January 7-11, 1934," RG 79, Entry P-84, box 207; Wilbur Savage, Assistant Forester, Report To the Chief Forester on Emergency Conservation Work…", March 1-31, 1936, RG 79, Entry P-84, box 207, NARA II. Outside of these two reports, there is little documentation of CCC work in the national cemetery.

292 Photograph of soldiers on visitor center grounds, 1942, digital photograph Fredericksburg box 8_c_FNC_15; NPS Branch of Plans & Design, "Flood Damage Repair - Brick Walls, National Cemetery, Fredericksburg National Military Park," November 2, 1942, Electronic Technical Information Center (hereafter, ETIC) drawing FRSP 326_2028. NPS Maintenance Action Team (MAT) excavation of the area behind the wall in 2023 to improve drainage revealed no gutter, but did uncover a brick scupper.

293 *Free Lance–Star,* September 25, 1940, 1.

294 Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park Guidebook (1941), http://www.npshistory.com/brochures/frsp/1941/sec1.htm (accessed February 2024).

295 National Register documentation for Fredericksburg and Spotsylvania National Military Park (2018), Section 7, page 7; Photograph of relief map, Fredericksburg box 2a-C-30, June 1937. The cast-aluminum battlefield identification tablets were installed beginning in 1940.

296 Zenzen, 39–40.

297 "Memorial Day to be Noted Here Sunday," *Free Lance–Star*, May 28, 1937, 1.

298 "Joint Exercises on Memorial Day – Dead of All Wars to be Honored Tomorrow in Dual Ceremony," *Free Lance-Star*, May 29, 1939, 1; "Chaplain will be Speaker at Rites," *Free Lance-Star,* May 27, 1947, 1.

299 Happel, 78; Edward Hummel, Superintendent, "Fredericksburg and Spotsylvania National Military Park Annual Report…Fiscal Year 1943;" "Monthly Report of the Historical-Educational Staff for November," December 4, 1934, RG 79 Central Classified Files, 1933–49, box 2466, NARA II.

300 Edward W. Patterson, 30th District Kansas, House of Representatives, to Arno B. Cammerer, Director, NPS, April 13, 1937, Poplar Grove NPS Records, NARA II, box 2704.

301 NPS Director Arno B. Cammerer to Honorable Edward Patterson, House of Representatives, April 26, 1937, Poplar Grove NPS Records, box 2704, NARA II. Changes to grave markers documented in the CLR for Poplar Grove National Cemetery, 104–109 and CLR for Gettysburg National Cemetery, 164–167.

302 No documentation on proposals to change the grave markers at Fredericksburg was found during research for this report (RG 79 records on Fredericksburg National Cemetery at NARA II were not researched for this issue).

303 Inspection of existing grave markers by author, 2023.

304 "Monthly report of the Historical–Educational Staff for November," December 4, 1934, RG 79 Central Classified Files, 1933-49, box 2466, NARA II; "History of the Fredericksburg National Cemetery," https://fredericksburgnationalcemetery.omeka.net/history (accessed February 13, 2024). Willis's spouse, Lucy Sprague Willis, was reinterred to the plot from another cemetery.

305 *Free Lance–Star*, January 15, 1945, p. 3.

306 During the 1930s, after transfer of national cemeteries to the NPS, the War Department began to develop several large new cemeteries near major metropolitan areas. Department of Veterans Affairs, "Fact Sheet: The National Cemetery Administration" (Unpublished paper, April 2004).

307 Pfanz, Where Valor Proudly Sleeps (digital edition 2007), appendix XII, 273; Find-a-grave, entries for Admol G. and Admol L. Jett, https://www.findagrave.com/memorial/search (accessed February 20, 2024); Eric Mink, comments on June 2024 draft. The two women service members were Edith Rose Tench (interred 1929) and Annie Lockhart (interred 1935).

308 "No Announcement on Park Program," *Free Lance–Star*, October 21, 1933, 1.

309 "Tree Key Sketch," 1934; NPS, Branch of Plans & Designs, "Fredericksburg National Cemetery Development Plan," January 1, 1940, ETIC drawing FRSP 326 2156; Quartermaster map of Fredericksburg National Cemetery, 1892 updated to 1911 (showing graves removed from service road terrace). The main map on the 1940 drawing shows the extended service road and its return toward the service yard that are shown by a blank area in the detail in fig. 1.142. The maps do not show the hitching post relocation; a 1937 photograph shows two hitching posts along Sunken Road and no mounting block, digital photograph Fredericksburg box 26_B_27 August 1937; photo Fredericksburg Box 2a_C_14 dated August 1987 shows two hitching posts along Sunken Road.

310 1940 Development Plan.

311 The brick tracks are visible in a photograph dated June 1937, digital file Fredericksburg Box 2A_C_30 (fig. 1.146).

312 Photograph of the lodge grounds, April 1939, digital file Fredericksburg Box 10_A_Military Use_24. No documentation specific to changes to the lodge grounds was found during research for this report.

313 "Tree Key Sketch," 1934, notes at end of list pertaining to the outbuilding and service road.

314 1940 Development Plan.

315 *Ibid*.

316 Based on a January 1964 inventory of the tablets in the park's digital photograph collection, Fredericksburg box 6_A. No inventory of the War Department tablets between 1933 and 1949 was found.

317 Acting Superintendent Flickinger to Director NPS, December 26, 1933, quoted in CLR for Poplar Grove National Cemetery, 105.

318 A 1937 aerial photograph of the national cemetery appears to show the rostrum. The rostrum does not appear on the Fredericksburg National Cemetery Development Plan dated January 1, 1940. No documentation specific to the removal of the rostrum was found during research for this report.

319 No documentation specific to the removal of the Corps-badge flowerbeds was found during research for this report. The flowerbeds appear on no NPS plans for the national cemetery.

320 "Tree Key Sketch," 1934.

321 E. Shevlin, Associate Forester, "Report to Chief Forester on Emergency Conservation Work Fredericksburg National Military Park, January 7–11, 1934," and Wilbur Savage, Assistant Forester, "Report To the Chief Forester on Emergency Conservation Work…March 1–31, 1936," RG 79 Entry P-84, box 207, file CCC, NARA II, copies in FRSP basement archives; 1945 annual report.

322 NPS Branch of Plans and Design, "Tree Planting Plan, National Cemetery, Fredericksburg & Spotsylvania National Military Park," November 1940, revised February 1942, ETIC drawing FRSP 326_2167. Verification of trees planted according to this plan is not possible because the tree key for new plantings has not been located.

323 This section covers the MISSON 66 improvements of the 1950s and 1960s that were maintained through the early 2000s.

324 Ethan Carr, *MISSION 66: Modernism and the National Park Dilemma* (Amherst: University of Massachusetts Press, 2007), 109-111.

325 Memorandum, Chief, MISSION 66 Staff to Regional Director, Region One, "Approval of Fredericksburg and Spotsylvania National Military Park Prospectus," June 18, 1957; E. T. Sawyer, Associate Director, "Notice of Approval, Fredericksburg and Spotsylvania National Military Park Prospectus April 13, 1956," January 1, 1957; and Memorandum, Chief, MISSION 66 Staff [W. G. Carnes] to Regional Director, Region 1, June 18, 1957, ETIC document FRSP 326_D52; Digital photograph Fredericksburg Box 2a_E_Viewfromtopof flagpole_20 showing brick sign walls but no cannon,

September 6, 1943. The Happel signs, with their gray-painted wood posts/frame and metal board, were modification of the same sign design introduced during the 1930s that featured a stained wood posts/frame, and brown Masonite board.

326 Zenzen, 143, 152, 148, 241.

327 Fredericksburg National Cemetery's administrative code is FRED (per IRMA); the national military park's is FRSP.

328 MISSION 66 Prospectus, April 13, 1956, 4, ETIC FRSP 326 D52. The Jackson Death Site is called Jackson Shrine in the report.

329 "Master Plan for the Preservation and Use of Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park, Volume 1" (Unpublished report, part of MISSION 66 Master Plan, October 1961), 15.

330 NPS, "Master Plan – Fredericksburg and Spotsylvania" (Unpublished NPS report, 1969), 7.

331 NPS, "Fredericksburg and Spotsylvania National Military Park General Management Plan" (Unpublished report, 1986), 39–40.

332 Memorandum, FRSP Superintendent James R. Zinck to NPS Regional Director, May 10, 1982, FRSP Central Files, box 60, file 12.

333 1961 MISSION 66 Master Plan, volume I, 8; Photograph of national cemetery entrance with tour stop sign, #24, ca. 1980, digital file Fredericksburg Box 10_C_Fredericksburg Special Events_6.

334 1961 MISSION 66 Master Plan, volume I, 8; 1969 master plan, 55; Fredericksburg and Spotsylvania National Military Park, "Fredericksburg National Cemetery - A Walking Trail" (Undated brochure, ca. 1985); Sunken Road Walking Trail Map, https://www.nps.gov/frsp/planyourvisit/upload/Sunken-Road-Walking-Trail-Map.pdf (accessed March 13, 2024); Donald C. Pfanz, *Where Valor Proudly Sleeps: A History of Fredericksburg National Cemetery, 1866–1933*, revised/published in 2018.

335 Digital photograph Fredericksburg Box 2b_A_Area in front of Marye's Heights_36, October 1965, showing Bivouac tablets with white background and black lettering and border. No documentation was found on removal of the General Orders and Act of Congress tablets. They are not shown on maps from the 1950s on, and do not exist today.

336 Photograph of completed audio-visual station, digital file Fredericksburg box 2b_A-FNC_14, August 1958.

337 1961 MISSION 66 Master Plan, volume I, 4.

338 The Happel signs were a modification of interpretive panels designed in the 1930s, with the same wood frame, but stained rather than painted, and brown Masonite signboards, rather than cast metal. None of these first-generation interpretive panels were installed in the national cemetery prior to MISSION 66.

339 Sign inventory photographs, 1964, digital files, Fredericksburg Box 6; Undated photograph of compass under construction, ca. 1962, digital file Fredericksburg box 8_C_Maintenance_17. The compass, which was inventoried in January 1964 (digital file Fredericksburg Box 7_A-Signs_27) was built by park staff George Wright and Leonard Wharton.

340 "History Through the Eyes of Stone," 98–99.

341 Photograph of audio-visual interpretive station with worn earthen path, digital file Fredericksburg Box 6_B_ Fredericksburg Interpretive Signs_64, ca. 1975; CLI for Fredericksburg National Cemetery (2011), site plan showing extent of brick walks; Eric Mink, communication with John Auwaerter, February 7, 2024.

342 Photograph of Pearl Harbor anniversary ceremony, December 7, 1991, digital file Fredericksburg Box 11_B_Visitor Use_2_54; Zenzen, 336.

343 Carr, 115; "Work Room & Storage Bldg. National Cemetery [sic], Fredericksburg Battlefield," signed "flp" [undetermined architect/builder], January 5, 1961, FRSP Central Maintenance Files, box 62, folder 10.

344 Memorandum, Superintendent O. F. Northington, Jr. to Regional Director, Region One, Subject: Project Construction Program, May 16, 1961, FRSP Central Maintenance Files box 62 folder 10; NPS Individual Building Data form, "Cemetery Shop & Utility," February 28, 1967, FRSP Central Maintenance Files box 61, folder 14.

345 1969 master plan, 46, 57; 2015 photograph showing trees screening the utility building.

346 NPS Classified Structure Inventory Report - Burlington survey, "National Cemetery - Lodge," 1987, FRSP Central Maintenance Files, box 61.

347 NPS Regional Office, "Planting Plan – Cemetery – Fredericksburg & Spotsylvania Nat'l. Mil. Park," October 1962, ETIC file FRSP_326_2048; Planting Plan, 1942.

348 Memorandum, Regional Director James W. Coleman, Jr. to Superintendent James R. Zinck, June 7, 1989, Re: May 5, 1989 Storm Damage Assessment & Emergency Funding Request, FRSP Central Maintenance Files scans.

349 Memorandum, Regional Director James W. Coleman, Jr. to FRSP Superintendent James R. Zinck, June 7, 1989, Central Maintenance Files scans.

350 Brian Dendis, FRSP Chief of Maintenance to Terry Vines, National Parks Conservation Association, March 20, 1992, Central Maintenance Files, box 81; Virginia Turf & Irrigation, Inc., "Fredericksburg National Cemetary [sic] Irrigation Layout," June 2, 1998, ETIC, box 198, folder 001, 002; Eric Mink, e-mail to author, February 16, 2024.

351 The section provides a brief overview of changes in the landscape from the early 2000s through 2023. Unless otherwise noted, documentation is based on communication with park staff, PMIS project statements in PEPC going back to 2006, the 2011 Cultural Landscape Inventory, and photographs taken between 2004 and 2023.

352 Project statements: PMIS 163051 and 2447077, "Complete Repointing and Reconstruction of Brick Boundary Wall" and "Repoint and Reconstruction Brick Boundary Walls," January 26, 2010 and October 20, 2027; PMIS 273631, "Rebuild Cemetery Wall Panel Due to Storm Damage," April 22, 2019; PMIS 162473, "Rehabilitate Concrete Sidewalks, Curb, and Driveway at the National Cemetery Lodge and Entrance," January 20, 2010; "PMIS 325038, "Address Erosion on Southside Embankment of National Cemetery," February 23, 2022; "PMIS 326310, "Address Deferred Maintenance at Fredericksburg National Cemetery," July 20, 2022.

353 Eric Mink, FRSP Historian and Cultural Resource Specialist, communication with author, February 7, 2024. The 1961 garage was removed in 2024, along with the adjacent asphalt pavement on the north end of the service road.

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# Existing Conditions

Fredericksburg National Cemetery, historically a first-class unit of the US Army's National Cemetery System and since 1933 one of fourteen Civil War-era national cemeteries in the National Park System, is a historic designed landscape that commemorates the thousands of military personnel interred within its brick walls, from the Civil War through the first half of the twentieth century. As legislated by Congress, national cemeteries are primary memorials to the military history of the United States.[1]

**Figure 2.1. The burial divisions on the top of Willis Hill looking west along the main drive toward the Humphreys monument at the center of the cemetery, 2022. (SUNY ESF)**

Fredericksburg National Cemetery, encompassing twelve acres on Willis Hill (NPS tract 02-112), is at the western edge of the traditional homelands of the Rappahannock people, whose name means "from the place where the water rises and falls," referring to the tidal nature of the Rappahannock River across the Coastal Plain. The Rappahannock Tribe is federally recognized and was recognized by the state as one of the indigenous tribes of Virginia in 1983. The region to the west on the Piedmont is the traditional homeland of the Manahoac people. The related Monacan people are a federally recognized tribe and were recognized by the state as one of the indigenous tribes of Virginia in 1989.[2]

Fredericksburg National Cemetery has an overall layout that is typical of Civil War-era national cemeteries characterized by a geometric quadrant of burial divisions with evenly spaced rows of grave markers in the main burial area on the plateau of Willis Hill (fig. 2.1). A distinctive aspect are the nine terraces on the eastern slope of Willis Hill that contain graves, the lodge, and service area (fig. 2.2). The terraces form the front of the national cemetery on the historic approach along Lafayette Boulevard extending east to Fredericksburg's train station.

**Figure 2.2. The terraces on the east slope of Willis Hill looking south from the lodge across the main drive with the 5th Corps (Butterfield) monument at left, 2022. (SUNY ESF)**

The following sections provide a brief overview of the existing landscape as of 2024, including its management and use, physical context and setting, and the designed landscape within the enclosure

walls. Existing conditions are illustrated through photographs and existing conditions plans (drawings 2.1, 2.2).[3]

## MANAGEMENT AND USE

Fredericksburg and Spotsylvania National Military Park manages Fredericksburg National Cemetery as part of the Fredericksburg Battlefield unit of the park, although the cemetery is its own administrative unit of the National Park System.[4] While related to the commemorative purpose of the national military park, the national cemetery has its own distinct enabling legislation and purpose, as defined in regulations that govern the use and management of national cemeteries within the National Park System:

> National cemeteries are established as national shrines in tribute to the gallant dead who have served in the Armed Forces of the United States. Such areas are protected, managed and administered as suitable and dignified burial grounds and as significant cultural resources. As such, the authorization of activities that take place in national cemeteries is limited to those that are consistent with applicable legislation and that are compatible with maintaining the solemn commemorative and historic character of these areas.[5]

Fredericksburg shares a history and physical character similar to most Civil War-era national cemeteries. The one most closely related is Culpeper National Cemetery, which also received remains from the battlefields in the Fredericksburg region. It is located thirty-five miles to the northwest of Fredericksburg and is administered by the Department of Veterans Affairs (VA). Arlington National Cemetery, which once supplied annual plants to Fredericksburg, is an Army-administered cemetery located fifty-two miles to the north. There are several VA national cemeteries about sixty to seventy miles to the south in and around Richmond. The closest Civil War-era national cemeteries administered by the National Park Service are Battleground in Washington, D.C., sixty miles to the north, and Poplar Grove National Cemetery, part of Petersburg National Battlefield, about 85 miles to the south.

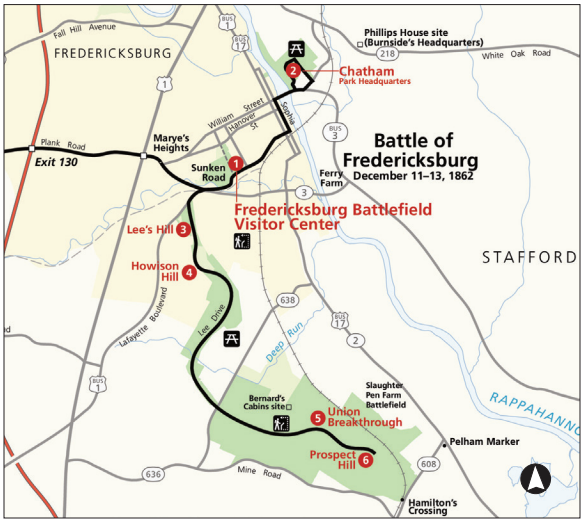


**Figure 2.3. Current park brochure map of the Fredericksburg Battlefield unit showing six driving tour stops and other points of interest. The map does not identify Fredericksburg National Cemetery. (National Park Service)**

### Cemetery Visitation and Interpretation

Visitation to the national cemetery is integrated with visitation to the national military park. Park orientation and interpretation is focused on the four battlefield units, each of which has its own driving tour. The Battle of Fredericksburg driving tour has six stops, beginning at the Fredericksburg Visitor Center, with stop 2 at the park headquarters (Chatham) and stops 3 through 6 along Lee Drive (fig. 2.3). The national cemetery is a featured part of the Sunken Road Walking Trail that begins at the visitor center and extends along Sunken Road, up Marye's Heights, and through the national cemetery with the Humphrey and 5th Corps (Butterfield) monuments

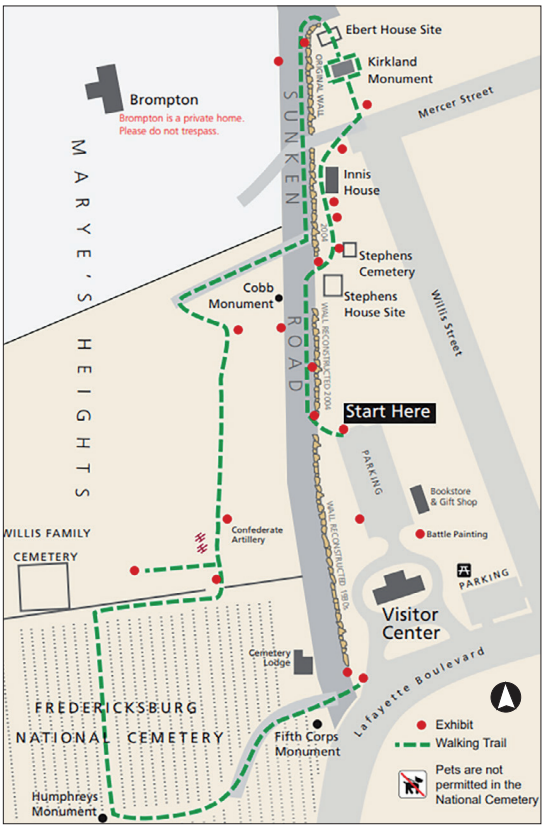


**Figure 2.4. Map of the Sunken Road Walking Trail that takes visitors through the national cemetery. (Fredericksburg and Spotsylvania National Military Park website, https://www.nps.gov/frsp/planyourvisit/upload/Sunken-Road-Walking-Trail-Map.pdf)**

highlighted (fig. 2.4). The trail exits through the cemetery's main entrance gates. There is no trail or driving tour specific to the national cemetery.[6]

Fredericksburg National Cemetery is open to visitors from dawn to dusk. The lodge, historically the point of contact for visitors, is a park staff residence that is closed to the public. Visitor services are provided in the Fredericksburg Battlefield visitor center across Sunken Road from the cemetery gates. The interpretive displays in the visitor center are focused on the Battle of Fredericksburg and do not discuss the national cemetery. Park rangers provide guidance related to visiting the cemetery, and upon request, provide a map of the cemetery. The burial register is available online if visitors wish to locate individual graves. The burial register is also available on the park website on a page for the national cemetery that is four tabs deep from the home page under "Learn About the Park." There is no permanent display of the cemetery map or grave-finding information within the cemetery.[7]

Interpretive devices within the national cemetery include War Department-style identification tablets that mark battlefield sites that predate the national cemetery, including Marye's Heights, Willis Cemetery, and Washington Artillery (Longstreet's Line), plus a MISSION 66-era bronze compass that indicates the location of battlefield sites in the region (fig. 2.5). There is one standard National Park Service interpretive wayside within the cemetery at the Washington Artillery site that discusses the Second Battle of Fredericksburg. Outside the main gate and the north gate are interpretive waysides on the national cemetery that provide an overview of the interments, dates of establishment, and grave marker types, with a historic photograph of the terraces.

**Figure 2.5. Examples of interpretive devices in the national cemetery: a battlefield site identification tablet (left, backside), standard National Park Service interpretive wayside (right of center), and battlefield directional compass (right) looking northeast, 2022. In the center background is an inscription tablet that is a cemetery commemorative feature. (SUNY ESF)**

The park's draft long-range interpretive plan (2021) addresses the national cemetery as part of the Fredericksburg Battlefield unit of the park, consistent with prior park planning. The plan identifies the need to broaden interpretation from the Civil War to post-Civil War history, into Reconstruction and beyond. The plan includes specific recommendations for addressing the establishment of the cemetery and early efforts of the local African American community to carry forth the emancipationist

legacy of the war. Overall, the plan identifies the national cemetery as the place where the immense cost of the battle of Fredericksburg can be comprehended and contemplated, and it recommends expanding media and programs to improve interpretation of the national cemetery and the park's commemorative landscapes generally. The plan does not mention the purpose of the national cemetery that is broader than the park's focus on the Civil War and related themes. [8]

#### Cemetery Use

The Fredericksburg Battlefield visitor center, the formal entry point for visitors to the national cemetery, receives approximately 65,000 visitors per year, but not all visitors walk up Willis Hill to the national cemetery. The most heavily visited portions of the national cemetery is the route of the Sunken Road Walking Trail that includes the center at the Humphreys monument down the main drive to the entrance gates (see fig. 2.4). The top of the terraces extending south to the site of the Washington Artillery has long been a popular route due to its scenic views and collection of battlefield interpretive devices.[9]

**Figure 2.6. The Fredericksburg National Cemetery Memorial Day luminaria looking southwest across Divisions B and C, 2023. (National Park Service)**

The park hosts one major annual ceremony at Fredericksburg National Cemetery on Memorial Day, which in recent years has included a keynote speaker and a color guard performed by the 23rd Regiment U.S. Colored Troops living history unit. The park's Memorial Day commemoration also includes a luminaria event held every year since 1997. On the Saturday of Memorial Day weekend, volunteers set out luminaria (lights in paper bags) at each grave to honor all who have died in service to the country (fig. 2.6).[10]

#### Landscape Maintenance

The park's management of the national cemetery landscape in recent years has followed a preservation and maintenance approach, pending future treatment guidance. The park's General Management Plan and other planning documents do not specify treatment of the national cemetery landscape, except to maintain it and to use the lodge as park staff housing. There are no maintenance facilities within the cemetery. Maintenance operations and equipment are based in the central park maintenance facility on Freedom Court south of Fredericksburg.

The focus of the park's ongoing maintenance in the national cemetery is mowing and trimming. During the growing season, the park cuts the cemetery lawn every eight to ten days, depending on conditions. It generally takes four park staff three to four days to cut and trim the entire cemetery. To cut the terraces, the park uses a robotic mower that is safer than push mowers and does not cut up the steep grass banks. Staff use string trimers around the grave markers. The park does not

feed the cemetery lawn. An irrigation system on the terraces is not operable, and there are no spigots elsewhere in the cemetery for watering. Aside from lawn care, ongoing and cyclic maintenance includes cleaning grave markers, which is done by volunteers and Boy Scout troops using D2 cleaning solution; and painting tablets, which is also done by volunteers. Monuments are conserved on a cyclic basis as part of a park-wide monument conservation program.[11]

Current and potential pests and diseases that impact the national cemetery landscape include hemlock woolly adelgid (HWA), a non-native insect that kills Eastern hemlocks, especially specimens that are older and are at the southern extent of their range, which places them under greater stress than in more northern climates. The cemetery has seven hemlocks that fit these conditions, but HWA is presently under control. The cemetery has also had problems in recent years with burrowing groundhogs, which have done extensive damage to graves and other ground. The cemetery is presently developing a plan with the US Department of Agriculture to address this problem.[12]

Maintenance of the national cemetery is tracked through the park's Facilities Management Software System. Maintained facilities in the national cemetery are inventoried by Locations defined by Asset types. The national cemetery has one Maintained Landscapes (Asset type 3100) Location record: National Cemetery Grounds (23583). Assets associated with this Location record include the iron entrance gates, trees, shrubs, views, gun monuments, Bivouac of the Dead tablets, flagpole, hitching post, terrace steps, brick wall [enclosure], grave markers, turf, and terrace irrigation system. Other Location records are monuments (Asset type 7100), including the Humphreys, 5th Corps, 127th Pennsylvania, and Moesch monuments, along with the MISSION 66-era compass; roads (1100), which has one asset, the Marye's Heights National Cemetery Road (Rt 0408); one building (4100), the Lodge; and interpretive media (7500), three interpretive waysides inside and adjacent to the cemetery inventoried as "FBF Willis Hill Trail [Sunken Road Walking Trail] Interpretive Media."[13]

#### National Cemetery Investment Initiative

In 2023, the National Park Service launched an initiative, coined Operation Enduring Honor, to improve the condition of the fourteen national cemeteries in the National Park System. The focus of the initiative is addressing deferred maintenance and overall decline in condition that detracts from the solemn commemorative purpose and historic character of these historic designed landscapes. Regions have mobilized Maintenance Action Teams (MATs), formed to undertake maintenance and repairs in national parks, to improve conditions in the NPS national cemeteries.[14]

Two MAT teams began work in 2022 at Fredericksburg National Cemetery assessing the condition of historic structures and the cultural landscape. In 2023,

the cultural landscape MAT team completed clearing, slope stabilization, and repair of drainage structures along the southern, eastern, and northern portions of the cemetery enclosure. Maintenance work has also addressed the deteriorated condition of the brick enclosure wall and repairs to the Humphreys monument.[15]

#### Growing Conditions

The climate in the Fredericksburg area, located in the Rolling Coastal Plain ecoregion just east of the Northern Outer Piedmont ecoregion, is classified as humid subtropical characterized by hot and humid summers and cool to mild winters. Fredericksburg National Cemetery is in USDA Hardiness Zone 7b, with an average low temperature of between 5 to 10 degrees Fahrenheit (a half-zone higher than it was in 2012). The area averages between 46 and 60 days over 86 degrees. The average first frost is between October 11 and 20, and the last frost occurs between April 21 and 30. Monthly precipitation averages between three and four inches, with the combined average annual at 43.04 inches.[16]

Native soils within the national cemetery are the Charles City Formation (Qcc) found in uplands on the Coastal Plain. They are characterized as light- to medium-gray and light-to-dark yellowish and reddish-brown sand, silt, and clay from surficial deposits of riverine terraces and plains. Charles series soils are typically very deep and poorly drained.[17]

### **LANDSCAPE CONTEXT** (DRAWING 2.1)

Fredericksburg National Cemetery is within the incorporated city of Fredericksburg, which has a population of 28,757 (2022) and is surrounded by Spotsylvania County, a growing suburban region along the Interstate 95 corridor with a population of 149,828 (2023 estimate). The national cemetery is mostly surrounded by park property, except for the eastern front along Lafayette Boulevard, a two-lane arterial formerly known as the Richmond Highway (US 1). The Amtrak train station on the Washington-Richmond line is along Lafayette Boulevard approximately three-quarters of a mile east of the national cemetery and the historic downtown core of Fredericksburg is about one mile to the northeast. [18]

The national cemetery anchors the south end of Willis Hill, a ridge that extends in a north-south orientation west of downtown Fredericksburg and the Rappahannock River. The continuation of the ridge to the north is known as Marye's Heights and includes the campus of the University of Mary Washington, a public liberal arts institution founded in 1908 with a current enrollment of approximately 3,500 students. The portion of the state-owned campus closest to the national cemetery are the athletic facilities, which are visible from within the cemetery across a field on the former Montfort Academy property that is now part of the park (fig. 2.7). Due north of the national cemetery is the university

**Figure 2.7. The lights and rooftops of the University of Mary Washington athletic facilities looking from near the north cemetery wall, 2023. The field is park property on the former Montfort Academy campus on Willis Hill. (SUNY ESF)**

**Figure 2.8. Winter view at dusk of the commercial and industrial area south of Willis Hill, looking southwest from the national cemetery, 2023. The ridge in the distance is the portion of the Fredericksburg Battlefield along Lee Drive. (SUNY ESF)**

**Figure 2.9. Winter view of the historic cemetery approach along Lafayette Boulevard looking west from Spottswood Street showing axis with the cemetery flagstaff and 5th Corps monument, 2023. The axis is less apparent when the trees are in leaf. (SUNY ESF)**

president's residence and a pre-Civil War-era house known as Brompton that is state-owned property within park boundaries. To the south of Willis Hill and the national cemetery is Hazel Run, a tributary of the Rappahannock River; recently built high-density residential developments off Lafayette Boulevard; and a commercial-industrial district (fig. 2.8). The Blue and Gray Parkway (VA 3), a four-lane divided highway that forms a bypass around downtown Fredericksburg, is south of the cemetery.[19]

#### Cemetery Approach and Access

Public vehicular access to the national cemetery is from Lafayette Boulevard, a municipally maintained two-lane road lined by a mix of residential and commercial buildings dating from the late nineteenth through the mid-twentieth centuries. The portion of Lafayette Boulevard east of the cemetery gates was historically the government-owned approach road to the national cemetery known as National Boulevard that is on axis with the cemetery flagstaff, 5th Corps monument, and cemetery gates (fig. 2.9). Although from a distance the historic axis with the cemetery flagstaff is still apparent, this portion of Lafayette Boulevard does not convey the character of a ceremonial approach due to the lack of a unified streetscape, varied traffic and parking patterns, and the curve that replaced the original T-intersection with Sunken Road at the cemetery gates. A large red maple and commercial properties surrounded by parking lots across Lafayette Boulevard further obscure the historic axial approach to the national cemetery.

A triangular area defined by the cemetery enclosure wall and the curve in Lafayette Boulevard forms the near approach to the national cemetery (fig. 2.10). This approach triangle is mostly mown grass, with a concrete walk to the national cemetery gates that roughly follows the old alignment of National Boulevard and remains bordered by the original north curbline of the street. Sunken Road

**Figure 2.10. The near approach to the national cemetery looking west showing concrete walk and turf in the triangle formed by the curve of Lafayette Boulevard, 2023. This area historically contained the perpendicular intersection of National Boulevard and Sunken Road in front of the cemetery gates. (SUNY ESF)**

**Figure 2.11. Lafayette Boulevard looking east from the curve at the national cemetery, 2023. The brick sidewalk follows the historic axis of National Boulevard. At left is the Fredericksburg Battlefield visitor center. (SUNY ESF)**

**Figure 2.12. Crosswalk and diagonal brick walk from the visitor center that provides the primary visitor access to the national cemetery, looking southwest, 2023. (SUNY ESF)**

historically continued through the approach triangle, but presently stops at the entrance walk.

Visitors to the national cemetery arriving on foot can follow the historic axial approach along the sidewalk on the north side of Lafayette Boulevard (fig. 2.11). Most visitors, however, arrive by car or bus from the visitor parking lot at the rear of the Fredericksburg Battlefield visitor center. To reach the national cemetery, visitors take a crosswalk on the visitor center entry drive to a brick walk that extends diagonally to the main gates (fig. 2.12). Identification tablets along this walk identify the battlefield (Marye's Heights) and not the national cemetery. Two interpretive waysides at the intersection of the diagonal walk and sidewalk provide information about the battlefield and the national cemetery. Secondary access to the national cemetery is from the Sunken Road Walking Trail that extends west from the visitor center, up the former Montfort Academy entrance drive to the top of Willis Hill, and then along a surfaced path to the north gate of the national cemetery (fig. 2.13). An interpretive wayside outside the north gate provides information about the cemetery.

There are no sidewalks along Lafayette Boulevard south of the cemetery entrance, and no formal connection to the recently developed Central Virginia Railway Trail that extends west from the Fredericksburg train station to the south of Willis Hill and west toward Chancellorsville. The trail passes beneath Lafayette Boulevard at the bridge across Hazel Run and then loops around the Howison's Mill site at the south foot of Willis Hill, but there are no trail connections to the adjacent park property and cemetery. Pedestrian connection from the trail to the national cemetery is possible via sidewalks along Willis Street, which crosses the trail, and Lafayette Boulevard.

#### Cemetery Terraces Viewshed

Views within the national cemetery are primarily internal due to the ridge top plateau and border

**Figure 2.13. The north entrance to the national cemetery along the Sunken Road Walking Trail on Willis Hill looking south, 2023. The trail has a rubber mulch surface. (SUNY ESF)**

**Figure 2.14. Development east of Lafayette Boulevard visible from the cemetery terraces looking northeast, 2023. The railway trail is along the line of woods in the right background, beyond which are the Highlander Park Garage Townhomes. To the left of the railway trail is the large undeveloped lot along Ludlow Street and the Oberle School. (SUNY ESF)**

**Figure 2.15. Development east of Lafayette Boulevard visible from the cemetery terraces, looking northeast from the triangle across the main drive to the entrance gates, 2023. (SUNY ESF)**

of woods, except along the terraces that provide elevated views east across Fredericksburg to the distant wooded heights along the east bank of the Rappahannock River. The foreground of this view is characterized by commercial, institutional, and residential development east of Lafayette Boulevard that dates to the mid-twentieth century and recent years. The Virginia Central Railway Trail extends through the area. Parallel to this trail along an extension of Willis Street is a new residential development, Highlander Park Garage Townhomes, consisting of multiple three-story buildings that contain 91 units (fig. 2.14). To the north across the railway trail is a large undeveloped lot along Ludlow Street and a large one-story former industrial building that contains the Oberle School-Employment Resources Incorporated.[20] Views from the terraces along the main drive and entrance gates are to asphalt parking lots, a newer office building set back from the road, the Picket Post Civil War Military antiques shop in a former walk-up dairy bar, and a two-story brick building that contains the Battlefield Restaurant (fig. 2.15).

#### Fredericksburg and Spotsylvania National Military Park

Fredericksburg National Cemetery's twelve acres are managed as part of the larger national military park that covers approximately 145 square miles, with 7,600 acres in federal fee ownership.[21]

The national cemetery is surrounded by national military park property on all sides, except for the east side bordering Lafayette Boulevard. All of this property, amounting to 36.6 acres, is part of the Fredericksburg Battlefield unit of the park and has been identified in the park's Cultural Landscape Inventory as the Sunken Road Landscape.[22] Along the east side of the cemetery north of the main entrance gate is Sunken Road (tract 02-111), an earthen road that is closed to traffic that the National Park Service manages to interpret its Civil War history, together with an adjacent stone wall that was rebuilt by the Civilian Conservation Corps in 1939 (fig. 2.16). The earthen section of Sunken Road, once

**Figure 2.16. Sunken Road and the reconstructed stone wall looking south with the national cemetery in the right distance, 2022. The national cemetery garage (brown building) was removed in 2024. The terraced land at right is part of the park's Willis Hill area. (SUNY ESF)**

**Figure 2.17. The grass triangle at the bend in Lafayette Road looking north showing former alignment of Sunken Road that paralleled the national cemetery enclosure wall, 2022. (SUNY ESF)**

**Figure 2.18. The visitor center, circular entrance drive, flagstaff, and one of two sign walls in the approach to the national cemetery, looking southwest, 2023. (SUNY ESF)**

known as Court House Road and Telegraph Road, stops at the concrete walk to the national cemetery gates. The road historically continued south parallel to the national cemetery enclosure wall. Most of this section is today part of Lafayette Boulevard; turf conceals the former alignment of the road south of the cemetery gates (fig. 2.17). This section remains part of the public right-of-way but is maintained by the National Park Service.[23]

East of Sunken Road is the Fredericksburg Battlefield visitor center area (tracts 02-105 to 02-110) that contains the visitor center building and its surrounding designed grounds that include a bookstore building and visitor parking lots, with Sunken Road bordering the west side. The Colonial Revival-style visitor center building, constructed in 1936 as the park's administration building and surrounded by a semi-circular entrance drive, flagstaff, and two prominent signs on brick walls, forms the setting of the near approach to the national cemetery (fig. 2.18).

North of the national cemetery is the park's Willis Hill area (tract 02-103, 8.52 acres) that it acquired in 1998 from the Montfort Academy, a Roman Catholic primary school. This area is accessed by the Sunken Road Walking Trail that connects to the north gate of the national cemetery. The landscape contains remains of Confederate earthworks and numerous specimen trees that date to the academy and prior residential uses (fig. 2.19). The park maintains a large open field on the western part of the tract for landscape maintenance uses and as overflow parking for special events in the national cemetery (see fig. 2.7). Within the center of Willis Hill immediately north of the national cemetery enclosure wall is the Willis Cemetery, a privately-owned family burial ground with perimeter brick walls and stone gate piers that predate the Civil War (fig. 2.20). Some of the grave markers also predate the war. The cemetery's brick wall is taller than the national cemetery enclosure wall and is approximately two feet apart from it (fig. 2.21).

Figure 2.19. Specimen trees on Willis Hill, looking north through the north gate of the national cemetery along the Sunken Road Walking Trail, 2023. (SUNY ESF)

Figure 2.20. Willis Cemetery looking west from the Sunken Road Walking Trail with the national cemetery enclosure wall at left, 2023. (SUNY ESF)

Figure 2.21. Willis Cemetery (burial ground) looking northwest across the national cemetery enclosure wall showing proximity of the two walls, 2023. (SUNY ESF)

Figure 2.22 Woods with ivy-covered trees on the park's Howison tract south of the national cemetery, looking north across Lafayette Boulevard, 2023. (SUNY ESF)

West and south of the national cemetery is the park's Howison Mill area (tract 01-160, 11 acres) that includes the steep southern side of Willis Hill with an abandoned sand and gravel quarry, mill race and road traces, and the site of Howison's Mill near Hazel Run and Lafayette Boulevard. The tract is entirely wooded, except for a recently cleared border along the national cemetery enclosure wall. Part of the woods on the south hillside are recent second growth that postdates closing of the quarry in the 1970s. Some trees near the cemetery are covered in English ivy that escaped from War Department-era plantings along the inside face of the brick enclosure wall (fig. 2.22). The hillside above the quarries and close to the national cemetery enclosure wall is subsiding.

## FREDERICKSBURG NATIONAL CEMETERY LANDSCAPE

The iconic image of Fredericksburg National Cemetery, as captured in many postcards, is the main entrance gates with the terraces, large trees, 5th Corps (Butterfield) monument, and flagstaff in the background (fig. 2.23). This is the entry point to a designed landscape that is described here by two overall components: the burial grounds, including the divisions-sections and terraces, and the cemetery grounds consisting of the landscape outside of the burial grounds.

**Figure 2.23 The main entrance to the national cemetery with the 5th Corps monument at left and the triangle in the background, 2023. The flagstaff is partly hidden behind a large holly tree to the left of center. (SUNY ESF)**

### BURIAL GROUNDS (DRAWING 2.2)

The burial grounds, as laid out between 1866 and 1868, consist of a square divided into four divisions identified by the letters A, B, C, and D, and the terraces (figure 2.24, see also drawing 2.2). Each division is divided into sections identified by letters, a through f. Division C has the most

**Figure 2.24. Map of the national cemetery showing organization into the burial grounds (divisions and terraces), and remainder of the cemetery landscape that includes the drives and areas that have their own distinct character, including the enclosure, triangle, circle, center, and lodge grounds-service area. (SUNY ESF)**

**Figure 2.25. Rows of graves in division A, looking south, 2022. (NPS Park Cultural Landscapes Program)**

**Figure 2.26. Rows of graves on the terraces looking south from the lodge, 2022. (SUNY ESF)**

**Figure 2.27. Terrace #8 containing the service drive, and terrace #7 containing a double density of graves, looking southwest from the service area, 2022. The asphalt pavement at right and left, which was removed in 2024, was part of the service road turn-around constructed around 1962. (NPS Park Cultural Landscapes Program)**

sections (6) due to its smaller sections necessitated by the irregular topography of the ravine at the south side of the cemetery. Divisions A and D, located east of the center, only contain two sections, most likely because the original plan was made before the terraces were laid out. Division A has a remote section west of division B (section b). Graves within the divisions are in straight rows and are not segregated by state or rank, or known and unknown graves, as was the custom in most national cemeteries (fig. 2.25). Graves within the divisions are spaced five feet apart, with rows approximately 8.5 feet apart.

The terraces are identified by number, with terrace #1 at the top at the same elevation as the adjacent divisions. Each terrace contains a single row of graves on level surfaces (terrepleins) between fourteen and seventeen feet in width, or about twice the spacing of the rows in the divisions (fig. 2.26). The terrace banks behind the graves rise approximately five feet. Two sets of brick walks built in 1875, with steep risers and without cheek walls and railings, ascend the terraces south of the main drive; the shorter (lengthwise) terraces to the north do not have brick steps.

To the south of the main drive there are nine burial terraces, with a tenth mostly empty terrace at the base adjacent to the enclosure wall. To the north of the main drive, there are eight burial terraces with the wider ninth terrace containing the lodge and service area. The service road occupies the eighth terrace; the graves originally on this terrace were moved to terrace #7, which thus has a double density of graves compared to other terraces (fig. 2.27)

The north end of terrace #10 contains the cemetery's officer section laid out around 1900. This section, which extends from the 5th Corps monument south to beyond a large tulip tree, contains one row with ten graves (fig. 2.28).

**Figure 2.28. The wide north end of the tenth terrace containing the officer section with its row of marble grave markers, looking north toward the lodge, 2023. (SUNY ESF)**

**Figure 2.29. Fredericksburg's Civil War-style markers, 2022. Left: upright slab (headstone) for known graves. Right: Block for unknown graves. Note erosion around known marker that has exposed the unfinished base. (SUNY ESF)**

**Figure 2.30. Post-Civil War-style government markers, 2023. Left: Spanish-American War marker (white marble, not cleaned) introduced in 1904. Right: General-style marker introduced in 1922, showing recent cleaning. (SUNY ESF)**

### Grave Marker Types

Fredericksburg has approximately 6,791 graves, most of which contain standard government markers with a small number containing private (non-government furnished) markers. Most government grave markers are the Civil War type, but reflect an alternate specification made of gray granite, unlike the standard white marble used in nearly all other Civil War-era national cemeteries. Installed in 1876, Fredericksburg's Civil War markers share the same use of an upright slab for known graves, and square posts known as blocks for unknown graves (fig. 2.29). The known markers also share the same dimensions as the marble version—10 inches wide and 4 inches thick with a slightly-rounded top designed for an installation height of 12 inches, but do not have a recessed shield that is standard on marble known markers. The unknown blocks are the same dimensions as their marble counterparts: 6 inches by 6 inches at an installed height of 4 inches. Inscriptions on the markers were done by hand and have a less regular character than the machine-produced inscriptions on the marble counterparts. Fredericksburg's known markers also have small-capital inscriptions, curved or straight depending on the length of the name, instead of all capitals used on the marble versions, and have the grave number inscribed on the top of the stone rather than the face. The unknown blocks also have the grave number inscribed on top, along with the number of interments in the grave if more than one, consistent with marble versions.

Fredericksburg has several Civil War recessed shield-style marble markers added between circa 1897 and 1904, when the cemetery ceased use of the granite markers. Most marble markers with recessed shields in the cemetery are Spanish-American War markers, which the War Department introduced in 1904 (fig. 2.30). These feature a different font and are larger than the originals at 12 inches wide rather than 10, and an installed height of 18 inches

**Figure 2.31. Two examples of private markers in Division B near the top of the terraces, 2023. (SUNY ESF)**

**Figure 2.32. The private marker at the grave of Sergeant Townsend installed by 1871, looking east from the Humphreys monument, 2023. This is the oldest grave marker in the cemetery. This image also shows how many of the unknown blocks are not visible from a distance due to sinking or increase in the height of the ground and turf. (SUNY ESF)**

**Figure 2.33. Grave markers at the western edge of division A - section C looking south showing known markers facing west with the drive immediately to the right of the markers, 2023. The grave shaft is behind the markers in this half of the section. See also figure 2.41 that shows the position of the graves to the right of the drive. (SUNY ESF)**

rather than 12. In 1922, the War Department issued another headstone style for marking graves of those who served in World War I, known as the General and adopted as the standard marker for all successive graves. These are also upright marble slabs, but with incised inscriptions and a faith symbol, no recessed shield, and larger dimensions at 4 inches thick, 13 inches wide, and an installed height of approximately 24 inches (see fig. 2.30).[24]

Fredericksburg has fifteen private markers, most of which are located at the crest of Willis Hill on south terrace #1 and adjacent burial sections.[25] These are in a variety of styles and materials, from marble obelisks and slabs to large gray granite monuments typical of those found in private cemeteries (fig. 2.31). Per national cemetery regulations, these were installed in place of government markers with permission of the Quartermaster General. All but one of the private markers are for post-Civil War interments. A marble slab marking grave #2292— Sergeant Edward L. Townsend of the 25th New Jersey near the center of the cemetery—was installed by his family prior to 1871 before the government markers in 1876 and is thus the oldest grave marker in the cemetery (fig. 2.32).

#### Grave Marker Orientation

Grave markers throughout the cemetery are believed to be at the head of the grave shaft (headstones).[26] Within the divisions (A, B, C, and D), the inscriptions on the known Civil War grave markers face the nearest north-south drive. One half of the markers in each section therefore faces west, and the other half faces east (see drawing 2.2). For example, the existing known grave markers in the west half of division A, section C northeast of the Humphreys monument face west toward the center north-south drive (fig. 2.33). The grave shafts are therefore behind (east of) the markers in this half of the section.[27]

The graves on the terraces all face east, except for the row at the top of the terraces (terrace #1) that

faces west toward the adjacent drive. The grave shafts are all in front of the grave markers, except on terrace #1 where they are in the back.

#### Grave Marker Condition

Many of the grave markers reflect the long-standing lack of a cleaning program to remove stains and biological growth. Cleaning of the granite markers has generally not been as critical as for marble markers because there is less staining, but the granite still accumulates a substantial amount of biological growth (see fig. 2.33). The park has recently begun a cleaning program undertaken by volunteers, which began in division B in 2022. Cleaning is done with D/2 Biological Solution©, a cleaner that is gentle on stone and widely used on historic masonry.[28]

A recent survey counted 6,642 visible grave markers, reflecting a reduction in the total number of graves (6,791) due to some markers being removed or covered. Some markers on the south terraces have disappeared beneath soil that has eroded from the adjacent banks (fig. 2.34). Throughout the cemetery, many unknown blocks are hidden by turf or subsidence due to their small size and low profile, and some markers have been obscured or subsumed by trees (fig. 2.35). Throughout the cemetery, many of the markers, including both known and unknown, have shifted out of alignment, or have sunken, or the ground around them has been eroded or heaved. The recent visual survey identified that appropriately seventy-five percent of the markers need realignment (horizontal and/or vertical).[29]

**Figure 2.34 Terrace #7 looking north showing slumping of the bank and concealment of grave markers, notably unknown blocks, 2022. (SUNY ESF)**

**Figure 2.35. Grave markers obscured through heaving from tree roots, showing a red maple planted between grave markers on terrace #7, looking west, 2022. (NPS Park Cultural Landscapes Program)**

#### Turf

Turf within the burial grounds, which also extends across the overall cemetery landscape, is a mix of cool-season grasses and forbs that dates to the initial development of the cemetery. There are several areas of zoysiagrass, a spreading warm-season grass that produces a dense, single-species turf mat that grows slowly and turns brown when it enters dormancy during the cooler months, usually from mid-October to late April. The park introduced zoysiagrass over the past two decades to reduce mowing and wear-and-tear on slopes. There is a large patch on the lower north terraces, and four patches in and around the ravine in division C that are most visible during winter die-back (fig. 2.36).

**Figure 2.36. Zoysiagrass patches in the national cemetery. Left: Summer view of zoysiagrass on the northern terraces showing uniform appearance and texture, 2022. Right: Winter view of patches of dormant zoysiagrass within the established cool-season green turf along the slopes of the ravine in division C, looking southwest, 2023. (SUNY ESF)**

**Figure 2.37. Sections within divisions B and C that have no remaining trees, looking west, 2023. (SUNY ESF)**

**Trees and Shrubs**

The burial grounds contain fifty-two specimen trees, a substantial reduction from the density that existed at the height of plantings in the late nineteenth century.[30] The trees are in a random distribution within the burial divisions, generally along the edges of sections, or in the walks behind the grave markers and off the grave shaft. Large areas of the cemetery are devoid of any canopy (fig. 2.37). Sections A-b, C-b, and C-c have no trees, and sections A-c, B-b, B-c, C-a, D-a, and D-c have three trees or less. There are twenty-three species of trees, with a mix of deciduous, broadleaf evergreen, and conifers. The most numerous species are Eastern red-cedar, Norway maple (an invasive species), Eastern hemlock, American holly, and red maple. The three largest trees, which most likely were planted in the 1870s and early 1880s, are a tulip-tree on terrace #10 at the officer section, and a gingko and tulip-tree in sections B-a and B-c (fig. 2.38). The oldest trees are Eastern red-cedars, one each along the terrace steps and one along the north leg of the main drive, which are remnants of plantings by the burial corps in circa 1868–1869 (fig. 2.39).

There are no shrubs within the burial sections and terraces, but several are visible from the graves. These include eight large boxwood shrubs: two

**Figure 2.38. Two of the biggest trees in the cemetery. Left: Tulip-tree at the officer section on terrace #10, looking southwest, 2022. Center and right: The gingko in section B-c, looking east with a detail of its trunk, 2022. These trees are likely more than 140 years old. (SUNY ESF, NPS Park Cultural Landscapes Program)**

**Figure 2.39. An Eastern red-cedar along the south terrace steps, looking east, 2023. This tree, which is 156 years old, is a remnant of an allee that once lined the steps. (SUNY ESF)**

**Figure 2.40. The main drive showing brick tracks laid around 1934 and brick infill added around 1990, looking northeast, 2022. (SUNY ESF)**

**Figure 2.41. The north-south drive between divisions A and B looking south toward the Humphreys monument, 2023. The roadbed is the area to the left of the yellow measuring tape; the tape is across the graves. (SUNY ESF)**

along the north enclosure wall, three in or adjacent to the triangle, and three in the circle at the top of the terraces.

### CEMETERY GROUNDS (DRAWING 2.2)

The cemetery grounds for the purposes of this report include the landscape outside of the burial grounds (divisions/sections and terraces). This section provides an overview of the drives, small-scale features (monuments, settees, tablets, flagstaff, and signs), and five distinct areas: Enclosure, Lodge Grounds and Service Area, Center, Triangle, and Circle (see fig. 2.24).

#### Drives and Small-Scale Features

The cemetery drives, whose original roadbeds measured between 12 and 15 feet wide, are all turf except for the lower part of the main drive that is surfaced in concrete and lined by concrete curbs, and the main drive along the south side of the triangle and extending to the Humphreys Monument that is paved in brick (fig. 2.40, see also fig. 2.23). These pavements were added by the National Park Service, with the most recent addition being the bricks between the tracks added to improve accessibility. The service road was two earthen/gravel tracks until recently becoming overgrown with turf due to lack of use; the asphalt pavement at the north end was removed with demolition of the garage in 2024. The other drives, which have been covered in turf since 1880, are the spaces between the burial sections and are not identified by name or number.[31] Without a drive surface, the distinction between the roadbed and the graves along drives that run parallel to the rows is not discernible (fig. 2.41). For this reason, the Humphreys monument appears off-center along the north-south drive. Prior to conversion to turf, the drives were lined by dry-laid, running-bond brick gutters. Some of the brick gutters are intact beneath the turf, such as was recently exposed around the former circular drive at the circle (Washington Artillery site) (fig. 2.42).[32]

**Figure 2.42. Brick gutters (circa 1868, covered circa 1880), looking at a section excavated at the circle (Washington Artillery site) in 2021. (VHB, Inc., "Archaeological Investigations in Support of Proposed Grave 6766, Fredericksburg National Cemetery")**

**Figure 2.43. The Moesch monument (right of two private markers) looking northeast, 2023. This is the only monument located within the burial grounds (terrace #1) because it was placed over the grave of Colonel Moesch. (SUNY ESF)**

**Figure 2.44. The 5th Corps (Butterfield) monument looking southeast across the enclosure wall, 2023. In the background is the cemetery flagstaff in the triangle, intended to be seen on the approach to the cemetery and partly obscured by a large American holly. (SUNY ESF)**

Fredericksburg National Cemetery contains five monuments, which are memorials to individuals and regiments of the Civil War battles in the area; one monument serves both as a memorial and a grave marker. Four were installed between 1890 and 1908, corresponding with interest in marking and commemorating sites on the battlefields.[33]

*Moesch Monument:* The oldest monument, dedicated in 1890 and located on terrace #1 south of the flagstaff at the grave of Colonel Joseph A. Moesch, commemorates the commander of the 83rd New York Volunteers. It is a granite obelisk, approximately seven feet tall, with two bronze plaques including the regimental seal and the New York State seal that was standard on monuments funded by the state (fig. 2.43).

*5th Corps Monument:* The cemetery's most prominent monument, located near the entrance to the cemetery and also known as the Butterfield Monument after General Daniel Butterfield, the commander of the 5th Corps who sponsored the monument and died shortly after its dedication in 1901. The gray granite monument was made by Hoffman & Prochazka of New York and consists of a laurel-encircled Doric-style column surmounted by a polished ball and flame on a pedestal with bronze tablets, at an overall height of thirty-eight feet (figure 2.44). The monument is on a rectangular mound with shot pyramids at the corners.

*127th Pennsylvania Monument:* A gray granite monument located at the top of the triangle that was dedicated in 1906 and funded by the Commonwealth of Pennsylvania to commemorate the namesake regiment. It features a stepped base and tapered die topped by a pediment, with plaques that include a standard state seal that is featured on all Civil War monuments funded by the state (fig. 2.45).

**Figure 2.45. The 127th Pennsylvania monument looking southwest across the triangle, 2023. At right is one of six remaining inscription (Bivouac of the Dead) tablets.(SUNY ESF)**

**Figure 2.46. The Humphreys monument at the center of the cemetery, looking west from the main drive, 2022. (SUNY ESF)**

*Humphreys Monument:* A bronze statue of General Andrew Atkins Humphreys, commander of the 3rd Division, 5th Corps that made the last major assault against Confederates entrenches along Sunken Road, at the center of the cemetery. The monument, partially funded by the Commonwealth of Pennsylvania and dedicated in 1908, features a stepped, eleven-foot-tall octagonal base of pink Stony Creek, Connecticut granite with applied bronze lettering and supporting a nine-foot-tall bronze statue by the sculptor Herbert Adams (fig. 2.46).

*Parker's Battery Monument:* Dedicated in 1973, this is the newest monument, the smallest, and the only one that commemorates a Confederate regiment in a cemetery that is a memorial to the U.S. military. The monument is an inconspicuous granite marker beneath a large boxwood shrub at the site of the Washington Artillery, where a unit of Parker's Battery fought during the Second Battle of Fredericksburg. The monument features a bronze plaque on a gray marble base, three feet long by two feet wide (fig. 2.47).

Small-scale features found across the cemetery grounds include seating and signs. The cemetery retains five historic benches, which were known as settees by the War Department and reflect a standard design installed at all national cemeteries in 1878. Fredericksburg's five settees remaining from the original set that numbered around thirty, retain their original cast-iron frame with

**Figure 2.47. Parker's Battery monument (marker) at the site of Washington Artillery at the top of the terraces looking south, 2022. (SUNY ESF)**

**Figure 2.48. One of the historic settees looking south along the top of the terraces, 2023. Behind the settee is one of six remaining inscription (Bivouac of the Dead) tablets. (SUNY ESF)**

newer wood slats that are stained rather than painted the historic bronze-green color (fig. 2.48).

Standard Civil War-era national cemetery signs includes iron signs, officially called inscription tablets, which contain verses from the Theodore O'Hara poem, *Bivouac of the Dead* (see Appendix B for seven verses). These were standard features that the Army added to all national cemeteries in the early 1880s. Fredericksburg retains six inscription tablets from the original set of ten installed in 1881. Two are in the triangle, two at the center, and two along the top of the terraces. The tablets are presently painted white with black letters and frame, which is the reverse of the historic color scheme specified in national cemetery regulations (see fig. 2.48). The tablets are mounted on painted wood posts that are about three feet tall, about two feet taller than the historic height.

**Figure 2.49. The stepped section of the enclosure wall along the south end of the terraces, looking southwest, 2023. At right are the brick terrace steps. (SUNY ESF)**

**Figure 2.50. Curved section of the enclosure wall along the ravine and south side of the cemetery looking southeast, 2023. (SUNY ESF)**

In addition to the national cemetery tablets, there are three tablets of a similar design that mark battlefield sites (see fig. 2.21). Known as battlefield identification tablets, these were designed by the War Department for use in marking battle sites and avenues throughout the national military park and were installed by the National Park Service around 1940. The three tablets in the national cemetery mark the position of the Washington Artillery, Willis Cemetery, and Marye's Heights. The Marye's Heights tablet has a prominent position at the front of the triangle facing the main gates, where there was formerly a standard Army tablet that displayed the national cemetery "General Orders" (see fig. 2.23).

