

United States Department of the Interior  
National Park Service

# National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form*. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions.

### 1. Name of Property

Historic name: Baltimore National Cemetery

Other names/site number: \_\_\_\_\_

Name of related multiple property listing:

Inter-World War National Cemeteries, 1934-1939

(Enter "N/A" if property is not part of a multiple property listing)

### 2. Location

Street & number: 5501 Frederick Avenue

City or town: Baltimore State: Maryland County: Baltimore City and County

Not For Publication:  Vicinity:

### 3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,

I hereby certify that this  nomination \_\_\_ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

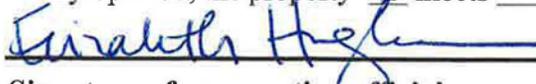
In my opinion, the property  meets \_\_\_ does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

national \_\_\_ statewide \_\_\_ local

Applicable National Register Criteria:

A \_\_\_ B \_\_\_ C \_\_\_ D

<p>Signature of certifying official/Title:            State or Federal agency/bureau or Tribal Government</p>	<p>Date  </p>
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<p>In my opinion, the property <input checked="" type="checkbox"/> meets ___ does not meet the National Register criteria.</p>	
<p>Signature of commenting official:            Director/SHPO</p>	<p>Date          December 10, 2015          Maryland Historical Trust</p>
<p>Title:</p>	<p>State or Federal agency/bureau or Tribal Government</p>

(8-86)

United States Department of the Interior  
National Park Service

NATIONAL REGISTER OF HISTORIC PLACES  
CONTINUATION SHEET

Section \_\_\_\_\_ Page \_\_\_\_\_

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SUPPLEMENTARY LISTING RECORD

NRIS Reference Number: 16000059

Date Listed: 03/08/2016

Baltimore National Cemetery

Baltimore MD

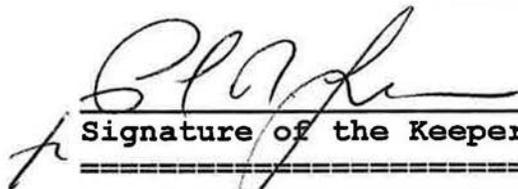
Property Name

County State

Inter-World War National Cemeteries, 1934-39 MPS

Multiple Name

This property is listed in the National Register of Historic Places in accordance with the attached nomination documentation subject to the following exceptions, exclusions, or amendments, notwithstanding the National Park Service certification included in the nomination documentation.

  
\_\_\_\_\_  
Signature of the Keeper

3/9/2016  
\_\_\_\_\_  
Date of Action

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Amended Items in Nomination:

Significance:

*Architecture* is removed as an area of significance.

[While the cemetery's historic main lodge and support buildings display distinctive architectural qualities, the current narrative does not provide specific justification for National Register eligibility under Architecture or Criterion C. As noted previously, the current nomination and MPS focuses exclusively on National Register eligibility under Criterion A. With additional contextual development and evaluation the property might likely qualify for significance under Criteria C in the area of landscape architecture and architecture.]

These clarifications were confirmed with the FPO office.

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DISTRIBUTION:

National Register property file

Nominating Authority (without nomination attachment)

Baltimore National Cemetery

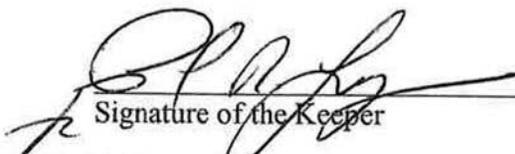
Baltimore City and  
Baltimore County, MD  
County and State

Name of Property

#### 4. National Park Service Certification

I hereby certify that this property is:

- entered in the National Register  
 determined eligible for the National Register  
 determined not eligible for the National Register  
 removed from the National Register  
 other (explain:) \_\_\_\_\_

  
Signature of the Keeper

3/8/2016  
Date of Action

#### 5. Classification

##### Ownership of Property

(Check as many boxes as apply.)