#### Enclosure

The enclosure, a standard War Department national cemetery term, is the perimeter of the cemetery that includes the entrance gates, perimeter wall, and drainage structures.[34] Fredericksburg's red brick enclosure wall was built in 1873–1874 and is approximately 3,000 feet long and seven feet tall, with simple brick piers with brick angled caps and brick coping (see fig. 2.21). It is a free-standing wall except along Sunken Road below the lodge and service area where it is a retaining wall. Distinctive parts of the wall are stepped sections along the steep south end of the terraces and curved sections along the ravine along the south side of the cemetery

**Figure 2.51. The outer cemetery enclosure. Left: the recently cleared area along the southern and western parts of the wall bordering the terraces, looking west from Lafayette Boulevard, 2023. Center: The stone retaining wall and outlet pipe at the ravine, looking northwest, 2023. Right: the scupper off the southeast corner of the cemetery looking northwest from Lafayette Boulevard, 2023. (Fredericksburg and Spotsylvania National Military Park)**

(figs. 2.49, 2.50). The main gates, a standard War Department design and built at the same time as the wall, consist of two iron picket pedestrian side gates (one inactive) and a central vehicular gate hung from substantial granite piers (see fig. 2.23). Two standard metal shield-shape plaques emblazoned with "U.S. NATIONAL CEMETERY," added in 1907 and meant to have gilded outlines per national cemetery regulations, are the only historic signs for the national cemetery. The north gate along the Sunken Road Walking Trail was added around 1882 and has a metal gate added later (see fig. 2.19).

The outer enclosure area, consisting of the area outside of the enclosure wall, extends to the historic cemetery property boundary and is mostly a narrow strip except for a larger area at the ravine on the south side of the cemetery. A recently cleared strip approximately six feet wide extends along the wooded outer south and west sides of the enclosure wall (fig. 2.51). A larger cleared area is at the head of the ravine where there is a stone retaining wall and a drainage pipe. This 12-inch pipe, one of five drainage outlets from the cemetery, drains inlets along the turf drive along the ravine within the cemetery. Other major drainage structures include a large brick scupper or culvert along Lafayette Boulevard off the southeast corner of the enclosure wall that drains the south terraces. A subsurface pipe that extends across the approach triangle drains the north terraces and main drive. Smaller three-inch pipes extend out from the enclosure wall at the southwest and northwest corners of the cemetery and are the only other low points along the enclosure. Drain inlets are covered by simple iron grates of undetermined age.

#### Lodge Grounds and Service Area

The lodge grounds and service area occupy the lowest two terraces (#8 and #9) north of the main drive and the entrance gates. The stone lodge (1871, 1873, 1905), a standard national cemetery design by Quartermaster General Montgomery Meigs, is painted in brown hues introduced during National Park Service administration (fig. 2.52). The building fronts the main drive and is

**Figure 2.52. The lodge looking north across the main drive, 2022. The shrubs in front of the Lincoln Address tablet to the left of the porch were removed after this photograph was taken. The alignment of the service road along terrace #8 is visible at left. (SUNY ESF)**

**Figure 2.53. The east and rear sides of the lodge showing air conditioning units and English ivy bed on the terrace bank, looking southwest from Sunken Road, 2022. Along Sunken Road, the enclosure wall is a retaining wall; elsewhere, it is freestanding. (NPS Park Cultural Landscapes Program)**

**Figure 2.54. The former service area looking south toward the lodge following demolition of the 1962 garage, January 2025. The brick surface of the service yard and foundations of the 1881 outbuilidng were left intact beneath the added topsoil. (Fredericksburg and Spotsylvania National Military Park)**

accessed by a National Park Service-era concrete sidewalk and concrete entrance walk to the front door that has a concrete gutter that drains a downspout. The building is used for seasonal park staff housing and is not open to the public, as noted on the post-and-chain barrier across the entrance walk. The Lincoln Memorial tablet, a standard national cemetery feature added in 1909, is behind this barrier on the front of the lodge. It contains text from Lincoln's Gettysburg Address. Utilities, including an electrical vault, fire department connection, and air conditioning units are in the front yard and the rear of the lodge (fig. 2.54). The steep bank of the terrace below the lodge has a large bed of English ivy, which historically covered the interior face of the enclosure wall.

The concrete entrance walk extends around the east side of the lodge to an asphalt paved area with a picnic table at the rear. Beyond this is the site of the service yard and garage (1962), which replaced the brick outbuilding (1881). In fall 2024, the park demolished the 1962 garage and removed the asphalt from in front (fig. 2.54). This asphalt covered the historic brick surface of the service yard, which was left intact along with surviving foundations of the 1881 brick outbuilding that survived beneath the 1962 garage.[35]

#### Center

The center is a rectangular space at the intersection of Divisions A, B, C, and D, with the Humphreys monument (1908) at the center and four gun monuments (1868) at the corners. The center is at the intersection of the two main axial drives and is at the approximate geographic center of the cemetery, with respect to its overall width east to west including the terraces. The gun monuments are upright Columbiad cannon tubes, approximately six and one-half feet tall, that were a standard commemorative feature at Civil War-era national cemeteries (fig. 2.55). These four monuments reflect Fredericksburg's status as a first-class cemetery (small, fourth-class cemeteries,

Figure 2.55. The center with the Humphreys monument and four gun monuments looking southeast, 2022. (NPS Park Cultural Landscapes Program)

Figure 2.56. The triangle looking west through the main entrance gates, 2023. Note absence of pavement on right leg of the main drive along the north side of the triangle. (SUNY ESF)

Figure 2.57. The cemetery flagstaff looking southeast across Division A, 2023. (SUNY ESF)

for example, received one gun monument). As was standard practice, the southeastern gun monument has a bronze shield-shaped plaque that reads: "United States / National Military Cemetery / Fredericksburg / Established July 15th 1865 / Interments 15243 / Known 2473 / Unknown 12770."

A circular drive around the Humphreys monument, which is on the site of the original cemetery flagstaff, is covered in turf and is not discernible. The approach drive to the east is paved with two brick tracks (see fig. 2.32); the other three drives have no pavement. Two settees are along the west side of the area, along with two inscription (Bivouac of the Dead) tablets.

#### Triangle

The triangle is the ground defined by the two legs of the main drive as it ascends the slope of Willis Hill between the north and south terraces (fig. 2.56). The top of the triangle is bordered by the north-south drive along the top of the terraces. The brick pavement on the south leg of the main drive, added after 1933, and the lack of pavement on the north leg makes the triangle less distinct.

The triangle forms the foreground of the approach into the cemetery from the main gates and has been maintained as non-burial ground with ornamental plantings since the establishment of the cemetery in 1866. Much of the area is open lawn. Existing vegetation is limited to a large willow oak near the front point of the triangle, a Southern magnolia, and two large boxwood shrubs. At the front of the triangle in direct line of sight from the entrance gates is a battlefield identification tablet that identifies the area as Marye's Heights. Uphill to the left and right are two inscription (Bivouac of the Dead) tablets. Off-center near the top is the 127th Pennsylvania monument (1906).

At the upper south corner of the triangle is the cemetery flagstaff, a standard feature of all national

cemeteries. Fredericksburg's flagstaff (1905) is on this site to be on axis with, and visible along, the approach to the national cemetery from Lafayette (Boulevard (see fig. 2.9). The flagstaff is visible from a distance east of the cemetery but upon the near approach is obscured by a red maple outside the main gates and by an American holly tree along the south leg of the main drive (see fig. 2.44). The flagstaff in front of the visitor center along Lafayette Boulevard also competes for prominence with the cemetery flagstaff. The cemetery flagstaff is visible from most parts of the burial grounds on top of Willis Hill (fig. 2.57). It is a type that was installed at other national cemeteries in the early twentieth century, including Poplar Grove: a white-painted steel pole, seventy-five feet tall, comprised of three sections bolted together with flanges and supported by four guy wires with black-painted turnbuckles anchored to square granite pads, one of which is in the north-south drive at the top of the triangle (fig. 2.58). The external halyard is anchored within a locked box. Two shot pyramids are to either side of the base of the flagstaff. The flag is lit by a solar-powered light set on a steel pole to the north of the flagstaff.

**Figure 2.58. The base of the cemetery flagstaff looking north showing guy wires, anchors, and shot pyramids, 2022. Behind the guy wire at right is the solar-powered light. (NPS Park Cultural Landscapes Program)**

**Figure 2.59. The circle (site of Washington Artillery), looking south from the north-south drive along the top of the terraces, 2022. At right is the battlefield identification tablet, and in the background is the MISSION 66 era compass, an interpretive wayside, and a cemetery settee. The rostrum, removed around 1939, was near the tablet. (SUNY ESF)**

#### Circle

The circle is the open area at the south end of the top of the terraces at the intersection of two drives that originally met at a circular drive now concealed by turf. This area was historically a promontory and ceremonial gathering area, and today is interpreted as the site of a Confederate position held by Washington Artillery. The area is loosely defined by the top of the terraces to the east, the brick enclosure wall to the south, and grave markers in the surrounding burial sections (fig. 2.59). There are views northeast across the terraces toward Fredericksburg, while woods outside the enclosure wall block views to the south. Vegetation includes three large boxwood shrubs and an Eastern red-cedar against the enclosure wall. Built features within the area interpret the battlefield, including a MISSION 66-era directional compass that points to various sites the area's battlefields, a battlefield identification tablet for Washington Artillery, and a standard park interpretive wayside about the Battle of Fredericksburg. Beneath one of the boxwoods is the Parker's Battery Monument.

**ENDNOTES**

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3 Existing conditions are documented as of 2024, reflecting removal of the cemetery shop (garage) in June 2024.

4 The four-letter National Park Service administrative code for the national cemetery is FRED; for the national military park, it is FRSP.

5 CFR Title 36, Chapter 1, part 12: National Cemeteries (Administered by the National Park Service), §12.2 "Purpose of National Cemeteries."

6 National Park Service, Sunken Road Walking Trail, https://www.nps.gov/frsp/learn/photosmultimedia/sunken-road-tour.htm (accessed April 5, 2024).

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8 National Park Service, "Long-Rangne Interpretive Plan, Fredericksburg & Spotsylvania County Battlefields Memorial National Military Park" (Draft park report, 2021), 16, 27, 29, 30.

9 Draft Long Range Interpretive Plan (2021), 4.

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11 John Storke, FRSP Facility Manager, phone call with John Auwaerter, April 9, 2024.

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15 Susan Dolan, Park Cultural Landscapes Program Manager, e-mail to John Auwaerter, March 10, 2024; PMIS Statement 335146, "Address Deferred Maintenance and Repair of Landscape at Fredericksburg National Cemetery Phase 2," June 16, 2023; Storke to Auwaerter, April 9, 2024.

16 PlantMaps, USDA Hardiness Map and Virginia Ecoregions Map, https://www.plantmaps.com/22401 (accessed April 11, 2024).

17 National Park Service, "Overview of Digital Geologic Data for Fredericksburg and Spotsylvania County Battlefields Memorial NMP," https://irma.nps.gov/DataStore/DownloadFile/596578 (accessed April 11, 2024); USGS, "Charles City Formation," https://mrdata.usgs.gov/geology/state/sgmc-unit.php?unit=VAQcc%3B0 (accessed April 11, 2024).

18 US Census, Quick Facts, https://www.census.gov/quickfacts/fact/table/spotsylvaniacountyvirginia/PST045222 (accessed April 2, 2024).

19 University of Mary Washington website, www.umw.edu (accessed April 2, 2024).

20 Highlander Park by DRB Homes, https://www.livabl.com/fredericksburg-va/highlander-park (accessed April 3, 20024); Oberle School, https://www.theoberleacademy.org/ (accessed April 3, 2024).

21 Draft Long Range Interpretive Plan (2021), 4.

22 National Park Service Cultural Landscape Inventory, "Sunken Road Landscape" (Unpublished National Park Service report/database, 2011).

23 National Park Service, TractsNet map of Fredericksburg national cemetery and visitor center area.

24 There are also a few government flat granite markers that were installed in recent decades in front of Civil War markers to indicate a correction in the inscription. A comprehensive inventory of all grave marker types is beyond the scope of this project.

25 There is also one non-government marker installed in 1890 at the grave of Colonel Joseph A. Moesch on terrace #1 that is categorized as a monument rather than a grave marker. See Monuments and Small-Scale Features under Cemetery Landscape section.

26 Since there is no accurate record of how the granite grave markers (1876) were installed relative to the original painted wood headboards (1866–1869), it is possible the existing markers are not in the original marker location and may not be centered over the head of the grave. The granite markers were apparently installed for uniformity and legibility from the drives (about half of known slabs were reoriented to face the nearest drive).

27 The later grave markers added to the drives in the western part of the cemetery face east.

28 John Storke to John Auwaerter, April 9, 2024.

29 Susan Dolan, Park Cultural Landscapes Program Manager, e-mail to John Auwaerter, June 12, 2023.

30 Additional trees and shrubs are in the triangle and circle (see Cemetery Grounds section).

31 The drives at the ends of the terraces along the enclosure wall were at one time referred to as the North Road and the South Road. The North Road was the original access to the service yard prior to construction of the service road.

32 VHB, Inc., "Technical Report of Findings: Archaeological Investigations in Support of Proposed Grave 6766, Fredericksburg National Cemetery, Fredericksburg, Virginia" (Unpublished report prepared for the National Park Service, August 2022), 42–44. As documented in the site history, between 60,000 and 80,000 bricks from the gutters were removed by 1879, including from the gutters on the terraces that were used to build the brick outbuilding in 1881.

33 For additional information on these monuments, see Donald C. Pfanz, "History Through Eyes of Stone: A Survey of Civil War Monuments Near Fredericksburg, Virginia" (Unpublished report, February 1983, revised September 2006).

34 The cemetery approach, including the approach triangle outside the cemetery gates, is described in the prior section, "Landscape Context."

35 Eric Mink, FRSP Historian and Cultural Resource Specialist, e-mail to John Auwaerter, October 24, 2024.

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# Cultural Landscape Report
# Fredericksburg National Cemetery

Fredericksburg and Spotsylvania National Military Park
Fredericksburg, Virginia

## Existing Conditions Context - 2024


**National Park Service**
**Olmsted Center for Landscape Preservation**
www.nps.gov/oclp

in partnership with
Center for Cultural Landscape Preservation
SUNY College of Environmental
Science and Forestry, www.esf.edu/la/cclp


### SOURCES

1. Sunken Road Cultural Landscape Inventory Map 2011
2. Aerial photograph 2022
3. Field inspection 2023

### DRAWN BY

Laura Roberts and John Auwaerter
Illustrator CS, 2024

### LEGEND

- NPS fee boundary
- Park legislated boundary
- Building or structure
- Asphalt road
- Unpaved road
- Concrete road or walk
- Brick walkway
- Tree canopy
- Evergreen tree
- Deciduous tree
- Shrubs
- Stone wall, stone wall fragments
- Archaeological site
- 2 ft contour interval
- 01-160 NPS tract number

### NOTES

1. All features shown in approximate scale and location.
2. Map does not show current tree canopy in the cemetery.
3. See Drawing 2.2 for details of the cemetery landscape.

0' 50' 100' 200' 400'

**Drawing 2.1**

# Cultural Landscape Report
# Fredericksburg National Cemetery

Fredericksburg and Spotsylvania
National Military Park
Fredericksburg, Virginia

## Existing Conditions 2024


**National Park Service**
**Olmsted Center for Landscape Preservation**
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in partnership with
Center for Cultural Landscape Preservation
SUNY College of Environmental
Science and Forestry, www.esf.edu/la/cclp


### SOURCES

1. Field inspections, 2022, 2023
2. Aerial photograph 2021
3. NPS GIS Data 2022
4. NPS Cultural Landscape Inventory 2011

### DRAWN BY

John Auwaerter and Arleen Bartels
Illustrator CC, 2024

### LEGEND

- Cemetery boundary
- FRSP park boundary
- Unpaved / rubber mulch surface
- Asphalt / brick pavement
- Concrete pavement
- Concrete curb or gutter
- Building
- Steps (brick)
- Brick enclosure wall
- Iron tablet
- Settee
- Gun monument, Shot pyramid
- Hitching post
- Grave markers / markers in drives
- Grave number, Direction of inscription
- Division-Section
- NPS signs
- Drain inlet, subsurface pipe
- Woods
- Deciduous tree/shrub Evergreen tree/shrub
- Mown turf
- Approximate spread of zoysiagrass
- Meadow or bare earth
- Terrace bank
- 2 foot contours
- NPS tract number (02-102)

### NOTES

1. All features shown in approximate scale and location.
2. Gravemarkers are representative and do not show distinction between known and unknown, private markers, and styles of government markers.
3. Grave numbers shown do not include all post-1869 graves.
3. Roadbeds and brick gutters along the cemetery drives remain below the turf surface (extent not determined).

0′ 25′ 50′ 100′

**Drawing 2.2**

**Vegetation Key**

| | | |
|---|---|---|
| Ab | *Abies balsamea* | Balsam fir |
| Ah | *Aesculus hippocastanum* | Horse chestnut |
| An | *Abies nordmanniana* | Nordmann fir |
| Ap | *Acer platanoides* | Norway maple |
| Ar | *Acer rubrum* | Red maple |
| As | *Acer saccharum* | Sugar maple |
| Bu | *Buxus sp.* | Boxwood |
| Cd | *Castanea dentata* | American chestnut * |
| Cf | *Cornus florida* | Flowering dogwood |
| Fs | *Fagus sylvatica* | European beech |
| Gb | *Ginko biloba* | Ginko |
| Gt | *Gleditsia triancanthos* | Honeylocust |
| Hh | *Hedera helix* | English ivy |
| Ig | *Ilex glabra* | Inkberry |
| Io | *Ilex opaca* | American holly |
| Lt | *Liriodendron tulipifera* | Tulip-tree |
| Ma | *Magnolia grandiflora* | Southern magnolia |
| Pa | *Picea abies* | Norway spruce |
| Pg | *Picea glauca* | White spruce |
| Ps | *Pinus strobus* | White pine |
| Qp | *Quercus phellos* | Willow oak |
| Tc | *Tsuga canadensis* | Eastern hemlock |
| Tca | *Tsuga caroliniana* | Carolina hemlock |
| Td | *Taxodium distinchum* | Bald cypress |
| To | *Thuja occidentalis* | Arborvitae |

**Landscape Features Key**

1. Burial grounds drives (turf, brick)
2. Gun Monuments (2a with bronze shield)
3. Terrace steps (2 sets)
4. Terrace steps red-cedar allées (remnants)
5. Entrance gates
6. U.S. National Cemetery name plates
7. Enclosure wall
8. Lodge walk
9. Sidewalk
10. Outbuilding
11. Iron flagstaff and shot pyramids
12. Flagstaff spotlight
13. Drainage inlets
14. Moesch Monument
15. 5th Corps (Butterfield) Monument
16. 127th Pennsylvania Monument
17. Humphries Monument
18. Parkers Battery Marker
19. Graves in drives
20. Hitching post
22. Directional compass
23. NPS National Cemetery identification signs
24. Interpretive waysides
    C = cemetery B = batttlefield
25. A/C units
26. Electrical vault
27. Fire department connection
28. Lodge walk barrier
29. Terrace irrigation control boxes

**Iron Tablets**

B-a/b/c/g. Bivouac of the Dead - verse # - 5
ID. Battlefield identification tablets - 4
L. Lincoln Memorial (Gettysburg Address) -1

# Analysis and Evaluation

Fredericksburg National Cemetery—authorized by Congress and built by the United State Army—remains a lasting tribute to the many thousands who gave their lives in the Civil War and hundreds of others who served in the nation's defenses through the first half of the twentieth century. Although long closed to burials, Fredericksburg National Cemetery, like all national cemeteries, is primarily significant as a living memorial to the military history of the United States. It has added layers of significance for its association with the Civil War and as a designed landscape that illustrates the nation's commemoration of those who gave their lives in defense of the Union (fig. 3.1).

**Figure 3.1. Civil War known and unknown graves at Fredericksburg National Cemetery looking northeast across divisions C and D, 2022. (NPS Park Cultural Landscapes Program)**

The first section of this chapter addresses the historical significance of the Fredericksburg National Cemetery landscape according to the National Register of Historic Places, which provides the basis for the second section, a cultural landscape evaluation based on National Park Service methods that employ a framework of landscape characteristics and associated features.[1] This analysis and evaluation is focused on the twelve acres defined by the historic cemetery property boundaries that largely correlate to the brick enclosure wall. Only landscape features within the cemetery and its approach are evaluated. Adjacent landscapes are evaluated to the extent that they are part of the broader characteristics of the national cemetery landscape, such as through views and spatial organization.

## National Register Evaluation

The National Register of Historic Places provides the regulatory basis for evaluating the historical significance and integrity of Fredericksburg National Cemetery's cultural landscape. This section summarizes existing National Register documentation, provides recommendations for future updates, and evaluates the cultural landscape according to the National Register aspects of integrity. These recommendations do not address all resource types, but only those that characterize the cultural landscape.

### SUMMARY OF EXISTING NATIONAL REGISTER DOCUMENTATION

Fredericksburg National Cemetery was administratively listed in the National Register of Historic Places in 1966 as part of Fredericksburg and Spotsylvania Battlefields Memorial National Military Park upon passage of the National Historic Preservation Act. National Register documentation for the park was completed in 1977 and updated in 2018.[2]

Despite its status as a separate unit of the National Park System, the current 2018 National Register documentation for the park does not include Fredericksburg National Cemetery in the name of the listing or as an "other" name on the form. A search of the National Register Information does not provide any results for "Fredericksburg National Cemetery."[3]

#### Section 7

Fredericksburg National Cemetery is documented in Section 7 of the National Register form as a contributing site to the national military park (district), with no end date for the national cemetery's period of significance (see following summary of Section 8). The cemetery is described in Section 7 as part of the Fredericksburg Battlefield unit, along with Chatham and the battlefield proper. Inventoried contributing resources include the following: Gates and Wall, National Cemetery Roads, Lodge, Lodge Driveway [service road], Flagpole, Humphreys' Division Monument [sic], Bivouac of the Dead Tablets, 5th Corps/ Butterfield Monument, 127th Pennsylvania Monument, Moesch Monument, and Parker's Battery Marker. Inventoried "historic associated features" (features that were evaluated as not rising to the level of a National Register resource) include the following: National Cemetery Steps (terrace steps), Hitching Post, Grave Markers, Lodge Walks, and Gun Monuments. The Garage/Equipment Shed was documented as a non-contributing resource despite being within the cemetery's stated period of significance because "it does not relate to the cemetery's original design and is an intrusion on the overall landscape" (the garage was removed in 2024).[4]

#### Section 8

The national military park, including the national cemetery, is documented under National Register Criteria A, B, C, and D, and Criteria Considerations D and F, in the areas of military, conservation, other/commemoration, health/medicine, architecture, landscape architecture, and archeology (historic—non-aboriginal). The period of significance for the park is 1768—1965, with significant dates associated with the construction of Chatham, the four battles, establishment of the park in 1927, transfer to the National Park Service in 1933, and the Civil War Centennial in 1961–1965. The establishment of the national cemetery in 1866 is not identified as a significant date.[5]

Although not specified in the front matter or the overall period of significance for the park, the Section 8 summary explains that the period of significance for Fredericksburg National Cemetery "extends to the present in recognition of the cemetery's continuing exceptional importance," based on an internal National Register program white paper issued in 2011.[6]

- Under Criterion A, the national cemetery is documented for its significance in the area of military history for the Civil War internments and cemetery development between 1865 [sic] and 1869, and for continued development through 1881. There is no mention of the later military internments through 1949. The four major battlefield monuments in the cemetery are documented as significant under Criterion A in the area of commemoration as part of the monumentation across the battlefields. The Parker Battery marker (1973) is evaluated as contributing as part of the ongoing period of significance for the national cemetery.[7]
- Under Criterion C, the lodge is documented as significant in the area of architecture for its original design and construction (1871–1875); the 1905 addition is not identified as significant in this area. The cemetery, including all other contributing resources, is also documented as significant under Criterion C in the area of landscape architecture because it "continues to embody the important and commonly recognized landscape design of Civil War-era [national] cemeteries."[8]

### NATIONAL REGISTER RECOMMENDATIONS

This section provides recommendations for updating the National Register documentation for Fredericksburg National Cemetery based on the findings of this Cultural Landscape Report, and on National Register Bulletin 15, *How to Apply the National Register Criteria for Evaluation* (1991) and Bulletin 41, *Guidelines for Evaluating and Registering Cemeteries and Burial Places* (1992). These recommendations, which do not address all areas of significance, are reflected in the following cultural landscape evaluation section.

#### General Recommendations

The existing National Register documentation for the national military park, which covers more than 7,200 acres, is complex and voluminous, and therefore does not give the national cemetery the attention that its unique history, significance, and administrative status warrant. To elevate the identity of Fredericksburg National Cemetery and clarify National Register documentation, the following two alternatives are recommended for future revisions:

*Alternate 1*: Include the national cemetery in the National Register name for the national military park listing, as was done in the prior (1977) documentation. Reformat the documentation so that the national cemetery is its own section akin

to the four battlefield units, not under the Fredericksburg Battlefield unit. While the national cemetery is on land that was part of the Fredericksburg Battlefield, its development after the Civil War reflects different areas of significance.

*Alternate 2*: Document (relist) Fredericksburg National Cemetery in the National Register separately from the national military park. This would clarify and allow for elaboration of the cemetery's distinct criteria, areas of significance, and period of significance, and would better reflect the national cemetery's separate administrative status within the National Park System. A separate listing would also make the documentation for the national cemetery more accessible.[9]

#### Section 8 Recommendations

##### *Criterion A: Military*

It is recommended that the Statement of Significance for Fredericksburg National Cemetery be expanded to identify the primary historical significance of the cemetery as a Congressionally designated memorial to the military history of the United States. This means that all military interments, from the earliest in 1866 through the last in 1949, are documented as historically significant along with their associated features within the burial sections and terraces, notably the grave markers and turf (this is not explicit in the existing documentation).[10] According to National Register Bulletin 15,

> Those areas within a designated national cemetery that have been used or prepared for the reception of remains of veterans and their dependents, as well as any landscaped areas that immediately surround the graves may qualify [as eligible for listing]. Because these cemeteries draw their significance from the presence of the remains of military personnel who have served the country throughout its history, the age of the cemetery is not a factor in judging eligibility, although integrity must be present.[11]

Features outside of the burial sections and terraces, such as the MISSION 66 compass and battlefield identification tablets, would not be considered eligible regardless of age, but rather based on other National Register criteria (see following section).

##### *Criteria A and C: Commemoration, Landscape Architecture, Architecture*

It is recommended that the Statement of Significance be expanded to document that designed changes to Fredericksburg National Cemetery under military administration are significant for reflecting the growth and development of the National Cemetery System, and its continued military administration through 1933. This period encompasses the last phase of designed improvements to the national cemetery that included the lodge expansion, 5th Corps Monument, 127th Pennsylvania Monument, Humphreys Monument, flagstaff, and the Gettysburg Address tablet added between 1900 and 1909. Designed changes made under civilian administration of the National Park Service after 1933, including addition

of interpretive features and changes to plantings, walks, and drives, are not historically significant because they were made under a context apart from the historic military administration of the National Cemetery System. [12]

*Period of Significance for the Burial Grounds: 1866–1949*

The above-recommended revisions to the National Register documentation for Fredericksburg National Cemetery translate to a recommended revised period of significance for the burial grounds (division-sections and terraces) beginning in 1866 with the first reinterments from the battlefields and continuing through the last military interment in 1949, with the potential of additional significant dates when a proposed new grave (vault) is created to reinter military remains from the battlefields.[13] This period of significance applies to the graves and their immediately associated landscape that are significant under Criterion A regardless of age, as directed in National Register Bulletin 15.

*Period of Significance for the Cemetery Landscape: 1866–1933*

For the larger national cemetery landscape outside of the burial grounds (burial sections and terraces), the recommended period of significance begins in 1866 with the start of the cemetery's development and ends in 1933 with transfer of the cemetery out of military administration to the National Park Service. This period encompasses the last major designed additions to the landscape between 1901 and 1909. Under War Department administration, there were no significant designed additions or alterations outside of the burial grounds between 1909 and 1933, although several features, including two buildings in the service area and numerous trees throughout the cemetery, were lost. This period of significance applies to the enclosure, lodge grounds, service area, drives, triangle, center, and circle that are significant under Criterion A and C for association with development of the National Cemetery System.

**Section 7 Recommendations**

It is recommended that the description of resources be updated to be consistent with the inventory and evaluation of features in this cultural landscape report (see Table 3.0.1). The grave markers and other standard National Cemetery System features should be reclassified as resources rather than historic associated features given their historical significance under Criteria A and C. Specific recommended changes include the following:

- Inventory the Grave Markers as one grouped contributing resource (object), rather than historic associated features.
- Inventory the Lincoln Address tablet as a contributing resource (object) rather than a component of the lodge.
- Inventory the four Gun Monuments as one grouped contributing resource (object) rather than historic associated features.
- Add the five national cemetery settees as one grouped contributing resource (object).

- Rename Lodge Driveway as Service Road.
- Reevaluate Parker's Battery Marker [monument] as non-contributing to the national cemetery given its date of installation (1973) and lack of association with the historic purpose of the cemetery to commemorate the U.S. military. The marker may be considered contributing to the commemorative purpose of the national military park, but not in its current location.
- Inventory the battlefield identification tablets (post-1933) and MISSION 66 compass as non-contributing to the national cemetery (currently documented as contributing to the national military park, but not described as part of the national cemetery).

### EVALUATION OF HISTORICAL INTEGRITY

Integrity as defined by the National Register is the ability of a property to convey its historical significance through physical resources, as recognized through seven aspects: location, design, setting, materials, workmanship, feeling, and association.[14] The following evaluation is based on the recommended period of significance for the landscape from 1866 through 1933 under Criteria A and C, within the overall period of significance extending to the last military burial in 1949 under Criterion A. The only features dating from between 1933 and 1949 that are significant are graves and their immediately associated landscape, including the grave markers, mostly contained with the closed drives in Divisions B and C.

#### Location

Location is defined by the National Register as the place where the historic property was constructed or the place where the historic event occurred. Fredericksburg National Cemetery retains the twelve acres acquired by the federal government in 1866 and has never been expanded.

*Evaluation: Retains integrity of location.*

#### Design

Design is defined by the National Register as the combination of elements that create the form, plan, space, structure, and style of a property. The significance of Fredericksburg National Cemetery's designed landscape is derived from the original plan devised by the US Army in 1866 and the standard national cemetery features and commemorative works that were added through 1909. The national cemetery retains much of its historic plan defined by the layout of the burial sections and terraces, lodge grounds, enclosure, and alignment of drives. The cemetery also retains the commemorative works and national cemetery-standard government grave markers, enclosure wall, lodge, entrance gates, tablets, flagstaff, and settees that are character-defining features of Civil War-era national cemeteries. The most significant changes in design since the end of War

Department administration in 1933 include loss of trees and shrubs, Corps-badge flowerbeds, and the iron rostrum and brick outbuilding; resurfacing of brick walks in concrete and pavement of turf /gravel drives in brick and concrete; and the use of several drives for burials, which are significant under Criterion A.

*Evaluation: Retains integrity of design*

#### Setting

Setting is the physical environment of a property. Fredericksburg National Cemetery retains its historic setting on Willis Hill defined by the natural landform, woods on the south and west, mostly open ground to the north, and Sunken Road to the east. Changes to the historic setting since the cemetery was transferred out of military administration in 1933 are primarily to the east and include development of the national military park's administration building and museum and other facilities (now the Fredericksburg Battlefield visitor center complex that contains contributing resources to the national military park), and commercial, residential, and institutional development in the former Willis Field area south and east of Lafayette Boulevard. The conversion of National Boulevard, the former national cemetery approach road, and its widening and realignment into US 1 / Lafayette Boulevard, occurred late in the historic period, but these changes were not associated with the military administration of the national cemetery. While the national cemetery retains its overall setting on Willis Hill, realignment of Lafayette Boulevard and accompanying private and park development, although dating in part to the late historic period, detracts from the cemetery approach that was a defining part of the national cemetery setting.

*Evaluation: Retains integrity of setting*

#### Materials

Materials are the physical elements that give form to an historic property. In terms of built materials, Fredericksburg National Cemetery retains the stone, brick, granite, marble, iron, and concrete that are found in buildings, walls, grave markers, monument, tablets, drives, and walks. Loss of historic built materials since 1933 includes removal of brick paving on the walks at the lodge, and iron and brick lost through demolition of the outbuilding and rostrum. Aluminum and plastic have been introduced at interpretive waysides and park signs. There have been no modern or artificial materials used to either cover or replace historic materials. The general palette of plant materials, including the lawn, specimen trees, and shrubs, remains generally consistent with those used during the historic period, except for introduction zoysiagrass in portions of the lawn.

*Evaluation: Retains integrity of materials*

#### Workmanship

Workmanship is the physical evidence of the crafts and methods of construction used during the historic period. Fredericksburg National Cemetery retains workmanship characteristic of the period between 1866 and 1933 in the stone carving of the grave markers and monuments, the brick masonry of the enclosure wall, ironwork in the main gates and inscription tablets, and stone masonry and woodwork of the lodge. The monuments also display a high level of workmanship through bronze and stone sculptures and inscriptions. Erosion of marble inscriptions on post-Civil War grave markers detracts from their historic workmanship.

*Evaluation: Retains integrity of workmanship*

#### Feeling

Feeling is a property's expression of the aesthetic or historic sense of a particular time resulting from the presence of physical features that, taken together, convey the property's historic character. Fredericksburg National Cemetery retains much of the feeling of a Civil War-era national cemetery developed to honor the United States military through retention of standard national cemetery features. These include slab and block grave markers for known and unknown graves, the brick enclosure wall, Second Empire-style lodge, stone and iron entrance gates, and inscription tablets. The US regimental monuments reflect the cemetery's commemorative character and connection to the Civil War. The cemetery has lost some of its solemn dignity, commemorative purpose, and military character due to removal of the iron rostrum, Corps-badge flowerbeds, views of the flagstaff, and the General Orders, Act of Congress tablets, and some of the inscription (Bivouac of the Dead) tablets. The addition of battlefield interpretive devices are generally compatible with the historic military and commemorative feeling of the cemetery.

*Evaluation: Retains integrity of feeling*

#### Association

Association is the direct link of a property with a historic event or person. Fredericksburg National Cemetery remains intimately associated with the Civil War through its graves and monuments, with secondary association to later military history through the post-Civil War graves extending to 1949. The cemetery has lost some of its historic military association due to its transfer from the War Department's National Cemetery System to civilian administration of the National Park Service in 1933, and subsequent loss of identity due to administrative and functional merging with the national military park. Despite this, the landscape retains many resources that convey historic associations through standard national cemetery features, notably the government headstones and blocks, lodge, enclosure wall, flagstaff, and inscription tablets.

*Evaluation: Retains integrity of association*

**Summary Evaluation of Integrity**

Fredericksburg National Cemetery retains integrity of location, design, setting, materials, workmanship, feeling and association. Although no longer part of the US military's National Cemetery System, the cemetery remains under federal ownership and continues to convey its purpose as a Congressionally-designated national memorial to the military history of the United States. The cemetery landscape conveys its significance through standard national cemetery features and battlefield commemorative works. Loss of integrity within the cemetery is largely due to removal or alteration of features and details, notably plantings, pavements, and the rostrum and outbuilding. A core part of the historic setting, the axial approach along Lafayette Boulevard, has been obscured due to road realignment and surrounding development.

## CULTURAL LANDSCAPE EVALUATION (DRAWING 3)

This section evaluates the historic character of the Fredericksburg National Cemetery cultural landscape by contrasting historic conditions toward the end of the period of significance (1866–1933) with existing conditions (fig. 3.2). The evaluation includes a concise narrative of landscape characteristics, some of which extend beyond the cemetery walls, and how each has changed since the historic period, focusing on the time around 1910 when the cemetery landscape was at its most developed (with exception of military graves that continued to be added through 1949). An inventory and evaluation of existing landscape features associated with each characteristic is in Table 3.0 at the end of the chapter. Each inventoried feature includes a cross-reference to other inventory data, a summary of its history, and an evaluation of its contribution to the historic character of the cemetery landscape (contributing, non-contributing, or unevaluated if there is insufficient documentation). Landscape features are labeled on Drawing 3 (Analysis and Evaluation plan), which distinguishes non-contributing features (white fill) and features removed since the end of the historic period (dashed lines).[15]

**Figure 3.2. Comparison of historic (1905) and existing (2022) conditions of the entrance to Fredericksburg National Cemetery showing changes in vegetation, buildings and structures, and circulation. (Fredericksburg and Spotsylvania National Military Park archives, digital file Fredericksburg 2a-C-33; SUNY ESF)**

All graves and their immediately surrounding landscape (burial sections and terraces, grave markers, turf) are part of the historical significance of the national cemetery regardless of age, and therefore graves that post-date 1933 are evaluated

as contributing and compatible with the landscape's historic character. This significance is derived under Criterion A from the Congressional designation of the cemetery as a national memorial to the military history of the United States.

### NATURAL SYSTEMS AND FEATURES

Natural Systems and Features are the natural aspects that characterize a landscape and have influenced its development, such as geomorphology, hydrology, climate, flora, and fauna. Built or manipulated landforms are described under Topography, and managed flora is described under Vegetation.

*Historic Condition (1866–1933)*

Natural systems and features influenced the Army's design for Fredericksburg National Cemetery. Its selection of Willis Hill was based on the well-drained soils, compared to the initial site selected on the flats to the east where the water table was too high for burials. The relatively flat top or plateau of Willis Hill allowed for the layout of four largely orthogonal burial divisions; a ravine at the southern extent of the plateau required irregularly-shaped burial areas; and the eastern slope of Willis Hill, which had a steep grade of approximately 20 percent, gave rise to the terraces. The landform also shaped the cemetery's drainage system, a large part of which drained south toward the ravine and the base of the terraces, and then to Hazel Run and the Rappahannock River. There was also a spring at the base of the terraces close to Lafayette Boulevard, which was piped around 1882. In addition to landforms and hydrology, there were deciduous woods on the steep south and southwestern slope of Willis Hill for much of the historic period, except for portions of the southern slope that were open during the Civil War and at other times due to quarrying and wartime uses.

*Evaluation*

Although influential in the initial site selection and layout, natural systems and features have remained a secondary characteristic of the Fredericksburg National Cemetery landscape throughout its history, since nearly the entire acreage consisted of maintained landscape. Aside from the natural landform of Willis Hill, the only natural, unmanaged system that characterized the designed landscape are the woods on the Howison Tract that enclose the southern and western sides of the cemetery and limit outward views. Inventoried features under Natural Systems and Features: 1 (see Table 3.0).

### SPATIAL ORGANIZATION

Spatial Organization is the three-dimensional character of a landscape formed by the ground, vertical, and overhead planes.

*Historic Condition (1866–1933)*

The spatial organization of Fredericksburg National Cemetery was largely set by the natural landform of Willis Hill and through initial development as completed by 1869. The overall space of the cemetery was defined by the enclosure that initially consisted of a wood fence that was replaced by a brick wall completed in 1874 (fig. 3.3). Within the enclosure, the landscape was divided into mostly orthogonal burial sections on the plateau or hilltop, and linear rows on the terraces. Gravel-surfaced drives defined the space of each burial section, as well as open ground at the center, circle, and triangle, and a corridor along the enclosure wall. The conversion of the gravel drives to turf in 1878–1880 reduced the spatial definition of these areas, but the spatial corridors along the drives remained distinct due to rows or allees of trees planted between 1871 and 1881. Rows of trees along the terraces planted around the same time reinforced the linear organization of these burial areas. Other spatial features included the front yard of the lodge, which was loosely defined by the surrounding terrace banks, building, enclosure wall, and main drive. Around 1901, the front yard became more enclosed with the planting of hedges along the main drive and on the terrace above the service road. To the rear was the service yard, which was defined by hedges, buildings, and brick pavement. Beginning in 1898, some of the burial sections in Divisions B and C became less spatially distinct due to the use of drives for burials. A new burial section for officers was created on the bottom south terrace around 1900. The spatial character of the burial sections became less distinct during the early 20th century as allees of trees along the drives were lost and not replaced.

**Figure 3.3. Map showing the spatial organization and circulation of Fredericksburg National Cemetery. Green-shaded spaces are burial areas, purple spaces are gathering or ornamental/commemorative areas, and the yellow space is the service yard. Major changes since the historic period (1933) are indicated by the dashed lines along removed drives in the burial sections, and loss of hedges, pavement, and buildings at the lodge front yard, service yard, and service road. The light red and gray on the main drive are concrete and brick pavements added after 1933. (SUNY ESF)**

*Evaluation*

Since the National Park Service took over administration in 1933, the overall spatial organization of the cemetery landscape continued to be organized by the enclosure, and within the enclosure, by the burial sections, terraces, center, circle, triangle, lodge front yard, and service yard (see fig. 3.3). The spatial organization of the burial sections has become less distinct due to continued loss of trees along the drives at the edges of each section, a change that began before 1933. Conversion of the gravel drives to turf also had a pronounced effect on the spatial definition of the burial sections, but this change occurred during the historic period. Use of drives in divisions B and C for graves essentially combined the

spaces of nine burial sections, but this change began during the historic period and the addition of graves in these drives is historically significant under National Register Criterion A. Removal of hedges, pavement, and buildings since 1933 has altered the spatial definition of the service yard and lodge front yard. Removal of the rostrum and loss of trees and shrubs have altered the spatial character of the circle and center. With the removal of the garage (last service building) and pavement in 2024, the service yard will none of its historic spatial definition left.

Overall, Fredericksburg National Cemetery retains its historic spatial organization, but the historic definition of individual spaces within the enclosure has been diminished since 1933 due to loss or alteration of vegetation, circulation, and buildings. Inventoried features under Spatial Organization: 9 (see Table 3.0).

#### LAND USE

This characteristic refers to the form and association of a landscape resulting from its function and use.

*Historic Condition (1866–1933)*
Fredericksburg National Cemetery was developed and maintained by the US Army (War Department) as the final resting place for US (Union) casualties of the Civil War and subsequently for members of the US military who served through World War II. During this time, the War Department classified Fredericksburg National Cemetery as a first-class national cemetery and it remained a part of the US military's National Cemetery System. Aside from interments, the cemetery was visited by families and friends of the interred and by military organizations such as the Grand Army of the Republic, and featured ceremonies for annual Memorial Day and later Veteran's Day commemorations. During the Reconstruction era through the 1870s, African Americans, including formerly enslaved people, came to the national cemetery on Memorial Day and other days to commemorate those who had given their lives in defense of the Union and to the ending of slavery. While the national cemetery was a focus of commemoration related to the Fredericksburg-area battlefields beginning with its founding in 1866, it remained administratively separate from the national military park that was established in 1927. The lodge continued as the cemetery office and point of contact for visitors through the early 1930s.

*Evaluation*
Since the National Park Service took over administration in 1933, Fredericksburg National Cemetery has remained a military burial ground and a Congressionally-designated memorial to the military history of the United States, but is no longer part of the National Cemetery System (today administered by the Department of Veterans Affairs). Fredericksburg received its last military burial in 1949, and with the dates of interments growing more distant, visitation by family and friends of

the interred became infrequent. After the cemetery was closed to new burials in 1945, the National Park Service began to manage it as an exhibit, and use of the cemetery shifted toward tourism and interpretation of the Civil War battlefield, with a walking tour route integrated with the Sunken Road and Marye's Heights. Battlefield identification tablets, a cannon, a battlefield painting and audio kiosk, and interpretive signs conveyed the history of the battlefield, rather than the national cemetery. Funerary and military commemorative uses waned, except for annual Memorial Day services. Visitor services shifted from the lodge to the Fredericksburg Battlefield visitor center (administration building) built in 1936 just outside the cemetery gates. The lodge became park housing and maintenance facilities in the service yard were replaced by the park's central maintenance facility outside Fredericksburg.

Overall, the use of Fredericksburg National Cemetery continues to convey its historic purpose, and the park's recent removal of some post-1933 battlefield interpretive devices reflects its recent efforts to enhance interpretation of the cemetery's history and purpose. The loss of the lodge as a visitor contact station and point of entry detracts from the historic function of the landscape as a distinct entity from the national military park. Inventoried features under Land Use: 1 (see Table 3.0).

#### CULTURAL TRADITIONS

Cultural traditions are the customs of individual peoples and societies that characterize a landscape through land use, physical development, and associations.

*Historic Condition (1866–1933)*

Fredericksburg National Cemetery was founded as a US military cemetery administered by the Army within the U.S. War Department, forerunner of today's Department of Defense. Military culture pervaded all aspects of the cemetery's development, administration, and use through 1933. Cemetery superintendents were required to be military veterans. All aspects of design and administration of national cemeteries, from paint colors to visiting hours, were regulated by the Quartermaster General, under the Secretary of War.

*Evaluation*

With transfer from the War Department to the National Park Service in 1933, Fredericksburg National Cemetery came under civilian administration and there was a break with the military culture that had governed the cemetery since its establishment in 1866. The cemetery was administratively consolidated with the national military park and the park managed the cemetery according to National Park Service policies rather than the military's national cemetery regulations. Lingering military connections after 1933 included George Nelson, retired

Lieutenant from the Texas Coast Artillery, who was hired as superintendent by the Quartermaster in 1932 and remained in service through 1940, and the military burial process, which was still coordinated with the military through the last interment of a service member in 1949.[16] After this time, the culture of the national cemetery became more completely aligned with the national military park, as reflected in installation of battlefield interpretive devices within the national cemetery, and visitors who reflected more of a tourism culture than a commemorative, military culture.

Overall, the historic military culture and association with the National Cemetery System is still evident in the cemetery landscape. The integration of the cemetery with the educational and tourism culture of the national military park, including different standards of maintenance, detracts from the historic character of the landscape. Continued commerorative events associated with military history, notably on Memorial Day, provide a connection to the cemetery's historic miltiary culture.

### CIRCULATION

Circulation is comprised of the spaces, features, and materials that constitute systems of movement in a landscape.

*Historic Condition (1866–1933)*

External circulation influenced the Army's initial development of Fredericksburg National Cemetery beginning in 1866. The front or east enclosure of the cemetery aligned with Telegraph Road (Court House Road, now Sunken Road and part of Lafayette Boulevard), and the Army placed the entrance gates on axis with Frederick Street, then a paper or unimproved street that extended east to Fredericksburg and its train station. In 1891 with the westward expansion of urban development, the government acquired a right-of-way along Frederick Street to make it the official national cemetery approach road and renamed it National Boulevard. The War Department added cobblestone gutters, street trees, and a concrete sidewalk. Within the cemetery, the 5th Corps Monument (1901) and flagstaff (1905) were sited on axis with National Boulevard. In the 1922, with rising automobile ownership, the state designated National Boulevard and part of Telegraph Road as Route 1, and around 1925, the War Department rescinded its right-of-way, which allowed the state to realign the T-intersection opposite the cemetery gates into a sweeping curve as part of the road's new designation as US 1.

Within the national cemetery, the Army designed a grid of earth/gravel carriage drives that defined burial sections, with access through the main gate via a main drive that split at the triangle and extended to the center. The grid of drives was irregular in Division C due to the topography of the ravine. All drives were lined

by brick gutters. Each burial section featured turf walks along the foot of the graves that were indistinguishable once the burial mounds were leveled. The terraces were designed for pedestrian circulation only, with turf walks at the foot of the graves and two walks that ascended each terrace with sets of steep brick steps. At the stone lodge, as completed in 1871, a brick sidewalk and entrance walk led from the gates to the front porch, and then turned to the rear of the building. Major changes to the cemetery's circulation during the historic period prior to 1933 included removal or burying of the brick gutters and conversion of the drives to turf between 1878 and 1880; addition of brick paving to the service yard around 1881; opening of a side entrance along the north enclosure wall around 1882; construction of a service road from the main drive to the service yard around 1892; use of drives in divisions B and C for graves beginning in 1898; and realignment and rebuilding of the rear lodge walk with concrete instead of brick in 1905. The foot of the main drive and south leg along the triangle were returned to gravel between 1888 and 1892, and then the foot of the main drive and service road were maintained in gravel through 1933.

**Figure 3.4. Comparison of historic and recent conditions of circulation. Top: The main drive with its gravel surface and brick gutters, and the parallel brick sidewalk, looking east during a military reinterment ceremony, 1929. Bottom: Recent similar view showing change in character due replacement of these features in concrete around 1934, photographed 2016. The concrete pavement and curbs have since been replaced in-kind. (National Archives, copy in Fredericksburg and Spotsylvania National Military Park archives, digital photograph 2982; SUNY ESF)**

*Evaluation*

Since the National Park Service took over administration in 1933, circulation in Fredericksburg National Cemetery has undergone several alterations, most notably the loss of the remains of the axial cemetery approach road opposite the main entrance gates. While National Boulevard (renamed Lafayette Boulevard in 1933) had been realigned during the late historic period, the pavement of the original T-intersection remained through 2004, when the park restored Sunken Road to its Civil War-era character, built a new walk leading to the entrance gates, and allowed the remaining former roadbed to convert to turf. Within the national cemetery, changes in circulation, aside from continued use of drives in Divisions B and C for grave sites through circa 1945 (significant under Criterion A), was the closing of the cemetery to vehicles. Physical changes included replacement of the gravel and brick surfaces and gutters on the foot of the main drive, sidewalk, and lodge entrance walk with concrete pavement, curbs, and gutters in 1934 (fig. 3.4). Around the same time, the park paved the south leg of the main drive with two brick tracks, and around 1962, extended the brick tracks to the center. In 1961–1962, the brick service yard and service road were realigned and partially paved in asphalt for construction of the new cemetery garage. After 2015, the gravel section of the service road converted to turf due to lack of use and maintenance.

Overall, circulation in Fredericksburg National Cemetery reflects the historic character of the landscape, except for changes in materials around the lodge and loss of the approach road alignment. Changes that detract from the historic character of the landscape include the loss of the service yard and a defined surface on the service road, the addition of curbs at the foot of the main drive, and the brick pavement on the main drive that conveys the character of a walk rather than a drive. Inventoried features under Circulation: 8 (see Table 3.0).

#### TOPOGRAPHY

Topography is the three-dimensional configuration of the landscape, comprised of built landforms. Natural landforms are considered part of natural systems.

*Historic Condition (1866–1933)*

The major change to the natural landform of Willis Hill that the Army undertook for development of Fredericksburg National Cemetery was the terracing of the east hillside: eight parallel terraces north of the main drive, and ten to the south. The bottom terrace north of the drive was much wider to accommodate the lodge and service area. As part of the initial development of the cemetery, the Army also leveled the Confederate earthworks that lined the east crest of Willis Hill, and fine-graded the hilltop and ravine to provide suitable burial grounds. During the early years of the cemetery, each grave had a mound above it to provide the earth need to level the ground once the wooden casket decomposed; these were leveled during the 1870s; new mounds were created at new interment sites. Another topographic feature was a mound at the central flagstaff, which measured approximately eight feet tall and fifteen feet in diameter, and was a standard feature of Civil War-era national cemeteries. The flagstaff mound was reduced in size in the 1870s and then removed with relocation of the flagstaff to the triangle in 1905. Another mound, rectangular in shape, was built at the 5th Corps (Butterfield) Monument dedicated in 1901.

*Evaluation*

Since the National Park Service took over administration in 1933, the topography of Fredericksburg National Cemetery has remained largely consistent. Minor changes include the park's regrading of the northern end of north terrace #8 in 1962 to provide a wider turn-around from the service yard to the service road. The terraces remain a character-defining feature of the landscape, but the slopes have changed due to erosion and wear-and-tear from mowers (fig. 3.5). In areas, the erosion has led to accumulation of soil that has obscured or buried grave markers at the foot of the banks.

Overall, the topography of Fredericksburg National Cemetery is a defining characteristic that remains largely intact from the initial development between 1866 and 1869. The burial terraces, at the front of the cemetery facing the

approach from Fredericksburg, are one of the landscape's most prominent features. Inventoried features under Topography: 2 (see Table 3.0).

### VEGETATION

Vegetation is comprised of trees, shrubs, vines, ground cover, and herbaceous plants and other flora that is managed or has other cultural values. Natural and unmanaged flora is under the Natural Systems and Features characteristic.

*Historic Condition (1866–1933)*

In the initial development of Fredericksburg National Cemetery between 1866 and 1869, the primary vegetation was mown turf that covered most of the twelve-acre cemetery, except for the drives. The burial corps planted some trees during this time, primarily Eastern red-cedars near the center, along the main drive bordering the triangle, and along the terrace steps. Between 1869 and 1881, the Army planted hundreds of trees in the cemetery as part of its larger beautification effort for the National Cemetery System, which followed landscape architect Frederick Law Olmsted's recommendations that national cemeteries be treated as sacred groves. The plantings included both deciduous trees as well as conifers that held traditional funerary associations with life everlasting. The trees were mainly aligned in rows along the drives and edges of the burial sections, creating allees, with a scattering within burial sections. On the terraces, the trees were arranged in rows that echoed the linear topography. When the Army converted the gravel drives to turf as a maintenance economy between 1878 and 1880, the allees of trees helped to delineate the extent of the drives. After the 1880s, the Army planted a smaller number of trees, but overall the number declined due to diseases, pests, and weather. By the early 1930s, the linear arrangement along the drives and on the terraces no longer predominated.

**Figure 3.5. Comparison of historic and existing character of topography and vegetation at the terraces. Top: The terraces with trees and mown turf in summer, looking north from Lafayette Boulevard showing character similar to the end of the historic period, circa 1940. Bottom: Same view in winter showing retention of the terraces but loss of trees, 2023. (Fredericksburg and Spotsylvania National Military Park archives, digital image Fredericksburg 2a_C_Fredericksburg National Cemetery_42; SUNY ESF)**

As part of the beautification effort in the 1870s and early 1880s, the Army also planted shrubs that were generally scattered throughout the burial areas, as well as in more formal arrangements around the center and within the circle, triangle, and lodge front yard. These included both deciduous, informal shrubs such as spirea, and shrubs that were sheared into rounded shapes, such as boxwood and yew. There were also arborvitae and privet hedges that screened views from the burial terraces into the service yard. One section of Osage-orange hedge below

the service area was a remnant of an enclosure hedge planted around 1871 and removed following construction of the brick enclosure wall in 1874. The cemetery allowed relatives and friends to plant rose shrubs at individual grave sites prior to the 1910s, when national cemetery regulations prohibited such plantings. Around the turn of the century, the Army introduced formal shrubs at the front of the cemetery, including sheared hedges around the lodge yard and conical evergreen shrubs at the four corners of the terraced mound at the neoclassical-style 5th Corps monument.

**Figure 3.6. Comparison of historic and existing character of vegetation. Top: Trees and shrubs around the center of the cemetery in summer, looking southwest toward the Humphreys monument showing character similar to the historic period, photographed circa 1960. Bottom: Similar winter view looking west showing loss of trees and shrubs, and spread of warm-season (dormant) grasses, 2022. (Fredericksburg and Spotsylvania National Military Park archives, digital image Fredericksburg Box 2b_A_Area in Front of Marye's Heights_56; SUNY ESF)**

In addition to trees and shrubs, the cemetery landscape was ornamented with flowerbeds and vines. During the 1870s, numerous commemorative flowerbeds made in the shape of Army Corps badges were established on the triangle, including circles, hearts, and Maltese crosses, as was a common practice at many national cemeteries. These were removed from the triangle around 1878, and two new Corps badge beds were maintained in the lodge yard. The Army later reestablished three Corps badge beds—two circles and a heart—in the triangle, maintained the circular bed in the lodge yard, along with flowering annuals in an iron vase added around 1901. Vines included English ivy (a standard national cemetery planting) along the inside face of the brick enclosure wall and on the brick base of the rostrum, and climbing roses on the lodge porch.

*Evaluation*

Since the National Park Service took over administration in 1933, the extent of vegetation within Fredericksburg National Cemetery has declined substantially (figs. 3.6, 3.7; see also fig. 3.5). The park removed the Corps-badge flowerbeds in the triangle and lodge yard soon after 1933, and over the decades removed the English ivy from the enclosure wall, the conical shrubs around the 5th Corps monument, and roses on the lodge porch. The park replanted some specimen trees, and although decreased in number, they reflected the overall informal distribution that had evolved through the end of War Department administration resulting from the loss of trees along the drives and terraces, and along the terrace steps. Today, an estimated twelve trees remain from the historic period, some of which date to the original plantings between 1868 and the early 1880s. Through the late twentieth century, the park retained shrubs throughout the cemetery and hedges along the service road and service yard, but today there are few left, except for one shrub in front of the lodge and several boxwoods in the circle and triangle and along the

enclosure wall that most likely post-date 1933. The mixed cool-season turf grasses remain, but patches have been converted to warm-season zoysiagrass that has a different character, especially during its long dormant season.

Overall, vegetation in Fredericksburg National Cemetery is a remnant of what existed historically. The loss of trees, shrubs, hedges, and flowerbeds detracts from the historic character of the landscape and has also altered its historic spatial character and views. Inventoried features under Vegetation: 8 (see Table 3.0).

### BUILDINGS AND STRUCTURES

Buildings and Structures are three-dimensional constructs, with buildings distinguished as features designed for human use. Monuments, including the large 5th Corps monument, and the flagstaff are described under Small-Scale Features to be consistent with their inventory as Objects in the National Register.

**Figure 3.7. Comparison of historic and existing conditions of shrubs and trees on the terraces. Top: Postcard showing clipped shrubs and limbed-up trees on the terraces looking northeast, postmarked 1907. Bottom: Similar view showing loss of all shrubs and a similar character to the trees but a decrease in number, 2023. The comparison also indicates more open views beyond the cemetery than existed historically. The brown of the settees is most likley due to inaccurate coloration on the postcard. (Public source postcard; SUNY ESF)**

*Historic Condition (1866–1933)*

The Army's initial development of the national cemetery between 1866 and 1869 included temporary wooden buildings and structures, except for permanent brick gutters along the drives, and a well in the service area. The temporary features included a lodge, tool house, steps on the terraces, entrance gate, and enclosure fence.