- Private:   
Public – Local   
Public – State   
Public – Federal

##### Category of Property

(Check only **one** box.)

- Building(s)   
District   
Site   
Structure   
Object



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## 7. Description

### Architectural Classification

(Enter categories from instructions.)

Early Republic/Federal

Late 19<sup>th</sup> & Early 20<sup>th</sup> Century Revival/Tudor Revival

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**Materials:** (enter categories from instructions.)

Principal exterior materials of the property: Stone, Concrete, Slate, Copper, Brick, Timber, Granite, Marble, Metal: cast aluminum and bronze

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### Narrative Description Summary Paragraph

Baltimore National Cemetery is just over 72 acres located at 5501 Frederick Avenue in the southwestern corner of the City of Baltimore. The cemetery straddles the boundary between Baltimore City and Baltimore County. About 28 acres of the cemetery are in the Beechfield neighborhood of Baltimore City, and just over 44 acres are in Catonsville, Baltimore County. The cemetery's undeveloped acreage covers 5 acres. The setting is suburban in character, with many owner-occupied rowhouses and single-family homes dating from the early to mid-twentieth century.<sup>1</sup>

Congress established Baltimore National Cemetery in 1936 (49 Stat. 1304).<sup>2</sup> The War Department named the cemetery by *General Orders No. 6* in 1937. As of August 2014, there were 45,996 remains at Baltimore National Cemetery; of this number, 35,514 are casketed interments and 1,651 are cremains. Baltimore National Cemetery closed to interments in 1970 except for burials in reserved gravesites or second interments in existing graves. However, fifty spaces for in-ground cremains are currently available. There is one memorial group, consisting of six individual monuments and an interpretive plaque.

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### Narrative Description

The landscape of Baltimore National Cemetery, with its rolling hills and undulating topography, inspired complementary, organic roadways meandering along the irregularly shaped parcel of land. As a result, the War Department designed Baltimore National Cemetery naturalistically,

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<sup>1</sup> Charles Belfoure, "A Bit of the Country right here in a corner of Charm City," *Baltimore Sun*, March 5, 2000.

<sup>2</sup> *National Cemeteries and Burial Benefits for Veterans*. 92<sup>nd</sup> Cong., 1<sup>st</sup> sess., March 28-29, 1972.

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with winding roads and irregularly shaped interment sections conforming to the organic topography of the property.<sup>3</sup> As such, Baltimore National Cemetery reflects the lawn park cemetery style of the nineteenth century.<sup>4</sup>

At one point, the War Department planned to name the cemetery roads after Maryland veterans.<sup>5</sup> Instead, the roads are named Portal Drive, Rostrum Drive West, Rostrum Drive East, Outer Drive, First Cross Drive, and Second Cross Drive. Since 1960, the only change in roads is an extension to the road between Sections P and C.

There are seventeen burial sections: A-N, P, R, and Memorial Section MA, containing memorial headstones that serve to honor soldiers who are buried elsewhere or whose remains cannot be located. The original cemetery layout is intact and retains a high degree of integrity.

Baltimore National Cemetery's headstones reflect the era of establishment. The style of headstone is a major distinguishing characteristic of national cemeteries established in the twentieth century. The upright headstone appearance changed dramatically between the Spanish-American War and World War I. The oldest style of government-issued headstone, for soldiers of the Civil War and Spanish-American War, are white marble with rounded tops with recessed shields on the face. The raised inscription includes the state of origin, unlike subsequent inscription practice, and rank if above private.

The predominant headstone at Baltimore National Cemetery is the upright white American marble cambered "General type" introduced in 1922 for World War I soldiers and those thereafter. The General-type headstone measures 42 inches high, 13 inches wide, and 4 inches thick; approximately 26 inches is visible above ground. Inscriptions include the name, rank, regiment, division, date of birth, date of death, and home state. Originally, the emblem of belief on these headstones was limited to either the Latin cross or a Star of David emblem of belief centered above the name of the deceased. The number of available emblem of belief options began to increase after World War II.