During the 1870s, the temporary features were replaced with permanent buildings and structures. In 1871, the permanent stone lodge, a standard national cemetery design by Quartermaster General Montgomery Meigs, replaced the frame lodge at the cemetery entrance. The lodge functioned as the point of visitor contact, cemetery office, and residence for the superintendent and his family. A Quartermaster-designed Second Empire-style Mansard roof was added in 1873, and a rear extension in 1905. At this time, the regulation paint colors of the lodge exterior were changed from browns to white and bronze-green. A greenhouse occupied the front yard of the lodge for about five years after the Mansard roof was added in 1873. It was used to raise plants for the Corps-badge flowerbeds; after its removal, these plants came from Arlington National Cemetery. A hotbed maintained along the north enclosure wall between 1878 and 1917 was probably used to hold plants. At the service area behind the lodge, the Army maintained a cluster of service buildings. These included a Quartermaster-designed standard Romanesque Revival-style brick outbuilding (garage) that replaced the old frame tool house in 1881. This was built of bricks salvaged from

the gutters, most likely those on the terraces. Other structures in the service area included a cistern behind the lodge built in ca. 1871; a frame wellhouse built about 1882; a frame woodshed built about 1885; and a frame cart house built in 1888. During the financially tight years after World War I, the Army removed the wellhouse, woodshed, and cart house.

Outside of the lodge grounds and service area, structures included the brick enclosure wall completed in 1874 to replace the temporary wood enclosure fence, and brick steps on the terraces built in 1875 to replace wood steps. The drainage system, as redesigned following covering of the brick gutters between 1878 and 1880, included subsurface pipes; the only above-ground structure was a large brick scupper (outlet) along Telegraph Road (Lafayette Boulevard) off the southeast corner of the terraces. In 1888, the Army erected a rostrum at the top of the terraces, at the circle near where a soldiers' monument was originally planned. Rostrums were standard features of Civil War-era national cemeteries designed for speakers at ceremonies, notably Memorial Day. Fredericksburg's rostrum was a standard Quartermaster design known as an iron rostrum, which was manufactured by the Champion Iron Fence Company of Kenton, Ohio and featured an octagonal plan, ornate iron work, a concave roof, and a raised brick platform.

*Evaluation*

Since the National Park Service took over administration in 1933, two major changes occurred to the cemetery's buildings and structures. In about 1938, the NPS removed the iron rostrum, most likely for aesthetic reasons and because it conflicted with the park's interpretation of the location as the site of the Washington Artillery during the Battle of Fredericksburg. In 1961, the park demolished the 1881 brick outbuilding and replaced it with a concrete-block garage completed in 1962 during the park's MISSION 66 improvement program. Around 1985, the park changed the exterior trim colors of the lodge to brown hues, in place of the national cemetery regulation colors of white and bronze-green.

Overall, the primary standard national cemetery buildings and structures of Fredericksburg National Cemetery—the lodge and enclosure wall—remain intact. Loss of the rostrum and brick outbuilding, which were also important standard features of Civil War-era national cemeteries, detracts from the historic character of the landscape. The park's change in paint colors on the lodge is not consistent with the broader changes in the landscape during the early twentieth century, notably the addition of the 5th Corps monument, that reflected the popularity of neoclassical styles following the World's Columbian Exposition in 1893 (see fig. 3.2). Loss of the secondary outbuildings around the service yard during the late historic period changed the character of the area, but these changes reflect diminished resources of the period, rather than designed improvements to the

cemetery landscape. Inventoried features under Buildings and Structures: 7 (see Table 3.0).

### VIEWS AND VISTAS

Views and vistas are prospects in the landscape, either natural or designed, with views defined as broad lines of sight, and vistas as controlled lines of sight toward a focal point.

*Historic Condition (1866–1933)*

In national cemeteries, the primary view was of the flagstaff, usually positioned at the center of the cemetery. The flagstaff was intended to be seen from the graves as well as from the approach to the cemetery. Fredericksburg's first flagstaff, at 125 feet tall, was clearly visible; later replacements at 90 feet and 45 feet tall were less visible, especially as the surrounding trees matured. For this reason, in 1905, the Army relocated its new, 75-foot-tall flagstaff to the top of the terraces so it was visible and on axis with the approach along National Boulevard (Lafayette Boulevard). The 5th Corps monument was also sited at the base of the terraces to take advantage of this same axial vista.

**Figure 3.8. Comparison of historic and existing conditions of views of the flagstaff from the cemetery approach. Top: Postcard showing recently completed flagstaff (1905) at the top of the triangle with open views from the cemetery approach and entrance gates, postmarked 1907. Bottom: Similar view showing a large holly tree that is partly obstructing the view of the flagstaff, 2023. (Public source postcard; SUNY ESF)**

Other views in the national cemetery were internal, except from the top of the terraces where there were panoramic outward views toward the east. At the circle at the south end of the terraces, a soldiers monument was intended to be seen from Fredericksburg, but was never realized. The outward views from this location, where Memorial Day services were held and where the rostrum was built in 1888, looked northeast toward Fredericksburg and southeast toward the Rappahannock River valley. These views became less expansive as the woods on the south slope of Willis Hill grew up, and as trees on the terraces matured.

Internal views within the national cemetery were along the cemetery drives, which were intended to be framed by allées of trees, but these became less distinct with the conversion of the drives to turf and loss of trees through the early 1930s.

*Evaluation*

Since the NPS took over administration in 1933, views have generally become more expansive, except externally from the cemetery approach (fig. 3.8). The vista

of the flagstaff from along Lafayette Boulevard remained but became obscured upon the close approach at the gates due to growth of trees. Realignment of Lafayette Boulevard also shifted attention away from the axial alignment of the vista (see Circulation). Views from the upper terraces were opened due to the loss of trees and the park's use of this area to connect visitors with the larger Fredericskburg battlefield. The park installed an audio-visual kiosk at the top of the terraces to interpret this view to visitors but removed it in the early 2000s. Development in the foreground of this view, south of Lafayette Boulevard on the former Willis Field, altered the historically rural foreground of the view.

Overall, views and vistas in Fredericksburg National Cemetery reflect those that existed historically, but they have changed due to growth and removal of trees within the cemetery, changes in circulation, and development outside the cemetery walls. Inventoried features under Views and Vistas: 2 (see Table 3.0).

#### SMALL-SCALE FEATURES

Small-scale features are furnishings and other details in the landscape generally defined by their size relative to the overall landscape, or simplicity of construction. Small-scale features may serve aesthetic or utilitarian functions.

*Historic Condition (1866–1933)*
Small-scale features have been prominent parts of Fredericksburg National Cemetery since its initial development beginning in 1866. As with buildings and structures, most of the initial small-scale features were wood and intended to be temporary, including a painted paling (picket) enclosure fence with an arched entrance gate, painted wood headboards, and painted wood tablets containing stanzas from patriotic poems. Upon the end of orderly reinterment in 1868, there were 6,604 painted headboards on all graves (known and unknown), which faced east and were at the head of the grave as the name implies. The commemorative wood tablets were installed around the center and along the drives within the burial divisions. A 125-foot-tall wood flagstaff at the center of the cemetery was a permanent feature, although it was replaced twice during the 1870s, the first at 90 feet tall, and the second at just 45 feet tall. The flagstaff was flanked by four permanent gun monuments, a national cemetery standard feature, installed in 1868, reflecting Fredericksburg's status as a first-class cemetery. There were also four shot pyramids (piles of cannonballs) around the flagstaff mound.

The first of the temporary small-scale features to be replaced were the enclosure fence and gate, which were rebuilt as a standard Quartermaster-designed brick wall (see Buildings and Structures) and granite and iron gates in 1873–1874. Between 1874 and 1876, the Army replaced the painted headboards with standard government grave markers (one grave had a private marble marker), using an alternative specification for granite rather than marble markers used in nearly

all other Civil War-era national cemeteries. The granite grave markers included upright slabs for known graves, and square posts known as blocks for unknown graves. In replacing the headboards at Fredericksburg, the Quartermaster switched the orientation of approximately half of the known markers in the burial divisions so the inscriptions faced the nearest parallel drive. This meant that half of known markers in each section faced west, and the other, east. The terrace markers all continued to face east, except for the top row (terrace #1) that was reoriented to face west toward the drive. There were no markers to identify burial sections and terraces. Beginning in 1897, Fredericksburg switched to using standard government white marble slab markers for new military interments. Eighteen graves scattered throughout the cemetery were marked by private markers that reflected popular styles found in private cemeteries. The first private marker was dedicated in 1871.

The last of the temporary features to be replaced were the commemorative tablets. The permanent iron tablets, cast by the Army's Rock Island (Illinois) Arsenal, included three types provided to all national cemeteries: Inscription tablets containing verses from the poem, "Bivouac of the Dead," Act of Congress tablets containing text from the 1867 Act to establish and protect national cemeteries, and General Orders No. 80 containing the Army's regulations for national cemeteries. Fredericksburg received ten Inscription tablets, four Act of Congress tablets, and one General Orders tablet in 1881. The Inscription tablets measured approximately 2 feet wide by one foot tall, the Act of Congress tablets measured about 2 feet wide and 1.5 feet tall, and the General Orders tablet was about 2 feet by 2.5 feet. All were installed at an angle on low wood posts that set the tablet about one foot above the ground, consistent with the scale of the grave markers. Inscription and Act of Congress tablets were scattered along the drives; the General Orders tablet was at the front of the triangle, and one Act of Congress tablet was in front of the lodge. A fifth type of iron tablet, "Visitors Invited to Register," was in front of the lodge between circa 1885 and 1901.

Other small-scale features added during the historic period included approximately thirty settees (lawn seats) shipped to the cemetery in 1878 that were a standard design that the Army installed at all national cemeteries. These were moved around the cemetery but were often placed along the top of the terraces, around the center, and along the drives. Between 1890 and 1905, following the twenty-fifth anniversary of the battle and interest in following the lead of Gettysburg in marking its battlefield, veterans and Union states dedicated five granite monuments that were placed at the top of the terraces, at the center, in the triangle, and on axis with the cemetery approach. The most prominent were the garlanded column of the 5th Corps monument near the entrance, and the bronze statue of the Humphreys monument at the center, where the flagstaff had stood until 1905. These monuments reflected the commemorative function of the

national cemetery in the decades prior to establishment of the national military park.

Aside from monuments, several additional small-scale features were added during the first decade of the twentieth century, including an iron planter vase in the front yard of the lodge in circa 1901, four shot pyramids around the 5th Corps Monument mound installed in circa 1901, national cemetery standard nameplates on the cemetery gateposts in 1907, two iron horse-head hitching posts in 1907, and a national cemetery standard Lincoln Memorial tablet installed on the front of the lodge in 1909. In 1905, the Army replaced the 45-foot-tall wood flagstaff with a 75-foot-tall iron flagstaff supported by guy wires anchored by granite blocks, and moved it from the center to the southern end of the triangle so it would be visible on axis with the cemetery's approach road, National Boulevard. Two shot pyramids were placed at the base of the flagstaff.

**Figure 3.9. Comparison of grave markers showing changes in alignment and condition. Top: Original height and alignment about a decade after installation, looking northwest across Divisions D and C, circa 1885. Bottom: Same view showing loss of height and alignment, and darker condition due to staining and biological growth, 2022. Note the lack of visibility of the blocks in the distance compared with the historic photograph. (Fredericksburg and Spotsylvania National Military Park archives, digital photograph 2678r; SUNY ESF)**

*Evaluation*

Since the National Park Service took over administration in 1933, most of the small-scale feature types remain, but there have been removals, deterioration, and additions. The grave markers remain intact, but their condition in terms of alignment and cleanliness does not reflect historic national cemetery standards, although work is underway to correct this (fig. 3.9). Many of the unknown blocks and some of the known markers have sunken or the grade around them has lifted so that they are largely invisible or their inscriptions are partly obscured. At least one flat marker was added as a supplement to correct an inscription. Other changes include removal of the General Orders and Act of Congress tablets, and four of the ten Inscription tablets. The character of these remaining tablets has been altered through changes in regulation paint colors and mounting height that is out of scale with the gravemarkers (fig. 3.10). One of the hitching posts and both mounting blocks have been removed, along with the vase in the lodge yard and about twenty-five of the settees. The flagstaff and main entrance gates remain intact. The park added identification tablets, an interpretive wayside, and a compass that relate to the history of the battlefield rather than the national cemetery.

Overall, small-scale features, including the grave markers, flagstaff, gates, gun monuments, settees, Inscription tablets, and regimental monuments remain character-defining features of Fredericksburg National Cemetery and are

important for conveying its association with the Civil War and its commemoration, and the development of the National Cemetery System. The loss of some small-scale features, particularly Inscription, Act of Congress, and General Orders iron tablets along with many of the settees, diminishes the identity of Fredericksburg as a Civil War-era national cemetery. All grave markers are significant under National Register Criterion A regardless of age. Inventoried features under Small-Scale Features: 23 (see Table 3.0).

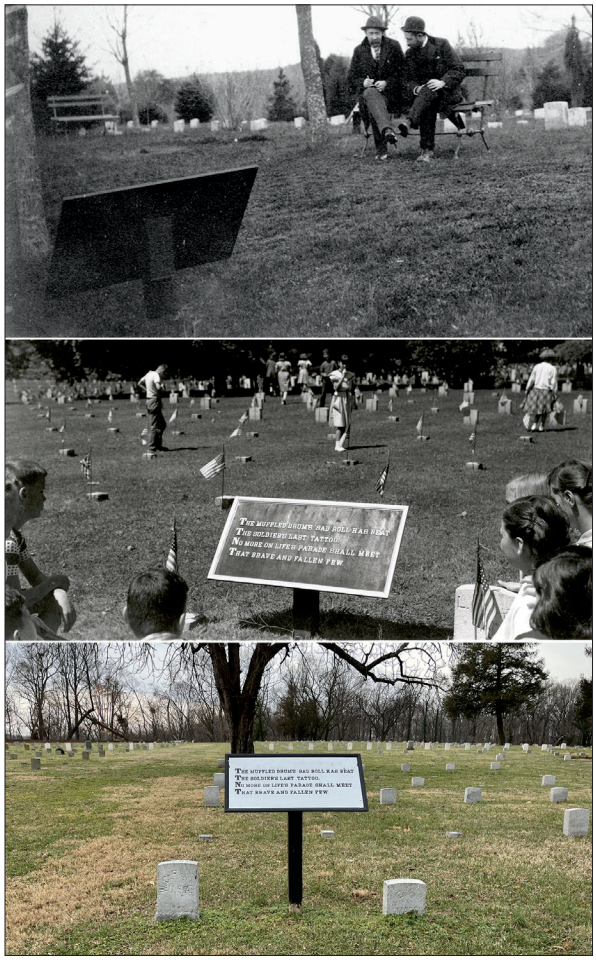


**Figure 3.10. Comparison of historic and existing conditions of Inscription tablets. Top: Back of a tablet showing post and low mounting height, circa 1885. Middle: Historic paint scheme and low mounting height of tablet along a drive typical of the historic period, circa 1955. Bottom: Current condition showing inverse color scheme and increased mounting height, 2023. (Fredericksburg and Spotsylvania National Military Park archives, digital image 766; digital image Fredericksburg Box 2a_C_Fredericksburg National Cemetery_38; SUNY ESF)**

### ARCHEOLOGICAL SITES

Archeological Sites are features that contain surface or subsurface remnants related to historic or prehistoric land use that may be significant as part of the landscape or for their information potential.

*Historic Condition (1866–1933)*

In developing the cemetery, the Army cleared the Confederate earthworks along the crest of Willis Hill and remnants of the Mitchell house and road that stood within the national cemetery; the Willis Cemetery that immediately adjoined the north enclosure of the national cemetery was left intact. The interment of approximately 15,128 persons in 6,604 graves upon completion of the orderly reinterment process in 1868 established a vast number of archeological sites within the cemetery. These sites were clearly visible by the earthen mounds above each grave; within a decade or so, these mounds were leveled as the caskets below decomposed, but granite markers remained as an outward expression of the human remains beneath the ground. Approximately 300 additional human remains were subsequently interred through 1994; the last military burial was in 1949.

As a designed and maintained landscape, the Army did not leave above-ground ruins from removed or buried built features. The roadbed of the gravel drives and the brick gutters built between 1866 and 1868 were covered and turfed by 1880, leaving no above-ground evidence. There were also no above-ground remnants of the original lodge, tool house, cart house, woodshed, cistern, and wellhouse removed from the lodge grounds and service area during the historic period. Any visible trace of the flagstaff mound was removed prior to installation of the Humphreys monument in 1909.

*Evaluation*

After the National Park Service took over administration in 1933, there continued to be interments, mostly within the closed drives in Divisions B and C. The park

removed several built features, notably the 1881 brick outbuilding and the 1888 rostrum, but left no above-ground traces. The park left subsurface foundations of the rostrum and portions of the outbuilding's foundation with removal of these structures in circa 1938 and 1961. The park covered the brick pavement of the service yard in asphalt as part of construction of the new garage in 1962. The brick pavement was discovered during removal of the asphalt as part of the demoliton of the 1962 garage in 2024.[17]

Overall, the graves in Fredericksburg National Cemetery are its most significant feature and reflect its ongoing significance as a memorial to the military history of the United States. There are no above-ground traces of built features that contribute to the historic character of the landscape. However, there are below-ground archeological sites that have the potential to reveal important information about the cemetery's historic development, such as recently revealed by archeological investigations at the circle that identified intact brick gutters and foundation traces of the rostrum. Archeological investigations could also reveal information about the location and dimension of Corps-badge flowerbeds in the triangle and lodge front yard, the dimensions of the roadbeds, and information about removed buildings, and the existence of the cistern and well in the service area. Due to the substantial amount of ground disturbance during the original development of the cemetery, it is unlikely that there are intact sites related to the pre-Civil War or indigenous history of the land. Inventoried features under Archeological Sites: 3(see Table 3.0).

**ENDNOTES**

1 Robert R. Page, Cathy A. Gilbert, and Susan A. Dolan, *A Guide to Cultural Landscape Reports: Contents, Process, and Techniques* (Washington, D.C.: National Park Service, 1998). The cultural landscape evaluation is necessary because the National Register's inventory method by five resource types does not allow for a comprehensive inventory and evaluation of cultural landscapes.

2 Public Archaeology Laboratory, Inc., National Register of Historic Places Registration Form, "Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park" (Unpublished report, May 2016, revised July 2017, approved 2018).

3 National Register of Historic Places Digital Archives on NPGallery, https://npgallery.nps.gov/NRHP/SearchResults?view=list (accessed April 26, 2024). The 1977 National Register form includes "and Cemetery" in the title after the park name.

4 FRSP National Register documentation (2018), Section 7, page 18, and Section 7, pages 16–20.

5 FRSP National Register documentation (2018), Section 8,pages 74–75. See following recommendations for proposed revisions to this period of significance.

6 FRSP National Register documentation (2018), Section 8, page 77.

7 FRSP National Register documentation (2018), Section 8, pages 103–105, 110, 111, 118.

8 FRSP National Register documentation (2018), Section 8, pages 143, 144, 150–154.

9 A broader effort could involve a multiple property listing for all Civil War-era national cemeteries administered by the National Park Service, akin to the existing multiple property listing for Civil War-era national cemeteries administered by the Department of Veterans Affairs. See Therese T. Sammartino, National Register Multiple Property Documentation Form, "Civil War Era National Cemeteries" (Unpublished report prepared by the Department of Veterans Affairs, approved 1994). Only Veterans Affairs-administered cemeteries were included in this multiple property nomination.

10 National Park Service, *National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places* (Washington, D.C.: Government Printing Office, 1992), 17; National Register Program, "National Register Eligibility of National Cemeteries—A Clarification of Policy" (unpublished white paper prepared for the Department of Veterans Affairs, September 8, 2011). The 2018 FRSP National Register documentation interprets this 2011 clarification as meaning there is no end date for the period of significance for the entire national cemetery, and that all features are contributing regardless of age. This CLR is recommending that this period of significance only apply to the graves and their immediately surrounding ground, corresponding to the burial sections and terraces, as supported by the guidance in National Register Bulletins 15 and 41.

11 National Park Service, *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Government Printing Office, 1990, revised 1991), 36.

12 FRSP National Register documentation (2018), Section 8, pages 103–105. The current National Register documentation elaborates only on development of Fredericksburg National Cemetery through 1869, although the commemorative works through the addition of the Parker's Battery marker are documented as significant as part of the ongoing period of significance.

13 1865 is when the Army authorized the national cemetery, but the site was not selected, and interments did not begin, until 1866. Non-military interments after 1949, mainly spouses of service members, continued through 1994. These graves are not considered historically significant in the context of military history.

14 National Register Bulletin 15, 44–45.

15 All historical data in this evaluation is based on documentation in chapter 1 of this cultural landscape report, except where noted. Existing conditions are based on field work conducted in 2022 and 2023.

16 Donald C. Pfanz, *Where Valor Proudly Sleeps: A History of Fredericksburg National Cemetery, 1866–1933* (Carbondale: Southern Illinois University Press, 2018), 109.

17 Eric Mink, FRSP Historian and Cultural Resource Program Manager, e-mail to John Auwaerter, October 24, 2024.

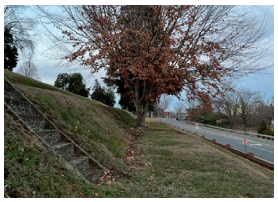
| TABLE 3.0 - LANDSCAPE FEATURES INVENTORY<br>FREDERICKSBURG NATIONAL CEMETERY | | | | |
|---|---|---|---|---|
| **Feature Name** | **Other Inventory** | **Evaluation Status** | **Historical Data / Evaluation** | **Existing Conditions Image Reference** |
| **Natural Systems and Features** (Drawing Key: NSF) | | | | |
| NSF-1. Howison Tract Woods | | Contributing | **Historic Condition (1866–1933):** Native woods of white oak, northern red oak, chestnut oak, and American beech, with understory of sourwood, blackgum, red maple and American holly may have originally covered Willis Hill. The eastern and southeastern slopes of Willis Hill were open during the Civil War, which allowed for strategic views and firing lines and during the early cemetery years, when a soldiers' monument was proposed at the circle (Washington Artillery site). During the historic period through 1933, this area of woods grew back, but cleared in part after World War II and today has grown back again, blocking outward views to the south.<br>**Evaluation:** The Howison Tract woods south and west of the cemetery are part of the historic cemetery landscape and shape its spatial character and views. The southeastern extent of the woods did not exist when the cemetery was founded but was part of the cemetery's later historic character. Only a small area of the woods, mostly at the ravine, are within the national cemetery boundaries. | |
| **Spatial Organization Features** (drawing key: SO) | | | | |
| SO-1. Burial Grounds–Divisions | CRIS-CL:153821 | Contributing | **Historic Condition (1866–1933):** In 1866, the Army laid out the burial grounds in four rectangular divisions lettered A through D with outer limits defined by the perimeter drive and enclosure. Each division was organized into sections also identified by letter that were defined by drives. Each section was organized into evenly spaced rows of graves oriented north-south, with turf walks at the foot of the graves. The Army redesigned the eastern sections of Divisions A and D (A-b, A-d, D-b, D-d) on the steep slope of Willis Hill soon after establishment of the cemetery into linear terraces rather than divisions; Section A-b was relocated west of Division B. The layout was maintained with replacement of the wood headboards with granite markers in 1874–1876. Drives around each section were planted with rows of trees by the early 1880s that reinforced the definition of the sections; many trees were lost by the early 1930s. Beginning in 1898, drives between sections in Divisions B and C were used for graves.<br>**Evaluation:** The burial divisions retain their historic spatial character and layout dating to the original development of the cemetery in 1866-1869, except for drives in Divisions B and C, in effect creating larger sections. These changes are part of the historic character of the cemetery under Criterion A (military). Continued loss of trees has led to a more open spatial character than existed prior to 1933. | <br> |
| SO-2. Burial Grounds–Terraces | CRIS-CL:153821 | Contributing | **Historic Condition (1866–1933):** The terraces were not part of the original plan of the cemetery but were added in 1867–1868 per the recommendation of the inspector of national cemeteries due to the steep grade. Each terrace featured one row of graves, with the top row (#1) on the plateau of Willis Hill. The heads of the graves were located at the base of the terrace banks; the walks were along the top of the terrace banks. There were ten burial terraces south of the main drive, and eight burial terraces to the north. Terrace #8 north of the main drive was retrofitted for use as a service road |  |

**TABLE 3.0 - LANDSCAPE FEATURES INVENTORY**
**FREDERICKSBURG NATIONAL CEMETERY**

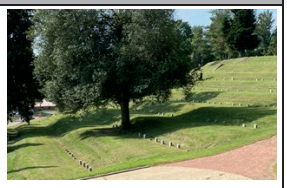
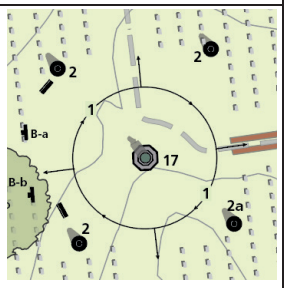
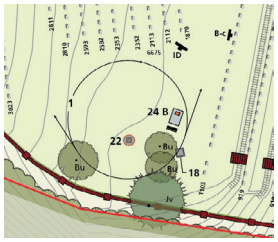
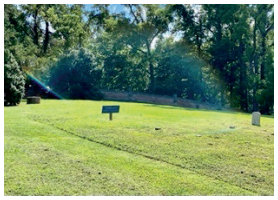
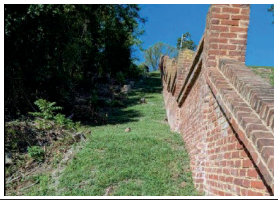
| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| | | | through removal of the graves to terrace #7 in the late 1880s and early 1890s. The terraces were heavily planted with rows of trees of multiple species by the 1880s; many were lost by the early 1930s.<br>**Evaluation:** The terraces retain their historic spatial character as stepped, linear burial areas to either side of the main drive and Triangle. The continued loss of trees since 1933 has created a more open spatial character than existed prior to 1933. |  |
| SO-3. Center | | Contributing | **Historic Condition (1866–1933):** The Center was laid out as part of the original development of the cemetery at the intersection of the four burial divisions. The space was originally symmetrical and defined by the cemetery flagstaff and mound at the center, a circular drive that branched out along four axial drives, and a square perimeter defined by the limits of the surrounding burial sections. Four upright gun monuments were placed at the corners of this square. Shrubs and trees provided additional vertical definition to the space. Conversion of the gravel drives to turf by 1880, and replacement of the flagstaff with the Humphreys Monument in 1908, changed the spatial definition of the Center.<br>**Evaluation:** The Center retains its historic area within the larger burial grounds but has lost historic spatial character since 1933 due to removal of trees and shrubs along the perimeter. The addition of brick tracks in the east approach drive in the 1960s also detracts from the historic symmetry of the space. |  <br> |
| SO-4. Circle | | Contributing | **Historic Condition (1866–1933):** The Circle was laid out as part of the original development of the cemetery at the top of the south end of the terraces at the convergence of two drives. This space, which was then open to views across the battlefield to the east and south, featured a circular drive with a mound at its center that was intended for a soldiers' monument. Conversion of the gravel drives to turf by 1880 reduced the spatial definition of the area. The monument was never realized and in 1888, the Circle became the site of the rostrum where commemorative gatherings were held. Specimen trees loosely defined the perimeter of the circular area, and woods on the south slope of Willis Hill (see NSF-1) grew up, enclosing the south side of the Circle.<br>**Evaluation:** The Circle retains its historic area but has lost much of its historic spatial definition. Removal of the rostrum in ca. 1938 and addition of battlefield commemorative features after 1933 reduced the original circular definition of the area and its commemorative purpose related to the national cemetery. |  <br>  |
| SO-5. Enclosure | | Contributing | **Historic Condition (1866–1933):** The space at the perimeter of the cemetery, known in national cemeteries as the enclosure, was established as part of the original development of the cemetery in 1866. The enclosure space contains the enclosure wall and drainage structures, as well as land outside the wall within the cemetery boundary. The enclosure outside of the wall was maintained as an open corridor, with woods in wider areas, such as at the ravine at the south side of the cemetery.<br>**Evaluation:** The enclosure, a standard feature of Civil War-era national cemeteries, is a mostly narrow corridor that has remained little changed since the historic period, except for growth and removal of woods in areas. Recent maintenance work has reopened areas of | <br>  |

**TABLE 3.0 - LANDSCAPE FEATURES INVENTORY**
**FREDERICKSBURG NATIONAL CEMETERY**

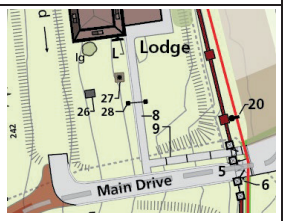
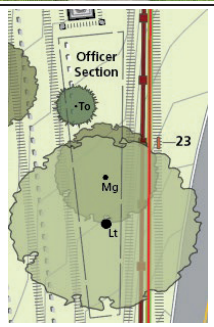
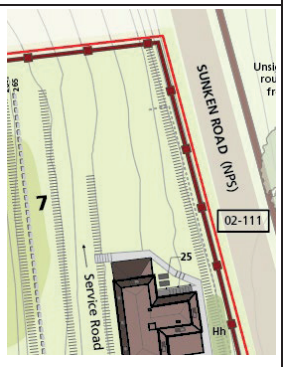
| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| | | | the enclosure along the south and west boundaries that had become wooded. | |
| SO-6. Lodge Front Yard<br><br>(Lodge Grounds) | CRIS-CL:153817 | Contributing | **Historic Condition (1866–1933):** Following completion of the stone lodge in 1871, the yard in front was defined by the sidewalk and main drive to the south, terrace #8 to the west and the enclosure wall to the east. A greenhouse occupied the western half of the yard during the 1870s, and afterward the yard was informally planted with no enclosure. In ca. 1901, sheared hedges were planted along the front of the yard. The lodge yard was the space where visitors were welcomed into the cemetery.<br>**Evaluation:** The lodge front yard retains its historic extent, but its space has become less enclosed since 1933 due to removal of hedges and other vegetation. The lodge yard is no longer a welcoming space for visitors due to loss of ornamental vegetation and a barrier installed by NPS along the entrance walk. |  <br> |
| SO-7. Officer Section | | Contributing | **Historic Condition (1866–1933):** In ca. 1900, the Army designated the northern end of terrace #10 south of the entrance gates and 5th Corps monument (1901) as an officer section. The trapezoidal-shaped area was where the Army maintained circular flowerbeds in the early years. By 1945, nine graves had been interred, with the last grave added in 1994.<br>**Evaluation:** The Officers Section retains its historic spatial character as a row of graves on the trapezoidal-shaped northern end of terrace #10 that is largely indistinct from the rest of the terraces, except for its later government markers and separation from the rest of the terrace graves. There is no section marker. |  <br> |
| SO-8. Service Yard | CRIS-CL:153817 | Contributing | **Historic Condition (1866–1933):** The terrace north of the lodge was reserved for service-related activities shortly after establishment of the cemetery in 1866. With completion of the brick outbuilding in 1881, the Army had developed a long, rectangular area defined by a brick-paved surface and surrounded on the north and east sides by service buildings, and along the uphill terrace, by hedges and trees. Loss of the cart house, woodshed, and wellhouse by the 1920s diminished the enclosure of the space, but an Osage-orange hedge at the base of the terrace provided enclosure to the east, along with the brick outbuilding.<br>**Evaluation:** The service yard, a standard feature of national cemeteries, remains but has lost much of its spatial definition since 1933 due to removal of hedges, extension of the service road, removal or concealment of the brick pavement, and replacement of the 1881 outbuilding in 1961. With pending removal of the 1961 garage and asphalt drive, the service yard will lose more of its spatial definition. |  <br> |

**TABLE 3.0 - LANDSCAPE FEATURES INVENTORY**
**FREDERICKSBURG NATIONAL CEMETERY**

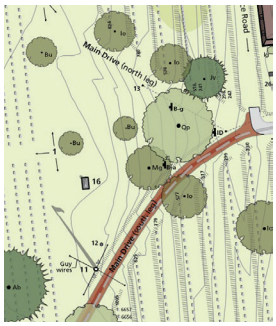
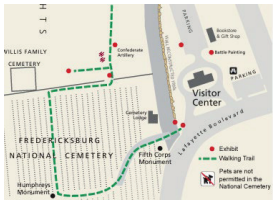
| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| SO-9. Triangle | | Contributing | **Historic Condition (1866–1933):** The triangle was laid out on the east slope of Willis Hill as part of the original development of the cemetery, as an open park-like area that served as a focal point upon entry to the cemetery. It was defined by the slope and surrounding gravel drives, with internal space arranged by a symmetrical placement of Corps-badge flowerbeds, shrubs, and trees. Conversion of the drives to turf by the 1880s diminished the triangle's spatial definition. The original symmetry remained through 1933 with the placement of three Corps-badge flowerbeds, but addition of the flagpole at the south corner of the Triangle shifted the space's balance.<br>**Evaluation:** The Triangle retains its historic area within the larger burial grounds, but it has lost its originally intended spatial definition. Paving of the south leg of the main drive after 1933 and changes in vegetation have altered the definition and symmetry of the Triangle as viewed from the main entrance gates. |  <br> |
| **Land Use Features** (drawing key: LU) | | | | |
| LU-1. Sunken Road Walking Trail (Cemetery Trail) | FMSS: 7100:23730 | Non-contributing (compatible) | **Historic Condition (1866–1933):** There was no designated trail on the cemetery drives.<br>**Evaluation:** The Sunken Road Walking Trail is a contemporary route whose name does not reflect the distinct identity of the national cemetery. In ca. 1985, the park designated the initial cemetery walking tour that connected the five regimental monuments. After 1998, this route was incorporated into the Sunken Road Walking Trail that ascended Marye's Heights and extended through the cemetery along the drives to Humphrey's Division Monument and then back down the main drive to the visitor center. There are no signs or other markings for the trail |  |
| **Circulation Features** (drawing key: C) | | | | |
| C-1. Approach Walk | FMSS: 2100: 24291 | Non-contributing (incompatible) | **Historic Condition (1866–1933):** Soon after the cemetery's completion in 1869, Frederick Street was improved and provided an axial approach to the cemetery entrance from the city and its train station. With westward expansion of the city by the late 19th century, the Army acquired a right-of-way along Frederick Street in 1891 to maintain its use and character as the cemetery approach road and renamed it National Boulevard. Government improvements to the road included cobblestone gutters in ca. 1891, a concrete sidewalk along the north side in 1909, and Norway maple street trees along the north side in 1914. With increasing automobile traffic after World War I, the state designated National Boulevard as part of State Route 1 (later US 1), and in ca. 1924, realigned the T-intersection with Telegraph Road (Sunken Road) into a broad curve. Despite this, the original alignment of National Boulevard and Telegraph Road remained as part of a broad intersection west of the curve.<br>**Evaluation:** The existing irregular alignment and width of the approach walk built in ca. 2004, together with the extended visitor center loop drive and removal of Telegraph Road (Sunken Road) to the south of the gates, obscures the historic T-intersection and axial approach | <br> |

**TABLE 3.0 - LANDSCAPE FEATURES INVENTORY**
**FREDERICKSBURG NATIONAL CEMETERY**

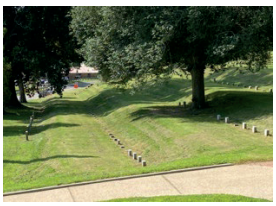
| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| | | | historically formed by National Boulevard. The brick sidewalk maintains the historic alignment. | |
| C-2. Burial Grounds Drives<br><br>(National Cemetery Roads)<br><br>See also C-6 Main Drive, C-8 Service Road | CRIS-HS:081993 NR Resource (Structure) | Contributing | **Historic Condition (1866–1933):** The original development of the cemetery featured a grid of gravel/earthen avenues, approximately 12' to 15' wide, bordered by brick gutters. These drives defined the spaces between burial sections and along the enclosure. Between 1878 and 1882, the Army had filled or removed most of the brick gutters and converted the drive surfaces to turf as a maintenance economy. After this time, lines of trees along the drives helped to define the drive alignments. Portions of the main drive (see C-6) were returned to gravel at various times prior to 1933 to address erosion and wear-and-tear. Short turf drives in Division C were closed for burial use between 1898 and 1920, and a north-south drive in Divisions B and C was closed for burial use beginning in 1920.<br>**Evaluation:** The turf drives within the burial grounds are character-defining features of the landscape and are still used for circulation, although their alignment has become less clear as the roadside trees have been lost over time. The existing character reflects a change made historically for maintenance purposes that substantially changed the original character of the drives. | <br> |
| C-3. Burial Grounds Walks | | Contributing | **Historic Condition (1866–1933):** The original plan of the cemetery featured linear turf walks that provided access to individual graves from the drives. The main divisions were laid out with the heads of graves approximately 8.5 feet part, which allowed for walks at the foot of the graves about 2.5 feet in width (area between foot of the grave and headstone in adjacent row). The terraces, each between 14 and 17 feet in width, had much more width for walks at the foot of the graves. After the grave mounds were leveled, there was no distinction between the walk and the grave. Upon installation of the granite grave markers in 1876, one half of each of the division sections had the known markers inscribed on the back (facing the nearest drive), meaning the grave was to the rear of inscription and the adjacent walk was in front. Maturation of trees, usually planted between grave markers or within walks, impeded the intended pedestrian circulation in areas.<br>**Evaluation:** The burial grounds walks are a significant circulation feature of the original cemetery plan, but they are not readily discernable in the landscape. Today, visitors tend to walk through the center of the space between grave rows, which means they are walking on the graves rather than on the walks. | <br>  |
| C-4. Lodge Entrance Walk | CRIS-CL: 154093<br>CRIS-HS: 082012<br>NRL Associated Feature<br>FMSS: 4100: 23735<br>Asset: 18452 | Contributing<br><br>(concrete pavement non-historic) | **Historic Condition (1866–1933):** A brick walk was built in ca. 1871 to connect the main drive to the front entrance of the new stone lodge. The brick walk extended to the rear along the east side of the lodge. In ca. 1905, the Army repaved the rear walk from the porch back in concrete. A brick gutter along the west side of the walk was added in 1908 to drain a lodge downspout.<br>**Evaluation:** The lodge entrance walk is a significant circulation feature, but the existing concrete, which replaced the brick walk and gutters in ca. 1934, is incompatible with the historic character of the landscape. | <br> |

**TABLE 3.0 - LANDSCAPE FEATURES INVENTORY**
**FREDERICKSBURG NATIONAL CEMETERY**

| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| C-5. Lodge Rear Walk and Steps | CRIS-CL: 154093 CRIS-HS: 082012 NR Associated Feature FMSS: 4100: 23735 Asset: 18452 | Contributing | **Historic Condition (1866–1933):** The rear walk along the east side of the lodge was built in ca. 1871 and realigned and resurfaced in concrete in ca. 1905 as part of the rear addition to the lodge. It was probably at this time that a set of concrete steps was added to connect the walk with the service road on the terrace above the lodge. Another set of steps led off the rear walk to the lodge basement. **Evaluation:** The rear walk and terrace steps remain from the historic period and appear intact except for asphalt added over the section behind the rear porch in ca. 1962. | |
| C-6. Main Drive (Carriageway, Maryes Heights National Cemetery Road RT 408) | CRIS-CL:153879 CRIS-HS:081993 NR Resource (Structure) FMSS: 1100: 23732 | Contributing (brick and concrete pavement non-historic) | **Historic Condition (1866–1933):** The roads laid out in the initial development of the national cemetery in 1866, with gravel surfaces and brick gutters, included one that extended from the main gate up to the flagstaff at the center of the cemetery. This became the main drive and was subject to the most use. It measured approximately 12 feet wide. When the Army converted the drives to turf in 1878– 1880, the lower part of the main drive experienced erosion due to use and slope, and it was returned to gravel. In 1934, the park paved the section from the gates to the service road in concrete and added concrete curbs; at the gates, the drive featured a concrete apron that extends to steps for the adjacent sidewalk. **Evaluation:** The main drive remains a character-defining circulation feature, but the concrete and brick pavements, added between ca. 1934 and 1962, detract from its historic character. These changes also included installation of curbs instead of brick gutters, and addition of a concrete apron outside the gates. Brick was added between the two tracks in the 1990s. The concrete has a character similar to the original gravel surface, while the brick has the character of a walk rather than a drive. The brick tracks also detract from the symmetry of the two legs of the main drive to either side of the triangle. | |
| C-7. Main Drive Sidewalk | | Contributing (concrete pavement non-historic) | **Historic Condition (1866–1933):** Construction of the new entrance gates in 1873–1874 included the addition of pedestrian gates flanking the central vehicular gate. At this time, the Army laid a brick sidewalk extending from the north pedestrian gate to the lodge entrance walk. In 1907, the walk was extended across Sunken Road with two stone tracks. A paved walk was not added to the south gate. **Evaluation:** The sidewalk along the main drive is a historic circulation feature. The existing concrete pavement and steps, which replaced the historic brick walk in ca. 1934, are not consistent with the historic character of the landscape. The concrete steps outside the gates were added at this same time. The stone tracks were probably removed with the paving of Sunken Road in 1961. | |

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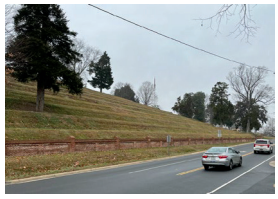
**FREDERICKSBURG NATIONAL CEMETERY**

| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| C-8. Service Road<br><br>(Lodge Driveway) | CRIS-CL:154095<br>CRIS-HS:081996<br>NR Resource (Structure)<br>FMSS: 1100: 23732<br>Asset 17587 | Contributing<br><br>(grass surface non-historic) | **Historic Condition (1866–1933):** Vehicular access to the service area behind the lodge was originally along a steep road that bordered the enclosure wall. To improve access, the Army planned a new road that extended from the main drive along terrace #8 to the service yard. In 1888, the Army began to relocate graves to terrace #7. In ca. 1892, the last graves were removed, and the gravel service road was built, with a turn down the terrace opposite the 1881 brick outbuilding.<br>**Evaluation:** The Service Road is a historic circulation feature and retains its historic roadbed but has lost its historic surface and is not distinguishable from the surrounding turf. The northern extension, added in ca. 1934, and turn-around, added in ca. 1962, are not historic but provide the only way for vehicles to safely access the service yard. | <br> |
| **Topography Features** (Drawing Key: T) | | | | |
| T-1. Terraces | CRIS-CL:153765 | Contributing | **Historic Condition (1866–1933):** The east slope of Willis Hill was too steep (1:5) for the original grid of burial divisions and sections, so between 1867 and 1868, it was graded to create burial terraces per the suggestion of the inspector of national cemeteries. Each terrace was between 14 and 17 feet wide, with banks 8 to 10 feet tall. The slope south of the main drive was graded into 9 burial terraces and a wider bottom terrace (#10) that was not used for burials. To the north, there were 8 burial terraces with a wide bottom terrace reserved for the lodge and service area. Drainage was originally funneled into brick gutters at the top of each bank; these were removed or buried in ca.1878. North terrace #8 was modified in ca. 1892 for use as the service road.<br>**Evaluation:** The Terraces are a defining feature of the national cemetery landscape and retain their overall topographic form, except for the north end of north terrace #8 that was regraded as part of a turn-around for the service road in 1961. Erosion has reduced the grade and profile of the terrace banks in areas. |  <br> |
| T-2. 5th Corps Monument Mound | | Contributing | **Historic Condition (1866–1933):** Construction of the 5th Corps (Butterfield) Monument in 1900–1901 at the north end of south terrace #10 included a rectangular turf mound (terrace) approximately 25' long by 20' wide. Shot pyramids were placed at the corners of the mound (see SSF-20).<br>**Evaluation:** The 5th Corps monument mound is a historic part of the monument's design and serves to elevate the monument. The finely graded banks have become less sharp due to erosion and wear-and-tear from mowers. | |
| **Vegetation** (Drawing Key: V) | | | | |
| V-1. Burial Grounds Shrubs | CRIS-CL: 153865<br>FMSS: 3100: 23583<br>Asset: 10152 | Non-contributing (compatible / incompatible) | **Historic Condition (1866–1933):** The Army's extensive planting program undertaken through the early 1880s included numerous shrubs scattered throughout the burial grounds. Most were specimens informally arranged, except for evergreen shrubs that framed the drives at the intersection of the central circle. Some were unsheared deciduous shrubs, possibly mock-orange, hydrangea, and spirea, while others were evergreens sheared into rounded shapes, possibly boxwood and yews.<br>**Evaluation:** There are no shrubs within the burial sections, and only a few boxwood shrubs located within | |

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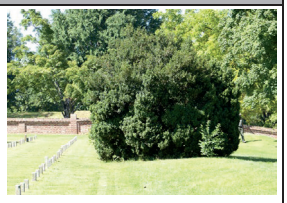
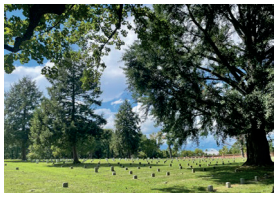
| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| | | | adjacent drives and along the enclosure wall that were most likely planted after 1933. There is no detailed record of the location and species of shrubs prior to 1933. The loss of shrubs detracts from the historic character of the cemetery landscape. The boxwoods located on drives at the triangle and circle, most likely planted after 1933, block historic circulation patterns. Additional shrubs are located within the lodge grounds and circle. |  |
| V-2. Burial Grounds Specimen Trees | CRIS-CL: 153865 FMSS: 3100: 23583 Asset: 10151 | Contributing | **Historic Condition (1866–1933):** By 1869, the burial corps had planted rows of trees, mostly Eastern red-cedar, along the two forks of the main drive, terrace steps, and at the center around the flagstaff. During the 1870s and 1880s, the Army planted upwards of 1,000 additional trees, both deciduous and coniferous, throughout the cemetery at a high density. Most of the trees on the top of Willis Hill were in rows along the drives at the edges of the burial sections, and along the enclosure wall. Some trees were also scattered within the burial sections. On the terraces, the trees were planted in straight rows on each terrace. These plantings reflected a mixture of species. By the end of the historic period, there were about 200 trees remaining, but they still provided a substantial canopy throughout the cemetery.<br>**Evaluation:** Specimen trees in the burial grounds are a character-defining feature of the cemetery landscape but have been substantially reduced in number since the historic period. NPS replanted trees and added some new species, but over time the numbers declined to the 52 specimens remaining today. The trees no longer define corridors along the drives. Large specimens, including a gingko, two tulip-trees, a balsam fir, and an Easter red-cedar may date to the original plantings made by the early 1880s. A red-cedar along the south leg of the main drive, along with two bordering the terrace step (see V-7), may be the oldest trees in the cemetery, planted by the burial corps in ca. 1868 or 1869. |  <br> <br> |
| V-3. Cemetery Turf | CRIS-CL: 153921 FMSS: 3100: 23583 Asset: 558539 | Contributing | **Historic Condition (1866–1933):** In the initial development of the cemetery, the Army transplanted turf from surrounding meadows to the cemetery. These were most likely cool-season grasses mixed with forbs such as clover and daisies. Between 1878 and 1880, the Army expanded the extent of turf by converting the drives from gravel/earth surface to turf. Per national cemetery regulations, the cemetery was required to keep the turf neatly mown and trimmed around grave markers to maintain the character of a "well-kept sward" (National Cemetery regulations, 1911).The character of the turf remained largely unchanged through the historic period.<br>**Evaluation:** Mown turf, a standard feature of national cemeteries, is a defining feature of Fredericksburg National Cemetery. Due to operational constraints, the park has not been able to consistently maintain low mow heights and neat trimming around grave markers throughout the growing season. The patches of zoysiagrass introduced in the 2010s along the ravine and on the north terraces are not compatible because they have a markedly different character from the historic turf, especially when dormant. | <br> |

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| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| V-4. Circle Plantings | FMSS: 3100: 23583 Asset: 10152 | Contributing (red-cedar)<br><br>Non-contributing (boxwoods, incompatible) | **Historic Condition (1866–1933):** The Circle was planted by the 1880s with an informal assortment of shrubs on and around the center, with deciduous and coniferous trees lining the surrounding drives. Most of the shrubs may have been removed late in the historic period. There were no trees along a portion of the south enclosure wall, presumably to allow for outward views. **Evaluation:** The three large boxwood shrubs in the Circle most likely were planted by NPS after 1933 and are located partly on the alignment of the original circular drive. There is one Eastern red-cedar against the enclosure wall that may predate 1933. The loss of trees around the perimeter of the circle detracts from the historic character of the landscape. | |
| V-5. English Ivy Bed | | Non-contributing (compatible) | **Historic Condition (1866–1933):** The Army planted English Ivy along the interior of the enclosure wall in 1881, as was standard practice at most national cemeteries. The 1911 National Cemetery regulations required the vines to be kept trimmed below the wall coping, with a weed-free trimmed bed. **Evaluation:** English Ivy (*Hedera helix*), a standard planting in Civil War-era national cemeteries, is a historic plant material. NPS removed all ivy from the enclosure wall by the 1980s, but some may have escaped after 1933 to form a bed on the bank below the lodge adjacent to the enclosure wall. It is the only remnant of what grew on the wall historically. English ivy is considered invasive when it matures and flowers, but when kept trimmed and contained within a bed, is not invasive (USDA, National Invasive Species Information Center). English ivy has escaped to the Howison tract woods south of the cemetery, where it has become invasive (see NSF-1). | |
| V-6. Lodge Grounds Plantings | FMSS: 3100: 23583 Asset: 10152 | Non-contributing | **Historic Condition (1866–1933):** The front yard of the lodge had a wide range of plantings over its history, with profuse, informal plantings of trees and shrubs through the 1890s, vines on the lodge, and a Maltese-cross flowerbed to commemorate the 5th Corps. Beginning in ca. 1901, the Army redesigned the yard with more formal sheared hedges and shrubs, two Norway maples, climbing roses on the lodge porch, a neoclassical-style planter vase, and a circular flowerbed to commemorate the 1st Corps. **Evaluation:** The lodge yard has lost the formal plantings that characterized it during the later historic period. The existing shrub in front of the lodge was planted after 1933. The park removed the flowerbed and vase, and added plantings including a boxwood hedge along the Service Road and various trees and shrubs within the yard, which are all now gone. | |
| V-7. Terrace Steps Red-cedars | CRIS-CL: 153865 FMSS: 3100: 23583 Asset: 10151 | Contributing | **Historic Condition (1866–1933):** Between 1868 and 1869, the burial corps transplanted Eastern red-cedars from surrounding fields along the two legs of the main drive, at the Center, and along the two sets of wood steps on the terraces. By the 1880s, the cedars along the steps formed an allee that enclosed the steps, which were rebuilt in brick in 1875. By 1933, many of the cedars along the steps had been lost. **Evaluation:** The three red-cedars along the terrace steps are remnants of allees that were historically prominent features of the terraces. These trees are remnants of allees that were defining features of the landscape for much of the historic period. | |

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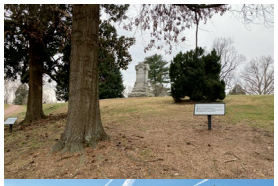
| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| V-8. Triangle Plantings | CRIS-CL: 153865 FMSS: 3100: 23583 Asset: 10151, 10152 | Contributing (overall) | **Historic Condition (1866–1933):** With its prominent location upon entering the national cemetery, the Army maintained the triangle with ornamental and commemorative plantings, beginning with a wide array of Corps-badge flowerbeds. By the 1880s, the Army removed the beds and established dense plantings of trees and shrubs. These were thinned and three Corps-badge flowerbeds were reintroduced in ca. 1898. **Evaluation:** The existing trees and shrubs in the Triangle, most of which post-date 1933, are compatible with the historic character of the landscape, but overall, the Triangle plantings have lost the ornamental and commemorative character that existed during the historic period. The existing plantings include a non-historic Willow oak, two non-historic boxwoods, and a historic Southern magnolia; several hollies and red-cedars border the triangle along the outer sides of the main drive. The willow oak shades three of the four sites where there were Corps-badge flowerbeds prior to their removal by NPS in ca. 1934. |  |
| **Buildings and Structures Features** (Drawing Key: BS) | | | | |
| BS-1. Drainage Structures - Inlets | | Non-contributing (compatible) | **Historic Condition (1866–1933):** The initial development of the cemetery as completed by 1869 included brick gutters that drained to low points at the ravine, southwest corner, and northwest corner. The south terraces drained to the southeast corner of the cemetery and the north terraces to the north side of the main drive. Wood culverts, amounting to 378 feet in length, carried the drainage out of the cemetery. These were later rebuilt with brick basins and clay or iron outlet pipes. Inlets were against the brick enclosure wall and along the drive the followed the ravine and the north leg of the main drive at the triangle. **Evaluation:** The existing drainage inlets are functionally important features but are inconspicuous and therefore do not contribute to the historic character of the cemetery landscape. The inlets currently have iron grates that most likely post-date 1933. The outlet pipe from the ravine was recently replaced with a corrugated metal pipe. | |
| BS-2. Drainage Structures - Scupper | | Contributing | **Historic Condition (1866–1933):** The south terraces were designed to drain to the southeast corner of the cemetery. In ca. 1879, a large brick culvert and scupper, with an arched opening and stepped cheek walls, was built into the bank outside of the enclosure wall along Telegraph Road (Lafayette Boulevard). **Evaluation:** While not visible from within the cemetery, the scupper is an intact historic drainage structure along the public frontage on Lafayette Boulevard. The scupper now empties into a storm drain along the road and was recently cleared of silt that had concealed the brick structure.. | |
| BS-3. Enclosure Wall<br><br>See also SSF-9 – Main Entrance Gates | CRIS-CL: 154097 CRIS-HS: 007888 FMSS: 3100: 23583 Asset 558530 | Contributing | **Historic Condition (1866–1933):** The perimeter enclosure, a feature require by the 1866 Joint Resolution of Congress, was initially a 3-foot-tall wood paling (picket) fence. Per the Act of 1867, the Army replaced the fence in 1873–1874 with a red brick wall nearly 3,000′ long and 5′ tall, with a standard-design entrance gate (see SSF-9). The wall included stepped sections along the south end of the terraces and curving sections as it followed the slopes along the ravine. The wall has undergone numerous repairs since its construction, but no alterations aside from removal of a section for the north gate in ca. 1882. English ivy was maintained along | |

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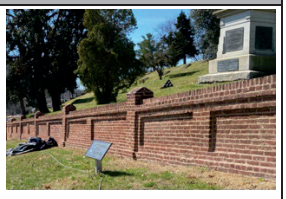
|---|---|---|---|---|
| | | | the inside face of the wall beginning in the 1880s with remnants remaining through the 1980s. **Evaluation:** The enclosure wall is a character-defining feature of the national cemetery landscape and reflects the Army's use of standardized design to unify the national cemetery system. The wall remains unchanged in overall character since the historic period. The loss of English ivy from the inside face is a change in character, but the extent to which the wall was covered in ivy historically is not known. Ivy is also detrimental to the physical condition of the wall. |  |
| BS-4. Lodge | CRIS-CL: 154099 CRIS-HS: 007889 NR Resource (Building) ASMIS: 63.001 FMSS: 4100: 23735 | Contributing | **Historic Condition (1866–1933):** The stone lodge was built in 1871 according to a standard Quartermaster plan to replace the temporary frame lodge built in 1867, using stone from the wall along Sunken Road. A second floor beneath a Mansard roof was added in 1873. In 1905, the building was expanded at the rear, and it was most likely at this time that the paint color scheme was changed from brown tones to white trim with bronze-green louvers in keeping with national cemetery regulations. Diamond-shaped patterns were also introduced into the slate roof. **Evaluation:** The Lodge, a standard design for Civil War-era national cemeteries, is a character-defining feature. There have been no major exterior changes since the historic period aside from enclosure of the rear porch and removal of white diamond patterns on the slate roof; the existing paint colors do not reflect national cemetery regulations in effect during the later historic period. The lodge historically served as the visitor contact station and office for the cemetery, but today it is closed to the public and is used as park staff housing. | |
| BS-5. Ravine Retaining Wall | | Unevaluated (compatible) | **Historic Condition (1866–1933): Evaluation:** By 1892, a 12" outlet pipe drained into the ravine. The Quartermaster's updated map of the cemetery in 1911 did not indicate a wall at the end of the pipe. At some point after this time, a semi-circular stone wall was added below the pipe, presumably to stem erosion that could undermine the enclosure wall. **Evaluation:** The dry-laid stone retaining wall below the ravine outlet pipe was added at an unknown date after 1911. The wall serves an important function and is compatible with the natural character of the outer enclosure. It is not visible from within the cemetery. | |
| BS-6. Terrace Irrigation System | FMSS: 3100:23583 Asset: 558549 | Non-contributing (incompat-ible) | **Historic Condition (1866–1933):** The irrigation system did not exist. **Evaluation:** The terraces irrigation system on the south terraces is a non-historic feature. It detracts from the historic character of the landscape and appears to be exacerbating erosion of the terrace banks in areas. It was built between1998 and 2001, and includes seven pipes along the length of each terrace bank, and a group of surface-mounted control boxes at the northwest top of the terraces, near the Moesch Monument. The system was operational for a short time and is today abandoned. | |
| BS-7. Terrace Steps (National Cemetery Steps) | CRIS-CL: 153885 CRIS-HS: 081995 NR: Resource (Associated Feature) | Contributing | **Historic Condition (1866–1933):** The terraces south of the main drive were designed with two walks that ascended the slope, which originally had wood steps on each terrace bank. No steps were built on the shorter north terraces. The eighteen sets of steps were rebuilt in brick in 1875, each four feet wide with up to eleven steps. The steps featured high risers and no check walls, except for the bottom set on the south steps that had | |

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| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| | FMSS: 3100: 23583 Asset: 558432 | | check walls (possibly a later rebuilding). The walks between each set of steps was historically maintained in turf.<br>**Evaluation:** The terrace steps are a distinctive feature of the historic landscape and have not been altered since the historic period. The original grade along most steps appears eroded. There are no handrails. | |
| **Views And Vistas Features** (Drawing Key: VV) | | | | |
| VV-1. Views from Terraces<br><br>(Views from Cemetery Plateau) | CRIS-CL: 154103 FMSS: 3100: 23583 Asset: 10156 | Contributing | **Historic Condition (1866–1933):** The top of the terraces provided expansive views east and south toward Fredericksburg and the Rappahannock River due to the elevation and steep grade of Willis Hill. In its plan for the cemetery, the Army took advantage of these views by planning a soldiers' monument at the south end of the terraces so it could be seen from Fredericksburg. As the woods grew in on the south slope of Willis Hill, the southern part of these views was lost. As trees matured on the terraces, the views became obscured in areas. Many of the trees were lost by the early 20th century, which reopened more of the eastern views.<br>**Evaluation:** The views from the terraces, especially the top terrace, are a character-defining feature of the cemetery landscape but have changed in breadth both during and after the historic period due to changes in tree cover. The existing views are more open than they were prior to 1933, and the foreground has changed due to development south of Lafayette Boulevard, most of which post-dates 1933. Due to these views, the drive on top of the terraces has been one of the most heavily used by visitors. | <br> |
| VV-2. Vista to Flagstaff from Cemetery Approach and Main Entrance<br><br>(View of Flagstaff from Carriageway) | CRIS-CL:154105 FMSS: 3100: 23583 Asset: 10158 | Contributing | **Historic Condition (1866–1933):** The flagstaff, a significant symbol and standard feature of national cemeteries, was intended to be seen from the graves as well as the approach to the cemetery. Fredericksburg's original flagstaff was 125' and from its location at the center, could be seen from the cemetery approach; shorter replacements could not be seen due to the natural land form and growth of trees. In 1905, the Army installed a new 75-foot-tall flagstaff at the top south corner of the triangle on axis with National Boulevard so it could be seen from the cemetery approach.<br>**Evaluation:** The view of the flagstaff from the cemetery approach along Lafayette Boulevard remains from east of the visitor center due to the height of the flagstaff above the surrounding trees. Upon closer approach, the view is blocked by trees. Obstruction of this character-defining view detracts from the historic character of the landscape. | <br> |
| **Small-Scale Features** (Drawing Key: SSF) | | | | |
| SSF-1. Battlefield Compass | CRIS-CL: 154131 FMSS: 3100: 23728 | Non-Contributing | **Historic Condition (1866–1933):** The compass did not exist.<br>**Evaluation:** In ca. 1962, the park added a bronze compass on a brick base within the circle at the top of the terraces. It was one of a series of compasses installed at each of the battlefield units to locate important battle-related sites in the region. The compass reflects the park's interpretive focus on the battlefield rather than the national cemetery. Its materials and size are compatible with the historic character of the landscape, but its location does not reflect the historic space and circulation of the circle. | |