In addition, some cemeteries permit flat, government-issued markers in specific sections. In the 1930s, the War Department introduced flat headstones to accommodate veterans buried in private/local cemeteries that did not allow upright markers, such as the lawn park and memorial park cemeteries. Congress already authorized markers of "durable stone" in 1873, thus, the

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<sup>3</sup> The War Department designed the cemetery, but the original drawings are unsigned. As a result, it is not clear which landscape architect designed the cemetery. Maintenance Ledgers 1923-1970, Box 19, Folder 7, Baltimore National Cemetery (BNC), Department of Memorial Affairs (DMA), National Cemetery Historical File (NCHF); Records of the Veterans Administration (VA), Record Group 15 (RG 15); National Archives Building, Washington, DC (NAB).

<sup>4</sup> David Charles Sloane *The Last Great Necessity* (New York: Johns Hopkins University Press, 1991) 99-102.

<sup>5</sup> Henry Gibbins, Maj. Gen., Office of the Quartermaster General (OQMG), Washington DC, to Quartermaster, 3<sup>rd</sup> Corps Area, Baltimore, MD, October 9, 1939, Folder 687 Miscellaneous BNC 1940d, General Correspondence "Geographical File" (GCGF) 1936-1945; Records of the OQMG, Record Group 92 (RG 92); National Archives at College Park, College Park, MD (NACP).

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Secretary of War only needed to approve a new style—flat. The first flat marble markers were produced in 1936, with flat granite markers following two years later. They measure 24 inches x12 inches with rounded edges. The same products are used interchangeably as memorial markers.<sup>6</sup> There are three flat white marble headstones in Baltimore National Cemetery located in Sections A, H, and I.

There are twenty-two memorial headstones at Baltimore National Cemetery, including sixteen in Memorial Section MA.<sup>7</sup>

### **Contributing Properties (30)**

**Buildings (5):** Lodge, Administrative Office/Service Building, Assistant Superintendent's Lodge, Oil House, Garage

**Structures (7):** Rostrum, Entrance Gates, North Picket Fence, North Wall/Fence, Chain-Link Fence, Committal Shelter, Spoil Shelter

**Objects (18):** United States Flagpole, *General Orders No. 80* Plaque, *National Cemetery Act* Plaque, *Memorial Day Order* Plaque, "Gettysburg Address" Plaque, Bicentennial Tree Plaque, Baltimore National Cemetery Plaque, Veterans Administration Plaque, POW/MIA Flagpole, Flagpole (Not Currently Used), World War II Marine Divisions Memorial Group (six monuments, one interpretive plaque), "Bivouac of the Dead" Tablet

### **Buildings (5)**

**Lodge:** Constructed by the War Department in 1938, the two-story, Federal-style brick lodge is on the south side of Portal Drive, approximately 300 feet from the entrance gates. It is side-gabled, with a symmetrical north façade five bays wide, with a full-width front porch. There is a one-story extension to the east side, and a one-story extension with a kitchen and garage to the rear. The main block is 50 feet wide by 20 feet deep. The porch is 50 feet wide by 12 feet deep. The east extension is 15 feet wide by 18 feet deep. The rear extension is 35 feet wide by 16 feet deep. The lodge rests on a concrete foundation, with a wood frame and veneered brick walls, standing seam copper covers the low-pitched roof, and two centered, brick ridge chimneys. The windows are typically six-over-six double-hung with wooden shutters, unless otherwise noted. The lodge is partially constructed of building materials salvaged from the original mansion on the property.

<sup>6</sup> Design for Flat Marker, Box 17, Folder 4, Fort Sam Houston National Cemetery, DMA, NCHF; Records of the VA, RG 15; NAB.

<sup>7</sup> Memorial headstones are furnished for eligible deceased active duty service members and Veterans whose remains are not recovered or identified, are buried at sea, donated to science or whose cremated remains have been scattered.

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On the front facade, four transom lights top the centered double front door. Four sidelights flank the door. On the front elevation of the one-story extension to the east is a second door below a single transom light with flanking sidelights.

Each gable end has a closed pediment with an arched attic vent. The west side gable contains two second-story windows and one first-story window. The east side gable has one window on the second floor. The east one-story extension contains a double-hung sash window on the rear elevation, the upper sash is decorative leaded glass, consisting of a floral wreath around a fleur-de-lis, and the lower pane is opaque patterned glass. There is a casement window in the rear foundation of the east extension.

The rear elevation of the lodge has a one-story extension, along with a small centered second-floor extension, known by the cemetery staff as the "box room." There are multiple awning windows set in the rear foundation. On the main block, east of the rear extension, the upper sash of a double-hung window includes a decorative pattern of a wreath wrapped around a shield; the lower sash is one light. On the east facade of the one-story rear extension is a single door topped with five transom lights, along with a roof overhang supported by a Doric column. There are three windows on the south face of the extension. The west side of the extension includes a paneled backdoor and a garage door. The two decorative glass windows are salvaged elements from the Cloud Capped mansion.

The lodge interior is in a center-hall plan. It is plastered and painted with oak floors, unless otherwise noted. The first floor includes seven rooms: a hall, dining room, study, bathroom, kitchen, living room, and garage. The centered hallway includes a paneled staircase with turned balusters. Underneath the staircase are stairs leading down to the basement. The first floor ceiling is approximately 11 feet high. To the east of the hall are the dining room, study, and lavatory. There are two arched, leaded, built-in glass china cabinets in the east wall of the dining room, flanking the door into the study. To the west of the hall is a living room. The dining room and living room each contain a marble mantle. Many of the interior doorways have decorative crowns, with four-paneled doors. The windows feature ornamental frames. The central hall leads to the rear of the lodge, into the kitchen and the garage. The one-car garage has exposed brick walls and concrete floors, and the ceiling is 13 ½ feet high.

On the landing between the first and second floors, there is a door leading into the "box room," which is used for storage. This room has exposed brick walls and concrete floors.

The second floor includes five rooms: a central hall and bathroom, a master bedroom to the east, and two smaller bedrooms to the west. There are arched, recessed doorways with crowns leading into the hall from each bedroom, and from the master bedroom to the bathroom. The ceiling is approximately 10 feet high. The doors and windows feature ornamental frames.

The basement interior includes three rooms: a large central room used for storage, a smaller storage room to the east behind a four-panel door, and a laundry room to the rear. The basement

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has exposed brick walls, concrete floors, and a 9½ feet high ceiling. In the central room are two centered brick furnaces with iron doors. A stairway down to the basement includes newel posts, which may date to the 1890s. Through a second four-panel door to the rear, concrete stairs lead up to the backdoor. At the rear of the basement, a wooden door, set in wood paneling, leads into a closet. The two four-panel doors are salvaged elements from the original mansion.

Constructed to serve as the residence of the cemetery superintendent, the lodge at Baltimore National Cemetery continues to do so. The building retains a high degree of integrity and underwent only minor alterations since construction.

While the lodge is a reconstruction of the original mansion of the property, there are minor differences. The original mansion did not include the single-story east and south extensions.<sup>8</sup> The lodge is wood-framed, in contrast to the original mansion, which was likely masonry construction. Where the original mansion had second-story French doors in the front elevation's central bay, the lodge has a window.

**Administrative Office/Utility Building (former stable):** Constructed ca. 1895 is the two-story administrative office/utility building.<sup>9</sup> It is Tudor Revival in style with Stick elements. It is located adjacent to a driveway off Portal Drive, approximately 75 feet south of the lodge. The administrative office/utility building is rectangular in plan, 33 feet wide by 118 feet long. The walls are rough-cut sandstone with raked mortar joints, and the corners have some quoin-like aspects. The gables and dormers are half-timbered, and the dual-pitched roof is covered in slate tiles. The administrative office/utility building has two distinct functional components. The side-gabled front block includes offices and restrooms, and is approximately 33 feet wide by 39 feet long; an extended rear cross-gable includes the boiler room, locker room, two garages, and the machine shop, and is approximately 33 feet wide by 79 feet long.