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|---|---|---|---|---|
| SSF-2. Flagstaff<br><br>(Flagpole)<br><br>See also SSF-19 (shot pyramids) | CRIS-CL: 154121<br>NR: Resource (Object)<br>FMSS: 3100: 23583<br>Asset: 18162 | Contributing | **Historic Condition (1866–1933):**<br>1868: 1st flagstaff, 125' high wood pole, located in the middle of the cemetery on a 8-foot high, 15-foot diameter mound with steps and a railing. Succumbed to a storm in 1873.<br>1874: 2nd flagstaff, wood, 80 feet tall, on a resized mound measuring 4 feet high and 10 feet wide. Succumbed to a storm on June 8, 1877.<br>1877: 3rd flagstaff, a wooden pole 45 feet tall, on the same mound. Pole removed in 1905.<br>1905: 4th flagstaff, three-part steel pole, 75 feet tall with four guy wires anchored to granite pads; located on crest of the hill at the south end of the Triangle on axis with the cemetery approach road (Lafayette Boulevard). Two pyramids of 12-pounder shot were placed to either side.<br>**Evaluation:** The flagstaff is a standard feature of national cemeteries and also reflects a standard design adopted by the Army in the early 20th century. It remains unchanged since the historic period and retains the national cemetery regulation color scheme (white and black). See also SSF-19 (shot pyramids). | <br> |
| SSF-3. Flagstaff Light | | Non-contributing (compatible) | **Historic Condition (1866–1933):** The flagstaff light did not exist. The cemetery flagstaff was historically raised and lowered daily, in compliance with regulations that the US flag not be flown in the dark.<br>**Evaluation:** The flagstaff light is a non-historic feature that is inconspicuous in the landscape. It was added in ca. 1980 to illuminate the flag at night, so it did not have to be raised and lowered daily. The light has since been converted to solar power. | |
| SSF-4. Grave Markers – Gov't.<br><br>- Civil War (granite)<br>- Civil War (marble)<br>- Spanish-American War<br>- General<br><br>Types not identified on drawing 3 | CRIS-CL: 154149<br>CRIS-HS: 082029<br>NR: Associated Feature<br>FMSS: 3100: 23583<br>Asset 558538 | Contributing | **Historic Condition (1866–1933):** Standard grave markers in national cemeteries were furnished by the government. The original grave markers at Fredericksburg were painted headboards, which all faced east and were at the head of the grave. Based on alternative government specifications, the headboards were replaced with granite slabs for known graves; half of the markers within each section were reoriented with inscriptions facing west toward the nearest drive but remained at the head of the grave. Unknown graves were marked by a square granite post with an inscription on top, known as a block. The use of these standard granite government markers was discontinued in 1897, when the cemetery began to use the standard government Civil War marble slab marker with a recessed shield. In 1904, the Army revised the design of the recessed shield marker for use on Spanish-American War graves. In 1922, the Army adopted a new style of marble headstone, known as the General, for marking World War I graves, and this style became the standard for all subsequent service member graves.<br>**Evaluation:** The government grave markers, the majority of which are Civil War granite known (slab) and unknown (block) markers, are a character-defining feature of the national cemetery and are significant under National Register Criterion A. They reflect the Army's use of standardized design to unify the national cemetery system. Fredericksburg is unique for having the alternate granite specification for government Civil War headstones. Many of the grave markers have sunk, or are otherwise not in alignment, and some have been subsumed by erosion or trees. The inscriptions on some of the marble markers are eroded. These conditions do not not meet national cemetery standards (National | <br> <br> |

**TABLE 3.0 - LANDSCAPE FEATURES INVENTORY**
**FREDERICKSBURG NATIONAL CEMETERY**

| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| | | | Cemetery Administration). An inventory of all government grave markers was not undertaken for this CLR. | |
| SSF-5. Grave Markers – Private<br><br>Not identified on drawing 3 | CRIS-CL: 154149<br>CRIS-HS: 082029<br>NR: Associated Feature<br>FMSS: 3100: 23583<br>Asset 558538 | Contributing | **Historic Condition (1866–1933):** The Army allowed for installation of non-government-furnished (private) headstones at graves, with permission. There are 18 private markers, two of which mark Civil War graves and the rest mark graves of veterans, superintendents, or spouses. Most are located along the crest of the hill, above south terrace #1. The oldest, a marble slab headstone, is at the grave of Edward Townsend near the Center in Section A-a, installed in 1871 prior to the granite markers. The others are in a variety of styles typically found in non-military cemeteries.<br>**Evaluation:** The private grave markers contribute because they reflect Army regulations pertaining to the marking of graves. Those associated with military interments are significant under Criterion A regardless of age. An inventory of the private markers was not undertaken for this CLR. | <br> |
| SSF-6. Gun Monuments (4) | CRIS-CL: 154123<br>N:R Associated Feature<br>FMSS: 3100: 23583<br>Asset: 1319656 | Contributing | **Historic Condition (1866–1933):** The Army established the use of upright gun tubes with cannon-ball caps as commemorative works at national cemeteries early in the development of the system. These were placed at the central flagstaff, with first class cemeteries such as Fredericksburg receiving four guns. Fredericksburg's were decommissioned Columbiad cannon tubes shipped to the cemetery in fall 1868. A standard bronze shield plaque containing the name of the cemetery with the interment numbers was installed on the southeast gun monument.<br>**Evaluation:** The four gun monuments are character-defining features and reflect the Army's use of standardized design to unify the national cemetery system. They remain unchanged since the historic period but have lost their historic relationship to the cemetery flagstaff, but this change occurred historically. The bronze plaque on the southeast tube is badly tarnished and not easily legible, and the paint finish on all four is deteriorated. | <br> |
| SSF-7. Hitching Post | CRIS-CL: 154115<br>CRIS-HS: 081997<br>NR: Resource (Associated Feature)<br>FMSS: 3100: 23583<br>Asset 18163 | Contributing | **Historic Condition (1866–1933):** Two cast-iron horsehead hitching posts with stone mounting blocks (not standard national cemetery features) were installed in 1907, one north of the main entrance gates along Sunken Road and the other along the main drive in front of the lodge.<br>**Evaluation:** The one remaining hitching post contributes to the historic character of the landscape and reflects historic means of transportation to the national cemetery. The loss of the mounting block, and both the block and post in front of the lodge, detracts from the historic character of the landscape. The NPS relocated the hitching post in front of the lodge next to the one along Sunken Road in ca. 1934. The mounting blocks and one of the posts were removed after 1970. | |
| SSF-8. Lodge Grounds Utilities and Barrier<br><br>- FDC valve<br>- A/C units<br>- Electrical vault | CRIS-CL: 154129<br>FMSS: 3100:23583<br>Asset 10161 | Non-contributing (incompat-ible) | **Historic Condition (1866–1933):** These features did not exist.<br>**Evaluation:** The existing utilities and entrance walk barrier are non-historic features that are incompatible with the historic ornamental character of the lodge yard. These include an electrical vault, fire department connection, and a post-and-chain barrier across the entrance walk, all added in the late 20th century. There are also two air conditioning units at the rear of the lodge. The walk barrier prevents visitors from accessing | |

**TABLE 3.0 - LANDSCAPE FEATURES INVENTORY**
**FREDERICKSBURG NATIONAL CEMETERY**

| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| --Entrance walk barrier | | | the Lincoln Memorial tablet on the front of the lodge. These features relate to the post-1933 use of the lodge solely as a private residence for park staff. | |
| SSF-9. Main Gates<br><br>See also SSF-15, National Cemetery Plaques | CRIS-CL: 154097<br>CRIS-HS: 007888<br>FMSS: 3100: 23583<br>Asset 10147 | Contributing | **Historic Condition (1866–1933):** The original wood enclosure built in 1867 featured a prominent arched entry gate that was set back from the main line of the wall, opposite the lodge. As part of the construction of the brick enclosure wall in 1873–74, a new gate was built in line with the wall along Telegraph (Sunken) Road. The new gates were a standard Quartermaster design that featured pyramidal-capped granite piers with iron picket gates. As a first-class cemetery, Fredericksburg's gate featured a central vehicular double-leaf gate and two flanking single-leaf pedestrian gates. The north pedestrian gate led to the brick sidewalk added around the same time as the gates in 1874; the south pedestrian gate did not open to a walkway. The gates featured rough-finished granite post backstops for each of the four gates that were replaced prior to ca. 1910 with iron backstops, and at an undetermined date, by the two existing narrow metal backstops. The nameplates were added on the central posts in ca. 1907.<br>**Evaluation:** The entrance gates contribute to the historic character of the landscape and reflect the Army's use of standardized design to unify the national cemetery system. The gates have remained unchanged since the historic period, except for the backstops and addition of concrete pavement on the drive and sidewalk. | <br> |
| SSF-10. Monument - 127th Pennsylvania Volunteer Infantry | CRIS-CL: 154113<br>CRIS-HS: 007868<br>NR: Resource (Object)<br>FMSS: 7100: 23726 | Contributing | **Historic Condition (1866–1933):** Dedicated in 1906 and funded by the Commonwealth of Pennsylvania, the 15-foot-tall granite marker has a stepped base and pointed pediment, and was sited at the crest of the triangle, off-center from the entrance gates.<br>**Evaluation:** The 127th Pennsylvania Volunteer Infantry Monument remains unchanged and reflects the historic use of the cemetery as a place of commemoration for the U.S. military. | |
| SSF-11. Monument - 83rd New York Volunteers<br><br>(Moesch Monument) | CRIS-CL: 154111<br>CRIS-HS: 007867<br>NR: Resource (Object)<br>FMSS: 7100: 44802 | Contributing | **Historic Condition (1866–1933):** Erected in 1890, the 6-foot-tall tall granite obelisk marks the gravesite of the commander of the 83rd New York Volunteers, Colonel Joseph A. Moesch, at the north end of south terrace #1. Moesch died on the Wilderness Battlefield and was interred at Ellwood. His remains were reinterred in 1887 to the national cemetery. It was the first regimental monument erected at the cemetery.<br>**Evaluation:** The 83rd New York Volunteers Monument remains unchanged and reflects the historic use of the cemetery as a place of commemoration for the U.S. military. It is unique as both a grave marker and a regimental monument. | |
| SSF-12. Monument–Humphreys<br><br>(Humphreys Division Monument) | CRIS-CL: 154107<br>CRIS-HS: 007865<br>NR: Resource (Object)<br>FMSS: 7100: 23722 | Contributing | **Historic Condition (1866–1933):** Dedicated in 1908, the neoclassical-style monument commemorates General Andrew A. Humphreys' Division of the 5th Corps and their charge upon the Sunken Road. Measuring an overall height of 20 feet, the monument featured a bronze statue of Humphreys by the sculptor Herbert Adams, on a pink Stony Creek (CT) granite pedestal with a stepped octagonal base. The monument was placed the center of the cemetery where the flagstaff had stood until 1905.<br>**Evaluation:** Humphreys Monument is a conspicuous feature of the cemetery landscape and remains | |

**TABLE 3.0 - LANDSCAPE FEATURES INVENTORY**
**FREDERICKSBURG NATIONAL CEMETERY**

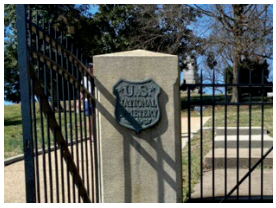
| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| | | | unchanged from the historic period, aside from loss of some of the bronze lettering on the pedestal. The monument reflects the historic use of the cemetery as a place of commemoration for the U.S. military. | |
| SSF-13. Monument - Parker's Battery Marker | CRIS-CL: 15125 CRIS-HS: 081991 NR: Resource (Object) FMSS: 7400: 24261 | CRIS-CL: Non-Contributing (incompatible)<br><br>National Register: Contributing (national military park) | **Historic Condition (1866–1933):** Parker's Battery marker did not exist.<br>**Evaluation:** Parker's Battery Marker, a small, 3 foot by 2 foot stone block with a bronze plaque that commemorates a Confederate artillery unit that held this position at the top of the terraces during the Second Battle of Fredericksburg, was dedicated in 1973 through the efforts of a political-connected veteran descendant. It does not contribute to the historic character of the national cemetery landscape because it was added after the historic period and does not reflect the historic circular organization of the Circle. While it is inconspicuous, the marker is not compatible with the historic purpose of the national cemetery as a memorial to the U.S. military. It does contribute to the commemorative purpose and history of the national military park, and is the only monument associated with the 2nd Battle of Fredericksburg. | |
| SSF-14. Monument - 5th Corps, Army of the Potomac<br><br>(Butterfield Monument)<br><br>See also SSF-20 (shot pyramids), T-1 (monument mound) | CRIS-CL: 154109 CRIS-HS: 007866 NR: Resource (Object) FMSS: 7100: 23723 | Contributing | **Historic Condition (1866–1933):** Dedicated in 1901 at the north end of the bottom terrace on axis with the cemetery approach along National Boulevard, the neoclassical-style, Vermont granite and bronze monument featured a garlanded Doric column, ball and flame finial, and a high pedestal with bronze plaques. It was funded by General Butterfield in commemoration of his troops in the 5th Corps.<br>**Evaluation:** The 5th Corps (Butterfield) Monument is a character-defining feature of the national cemetery landscape and a prominent feature on the approach and entrance into the national cemetery. The monument remains unchanged since the historic period and retains its mound (terrace) and four shot pyramids (see T-1, SSF-20). The loss of conical junipers at the lower corners of the mound detracts from the historic formality of the monument. The monument reflects the historic use of the cemetery as a place of commemoration for the US military. | |
| SSF-15. National Cemetery Plaques (2) | CRIS-HS: 007888 FMSS: 3100: 23583 Asset 17872 | Contributing | **Historic Condition (1866–1933):** During the first decade of the 20th century, the Quartermaster issued standard bronze shield-shaped plaques bearing the inscription "U.S. NATIONAL CEMETERY," without the name of the specific cemetery, to be affixed to national cemetery gates. Fredericksburg received a pair in ca. 1907. The plaques were outlined in gold leaf, consistent with national cemetery regulations.<br>**Evaluation:** The national cemetery plaques contribute to the historic character and identity of the cemetery and reflect the Army's use of standardized design to unify the national cemetery system. The loss of gold leaf detracts from their historic character and reduces their visibility. |  |
| SSF-16. North Gate (Side Gate) | | Contributing | **Historic Condition (1866–1933):** In ca.1883, the Army decided to make a second gate into the cemetery along the north side of the enclosure wall at the crest of the hill to facilitate maintenance. The 12-foot-wide opening had no gates until 1918, when a set of painted wood gates were installed. In 1927, the Army replaced these with iron gates.<br>**Evaluation:** The north gate reflects the changing historic use and development of the national cemetery. | |

**TABLE 3.0 - LANDSCAPE FEATURES INVENTORY**
**FREDERICKSBURG NATIONAL CEMETERY**

| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| | | | The existing gates appear to be the ones installed in 1927; a ball finial is missing from the east post). | |
| SSF-17. NPS Sign and Interpretive Wayside | CRIS-CL: 154129 FMSS: 7500: 231488 | Non-contributing (compatible) | **Historic Condition (1866–1933):** These features did not exist. Visitor orientation to the national cemetery was historically provided by the cemetery superintendent. The bronze plaques on the cemetery gates and on one of the gun monuments were the only known signs in the cemetery. There were no markers that identified burial sections and terraces. **Evaluation:** The existing NPS sign and interpretive wayside are inconspicuous and are therefore compatible with the historic character of the landscape. After 1933, NPS added identification signs near the cemetery gates, and interpretive signs to provide self-guided interpretation that was focused on the battle history of Willis Hill, rather than on the national cemetery. Only a wayside at the Washington Artillery site remains (others are outside the main and north gates), plus a small aluminum NPS sign outside the front enclosure wall that is the only identification sign for the national cemetery. This sign does not convey the significance and distinct identity of the national cemetery within the larger national military park. | |
| SSF-18. Settees (5)<br><br>(Lawn Seats) | CRIS-CL: 154129 | Contributing | **Historic Condition (1866–1933):** Wooden benches were initially placed in the center of the cemetery. In the late 1870s, the Army decided to provide the national cemeteries with a standard design for what it called settees, featuring an iron frame with wood slats. In 1878, Fredericksburg, as a first-class cemetery, received approximately 30 settees. The regulation paint color for the settees was bronze-green. They were not fixed and were moved around the cemetery, typically along drives. Many were often placed at the top of the terraces to take advantage of the views. **Evaluation:** The settees are a standard feature of Civil War-era national cemeteries. They decreased in number to just four by the 1990s, when they were relocated to Chatham. In recent years, the park brought five back to the national cemetery and refurbished them with new slats that were stained rather than painted. The decrease in the number of settees, and the lack of regulation paint color, detracts from the historic character of the cemetery landscape, as does the eroded ground in front of several settees. | |
| SSF-19. Shot Pyramids - Flagstaff | CRIS-CL: 154123 NR: Resource (Object) FMSS: 3100: 23583 Asset 1319656 | Contributing | **Historic Condition (1866–1933):** As part of the new flagstaff erected at the crest of the triangle in 1905, the Army placed two pyramids of 12-pounder shot (cannonballs) near its base. The shot were painted black, affixed on an iron base, and set on a stone pad. **Evaluation:** The flagstaff shot pyramids are a historic feature of the cemetery landscape and reflect a common military symbol that the Army used in its national cemeteries and national military parks. The pyramids have settled out of alignment. | |
| SSF-20. Shot Pyramids - 5th Corps Monument | CRIS-HS: 007866 | Contributing | **Historic Condition (1866–1933):** Construction of the 5th Corps (Butterfield) monument dedicated in 1901 included four black-painted pyramids of 24-pounder shot on stone pads placed at the corners of the rectangular monument mound. Their placement was echoed by four conical evergreen shrubs at the base corners of the terrace. | |

**TABLE 3.0 - LANDSCAPE FEATURES INVENTORY**
**FREDERICKSBURG NATIONAL CEMETERY**

| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| | | | **Evaluation:** The shot pyramids at the 5th Corps Monument reflect the historic military character of the monument and the formal geometry of its landscape. They remain unchanged from the historic period. | |
| SSF-21. Tablet, Battlefield Identification (4) | CRIS-CL: 154153, -155, -119 CRIS-HS: 082135 | Non-contributing (compatible)<br><br>National Register: Contributing (national military park) | **Historic Condition (1866–1933):** The battlefield identification tablets did not exist. They were most likely designed prior to 1933 by the War Department (park commission) for use in the national military park established in 1927.<br>**Evaluation:** The four battlefield identification tablets within the national cemetery and outside the enclosure wall, installed in ca. 1940, are not part of the cemetery's historic military development. They reflect the interpretive focus of the park on the battle history of Willis Hill. The four include: Marye's Heights at the front of the triangle, near where the national cemetery General Orders tablet had stood; Old Family Cemetery / Willis Hill along the enclosure wall near the cemetery; Washington Artillery / Longstreet's Line near the site of the rostrum at the circle; and directions for the battlefield tour located outside of the enclosure wall, south of the main gates. These tablets are similar in design to the national cemetery tablets and are therefore compatible with the historic character of the landscape. Battlefield identification tablets are contributing features in the park's battlefield landscapes. | <br> |
| SSF-22. Tablet, Lincoln Memorial (1)<br><br>(Gettysburg Address Tablet) | | Contributing | **Historic Condition (1866–1933):** To commemorate the centennial of President Lincoln's birth in 1809, the Army commissioned its Rock Island Arsenal to produce bronze tablets containing Lincoln's Gettysburg Address to be installed at all national cemeteries. Lincoln gave his famous address at the dedication of the national cemetery at Gettysburg in 1863. Fredericksburg's tablet was installed on the front wall of the lodge, as was standard practice. The tablet measured 5' tall by 3' wide, and according to national cemetery regulations, was to be painted black with text and borders in copper-bronze paint.<br>**Evaluation:** The Lincoln Memorial Tablet contributes to the historic character and identity of the cemetery and reflects the Army's use of standardized design to unify the national cemetery system. The tablet also symbolically ties Fredericksburg and all national cemeteries to the Civil War and to Gettysburg National Cemetery, considered a progenitor of the national cemetery system. The poor condition of the tablet and loss of regulation paint colors detracts from the tablet's historic character. | |
| SSF-23. Tablets, Inscription (6)<br><br>(Bivouac of the Dead Tablets) | CRIS-CL: 154151 CRIS-HS: 082030 NR: Resource (Object) FMSS: 7100: 23583 Asset 17871 | Contributing | **Historic Condition (1866–1933):** In the early 1880s, the Army commissioned its Rock Island Arsenal to produce commemorative cast-iron and regulatory tablets for installation at all national cemeteries. These included so-called Inscription tablets, which contained different verses from Theodore O'Hara's 1850 poem "Bivouac of the Dead;" Act of Congress tablets that contained text of the law to establish and improve national cemeteries; and General Orders #80 tablets that contained the Army's regulations for national cemeteries. In 1881, Fredericksburg, as a first-class cemetery, received 10 Inscription tablets, the maximum number, along with four Act of Congress tablets and one General Orders tablet. These were all painted in regulation colors: black with aluminum paint for lettering and borders. | <br> |

**TABLE 3.0 - LANDSCAPE FEATURES INVENTORY**
**FREDERICKSBURG NATIONAL CEMETERY**

| Feature Name | Other Inventory | Evaluation Status | Historical Data / Evaluation | Existing Conditions Image Reference |
|---|---|---|---|---|
| | | | **Evaluation:** The existing six Inscription tablets contribute to the historic character and identity of Fredericksburg as a Civil War-era national cemetery and reflect the Army's use of standardized design to unify the national cemetery system. The loss of four of these tablets since 1933, and all Act of Congress and General Orders tablets, together with changes in the regulation paint colors and historic mounting height, detract from the historic character of the landscape. | |
| **Archeological Sites** (Drawing Key: A) | | | | |
| AS-1. Brick Gutters | | Unevaluated | **Historic Condition (1866–1933):** The cemetery's system of drives, as completed by 1869, were drained by brick gutters on both sides. Each terrace also featured a brick gutter along its lower edge. Between 1878 and 1880, the Army filled these gutters as it transitioned the drives from gravel to turf, to reduce maintenance. Some of the bricks were removed to build the outbuilding at the service yard in 1881.<br>**Evaluation:** The brick gutters along the drives remain, as recently documented by archeological investigations at the circle near the site of the rostrum. The extent to which the gutters remain intact beneath the surface, including on the terraces, is not known. | <br>(VHB, 2022) |
| AS-2. Graves | ASMIS: FRSP00063, 000 (FR017A) CRIS-CL: 153753 | Contributing | **Historic Condition (1866–1933):** The cemetery's 6,791 single and mass graves contain the remains of approximately 15,429 individuals who were interred during the period when the cemetery was open between 1866 and 1949. Approximately 15,128 are Civil War casualties in 6,604 graves; the rest are veterans or casualties of later wars, and a small number are spouses and cemetery superintendents.<br>**Evaluation:** The graves of military service members are the primary resource of Fredericksburg National Cemetery and are historically significant regardless of age under National Register Criterion A. By association, the graves are a character-defining feature of the landscape. The integrity of the subsurface remains, as well as their location relative to the existing grave markers, has not been documented for individual graves. | |
| AS-3 Service Yard Brick Pavement | | Contributing | **Historic Condition (1866–1933):** Most likely as part of the construction of the brick outbuilding in 1881, the service yard was paved in brick.<br>**Evaluation:** The brick pavement of the service yard, although covered in soil and therefore not visible, is the only built remnant of the service yard. The eastern edge of the pavement may have been altered for construction of the cemetery garage in 1961, when the brick was surfaced in asphalt. The existence of the brick pavement was confirmed when the 1961 garage was demolished and the asphalt pavement removed in 2024. | Not available. |

**GENERAL NOTES**

1. The table inventories extant landscape features; removed historic features are not inventoried.
2. Referenced FMSS data is current as of July 22, 2021.
3. Assets inventoried in FMSS are not included where they do not correlate with CLR features, or where their location or identity could not be ascertained.
4. Existing Conditions photo references by SUNY-ESF and NPS Park Cultural Landscapes Program, 2022–2023, except where noted.

# Cultural Landscape Report
# Fredericksburg National Cemetery

Fredericksburg, Virginia

## Analysis and Evaluation


**National Park Service**
**Olmsted Center for Landscape Preservation**
www.nps.gov/oclp

in partnership with
Department of Landscape Architecture
Center for Cultural Landscape Preservation
SUNY College of Environmental
Science and Forestry, www.esf.edu/la/cclp


### SOURCES

1. Cultural Landscape Inventory map, 2011
2. NPS GIS Data 2022
3. Quartermaster map of cemetery, 1892, updated to 1911
4. NPS, tree survey, 1934
5. Aerial photograph, 1937
6. Photographs and plans, FRSP archives
7. Field inspections, 2022, 2023

### DRAWN BY

John Auwaerter, Arlene Bartels, Adobe Illustrator 2024

### LEGEND

- National cemetery boundary
- NPS boundary
- Building
- Road - asphalt
- Walk brick / concrete
- Brick gutter
- Grave markers
- A-c Division-Section
- Enclosure wall
- Steps (brick)
- Iron tablet, Hitching post-block
- Gun monument, Shot pyramid
- Settee, Hydrant
- Drain - inlet, pipe
- Woods
- Deciduous, Evergreen tree or shrub
- Mown turf
- Meadow or earth
- Bank
- 2 ft contours
- Feature removed since historic period
- Non-contributing feature (white fill)

### NOTES

1. Plan shows landscape in 2023 with changes since ca.1933.
2. Contributing features shown in color; post-1933 trees shown as contributing if they have a similar character and location to historic trees.
3. All features shown in approximate scale and location.
4. Gravemarker symbols do not correlate with individual graves, and do not distinguish types.
5. Historic location of all settees and tablets not known.

0′ 25′ 50′ 100′

**Drawing 3.0**

**Vegetation Key**

| | | |
|---|---|---|
| Ab | *Abies balsamea* | Balsam fir |
| Ah | *Aesculus hippocastanum* | Horse chestnut |
| An | *Abies nordmanniana* | Nordmann fir |
| Ap | *Acer platanoides* | Norway maple |
| Ar | *Acer rubrum* | Red maple |
| As | *Acer saccharum* | Sugar maple |
| Bu | *Buxus sp.* | Boxwood |
| Cd | *Castanea dentata* | American chestnut |
| Ce | *Cercis canadensis* | Eastern redbud |
| Cf | *Cornus florida* | Flowering dogwood |
| Cg | *Carya glabra* | Pignut hickory |
| Ch | *Cephalotaxus sp.* | Plum yew |
| Cp | *Chamaecyparis pisifera* | Plume false cypress |
| Cpf | *Chamaecyparis p. filifera* | Japanese false cypress |
| Cs | *Catalpa bignonioides* | Southern catalpa |
| Fa | *Fraxinus americana* | White ash |
| Fs | *Fagus sylvatica* | European beech |
| Gb | *Ginko biloba* | Ginko |
| Gl | *Gleditsia triacanthos* | Honey locust |
| Hh | *Hedera helix* | English ivy |
| Io | *Ilex opaca* | American holly |
| Jn | *Juglans nigra* | Black walnut |
| Js | *Juniperus spp.* | Juniper, columnar |
| Jv | *Juniperus virginiana* | Eastern red-cedar |
| Lt | *Liriodendron tulipifera* | Tulip-tree |
| Lv | *Ligustrum vulgare* | Common privet |
| Ma | *Magnolia grandiflora* | Southern magnolia |
| Mp | *Maclura pomifera* | Osage-orange |
| Pa | *Picea abies* | Norway spruce |
| Pg | *Picea glauca* | White spruce |
| Pp | *Picea pungens* | Blue spruce |
| Ps | *Pinus strobus* | White pine |
| Qp | *Quercus phellos* | Willow oak |
| Qr | *Quercus rubra* | Red oak |
| Tc | *Tsuga canadensis* | Eastern hemlock |
| Tca | *Tsuga caroliniana* | Carolina hemlock |
| Td | *Taxodium distinchum* | Bald cypress |
| To | *Thuja occidentalis* | Arborvitae |
| Txb | *Taxus baccata* | English yew |
| Txc | *Taxus cuspidate* | Japanese yew |
| Ua | *Ulmus americana* | American elm |

Trees marked by ** = Oldest trees (ca. 1868-1869)
Trees marked by * = Historic tree (pre-1933)
Species in black: Historic species (pre-1933), extant
Species in gray: Historic species (pre-1933), not extant
Species in orange: Non-historic species (after 1933)
Trees/shrubs in white: non-historic and incompatible

Sources: Quartermaster map (1892/1911)
NPS GIS data (2022)
NPS Tree inventories (1934, 1941, 1962 )

**Landscape Features Key**

| Natural Systems and Features | Buildings and Structures |
|---|---|
| NS-1. Howison Tract Woods | BS-1. Drainage Structures |
| Spatial Organization | BS-2. Enclosure Wall |
| SO-1. Burial Grounds - Divisions | BS-3. Lodge |
| SO-2. Burial Grounds - Terraces | BS-4. Ravine Retaining Wall |
| SO-3. Center | BS-6. Terrace Steps |
| SO-4. Circle | Views and Vistas |
| SO-5. Enclosure | VV-1. Views from Terraces |
| SO-6. Lodge Front Yard | VV-2. Vista to Flagstaff |
| SO-7. Officer Section | Small-Scale Features |
| SO-8. Service Yard | SSF-1. Battlefield Compass |
| SO-9. Triangle | SSF-2. Flagstaff |
| Land Use | SSF-3. Flagstaff Light |
| LU-1. Sunken Road Walking Trail | SSF-4. Grave Markers - Government |
| Circulation | SSF-5. Grave Markers - Private |
| C-1. Approach Walk | SSF-6. Gun Monuments |
| C-2. Burial Grounds Drives | SSF-7. Hitching Post |
| C-3. Burial Grounds Walks | SSF-8. Lodge Grnds. Utilities/Barrier |
| C-4. Lodge Entrance Walk | SSF-9. Main Gates |
| C-5. Lodge Rear Walk and Terrace Steps | SSF-10. 127th PA Monument |
| | SSF-11. 83rd NY Monument |
| C-6. Main Drive | SSF-12. Humphreys Monument |
| C-7. Main Drive Sidewalk | SSF-13. Parker's Battery Marker |
| C-8. Service Road | SSF-14. V Corps Monument |
| Topography | SSF-15. National Cemetery Plaques |
| T-1. Terraces | SSF-16. North Gate |
| T-2. V Corps Monument Mound | SSF-17. NPS Sign, Interp. Wayside |
| Vegetation | SSF-18. Settees |
| V-1. Burial Grounds Shrubs | SSF-19. Shot Pyramids - Flagstaff |
| V-2. Burial Grounds Spec. Trees | SSF-20. Shot Pyramids - V Corps |
| V-3. Cemetery Turf | SSF-21. Battlefield ID Tablets |
| V-4. Circle Plantings | SSF-22. Lincoln Memorial Tablet |
| V-5. English Ivy Bed | SSF-23. Inscription Tablets |
| V-6. Lodge Grounds Plantings | Archeological Sites |
| V-7. Terrace Steps Red-cedars | AS-1. Brick Gutters (not mapped) |
| V-8. Triangle Plantings | AS-2. Graves (not mapped) |
| | AS-3. Service yard brick pavement |

**Features Removed since 1933**

*i. Corp-badge flowerbeds (ca. 1890–1934)*
*ii. Lodge Vase (ca. 1901–1950)*
*iii. Lodge mounting block and hitching post (ca.1907–1934)*
*iv. National cemetery iron tablets (1881; 9 removed after 1933)*
*B = Inscription; A = Act of Congess; G = General Orders*
*v. Brick Outbuilding (1881–1961)*
*vi. Rostrum (1888–ca.1938)*
*vii. Terrace brick gutter (ca. 1879–1940)*
*viii. Sunken Road mounting block (ca. 1907–ca.1980)*
*ix. Service road privet hedge (ca. 1892–1980)*
*x. Service yard arborvitae hedge (ca. 1881–1960)*
*xi. Enclosure hedge - Osage orange (ca. 1871–1980)*
*xii. English ivy, enclosure wall (ca. 1882–1980)*
*xiii. Burial grounds trees and shrubs (ca.1869+; individual removals not tracked; species indicated where known)*
*xiv. Lodge yard hedges (ca. 1905–1950)*

# TREATMENT

Fredericksburg National Cemetery was developed following the Civil War to fulfill the federal government's historic mission that the "resting-places of the honored dead may be kept sacred forever" (Congressional Joint Resolution of April 3, 1866). To continue to this mission, the cemetery deserves a high level of treatment and care to convey honor, solemnity, and respect. Fredericksburg National Cemetery also warrants treatment that allows visitors to understand and appreciate its historic design and development under US military administration as part of the National Cemetery System (fig. 4.1).

This chapter provides recommendations for treatment of the national cemetery landscape that focus on changes to enhance its historic character, purpose, and identity in the context of current park management and use. [1] The recommendations address both short- and long-term change. The first section presents a framework that covers the regulatory, park planning, and management contexts for treatment, and concludes with a treatment philosophy to serve as a guiding vision for managing change in the landscape. The second section provides broad treatment recommendations and guidance, and the third section provides treatment concepts that will require additional research and planning to develop specific actions. The body of the chapter is the fourth section that recommends treatment tasks to enhance the historic character and contemporary use of the national cemetery landscape. Tables 4.1 and 4.2 at the end of the chapter provide a summary of the treatment concepts and treatment tasks, with correlation to park facilities maintenance data and identification of recurring maintenance needs. All treatment tasks are identified on the treatment plan (drawing 4).

**Figure 4.1. The center of Fredericksburg National Cemetery showing well-maintained character with rows of grave markers, neatly mown turf, specimen trees, and commemorative works that had been characteristic of the landscape since its historic development under military administration, looking northwest, 1965. (Fredericksburg and Spotsylvania National Military Park archives, Fredericksburg box 2b)**

## TREATMENT FRAMEWORK

### LEGISLATION, REGULATIONS, AND POLICY

The basis for treatment of Fredericksburg National Cemetery is in federal legislation that established the National Cemetery System. The Congressional Joint Resolution of April 31, 1866, directed the establishment of national cemeteries to "preserve from desecration the graves of the soldiers of the United States," and to provide them with "suitable burial places in which they may be

properly interred; and to have the grounds enclosed, so that the resting-places of the honored dead may be kept sacred forever."[2] Congress further articulated its intent through "An Act to Establish and Protect National Cemeteries" passed on February 22, 1867, that directed standard facilities and improvements at all national cemeteries, including the addition of permanent grave markers, buildings, and enclosing walls, among other features.[3]

The 1867 Act was interpreted and expanded through Quartermaster General regulations for national cemeteries. The 1911 edition of these regulations aligns with the height of development of Fredericksburg National Cemetery under War Department administration. Regulations that pertain to treatment of the landscape (including buildings and structures) address paint colors, drives and walks, headstones, plantings, turf, and landscape maintenance. The regulations address management of standard features including the enclosure wall, lodge, outbuilding, grave markers, gun monuments, entrance gates, tablets, settees, trees, shrubs, vines, and flowerbeds (see Appendix A for list of standard features). The 1911 regulations classify Fredericksburg as a first class cemetery (highest of four classes), and the fourth largest of the Civil War-era national cemeteries after Vicksburg, Nashville, and Arlington.[4]

#### National Park Service Policies and Regulations [5]

The transfer of Fredericksburg National Cemetery in 1933 from the War Department to the Department of Interior - National Park Service made the cemetery subject to the Organic Act of 1916, which established the National Park Service's conservation mission to balance public use and enjoyment with resource protection. The agency's philosophy of historic preservation is articulated in *The Secretary of the Interior's Standards for the Treatment of Historic Properties*, which in turn inform a hierarchy of National Park Service regulations and policies that comply with the National Historic Preservation Act of 1966, National Environmental Policy Act of 1970, and other federal laws pertaining to resource management. The application of these regulations and policies to cultural landscapes is contained within *National Park Service Management Policies 2006*, *Director's Order #28: Cultural Resource Management*, and *NPS-28: Cultural Resource Management Guideline*. [6]

Fredericksburg National Cemetery is also subject to National Park Service national cemetery regulations (36 CFR Part 12).[7] Parallel regulations (38 CFR Part 38) pertain to national cemeteries of the Department of Veterans Affairs –National Cemetery Administration. The park service regulations define the purpose of national cemeteries in the National Park System, emphasizing their significance as cultural resources in keeping with the National Park Service mission:

> National cemeteries are established as national shrines in tribute to the gallant dead who have served in the Armed Forces of the United States. Such areas are protected, managed and administered as suitable and dignified burial grounds

> and as significant cultural resources. As such, the authorization of activities that take place in national cemeteries is limited to those that are consistent with applicable legislation and that are compatible with maintaining the solemn commemorative and historic character of these areas.[8]

The NPS national cemetery regulations identify that Fredericksburg National Cemetery is a tribute to all who served in the nation's armed services, not just those who served in the Civil War. The regulations require that the landscape be maintained to high standards, that visitors are provided with locator maps to find gravesites, and that management be based on an approved Cultural Landscape Report or National Register documentation. The regulations also address the occurrence of special events and prohibit recreational activities; define limits on floral and commemorative tributes and addition of commemorative monuments; identify a process for selecting gravesites; and specify the types of grave markers that may be installed. For interments and installation of grave markers, the regulations refer to Department of Veterans Affairs (National Cemetery Administration) policy, which addresses burial eligibility, issuing of burial permits, and furnishing of government grave markers at government expense. Fredericksburg is closed to new burials, but park planning provides for interment of Civil War remains discovered on the region's battlefields.[9]

The National Park Service has issued two documents to supplement and expand on the guidance in its national cemetery regulations (36 CFR 12): *Director's Order 61 – National Cemetery Operations* (revised 2010), and *Reference Manual 61 – National Cemetery Operations* (revised 2011). Most of the contents refer to operational issues pertaining to visitation, interments, and correcting errors of fact on grave markers. Issues pertaining to landscape maintenance and treatment are limited to repair of damaged markers and addition of commemorative monuments.[10]

#### National Cemetery Administration Operational Standards and Measures

While national cemeteries under the National Park Service are not bound by regulations and policies for national cemeteries under the National Cemetery Administration (Department of Veterans Affairs), both agencies share in the federal government's historic mission that the "resting-places of the honored dead may be kept sacred forever," as articulated in the Congressional Joint Resolution of April 3, 1866.

Based on the Veterans Millennium Heath Care and Benefit Act of 1999 that required a study of repairs needed at Department of Veterans Affairs national cemeteries, the National Cemetery Administration articulated an overall vision for its national cemeteries to be maintained as "national shrines:"

> A national shrine is a place of honor and memory that declares to the visitor or family member who views it that, within its majestic setting, each and every veteran may find a sense of serenity, historic sacrifice and nobility of purpose.

> Each visitor should depart feeling that the grounds, the gravesites and the environs of the national cemetery are a beautiful and awe-inspiring tribute to those who gave much to preserve our Nation's freedom and way of life.[11]

The National Cemetery Administration implements this vision through "Operational Standards and Measures" (2021, latest available version), which are the contemporary equivalent to the War Department's historic *Regulations for the Government of National Cemeteries*. The Operational Standards and Measures outline requirements to maintain national cemetery landscapes, both open (with ongoing burials) and closed (no new burials) at a high level to reflect honor and respect (fig. 4.2). A "Cemetery Grounds Management Plan" is required for each cemetery, to describe how the Operational Standards and Measurers will be met. Examples of landscape-related standards and measures include:

**Figure 4.2. Richmond National Cemetery showing landscape character based on Department of Veterans Affairs National Cemetery Operational Standards and Measures, 2023. Like Fredericksburg, Richmond is a first-class Civil War-era national cemetery and today is closed to new burials. (NPS Olmsted Center for Landscape Preservation)**

- Grave markers are at the proper height, alignment, and plumb. Target: 90%. Priority Level: Critical.
- Grave markers do not show evidence of debris or objectional accumulations. Target: 95%. Priority Level: High.
- Visually prominent areas have a well-established, healthy stand of turf, and are generally free of bare areas. Priority Level: High.
- Sunken graves are identified, and a plan of action developed to re-establish the ground level and cover within 30 calendar days of the date identified. Priority Level: Medium.
- The kiosk/gravesite locator is clean, operational, easily accessible to visitors, and prints legible maps. Priority: Medium.[12]

In addition to the Operational Standards and Measures, the Department of Veterans Affairs – Office of Construction & Facilities Management maintains a National Cemetery Administration "Design Guide" for construction projects. It contains sections on "Historic Preservation, Archaeology, Cultural Resource Management" and "The NCA Cultural Resource Management (NCA Directive 7545)" that call for the National Cemetery Administration (NCA) to meet Federal preservation requirements for all program and construction activities affecting cultural resources.[13]

### PARK PLANNING

Within the National Park Service, cultural landscape reports are the implementation document for landscape treatment based on a foundation of park

planning. Fredericksburg National Cemetery is addressed as part of planning for all of Fredericksburg and Spotsylvania National Military Park.

#### General Management Plan

The current General Management Plan (GMP) for Fredericksburg and Spotsylvania National Military Park was adopted in 1986 to establish a management direction according to a 15-year timeline. Today, the park considers the 1986 GMP outdated, but development of a new plan is not anticipated.

Despite the 1986 GMP's lack of currency, portions of the plan remain relevant and are useful for understanding management and interpretation of the national cemetery landscape in recent decades. The GMP emphasizes preservation, interpretation, and commemoration related to the four battlefield units, and groups the national cemetery under Fredericksburg Battlefield unit (fig. 4.3). The plan identifies the national cemetery, together with the Jackson Death Site, as a "Commemoration Subzone… [to be] maintained in a manicured condition in commemoration of the interred Union soldiers and the death of Stonewall Jackson…" The plan noted that otherwise, the Commemoration Subzone will be managed consistent with the larger Preservation Subzone, which emphasizes "…preservation of the historic and archeological resources and interpretation of the battle stories to park visitors." The cemetery lodge was separated as a "Preservation/ Adaptive Use Subzone," to allow for its use as a park staff residence. Apart from these general management directions, the GMP provides no specific management recommendations for Fredericksburg National Cemetery.[14]

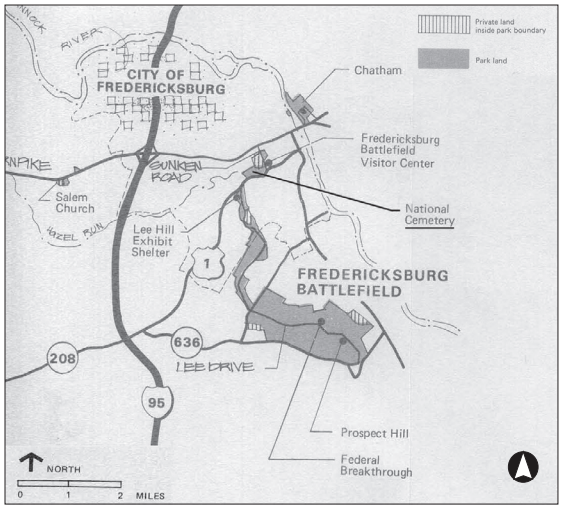



**Figure 4.3 Hierarchy of park areas in the General Management Plan, showing Fredericksburg National Cemetery as a point of interest within the Fredericksburg Battlefield unit of the national military park. (Vicinity Map edited by SUNY ESF, in National Park Service, "Fredericksburg and Spotsylvania National Military Park General Management Plan," 1986)**

#### Long-Range Interpretive Plan

Fredericksburg and Spotsylvania National Military Park adopted its current Long-Range Interpretive Plan in 2001. Similar to the 1986 GMP, the plan focuses on the four battlefield units. Fredericksburg National Cemetery is identified as one of the park's interpretive subthemes that reflects the large number of lives lost during the Civil War. The plan does not address the distinct purpose of the national cemetery, the cemetery's design and relationship to the National Cemetery System, the commemoration of the Civil War, or the interment of post-Civil War military personnel.[15]

The park is currently developing a new Long Range Interpretive Plan and has updated its history of the park and national cemetery that interpreters provide to the public. In contrast to the 2001 plan, the current interpretation program frames the national cemetery as an integral part of the story of Civil War commemoration. Interpreters receive training on Civil War memory, monuments, and commemoration.[16]

#### Commemorative Works Policy

Fredericksburg and Spotsylvania National Military Park adopted a revised monument policy in 2021 that addresses the addition of new commemorative works in the park. Section 7 of the park's 1927 enabling legislation allows for the addition of monuments, tablets, and other commemorative works on park lands, but this legislation does not apply to Fredericksburg National Cemetery since it is a separate federal property from the national military park. The current park policy, however, does address the national cemetery. It states that no additional commemorative works will be allowed in Fredericksburg National Cemetery.[17]

#### Foundation Document

In 2015, Fredericksburg and Spotsylvania National Military Park completed its Foundation Document, a required planning document for a park units, to identify the park's purpose, significance, resources and values, interpretive themes, special mandates, and administrative commitments that inform park planning. As with the 1986 General Management Plan, the Foundation Document is focused on the national military park and its four battlefield units, but also identifies the national cemetery as part of the park's significance, and its landscape as one of the park's fundamental resources. The Foundation Document does not identify the distinct legal, historical, and administrative identity of the national cemetery, and does not identify the national cemetery among the park's eight interpretive themes.[18]

Under the Commemorative Landscapes fundamental resource type, the Foundation Document identified the following conditions, trends, and potential threats for the national cemetery:

- The national cemetery grounds (landscape) were documented as being in good condition. The gates and enclosure wall were identified as being in good condition, the grave markers in fair condition, the roads in good condition, and the brick terrace steps in good condition.
- Loss of trees was identified as diminishing the historic appearance of the cemetery, with some trees encroaching on graves.
- A cultural landscape report was identified as a need for the national cemetery, and a historic structure report for the cemetery lodge.[19]

### NPS MAINTENANCE ACTION TEAM PROJECTS AND PLANNING

Many of the fourteen national cemeteries within the National Park Service have suffered from deferred maintenance that challenges the federal government's historic mission to keep the resting-places of the honored dead sacred forever. Their condition also stands in contrast to the high level of maintenance that the Department of Veterans Affairs achieves for its national cemeteries. To address these issues, in 2021 the National Park Service gave conceptual approval for the

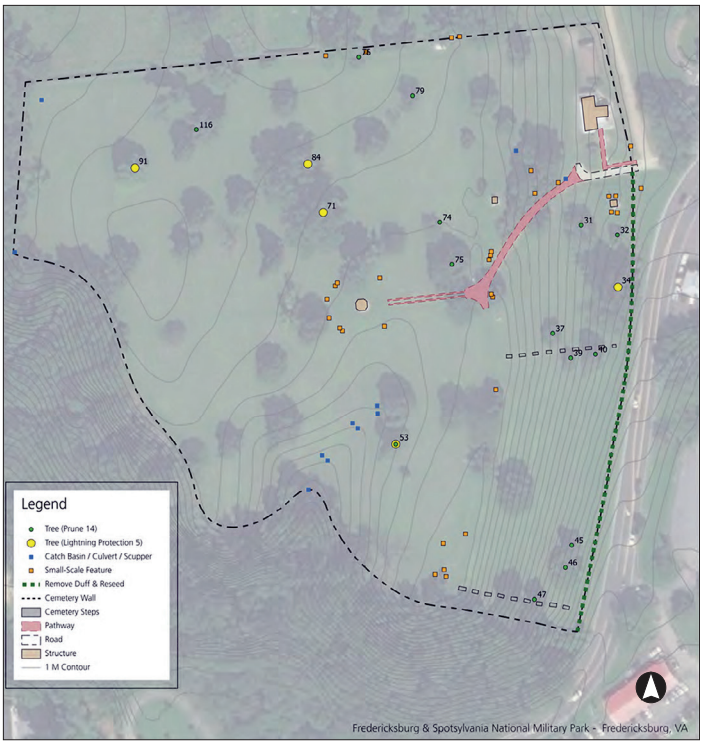



**Figure 4.4. Map of Maintenance Action Team (MAT) scope of tree pruning, lightning protection, and drain cleaning within Fredericksburg National Cemetery scoped in August 2022. (Detail, WASO Park Cultural Landscapes Program, "Fredericksburg National Cemetery Project: Map 1, National Cemetery Investment Initiative, Recommended FY23 Project).**

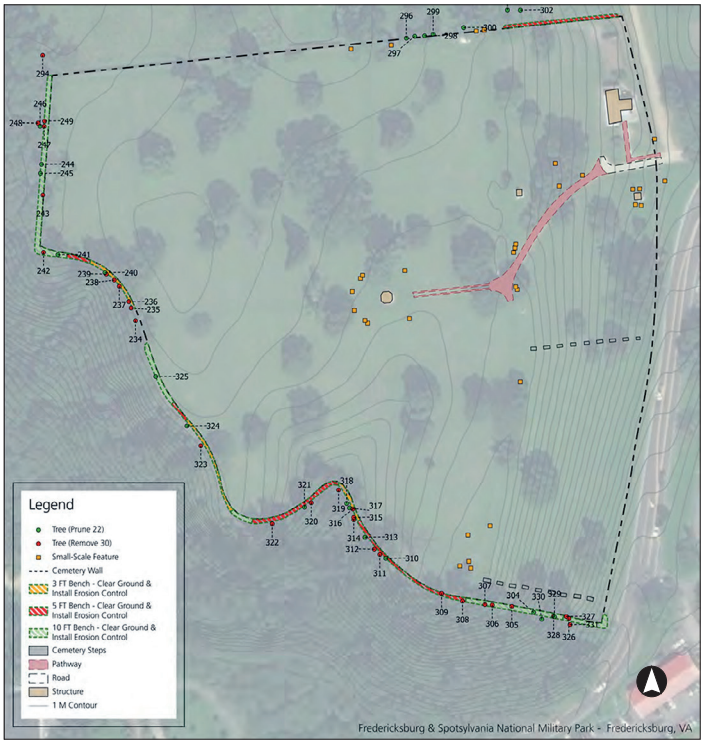



**Figure 4.5. Map of MAT scope of tree removals, tree pruning, drain cleaning, and bank stabilization along the enclosure wall of Fredericksburg National Cemetery scoped in August 2022. (Same source as figure 4.4, Map 2).**

National Cemetery Investment Initiative, coined "Operation Enduring Honor," with the following objectives:

- Return the condition of the fourteen National Park Service national cemeteries to "good" condition by 2034.
- Rehabilitate the national cemeteries per Cultural Landscape Report (CLR) treatment plans.
- Build a preservation maintenance program in each national cemetery using Preservation Maintenance Plans (PMP) to guide work.
- Expand staff capacity, expertise, and equipment to preserve the national cemeteries in perpetuity.[20]

While approval of this initiative did not result in allocation of funds, the National Park Service did agree to use Legacy Restoration Fund–Maintenance Action Team (LRF–MAT) funds for smaller, immediate repairs in the national cemeteries, and to plan for larger rehabilitation projects. At Fredericksburg National Cemetery, National Park Service staff from the Park Cultural Landscapes Program, Olmsted Center for Landscape Preservation, and the Historic Architecture Conservation and Engineering Center (HACE) identified more than $800,000 in short-term repairs. These were pared down to meet $250,000 in available funds for Fiscal Year 2023, and included the following projects (figs. 4.4, 4.5):

- Removal of vegetation growing up and over the rear side of the brick enclosure wall, and creation of a clear zone for access to repair and maintain the wall. Addition of cleared soil with erosion control fabric and removal of large wood debris, after treatment of cut stumps to prevent resprouting. Removal of tree branches overhanging the wall from exterior trees. This work was completed in April 2023.
- Cleaning and pruning of the highest priority trees within the cemetery. Installation of lightning

protection systems in several of the tallest trees within the cemetery. This work was completed in April 2023.

- Removal of accumulated sediment and duff along the inside of the east enclosure wall, to expose wall scuppers and restore drainage; after excavation and regrading, seeding to reestablish turf. This work was completed in July 2023.
- Plugging of zoysia grass from the zoysia-dominated area in the northeast of the cemetery to all other sun-exposed areas of the cemetery, to spread the distribution. This work was scheduled for 2023 but has been postponed due to concerns over the effect on the landscape's historic character (see treatment task 8).

The following landscape work has been scoped as of 2024, but not yet funded:

- Aeration of cemetery tree root systems, incorporation of new topsoil and mulch or seed on top, as appropriate. This work should also be undertaken as recurring maintenance completed in 2-5 year cycles.
- Complete pruning of all cemetery trees and boxwoods - beginning the return of the boxwoods to a more compact size and shape (see treatment tasks 10 and 18 for recommended boxwood removals on the drives and in the circle). Tree pruning is a recurring maintenance task that should be undertaken in 2-5 year cycles.
- Replant missing trees and shrubs based on evidence of stumps and depressions with sufficient burial-free space (see treatment tasks 7, 13, 14, 15, 16, and 18 for tree and shrub planting recommendations).

HACE is addressing the following building and structure projects that have not yet been funded as of 2024:

- Resetting of uneven brick surface along the main cemetery drive (see Treatment Task 10 for recommended removal and replacement of this surface).
- Stabilization of steep slopes outside south enclosure wall. An engineering study of the slopes has been funded for 2026.[21]
- Enclosure wall cleaning and tuck pointing.
- Rehabilitation of the lodge, including return of historic national cemetery regulation paint colors. [22]

In addition to this work, the park removed the non-historic garage (national cemetery shop) behind the lodge in July 2024, along with the asphalt pavement on the service yard and service road.[23]

### LANDSCAPE TREATMENT GOALS

The following goals are a summary of the intent for the national cemetery reflected in legislation, policy, and park planning, and reflect park concerns and the research findings from this cultural landscape report.

- The cemetery landscape reflects its purpose as a Congressionally-designated primary memorial to the military history of the United States with the landscape including all graves maintained to convey "dignity" and "solemn commemorative character" as required under National Park Service national cemetery regulations (36 CFR 12, §12.2).
- The cemetery has a distinct and prominent identity within Fredericksburg and Spotsylvania National Military Park that conveys its historic association with the National Cemetery System.
- Landscape characteristics and features that convey the cemetery's historic design under military administration are preserved, restored, or reconstructed within the constraints of park operations, especially those standard features that convey the landscape's association with Civil War-era national cemeteries.
- The cemetery's historic setting is protected, incompatible modern development is screened where feasible, and the historic character of the approach along Lafayette Boulevard is enhanced.
- Universal accessibility to and within the cemetery is improved.[24]
- Space is provided for functions that support commemorative and interpretive activities, in keeping with the historic military character of the cemetery.
- Visitor orientation and wayfinding to and within the cemetery are improved and allow for understanding of the cemetery plan and location of individual graves, as required under NPS national cemetery regulations (36 CFR Part 12).

### TREATMENT PHILOSOPHY

The recommended treatment philosophy for Fredericksburg National Cemetery is organized by the following two areas of the landscape:

- Burial Grounds: The graves and their associated markers and ground (sections and terraces) that are significant under National Register Criterion A from the initial interments in 1866–1868 through the last military interment in 1949.
- Cemetery Grounds: The designed landscape outside of the burial grounds (sections and terraces) that is significant under National Register Criteria A and C in the areas of commemoration and landscape architecture from the cemetery's initial development beginning in 1866 through nearly seven decades of military administration that ended in 1933. This period includes

the height of the landscape's development with the last designed additions through 1910.[25]

#### Primary Landscape Treatment

Based on current park planning and landscape treatment goals, Rehabilitation is the appropriate primary or overall treatment for Fredericksburg National Cemetery. As defined in the *Secretary of the Interior's Standards for the Treatment of Historic Properties,* Rehabilitation is "the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values."[26]

The following are the Standards for Rehabilitation that serve as the broad (non-site specific) philosophy for treatment of the national cemetery landscape:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.

2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces and spatial relationships that characterize a property will be avoided.

3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.

4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.

5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize

> the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
>
> 10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.[27]

Rehabilitation is an appropriate treatment because it allows for flexibility in balancing preservation and change to accommodate contemporary issues such as accessibility, interpretation, maintenance, sustainability, and natural resource conservation. Rehabilitation allows for application of the other treatment standards, including Preservation, Restoration, and Reconstruction, to specific features. Overall, Rehabilitation allows for preserving and enhancing the historic characteristics and features of the landscape while making changes needed to maintain public use to fulfil the federal government's ongoing mission that the "resting-places of the honored dead may be kept sacred forever."[28]

#### Overall Treatment Philosophy

The recommended overall treatment of the Fredericksburg National Cemetery landscape is to convey Congress's intent that the cemetery remain an everlasting memorial to the military history of the United States and that the graves be kept sacred forever. The cemetery overall will be maintained at a high level to convey honor and respect, and it will have a distinct and prominent identity that reflects its historic association with the National Cemetery System. Universal accessibility will be improved to the extent feasible without adversely affecting the landscape's historic character. Improvements to the landscape will be sustainable through balancing of maintenance and use of natural resources with protection of the cemetery's cultural resources.

Treatment reflects subtle differences in the landscape's historical significance between the burial grounds, which are significant through the last military interment in 1949, and the overall cemetery landscape that reflects its historic military design and commemorative use that reached its height in the first decade of the twentieth century.