The front elevation of the east-facing side-gabled administrative office is symmetrical, with three bays. There is a decorative truss in the central entry porch, flanked by two sets of paired casement windows, each with 18 lights. There are double modern glass doors, and an electric gravesite-locator kiosk on the south side of the entry porch. The wide, open gables on the north and south elevations are each half-timbered with plain vergeboards and brackets and two sets of paired four-over-four, double-hung sash windows. The first story of the south elevation includes four double casement windows, each with six lights; two are paired. The north elevation contains four casement windows with nine lights, and a porch with a decorative truss leading into a paneled door.

The interior of the side-gabled administrative office includes an office, hall, and restrooms. Plaster walls and ceiling, as well as tile flooring, make up the office interior. The first floor is

<sup>8</sup> Robert Taylor, *Map of the City and County of Baltimore, Maryland* (Baltimore: Robert Taylor, 1857).

<sup>9</sup> Gjore Mollenhoff, VA Federal Agency Representative, to Carroll Shull, Keeper of the National Register of Historic Places, November 21, 1979, History Program Collection (HPC), National Cemetery Administration (NCA), Washington, DC.

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the cemetery office, with an open staircase leading to a second floor attic. There are exposed roof beams and rafters in the office. In the hall, there is an exposed brick wall to the west.

The utility building is an extended rear cross-gable block, five bays, and extends west from the administrative office. The westernmost bay was added in 1968. The dominant feature of the south elevation is a pair of complicated accesses to both floors. The first story includes two stone arches, each with wooden clapboard and vertical paneling, a single modern door, and paired multi-light windows. The east arch has paired six-light casement windows of opaque patterned glass. The west arch has paired single-light casement windows. There are three metal garage doors; each garage door opening is flanked by cast iron "wheel guards." The roof contains two half-timbered wall dormers; each has a vent set above a single batten door flanked by multi-light sidelights. There are two additional small, vented shed dormers. The north elevation of the rear cross-gable includes a slope chimney, two small, vented shed dormers, three casement windows of varying lights, and two boarded-up windows. In the middle bay, there is an ornamental blind arch in the wall, containing a six-light casement window, at the top. The hipped-roof west elevation of the cross gable has two nine-light casement windows.

The interior of the extended utility block contains a boiler room, fuel storage room, workman's restroom, lunch and locker room, two garages, and a machine shop. South of the break room is a staircase leading to the unfinished loft on the second floor. The interiors of the boiler room and fuel storage room are exposed brick and stone with tile floors, and the break room interior is exposed brick and plaster, with tile floors. The interior walls of the staircase are stone, with wooden paneling. The interior garage spaces are plastered with concrete floors. The interior of the machine shop is sandstone on the east wall, and exposed concrete masonry units in the other three walls. The interior of the attic has exposed rafters and trusses, with wooden flooring.

The administrative office/utility building retains a high degree of integrity and was not substantially altered since the War Department purchased the property.

**Assistant Superintendent's Lodge (former cottage):** Likely constructed concurrent to the administration office/utility building ca. 1895 is the assistant superintendent's lodge.<sup>10</sup> The assistant superintendent's lodge is adjacent to the Portal Drive, in Section B, approximately 100 feet south of the administrative office/utility building. It is a front-gabled, two-story, Tudor Revival dwelling with a brick ridge chimney and a steeply pitched roof with slate shingles. The rectangular plan is approximately 19 feet wide by 30 feet deep. The foundation and first-floor walls are rough-cut sandstone with raked mortar joints; the corners have quoin-like aspects. The gables and dormers are half-timbered with plain vergeboards. There is a large cross gable on the southwest corner and a small gabled roof dormer on the southeast corner. Two gabled roof dormers, one small- and one medium-sized, are on the north slope of the roof. The deep open eaves feature ornamental brackets. The eastern-facing façade is symmetrical, with a centered window opening in the gable, above a full-width front porch, and a double door topped by three transom lights. On the rear elevation is a flat-roofed, one-story, half-timbered block, which has a

<sup>10</sup> Mollenhoff to Shull, November 21, 1979.