#### Burial Grounds Treatment Philosophy

Treatment Date: 1945 [29]

Treatment of the national cemetery burial grounds, encompassing the graves, grave markers, and vegetation in burial divisions A, B, C, and D and the terraces exclusive of the open drives, will preserve and maintain at a high level all graves, grave markers, and turf, with equal treatment regardless of age. This treatment reflects the historical significance of the graves under National Register Criterion A (military history). Non-military interments (spouses of service members), which

**Figure 4.6. Fredericksburg National Cemetery showing the well-tended character of the burial grounds that reflects the recommended treatment philosophy, looking east across Divisions C and D shortly before the last military interments were made, 1940. (Box 2a-C-19, FRSP Digital Photographs)**

occurred through 1992, will likewise be maintained. The landscape will convey honor and respect through care of the grave markers, along with healthy trees, level and terraced ground, and neatly cut and trimmed turf (fig. 4.6). Maintenance will strive to balance the appearance of care with respect for historic character that has developed over the past 160 years. Temporary decoration of graves with flags, flowers, and luminaria to mark special occasions, notably Memorial Day and Veterans Day, is appropriate. Orientation and wayfinding will allow visitors to understand the layout of the burial grounds and easily locate individual graves. No new interments will be permitted, except for reinterment of Civil War remains discovered on the battlefields in the Fredericksburg region.

Preservation and enhancement of the graves is a treatment priority over other landscape features, except where restoration of grave markers would cause harm to historic trees.

#### Cemetery Grounds Treatment Philosophy

Treatment Date: circa 1910

Treatment of the cemetery grounds, consisting of the landscape outside of the burial grounds (sections and terraces), will enhance the historic character of the landscape to better reflects its historic development under military administration through the last major designed additions during the first decade of the twentieth century. These included the 5th Corps monument (1901), flagstaff (1905), 127th Pennsylvania monument (1906), Humphreys monument (1908), and Lincoln Memorial tablet (1909) (fig. 4.7).[30] In addition, treatment of the cemetery grounds will support ongoing commemorative uses that reflect Congress's intent for the National Cemetery System, as well as educational and interpretive programming.

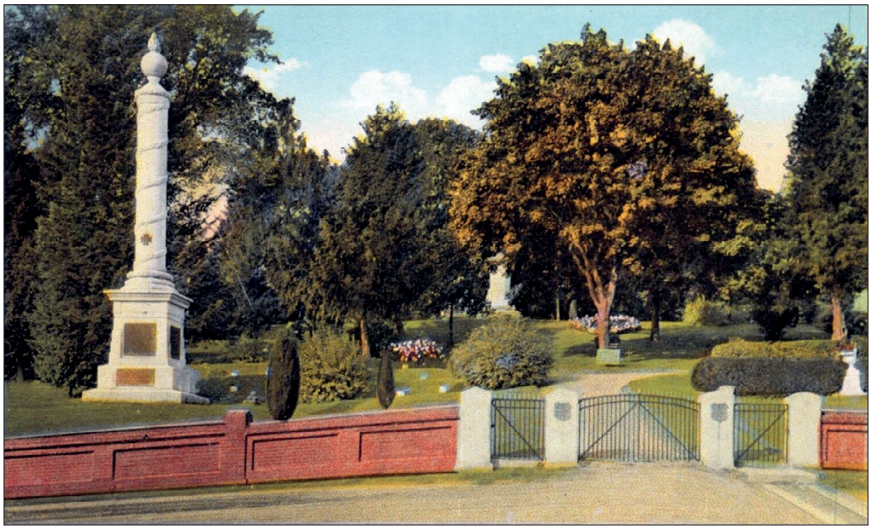


**Figure 4.7. A colored postcard of Fredericksburg National Cemetery showing the character of the cemetery grounds that reflects the recommended treatment philosophy, looking west across the Sunken Road at the entrance area, circa 1915. Note that the brick sidewalk to the lodge was incorrectly colored green in this postcard. (Louis Kaufmann & Sons postcard)**

This treatment reflects the significance of the designed cemetery landscape under National Register Criterion C (landscape architecture) and Criterion A (military history, commemoration). While military administration continued until the transfer to the National Park Service in 1933

(recommended end date of the National Register period of significance), there were no major additions to the landscape between circa 1910 and 1933. These years did, however, witness the loss of trees and two outbuildings in the service yard that reflected reduced military funding in the years after World War I.

Under this treatment, character-defining landscape features that have been lost or altered since about 1910, especially standard features of Civil War-era national cemeteries, will be reconstructed or restored where feasible in the context of current park operations and use. Features that were added or altered after 1910 and before the end of War Department administration in 1933 during the period of significance will be preserved (none presently identified). Built features removed between 1910 and 1933, including a wellhouse and woodshed in the service area, and a hotbed, may be reconstructed/replanted if there is contemporary need. Features removed prior to 1910 will not be reconstructed.[31]

Contemporary additions and alterations to the cemetery grounds may be appropriate to meet treatment goals related to improved cemetery identity, wayfinding, accessibility, and interpretation; to protect natural resources; to support commemorative public gatherings and ceremonies; and to create a sustainable landscape maintenance program. Additions and alterations will be in keeping with the historic development of the cemetery landscape, consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

## TREATMENT GUIDELINES

This section provides general recommendations to inform the care, management, and interpretation of the Fredericksburg National Cemetery landscape. These guidelines are intended to inform maintenance that affects the historic character of the landscape, and treatment actions that are general in nature or are not currently identified.

### ARCHEOLOGY

With over 15,000 buried human remains and known sites related to the Civil War and historic development, Fredericksburg National Cemetery is highly sensitive archeological ground. All potential ground disturbing activities should consider effects on archeological resources and avoid disturbing graves out of honor and respect. Areas that do not have evidence of cemetery-related disturbance may also be sensitive for pre-European contact resources.[32]

Routine maintenance intended to keep the landscape in good condition to convey honor and respect will require some ground disturbance. This includes replanting trees and shrubs, resetting grave markers, installing tablets and section markers, and fixing drainage and eroded ground. Avoidance of human remains is

complicated due to lack of precise documentation on the location of grave shafts. The existing granite grave markers, installed between 1874 and 1876, are second-generation markers and were most likely placed for uniformity, rather than to be directly above a grave shaft. Therefore, ground disturbance between existing grave markers, or in the 2.5-foot-wide walk behind them, may not guarantee avoidance of human remains.

To facilitate future maintenance and treatment that involves ground disturbance, ground penetrating radar (geophysical survey) of the entire burial grounds could provide data on grave shaft locations. Ground penetrating radar could also locate other buried cemetery features, such as brick gutters along the drives, roadbeds, drainage structures, and flowerbed locations. This research should be coordinated through the National Park Service's Northeast Archeological Resources Program.[33]

### GROUNDS MAINTENANCE

National Park Service "Reference Manual 61, National Cemetery Operations" (2011) states, "Landscapes in national cemeteries should be maintained to preserve the historic character and dignity of the cemetery and meet the high standards that the public expects" (§3.3.1.2 B). Grounds maintenance should therefore balance work to achieve a high level of maintenance while also respecting the landscape's nearly 160-year-history that is evident in the patina of built materials and aged character of plant materials.

Reference Manual 61 provides guidance on maintaining grave markers and other commemorative works to convey honor and respect while also preserving historic character and materials (§3.9, see following section for summary). Reference Manual 61 does not provide guidance on levels of maintenance for other features of the landscape. The following additional recommendations, based on National Cemetery Administration "Operational Standards and Measures" (2022), the historic War Department national cemetery regulations (1911), and NPS Maintenance Action Team findings (2022), are recommended to maintain and enhance the historic character of the landscape, and to convey honor and respect. Additional details on grounds maintenance, such as maintenance schedules and operational standards and measurers, should be provided in a cemetery operations plan that the Reference Manual 61 highly recommends be completed for every national cemetery.[34]

#### Lawn

Maintain the cemetery lawn in good condition; a "well-kept sward," as the War Department described in *Regulations for the Government of National Cemeteries* (1911).

- Maintain overall historic turf composition as a mixed-species, cool-season grass blend with forbs (such as nitrogen-fixing clover) that maintains some green during winter dormancy. Summer dormancy (browning) during times of heat and drought is characteristic. See Treatment Task 8 for recommendations related to use of non-historic warm-season grasses.
- Minimize bare spots and coarse weeds, especially in visually prominent areas.
- Cut turf often during the growing season, and neatly trim or edge along drives and around grave markers, monuments, settees, and other built features. Do not cut too short to avoid exposing the crowns and roots to the direct rays of the sun. Take care not to harm trees, markers, and monuments.
- Mow terraces horizontally to avoid scalping the crown. Mow at a medium height during the spring and fall to encourage root growth.
- Fertilize if necessary for health of the turf but minimize feeding to reduce growth and mowing. Top dress areas that are eroded or lack good root development with rich soil or compost. [35]
- Use turf reinforcement (Geoblock® or similar), in areas of high foot traffic, such as in front of settees (benches) to prevent bare areas. Geoblock can make turf growth difficult, so limit its application and ensure that there is good soil preparation and moisture.
- Clear leaves, fallen branches, and other natural debris on a regular basis. Pick up litter daily.
- Fill and reseed depressions to ensure the grade of every gravesite blends in with the adjacent ground.

#### Trees and Shrubs [36]

*Tree and Shrub Care*

- Keep trees and shrubs in healthy condition, free of pests and disease.
- Keep trees clear of dead, dying, and broken limbs.
- Prune trees and shrubs to maintain historic views where appropriate, notably around the flagstaff.
- Do not remove lower limbs of evergreens, except where there is interference with legibility of grave markers or where limbs extend into drives and walks, or where limbs obstruct key views. Take care to protect lower limbs from contact with equipment.
- Extend the life of aged trees to the extent feasible, with priority to those that date to the historic period (pre-1933). Consider use of cables, rods, and other measures to perpetuate the life of aged trees, provided they are not in an advanced state of decline that detracts from the historic character of the landscape.
- Consider propagating historic trees of unique character for future replanting.
- Maintain tree species that post-date 1933, provided they are compatible with the historic character of the landscape.
- Mulch areas where grass will not grow well beneath shrubs and trees with low branching to prevent growth of weeds to maintain a well-tended appearance.

- Mulch rings are not historically appropriate and should not be applied unless needed to protect exposed surface roots from mechanical damage.
- Remove a narrow strip of turf around mature trees to help guard against mower and trimmer damage.
- Mulching around new tree plantings is appropriate and essential until the tree has become established (approximately 5 years).
- Use natural, un-dyed, seasoned mulch to maintain a low visual presence. If possible, use a finely ground mulch such as pine fines. Do not use stone mulch.

*Tree and Shrub Replacement*

- If necessary due to death or pronounced decline, replace historic trees in-kind with regard to species and variety. If diseases, pests, or sustainability factors preclude use of the same species, a substitute species may be used provided it is close in overall character, size, and habit; preference should be given to species in the same genus. Replacement species for existing non-recommended species are indicated on drawing 4.
- Do not remove historic trees that have dislocated or grown around grave markers until the tree expires under natural causes. Plan for restoration of the grave marker after the tree requires removal. See also guidelines for grave markers.
- Maintain sheared hedges in scale recommended in this report (see treatment tasks 13 and 14).
- Do not allow stumps to remain; grind below the surface, add topsoil, and replant tree if location is appropriate, as indicated on drawing 4.

*Tree Planting*

- Do not plant or remove trees and shrubs unless consistent with planting recommendations in this cultural landscape report, as indicated on drawing 4. This recommendation is based on the following general guidance:
  - Within burial sections, plant trees in the 2.5'-wide walks behind the grave markers, and aim to plant where trees existed historically based on the 1892/1911 and later maps.
  - Consider planting small-size tree stock to limit ground disturbance. Tree roots will eventually grow into remains, as they have since the first trees were planted within the burial areas in the 1870s.
  - Archeological testing may be necessary for planting sites where there is no clear documentation of prior tree existence, unless there is documentation the planting site is outside of grave shafts (see prior guidance on archeology).
  - To keep historic circulation patterns unobstructed, do not plant trees or shrubs within the turf drives.

- Plant trees at the base of the terrace banks. Do not plant trees on the crowns or banks of the terraces to minimize potential damage to the terraces from blowdowns.

#### Vines

- Do not allow English ivy and other non-flowering vines to grow on tree trunks or in shrubs, or on buildings and structures (enclosure wall and lodge, as was done historically) to avoid damage to masonry and painted wood surfaces.[37] Flowering vines, such as roses and clematis, may be maintained on the lodge porch (see treatment task 13).

#### Planting Beds and Containers

- Limit flowerbeds (herbaceous beds) to those recommended for the triangle and lodge grounds, and plant according to recommendations in this cultural landscape report (see treatment tasks 13 and 16).
- Take care to remove excess soil from flowerbeds to maintain a flat, horizontal plane of soil.
- Use peat as a mulch in beds, since wood mulches can rob the soil of nitrogen.
- Edge and weed flowerbeds to maintain a neat appearance.
- Do not add tubs, vases, or other containers for flowering plants in the burial grounds, or elsewhere in the cemetery except as recommended in the lodge grounds (see treatment task 13).

#### Drives, Walks, Steps, and Drains

- Keep surfaced (non-turf) drives and walks neatly edged and free from debris, weeds, and other growth.
- Keep brick walks level to avoid tripping hazards.
- Maintain historic grade levels on ground adjacent to the brick terrace steps.
- Keep grass gutters and swales in strong-rooted creeping grasses, closely cut.
- Keep catch basins, outlets, culvert pipes, and drainage openings through the enclosure wall free of obstructions. Inspect on a regular basis to ensure proper function.
- Ensure grades surrounding drainage structures promote positive drainage.

#### Enclosure

- Maintain the recently reestablished clear zone along the outer side of the brick enclosure wall to allow for inspection of the wall and drainage structures.
- Maintain turf/ground cover to prevent erosion.
- Maintain grades that promote drainage away from the wall.
- Prune or remove branches that overhang the enclosure wall.
- Remove dead and dying trees that are visible from within the cemetery, or that threaten the enclosure wall.

- Remove invasive English ivy that has spread into the canopy of trees within the adjacent woods to prevent growth into the enclosure and improve the native ecology of the woods.

#### General Grounds Maintenance

- Remove debris, equipment, tools, and supplies from public view at the conclusion of each task and at the end of the workday.
- Keep painted features, including tablets, shot pyramids, gun monuments, and flagstaff, along with the trim on the lodge, in good condition free of fading, chipping, and peeling, using the historic regulation paint colors (see below).
- Repair damage from pests, vandals, and accidents as soon as possible, and develop plans to prevent future recurrences. The park is presently developing a project in cooperation with the US Department of Agriculture to address damage from groundhogs, which has become acute over the past few years.[38]

### GRAVE MARKERS AND MONUMENTS

National Park Service "Reference Manual 61: National Cemetery Operations," §3.9 (2011) has comprehensive guidance on the care of grave markers intended to balance standards of care with respect for historic character and materials conservation. The following is a summary of major points covered:

- Clean grave markers to convey care by removing accumulations, not to make them appear like new. The toning or patina of stone should not be purposefully removed. The gray granite of Fredericksburg's Civil War-era headstones and blocks do not require the amount of cleaning that white marble markers on post-Civil War graves do. The recommended cleaning technique is to use water and a ph-neutral soap like *Orvus Paste Cleaner* with a soft brush, with application of *D/2 Biological Solution* to remove lichen, mold, and other growth. Hard scrubbing and scouring are not recommended, as this will leave the stone surface "raw" or rough, which can make the stone more hospitable for biological growth because moisture can more easily be captured in the interstices of the grains. Refer to Reference Manual 61 for additional cleaning instructions.[39]

**Figure 4.8. Fredericksburg's Civil War-style grave markers showing historic alignment and elevation, looking southwest across Division A, circa 1890. (Box 2a-A-Marye's Heights-9, FRSP Digital Photographs)**

- Return grave markers at their intended height and horizontal and vertical alignment that connotes military formation (fig. 4.8). See also treatment task 5.
    - Civil War-style granite slab markers (headstones), installation height of 12 inches above ground, although Fredericksburg's markers may have been installed lower.

- Civil War-style unknown granite blocks, installation height of 4 inches above ground.
- Spanish-American War-style grave markers (marble with recessed shield), installation height of 18 inches.
- General-style grave markers (marble), for the graves of World War I and later, installation height of 24 inches. [40]

- Preserve all grave markers and consider repair before replacement. Replace grave markers in-kind with respect to type, material, and style when the level of deterioration or damage precludes repair, and when the condition otherwise does not convey honor and respect.
- Replaced or discarded grave markers should be destroyed if not curated.

The following are additional recommendations for grave markers and recommendations for monuments:

- The inscriptions on Fredericksburg's distinctive Civil War-style gray granite headstones and blocks are not as visible as those on white marble grave markers. Painting the inscriptions in black, such as has been done at Gettysburg National Cemetery's granite markers, is not recommended because it is historically inappropriate for Fredericksburg, difficult to execute neatly, and would require cyclic reapplication.
- For markers that require a correction, see guidance in Reference Manual 61.[41] At Fredericksburg, the park in recent decades installed some flat granite markers in front of historic markers to convey the corrected inscription. The park has chosen not to continue this practice. Existing flat markers may be retained or removed if a corrected primary marker is installed per the guidance in Reference Manual 61.
- For grave markers that have been displaced or consumed by trees, priority should be given to protecting the tree, especially if the tree dates to the historic period. Move the historic marker, if possible, or leave in place and install a temporary replacement grave marker as close to the grave as possible without damaging the tree (fig. 4.9). Use a flat marker to avoid interference with the walk and mowing. Once the tree requires removal due to condition, then the historic grave marker should be returned to its historic location, and the temporary marker removed.
- For other commemorative works (monuments), inspect on a regular basis for shifting and other structural problems, loss of mortar, damage, and other masonry issues. Conserve plaques and other bronze work. Clean stonework in keeping with the guidance for grave markers in Reference Manual 61. Repair eroded monument mounds and grade levels.

**Figure 4.9. Flat markers used as supplemental marking for grave markers consumed by trees, showing example at Veterans Affairs-administered Fort Harrison National Cemetery, Virginia, 2006. (SUNY ESF)**

#### PAINT COLORS

Restore or maintain historic exterior paint color schemes as defined in the 1911 War Department national cemetery regulations. The Pantone color equivalents are based on a visual comparison.[42]

- Lodge (and outbuilding, if reconstructed): trim, white (Pantone OOOC); doors, blinds (shutters), and latticework: bronze green (Pantone Bronze Green 18-0317 TPX); porch ceilings: light blue (Pantone Sky Blue 14-4318 TCX); floors of porches and steps: dark gray (Pantone 425 U).
- Iron Rostrum (recommended for reconstruction, see Task 17): Railings, columns, and structural ironwork, except under roof: black (Pantone 412U). Top of Roof: red (Pantone: 187C). Underside of roof: light blue (Pantone Sky Blue 14-4318 TCX).
- Flagstaff and Guy Wires: white (Pantone OOOC); base and anchor rods to guy wires: black (Pantone 412 U).
- Hydrants (water spigots, if reintroduced): black (Pantone 412 U).
- Settees: bronze-green (Pantone Bronze Green 18-0317 TPX).
- Vase (proposed for reconstruction, see Task 9): white (Pantone OOOC).
- Tablets, Shot Pyramids: semi-gloss black (Pantone 412 U); borders of tablets and faces of letters: aluminum (true aluminum paint); borders and faces of the letters of Lincoln Memorial (Gettysburg Address) tablets: copper-bronze paint (Pantone 876 C).
- Enclosures: iron gates, black (Pantone 412 u). Gatepost shields (US National Cemetery shields): gold leaf (true gold leaf).[43]

#### ENCLOSURE WALL

- Maintain the character of the brick enclosure wall and stone/iron gates, with repairs completed in-kind.
- Inspect the enclosure wall on a regular basis for structural issues and repointing needs.
- Keep the enclosure wall clear of vines. Restoration of the historic English ivy cover, a standard planting for national cemeteries during the historic period, is not recommended because of its invasive character and damage it can cause to masonry.
- Maintain positive drainage that directs water away from the wall.

#### FLAG DISPLAY

- Display the flag of the United States on the cemetery flagstaff each day of the year during the hours the cemetery is open, as well as the POW-MIA flag on federal holidays (RM 61, §3.11). The park currently keeps the flag flying 24 hours/day, as it is lit at night.

- Maintain visibility of the flagstaff by removing or pruning obstructing trees. The flag should be visible on the approach along Lafayette Boulevard, from the cemetery entrance, and from graves as feasible.

### CONTEMPORARY FURNISHINGS

- Limit the addition of contemporary furnishings. Preserve and use historic furnishings (signs/tablets and settees) and maintain their design and materials if additional units are needed.
- Design contemporary furnishings not related to signs/tablets and settees with a unified, formal, and inconspicuous style that is compatible with the historic character of the landscape.
- Adopt black, a color that was used historically on iron tablets and connotes solemnity and formality, as the standard for contemporary sign faces and supports, instead of the standard National Park Service brown. Use white for letters and borders.
- Locate standard NPS-style interpretive waysides outside of the cemetery enclosure to avoid clutter in the landscape and to maintain the solemn character of the cemetery. Give preference to handheld paper or digital interpretive media. If physical interpretive fixtures are necessary within the cemetery enclosure, consider using the historic iron tablet style to convey text, without illustrations.
- Avoid addition of trash cans to limit visual clutter. If necessary, they should be placed in an inconspicuous location and not in open ground.

### PUBLIC INFORMATION AND INTERPRETATION

Fredericksburg National Cemetery was historically its own administrative unit of the War Department's National Cemetery System, but after transfer to the National Park System in 1933, it became administratively integrated with the national military park. While the national cemetery retains its historic physical prominence and its Memorial Day luminaria program draws much publicity, its identity in park information and wayfinding is obscure. The cemetery is presented to the public as part of the Fredericksburg Battlefield unit and its commemorative context has generally been treated in park interpretation as secondary to the history of the battles (fig. 4.10).

**Figure 4.10. The pedestrian walk to the national cemetery from the visitor center showing lack of national cemetery identification, looking southwest, 2015. The battlefield identification tablets on the approach identify the cemetery as Marye's Heights (foreground), Sunken Road (against stone wall), and the battlefield tour route (in distance against brick wall). One of the interpretive waysides presents information about the national cemetery. (SUNY ESF)**

The park is presently revising its interpretive program for Fredericksburg National Cemetery to better address its distinct history and context. Elevating its identity through media can also foster visitor understanding of the cemetery's identity apart from, but related to, the four battlefield units of the park, as well as its historic and ongoing

relationship to the country's system of national cemeteries. Suggestions for enhancing public information and interpretation for Fredericksburg National Cemetery include the following (see also treatment tasks 2 and 3 regarding cemetery signage and wayfinding):

- Revise the park website to provide a page dedicated to the national cemetery, equal in hierarchy to the pages for the four battlefield units. The cemetery webpage could contain links to the history of the cemetery, a map of the cemetery, and the burial record, including a tool that allows users to locate individual graves, in keeping with National Park Service national cemetery regulations.[44]
- Elevate the visibility of the national cemetery in park brochures. Two alternatives:
    - Develop a separate Unigrid brochure for the national cemetery that includes a detailed map of the cemetery and narrative about the cemetery's purpose, history, and design. [45]
    - Revise the existing national military park Unigrid brochure and map to include more information on the national cemetery and present it on a level equal to the four battlefield units.
- Create interpretive displays dedicated to the national cemetery in the Fredericksburg Battlefield visitor center, or in another facility (see treatment concept 5 for ideas about future public use of the lodge).
- Develop a walking tour brochure and audio tour for the national cemetery separate from the Sunken Road walking tour brochure.
- Provide visitors with materials or links to information on the Veterans Administration national cemetery system.

The park is presently developing a 3-d scanned walkthrough of the cemetery to allow visitors to view the cemetery from afar, and to improve accessibility for those with mobility limitations.[46]

#### NATIONAL MILITARY PARK COMMEMORATIVE FEATURES

Fredericksburg National Cemetery, like all Civil War-era national cemeteries, was conceived as places of US (Union) interment and commemoration. While the cemetery's relationship to the battlefield on Marye's Heights has been of interest to the public since at least the 1880s, the National Park Service over the past eight decades has focused interpretation on the battlefield, which was the site of Confederate victory. It added features, including battlefield identification tablets, narrative signboards, a compass and a cannon, and an audio-interpretive station that identified, commemorated, and interpreted the battlefield with little or no reference to the national cemetery. The park also oversaw the addition of a monument within the national cemetery that commemorated a Confederate regiment (Parker's Battery).

To maintain the historic identity and purpose of the national cemetery, commemorative and interpretive features should focus on the history and purpose of the national cemetery, with the battle history of the cemetery site as secondary. The park in recent years has removed many of the interpretive features that focused on the battlefield, except for one wayside. The battlefield identification tablets are compatible in character, but some, such as the tablets for Marye's Heights in the triangle and approach to the main gates, should be relocated to less prominent positions to give priority to the identity of the national cemetery. As a Confederate commemorative feature, consideration should also be given to relocating Parker's Battery monument (see treatment task 18). The monument, battlefield identification tablets, and compass do not contribute to the historical significance of the national cemetery, but they are evaluated in the National Register as contributing to the significance of the national military park (see Analysis and Evaluation chapter).

## TREATMENT CONCEPTS

The following are landscape treatment concepts for Fredericksburg National Cemetery and its surroundings that will require additional study and park planning to develop into treatment tasks. The concepts are organized by the following areas:

- Cemetery Surroundings and Site-Wide
- Burial Grounds (Divisions and Terraces)
- Cemetery Grounds

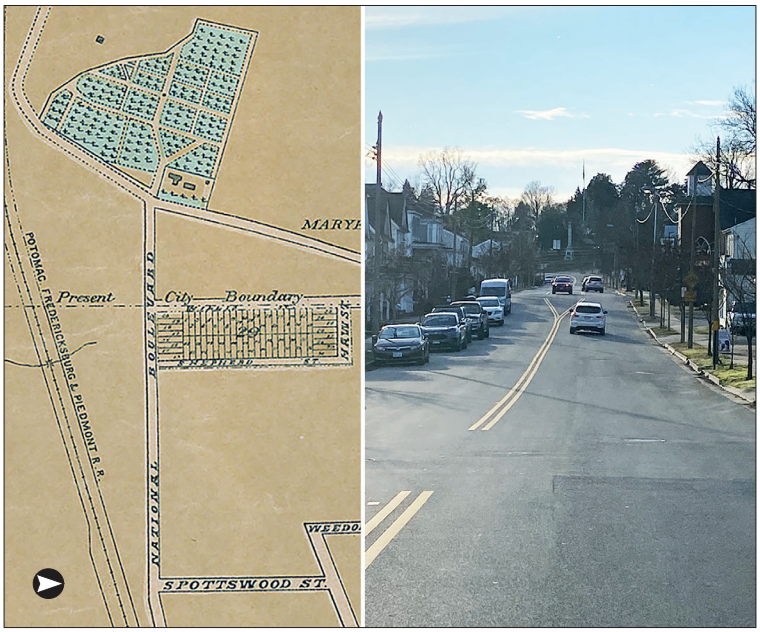
Concepts for the Willis Hill tract (Marye's Heights) and the visitor center grounds should be further developed through cultural landscape reports for these two areas. Development of concepts for Lafayette Boulevard and the cemetery approach would require working with the City of Fredericksburg.

### CEMETERY SURROUNDINGS AND SITE-WIDE

#### Treatment Concept 1. Return Approach Road Character to Lafayette Boulevard

➢ Related Recommendation: Treatment Task 1 – Enhance Historic Character of Cemetery Approach Triangle

Fredericksburg National Cemetery's historic approach road, known as National Boulevard, was the 1,600-foot-long portion of Lafayette Boulevard from Spottswood Street to the Sunken Road that was maintained by the War Department between 1891 and circa 1925 (fig. 4.11). National Boulevard was roughly on axis with the cemetery entrance gates, and the 5th Corps (Butterfield)



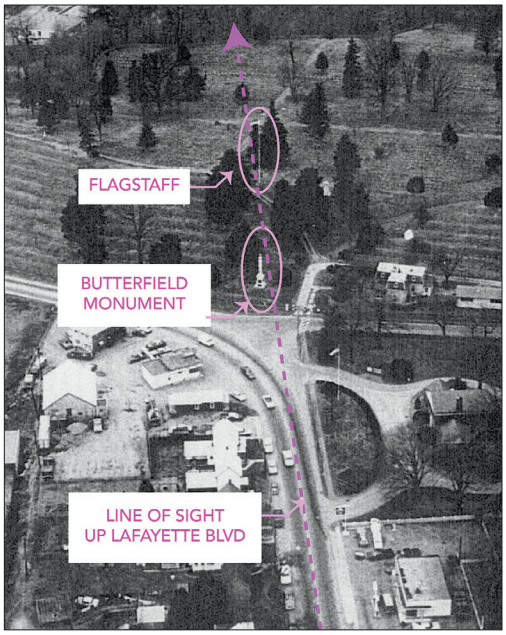




**Figure 4.11 (left). Historic map showing National Boulevard, 1891, and current view looking west along Lafayette Boulevard (National Boulevard) from Spotswood Street toward the national cemetery, January 2023. (Detail, Von Schon & Garner, "Map of the Property of the Fredericksburg Development Co.," 1891, City of Fredericksburg map collection; SUNY ESF).**

**Figure 4.12 (right). Aerial photograph showing alignment of Lafayette Boulevard (National Boulevard) with the 5th Corps (Butterfield) monument, flagstaff, and cemetery entrance, circa 1965. (Detail, FRSP uncataloged photograph, annotated by SUNY ESF)**

monument and cemetery flagstaff were placed to reinforce this axis (fig. 4.12). The road included a concrete sidewalk, cobblestone gutters, and a line of Norway maples along the north side under War Department management.[47] Today, Lafayette Boulevard does not reflect its historic ceremonial purpose and character due to road realignment, obstruction of axial views, and lack of unifying features in the streetscape. The change in name, dating to around the time the National Park Service took over the cemetery in 1933, also has diminished the road's historic relationship to the national cemetery.[48]

To enhance the historic approach to Fredericksburg National Cemetery and the cemetery's connection with the City of Fredericksburg, it is recommended that the park work with the city in developing a streetscape improvement program that considers the following objectives:

- Create a unified built streetscape from Spottswood Street (historic government right-of-way) that reinforces the historic axis with the national cemetery. Ideas for achieving this objective:
  - Bury or relocate existing overhead utility lines.
  - Rehabilitate the existing system of early 20th-century fluted metal pole-mounted mast-arm light standards (including one at the corner of the Sunken Road).
  - Create consistent road and sidewalk details on both sides.
- Enhance the axial view to 5th Corps monument and cemetery flagstaff.
  - Light the 5th Corps monument.
  - Remove existing mix of fruit and shade trees and plant rows of street trees with a cohesive and columnar habit to convey a ceremonial character and frame views. These plantings would also help to screen commercial development and parking lots on the south/east side of Lafayette Boulevard.

- Consider alternatives to on-street parking.
- Install signs, US flags, or other features that celebrate this section of Lafayette Boulevard as the ceremonial approach to the national cemetery.
- Add "National Boulevard" (historic name of approach road) as a supplemental name to this section of Lafayette Boulevard, such as by adding second street signs below existing street signs.[49]
- To allow the park to maintain the near approach and setting of the national cemetery and visitor center, execute a cooperative agreement with the city for park management of the commercial frontage that borders the south/east side of Lafayette Boulevard across from the national cemetery. This strip is presently mostly asphalt pavement with no shade.[50]

#### Treatment Concept 2: Redesign Walkway from Visitor Center to Main Gates

Visitors arriving at the Fredericksburg Battlefield visitor center are oriented primarily to Fredericksburg Battlefield sites, including pedestrian access to the Sunken Road area and vehicular access to the main battlefield along Lee Drive. The existing diagonal walk to the cemetery's main entrance gates is narrow, not direct, and provides visitors with little sense of the historic formal approach (fig. 4.13). There is no signage directing visitors to the national cemetery; existing identification tablets along the walk are for Marye's Heights and the Sunken Road (there is an interpretive wayside about the national cemetery at the corner of Sunken Road). Park maps and signage instead direct visitors to access the national cemetery by the long and circuitous route via the Sunken Road Trail to Marye's Heights.

It is recommended that the park redesign wayfinding and circulation to the national cemetery from the visitor center in a way that prioritizes the historic main gates and provides visitors with a sense of the formal approach that followed Lafayette Boulevard (National Boulevard). This concept could include the following:[51]

**Figure 4.13. Existing walk from the visitor center to the main entrance gates of the national cemetery, looking southwest from the crosswalk on the circular drive around the visitor center, 2023. (SUNY ESF)**

- Use the front (south) entrance of the visitor center, with its accessible ramp, as the access point for the national cemetery. This would help direct visitors toward the national cemetery. The rear entrance points visitors away from the cemetery.
- Abandon the existing crosswalk and diagonal brick walk to the national cemetery (the inner loop walk could remain) and replace it with a new walk across the front lawn of the visitor center on axis with the front entrance (fig. 4.14). Visitors would then turn right along the sidewalk along the Lafayette Boulevard sidewalk to the national cemetery entrance gates. This circulation pattern

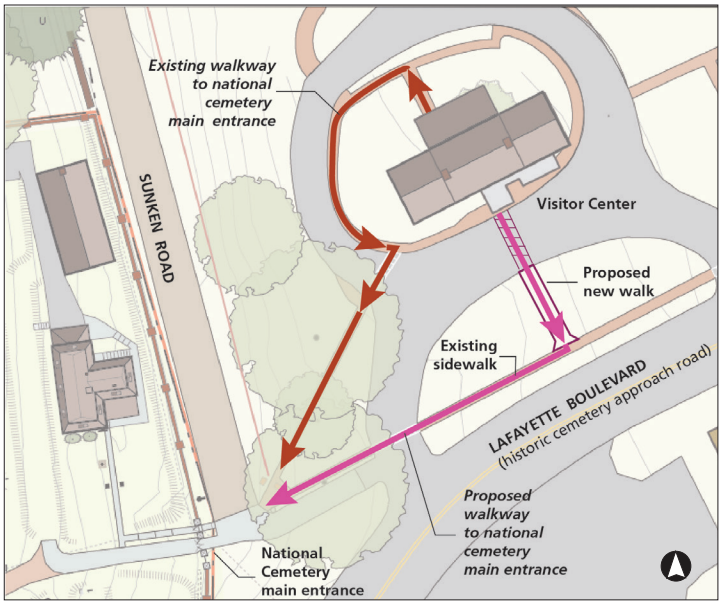



**Figure 4.14. Map illustrating conceptual redesign of pedestrian circulation between the visitor center and main entrance of the national cemetery. The proposed route is shown in pink. (SUNY ESF)**

would provide visitors with a sense of the historic formal approach.

- Install signage that directs visitors along this proposed route, using the historic national cemetery iron tablet design.

The area at the front gates to the national cemetery is accessible, but the steep slopes beyond the gates do not meet accessibility standards. Despite this, providing visitors with mobility issues access to the front gates, equivalent to the main entrance to a building, is important and gives visitors visual access the most prominent part of the cemetery. Realignment of the existing approach walk would not change the existing level of accessibility from the main gates into the national cemetery. See the following treatment concept for discussion of accessibility issues.

**Treatment Concept 3. Improve Accessibility to and within National Cemetery**

➢ Related Recommendations: Treatment Task 10 – Pave Select Cemetery Drives; Treatment Task 13 – Reestablish Historic Character of Lodge Grounds.

Due to the steep grades of Willis Hill, universal accessibility to and within the entire national cemetery is not feasible. Fully meeting the outdoor accessibility guidance developed by the US Access Board for construction and alteration of federal facilities to comply with the Americans with Disabilities Act (ADA) of 1990 and the Architectural Barriers Act (ABA) of 1968 would adversely affect the historic integrity of the cemetery.[52] However, there are several possible options for improving accessibility and creating accessible routes to the main part of the cemetery (plateau at the top of Willis Hill). From the cemetery plateau, most of the cemetery drives and walks are fairly level, and visitors could visually access the terraces and most of the lodge and service area. Improvement of accessibility within the cemetery is part of treatment task 10 that addresses the surface of the cemetery drives (presently brick, concrete, and turf).

*Provide Vehicular Access via Marye's Heights*

An accessible route to the plateau of the national cemetery using vehicular access could be provided through the former Richardson property on Willis Hill, using the Richardson driveway (Willis Hill Spur Road). Visitors with limited accessibility would arrive in the visitor parking lot, obtain a permit in the gift shop, and then drive to near the cemetery north gate via Willis Street, Mercer Street, and a short section of Sunken Road to the Robinson driveway (fig. 4.15).[53] This route would also give visitors access to the mostly level walking trails on that interpret the Second Battle of Fredericksburg. Once past the north gate, visitors would have a

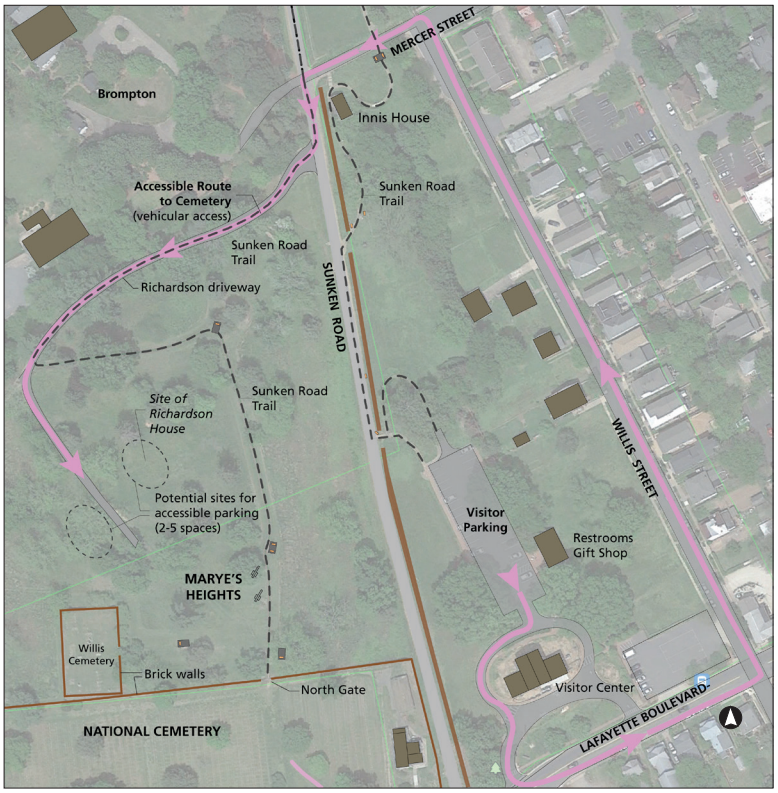



**Figure 4.15. Current aerial photograph showing conceptual treatment recommendations for accessibility to the national cemetery using motor vehicle route (pink line) from the visitor center to Willis Hill/Marye's Heights and the Sunken Road Trail (dashed black line) to the cemetery north gate. (Google Earth aerial, annotated by SUNY ESF)**

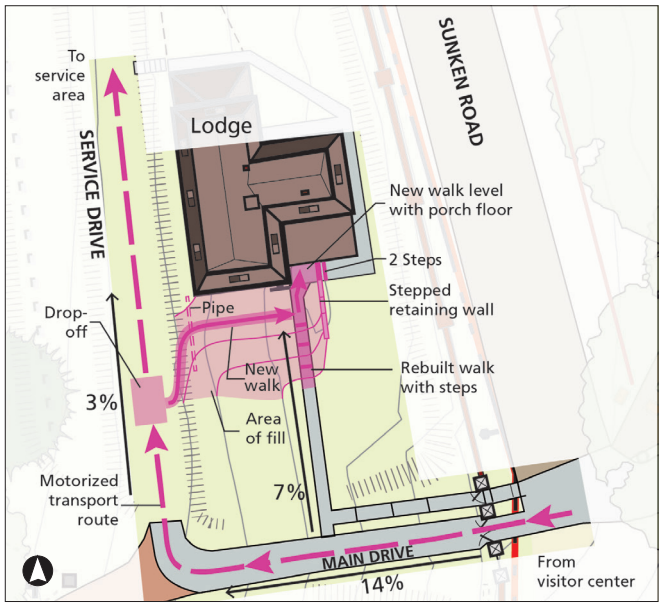
mostly level route along the drives that lead along the top of the terraces and to the center of the national cemetery.

Further research and planning is needed to identify potential sites for a small parking area for visitors with access permits, such as on or near the Richardson House site. This could be accomplished through the preparation of a cultural landscape report for Willis Hill.

*Provide Motorized Assistance*

Accessibility to the national cemetery could be improved through the use of motorized carts of similar small vehicles, such as currently offered by partners for the Memorial Day luminaria event. These carts could be parked at the visitor parking lot and enter the cemetery through the main gates and follow the main drive to the top of the cemetery. A cart could also potentially allow visitors with mobility issues to reach the lodge and service area, if those areas are adapted for public use (see treatment concepts 6 and 7).

**Figure 4.16. Map illustrating concept for an accessible route to the lodge entrance using motorized vehicles and regrading in the lodge yard. Proposed conceptual treatment is shown in pink hues. The black lines with percentages are the existing slopes. (SUNY ESF)**




*Develop Accessible Walk to Lodge Entrance*

If motorized transport can be provided to the service road north of the lodge, it may be possible to provide an accessible walk from there to the lodge porch (entrance) without adversely affecting the historic character of the landscape. This walk would require adding fill to bring the grade to the level of the front porch, which has a height above the existing grade of approximately three feet (figs. 4.16, 4.17). This would also require a low stepped retaining wall that would keep the fill from extending around the east side of the lodge to the nearby terrace edge. The fill would provide a near-level grade for the addition of a new walk across the lodge yard from the service road drop-off point, which would be at about the same level as the grade along the north side of the lodge. The non-historic concrete surface of the lodge entry walk would require rebuilding and the addition of steps, along with another two steps to come back down to the original grade along the proposed retaining wall.

**Figure 4.17. The lodge showing approximate level of suggested grade changes and location of a stepped retaining wall (pink lines) to allow for an accessible walk from a vehicular drop-off on the service drive, looking north, 2022. The proposed grade across the front would be at the approximate same level as the grade along the north side of the building. (SUNY ESF)**

*Improve Accessibility of Lower Main Drive and Sidewalk*

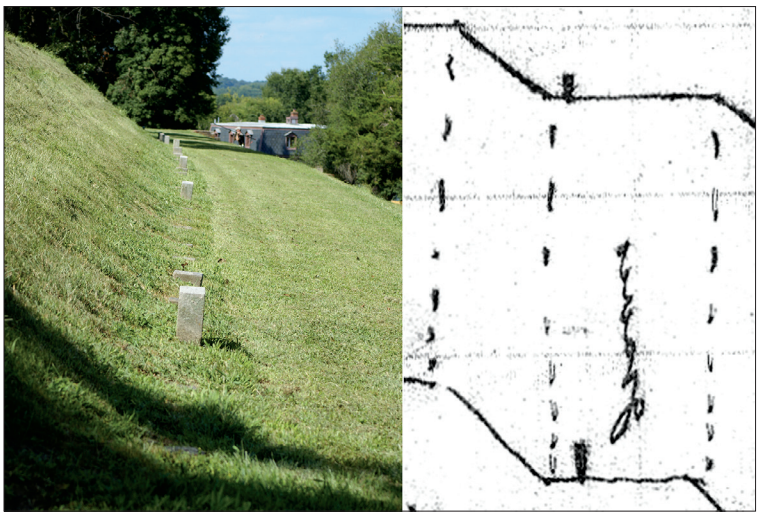
The existing lower portion of the main drive, from the entrance gates to the plateau, has an overall slope of approximately 13%. From the gates to the entrance walk to the lodge, the slope is approximately 14% (see fig. 4.16). Accessible walking surfaces that comply with the ADA and ABA must have a running slope no steeper than 5% and if defined as an outdoor recreation access route, no steeper than 10%.[54] While the main drive and sidewalk cannot meet these accessibility standards, the level of accessibility could be enhanced through addition of handrails, especially along the concrete sidewalk. Additional study is needed to determine the increase in accessibility that railings could provide, versus the effect on the historic character of the landscape. The existing steps in the non-historic concrete sidewalk could also be removed to further improve accessibility. This walk was historically brick and contained no steps (see treatment task 13 for recommendation to return brick pavement). The accessibility of the new brick walks could be improved by setting the bricks in a mortared base and minimizing the size of the mortar joints.

## BURIAL GROUNDS

### Treatment Concept 4: Repair and Ensure Stability of Terraces

- Related Recommendations: Treatment Task 5 – Align and Clean Grave Markers; Treatment Task 7 – Renovate Cemetery Lawn; Treatment Task 8 – Plant Trees in Burial Grounds

**Figure 4.18. Left: Present view of the terraces showing slumping that has filled in the level ground behind the grave markers, looking north, 2022. Many of the Unknown blocks are now at or below grade. Right: Section of terraces showing original grade of terrace banks and position of grave markers, circa 1869. (SUNY ESF; Detail, "Cemetery slopes sketch - cross-section," Fredericksburg and Spotsylvania National Military Park archives)**



The historic grade of the terraces across the east front of the national cemetery have changed over many decades due to erosion, storm damage, slumping, heaving, and disturbance from loss of trees. Portions of the terrace banks have slumped onto the graves, filling in level space that was originally behind the markers (fig. 4.18). Ground has eroded in areas, exposing defunct irrigation lines. In addition to aesthetic changes, the changes in grade have posed functional issues, including making the grave markers appear out of alignment or shorter than their intended

height, and making mowing behind the markers difficult. The terrace above the lodge has washed down against the building, causing water to run into the basement windows.

The terraces have been subject to failure in the past, notably a washout in 1942 that caused a landslide on the lower south terrace, but in the recent past, there have been no such failures. There are no apparent sections of the terraces that appear to be unstable. However, the likelihood of future storm events of increasing intensity poses the potential for washouts similar to the one in 1942. This has already occurred at Vicksburg National Cemetery during unprecedented rainfall in 2020 and 2021 that caused landslides on their turf terraces. Vicksburg is presently working on temporarily relocating between fifty and eighty graves to allow for reinforcement of the terraces.[55]

The full extent of issues related to the repair and stabilization of the terraces needs further research and planning that should address the following:

- A topographic survey to establish detailed documentation on existing grade levels and identify areas requiring repair. This survey should determine the extent of cutting and filling needed to repair terrace slumping. There is no known detailed historic topographic survey. Grade issues should be determined through comparison of uniformity with adjacent areas, and the height of the grave markers above ground.
- Identification of where runoff is channeled into or along the terraces during major rain events.
- Identification of areas of potential instability that may require reinforcement. Vicksburg National Cemetery is installing soldier pile and lagging wall structures to support their terraces that have failed due to heavy rain events.[56]
- Archeological testing to determine the existence of subsurface drainage structures on the terraces. The original brick gutters at the foot of each terrace may have been removed to build the outbuilding 1881. Drainage at the base of the terraces on the inside of the enclosure wall, where there was historically a brick gutter, also needs investigation.
- Institution of a monitoring system to identify new areas of instability.
- Assessment of the existing defunct irrigation lines, and whether they are causing erosion by channeling water, and whether removal of the lines may cause more damage than leaving them in place (visible connection boxes at the top of the terraces should be removed).
- Turf repair and maintenance to ensure a healthy stand with deep roots to stabilize soils during major storm events (see also treatment task 8).
- Tree plantings (tree species selection and site location) that are less susceptible to windfall that could damage terraces and expose graves (see treatment task 7).

## CEMETERY GROUNDS

### Treatment Concept 5. Return Public Access to the Lodge

➢ Related Recommendations: Treatment Concept 3 – Improve Accessibility; Treatment Task 13 – Reestablish Historic Character of Lodge Grounds.

The Fredericksburg National Cemetery lodge was historically both a residence and an office where the cemetery superintendent welcomed visitors and oriented them to the cemetery. Today, the lodge is used for park staff housing and is closed to the public, as indicated by a sign and barrier on the entrance walk, which also restricts public access to the Lincoln Memorial tablet on the front of the building. Given the lack of interpretation dedicated to the national cemetery in the Fredericksburg visitor center, returning public use to a portion of the lodge could enhance interpretation and wayfinding, and reinforce the historic main entrance to the cemetery.

Some Civil War-era national cemetery lodges continue to serve as places for visitor contact and orientation. The lodge at the National Park Service-administered Poplar Grove National Cemetery near Petersburg, Virginia was designed as a visitor contact station as part of the cemetery rehabilitation completed in 2017. Improvements included the addition of accessible walks that eliminated steps along the front porch (fig. 4.19). The lodge at the Veterans Affairs-administered Glendale National Cemetery near Richmond was also designed for public accessibility through the use of a chairlift integrated into the front porch.

No park planning, including the 1986 General Management Plan or the 2015 Foundation Document, address the use of the Fredericksburg lodge. The following are issues to consider for future public access to the building.

**Figure 4.19. Two Civil War-era national cemetery lodges designed as visitor contact stations with accessible entrances. Left: Poplar Grove National Cemetery, showing accessible walkways built as part of the cemetery's rehabilitation, 2017. Right: Glendale National Cemetery, showing a chairlift integrated into the porch, 2006. (SUNY ESF)**

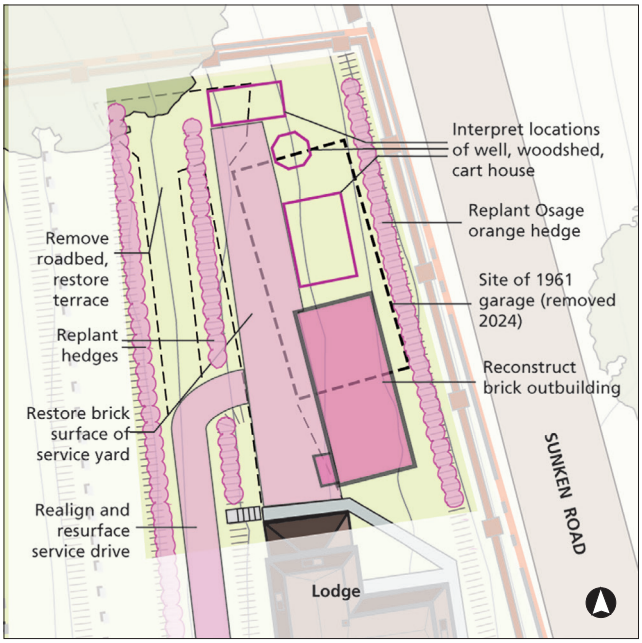
- Public use of the lodge should be coordinated with planning for future use of the service area to the north (see treatment concept 6). If plans include a visitor contact/interpretive facility in the service area, then public access to the lodge may not be warranted.
- Public use of the lodge would require making it universally accessible, at a minimum, the front room or rooms for orientation and interpretation (see treatment concept 3 and figs. 4.16, 4.17). Accessibility to the lodge should also include public access to the Lincoln Memorial tablet at the front of the lodge, which is a standard feature of national cemeteries. The proposed new walk would take visitors alongside the tablet.
- Accessibility alterations to the lodge, including changes in grade along the front porch, would require coordination with the Historic Architecture Conservation and Engineering Center (HACE), which is currently planning improvements to the lodge through Maintenance Action Team (MAT) projects.
- Continued park staff use of the lodge may be possible with the front room dedicated to public use.
- Staffing of the publicly-accessible interior of the lodge would need to be addressed. Security systems could permit public access without staff presence.

#### Treatment Concept 6. Repurpose Service Area

The service area, a typical feature of Civil War-era national cemeteries, was historically the center for maintenance work, with a brick outbuilding, a wellhouse, carthouse, and a woodshed around a brick-paved yard accessed by a drive along a terrace north of the lodge. The service yard was screened from the burial area by trees and hedges. After 1933, the yard surface was paved in asphalt, the hedges and trees disappeared, and a concrete-block garage replaced the brick outbuilding in 1962. This building was removed in 2024 because it was evaluated as non-historic and because the park does not need a maintenance building within the cemetery given the central park maintenance complex south of Fredericksburg. With removal of this building and prior features, the service area has lost all of its historic definition.

No park planning, including the 1986 General Management Plan or the 2015 Foundation Document, address the treatment and use of the service area. The following are two suggested alternative concepts for the service area, depending on accessibility and function. Both alternatives would include the recommended tasks to replant trees and the two hedges that screened the service area, resurface the service road, and restore the brick surface of the service yard that remains intact beneath recently added topsoil (see treatment tasks 10 and 14).

- Alternative 1. Reconstruct Service Area Outbuilding and Other Features
  This concept would reconstruct the 1881 brick outbuilding to reestablish the



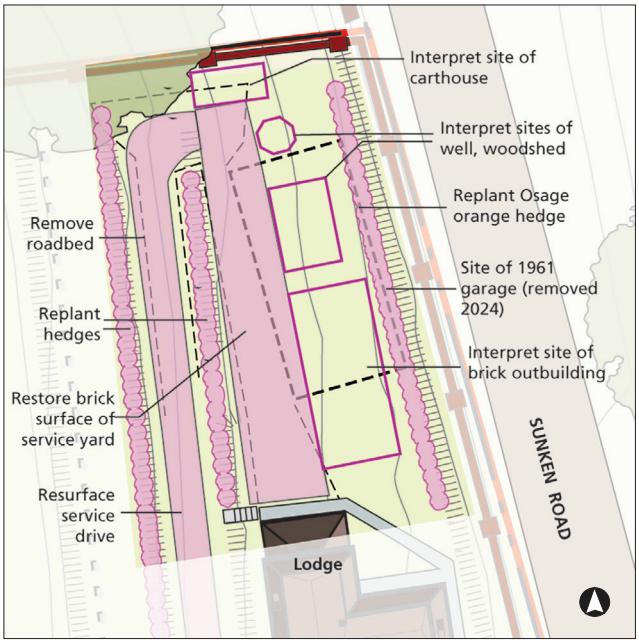




**Figure 4.20 (left). Plan showing concept to reconstruct and restore service area features removed and altered since 1933. Proposed conceptual treatment is shown in pink hues; existing features recently removed are indicated by dashed lines. Some of these recommendations are addressed under treatment task 14. (SUNY ESF)**

**Figure 4.21. Plan showing concept to reestablish the service yard space and interpret missing features. Proposed conceptual treatment is shown in pink hues; features recently removed are indicated by dashed lines. Some of these recommendations are addressed under treatment task 14. (SUNY ESF)**

historic character of the service yard and provide facilities for visitor use and interpretation (fig. 4.20). As a supplement to the Fredericksburg Battlefield visitor center, the reconstructed service area buildings could be designed to contain restrooms, interpretive exhibits about the cemetery, and indoor space for meetings and special events, while the yard area could serve as an outdoor gathering place. These uses should be planned in conjunction with use of the lodge (see treatment concept 5). Accessibility of the service area from the main gate and visitor center would need to be addressed before planning for public access (see treatment concept 4). Elements of this concept include the following:

- Reconstruct the brick outbuilding (1881–1961), which was a standard War Department plan and measured 24 feet long by 16 feet wide. The exterior brick walls were finished in a redwash. The 1892/1911 cemetery map, archeological evidence, and photographs would inform the reconstruction. Although the original architectural plans for Fredericksburg have not been found, outbuildings of the same design remain at Gettysburg, Battleground, and Alexandria national cemeteries.

- Interpret the sites of the wellhouse (1882-1923), woodshed (circa 1885-1924), and cart house (circa 1892–1926) that were removed during the late historic period. Reconstruction of these features may be appropriate since they were removed after the recommended treatment date of circa 1910 for the cemetery landscape. However, there is little detailed documentation on their appearance and additional research would be needed to undertake an accurate reconstruction. Subsurface remains of the well may be beneath or adjacent to the existing maintenance building.

- Alternative 2. Interpret Missing Service Area Features
  If funding and programming does not support reconstruction and restoration of the service area, then an alternate concept is to interpret missing features, while allowing more flexibility for contemporary uses (fig. 4.21). These uses could include, similar to alternate A, visitor use and interpretation if accessibility issues can be solved. Elements of this concept include the following:

  - Interpret the locations of the missing outbuilding, carthouse, woodshed, and wellhouse on the ground. This could include waysides at each building site, revealing subsurface remains of the well and building foundations, using a pavement or gravel surface on the building footprints, or outlining the building footprints in brick or wood edging that evokes the materials of the missing buildings.

  - If there is a need for shelter, such as a place for visitors to gather at the beginning of tours, then simple compatible but distinguishable contemporary structures such as pavilions could be built to approximate the massing, roof structure, and materials of the brick outbuilding and the carthouse. Pavilions and shelters are typical current features of Department of Veterans Affairs national cemeteries.

## TREATMENT TASKS

Treatment tasks consist of discrete actions recommended to preserve and enhance the historic character of the Fredericksburg National Cemetery landscape, and to improve its contemporary use. Some tasks include alternatives that identify a range of actions appropriate to the historic character of the landscape. The tasks are organized in by the following sections:

- Cemetery Surroundings and Entrances
- Burial Grounds (Divisions and Terraces)
- Cemetery Grounds

All treatment tasks are shown on the treatment plan (drawing 4), and most are illustrated by figures within the text. Tasks with related recommendations are identified at the beginning of each task, for future work order planning. Table 4.2 at the end of the chapter provides summary treatment task information and FMSS data to inform implementation planning. Many tasks will require additional design development to implement.

## CEMETERY SURROUNDINGS AND ENTRANCES

### Treatment Task 1. Enhance Historic Character of Cemetery Approach Triangle

➢ Related recommendations: Treatment Concept 1 – Return Approach Road Character to Lafayette Boulevard; Treatment Task 2 – Install Cemetery Entrance Signs

The existing grassy triangular area in front of the main entrance gates dates to the realignment of Lafayette Boulevard and Sunken Road from a T intersection to a curve around 1924, and the more recent removal of the bypassed roadbeds in 2004, after the National Park Service acquired the right-of-way to Sunken Road.

The main recommendation of this task is to reestablish the historic roadbeds of Lafayette (National) Boulevard and Sunken Road to enhance the formal character of the cemetery approach, raise the visibility of the main entrance gates, and reestablish the physical context that shaped the layout of the national cemetery. This task would reinforce the recommended treatment of Lafayette Boulevard to the east as the cemetery approach (see Treatment Concept 1).

This treatment reflects a layered approach to interpretation of the landscape's history. The approach walkway should be treated as part of the early twentieth century character of the national cemetery, while the park manages Sunken Road primarily to interpret the battle-era landscape.

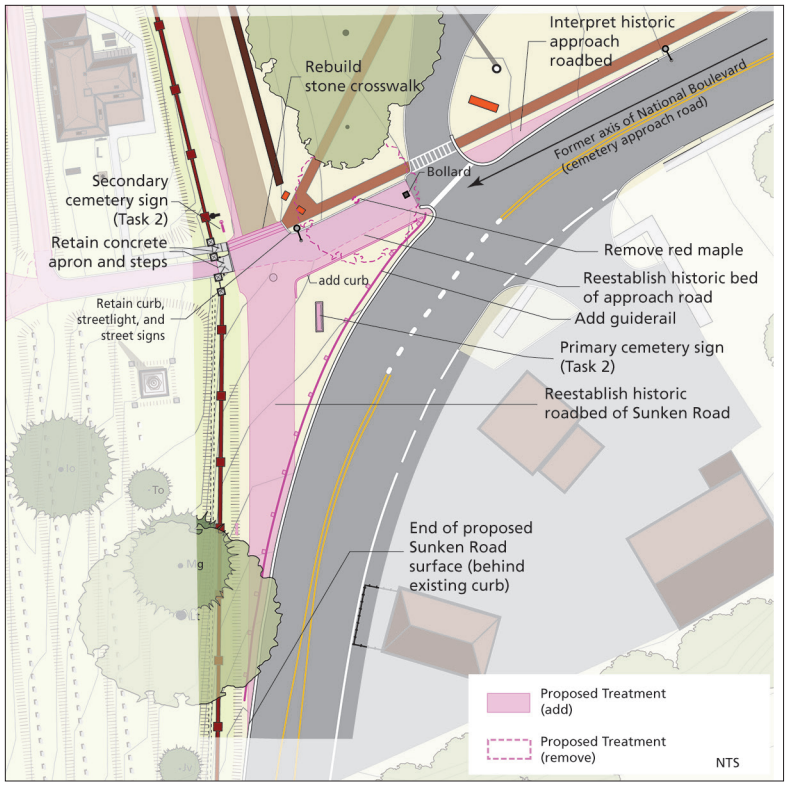
Recommended actions under this task include the following (figs. 4.22, 4.23):

- Remove the existing pebble-aggregate concrete walkway from the concrete apron and steps at the national cemetery gates east to Lafayette Boulevard.
- Rebuild the historic roadbed approximating the pre-1924 width and alignment of National Boulevard. Use a pavement that has a similar character to Sunken Road. Retain the existing concrete curb that is along the north edge of the existing walkway and add a matching new curb on the south side of the proposed roadbed to reinforce a road character. Extend the same pavement east of the visitor center entrance drive to reinforce the historic alignment of Lafayette Boulevard.
- Rebuild the historic roadbed of Sunken Road (Telegraph Road) by extending the existing earth-gravel surface south across the existing approach triangle turf to the Lafayette Boulevard curb following the historic road alignment and width. This treatment follows an earlier park effort to interpret the historic alignment of Sunken Road.
- Rebuild the two-track stone crosswalk that historically extended the Lafayette Boulevard sidewalk across Sunken Road to the cemetery north pedestrian gate (see fig. 4.7).

**Figure 4.22. Simulation of proposed treatment of the approach triangle looking northwest across Lafayette Boulevard showing reestablishment of historic roadbeds and addition of a guiderail under task 1 and addition of primary and secondary cemetery signs under task 2. The image also shows recommended treatment of the drives and lodge grounds (task 13). (SUNY ESF)**

- Remove the large red maple along the north side of the north curb to reopen views to the cemetery along the approach.
- Work with the City of Fredericksburg to install an inconspicuous guiderail along the outer bend of Lafayette Boulevard to protect visitors and the cemetery enclosure wall from wayward vehicles (there is a history of cars missing the curve on Lafayette Boulevard). The guiderail should extend across the southern end of the proposed extension of the Sunken Road to make clear the roadbed is not open to vehicular use. A low-profile and inconspicuous design, such as a wood or metal posts with cables, would minimize visual encroachment on the cemetery and proposed new sign in the approach triangle (see treatment task 2).
- Maintain the existing early twentieth-century light pole (part of a system along Lafayette Boulevard). Retain the street signs mounted on the pole.

**Figure 4.23. Plan of recommended treatment of the approach triangle under Tasks 1 and 2 to enhance the historic cemetery approach and cemetery identity. (SUNY ESF)**




### Treatment Task 2. Install Cemetery Entrance Signs

Fredericksburg National Cemetery is currently identified by a small, standard NPS metal sign along the front enclosure wall, where it is not visible from the visitor

center walk and is inconspicuous to drivers on Lafayette Boulevard.[57] The pedestrian entrance from the Sunken Road Trail at the north gate has no sign. There are cemetery interpretive waysides near each entrance.

To enhance the historic identity of Fredericksburg National Cemetery within the larger national military park and improve the prominence of the cemetery entrances, design and install new signs at the main entrance approach and at the north gate. These signs would be contemporary additions and should be consistent with National Park Service standards but reflect the historic solemnity of the cemetery, using formal symmetry and dark tones.

- Remove existing park national cemetery sign along the enclosure wall.
- At the main entrance to the cemetery, install a primary sign toward the center of the approach triangle, generally on axis with the historic approach along Lafayette Boulevard (see figs. 4.22, 4.23). To be consistent with other major areas/units of the national military park, use the brick wall-style entrance sign used at the adjacent entrances to the Fredericksburg Battlefield visitors center. This style of sign, developed in the 1930s, would be visually compatible with the cemetery's brick enclosure wall. The height of the sign should not block views of the cemetery.
- Outside the entrance gates along the west side of Sunken Road, install a secondary sign to identify the cemetery for pedestrians approaching from the visitor center. This sign should be deferential in design and scale to the entrance gates, such by using a small hanging sign on a mast-arm (see figs. 4.22, 4.23).
- Outside of the north gate to the cemetery along the Sunken Road Trail, install another secondary sign. Two recommended alternatives (fig. 4.24):
    - Use the same mast-arm design as the sign along Sunken Road, for more prominent signage.
    - Install the signboard on the panel of the enclosure wall, or as a free-standing sign directly in front of the wall, to the side of the north gate, for a less prominent character.

**Figure 4.24. Simulations of recommended alternatives for cemetery signs under task 2 at the north gate. (SUNY ESF)**

**Treatment Task 3. Install Grave Locator**

➢ Related recommendation: Treatment Task 6 – Install Section Markers

Kiosks containing a cemetery map and grave location information are standard features of Veterans Affairs national cemeteries, and grave location information is required under National Park Service national cemetery regulations (36 CFR Part 12). At Fredericksburg, a cemetery map and grave location information is not

**Figure 4.25. Precedent for grave locator devices recommended under task 3. Left: A tablet with the cemetery map at the entrance to NPS-administered Antietam National Cemetery in Sharpsburg, Maryland, 2022. Right: A standard grave locator kiosk outside the lodge at the Veterans Affairs-administered Woodlawn National Cemetery in Elmira, New York, 2022. (SUNY ESF)**

readily accessible to the public. Visitors must ask a ranger inside the Fredericksburg Battlefield visitor center for this information. While the need for this at Fredericksburg is not as high as at active national cemeteries, the ability to locate individual graves is fundamental to conveying honor and respect. A cemetery map would also greatly help visitor wayfinding.

The park's existing means of providing grave location information represents a minimal effort, and if continued, should be improved by adding digital or physical signs near the cemetery entrances to make visitors aware that the cemetery map and grave location information are available by request in the visitor center.

The recommended aid to locating graves and improving wayfinding is to install a sign or kiosk at the both the main entrance and north entrance:

- Alternate 1. Install a cemetery map with section, terrace, and grave numbers in the form of an iron tablet such as used at Antietam National Cemetery (fig. 4.25). The iron tablet, a form of signage used historically, could provide a web link such as a QR (Quick Response) code for visitors to access a grave-locating database and other information on their personal mobile devices.
- Alternate 2. Build a kiosk similar to those used in Veterans Affairs national cemeteries that contains printed cemetery maps, a writing surface, and a binder with grave location information (see fig. 4.25). A digital screen or QR code link to an online database could substitute for the hard copy materials. The kiosk would be a contemporary addition to the landscape and should use compatible materials and forms, taking cues from the brick enclosure wall. A kiosk could be designed to include interpretive panels, in place of a standard park wayside.

Appropriate locations for the iron tablet with a cemetery map would be just inside the main gate on the south shoulder of the main drive, and just inside the north gate (see drawing 4). A kiosk, as a contemporary structure, would be more appropriate outside the cemetery entrances, such as in the location of the existing waysides east of Sunken Road and outside the north gate.

#### Treatment Task 4. Add Windbreak and Screening Trees on Willis Hill Tract

The removal of the Montfort Academy buildings and loss of trees on the Willis Hill tract in the existing field northwest of the cemetery has opened the cemetery to the risk of damage from storm events, which are predicted to increase in frequency and intensity. Adding windbreak trees in this area can help protect aged

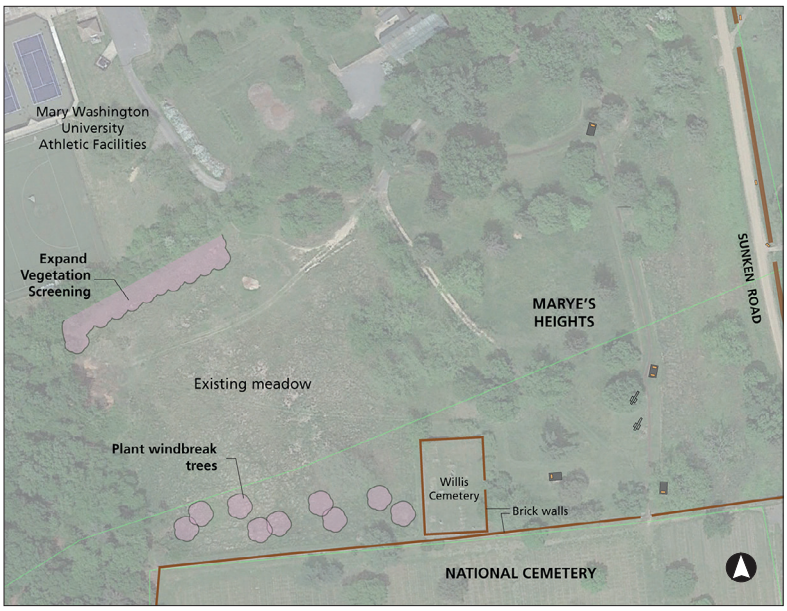



**Figure 4.26. Recommended addition of trees and woods to the Willis Hill tract under task 4: windbreak trees north of the cemetery enclosure wall and expansion of wooded area to screen the university athletic facilities near the park property boundary. (SUNY ESF)**

cemetery trees, as well as new tree plantings in the cemetery recommended under treatment task 7, while still maintaining the overall meadow character of this area of Willis Hill. To establish these windbreak trees, the following action is recommended:

- Plant an informal variety of trees north of the national cemetery enclosure wall and west of Willis Cemetery to provide a first-line defense against northwesterly winds (fig. 4.26). These plantings reflect the character of trees on the eastern part of the tract. Use large, strong species, including walnut, oak, and white pine.

These trees will also help screen light from the university athletic facilities to the north of the Willis Hill tract. Additional light and noise screening can be achieved by the following action:

- Allow the existing young woods along the university border to expand to the south. This can be achieved by reducing the area of mowing and allowing woods to grow through natural succession (see fig. 4.26). This minor expansion of woods will not alter the overall open meadow character of this part of Willis Hill. These young woods will require management to avoid the spread of non-native, invasive plants such as tree of heaven and privet.[58]

While these two recommendations will not alter the overall character of Willis Hill and are necessary to preserve and enhance the national cemetery landscape, they could be revisited based on the findings of a future cultural landscape report for the Willis Hill tract.

## BURIAL GROUNDS TASKS

### Treatment Task 5. Align and Clean Grave Markers

➢ Related Recommendations: Treatment Concept 4 – Repair and Ensure Stability of Terraces; Treatment Task 8 – Renovate Cemetery Lawn

Fredericksburg's government headstones, including the distinctive granite headstones and unknown blocks, together with private markers and white marble Civil War, Spanish-American War, and General markers, are character-defining features of the landscape and are central to the cemetery's significance in military history. National cemetery regulations, both the historic (War Department,1911)

**Figure 4.27. Left: Historic photograph looking southeast from the center showing grave markers in alignment, circa 1882. Right: Current view looking north showing markers out of alignment, with some unknown blocks not visible below the turf, 2022. (Detail, Fredericksburg and Spotsylvania National Military Park archives photograph 2735; SUNY ESF)**

and the current (Reference Manual 61: National Cemetery Operations) call for grave markers to be in good condition, legible, in alignment, and clean. Not meeting these conditions can convey dishonor to those served in defense of the nation. Many of Fredericksburg's grave markers have shifted out of alignment, with some exposed too high above grade and others, in particular the low unknown blocks, below the level of the turf (fig. 4.27). In many situations, this is due to settling or heaving of the grave marker, while in other areas, it may be due to sinking or heaving of the surrounding ground, or build-up of thatch in the turf. Due to these conditions, the inscriptions of some markers are not fully legible.

To return the historic uniformity, alignment, and feeling of care to the grave markers as a whole, undertake the following actions. See "Grave Markers and Monuments" in the guidelines section of this chapter for additional details on care and cleaning.

- Undertake a conditions inventory of all grave markers (approximately 6,642) to identify the extent of needed realignment, repair or replacement, and cleaning. A preliminary assessment by the NPS Maintenance Action Team (MAT) in summer 2022 identified that 75% of the grave markers needed realignment.[59]
- Fill or cut minor depressions or accumulations that may cause some grave markers to appear to be out of alignment laterally (especially on the terraces).
- Areas of heavy thatch build-up, where the markers appear to be in overall alignment but at a low height, may require de-thatching using a thatch rake or de-thatcher/scarifier machine. If that is not sufficient, then the turf may require removal to reset the grade.
- Realign shifted, sunken, and heaved grave markers both laterally and longitudinally with other markers in the vicinity, following National Cemetery Administration standards. Aim for original marker heights (Civil War granite known: 12 inches above ground; Civil War unknown blocks: 4 inches above ground; Spanish-American War markers: 18 inches above ground; General markers, 24 inches above ground). The height of unknown blocks is especially critical to ensure visibility and minimize mower damage.

- Do not install concrete footings or aprons around grave markers.
- For grave markers that are damaged or deteriorated to an extent that the inscriptions are not legible, or the stone does not convey honor and respect, work with the National Cemetery Administration (NCA) to install a replacement marker that maintains the same style and materials (NCA does not presently offer granite slabs and blocks as a standard, but does have historic Spanish-American War and General-style markers). Due to their durable granite, Fredericksburg's Civil War grave markers generally do not exhibit deterioration, but some of the unknown blocks and headstones have chipping and other damage from mowers. Private markers would require a custom replacement to replicate their unique designs.
- Gently clean grave markers, including private markers, according to guidance in Reference Manual 61, ensuring that the patina of the stone is not removed. The park has begun a volunteer cleaning program that started in Division B.

The work of cleaning and aligning grave markers should be incorporated into the park's program of cyclic maintenance, at a frequency to be determined. The War Department recommended cleaning headstones in no or light shade at least once in five years; in shaded areas, once in three years.[60]

#### Treatment Task 6. Install Section Markers

➢ Related Recommendation: Treatment Task 3 – Install Grave Locator

Fredericksburg National Cemetery never had markers that identified the burial sections and terraces. Historically, the superintendent directed visitors to specific grave locations. Today, since visitation is mostly self-guided, visitors have to use a map to figure out the section and terrace numbering. Section markers are a standard feature at Veterans Administration national cemeteries and were installed by the National Park Service at Poplar Grove National Cemetery as part of its rehabilitation in 2017 (fig. 4.28).

**Figure 4.28. Examples of section markers. Left: A section marker in the Veterans Administration's Richmond National Cemetery, 2022. Right: A section marker added as part of the National Park Service rehabilitation of Poplar Grove National Cemetery, 2017. The Poplar Grove section marker is much larger than standard VA section markers. (SUNY ESF)**

As part of a comprehensive plan to improve wayfinding and grave locating that includes the addition of a cemetery map tablet or grave-finding kiosk (see Treatment Task 3), undertake the following:

- Fabricate low granite posts with an inscribed angled face, at or below the height of the Civil War known markers (headstones) at no more than 10 inches tall (similar to those at Richmond National Cemetery) and inscribe with the section letters or terrace numbers.
- For the burial sections, install the section markers along the front of the section (direction of headstones), close to the edge of the drive (see drawing

4). Most sections should have at least two section markers at the two fronts of the section. Install section markers along another perimeter drive if the front drive has been filled with graves, and in the irregularly-shaped sections in the southwest corner of the cemetery.

- For the terraces, install a section marker at the end of each terrace (#1 through 9) along the two legs of the main drive (see drawing 4). Section markers at every other terrace, or indicating a range of terraces, may also be appropriate.

#### Treatment Task 7. Plant Trees in Burial Grounds

➢ Related recommendations: Treatment Tasks 4, 13, 16, and 18 (tasks involving tree planting)

Through the early 1880s, the Quartermaster oversaw the planting of many hundreds of trees in Fredericksburg National Cemetery, fulfilling Frederick Law Olmsted's recommendation that trees be a core feature of national cemetery landscapes, making each into a "sacred grove…sacredness…being expressed… in the perfect tranquility of the trees within."[61] These formed specimens within the burial sections and the triangle, lined the terraces, and formed allees along the drives (figs. 4.29, 4.30). Today, most of the trees have been lost, leaving much of the cemetery landscape without canopy. The park's 2015 Foundation Document identified the loss of trees as a factor that has diminished the historic appearance of the cemetery. Reestablishing the historic tree canopy has many additional benefits including shade, wind protection, bird habitat, and carbon-dioxide sinks

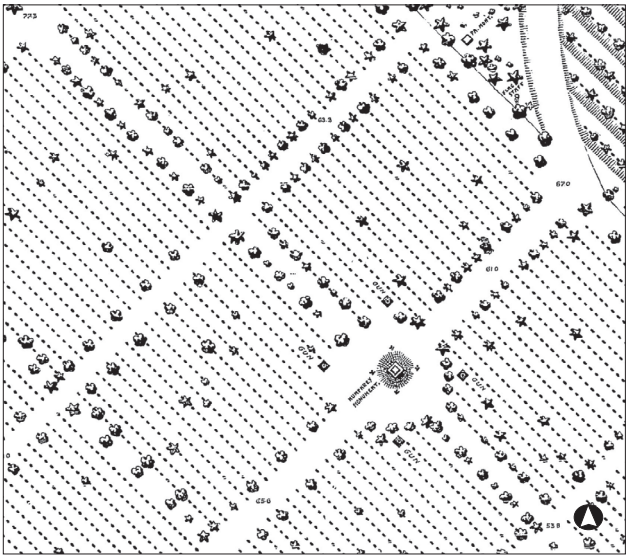


**Figure 4.29 (left). Detail of an 1892 map of Fredericksburg National Cemetery showing specimen trees within the burial sections and along their edges, forming allees along the drives. Note offset of tree rows along drives parallel to the grave rows. The map also shows shrubs. (Detail, Office of the Quartermaster General, "National Cemetery Fredericksburg, VA.," 1892 updated to 1911, Fredericksburg and Spotsylvania National Military Park archives)**

**Figure 4.30 (right). Mature rows of trees along the edges of the burial sections west of the Humphreys monument dating to War Department management, looking west, circa 1939. This photograph also shows one of the Inscription (bivouac) tablets with its historic paint scheme and mounting height (see treatment task 11). (Detail, "National Cemetery, Fredericksburg, Va.," n.d., Virginia State Chamber of Commerce Picture Collection, Library of Virginia)**

in a warming climate. Tree planting would also help with wayfinding by making the drives more apparent apart from the burial sections.

The following recommendations for planting trees in the burial grounds are organized by a discussion of general recommendations regarding tree species and care, and by specific areas within the burial grounds: within the burial sections, along the edges (forming allees along the drives), and on the terraces. These form most of the recommended tree plantings. Additional trees in the triangle, circle, and lodge grounds, along with the windbreak north of the cemetery, are addressed under tasks 4, 13, 16, and 18 (see Appendix D for tally of shrub and tree plantings).

*Recommended Treatment*

The recommended treatment for reestablishing the historic character of the burial grounds is to plant approximately 142 trees that include 45 species, supplementing the existing 60 trees throughout the cemetery that include 22 species (fig. 4.31).[62] In recognition of optimizing growing conditions, limiting ground disturbance, and reducing maintenance loads, this recommended treatment represents a significant decrease in the height of density as documented on the 1892 Quartermaster map, and is close to the density that existed when the cemetery was transferred to the National Park Service in 1933.

Introducing 142 trees into the burial grounds will require a substantial increase in maintenance by requiring more cyclic pruning, leaf removal, and litter clean-up, and complicating mowing and trimming. In addition, during the establishment period (5+ years), the trees will require watering, staking, feeding, and other care. The new trees also have the potential over time to encroach into graves, although the intent is that new plantings will occur where tree roots once existed.

*General Recommendations*

Recommended tree species are those that existed historically (pre-1933), except for those that are presently considered invasive (Norway maple, white poplar), subject to disease or pests (American elm, American chestnut, Eastern hemlock, white ash, flowering dogwood), or are presently considered outside of their range due to the warming climate (balsam fir, Nordmann fir, Carolina and Eastern hemlock). Non-historic tree species are recommended based on a similar character and native origin (non-invasive), and resistance to pests, disease, and the changing climate. Overall, the recommended tree species are intended to reintroduce the diversity that existed historically. A complete list of historic and recommended trees is in Appendix E.

- Historic tree species:
    - Red maple (*Acer rubrum*)
    - Sugar maple (*Acer saccharum*)

**Figure 4.31. Comparison of existing tree canopy and recommended tree canopies at approximately 20 years of maturity. Key: 0 - Existing canopy; 1 - Recommended canopy; 2 - Alternative reduced canopy without trees along drives; 3 - Alternative reduced canopy without specimen trees within burial sections and on terraces. See drawing 4 for details of tree plantings for the recommended canopy. (SUNY ESF)**

- Horse chestnut (*Aesculus hippocastanum*)
- Sawara cypress (*Chamaecyparis pisifera* 'Filifera')
- Pignut hickory (*Carya glabra*)
- Flowering dogwood – (*Cornus florida*) [63]
- Maidenhair Tree (*Ginkgo biloba*)
- Eastern red-cedar (*Juniperus virginiana*)
- American holly (*Ilex opaca)*
- Tulip poplar (*Liriodendron tulipifera*)
- Southern magnolia (*Magnolia grandiflora*)
- Norway spruce (*Picea abies*)
- White pine (*Pinus strobus*)
- Red oak (*Quercus rubra*)
- Bald cypress (*Taxodium distichum*)

- Compatible non-historic tree species:
  - Momi Fir (*Abies firma*) – replacement for balsam fir
  - Freeman maple (*Acer x freemanii)* – red / silver maple cross
  - Hackberry (*Celtis occidentalis*) - elm replacement
  - Yellowwood (*Cladastris kentukea*) – ash replacement
  - Honey locust (*Gleditsia triancanthos*) – elm replacement
  - Kentucky coffee-tree (*Gymnocladus dioicus*) – walnut replacement [64]
  - Carolina silverbell (*Halesia carolina*) – flowering dogwood replacement
  - Cucumber tree (*Magnolia acuminata*) – chestnut replacement
  - Saucer magnolia (*Magnolia* × *soulangeana*)- dogwood replacement
  - Umbrella tree (*Magnolia tripetala*) – smaller flowering tree, native
  - Black gum (*Nyssa sylvatica*) – ash replacement
  - Virginia pine (*Pinus virginiana*) – additional pine species
  - London planetree (*Platanus x acerifolia*) – native sycamore cross [65]
  - Swamp white oak (*Quercus bicolor)* – additional oak species
  - American linden (*Tilia americana*) – ash and maple replacement

Existing historic tree species that require removal should be replaced in-kind unless they are invasive, are outside their climate range, or have disease/pest issues, in which case they should be replaced with a species of a similar character. For replacement of invasive Norway maples, use an Autumn Blaze maple. For balsam fir, white fir, and hemlock, use Momi fir, Norway spruce, white pine, or Virginia pine. For the sugar maple south of the flagstaff, substitute a Carolina silverbell or saucer magnolia, both smaller tree that will not obstruct views of the flag.

To ensure good tree establishment and growth, follow the *American Standard for Nursery Stock ANSI-Z60* guidelines. A general recommendation to promote establishment is to use the smallest stock available, 1-inch or at most 2-inch caliper, ball-and-burlap, with a ball size at a minimum of 24 inches and a depth of a minimum of 14.5 inches.[66] Smaller trees will need more protection from equipment and wind. Soil amendment is most likely not necessary based on historic and existing growth of trees in the cemetery.

Develop a plan for protection, irrigation/watering, pruning, feeding, monitoring, and disease/pest management through establishment and beyond. This could be initially developed as a report, with the recommendations loaded into FMSS as cyclic and routine work orders. Mulch rings are appropriate during establishment but should be removed once trees mature.

*Trees along Edges of Burial Sections – Allees (Drawing 4)*

At Fredericksburg, a key historic feature was rows of trees along the edges of the burial sections that created allees along the drives and framed the center. While no planting plan indicating species has been found, the 1892 Quartermaster map shows a mix of trees including both deciduous trees and conifers lining the drives (see fig. 4.29). The trees helped to define and shade the drives, which by the 1880s had been converted to turf. A sense of the allees remained through the 1930s (see fig. 4.30). Today, most of these trees have been lost, leaving little definition to the drives. To reestablish these allees, undertake the following:

- Use a mix of shade trees that have a high canopy and similar scale (red and autumn blaze maples, hackberry, honey locust, London planetree, horse chestnut, Kentucky coffee-tree) along with some scattered white pine.[67]
- To create adequate long-term growing space, plant trees in staggered locations to either side of the drives (both turf and proposed hardened surface under treatment task 10), on the edges of the burial sections. Plant new trees approximately every six grave rows, or about 45 feet apart, incorporating the small number of existing trees.[68]
    - Omit large trees near the flagstaff to avoid obscuring views of the flag.
    - Along the perimeter drives that follow the brick enclosure wall, do not plant trees against the wall to avoid impacts to the masonry from roots. Plant trees along the inner side of the perimeter drives (edge of burial sections). Do not plant trees along the southern drive if there is insufficient room due to the canopy of the woods; favor use of conifers in these areas, which will stand out against the deciduous woods in the background. Conifers would also provide a year-round visual screen of the commercial-industrial development to the south of the cemetery, which could be important if woods need to be removed for stabilization of the hillside.
    - Around the center, plant the trees in a broad circle behind the gun monuments to maintain views and open space around the Humphreys monument.
    - Rows of trees are not recommended along the drives that were filled with graves due to limited planting space and the fact these drives were closed during the historic period.
- Identify individual tree planting sites along the drives where there is physical and/or documentary evidence that a tree existed historically, to reduce the potential for disturbance to graves and the brick drive gutters. Archeological testing may be required to confirm planting sites and avoid impacting significant below-ground resources. The following are suggested typical planting sites along the drives based on historic locations:
    - Along drives perpendicular to the grave rows, plant the trees in the 2.5-foot-wide walk behind the first graves (figs. 4.32, 4.33).

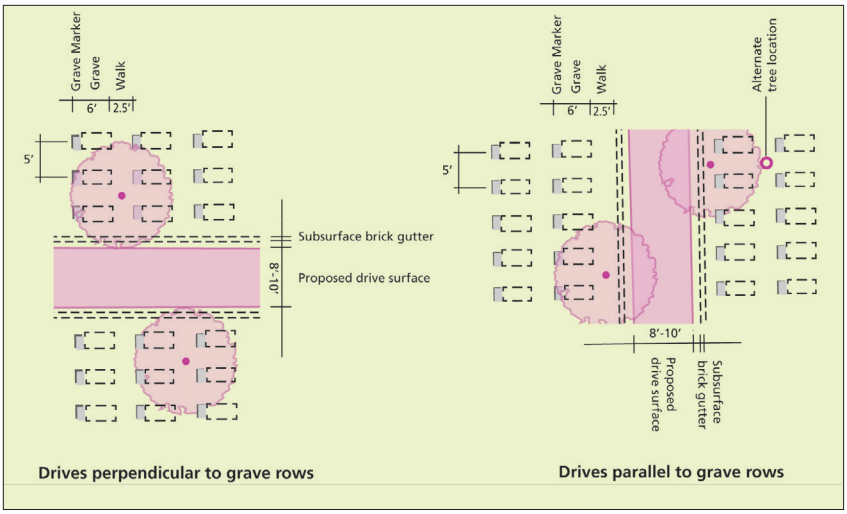



**Figure 4.32. Two general types of layout for trees along the edges of the burial sections and drives based on historic locations shown on the 1892 Quartermaster map. Drives parallel to the grave rows have an irregular layout to either side of the drives. Diagrams show proposed hardened surfaces for select drives (see treatment task 10). Drawing not to scale. (SUNY ESF)**

**Figure 4.33. Top: Simulation showing reintroduction of trees along the edges of the burial sections to form allees along the drives, looking west along the main east-west drive toward the Humphreys monument showing trees at about 20 years of maturity. Also shown is the pavement on the drive recommended under treatment task 10, and section markers recommended under task 6. Bottom: Current view of the same location showing lack of trees and non-historic brick tracks, 2022. (SUNY ESF)**

- Along drives parallel to the grave rows, where the grave layout is not symmetrical with respect to the drive, plant the trees in the 2.5-foot-wide walk between the grave and brick gutter. On the opposite side where the drive is close to the grave markers, plant the tree between the brick gutter and the grave marker.
- Aim to plant trees on center to minimize growth into the grave markers (see fig. 4.32).

*Specimen Trees within Burial Sections (Drawing 4)*

Outside of the drive allees, the burial sections on the plateau (Divisions A, B, C, and D) historically featured an informal scattering of specimen trees. The recommendation is to reintroduce specimen trees in those sections that have none or few trees left. As with the trees along the drives, the recommendation is not to return to the historic density of trees to minimize ground disturbance and limit increases in maintenance.

- Plant specimen trees where they existed historically, usually in the walk behind the grave markers. Plant approximately 3 feet from grave markers to avoid trunks growing around a marker.
- Use primarily large trees, instead of small flowering trees such as dogwood or redbud, to take advantage of available space.

*Trees on Terraces (Drawing 4)*

The terraces were initially planted in the late 1860s with rows of Eastern red-cedar along the two sets of steps, and by the 1880s, each terrace was heavily planted with straight rows of multiple tree species. This diversity and density were substantially reduced by the 1930s, and today, only three of the Eastern red-cedars remain along the steps, and only eleven trees remain elsewhere on the terraces.

As with the rest of the burial grounds, plant trees to reestablish a sense of the canopy that existed historically, but at a reduced density to limit ground disturbance and minimize increased maintenance. Trees should be planted to retain views looking from the top of the terraces northeast across Fredericksburg toward Chatham, which the park has long used to interpret the battlefield. Other areas should be planted to screen views of modern development to the southeast of the cemetery. This task should be coordinated with repair and stabilization of the terraces (see Treatment Concept 4).

- Remove the large American holly at the north end of terrace 5 at the south branch of the main drive to open views of the flagstaff from the entrance gate and approach (see also treatment task 17).
- Plant specimen shade and evergreen trees where they existed historically, at the base of the terrace banks behind the rows of grave markers (see drawing 4). Do not plant at the top of the terraces where the ground is less stable.

- Limit tree planting on the terraces to species with deep or tap rooting, and to smaller flowering trees to reduce the potential for windthrow that could cause major damage to the terraces.
- Plant Eastern red-cedars along the brick terrace steps, but at a reduced density of every other set of steps, to avoid a completely enclosed canopy that could be detrimental to the brick masonry and could be a safety issue by creating an enclosed space with limited outward visibility. Consider using *Juniperus virginiana* 'Hillspire,' or similar compact varieties. Interplant with existing red-cedars that most likely date to the original planting in the late 1860s; replace these aged trees when they reach advanced decline.

*Alternative Treatments*

If the recommended tree planting is not feasible to sustain due to increased maintenance burden or other factors, introducing fewer trees into the landscape would still enhance the landscape's historic character and provide benefits to cemetery visitors. If the density needs to be reduced, then the following two alternatives are recommended:

- Alternative 1: Omit the trees along the edges of the burial sections (allees along the drives), leaving specimens within the burial sections, around the center, and on the terraces (see fig. 4.31). This alternative would reduce the number of trees for this task to about half, from approximately 150 to 75 (plus 22 in other tasks).
- Alternative 2: Omit the specimen trees within the burial sections and on the terraces, retaining those along the drives,
  the red-cedars along the terrace steps, in the triangle, and around the center, along with those recommended under other tasks (see fig. 4.31). This alternative would reduce the number of trees in this task from 150 to about 112 (plus 22 in other tasks).

**Treatment Task 8. Renovate Cemetery Lawn**

➢ Related Recommendations: Treatment Concept 4 – Repair and Ensure Stability of Terraces; Treatment Task 5 – Align and Clean Grave Markers

A healthy, dense cover of turf that is maintained at a high standard—what the 1911 War Department national cemetery regulations called a "well-kept sward"—is a character-defining feature of national cemetery landscapes and at Fredericksburg is critical for protecting the terraces and other steep ground against erosion. To maintain this character has always been a significant maintenance effort that requires frequent mowing and trimming during the growing season. [69]

The turf at Fredericksburg was historically a mix of cool season grasses and forbs such as clover and has mostly remained so to the current day. The park does not fertilize or irrigate the lawn, nor does it apply herbicides. Despite this,

Figure 4.34. The historic cemetery turf composed of cool-season grasses and forbs, looking north toward the Humphreys monument showing good, well-tended summer conditions, August 2023. (SUNY ESF)

the cemetery lawn generally has—apart from periods when park staff are behind on mowing and trimming—a character consistent with historic War Department regulations for a well-kept sward (fig. 4.34). [70]

There are several areas, however, where the composition of the turf has been modified in recent years through planting of warm-season zoysiagrass *(Zoysia japonica)*, *a* species that is popular due to its requirement for minimal maintenance inputs. Zoysiagrass was introduced into the US around 1894 but was not considered an important turf grass until the second half of the twentieth century. Today, it is common on golf courses, commercial properties, and residential lawns in the South. In Virginia, approximately 27% of the sod growers produce zoysiagrass. Over the past two decades, the park planted zoysiagrass in the national cemetery as a trial effort to reduce mowing and protect steep ground on the north terraces and in the swale in the southern burial sections (fig. 4.35, 4.36).[71]

Figure 4.35 (below, left). Area of the north terraces covered by zoysiagrass showing uniform texture and bright green color, looking south from above the lodge, August 2022. The yellowing of the grass may have been due to cutting with a dull blade. (NPS Park Cultural Landscapes Program)

Figure 4.36 (right). Patches of zoysiagrass in the historic cool-season grasses of the cemetery lawn showing dormant character, looking southwest, January 2023. (SUNY ESF)

Zoysiagrass presents a number of benefits over cool-season grasses in terms of turf management:

- Slower growth that requires less mowing and trimming.
- Aggressively outcompetes other grasses once established, forming a dense, uniform turf (monoculture).
- Tolerates low cutting height.
- Resistant to drought and high heat; unlikely to be damaged by severe winters.
- Lower fertility requirements than other turf grasses.[72]

Zoysiagrass also presents drawbacks in terms of both turf management and the historic character of the cemetery landscape:

- Zoysiagrass has a long period of winter dormancy in the cool-warm season grass transition zone of northern Virginia, which results in a uniform straw color that creates a dead appearance from about November through April. The dead appearance is unbefitting a cemetery where, as with evergreen trees, green is associated with life everlasting.
- Zoysiagrass is an exotic species that never existed historically within the cemetery. No national cemeteries in the Mid-Atlantic region have zoysiagrass lawns.
- Zoysiagrass is slow to spread and would result in a patchy character to the lawn during the long dormant season unless the lawn were completely reseeded/sodded.
- Zoysiagrass's invasive habit would result in loss of historic turf grasses and forbs that have existed since the cemetery's founding.
- Zoysiagrass creates a monoculture (with some exceptions, see next bullet) and may therefore be less resilient to disease than the existing diverse mix of cool-season grasses and forbs.
- Zoysiagrass turf tends to have winter annual weed problems, such as alliums and nutgrass that sprout above the dormant zoysiagrass. This would require winter mowing to keep a well-tended appearance.
- Zoysiagrass requires cutting with a sharp blade to avoid damage that can result in yellow tips.
- Zoysiagrass typically builds up a thick mat that requires de-thatching, which can reduce the labor and energy savings from reduced mowing.
- Zoysiagrass's habit of developing a spongy, thick mat (without de-thatching) could decrease the level of accessibility throughout the cemetery for those with mobility issues, and also reduce the apparent height of grave markers (an issue of special concern for the unknown blocks).[73]

Treatment of the cemetery lawn should foremost aim for a well-tended, overall consistent appearance. Regular mowing and trimming, and removal of patches of coarse weeds, are more important to a well-tended appearance than the uniformity of appearance. To achieve this, the following are two alternative treatments.

- Alternative 1 (preferred for preserving historic landscape character): Maintain and restore the historic composition of the cemetery lawn dominated by cool-season grasses and forbs. The existing cemetery lawn has been successfully maintained for over 150 years.[74]

    - Remove the patches of zoysiagrass using mechanical methods and/or herbicide. Execute the removals within the near future to limit further loss of cool season grasses.

- Remove areas dominated by coarse weeds, such as along the brick terrace steps where turf was not reseeded following removal of red-cedar trees.
- Fill minor depressions to create a level grade.
- Reseed treated areas to restore a consistent cover of cool-season grasses that thrive in sun and shade, including Kentucky bluegrass, perennial ryegrass, and turf-type tall fescue.[75]
- Adopt a light fertilizer regimen (such as adding top dressing, with care to avoid runoff) to improve resiliency of turf roots during times of heat/drought stress.

- Alternative 2: Convert entire cemetery lawn to zoysiagrass. This alternative is appropriate only if the park is consistently unable to keep up with mowing and trimming, or if the existing cool-season grasses die off in large areas and do not regrow (such as due to increasing heat and drought stress). This alternative would result in a loss of historic character to the cemetery landscape in favor of reduced maintenance and a more uniform texture and color (which is not a historic characteristic of the cemetery lawn). This alternative would be a much higher construction cost than Alternative 1.

  - Undertake a comprehensive replacement of the existing turf with zoysiagrass, instead of spreading in increments with plugs from the existing areas, to avoid the dormant patchiness that currently characterizes areas of the cemetery lawn.
  - Prepare soil and fill in depressions.
  - Use improved varieties (such as Zenith) that can be seeded rather than sodded/plugged (lower expense).

#### Treatment Task 9. Add New Grave for Discovered Unknown Remains

The discovery of unknown remains on the Fredericksburg-area battlefields has occurred throughout the years, most notably in 1934 when six were discovered during construction of the battlefield parks. These remains, as with prior discoveries, were interred in graves marked with an unknown block, and later, a slab marker inscribed to indicate unknown remains.

In 2015, workers on a city project unearthed the remains of at least three US soldiers along the banks of the Rappahannock River in Fredericksburg. In 2018, the National Park Service agreed to allow the reinterment of these remains within Fredericksburg National Cemetery. The park then began planning to dig a new grave to receive these remains, and the potential for a vault or liner that could be reopened in the future to receive additional Civil War remains of US soldiers that will most likely be discovered as development in the region continues to expand.[76]

The park undertook archeological testing at two plots at the south end of Section D-c near the circle (rostrum site), but encountered brick gutters from the former circular drive and decided to seek another location. The park selected a plot adjacent to twentieth-century grave 6755, at the west end of Section A-b. Archeological testing indicated this would be a suitable plot. The location of this proposed grave is compatible with the historic character of the cultural landscape since it does not interfere with historic circulation patterns, and is adjacent to graves dating to the early twentieth century. As of spring 2024, the park and State Historic Preservation Office are waiting for the archeological report to confirm the site selection.[77]

Once the new grave is approved and constructed, it should be marked with a government headstone provided by the National Cemetery Administration (Department of Veterans Affairs). Since the interred remains are associated with the Civil War, order the current standard for Civil War and Spanish-American War graves, Type XC: a white marble slab with a recessed shield, 10" wide, 3" thick, and 9" long. Inscribe the stone "Unknown US Soldiers – Civil War"[78]

Use of the granite marker styles original to Fredericksburg National Cemetery (slab without recessed shield, or unknown block) would not be in keeping with the Secretary of the Interior Standards since the grave is a contemporary addition to the landscape, and use of these markers ceased around 1898.

### CEMETERY GROUNDS TASKS

#### Treatment Task 10. Pave Select Cemetery Drives

➢ Related Recommendation: Treatment Concept 3 – Improve Accessibility; Treatment Task 7 – Plant Trees in Burial Grounds

The drives (carriage roads) together with the enclosure wall form the framework of the national cemetery. By 1880, the main drive, service road, and the grid of drives that define the burial divisions and sections on the plateau were converted from gravel/earth to turf, and the brick gutters were filled in. The War Department made these changes to address the burden of maintenance from erosion, wear-and-tear, and weed growth. The existing concrete and brick pavement on the main drive was added after 1933 by the National Park Service to address similar problems.

The existing drive surfaces pose issues pertaining to the historic character and ongoing use of the cemetery:

- The turf and uneven brick surfaces reduce accessibility to those with mobility limitations.

**Figure 4.37 (left). Section D-c looking northwest to Sections C-d and C-f showing indistinct character of turf-covered drives (to right and in left background) that makes wayfinding difficult, 2022. (SUNY ESF)**

**Figure 4.38 (above, right). The main drive showing narrow, uneven mixed brick surface and dimension of historic roadbed indicated by measuring tape, looking southwest, 2023. (SUNY ESF)**

- It is difficult to discern the turf drives from the burial sections, which complicates wayfinding and understanding of the cemetery plan (fig. 4.37).
- The brick-surfaced drives consist of two tracks with later brick infill, have the narrow character of a walk rather than a drive, and do not align with the historic roadbed alignments and dimensions (fig. 4.38).
- The mix of brick types, concrete, and turf disrupts the continuity of the drive system, and leaves areas such as the triangle, circle, and center indistinct.
- Portions of some drives have poor turf coverage due to wear-and-tear. During dry periods, the turf goes dormant early due to the thin amount of soil over the roadbeds, creating a ragged appearance (fig. 4.39).

To address these issues, install pavement with the character of an earth/gravel surface to select cemetery drives, in place of existing turf and brick, and in place of or in addition to existing concrete. There are soil cement products, chip-seal asphalt, and flexible porous pavements available today that solve the maintenance issues that led the War Department to convert the drives to turf. Do not use surfaces that have a rustic or trail-like character, such as Rainbow Mulch presently used on Sunken Road Trail, to maintain the character of the drives as roads.

Since the turf surface is a historic aspect of the cemetery drives, the reintroduction of a pavement represents a contemporary change to address accessibility and wayfinding.[79] This treatment is compatible with the historic character of the landscape because it recalls the original design of the cemetery that was changed due to maintenance needs, rather than in response to a purposeful redesign of the cemetery landscape. This treatment will also be an overlay that leaves the historic roadbeds and brick gutters intact beneath the surface.

**Figure 4.39. Drives around the center showing dormancy of turf over original roadbeds, circa 1980. (Fredericksburg box 2B_A_Area in Front of Marye's Heights_37, FRSP digital archives)**

There are three recommended alternatives for the extent of drives to be paved based on installation

cost, maintenance costs, extent of accessible routes, and the appropriateness of retaining turf on some drives (fig. 4.40).

- Alternative 1 (preferred in terms of historic character and contemporary limitations): Resurface the main drive (including the north and south legs along the triangle), service road, the drive from the north gate along the top of the terraces, and the four axial drives that meet at the center. This alternative would provide a hardened, accessible surface to the primary drives on the plateau from which visitors could access all portions of the cemetery.[80] It would provide two loops, one to the circle (the full circular drive is not recommended—see treatment task 18), and the other around the triangle. This alternative would retain approximately half of the existing turf drives.
- Alternative 2: This builds off alternative 1 by adding pavement to the perimeter drives along the enclosure wall, which would create complete loops. It adds a substantial amount of pavement compared with Alternative 1.
- Alternative 3: This alternative would surface all drives, except for those used for graves and the steep drive at the south end of the terraces. It would be the most costly of the alternatives and would not leave any of the existing drives in turf. It would provide the greatest extent of accessible routes.

Recommended actions common to the three alternatives include:

- Undertake archeological testing to confirm the location and limits of the historic roadbeds and the brick gutters (fig. 4.41).
- Remove the existing non-historic brick pavement.
- Retain the recently rebuilt concrete pavement in front of the lodge that is a durable surface that is compatible in character with the proposed pavement of the drives. Cut out the curve to the service road to allow for reestablishing the symmetry of the main drive as it branches around the triangle.
- Retain the concrete apron and steps at the main gates.
- Design the pavement at a width to avoid the brick gutters (see fig. 4.41). Maximize width to maintain the character of drives, rather than walks (8 feet should be a minimum) (fig. 4.42, see also fig. 4.33). The original drives ranged in width from about nine to twelve feet (width to be determined per recommended archeological testing).
- Reposition the west flagstaff guy wire to allow for relocation off the north-south drive along the top of the terraces. This may require repositioning of the opposite guy wire that extends over the main drive.
- Install pavement on selected drives. Considerations in selecting a pavement include that it:
    - Meet US Access Board guidance for complying with the Architectural Barriers Act (ABA) and Americans with Disability Act (ADA).

**Figure 4.40. Alternatives for resurfacing of the cemetery drives (shown in pink). Alternate 1 (preferred): Surfacing of main drive, service road, drive from north gate, and axial drives in the burial grounds. Alternate 2: Alternative 1 plus addition of perimeter drives to create additional loops. Alternate 3: Maximum drive resurfacing (all except drives with graves and steep south drive along terraces). (SUNY ESF)**

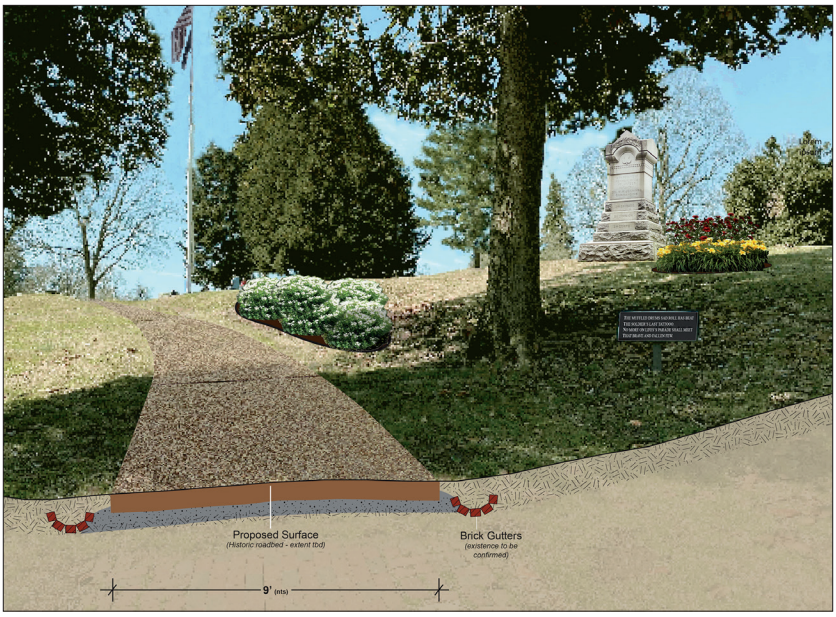



**Figure 4.41. Simulated cross-section of main drive (south leg) looking toward the cemetery flagstaff showing presumed dimensions and locations of historic roadbed and brick gutters, and proposed application of new surface pavement. The dimensions of the proposed pavement, roadbed, and gutters are illustrative; actual paving details depend on the type of pavement and depth to the historic roadbed. Not to scale. Also shown is proposed treatment of vegetation in the triangle. (SUNY ESF)**

- Have the character of the historic earth/gravel surface (to be determined based on archeological testing), or the existing non-historic concrete with aggregate in front of the lodge (similar to earth/gravel).
- Can be applied with a surface at or slightly below the existing grade/turf (not mounded above the turf).
- Is durable and requires limited maintenance, except for cleaning and edging of the turf.
- Not require excavation of the historic cemetery roadbeds (new pavement as a surface treatment).

**Figure 4.42. Left: Simulation of the of north-south drive at the top of the terraces showing recommended width and pavement looking north toward the north gate. Also shown are trees recommended under treatment task 7 at about twenty years of maturity, and proposed section marker to the left of the drive under Task 6. Right: Existing conditions of same view showing turf drive obstructed by a large boxwood shrub and lack of trees, 2022. (SUNY ESF)**

Ideally, a pavement would also maintain the porosity of the existing turf to avoid creating additional runoff, although this would exclude several pavement products and types, which include the following (see Appendix C, "Path & Trail Surface Alternatives" for additional information). A mix of pavement types may be necessary depending on slope, use, and other factors, but all areas should have a consistent appearance.[81]

- Integral Stabilizers, such as Envirotac II, GreenPave, and Polypavement (not in Appendix C – see www.polypavement.com) are soil stabilizers or binders applied to or mixed with soils and aggregates. These would require adding a gravel/earth base above the historic cemetery roadbeds.
- Surface Course Treatments, such as Flexi-Pave, Filterpave, and Staylok (fig. 4.43). These are surface course treatments that are usually a proprietary combination of binder and aggregate.
- Chip-seal Asphalt Cement: A leveling -course asphalt that receives a tack coat topped with a chip/aggregate surface that can produce the appearance of gravel. It is not porous.
- Porous (permeable) Asphalt: Asphalt that allows water to seep through an underlying bed; could be colored or use aggregate that has the appearance of gravel. Additional study would be needed to determine if the historic cemetery roadbeds have sufficient permeability for porous asphalt; otherwise, construction of an infiltration bed would be necessary, which would most likely require excavation of the historic roadbeds. Porous pavements typically require biannual vacuuming to maintain porosity.
- Exposed Aggregate Concrete: The park has used this pavement on recent (2016) resurfacing of the lower main drive and the approach walk, and it has been used at Antietam National Cemetery (see fig. 4.43). Not porous.

**Figure 4.43. Left: Flexi-Pave® installed in 2016 on the accessible garden roads (walks) at the Home of Franklin D. Roosevelt National Historic Site, photographed 2022. Right: Pebble-aggregate concrete walks (drives) at Antietam National Cemetery (date of installation not known), photographed 2022. Colors and aggregates can be matched to conditions at Fredericksburg National Cemetery. (SUNY ESF)**

It is compatible in character but may require a depth that could require excavation into the historic roadbeds. It would also most likely be the most expensive option.

**Treatment Task 11. Replace Missing Tablets and Repaint in Regulation Colors**

Rectangular iron tablets set low and at an angle were standard features of Civil War-era national cemeteries. These tablets, installed in the early 1880s, contained verses from the poem, Bivouac of the Dead (known as Inscription tablets), the Act of Congress that established and protected national cemeteries, General Orders for national cemeteries, and information directing visitors to register at the lodge (fig. 4.44). A fourth standard tablet, known as the Lincoln Memorial added to Fredericksburg in 1909, was a larger plaque mounted on the front of lodges. Fredericksburg retains a remnant of this collection; the post-mounted tablets have been installed on taller posts and painted in the reverse of the regulation colors, and the Lincoln Memorial tablet has lost its paint. The following actions are recommended to reestablish and enhance these character-defining standard features.

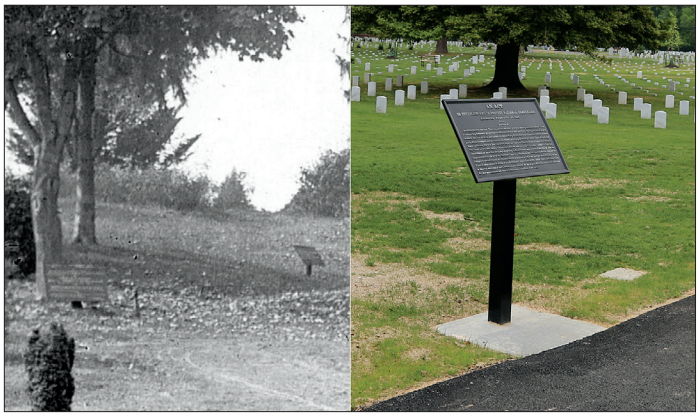


**Figure 4.44. Left: General Orders tablet at the head of the triangle and Inscription (bivouac) tablet in the right background showing historic standard mounting height, paint colors, and placement in turf, 1906. Right: Rehabilitated Act of Congress tablet at Poplar Grove National Cemetery showing non-historic mounting height and pad, 2017. (Detail of Jamestown Official Photo. Corp. photograph, Fredericksburg and Spotsylvania National Military Park archives, Fredericksburg Battlefield box 2aC; SUNY ESF)**

- Return missing tablets. Replicate four missing Bivouac of the Dead tablets (one each of verses B, E, F, and G—see Appendix B), four Act of Congress tablets, and one General Orders tablet. [82] The original drawings and possibly the molds may be available through the Army's Rock Island (Illinois) Arsenal, which produced the originals. The Arsenal's Joint Manufacturing and Technology Center may be able to cast replicas.[83]
- Place the tablets along the drives as shown on drawing 4. Historic documentation exists for the location of the General Orders tablet at the front of the triangle and for one Act of Congress tablet in front of the lodge. The other recommended locations are based on typical placement at other national cemeteries.
    - To place the General Orders tablet at the head of the triangle, move the existing battlefield identification tablet (Marye's Heights) near that location (see last bullet)
    - Move one of the two Bivouac tablets near the Humphries monument to the opposite side to change uncharacteristic pairing.
- Mount the national cemetery tablets on black-painted square wood posts that fit the receptacle on each type of tablet. Mount all tablets at their intended historic height that places the bottom of the tablets about one foot off the ground (see fig. 4.44). Do not install the tablets higher to facilitate mowing or improve legibility. Reduce the height of the existing five tablet posts. It would be appropriate to substitute a more durable material for the posts provided the material maintains the outward appearance of painted wood.[84]

- Keep the surrounding ground in turf, as existed historically; do not add concrete pads around the tablets.[85]
- Paint new tablets and repaint existing tablets with the historic color scheme: black (semi-gloss, Pantone 412 U), true aluminum paint for the borders and faces of the letters, and black for the posts. Paint the Lincoln Memorial tablet black with the borders and letters in copper-bronze paint (Pantone 876 C). [86]
- Ensure public access to the Lincoln Memorial tablet on the front of the lodge (see treatment task 13).
- The battlefield identification tablets, installed by the National Park Service after 1933, are compatible with the historic character of the cemetery landscape. Two of the tablets should be moved to more appropriate locations (see drawing 4):
    - "Marye's Heights (Willis Hill)" at the head of the triangle: move to allow for reintroduction of the General Orders tablet. Suggested locations: along Sunken Road Trail outside north gate, or along the north-south drive at the top of the terraces.
    - "Washington's Artillery" near site of rostrum: Move close to enclosure wall to allow for proposed redesign of the area (see treatment task 18).
    - "Old Family Cemetery – Willis' Hill" – move to in front of the Willis Cemetery entrance gate on Marye's Heights as a more appropriate location (the land was not NPS owned when the tablet was installed after 1933).

**Treatment Task 12. Add Settees and Paint in Regulation Color**

The cemetery retains five of its original collection of approximately thirty standard iron and wood-slat settees (lawn seats or benches) that were acquired in 1878 (fig. 4.45). These were generally positioned along the drives and were moved around. The existing settees are not typically moved and have black-painted iron frames with replacement wood slats stained light brown that make them more visually prominent than historically intended. To enhance the historic character of the settees, undertake the following:

**Figure 4.45. Left: Visitors seated on a settee at Fredericksburg National Cemetery showing standard dark color and location on grass, 1891. Right: New settee at Poplar Grove National Cemetery showing a commercially-available bench that is similar in character (not painted in regulation colors and on concrete pad), 2017. (Fredericksburg and Spotsylvania National Military Park archives, photograph 766; SUNY ESF)**

- Retain and repaint the existing settees, including both the iron frames and slats, in the paint color specified in the 1911 national cemetery regulations: bronze-green (Pantone Bronze Green 18-0317 TPX).
- Maintain settees on lawn adjacent to the drives, as is the current practice. For drives parallel to grave rows, place settees along the drive side to avoid placement on the grave. Settees may be grouped in pairs.
- If ground stabilization is needed, add discreet footings beneath the settee feet. Do not add large concrete pads beneath and around the settees because they make the settee stand out more than historically intended. If protection

against turf damage from foot traffic is needed at heavily used settees, consider adding a turf stabilization grid; if this is not adequate, use stone that blends in with the character of the turf, rather than a concrete pad.

Addition of more settees would be appropriate to the historic character of the landscape and would aid accessibility and visitor comfort. Two alternatives for adding new settees include:

- Alternate 1 (preferred in terms of historic landscape character): Replicate the wrought and cast-iron frame of the historic settees, and paint in the historic regulation color (bronze-green).[87]
- Alternate 2: Use a commercially-available bench that has a similar character to the historic settee. This alternative was used in the rehabilitation of Poplar Grove National Cemetery (see fig. 4.45). Paint the entire bench in the historic regulation color (bronze-green).

**Treatment Task 13. Reestablish Historic Character of Lodge Grounds**

- Related Recommendations: Treatment Concept 3 – Improve Accessibility; Treatment Concept 5 – Return Public Access to the Lodge; Treatment Task 11 – Replace Missing Tablets

The national cemetery lodge historically served not only as the residence of the cemetery superintendent, but also as a first point of contact and orientation for visitors. The grounds in front of the lodge, historically ornamental and welcoming character, reinforced this function. The transfer of the cemetery to the National Park Service in 1933 and subsequent addition of the park visitor center outside the cemetery gates led to conversion of the lodge from a visitor contact facility to a private residence for park staff. Over time, the welcoming character of the lodge grounds diminished due to loss of most of its vegetation and small-scale features. Visitors are presently greeted by a barrier and private residence sign, which not only limit access to the lodge, but also to the Lincoln Memorial (Gettysburg Address) tablet on the front of the lodge that is a standard feature of national cemeteries. The text of the tablet is not legible from a distance.

The following are recommended actions for rehabilitation of the lodge grounds to reestablish character-defining features that date to the last substantial renovations under War Department administration during the first decade of the twentieth century (fig. 4.46, see also fig. 4.22). These actions, which will return a lived-in and actively-used character to lodge grounds, should be considered along with planning for public access and accessibility improvements recommended under treatment concepts 3 and 5, although they may also be implemented independently. Actions to reestablish the landscape's historic spatial character and vegetation are listed as priorities along with removal of incompatible non-historic

**Figure 4.46. The lodge grounds showing recently completed renovation with young hedges, vase, honeysuckle hedge at the porch, and earlier features, 1906. Not visible is the circular 1st Corps badge flowerbed; the Lincoln Address tablet on the lodge was added in 1909. (Detail of Jamestown Official Photo. Corp. photograph, Fredericksburg and Spotsylvania National Military Park archives, Fredericksburg Battlefield box 2aC)**

features. Reintroduction of small-scale features and restoration of historic walk surfaces are listed as secondary actions.

Priority Actions (fig. 4.47 and drawing 4):

- Relocate existing electrical box to an inconspicuous location, preferably in the basement of the lodge, along the east exterior, or at the rear next to existing air conditioning units.
- Remove the post-and-chain barrier across the entrance walk to allow visitors to approach the Lincoln Memorial tablet and view the lodge grounds. Install a rope or chain between the porch posts to indicate to visitors that the lodge is not open to the public. Paint the tablet in historic regulation colors (black with copper-bronze paint, Pantone 876 C, for letters and borders).
- Relocate the existing fire department connection along the entrance walk, which is in the line of sight of the Lincoln Memorial tablet, to the curb of the drive or another location. If it cannot be relocated, install a traditional cast-iron hydrant in place of the existing protective concrete block surround.
- Remove non-historic Japanese holly in front of the lodge.
- Correct grade along west side of the lodge to create positive drainage and divert water from entering the basement windows.
- Paint lodge in colors specified in the 1911 War Department regulations: white trim, bronze-green shutters, blue porch ceiling, gray porch floor and steps. Consider returning the white diamonds to the Mansard roof slates. The existing brown colors that suggest the original colors are out

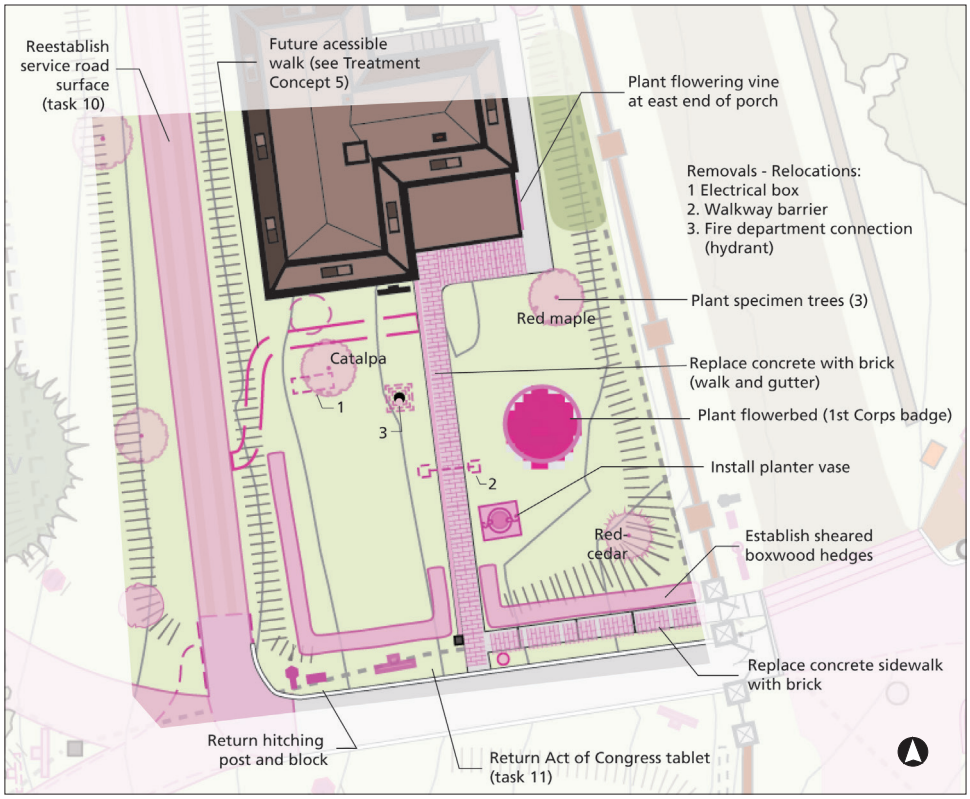



**Figure 4.47. Actions for reestablishing the historic character of the lodge grounds. Treatment actions are shown in solid pink hues; short dashed pink lines indicate features to remove. Trees are shown with a canopy at approximately 20 years of maturity. The drawing also shows the alignment of a new accessible entrance walk (long dashed lines) from the service drive suggested under treatment concept 5. (SUNY ESF)**

of context for the early twentieth-century improvements to the landscape that reflect the City Beautiful movement.[88]

- Plant hedges along the front and west sides of the lodge grounds and shear in a neat, rectangular shape at a maximum height of three to four feet. Two alternatives for species:
  - Alternate 1: Plant the historic species, boxwood. Use an improved variety that is resistant to blight and stays short to minimize shearing, such as *Buxus microphylla* 'Winter Gem' or *Buxus microphylla var. koreana x Buxus sempervirens*, "Green Gem." [89]
  - Alternate 2: Use a substitute evergreen species, such as Japanese holly, *Ilex crenata* 'Soft Touch' or similar, which grows 2 to 3 feet tall and has a similar character to boxwood but is resistant to boxwood blight and deer browsing.
- Plant three specimen trees: Southern catalpa (*Catalpa bignoniodes*) in front of the lodge, a species that existed historically in this location prior to a Norway maple that existed by 1933; an Autumn Blaze maple (*Acer x freemanii*) off the corner of the lodge porch where a Norway maple existed in 1933; and an Eastern red-cedar (*Juniperus virginiana)* at the southeastern corner of the lodge grounds that existed historically in this location. See also treatment task 7 for additional guidance on tree planting.[90]

Secondary Actions (fig. 4.47 and drawing 4):

- Remove the existing non-historic concrete from the entrance walk and gutter and resurface along the same alignment in traditional red-clay brick, along with the sidewalk extending from the entrance gate. Do not use brick-like concrete pavers due to its contemporary character. Two construction options include dry-laid brick set close together to avoid gaps, or mortared brick on a concrete base, both of which would meet accessibility guidelines. Both will require maintenance in the long-term (resetting dry-laid brick or repointing mortared brick). Leave the concrete walk that extends along the east side of the lodge to the rear that dates to the historic period.
- Return the cast-iron vase with its two-foot-wide bowl and stone pedestal, at an overall height of approximately 4.5 feet, to the east of the entrance walk. Such vases were standard features at national cemeteries by the early twentieth century, although there was not a standard design.[91] Paint the bowl white and install on a concrete or stone pad that extends approximately 12 inches out from the pedestal. Plant the vase with flowering annuals and vines in a red, white, and blue color scheme, such as with red verbena, blue ageratum, and white alyssum.[92] Two appropriate alternatives for returning the vase:
  - Alternative 1 (preferred in terms of historic character): Cast a replica of the historic cast-iron vase and pedestal based on photographic documentation (fig. 4.48).
  - Alternative 2. Purchase a commercially available vase on a pedestal that is similar in style and size (see fig. 4.48). Use of alternative durable materials that have the same character as painted cast-iron and stone, such as concrete or terra-cotta, would be appropriate. Avoid non-durable materials such as plastic or fiberglass.[93]
- Replicate the missing horsehead hitching post along the main drive in front of the lodge grounds, based on the existing hitching post along Sunken Road. Install a rectangular stone mounting block adjacent to the post based on historic photographs. Install the missing mounting block at the existing hitching post along Sunken Road.
- Reestablish the circular planting bed in the eastern half of the lodge grounds to commemorate the US 1st Corps. While this bed was historically 15 feet in diameter, a smaller bed of between 8 and 10 feet could achieve a similar character with less maintenance. See task 16 for additional direction on reestablishing Corps-badge flowerbeds.
- Train flowering vines along the east side of the lodge porch, or establish a honeysuckle hedge (see fig. 4.46). Both were maintained during the first decade of the twentieth century. For roses, use a floribunda variety that can tolerate

**Figure 4.48. Left: Only known close-up photograph of the vase in the Fredericksburg lodge grounds, 1939. The vase was apparently not being planted at this time. Right: Example of a compatible, commercially available replacement vase. (Detail, Fredericksburg and Spotsylvania National Military Park archives, photograph 1939_2730; Park Hill Collection, "Cast Iron Terrace Urn On Plinth," amazon.com)**

some shade and has continuous blooming, in white or very light pink (avoid reds, bright pinks, and yellows). Use a wire trellis system.

Rehabilitation of the lodge grounds should also include returning the Act of Congress tablet to near the foot of the lodge entrance walk (see treatment task 11).

#### Treatment Task 14. Reestablish Extents of Service Area

➢ Related Recommendations: Treatment Concept 6 – Repurpose Service Area; Treatment Task 10 – Pave Select Cemetery Drives

With removal of the cemetery garage built in 1962, there will be little left to convey the space that was the service area, which was a characteristic component of all Civil War-era national cemeteries. Aside from loss of the historic brick outbuilding and two smaller frame sheds and a well, the definition of the service area has been diminished through removal of screening hedges and trees, and loss of visible surfaces to the service yard and service drive. This task is intended to reestablish the overall spatial limits and circulation of the service area. Reestablishing this defined space could improve the service area for current maintenance use (screened from rest of the cemetery), for park staff use, or as a visitor gathering area that is set apart from the burial areas. As discussed under treatment concept 6, planning is needed to determine the best future use of the service area and whether reconstruction of the 1881 brick outbuilding is warranted.

Recommended actions under this task include the following (fig. 4.49 and drawing 4):

- Reestablish hardened surface to the service road from the main drive to the service yard (see treatment task 5). Use the existing alignment that turns at the north end; returning to the original alignment that entered the service yard closer to the lodge would be too abrupt and steep for current vehicular use.
- Restore brick pavement of the service yard that was discovered during removal of the 1962 garage. Reconstruct missing bricks on eastern edge that were removed for construction of the garage. The yard surface was the work area in front of the now missing brick outbuilding, woodshed, and cart house.
- Plant two autumn blaze (Freeman) maples (*Acer x freemanii)* on the bank above the service yard, in line with the recommended hedge (see below) to replace two invasive Norway maples that existed historically. Plant a Norway spruce at the north end of the bank to replace the one that existed historically.
- Replant hedges that screened the service area and defined its spatial limits:
    - Plant an Osage-orange *(Maclura pomifera)* hedge along the top of the terrace above the enclosure wall to form the lower boundary of the

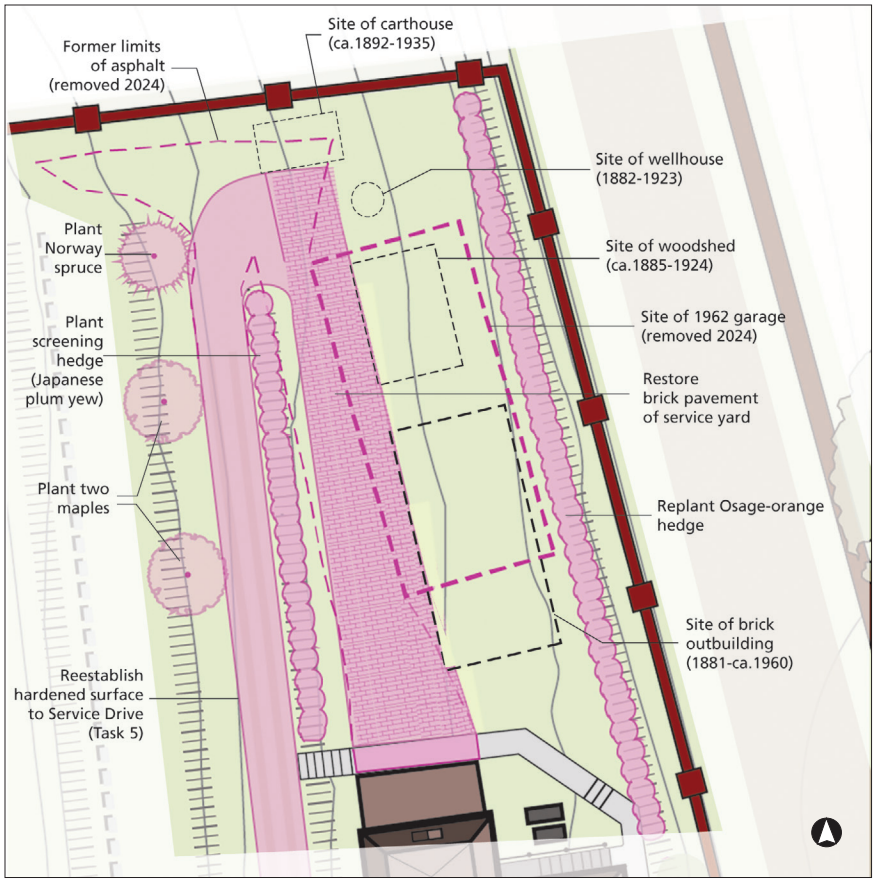



**Figure 4.49. Actions for reestablishing the historic spatial character, circulation, and vegetation of the service area. Treatment actions are shown in solid pink hues; short dashed pink lines indicate features to remove. Reintroduction of missing buildings is discussed under treatment concept 6. (SUNY ESF)**

service area. Extend the hedge from the north enclosure wall south to the rear of the lodge. Loosely shear the hedge and maintain at a height of approximately 8-10 feet.[94]

- Along the base of the terrace between the yard and the service road, plant a screening hedge. This hedge was originally arborvitae, but by 1933, was deciduous, most likely spirea and mock orange. These are not recommended due to the narrow space. Use Japanese plum yew (*Cepahaloxus harringtonia 'fastigiata'* – upright form that makes a narrow hedge), an evergreen species used historically in the cemetery that can be sheared, tolerates some shade, and is resistant to deer browsing.

**Treatment Task 15: Plant Shrubs at Center and 5th Corps Monument**

➢ Related Recommendations: Treatment Task 13 (hedges in lodge grounds), Task 14 (hedges in service area), and Task 18 (shrubs in circle)

The War Department maintained numerous shrubs throughout the burial grounds, including near the entrance, along the drives, around the center, on the terraces, and in the triangle. Roses and other shrubs were planted at individual grave sites. However, there is no clear documentation on the location and species of these shrubs; the 1892 Quartermaster plan does not clearly depict them (see fig. 4.29). There are presently few shrubs within the cemetery, except for several overgrown boxwoods that most likely post-date the historic period.

This task recommends reintroducing shrubs to enhance the historic character of the cemetery landscape, but to limit them to select areas that are focal points or where shrubs were an especially important feature of the landscape to reduce maintenance. These areas include around the 5th Corps (Butterfield) monument and at the center around the Humphreys monument (additional shrubs are recommended for the lodge grounds, service area, triangle and circle as part of larger tasks—see tasks 13, 14, 16, and 18). A list of historic and recommended shrubs is in Appendix E.

- Center: To enhance the formal character of the center space around the Humphreys monument, plant conical Eastern red-cedar *(Juniperus virginiana)* to either side of the four drive legs, to recall similar evergreens that were around the circle and throughout the cemetery historically. Trim to keep at a height below the gun monuments (approximately 6 feet). Use a compact, pyramidal variety, such as 'Hillspire', 'Brodie,' or 'Canaertii'.
- 5th Corps Monument: Plant four formal, conical evergreen shrubs off the corners of the monument mound, as existed historically (see fig. 4.7 and drawing 4). Maintain at approximately 6 feet tall. Two appropriate species: Green columnar juniper (*Juniperus chinensis 'Hetzii Columnaris'),* a dwarf, conical variety that matures at 2 to 8 feet tall and is tolerant of heat; or Steeds holly (*Ilex crenata* 'Steeds'), a pyramidal variety that grows to 6 to 8 feet tall and will require trimming to maintain a conical form.

**Treatment Task 16. Reestablish Plantings in the Triangle**

➢ Related Recommendations: Treatment Task 13 – Reestablish Historic Character of Lodge Grounds

The triangle, formed by the fork in the main drive, was historically the focal point for visitors entering the cemetery, and it was treated as a park-like area, without burials. It featured shade trees, shrubs, and flowerbeds. Today, the triangle has lost much of its historic vegetation. Existing plantings are limited to a Southern magnolia planted prior to 1933, a pin oak planted after 1933, and two boxwood shrubs that were most likely planted after 1933. To reestablish the ornamental and commemorative character of the triangle, undertake the following actions:

*Plant and Prune Trees (Drawing 4)*

- Prune the Southern magnolia to open views of the flagstaff and provide more light to the understory and recommended planting beds (see below). Note that Southern magnolia tend to quickly grow back, so pruning may need to be a cyclic project.
- Plant a Norway spruce at the northwest corner that existed historically.
- Plant a cucumber magnolia, a large tree that existed historically in the cemetery, in the open space in the northern half of the triangle.
- Plant an umbrella tree, a smaller magnolia, north of the flagstaff, to avoid obstructing views of the flag.

*Remove and Plant Shrubs (Drawing 4)*

- Remove overgrown boxwood at northwest edge (required for reestablishing the drive, see task 10), and a boxwood toward the center (required for reestablishment of the Corps-badge bed, see below). Add individual and masses (groups) of shrubs to enhance the historic ornamental, park-like character of the triangle. To create balance, plant masses of shrubs at the front and on the steep banks along the sides, and single shrubs along the drive at the

**Figure 4.50. Recommendations for plantings in the triangle under task 16. The plan shows new tree canopies at approximately twenty years of maturity. Treatment of tablets and drives are addressed under tasks 10 and 11. (SUNY ESF)**

top using spreading, deciduous species that are native and/or were popular in the early twentieth century (fig. 4.50). In addition, plant two spreading, flowering deciduous shrubs to either side of the main drive on terrace 7 to frame the triangle, to replace shrubs that existed in this area historically. Plant a single species or a mix depending on growing conditions using species such as weigela *(Weigela florida)*, Vanhoutte spirea *(spirea vanhouttei)*, mock orange *(Philadelphus coronarius)*, smooth hydrangea *(hydrangea arborescens, 'Annabelle')*, and oakleaf hydrangea *(Hydrangea quercifolia)*.

*Reestablish Corps-Badge Flowerbeds (Drawing 4)*

Flowerbeds in the shape of US Army Corps badges were typical features of Civil War-era national cemeteries. Fredericksburg once had nine Corps-badge flowerbeds in the triangle, and two in the lodge grounds. By the early twentieth century, when the War Department's national cemetery regulations were recommending limiting flowerbeds to only near the lodge and other prominent areas, these had been reduced to one in the lodge grounds— a 15-foot-diameter circle (1st Corps badge), and three in the triangle—two circles and one heart (24th Corps) of undocumented dimensions (fig. 4.51, see also 4.50). The beds by the early twentieth century were planted with roses and annuals including canna lilies, dahlias, zinnias, geranium (*Pelargonium*) and coleus. The circa 1920 postcard suggests the beds were planted with a mass of one plant toward the center and a border of another. The National Park Service removed the beds after 1933.

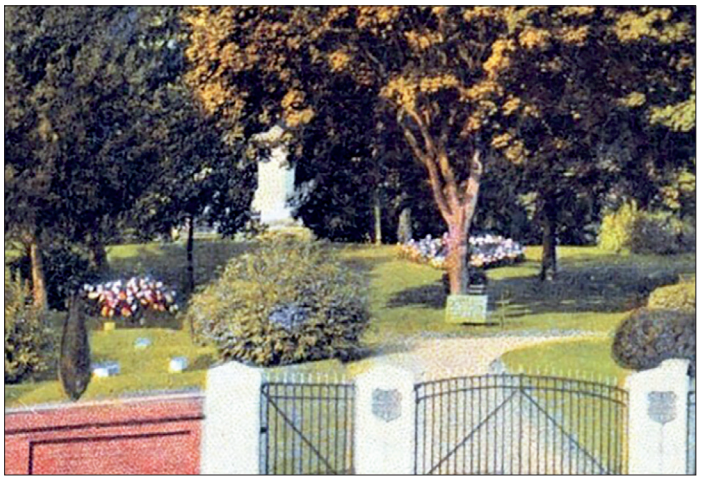


**Figure 4.51. Postcard image showing the Corps flowerbeds in the triangle, circa 1920. This colored postcard shows an undetermined variety of roses or flowering annuals. (Detail of Louis Kaufmann & Sons postcard)**

Reestablishment of these distinctive features would enhance the historic military and commemorative character of the national cemetery. The beds will require additional maintenance and expertise.[95] The following actions are recommended, in addition to the tree pruning and boxwood removals recommended previously:

- Establish the following three Corps-badge planting beds (see fig. 4.50):[96]

  - One heart-shaped planting bed, approximately 10 feet from top to bottom, on the upper bank in the center of the triangle, to commemorate the US 24th Corps (Department of Virginia) badge.
  - Two circular planting beds, approximately 8 to 10 feet in diameter, on the slope below and to the right and left of the 24th Corps bed, to represent the US 1st Corps badge. These are proposed uphill from their historic location to avoid heavy shade from the Southern magnolia and pin oak.
  - See task 13 for circular bed in the lodge grounds.
- Use steel edging to permanently demark the limits of the beds within the surrounding turf.
- Provide irrigation or a nearby water spigot to facilitate watering.
- Fill the beds with plants that suggest the colors used in the badges (1st Division): red with a yellow border (light red or dark pink would also be appropriate). [97] Use a mass of one type of plant for the bed and another for the border. The plants should be adaptable to part-shade conditions. Use deer-resistant plants or provide deer repellent. Several appropriate options for plantings include the following:
  - Alternative 1: Plant the beds with roses and flowering annuals similar to the documented varieties but adjusted to facilitate maintenance and part-shade conditions. Plant the center of the beds with mounding shrub roses in red or dark pink that are continuous bloomers, such as the variety 'Oso Easy Cherry Pie.' Plant a wide border with spring bulbs that are deer resistant and have foliage that will die back in time for planting annuals, such as botanical/species tulips and snowdrops, and then plant the border with lower flowering annuals such begonias, New Guinea impatiens, verbena, and superbells (*Calibrachoa* 'Cardinal Star'). This alternative will require the most maintenance but will provide the most color and visibility from the entrance approach.[98]
  - Alternative 2: Plant the center of the beds with shrubs roses as under Alternate 1, but for the border use flowering perennials, such as coral bells, yellow sedum, or daylilies. This alternative, once established, would require less maintenance than annuals, but would provide less color and visibility when viewed from afar.
  - Alternative 3: Plant the beds with a mass of shrubs, preferable flowering or with reddish leaves, without a border. Shear the shrubs to maintain the circle or heart form of the beds. Appropriate varieties include shrub roses, weigela, native bush honeysuckle (*Diervilla lonicera*), potentilla, or fragrant sumac. This alternative would require the least maintenance but the least visibility when viewed from afar.

These alternatives could be used for different beds. For example, alternate 1 could be used for the bed in the lodge grounds (full sun) and the heart-shaped bed in the triangle (mostly sun), while alternates 2 or 3 could be used for the circle beds in the triangle (sun/shade).

**Treatment Task 17. Improve Visibility of Flagstaff**

➢ Related Recommendation: Treatment Task 1 – Enhance Historic Character of Cemetery Approach Triangle; Treatment Task 5 – Pave Select Cemetery Drives.

Flagstaffs were a focal point and the most important commemorative features in Civil War-era national cemeteries, typically placed at the center of the burial grounds to be visible from all graves. Fredericksburg's original 125-foot-tall flagstaff had been shortened to 45 feet by 1878, and in 1905, a new standard-design 75-foot-tall steel pole with guy wires was erected at the top of the terraces at the edge of the triangle. This location was chosen so the flag would be visible from Fredericksburg along the axis of the cemetery approach road and within clear view from the entrance gates (fig. 4.52). Today, this view of the flagstaff is obscured by a tall American holly, and along the approach, by a red maple outside the gates (recommended for removal under treatment task 1). A solar-powered light allows the flag to be flown around-the-clock.

To enhance the visibility of the flagstaff, undertake the following:

- Remove the tall American holly (*Ilex opaca)* at the edge of terrace #5 bordering the south leg of the main drive. While a healthy, historic specimen planted prior to 1933, the holly was most likely intended to be a shrub or small tree. Extensive pruning would be required to open the view of the flagstaff and would make the tree unbalanced. Removal is also warranted to take away competition with the adjacent Southern magnolia (also a historic tree).
- Prune the sugar maple south of the flagstaff as necessary to maintain views of the flag from the south.

**Figure 4.52. Left: Postcard image showing open view of the flagstaff from the entrance gate, circa 1905. Right: Current photograph of the same view showing obstruction of the flagstaff due to a holly tree along the main drive, 2022. (Detail of postcard marked June 5, 2011; SUNY ESF)**

- Maintain regulation color scheme of white paint on the pole, and black on flagstaff base, guy wires and anchors.
- Ensure adequate lighting. Assess existing solar pole-mounted spotlight, and consistency with the NPS "Sustainable Outdoor Lighting" guidelines to reduce light pollution. An appropriate alternative would be to take down the flag daily at dusk, as was the historic practice.[99]

The west guy wire will require relocation to avoid the drive along the west side of the triangle, as recommended under treatment task 5 (paving select cemetery drives). An engineer should assess whether the guy wire could be shortened, or extended to the west side of the drive, as it is on the south leg of the main drive.

**Treatment Task 18. Reestablish Circle as Ceremonial Area**

➢ Related Recommendations: Treatment Task 10 – Pave Select Cemetery Drives; Tasks 11 and 12 – Add Tablets and Settees

The Army originally conceived the top south end of the terraces as a commemorative focal point defined by a circular drive with an unrealized central soldiers monument that would be visible from afar. In 1888, the War Department installed an iron rostrum on the edge of this circular area, most likely formalizing its long-standing ceremonial use (fig. 4.53).[100] The rostrum was a standard Quartermaster design manufactured by the Champion Iron Fence Company and installed at numerous other national cemeteries, including nearby Richmond, Hampton, Yorktown, and Poplar Grove. The National Park Service removed the rostrum around 1938, and today the circle is an open, undefined grassy area with no shade. Existing features (compass, identification tablet, Parker's Battery Memorial, interpretive wayside) focus on the battlefield and Confederate commemoration. Views of the battlefield to the south and east have been blocked by the growth of woods beyond the enclosure wall.

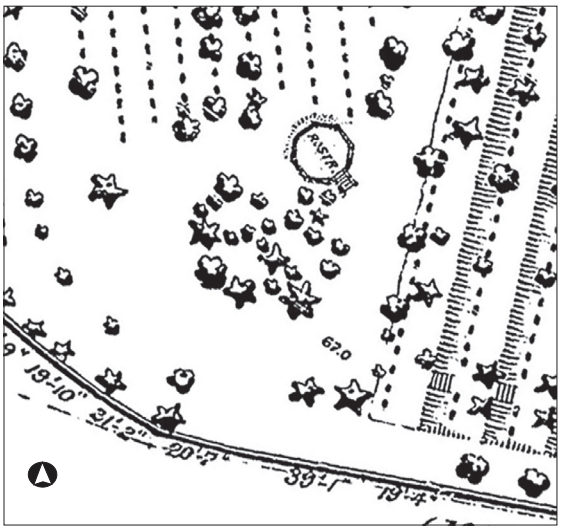



**Figure 4.53. Map of the rostrum and circle in 1892. The drives by this time were in turf; the layout of the shrubs and trees is not clear, but does show an opening to the south where there were outward views. (Detail, Office of the Quartermaster General, "National Cemetery Fredericksburg, VA.," 1892 updated to 1911, Fredericksburg and Spotsylvania National Military Park archives)**

The goal of this task is to reestablish the circle as a ceremonial area for use during Memorial Day and Veterans Day, for other cemetery-related commemorative events, and as a gathering place for visitor interpretation and orientation.[101] Reestablishing this area is also intended to return a character-defining part of the cemetery landscape. The following actions are recommended to implement this task (figs. 4.54, 4.55):

- Undertake archeological investigations to confirm the location of the circular drive, brick gutters, and any other potential subsurface features, and also the full extent of the rostrum foundation (also recommended for task 10).

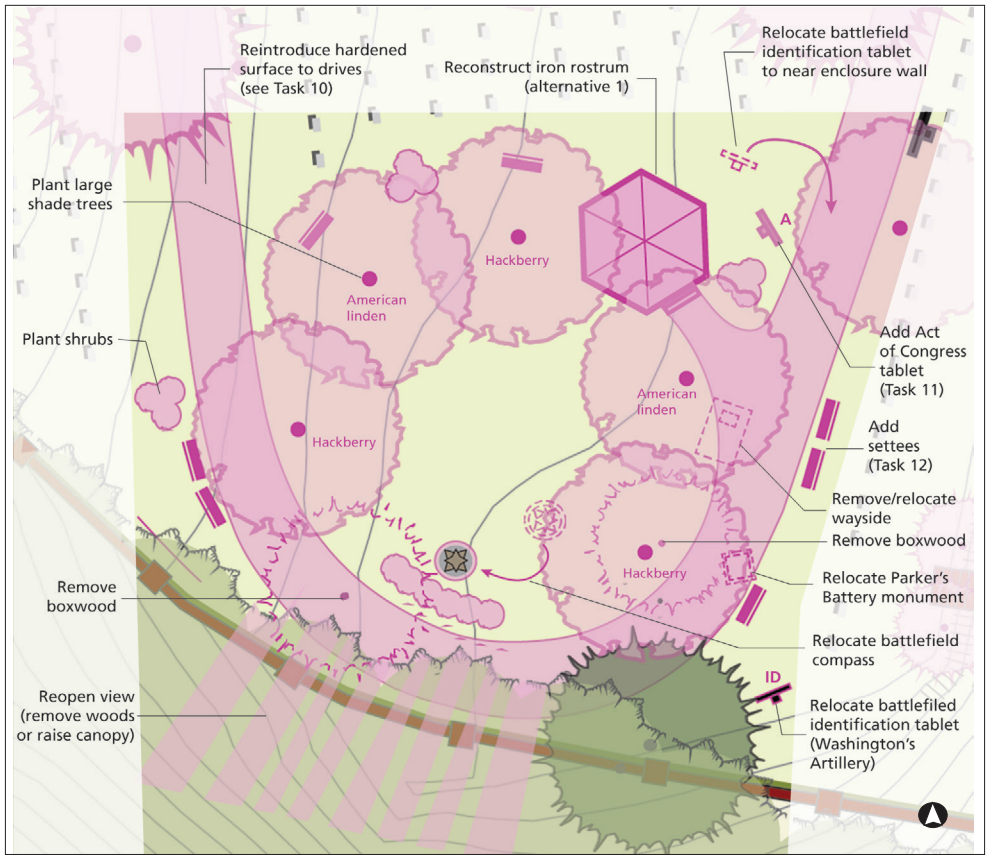



**Figure 4.54. Plan of recommended redesign of the circle at the southeast corner of the cemetery burial sections. The plan shows the recommended alternative to reconstruct the iron rostrum, and the proposed trees at approximately 20 years of maturity. (SUNY ESF)**

- Move Parker's Battery monument (1973). The current location of the monument, which commemorates a Confederate regiment, is not appropriate within the national cemetery because the cemetery is a memorial to the United States military. The monument is also on the roadbed of the former circular drive and lacks adjacent interpretation and context. Two alternative treatments include:
  - Alternative 1: Move the monument out of the national cemetery to nearby park land that saw fighting during the May 1863 Battle of Fredericksburg. Two potential locations include the following:
    - Along a terrace/ roadbed between the cemetery's west wall and the site of Howison's Mill, which is documented in battlefield photographs showing a wrecked limber and dead artillery animal of the very same Parker's Battery. Public access would need to be developed.[102]
    - Willis Hill tract north of the national cemetery near the Sunken Road Walking Trail, along the same Confederate battle line to maintain the general relationship of the monument to the regiment's position.
  - Alternative 2: As part of the redesign of the circle, move the Parker's Battery monument to an inconspicuous location off the alignment of the historic circular drive.

**Figure 4.55. Top: Simulation of recommended treatment for the circle showing alternative to reconstruct the iron rostrum, looking south with the proposed viewshed opening in the woods. Bottom: Same view of existing conditions, 2022. The tablet in the middle ground is a battlefield identification tablet for Washington's Artillery; this should be moved and replaced with an Act of Congress tablet. (SUNY ESF)**

- Move the battlefield identification tablet for Washington's Artillery, a Confederate regiment, to a less conspicuous location closer to the enclosure wall. An alternative site could be outside the cemetery north gate, on the Willis Hill tract.
- Move the MISSON 66-era battlefield compass in front of the proposed view clearing (see following bullet).
- Remove or relocate the park interpretive wayside on the Second Battle of Fredericksburg.[103]
- Remove two overgrown boxwood shrubs that are on the alignment of the circular drive.
- Pave the circular drive, omitting the interior portion and connecting with two internal drives, as recommended under treatment task 10. The surface of the drive will define the overall limits of the gathering area.

- Plant large deciduous trees to further define the circular gathering area, and to provide shade. Recommended species are hackberry (*Celtis occidentalis),* a native tree in the elm family; and American linden (basswood) *(Tilia americana),* a large native shade tree.
- Plant groups of shrubs to further define the perimeter of the circle using deciduous species such as weigela, spirea, mock-orange, and/or hydrangea. Plant a hedge of these shrubs at the south side of the circle, to provide a foreground to the proposed view.
- Create a viewshed opening in the south woods to reopen the former view south toward Lee's Hill and provide a visual connection to other areas of the park as directed on the battlefield compass. Remove trees in the woods or raise their canopy. Additional investigation is needed to identify the limits of the viewshed and amount of tree removal/pruning that would be necessary. Views of commercial-industrial development south of Willis Hill should be limited, if possible.
- Create a place for speakers and performers at the northeastern part of the circle, on the historic site of the rostrum. Three appropriate alternatives include:
  - Alternative 1 (preferred in terms of enhancing historic landscape character): Reconstruct the Quartermaster standard octagonal iron rostrum on its brick podium (see fig. 4.55). Reconstruction could be based on replicating the existing iron rostrum at Poplar Grove National Cemetery, which has measured drawings completed for the Historic American Landscapes Survey (HALS-VA-56A). The rostrum would require a chair lift to be universally accessible. This could be incorporated into the side facing away from the circle.[104]
    - If an accurate reconstruction is not feasible, then a simplified version of the historic rostrum may be appropriate, provided it maintains the overall design, scale, materials, roof shape, and brick podium.
  - Alternative 2: Reconstruct the brick octagonal pedestal, with iron steps and an iron railing, similar to what exists at Richmond National Cemetery. This option would be less costly than alternative 1 but would not provide cover in inclement weather and would not convey the character of the historic rostrum.
  - Alternative 3: Construct a brick octagonal patio that matches the dimensions of the rostrum. Provide a removable tent that recalls the shape of the rostrum. This option would be less costly than alternatives 1 and 2 and would provide a universally accessible place for speakers/performers but would not restore a character-defining feature to the landscape.
- Place settees around the perimeter of the circular area (see treatment task 12).
- Install an Act of Congress tablet at the east entrance to the circular area (see treatment task 11).

## ENDNOTES

1 These recommendations are based on the history, existing conditions, and analysis and evaluation findings of this report, and on consultation with park staff that included a treatment workshop held on January 11, 2023, and feedback on the September 2023 and July 2024 draft reports. Routine and cyclic maintenance practices are generally not within the scope of treatment in a cultural landscape report, but are addressed here in the general guidelines section.

2 *U. S. Statutes at Large*, volume XIV, 353.

3 Public Law 37.

4 U. S. War Department, *Regulations for the Government of National Cemeteries* (Washington, D.C.: Government Printing Office, 1911).

5 Specific NPS policies and regulations are referenced in this report under the Treatment Philosophy, Treatment Guidelines, Planning Considerations, and Treatment Tasks sections, where applicable.

6 Executive Order 6228 (5 U.S.C. §124-132); Organic Act of 1916 (55 Stat. 535); National Park Service, "NPS-28: Cultural Resource Management Guideline," chapter 7, http://www.nps.gov/history/history/online_books/nps28/28chap7.htm (accessed May 24, 2023).

7 NPS Management Policies 2006 contain two brief paragraphs on national cemeteries (Section 8.6.10.1), which stipulate that all NPS-administered national cemeteries will be managed as historically significant resources and as integral parts of their larger historical parks, and that enlargement of national cemeteries for additional burials will not be permitted.

8 NPS National Cemetery Regulations, 36 CFR 12, Section 12.2, 1986.

9 36 CFR 12, Sections 12.5, 12.7; 38 CFR Part 38; Park planning for creation of a grave vault for unknown remains, PEPC 120069.

10 National Park Service, "Director's Order #61: National Cemetery Operations" (Unpublished report approved July 29, 2010), https://www.nps.gov/policy/DOrders/DO_61.pdf ; National Park Service, "Reference Manual 61: National Cemetery Operations" (Unpublished report approved November 4, 2011), https://www.nps.gov/policy/DOrders/RM-61.pdf.

11 National Cemetery Administration, "National Shrine Commitment: Operational Standards and Measures Guidebook" (Unpublished report, February 2021), 3.

12 Ibid., 15–22.

13 Department of Veterans Affairs, "National Cemetery Administration…Design Guide" (Unpublished report, January 1, 2022), Sections 3.4 and 3.4.

14 National Park Service, "Fredericksburg and Spotsylvania National Military Park General Management Plan" (Unpublished report, 1986), 39-40.

15 National Park Service - Harper's Ferry Center, "Long-Range Interpretive Plan for Fredericksburg & Spotsylvania National Military Park (Unpublished report, 2001), 4, 9–10.

16 Email, Rebecca Toy, FRSP Supervisory Park Ranger – Interpretation & Education, to John Auwaerter and Arleen Bartels, January 25, 2023.

17 Fredericksburg and Spotsylvania National Military Park, "Commemorative Works Policy" (Unpublished report approved 2021), Sections III, VIII.

18 National Park Service, "Foundation Document, Fredericksburg and Spotsylvania National Military Park" (Unpublished report, 2015), 3, 7, 9, 11–12.

19 Foundation Document, 27–28, 36.

20 National Park Service, "Operation Enduring Honor," https://www.nps.gov/subjects/nationalcemeteries/operation-enduring-honor.htm (accessed May 2, 2024); Email, Susan Dolan, NPS Park Cultural Landscape Program Manager, to John Auwaerter, May 11, 2023.

21 PMIS 318259; John Storke, FRSP Facilities Manager, phone call with John Auwaerter, April 9, 2024.

22 Dolan to Auwaerter, May 11, 2023.

23 Storke to Auwaerter, April 9, 2024.

24 Full accessibility to all areas of the cemetery is not possible given the topography of the site, without harming the characteristics that convey the cemetery's historical significance.

25 See the Analysis and Evaluation chapter for addition discussion of National Register areas and periods of significance.

26 National Park Service, "The Secretary of the Interior's Standards for the Treatment of Historic Properties: Rehabilitation as a Treatment and Standards for Rehabilitation" https://www.nps.gov/articles/000/treatment-standards-rehabilitation.htm (accessed May 26, 2023). The park's 1986 General Management Plan does not identify a primary or overall treatment, but most of the recommendations align with Rehabilitation.

27 *Ibid*.

28 Congressional Joint Resolution of April 3, 1866. Preservation is not appropriate as primary treatment for the national cemetery because it would retain the existing loss of historic features and not allow for changes to enhance accessibility, interpretation, and other needs. Restoration to the end of the recommended period of significance for the landscape under Criterion C (1933) is not appropriate because it would also not allow for contemporary changes and would not respect the post-1933 burials in the cemetery (significance under Criterion A). Reconstruction is not applicable because the cemetery exists.

29 The last military interments (five) occurred in 1945. The last military interment in 1949 occurred within an existing grave. There were approximately 300 interments made between 1869 and 1945 for veterans of the Spanish-American War, World War I, and World War II. NPS Civil War Era National Cemeteries, https://www.nps.gov/nr/travel/national_cemeteries/virginia/fredericksburg_national_cemetery.html, and https://findagrave.com (accessed May 30, 2023).

30 This philosophy recognizes preservation of graves that post-date circa 1910 (see preceding Burial Grounds treatment philosophy).

31 Documentation of historic conditions around 1910 is available through photographs, postcards, and a Quartermaster map that was updated in 1911. Documentation on the years between 1911 and 1933 is scant.

32 Meg Wilkes, "Geophysical Survey Fredericksburg National Cemetery: Vault Investigation" (Unpublished National Park Service Northeast Archeological Resources Program report, 2022), 50.

33 Wilkes, 6. In 2022, a ground penetrating radar (GPR) survey was undertaken near the former site of the rostrum, and it located the rostrum foundation, brick gutters, gravel roadbed, and burials / grave shafts.

34 Operational Standards and Measures (February 2021), Category 5: Grounds Maintenance, pp. 19-25; National Cemetery Regulations (1911), 16-19; "Reference Manual 61: National Cemetery Operations," Section B, page 7.

35 O. M. Scott and Sons, *Lawn Care: A Discussion of the Vital Problems of Lawn Making and Maintenance,* Year 6, No. 25 (Marysville, Ohio: Scott Co., May 1933), 25a.

36 See treatment tasks 7, 13, 14, 15, 16, and 18 for recommendations on tree and shrub planting.

37 English ivy (*Hedera helix*, an invasive species when mature and fruiting) was historically planted in national cemeteries, and remnants remain in the woods outside of the enclosure wall, as well as in a post-1933 bed near the lodge.

38 The park's groundhog control project is under PEPC 120069.

39 Margaret D. Breuker, NPS Historic Architecture, Conservation, and Engineering Center (HACE), e-mail to John Auwaerter, June 8, 2023. RM 61 recommends using Kodak® Professional Photo-Flo 200 Solution as a cleaning agent, but HACE does not now recommend this.

40 National Cemetery Regulations (1911), 24; National Cemetery Administration, "Headstones & Markers," https://www.cem.va.gov/hmm/types.asp (accessed August 14, 2023).

41 Identification of markers with incorrect inscriptions is beyond the scope of this cultural landscape report.

42 Color matches are given according to the Pantone number system. To get paint matched to these numbers, paint stores will most likely need to match a Pantone color swatch.

43 National Cemetery Regulations (1911), 14-16.

44 Example: Shiloh National Cemetery within the Shiloh National Military Park website, https://www.nps.gov/shil/learn/historyculture/cemetery.htm (accessed June 21, 2023).

45 Producing a second Unigrid brochure for the national cemetery may involve a long wait time and could take away from needed updates to the park's Unigrid brochure. No other NPS national cemeteries presently have their own Unigrid brochure. Most are presented in the park brochures as a tour stop within the larger battlefields.

46 Elizabeth Parnicza, Chief of Interpretation and Education, comments on September 2023 treatment draft.

47 The War Department's *Regulations for the Government of National Cemeteries* (1911) contains a section on "Approach Roadways," 33–34. Memorial Avenue at Arlington National Cemetery is the premier example, and smaller cemeteries such as Poplar Grove near Petersburg featured an allee of trees that gave the approach road a ceremonial character. No historic photographs of National Boulevard looking toward the cemetery have been found.

48 The War Department owned a right-of-way along National Boulevard between 1891 and circa 1925.

49 In 1955, park historian Ralph Happel wrote about the change in name from National Boulevard to Lafayette Boulevard: "Though General Lafayette had local association and ought to be locally honored, I think the name National Boulevard should have been retained; the historical association was more exact." Ralph Happel, "A History of The Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park" (Unpublished report, 1955), 24.

50 The park previously made plans to protect this strip through a cooperative agreement; see National Park Service, "Proposed Land Status and Boundary, Sunken Road Area," April 1984, ETIC drawing FRSP_326_40070.

51 This concept should be addressed in a cultural landscape report treatment plan for the visitor center and its grounds, which are contributing resources in the park's National Register documentation.

52 United States Access Board, "Outdoor Developed Areas: A Summary of Accessibility Standards for Federal Outdoor Developed Areas," https://www.access-board.gov/files/aba/guides/outdoor-guide.pdf (accessed June 9, 2023). Options for making the lodge and service yard accessible, for example, include construction of a series of switchbacks through the terraced front yard of the lodge, beginning along the enclosure wall, or creating an opening in the enclosure wall below the existing maintenance building and building switchbacks across the lower terrace to reach the service area. Both options pose adverse effects.

53 An alternative to private vehicles is for the park to offer transport along this route. This could avoid the need for a parking area.

54 Americans with Disabilities Act Accessibility Standards, Section 402, https://www.access-board.gov/ada/chapter/ch04/#a403 (accessed June 9, 2023); Outdoor Developed Areas, 42. Meeting ADA standards for the lower drive and sidewalk to the lodge is not feasible because it would result in adverse effects to the historic landscape.

55 National Park Service, "Vicksburg National Cemetery Stabilization Project," https://www.nps.gov/vick/planyourvisit/vicksburg-national-cemetery-stabilization-project.htm (accessed June 22, 2023).

56 *Ibid*.

57 There are small, historic "U.S. National Cemetery" plaques on the main entrance gates, which do not have the specific name of the cemetery.

58 Sara Strickland, FRSP Natural Resource Program Manager, comments on September 2023 treatment draft.

59 E-mail, Susan Dolan to John Auwaerter, June 12, 2023.

60 National Cemetery Regulations (1911), 24–25.

61 Frederick Law Olmsted to Montgomery C. Meigs, August 2, 1870, *The Papers of Frederick Law Olmsted:* Volume 6 (Baltimore: The Johns Hopkins University Press, 1992), 387.

62 Another ten trees are recommended for the lodge grounds, service area, and circle under treatment tasks 9, 10, and 17, and another dozen in the windbreak on Marye's Heights under Task 4)

63 Due to dogwood anthracnose, a disease resistant hybrid should be used, such as *Cornus* 'Rutcan', a cross with Korean dogwood (*Cornus kousa*).

64 Black walnut was historically in the cemetery, but it is not recommended due to its prolific nut production—the husks may present a maintenance concern for mowers and may stain the recommended drive pavement.

65 London Plane Tree is recommended instead of native sycamore because cultivars, including 'Columbia' and 'Liberty' are reportedly more resistant to sycamore anthracnose. Missouri Botanical Garden, s.V. "London Planetree, https://www.missouribotanicalgarden.org/PlantFinder/PlantFinderDetails.aspx?kempercode=a892 (accessed August 14, 2023).

66 If these sizes pose issues with ground disturbance (archeology), smaller stock and bareroot may be appropriate, but extra care would be needed to ensure proper establishment.

67 An exception to the mix of mostly deciduous trees is the drive in the swale between sections C-f and C-c that was historically bordered by evergreens (unknown species; see 1892 Quartermaster map). Eastern red-cedars are recommended for this drive.

68 The proposed density is less than half of the historic density of trees along the drives. For example, along the 275-foot-long section of drive from the Humphreys Monument west to the enclosure wall, 27 trees historically lined the drive. This section is proposed for 11 trees, including two existing.

69 National Cemetery Regulations (1911), 17.

70 There is no comprehensive inventory of vegetation within the cemetery lawn.

71 Aaron J. Patton, Brian M. Schwartz, and Kevin E. Kenworthy, "Zoysiagrass (Zoysia spp.), History, Utilization, and Improvement in the United States: A Review," *Crop Science*, Volume 57 - S1 (2017), S-37-38, S-45, fig. 5. There is no evidence that cool-season turf conditions have caused erosion or failure of terraces in the national cemetery.

72 NPS Park Cultural Landscapes Program, Maintenance Action Team (MAT) assessment of zoysiagrass benefits, in e-mail, Susan Dolan to John Auwaerter, June 12, 2023; Mike Goatley, Jr., "What grass should I grow for my lawn?", Virginia Cooperative Extension, https://www.sites.ext.vt.edu/newsletter-archive/cses/2008-03/WhatGrass.html (accessed July 26, 2022).

73 James A. Murphy, Henry Indyk, and Ralph Engle, "Zoysiagrass Lawns in New Jersey," Rutgers – New Jersey Agricultural Experiment Station, https://njaes.rutgers.edu/fs521/ (accessed June 20, 2023).

74 Climate change poses conditions that did not exist historically, including extremes of temperature and more intense storms. The resiliency of cool-season grasses vs. zoysia grasses in these conditions needs additional study.

75 Virginia Cooperative Extension, "Turfgrass Varieties for Mid-Atlantic Lawns," https://ext.vt.edu/lawn-garden/turfandgardentips/tips/turfgrass-varieties-mid-atlantic-lawns-2008.html (accessed July 26, 2023).

76 Eric Mink, FRSP Historian and Cultural Resource Specialist, e-mail to John Auwaerter, June 11, 2024.

77 Mink to Auwaerter, June 11, 2024 and May 20, 2025. The park dug the grave and installed a concrete grave liner, which allows for future reopening, on May 2, 2025. On this date, the city's remains and the artifacts found with them were placed in a child's coffin and buried in the concrete liner. The grave was designated #6766. The government headstone was installed on May 16, 2025.

78 For instructions on ordering the grave marker, see National Cemetery Administration, "Historic Headstones and Markers (prior to World War I)," https://www.cem.va.gov/hmm/historic.asp (accessed June 13, 2024).

79 Turf would remain the surface of walks within each burial section, so a fully accessible route to each grave site is not recommended and would not be feasible without dramatic alteration of the historic character of the landscape.

80 As discussed under Treatment Concept 3, the lower part of the main drive cannot be made fully accessible due to its steep slope. The accessible route to the burial sections (not terraces) would be via the north gate and Marye's Heights.

81 National Park Service Park Cultural Landscapes Program, "Field Notes: Path & Trail Surface Alternatives for Cultural Landscape Applications" (Occasional paper, n.d., circa 2018).

82 A "visitors invited to register" tablet was removed from in front of the lodge when the grounds were redesigned during the first decade of the twentieth century. Since the text does not apply to visitors today, this tablet is not recommended.

83 In 2009, the Arsenal cast 62 Lincoln Memorial (Gettysburg Address) tablets for the National Cemetery Administration. The contact at the time was Roger Beine, Rock Island Arsenal Joint Manufacturing and Technology Center Program Manager. https://www.army.mil/article/25001/historical_work_returns_to_rock_island_arsenal.
84 The NPS rehabilitation of Poplar Grove National Cemetery (2017) installed the tablets approximately 4.5 feet tall. The posts were aluminum tube, powder coated in black.

85 The NPS rehabilitation of Poplar Grove National Cemetery (2017) installed the tablets with square concrete cover pads over the concrete footings.

86 National Cemetery Regulations (1911), 15.

87 The economy of this task could be increased by ordering for missing settees at all Civil War-era NPS and Veterans Administration national cemeteries.

88 The current Maintenance Action Team (MAT) work for the lodge scoped by NPS Historic Architecture Conservation and Engineering Center (HACE) includes repainting the exterior of the lodge in its appropriate early twentieth-century regulation colors. See Treatment Guidelines section for specific colors.

89Bartlett Lab Staff, "Boxwoods Resistant to Boxwood Blight," Bartlett Tree Experts, Research Laboratory Technical Report, n.d., https://www.bartlett.com/resources/boxwood-varieties-resistant-to-boxwood-blight.pdf (accessed August 3, 2023). A new pest, Box Tree Moth, has recently been spreading in the eastern U.S. No recommendations for control have been yet publicized.

90 Norway maples are not recommended due to their invasive nature. Southern catalpas produce long seed pods that stay through the winter and drop in the spring, requiring extra raking.

91 The first such known vase was the 1st Minnesota Memorial dedicated in 1867 at Gettysburg National Cemetery. The National Cemetery Regulations (1911) identify vases as a standard feature and called for them to be painted white.

92 This was the color scheme and plants historically used in the 1st Minnesota Memorial vase at Gettysburg National Cemetery.

93 A commercially available vase/pedestal similar in character: Park Hill Collection Cast Iron Terrace Urn on Plinth, https://www.amazon.com/Park-Hill-Collection-Terrace-Plinth/dp/B0CKBZ7KXQ (accessed June 7, 2024).

94 The last remnants of the Osage orange hedge were recently removed. Stumps remain.

95 Maintenance of the beds could be a suitable task for a friends' group/volunteers. Efficiencies might be possible by coordinating with maintenance of garden beds at Chatham.

96 Final dimensions of these beds should be field-tested for visibility, especially those in the triangle.

97 Francis Hart & Co., Printers, "Corps Badges, 1865, Army of the United States" (poster). The 2nd Division badge colors were white and 3rd Division, blue. The circa 1920 colored postcard shows the beds as pink.

98 Many VA-administered national cemeteries maintain flowerbeds. At Saratoga National Cemetery, the "Support Committee" (friends group) undertakes the planting and maintenance of the flower beds.

99 National Park Service, "Night Skies," https://www.nps.gov/subjects/nightskies/sustainable-outdoor-lighting.htm (accessed August 14, 2023).

100 Oxford Languages dictionary, s.V. "Rostrum": "a raised platform on which a person stands to make a public speech, receive an award or medal, play music, or conduct an orchestra." There are no known historic photographs of the Fredericksburg rostrum and the circle.

101 While the center area with the Humphreys Monument has in recent history been used by the park as a visitor gathering area, it is not suitable for larger ceremonies due to the layout with the monument in the center.

102 Noel Harrison, comments on June 2024 draft report.

103 Elizabeth Parnicza, FRSP Chief of Interpretation and Education, comments on September 2023 treatment draft.

104 Provisions could be made for using a stair-climbing wheelchair to allow speakers/performers with mobility limitations to access the rostrum. See Genesis Mobile Stairlift, www.mobilestairlift.com. An alternative performance area could also be designated at the ground level in front of the rostrum.

**TABLE 4.1. TREATMENT CONCEPTS SUMMARY**
Fredericksburg National Cemetery

| Treatment Task Concept | Preliminary Scope | Related Tasks, Issues | FMSS Location | Notes |
|---|---|---|---|---|
| **TREATMENT CONCEPTS - CEMETERY SURROUNDINGS AND SITE-WIDE** | | | | |
| 1. Return Approach Road Character to Lafayette Boulevard | • Create a unified built streetscape.<br>• Install features that celebrate approach to national cemetery.<br>• Enhance axial view of 5th Corps Monument and cemetery flagstaff.<br>• Consider alternatives to on-street parking.<br>• Return the name "National Boulevard" below existing street signs.<br>• Execute cooperative agreement with city for management of the commercial frontage across from the national cemetery. | Treatment Task 1: Enhance Historic Character of Cemetery Approach Triangle. | City property | Would require City of Fredericksburg to take the lead in developing a plan for Lafayette Boulevard.<br><br>Section of Lafayette Boulevard (Spottswood Street to national cemetery) historically managed by the War Department. |
| 2. Redesign Walkway from Visitor Center to Main Gates | • Use the front entrance of the visitor center as the access point for the national cemetery.<br>• Create a new walk to the national cemetery that follows the historic approach along Lafayette Boulevard.<br>• Install signs directing visitors to the national cemetery main gates. | Treatment Task 1: Enhance Historic Character of Cemetery Approach Triangle. | 243318 FRSP-FVC Grounds<br><br>24291 FVC Walkways | Replacement of existing circuitious walk from the visitor center to the national cemetery main gates.<br>May required preparation fo a CLR for the visitor center grounds. |
| 3. Improve Accessibility to and within National Cemetery | • Provide Motorized Assistance.<br>• Develop Accessible Walk to Lodge Entrance.<br>• Improve Accessibility of Lower Main Drive and Sidewalk.<br>• Provide Vehicular Access Via Marye's Heights.<br>• Improve Accessibility of Sunken Road Trail. | Treatment Task 10: Pave Select Cemetery Drives.<br><br>Treatment Task 13: Reestablish Historic Character of Lodge Grounds. | Multiple Locations | Goal is to improve accessibilty; all areas of the national cemetery cannot be made universally accessible without adversely affecting the historic landscape.<br><br>Research and planning to assess accessibility needs and feasibility of meeting US Access board guidance for complying with ADA and ABA. |
| **TREATMENT CONCEPTS - BURIAL GROUNDS** | | | | |
| 4. Restore and Ensure Stability of Terraces | • Undertake a topographic survey to document existing conditions and identify areas that require regrading.<br>• Institute a monitoring system.<br>• Undertake archeological testing and ground-penetrating radar to determine the existence and function of subsurface drainage structures.<br>• Identify drainage patterns during major rain events.<br>• Assess existing defunct irrigation lines.<br>• Repair and maintain turf.<br>• Plant trees that are less susceptible to windthrow. | Treatment Task 8: Renovate Cemetery Lawn.<br><br>Treatment Task 5: Align and Clean Grave Markers.<br><br>Treatment Task 7: Plant Trees in Burial Grounds. | 23583 National Cemetery Grounds | Liklihood of increased major storm events necessitates planning to ensure terraces do not fail, as they did in 2020-2021 at Vicksburg National Cemetery. |

**TABLE 4.1. TREATMENT CONCEPTS SUMMARY**
Fredericksburg National Cemetery

| Treatment Task Concept | Preliminary Scope | Related Tasks, Issues | FMSS Location | Notes |
|---|---|---|---|---|
| **TREATMENT CONCEPTS – CEMETERY GROUNDS** | | | | |
| 5. Return Public Access to the Lodge | • Return historic use of front room / office for visitor orientation and interpretation.<br>• Would require accessible entrance to lodge; potential for earthen ramp via service road. | Treatment Concept 6: Repurpose Service Area.<br><br>Treatment Task 13: Reestablish Historic Character of Lodge Grounds. | 23583 National Cemetery Grounds | Requires planning to identify future use and need for public access, together with public use of the service area.<br><br>Requires assessment of accessibility of lodge interior (front room). |
| 6. Repurpose Service Area | • Continued use for maintenance, park staff.<br>• Use for visitor orientation, interpretation; would require accessible route.<br>Alternative 1: Reconstruct service area buildings and structures.<br>Alternative 2: Interpret missing service area buildings and structures. | Treatment Concept 5: Return Public Access to Lodge.<br><br>Treatment Task 14: Reestablish Extents of Service Area. | 23583 National Cemetery Grounds | Requires planning to identify future use and the need for public access to the service area. |

**TABLE 4.2. TREATMENT TASK SUMMARY**
Fredericksburg National Cemetery

| **CLR Treatment Task** (future FMSS work order) | **CLR Treatment Action** (future FMSS Task) | **Related Treatment Recommendations** | **FMSS Location** | **FMSS Work Type/ Subtype** | **Maintenance Needed** |
|---|---|---|---|---|---|
| **TREATMENT TASKS - CEMETERY SURROUNDINGS** | | | | | |
| 1. Enhance Historic Character of Cemetery Approach Triangle | • Remove existing concrete walkway; retain curb.<br>• Rebuild the historic roadbed of National Boulevard, using pavement similar in character to Sunken Road.<br>• Extend earth-gravel surface of Sunken Road south to Lafayette Boulevard to reestablish historic roadbed.<br>• Rebuild two-track stone crosswalk across Sunken Road.<br>• Remove red maple that obstruct the approach view; do not replant.<br>• Install guiderail along Lafayette Boulevard.<br>• Retain Lafayette Boulevard light pole and street signs. | Treatment Concept 1: Return Approach Road Character to Lafayette Boulevard.<br><br>Treatment Task 2: Install Cemetery Entrance Signs. | 243318 FRSP-FVC Grounds<br><br>24291 FVC Walkways<br><br>243319 FRSP-FBF Sunken Road & Willis Hill<br><br>City right-of-way (?) | Capital Improvement | Additional maintenance for extension of Sunken Road earthen surface |
| 2. Install Cemetery Entrance Signs | • Remove existing small NPS cemetery identification sign facing Lafayette Boulevard.<br>• Install primary cemetery sign in center of approach triangle, on axis with westbound Lafayette Boulevard.<br>• Install secondary sign near entrance gates along Sunken Road.<br>• Install secondary sign outside north gate of cemetery along Sunken Road Trail. | | 243319 FRSP-FBF Sunken Road & Willis Hill<br><br>23583 National Cemetery Grounds | Capital Improvement | Painting of poles on secondary signs. |
| 3. Install Grave Locator | □ Alternative 1: Install iron tablet with cemetery map, similar to Antietam National Cemetery, outside main gates and north gates.<br>□ Alternative 2: Construct grave-locator kiosk similar to those used at VA national cemeteries, outside main gate and north gate. | Treatment Task 12: Install Section Markers.<br><br>Treatment Task 7: Replace Missing Tablets. | 243319 FRSP-FBF Sunken Road & Willis Hill<br><br>23583 National Cemetery Grounds | Capital Improvement | Grave Locator Kiosk supplies (unless digital) |
| 4. Add Windbreak and Screening Trees on Willis Hill Tract | • Plant scattered windbreak trees in meadow north of cemetery enclosure wall and west of Willis Cemetery.<br>• Allow young woods along university border to mature and expand to screen views of athletic facilities lights. | Treatment Tasks 7, 13, 14, 16, 18 (tasks with tree planting) | 243319 FRSP-FBF Sunken Road & Willis Hill | Facility Maintenance/ Deferred Maintenance | Watering, pruning, mulching, leaf removal. |
| **TREATMENT TASKS - BURIAL GROUNDS** | | | | | |
| 5. Align and Clean Grave Markers | • Undertake a conditions survey.<br>• Fill or cut, or remove heavy thatch to restore intended exposure of grave marker.<br>• Realign shifted, sunken, and heaved grave markers so they are in lateral and longitudinal alignment.<br>• Do not install concrete footings or aprons.<br>• Repair damaged headstones in-kind.<br>• Gently clean markers; do not | Task 8: Renovate Cemetery Lawn. | 23583 National Cemetery Grounds | Facility Maintenance/ Deferred Maintenance | Cyclic cleaning and realignment |

**TABLE 4.2. TREATMENT TASK SUMMARY**
Fredericksburg National Cemetery

| **CLR Treatment Task** (future FMSS work order) | **CLR Treatment Action** (future FMSS Task) | **Related Treatment Recommendations** | **FMSS Location** | **FMSS Work Type/ Subtype** | **Maintenance Needed** |
|---|---|---|---|---|---|
| | remove patina. | | | | |
| 6. Install Section Markers | • Fabricate low granite posts and inscribe with section/terrace number/letter.<br>• Install along the front of the sections, A-a through D-c.<br>• Install at the end of the terraces along the main drive (north and south legs). | Treatment Task 3: Install Grave Locator. | 23583 National Cemetery Grounds | Capital Improvement | Grass trimming |
| 7. Plant Trees in Burial Grounds | • Plant trees on the edge of burial sections along the cemetery drives (allees).<br>• Plant specimen trees within the burial sections.<br>• Plant specimen trees on the terraces and rows of redcedars along the brick terrace steps. | Treatment Tasks 4, 13, 14, 16, 18 (tasks with tree planting) | 23583 National Cemetery Grounds | Facility Maintenance/ Deferred Maintenance | Watering, pruning, mulching, leaf removal |
| 8. Renovate Cemetery Lawn | • Maintain well-tended, overall consistent appearance, repair depressions and remove coarse weeds (also applies to lawn outside of burial grounds).<br>□ Alternative 1: Maintain historic cool-season grasses; remove and replace zoysiagrass.<br>□ Alternative 2: Convert entire lawn to zoysiagrass. | Treatment Concept 4 – Repair and Ensure Stability of Terraces.<br><br>Treatment Task 5: Align and Clean Grave Markers. | 23583 National Cemetery Grounds | Facility Maintenance/ Deferred Maintenance | Mowing, trimming, fertilizing, spot repair |
| 9. Add New Grave for Unknown Remains | • Dig grave to receive city-held and future unknown Civil War remains<br>• Install government grave marker | | 23583 National Cemetery Grounds | Capital Improvement | Grass trimming |
| **TREATMENT TASKS - CEMETERY GROUNDS** | | | | | |
| 10. Pave Select Cemetery Drives | • Pave select cemetery drives:<br>□ Alternative 1: Resurface main drive, service road, drive along the top of the terraces, and four axial drives.<br>□ Alternative 2: Same as alternative 1, plus pavement on perimeter drives to form complete loops.<br>□ Alternative 3: Resurface all drives, except for those used for graves and the steep drive at the south end of the terraces.<br>• Undertake archeological testing to confirm dimensions of roadbeds beneath turf and avoid brick gutters.<br>• Remove existing brick pavement.<br>• Retain or replace concrete pavement.<br>• Use a pavement that has the character of historic gravel/earth, and is durable, does not require excavation into historic roadbeds, and meets ADA standards. | Treatment Concept 3: Improve Accessibility to and within National Cemetery.<br><br>Treatment Task 7: Plant Trees in Burial Grounds. | 23583 National Cemetery Grounds<br><br>23732 Marye's Heights National Cemetery Road RT 0408<br><br>23730 National Cemetery Trail | Facility Maintenance/ Deferred Maintenance | Edging / turf trimming, sweeping, pavement repair |

**TABLE 4.2. TREATMENT TASK SUMMARY**
Fredericksburg National Cemetery

| **CLR Treatment Task** (future FMSS work order) | **CLR Treatment Action** (future FMSS Task) | **Related Treatment Recommendations** | **FMSS Location** | **FMSS Work Type/ Subtype** | **Mainten-ance Needed** |
|---|---|---|---|---|---|
| 11. Replace Missing Tablets and Repaint in Regulation Colors | • Replace 4 missing Bivouac tablets, 4 Act of Congress tablets, and 1 General Orders tablet.<br>• Mount tablets on wood posts at historic height (1 foot off ground), within turf (no concrete pads)<br>• Paint tablets in regulation colors.<br>• Move battlefield identification tablets. | Treatment Task 3: Install Grave Locator (Alternative 1 - tablet). | 23583 National Cemetery Grounds | Facility Maintenance/ Deferred Maintenance | Painting, grass trimming |
| 12. Add Settees and Paint in Regulation Color | • Maintain existing historic settees and repaint in regulation color.<br>• Add new settees.<br>  Alternative 1: Replicate historic design.<br>  Alternative 2: Use commercially-available bench with similar character. | | 23583 National Cemetery Grounds | Facility Maintenance/ Deferred Maintenance | Painting |
| 13. Reestablish Historic Character of Lodge Grounds | • Remove or relocate non-historic features.<br>• Paint lodge in regulation colors.<br>• Plant hedges along front and west sides of lodge yard.<br>• Plant specimen trees.<br>• Rebuild concrete entrance walk and sidewalk in brick.<br>• Return cast-iron planter vase.<br>• Replicate missing hitching post and block.<br>• Plant vines on lodge porch.<br>• Establish circular bed (1st Corps badge). | Treatment Concept 5: Return Public Access to the Lodge.<br><br>Treatment Task 7: Replace Missing Tablets.<br><br>Treatment Tasks 4, 7, 14, 16, 18 (tasks with tree planting).<br><br>Task 16 (Corps-badge flowerbeds in triangle). | 23583 National Cemetery Grounds | Facility Maintenance/ Deferred Maintenance | Pruning, hedge shearing, watering, leaf removal, annual planting |
| 14. Reestablish Extents of Service Area | • Reestablish pavement on service road along existing alignment (Task 10).<br>• Uncover or rebuild brick pavement of service yard.<br>• Plant two trees.<br>• Replant hedges along east and west sides of service area. | Task 10: Pave Select Cemetery Drives<br>.<br>Treatment Tasks 4, 7, 13, 16, 18 (tasks with tree planting). | 23583 National Cemetery Grounds | Facility Maintenance/ Deferred Maintenance | Pruning, hedge shearing, watering |
| 15: Plant Shrubs at Center and 5th Corps Monument | • Plant conical red-cedars around the center at the intersection of the four drives<br>• Plant four conical evergreens at corners of 5th Corps monument mound. | Treatment Tasks 13, 14, 16, 18 (tasks with shrub plantings). | 23583 National Cemetery Grounds | Facility Maintenance/ Deferred Maintenance | Watering, pruning, mulching |
| 16. Reestablish Plantings in the Triangle | • Plant trees.<br>• Plant deciduous shrubs.<br>• Establish heart (24th Corps badge) and two circular (1st Corps) beds.<br>• Plant beds.<br>  Alternative 1: shrub roses and flowering annuals.<br>  Alternative 2: shrub roses and perennials.<br>  Alternative 3: flowering shrubs. | Treatment Tasks 13, 14, 15, 18 (tasks with shrub planting)<br><br>Treatment Task 13 (Corps-badge bed in lodge yard)<br><br>Treatment Tasks 4, 7, 13, 14, 18 (tasks with tree planting). | 23583 National Cemetery Grounds | Facility Maintenance/ Deferred Maintenance | Annual planting, weeding, watering, edging<br><br>Potential work of friends group and coordination with Chatham beds |

**TABLE 4.2. TREATMENT TASK SUMMARY**
Fredericksburg National Cemetery

| **CLR Treatment Task** (future FMSS work order) | **CLR Treatment Action** (future FMSS Task) | **Related Treatment Recommendations** | **FMSS Location** | **FMSS Work Type/ Subtype** | **Mainten-ance Needed** |
|---|---|---|---|---|---|
| 17. Improve Visibility of Flagstaff | • Remove tall American holly that is obstructing view of flag from entrance.<br>• Prune sugar maple south of flagstaff.<br>• Maintain regulation color scheme.<br>• Ensure adequate lighting. | Treatment Task 1: Enhance Historic Character of Cemetery Approach Triangle.<br><br>Treatment Task 10: Pave Select Cemetery Drives (move flagstaff guy wires). | 23583 National Cemetery Grounds | Facility Maintenance/ Deferred Maintenance | Painting |
| 18. Reestablish Circle as Ceremonial Area | • Undertake archeological survey to confirm location of drives, brick gutters, rostrum foundation.<br>• Move Parker's Battery monument.<br>• Relocate the battlefield identification tablet and battlefield compass.<br>• Remove NPS interpretive wayside and two overgrown boxwoods.<br>• Pave the circular drive (part), per Task 10.<br>• Plant large shade trees.<br>• Plant shrubs.<br>• Create viewshed opening in the south woods beyond the enclosure wall.<br>• Create a place for speakers and performers.<br>  Alternative 1: reconstruct iron rostrum.<br>  Alternative 2: reconstruct brick podium of rostrum.<br>  Alternative 3: build paved patio on footprint of rostrum.<br>• Place settees around perimeter of area (Task 12)<br>• Install Act of Congress tablet (Task 11) | Treatment Task 10: Pave Select Cemetery Drives.<br><br>Treatment Task 11: Replace Missing Tablets.<br><br>Treatment Task 12: Add Settees.<br><br>Treatment Tasks 13, 14, 15, 16 (tasks with shrub planting)<br><br>Treatment Tasks 4, 7, 13, 14, 16 (tasks with tree planting). | 23583 National Cemetery Grounds | Facility Maintenance/ Deferred Maintenance | Pruning, watering, mulching, painting, trimming, viewshed / forest management |

# Cultural Landscape Report
# Fredericksburg National Cemetery

Fredericksburg and Spotsylvania
National Military Park
Fredericksburg, Virginia

## Treatment Plan


**National Park Service**
**Olmsted Center for Landscape Preservation**
www.nps.gov/oclp

in partnership with
Center for Cultural Landscape Preservation
SUNY College of Environmental
Science and Forestry, www.esf.edu/la/cclp


### MAJOR SOURCES

1. City of Fredericksburg GISite visit 2017 - 2022
2. NPS GIS Data 2022
3. Site visits August 2022, January 2023

### DRAWN BY

Arleen Bartels and John Auwaerter, Adobe Illustrator 2024

### LEGEND

- Feature to add
- Feature to remove
- Road - unpaved
- Road - asphalt
- Walk brick / concrete
- Building
- Stairs
- Monument/Marker
- A-c Division-Section
- Brick Enclosure Wall
- Steps (brick)
- Interpretive Wayside
- Headstones - granite / marble
- Iron tablet, Hitching post-block
- Gun monument, Shot pyramid
- Settee, Hydrant
- Drain - inlet, pipe
- Section marker (proposed)
- Woods
- Tree: deciduous, evergreen
- Shrub: deciduous, evergreen
- Planting bed
- Mown turf
- Meadow or earth
- Bank
- 2 ft contours

### NOTES

1. Plan shows existing conditions as of 2024.
2. All features shown in approximate scale and location.
3. Tree canopies shown at approximately 1-5 years old.
4. Tree species key in parentheses = future replacement.
4. Treatment shown is schematic and not intended for construction.

0′ 25′ 50′ 100′

**Drawing 4.0**

**TREE AND SHRUB KEY** (existing and proposed)
* documented historic species

| | | |
|---|---|---|
| Ab | *Abies balsamea* | Balsam fir * |
| Abf | *Abies firma* | Momi fir |
| Af | *Acer x freemanii* | Freeman maple |
| Ah | *Aesculus hippocastanum* | Horse chestnut * |
| Ap | *Acer platanoides* | Norway maple * |
| Ar | *Acer rubrum* | Red maple * |
| As | *Acer saccharum* | Sugar maple * |
| Bx | *Buxus microphylla* | Boxwood * |
| Cc | *Cercis canadensis* | Redbud |
| Cg | *Carya glabra* | Pignut hickory |
| Cb | *Catalpa bignonioides* | Southern catalpa * |
| Cf | *Cornus florida* | Flowering dogwood * |
| Ch | *Cephalotaxus harring.* | Japanese Plum Yew * |
| Ck | *Cladastris kentuckea* | Yellowwood |
| Co | *Celtis occidentalis* | Hackberry |
| Cp | *Chameacyparis pisifera* | Plume False cypress * |
| Fs | *Fagus sylvatica* | European beech |
| Gb | *Ginko biloba* | Maidenhair Tree * |
| Gd | *Gymnocladus dioicus* | Kentucky coffee-tree |
| Gt | *Gleditsia triancanthos* | Honeylocust |
| Ha | *Hydrangea arborescens* | Wild hydrangea |
| Hc | *Halesia carolina* | Carolina silverbell |
| Hh | *Hedera helix* | English ivy * |
| Hq | *Hydrangea aquercifolia* | Oakleaf hydrangea |
| Ic | *Ilex crenata* | Japanese holly |
| Io | *Ilex opaca* | American holly |
| Jn | *Juglans nigra* | Black walnut * |
| Jc | *Juniperus chinensis 'Het.'* | Green columnar juniper |
| Jv | *Juniperus virginiana* | Eastern red-cedar * |
| Lt | *Liriodendron tulipifera* | Tuliptree * |
| Ma | *Magnolia acuminata* | Cucumbertree |
| Mg | *Magnolia grandiflora* | Southern magnolia * |
| Ms | *Magnolia x soulangeana* | Saucer magnolia |
| Mp | *Maclura pomifera* | Osage-orange * |
| Mt | *Magnolia tripetala* | Umbrella tree |
| Ns | *Nyssa sylvatica* | Black gum |
| Pa | *Picea abies* | Norway spruce * |
| Pac | *Platanus acerifolia* | London planetree |
| Pg | *Picea glauca* | White spruce * |
| Ps | *Pinus strobus* | White pine * |
| Pv | *Pinus virginiana* | Virginia pine |
| Qa | *Quercus alba* | White oak |
| Qb | *Quercus bicolor* | Swamp white oak |
| Qp | *Quercus palustris* | Pin oak |
| Qr | *Quercus rubra* | Red oak * |
| Sv | *Spirea vanhouttei* | Vanhoutte spirea |
| Ta | *Tilia americana* | American linden |
| Tc | *Tsuga canadensis* | Eastern hemlock * |
| Td | *Taxodium distinchum* | Bald cypress * |
| To | *Thuja occidentalis* | Arborvitae * |
| Vp | *Viburnum prunifolium* | Blackhaw viburnum |
| Wf | *Weigelea florida* | Weigela |

Task 4: Add Windbreak Trees

Task 9: Add New Grave for Unknown Remains

Task 11

Task 11 (move from The Triangle)

Task 2: Install Cemetery Entrance Signs (Secondary sign - mast-arm)

Task 3: Add Grave Locator (tablet or kiosk)

**Task 14: Reestablish Extents of Service Area** (see fig. 4.49)
- Return brick pavement to service yard
- Plant hedges
- Plant trees

**Task 13: Reestablish Historic Character of Lodge Grounds** (see fig. 4.47)
- Remove incompatible features
- Replant missing trees and hedges
- Return missing small-scale features
- Return historic pavement
- Paint lodge exterior in regulation colors

Task 2: Install Cemetery Entrance Signs (Secondary sign - mast-arm)

Historic Cemetery Approach (National Boulevard)

Task 3: Add Grave Locator (Alternate 2 - kiosk)

Task 17: Improve Visibility of Flagstaff
- Remove holly tree, prune others

**Task 1: Enhance Historic Character of Cemetery Approach Triangle** (see fig. 4.22)
- Reestablish historic roadbeds and stone track crosswalk
- Remove obstructing red maple to open approach view
- Install guiderail

Task 2: Install Cemetery Entrance Signs (Primary sign - brick wall )

Task 3: Add Grave Locator (Alternate 1 - tablet with map)

Task 15: Plant Shrubs at 5th Corps Monument

**Task 16: Reestablish Plantings in the Triangle** (see fig. 4.50)
- Plant trees and shrubs
- Reestabish Corps badge beds

Task 7: Replant red-cedar allee along brick steps

Task 15: Plant Shrubs around Center

Task 7: Replant red-cedar allee along brick steps

Task 6: Add Section Markers

Task 7: Plant specimen trees on terraces

Task 5: Align and Clean Grave Markers

**Task 7: Plant Trees in Burial Grounds**
- Plant trees along edges of sections (allees)
- Plant specimens within burial sections
- Plant specimens on terraces
- Plant red-cedar allees along terrace steps

**Task 8: Renovate Cemetery Lawn**

**Task 10: Pave Select Cemetery Drives** (alternative 1 shown)

**Task 11: Return Missing Tablets and Repaint**

**Task 12. Add and Repaint Settees** (typical locations shown)

**Task 18: Reestablish Circle as Ceremonial Area** (see fig. 4.54)
- Remove or relocate non-historic features
- Plant shrubs, shade trees
- Create viewshed opening in woods
- Reconstruct rostrum (alternate 1)
- Add settees, tablet (tasks 11, 12)

Rostrum

Shrubs: Ha, Hq, Sv, Vp

Shrubs: Ha, Hc, Ic, Vp, Wf

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# APPENDIX A

## STANDARD FEATURES OF CIVIL-WAR ERA NATIONAL CEMETERIES

Compiled from Quartermaster General, *Regulations for the Government of National Cemeteries* (Washington: Government Printing Office, 1911), and national cemetery quarterly report forms.

| | |
|---|---|
| **Approach Road** | The road leading to the main cemetery entrance (also called "approach roadway"). |
| **Bronze Shield** | The bronze plaque affixed to one of the gun monuments (cannon) showing date of cemetery establishment and burial record tally. |
| **Burial Record** | The official record of all burials in the cemetery; following a running numbering system based on order of burial recording the name, rank, and service. |
| **Block** | A low, square post used to mark the graves of unknown soldiers of the Civil War; granite (Fredericksburg). |
| **Division** | The major organization of the graves; subdivided into sections. |
| **Drives** | The primary internal circulation features of the cemetery intended for vehicles. |
| **Flagstaff** | The flagpole, usually at the center of the cemetery. |
| **Flagstaff Mound** | The raised ground from which the flagstaff rises. |
| **Gov't. Flat Marker** | A ledger-style grave marker issued by the federal government beginning in 1936 to mark veteran graves. |
| **Gov't. Headstone** | An upright slab grave marker issued by the federal government, first specified in 1873 for Civil War veterans; granite (Fredericksburg). |
| **Grave Mound** | The mound of earth placed upon a newly-dug grave, intended to serve as fill as the grave sunk due to decomposition. |
| **Gun Monuments** | Upright cannon, typically placed near the flagstaff; four at larger cemeteries, one at smaller cemeteries; ornamented by shot and a bronze shield with a cannonball for a finial. |
| **Gutter** | An earthen or brick-lined drainage swale along drives and walks. |
| **Headboard** | A temporary grave marker made of painted wood, height of 18 inches above grade; used by the federal government to mark Civil War graves prior to 1873; subsequently also erected immediately after interment if a headstone was not available. |
| **Inclosure** | The perimeter area of a national cemetery, usually a stone or brick wall. Modern spelling: Enclosure. |
| **Inclosure wall** | The perimeter wall enclosing the burial grounds; usually stone or brick. |
| **Lodge** | The residence of the cemetery superintendent and cemetery office. |
| **Monument** | A grave marker or other commemorative feature. |
| **Non-Gov't Headstone** | A headstone not furnished by the federal government (also referred to as private headstones or markers). |

| | |
|---|---|
| **Outbuilding** | The cemetery utility building; also known as the stable-toolshed or garage. |
| **Rostrum** | An elevated structure used for addresses; a bandstand. |
| **Sections** | Subdivisions of a Division. |
| **Settees** | **Lawn seats (b**enches). |
| **Shot** | Canon balls in pyramidal form; initially placed at each gun monument. |
| **Tablets** | Rectangular angled iron plaques with raised text painted black with aluminum accents, mounted on low posts. Standard types: Inscription (Bivouac of the Dead), Act of Congress, General Orders, Lincoln Memorial (Gettysburg Address; painted with copper-bronze accents). |
| **Walks** | Secondary internal circulation for pedestrians, usually turf between grave rows. |

#### Other Cemetery Terminology

| | |
|---|---|
| **Footstone** | A small stone marker at the foot of a grave. |
| **Grave marker** | A general term for any monument used to mark a grave. |
| **Gravestone** | A general term for a headstone, footstone, or other grave marker made of stone. |
| **Headstone** | An upright tablet (slab) grave marker placed at the head of the grave. |
| **Ledger stone** | A grave marker laid flush with the ground. |
| **Tablet** | A slab-type upright headstone (term also used for iron signs in national cemeteries). |

## APPENDIX B

### INSCRIPTION TABLET VERSES

In 1881–1882, the Army's Rock Island (IL) Arsenal produced commemorative iron tablets known officially as "inscription tablets" for installation at each national cemetery in place of earlier painted wood tablets. Each tablet featured one of seven half-stanzas from Theodore O'Hara's 1847 twelve-stanza poem, The Bivouac of the Dead. The Arsenal identified the verses by letters A through G. Fredericksburg received ten tablets: one each of C, D, E, and F, and two of A, B, and G. One tablet had been removed by 1909, six remain (2024).

Sources: Superintendent Melker Jeffery, Quartermaster cemetery inspection questionnaire, 1909 (National Archives, research courtesy of Donald Pfanz); existing site inspection.

A. The muffled drum's sad roll has beat
The soldier's last tattoo;
No more on Life's parade shall meet
That brave and fallen few (2; 2 exist)

B. On fame's eternal camping ground
Their silent tents to spread,
And glory guards, with solemn round
The bivouac of the dead (2; 1 exists)

C. No rumor of the foe's advance
Now swells upon the wind;
Nor troubled thought at midnight haunts
Of loved ones left behind; (1; 1 exists)

D. No vision of the morrow's strife
The warrior's dreams alarms;
No braying horn or screaming fife
At dawn shall call to arms. (1; 1 exists)

E. The neighing troop, the flashing blade,
The bugle's stirring blast,
The charge, the dreadful cannonade,
The din and shout, are past (1; 0 exist)

F. Your own proud land's heroic soil
Shall be your fitter grave;
She claims from war his richest spoil—
The ashes of her brave. (1; 0 exist)

G. Rest on embalmed and sainted dead!
Dear as the blood ye gave;
No impious footstep here shall tread
The herbage of your grave (2; 1 exists)

## APPENDIX C

### PATH & TRAIL SURFACE ALTERNATIVES FOR CULTURAL LANDSCAPE APPLICATIONS (EXCERPT)

For access to the complete document, use link below or contact the NPS Park Cultural Landscapes Program (WASO). To avoid the appearance of product endorsement, the online document is not for public access.

DataStore - Field Notes: Path & Trail Surface Alternatives for Cultural Landscape Applications (nps.gov)

# field notes

The shared ideas of NPS cultural landscape specialists

## Path & Trail Surface Alternatives for Cultural Landscape Applications

NPS professionals working to preserve the historic character of unpaved circulation systems in cultural landscapes have long looked for design solutions to achieve stable and slip-resistant surfaces. In the last decade, the array of products for stabilizing unpaved surfaces or creating permeable but accessible routes has burgeoned. This document is intended to examine the array of products used by our NPS colleagues in cultural landscapes, and evaluate these experiences.

The products are organized into three sections: 1) Integral Stabilizers or products more commonly regarded as "soil stabilizers" that are mixed into the surface course of the circulation tread; 2) Surface Course Treatments for products applied as a topping upon a compacted base course; and 3) Traditional Solutions for the tried and trusted materials that may still have some advantages over the newer products.

In addition to product details, evaluations and links to manufacturer's websites, the document provides a summary ranking of the products and links to other resources on surfacing alternatives authored by other organizations. Please consider sharing your experiences with these and other path and trail surface alternatives for cultural landscapes with the NPS WASO Park Cultural Landscapes Program.

*Filterpave* on ACAD's Ocean Path.

**INSIDE**

General Considerations
*Tips before you begin*

Products At-A-Glance
*Summary ranking of Stable Surface Alternatives*

Integral Stabilizers
*Listing of integral stabilizer products*

Surface Course Treatments
*Listing of Surface Course Treatment products*

Traditional Solutions
*General surfacing solutions*

Resources
*Additional resources and evaluations*

Appendix

## General Considerations

As a result of collecting experiences across a wide range of projects and locations, some general guidelines emerged that should be considered at the beginning of any path or trail surfacing project.

- **Ask around.**

Reach out to the NPS colleagues cited in this document to learn more about their experience with particular products.

- **Conduct market research.**

Conduct market research to verify the suitability of a product for the cultural landscape.

- **Know your site.**

Consider the site conditions and whether a surfacing product's installation requirements can be met, especially with regard to equipment access. Communicate with the manufacturer regarding specifications and talk to your vendor about their past experiences with the product. Determine your accessibility goals.

- **Mind the gap.**

The success of an installation may be determined by its edges. Edge conditions such as slope, availability of native fill material, and erosion containment can influence how well a product performs.

- **Test first.**

Use test plots to sample products before committing to a design solution. Parks that used test plots to make key decisions, such as color choice and product durability, were more satisfied with the end result.

- **Different results in different places.**

Site conditions and installation procedures can mean success in one park and failure in another. Regional considerations, including weather (snow pack, freeze/thaw cycles) and product availability will limit product options.

- **Consider maintenance.**

What are the park's maintenance expectations, e.g., how long does the park need the application to last? Is the park able to provide maintenance such as eliminating weeds? What equipment will be used to perform maintenance and can the product support it?

# APPENDIX D

## TALLY OF RECOMMENDED TREE AND SHRUB PLANTINGS

Treatment Tasks 7, 13, 14, 15, 16, and 18

| **TREE AND SHRUB PLANTING TALLY**<br>Fredericksburg National Cemetery | | | | |
|---|---|---|---|---|
| **Treatment Task #** | **Task Name** | **Description** | **Shrubs** | **Trees** |
| 4 | Add Windbreak and Screening Trees on Willis Hill Tract | Plant trees along north enclosure wall, including walnut, oaks, and white pine | 0 | 12 |
| 7 | Plant Trees in Burial Grounds | Plant trees along edges of burial sections (drives).<br>Plant specimen trees within burial sections.<br>Plant specimen trees on terraces.<br>Plant Eastern red-cedars along terrace steps. | 0 | 142 |
| 13 | Reestablish Historic Character of Lodge Grounds | Plant specimen Southern catalpa, Autumn Blaze maple, and Eastern red-cedar.<br>Plant boxwood hedges along front and west side of yard. | 45 (approximate) | 3 |
| 14 | Reestablish Extents of Service Area | Plant two Freeman maples.<br>Plant Japanese plum yew hedge and Osage orange hedge | 75 (approximate) | 2 |
| 15 | Plant Shrubs at Center and 5th Corps Monument | Plant conical junipers around 5th Corps mound, and conical junipers around center. | 12 | 0 |
| 16 | Reestablish Plantings in the Triangle | Plant two magnolias and one Norway spruce.<br>Plant six individual and four masses of shrubs. | 23 | 3 |
| 18 | Reestablish Circle as Ceremonial Area | Plant shade trees (basswood, hackberry).<br>Planting five masses of deciduous shrubs around perimeter. | 18 | 5 |
| **TOTAL TALLY** | | | 173 | 167 |

# APPENDIX E

## MASTER LIST OF TREE AND SHRUB RECOMMENDATIONS

**APPENDIX E**
**TREE AND SHRUB SPECIES LIST** **Fredericksburg National Cemetery** Zone 7a – EPA Ecoregion 45f, acidic soils

| Historic | Existing | Recommed -dation | Drawing Key | Scientific Name | Common Name | Exposure | Dimensions (w x h - max) | Moisture / Soil | Serious Diseases/Pests | Notes |
|---|---|---|---|---|---|---|---|---|---|---|
| **Shrubs** | | | | | | | | | | |
| H | E | R | Bm | *Buxus microphylla* | Boxwood | Sun-part shade | 4x3' | Average, well drained | Boxwood blight; Box moth (emerging pest) | Use blight resistant, low varieties (for lodge grounds hedges), such as 'Winter Gem' or *'B.m. var koreana x Buxus sempervirens* 'Green Gem." 'Franklin's Gem' also blight resistant variety. |
| H | | R | Ch | *Cephalotaxus harringtonia 'fastigiata'* | Japanese Plum Yew | Sun-part shade | 10'x10' | Average | | Yew-like shrub, takes partial shade and is resistant to deer. Variety has upright habit suitable for a hedge. |
| | | R** | Ha | *Hydrangea arborescens* | Smooth Hydrangea | Part shade | 4'x4' | Average, moist | Deer browsing | Native species. There are good dwarf varieties available, such as "Invincible Wee White." |
| | | R | Hq | *Hydrangea quercifolia* | Oakleaf Hydrangea | Sun-part shade | 8'x8' | Well-drained, moist | Deer browsing | Native to Southeast. |
| | E | R | Ic | *Ilex crenata* | Japanese Holly | Sun-part shade | 7.5x7.5' | Moist to sandy dry | | Alternative for boxwood in hedges: 'Soft Touch' (to 3' tall); Steeds for pyramidal shrubs. |
| | | R | Jc | *Juniperus chinensis* | Green Columnar Juniper | Sun | 4'x8' | Tolerates poor, dry | Juniper blight | 'Hetzii Columnaris'. 'Tolerant of heat and cold. |
| H | | R | Mp | *Maclura pomifera* | Osage-orange | Sun-part shade | 50'x50' | Drought and wind tolerant | | A tree but historically managed in the cemetery as a hedge. Use a thornless cultivar and male trees to avoid large fruits. |
| | | R | Pl | *Philadelphus coronarius* | Mock Orange | Sun-part shade | 7' x 7' | Average, loam, sandy | | Possible historic species. |
| | | R | Sv | *Spirea vanhouttei* | Vanhoutte spirea | Sun | 8'x10' | Average, well drained | | Possible historic species. |
| H | | NR | Tb | *Taxus baccata* | English Yew | Sun-shade | 20'x45' | Average, moist | Deer browsing | Not recommended because at upper end of zone due to CC (Z6-7). |
| H | | NR | Tc | *Taxus cuspidata* | Japanese Yew | Sun-shade | 25'x50' | Average, moist | Deer browsing | Not recommended because at upper end of zone due to CC (Z6-7) and due to deer browsing. |
| | | R** | Vp | *Vibunum prunifolium* | Blackhaw viburnum | Sun-part shade | 8'x13' | Well drained, clay tolerant | | Native species. Needs to be pruned to be kept in shrub form. |

**APPENDIX E**
**TREE AND SHRUB SPECIES LIST Fredericksburg National Cemetery** Zone 7a – EPA Ecoregion 45f, acidic soils

| Historic | Existing | Recommend-ation | Drawing Key | Scientific Name | Common Name | Exposure | Dimensions (w x h - max) | Moisture / Soil | Serious Diseases/Pests | Notes |
|---|---|---|---|---|---|---|---|---|---|---|
| | | R | Wf | *Weigela florida* | Weigela | Sun-light shade | 12'x10' | Average, well-drained | | Over time produces deadwood that needs pruning. Native to Asia. Possible historic species. |
| **Sub-Canopy Trees** | | | | | | | | | | |
| | E | R** | Cc | *Cercis canadensis* | Eastern Redbud | Sun-part sun | 30' x 40' | Average, clay | | Often requires pruning to remove deadwood. |
| H | E | NR | Cf | *Cornus florida* | Flowering Dogwood | Sun-part shade | 12' x 20' | Clay, well drained, acidic | Dogwood anthracnose | There are anthracnose resistant varieties that have a similar character, such as *Cornus 'Rutcan'*, a cross with Korean dogwood (*Cornus kousa*).,. |
| H | | R | Ch | *Cephalotaxus harringtonia* | Japanese Plum Yew | Part to full shade | Up to 30' | Average, sandy loam | Deer browsing | Slow growing; 4' tall in 10 years; Z6-9. Will require protection from deer browsing. |
| | | R | Hc | *Halesia carolina* | Carolina Silverbell | Sun-part shade | 30' x 35' | Average, moist, well-drained rich; acid | | Native to Piedmont and southern Appalachians. |
| | | R | Ms | *Magnolia x soulangeana* | Saucer Magnolia | Sun-part shade | 25'x25' | Average, moist | | Flowering small tree. |
| | | R | Mt | *Magnolia tripetala* | Umbrella Magnolia | Sun-part shade | 15' x 40' | Average | | Native to eastern North America. |
| H | E | NR | To | *Thuja occidentalis* | Arborvitae | Sun-part shade | 12'x30' | Average, well drained | Deer browsing | Will require protection from deer browsing while young. For narrow hedge, use 'American Pillar' variety. |
| **Tall Trees** | | | | | | | | | | |
| H | E | NR | Ab | *Abies balsamea* | Balsam Fir | Sun-part shade | 50' x 70' | Rich, consistently moist | | Not recommended due CC/heat intolerance (Z 3-6). Momi fir an appropriate replacement. |
| | | R | Af | *Abies firma* | Momi Fir | Sun-part shade | 45'x50' | Average, tolerant of clay/poor drainage | | Hardy Z 6-9. Replacement species for non- heat tolerant firs. Asian species |
| H | | NR | An | *Abies nordmanniana* | Nordmann Fir | Sun-part shade | 45'x60' | Average | | Not recommended because of CC/heat intolerance (Z 4 to 6). |
| H | E | NR | Ap | *Acer platanoides* | Norway Maple | Sun-part shade | 45'x50' | Average, clay | Verticillium wilt | Not recommended; invasive species. Sugar, red, and freeman maples appropriate replacements. |
| H | E | R** | Ar | *Acer rubrum* | Red Maple | Sun-part shade | 40'x55' | Average, well drained. | | Shallow root system. Use improved cultivar, such as 'October Glory.' |

**APPENDIX E**
**TREE AND SHRUB SPECIES LIST Fredericksburg National Cemetery** Zone 7a – EPA Ecoregion 45f, acidic soils

| Historic | Existing | Recommend-ation | Drawing Key | Scientific Name | Common Name | Exposure | Dimensions (w x h - max) | Moisture / Soil | Serious Diseases/Pests | Notes |
|---|---|---|---|---|---|---|---|---|---|---|
| | | R | Af | *Acer x freemanii* | Freeman Maple | Sun-part shade | 40'x55' | Average | | Cross between a silver maple and red maple. 'Jeffersred', sold under name Autumn Blaze, fast-growing variety that may tolerate drought better. |
| H | E | R | As | *Acer saccharum* | Sugar Maple | Sun-part shade | 45'x60' | Average, good drainage; intolerant of -compaction | Verticillium wilt | Marginal hardiness in future due to CC (Z 3-8), so not recommended for widespread planting at Fredericksburg |
| H | E | R | Ah | *Aesculus hippocastanum* | Horse Chestnut | Sun-part shade | 50'x65' | Average, well drained. | Leaf blotch | Leaf blotch caused by a fungus during wet springs can make trees unattractive later in season, but does not affect health of tree. |
| H | | R** | Cg | *Carya glabra* | Pignut Hickory | Sun-part shade | 40'x80' | Average well drained, moist | | Intolerant of shade; tap-rooted. Hard nuts can be a litter issue. |
| H | | NR | Cd | *Castanea dentata* | American Chestnut | Sun | 60'x60' | Average, well drained | Chestnut blight | Not recommended due to Chestnut Blight. |
| H | | R | Cb | *Catalpa bignonioides* | Southern Catalpa | Sun-part shade | 30'x45' | Average, well drained | | Drought tolerant. Large seed pods. |
| | | R | Co | *Celtis occidentalis* | Common Hackberry | Sun-part shade | 40'x60' | Average, clay, poor | Hackberry nipple gall, witches broom | Wind and drought tolerant. Gall disfiguring, but not threatening. Use cultivar resistant to witches broom, such as 'Prairie Pride.' |
| H | | R | Cp | *Chameacyparis pisifera* | Plume False Cyress/Sawara | Sun-part shade | 15'x60' | Average well-drained | | Hardy to Z 8; may be near limit in future due to CC. |
| | | R | Ck | *Cladrastris kentukea* | Yellowwood | Sun | 40'x45' | Well drained | | North American native. Protect from wind; drought tolerant; deep rooted |
| | E | NR | Fs | *Fagus sylvatica* | European Beech | Sun to part shade | 50'x60' | Rich, well-drained | Beech bark disease | No recommended due to CC (Z 4-7) and beech bark disease. If existing trees succomb, replant with London plantetree. |
| H | | NR | Fa | *Fraxinus americana* | White Ash | Sun | 60'x80' | Average | Emerald Ash Borer | Not recommended due to Emerald Ash Borer. Pignut hickory an appropriate |
| H | E | R | Gb | *Gingko biloba* | Gingko/Maidenhair Tree | Sun | 40'x80' | Moist, well drained, toleration of clay-compaction | | Slow growing. Use male to avoid stinky fruit. |

**APPENDIX E**
**TREE AND SHRUB SPECIES LIST** **Fredericksburg National Cemetery** Zone 7a – EPA Ecoregion 45f, acidic soils

| Historic | Existing | Recommed -dation | Drawing Key | Scientific Name | Common Name | Exposure | Dimensions (w x h - max) | Moisture / Soil | Serious Diseases/Pests | Notes |
|---|---|---|---|---|---|---|---|---|---|---|
| | E | R | Gt | *Gleditsia tricanthos inermis* | Thornless Honey Locust | Sun | 60'x80' | Well drained, drought and wind tolerant | Leaf miner | Native tree; small leaves do not need raking. Avoid species due to thorns. |
| | | R | Gd | *Gymnocladus dioicus* | Kentucky Coffee-tree | Sun | 55'x80' | Rich, well-drained, tolerates dry | | Native tree. Use male trees to avoid large seedpods. |
| H | E | R** | Io | *Ilex opaca* | American Holly | Sun-part shade | 20'x30' | Moist, acidic | | |
| H | | NR | Jn | *Juglans nigra* | Black Walnut | Sun-part shade | 85'x85' | Moist, rich | | Not recommended within cemetery due to fruits/nuts that could be a hazard for mowers, pedestrians; recommended for windbreak north of the cemetery on the Willis Hill tract. Suppresses many plants in its understory. |
| H | E | R** | Jv | *Juniperus virginiana* | Eastern Red-cedar | Sun | 25'x65' | Poor, drought tolerant | Cedar apple rust | Old-field tree one of original plantings in cemetery. |
| H | E | R** | Lt | *Liriodendron tulipifera* | Tulip-tree | Sun | 50'x90' | Moist well drained | | Fast-growing tree, somewhat weak wooded, susceptible to limb breakage in high winds; shallow root system. |
| | | R** | Ma | *Magnolia acuminata* | Cucumber-tree | Sun-part shade | 35'x70' | Moist, well-drained; intolerant of extremes | | Native tree; best magnolia for shade/lawn. |
| H | E | R | Mg | *Magnolia grandiflora* | Southern Magnolia | Sun-part shade | 40'x70' | Average | | Broadleaf evergreen. |
| | | R | Ns | *Nyssa sylvatica* | Black gum | Sun-part shade | 30'x50' | Wet and drought tolerant | | Native tree. |
| H | E | NR | Pa | *Picea abies* | Norway Spruce | Sun | 30'x60' | Average, well drained, dry | | NR-struggles south of Z7. |
| | | R | Pac | *Platanus acerifolia* | London planetree | Sun-part shade | 75'x100' | Average, medium to wet, well-drained. | Sycamore anthracnose, cankerstain | Cross with native Sycamore. Varieties 'Columbia' and 'Liberty' more resistant to anthracnose; bark defoliation and fruiting balls require clean-up in summer. |
| H | E | NR | Pg | *Picea glauca* | White Spruce | Sun | 20'x60' | Average, well drained | | Not recommended due to hardiness/CC (Z 2-6). |

**APPENDIX E**
**TREE AND SHRUB SPECIES LIST** **Fredericksburg National Cemetery** Zone 7a – EPA Ecoregion 45f, acidic soils

| Historic | Existing | Recommed -dation | Drawing Key | Scientific Name | Common Name | Exposure | Dimensions (w x h - max) | Moisture / Soil | Serious Diseases/Pests | Notes |
|---|---|---|---|---|---|---|---|---|---|---|
| H | | NR | Po | *Platanus occidentalis* | Sycamore | Sun | 85'x85' | Average, wet | Sycamore anthracnose | Not recommended due to anthracnose in humid climate, which can make the tree unattractive. London planetree recommended as replacement due to greater resistance. |
| H | | NR | Pp | *Picea pungens* | Blue Spruce | Sun | 45'x15' | average | Needlecast | Not recommended due to hardiness/CC (Z 2-6). |
| H | E | R** | Ps | *Pinus strobus* | White Pine | Sun-part shade | 40'x80' | Average, well drained, not tolerant of clay | White pine blister rust. | |
| | | R** | Pv | *Pinus virginiana* | Virginia pine | Sun | 40'-60' | Medium, well-drained; tolerates wide range of soils | | Native to Appalachian foothills. Replacement for heat intolerant evergreens. |
| H | | NR | Pa | *Populus alba* | White Poplar | Sun | 50'-70' | Average | | Not recommended because a non-native invasive species. |
| | | R** | Qa | *Quercus alba* | White Oak | Sun-part sun | 50'x80' | Adaptable, well drained, drought tolerant | Oak wilt potential | Needs large space to grow. |
| | | R | Qb | *Quercus bicolor* | Swamp white oak | Sun | 60'x60' | Average, tolerates wet soils | | Native tree. |
| | | R** | Qr | *Quercus rubra* | Red Oak | Sun | 65'x65' | Average to dry | Oak wilt potential | |
| H | E | NR** | Tc | *Tsuga canadensis* | Eastern Hemlock | Part shade - shade | 30'x55' | Moist, well-drained; intolerant of extremes | Hemlock wooly adelgid | Not recommended due to hemlock wooly adelgid and hardiness/CC (upper range, Z 3-7). |
| H | E | | Td | *Taxodium distichum* | Bald Cypress | Sun | 30'x60' | Average to wet | | Does not grow knees in dry conditions. |
| | | R | Ta | *Tilia americana* | American Linden (Basswood) | Sun-part sun | 50'x80' | Average | | Native tree. Large shade tree. Intolerant of urban conditions. |

## APPENDIX E

**TREE AND SHRUB SPECIES LIST Fredericksburg National Cemetery** Zone 7a – EPA Ecoregion 45f, acidic soils

| Historic | Existing | Recommed -dation | Drawing Key | Scientific Name | Common Name | Exposure | Dimensions (w x h - max) | Moisture / Soil | Serious Diseases/Pests | Notes |
|---|---|---|---|---|---|---|---|---|---|---|
| H | | NR | Tc | *Tsuga caroliniana* | Carolina Hemlock | Part shade - shade | 50'x22' | Average, well drained | Hemlock wooly adelgid | Not recommended due to HMA and CC/upper zone limit ( Z6-7); intolerant of drought |
| H | | NR | Ua | *Ulmus americana* | American Elm | Sun | NR | Average | Dutch elm disease, elm yellows | Not recommended because most Dutch elm disease cultivars are still susceptible to elm yellows. |

**ABBREVIATIONS**
E Existing species (2023)
H Historic species (extant pre-1933)
R Recommended species
NR Not Recommended species
Z USDA Zone hardiness
CC Climate Change
** Virginia DCR Native recommendation for the Piedmont Region

**NOTES**
All species have been filtered for zone hardiness (Zone 7A)
All known historic and existing species are identified.
Within the next 50 years (by 2070), Fredericksburg can expect an increased yearly average of days above 95 degrees to go from 9 to 38-62 days above 95°F. (Marisa/NOAA)
Plant hardiness zones are moving north in the U.S. at 13 miles/decade. (Yale)

**SOURCES**
1. Michael A. Dirr, Dirr's Hardy Trees and Shrubs (Portland: Timber Press, 1997)
2. Missouri Botanica Garden, Plant Finder, htpps://www.missouribotanicalgardenn.org/PlantFinder
3. Virginia Department of Conservation and Recreation, "Native Plants for Conservation, Restoration and Landscaping," https://www.dcr.virginia.gov/natural-heritage/native-plants-finder

# APPENDIX F

## KEY TO 1934 / 1940 TREE INVENTORIES

**TREE KEY – 1934 AND 1940/1942 INVENTORIES (#1–198)**
Fredericksburg National Cemetery

| Key # | Common Name | Botanical Name | | Key # | Common Name | Botanical Name |
|---|---|---|---|---|---|---|
| 1 | Norway maple | *Acer platanoides* | | 101 | Norway maple | *Acer platanoides* |
| 2 | Norway maple | *Acer platanoides* | | 102 | Norway spruce | *Picea excelsor [abies]* |
| 3 | Norway maple | *Acer platanoides* | | 103 | Norway spruce | *Picea excelsor [abies]* |
| 4 | Norway maple | *Acer platanoides* | | 104 | American holly | *Ilex opaca* |
| 5 | [Eastern] Red cedar | *Juniperus virginiana* | | 105 | Norway spruce | *Picea excelsor [abies]* |
| 6 | [Eastern] Red cedar | *Juniperus virginiana* | | 106 | Norway spruce | *Picea excelsor [abies]* |
| 7 | Arborvitae | *Thuja occidentalis* | | 107 | Arborvitae | Thuja occidentalis |
| 8 | Balsam fir | *Abies balsamea* | | 108 | Norway spruce | *Picea excelsor [abies]* |
| 9 | Norway maple | *Acer platanoides* | | 109 | White pine | *Pinus strobus* |
| 10 | Norway maple | *Acer platanoides* | | 110 | Dogwood | *Cornus florida* |
| 11 | [Eastern] Red cedar | *Juniperus virginiana* | | 111 | Norway spruce | *Picea excelsor [abies]* |
| 12 | Norway maple | *Acer platanoides* | | 112 | Arborvitae | *Thuja occidentalis* |
| 13 | Arborvitae | *Thuja occidentalis* | | 113 | White ash | *Fraxinus americana* |
| 14 | [Japanese plum yew] | *Celphaotaxus* | | 114 | Norway spruce | *Picea excelsor [abies]* |
| 15 | Norway maple | *Acer platanoides* | | 115 | Norway maple | *Acer platanoides* |
| 16 | Norway maple | *Acer platanoides* | | 116 | Removed by 1940/42 | |
| 17 | Norway spruce | *Picea excelsor [abies]* | | 117 | [Eastern] Hemlock | *Tsuga canadensis* |
| 18 | Norway maple | *Acer platanoides* | | 118 | Norway spruce | *Picea excelsor [abies]* |
| 19 | Norway maple | *Acer platanoides* | | 119 | Norway maple | *Acer platanoides* |
| 20 | Norway maple | *Acer platanoides* | | 120 | Removed by 1940/42 | |
| 21 | Evergreen magnolia | Magnolia grandiflora | | 121 | Norway maple | *Acer platanoides* |
| 22 | Norway spruce | *Picea excelsor [abies]* | | 122 | Norway maple | *Acer platanoides* |
| 23 | Norway maple | *Acer platanoides* | | 123 | Red maple | *Acer rubrum* |
| 24 | Balsam fir | *Abies balsamea* | | 124 | American elm | *Ulmus americana* |
| 25 | Evergreen magnolia | *Magnolia grandiflora* | | 125 | Norway maple | *Acer platanoides* |
| 26 | Yellow poplar | *Liriodendron tulipifera* | | 126 | Norway maple | *Acer platanoides* |
| 27 | [Eastern] Red cedar | *Juniperus virginiana* | | 127 | Norway maple | *Acer platanoides* |
| 28 | Balsam fir | *Abies balsamea* | | 128 | White ash | *Fraxinus americana* |
| 29 | Removed by 1940/42 | | | 129 | Norway maple | *Acer platanoides* |
| 30 | Removed by 1940/42 | | | 130 | White ash | *Fraxinus americana* |
| 31 | Nordman fir | *Abies nordmanniana* | | 131 | Norway maple | *Acer platanoides* |
| 32 | American elm | *Ulmus americana* | | 132 | Norway spruce | *Picea excelsor [abies]* |
| 33 | [Eastern] Red cedar | *Juniperus virginiana* | | 133 | White pine | *Pinus strobus* |
| 34 | Carolina hemlock | *Tsuga carolinia* | | 134 | Arborvitae | Thuja occidentalis |
| 35 | Norway spruce | *Picea excelsor [abies]* | | 135 | Red maple | *Acer rubrum* |
| 36 | Removed by 1940/42 | | | 136 | Norway maple | *Acer platanoides* |
| 37 | [Eastern] Red cedar | *Juniperus virginiana* | | 137 | Norway maple | *Acer platanoides* |
| 38 | Horse chestnut | *Aesculus hippocastanum* | | 138 | [Eastern] Hemlock | *Tsuga canadensis* |
| 39 | Balsam fir | *Abies balsamea* | | 139 | White ash | *Fraxinus americana* |

**TREE KEY – 1934 AND 1940/1942 INVENTORIES (#1–198)**
Fredericksburg National Cemetery

| | | | | | | |
|---|---|---|---|---|---|---|
| 40 | American elm | *Ulmus americana* | | 140 | Norway spruce | *Picea excelsor [abies]* |
| 41 | American holly | *Ilex opaca* | | 141 | American elm | *Ulmus americana* |
| 42 | Norway spruce | *Picea excelsor [abies]* | | 142 | Norway maple | *Acer platanoides* |
| 43 | American holly | *Ilex opaca* | | 143 | Norway maple | *Acer platanoides* |
| 44 | Norway spruce | *Picea excelsor [abies]* | | 144 | American elm | *Ulmus americana* |
| 45 | Removed by 1940/42 | | | 145 | Norway maple | *Acer platanoides* |
| 46 | Balsam fir | *Abies balsamea* | | 146 | Dogwood | *Cornus florida* |
| 47 | Japanese yew | *Taxus cuspidata* | | 147 | White ash | *Fraxinus americana* |
| 48 | Removed by 1940/42 | | | 148 | Norway spruce | *Picea excelsor [abies]* |
| 49 | [Eastern] Red cedar | *Juniperus virginiana* | | 149 | Black walnut | *Juglans nigra* |
| 50 | Norway spruce | *Picea excelsor [abies]* | | 150 | Sugar maple | *Acer saccharum* |
| 51 | Norway maple | *Acer platanoides* | | 151 | Arborvitae | Thuja occidentalis |
| 52 | Removed by 1940/42 | | | 152 | Red maple | *Acer rubrum* |
| 53 | Norway spruce | *Picea excelsor [abies]* | | 153 | Norway maple | *Acer platanoides* |
| 54 | Norway maple | *Acer platanoides* | | 154 | Bald cypress | *Taxodium distichum* |
| 55 | [Eastern] Red cedar | *Juniperus virginiana* | | 155 | Norway maple | *Acer platanoides* |
| 56 | [Eastern] Red cedar | *Juniperus virginiana* | | 156 | Dogwood | *Cornus florida* |
| 57 | [Eastern] Red cedar | *Juniperus virginiana* | | 157 | Norway maple | *Acer platanoides* |
| 58 | [Eastern] Red cedar | *Juniperus virginiana* | | 158 | Removed by 1940/42 | |
| 59 | Norway maple | *Acer platanoides* | | 159 | Norway maple | *Acer platanoides* |
| 60 | Norway maple | *Acer platanoides* | | 160 | Pignut hickory | *Hicoria [carya] glabra* |
| 61 | Norway maple | *Acer platanoides* | | 161 | White pine | *Pinus strobus* |
| 62 | Removed by 1940/42 | | | 162 | Norway maple | *Acer platanoides* |
| 63 | White pine | *Pinus strobus* | | 163 | [Eastern] Hemlock | *Tsuga canadensis* |
| 64 | Norway maple | *Acer platanoides* | | 164 | Norway maple | *Acer platanoides* |
| 65 | Balsam fir | *Abies balsamea* | | 165 | White ash | *Fraxinus americana* |
| 66 | Norway maple | *Acer platanoides* | | 166 | White ash | *Fraxinus americana* |
| 67 | Removed by 1940/42 | | | 167 | Gingko | *Gingko biloba* |
| 68 | Norway maple | *Acer platanoides* | | 168 | White spruce | *Picea canadensis [glauca]* |
| 69 | Norway spruce | *Picea excelsor [abies]* | | 169 | Norway maple | *Acer platanoides* |
| 70 | Norway spruce | *Picea excelsor [abies]* | | 170 | Removed by 1940/42 | |
| 71 | Removed by 1940/42 | | | 171 | Norway maple | *Acer platanoides* |
| 72 | Norway maple | *Acer platanoides* | | 172 | Norway maple | *Acer platanoides* |
| 73 | English yew | *Taxus baccata* | | 173 | English yew | *Taxus baccata* |
| 74 | Carolina hemlock | *Tsuga carolinia* | | 174 | Nordmann fir | *Abies nordmanniana* |
| 75 | Balsam fir | *Abies balsamea* | | 175 | Norway maple | *Acer platanoides* |
| 76 | White spruce | *Picea canadensis [glauca]* | | 176 | Norway spruce | *Picea excelsor [abies]* |
| 77 | Norway maple | *Acer platanoides* | | 177 | Norway spruce | *Picea excelsor [abies]* |
| 78 | Norway maple | *Acer platanoides* | | 178 | Yellow poplar | Liriodendron tulipifera |
| 79 | White ash | *Fraxinus americana* | | 179 | Balsam fir | *Abies balsamea* |

**TREE KEY – 1934 AND 1940/1942 INVENTORIES (#1–198)**
Fredericksburg National Cemetery

| | | | | | | |
|---|---|---|---|---|---|---|
| 80 | American elm | *Ulmus americana* | | 180 | Horse chestnut | *Aesculus hippocastanum* |
| 81 | Red oak | *Quercus rubra* | | 181 | Norway maple | *Acer platanoides* |
| 82 | Nordmann fir | *Abies nordmanniana* | | 182 | Norway spruce | *Picea excelsor [abies]* |
| 83 | Norway maple | *Acer platanoides* | | 183 | Norway maple | *Acer platanoides* |
| 84 | Arborvitae | *Thuja occidentalis* | | 184 | Balsam fir | *Abies balsamea* |
| 85 | Norway maple | *Acer platanoides* | | 185 | Norway maple | *Acer platanoides* |
| 86 | Pignut hickory | *Hicoria [carya] glabra* | | 186 | Norway maple | *Acer platanoides* |
| 87 | Plume cypress | *Retinispora plumosa* | | 187 | Balsam fir | *Abies balsamea* |
| 88 | American holly | *Ilex opaca* | | 188 | American elm | *Ulmus americana* |
| 89 | White ash | *Fraxinus americana* | | 189 | Removed by 1940/42 | |
| 90 | Thread-leaved cypress | *Retinispora filifera [Chamaecyparis pisifera]* | | 190 | Nordmann fir | *Abies nordmanniana* |
| 91 | Red maple | *Acer rubrum* | | 191 | Norway maple | *Acer platanoides* |
| 92 | American elm | *Ulmus americana* | | 192 | Red maple | *Acer rubrum* |
| 93 | Norway spruce | *Picea excelsor [abies]* | | 193 | English yew | *Taxus baccata* |
| 94 | White pine | *Pinus strobus* | | 194 | Norway maple | *Acer platanoides* |
| 95 | Blue spruce | *Picea pungens* | | 195 | Norway maple | *Acer platanoides* |
| 96 | Blue spruce | *Picea pungens* | | 196 | Norway maple | *Acer platanoides* |
| 97 | Removed by 1940/42 | | | 197 | Norway maple | *Acer platanoides* |
| 98 | Removed by 1940/42 | | | 198 | Norway maple | *Acer platanoides* |
| 99 | [Eastern] Red cedar | *Juniperus virginiana* | | 199 | Arborvitae | *Thuja occidentalis* |
| 100 | [Eastern] Red cedar | *Juniperus virginiana* | | | | |

Source: NPS, Branch of Plans and Design, "Tree Planting Plan, National Cemetery, Fredericksburg & Spotsylvania National Military Park," 1940 updated 1942. NPS Technical Information Center drawing FRSP 326_216.

Notes:

1. 1940 inventory was based on the 1934 inventory, NPS Branch of Forestry, "Tree Key Sketch," NPS Technical Information Center, drawing FRSP 326 140582 1934. No key was found for the 1934 inventory, so the identity of trees that were removed between 1934 and 1940/42 is not known.
2. Most trees predate 1933, since there were 199 trees inventoried in 1934 prior to NPS tree planting; some may have been replaced by NPS between 1934 and 1942.
3. The 1934 tree inventory map is figure 1.151 in the site history. The 1940/42 tree inventory map is figure 1.1.53.

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