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single door on its south elevation. All window openings are presently boarded up, but many include grouped six-over-six and nine-over-nine, double-hung sash.

The interior spaces are in poor condition. The walls and ceilings of the dwelling are plaster-on-lath and the floors are pine. The first floor consists of three rooms: a living room, a dining room, and a kitchen. The second floor contains two bedrooms and a bathroom.

The administrative office/utility building and the assistant superintendent's lodge are likely the only historic Tudor Revival buildings in the National Cemetery System.

The use of the assistant superintendent's lodge changed to storage facility in 1978.<sup>11</sup> It retains good architectural integrity and has no substantial alterations since the late 1930s. However, it is unoccupied and needs rehabilitation, which negatively affects its physical condition.

**Oil House:** The WPA completed the oil house in 1939, partially from salvaged materials from the Cloud Capped mansion. It is a one-story brick building, 15½ feet wide by 12 feet deep, front gabled with two vents in each gable, slate roof tiles and a concrete foundation. It is approximately 20 feet west of the garage.

**Garage:** In 1950, the Department of Defense constructed a one-story, three-car garage adjacent to Section B in between the administrative office/utility building and the assistant superintendent's lodge. It is side gabled, rectangular in plan, with a concrete foundation, rubble-filled, irregularly coursed sandstone walls, and a recast asbestos roof. The original structure is 26 feet wide by 32 ½ feet deep. In 1968, the Department of Defense constructed a four-bay addition, 26 feet wide by 42 feet deep. The addition composition is concrete masonry units with a sandstone wall on the front elevation and brick veneer on the east and rear elevations.<sup>12</sup> Brick fills all of the garage windows. After its completion, the cemetery used the addition as a garage and the original space for storage.

### Structures (7)

**Rostrum:** The WPA completed the rostrum in 1940. It is a semicircular rubble-filled wall of ashlar, irregularly coursed sandstone, with square marble balusters topped with concrete coping. The foundation is reinforced concrete. It is 12 feet high and 172 feet long. The rostrum is adjacent to Section E, in between Rostrum Drive East and Rostrum Drive West.

**Entrance Gates:** The entrance gates on Frederick Avenue were constructed in 1938. These gates consist of two inner granite posts supporting a 29 feet wide picketed double wrought-iron vehicular gate and two outer granite posts supporting a 5 feet wide picketed single wrought-iron

<sup>11</sup> Paul Bannai, Chief Memorial Affairs Director, to Asst. Deputy Administrator for Construction, April 6, 1983, HPC, NCA, Washington, DC.

<sup>12</sup> Maintenance Ledgers 1923-1970.

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pedestrian gate across the sidewalks that flank the road. Stone finials cap each of the stone entrance posts.

The inner posts are approximately 15 feet high. Each inner post features a bronze plaque: the east plaque reads "Baltimore National Cemetery;" the west post reads "Veterans Administration, 1930." The outer posts are approximately 12 feet high, and have plaques inscribed in relief, with an eagle, wings outstretched, over the inscription "U.S. National Cemetery." There are decorative scrolls on the outer elevation of each outer post.

**North Picket Fence:** Between 1937 and 1939, the WPA constructed the wrought-iron picket fence along the front property line on Frederick Avenue. The 6½ foot- high picketed fence is 1,137 feet long, set on granite curbing supported by a concrete foundation. There is a single pedestrian iron picket gate in the fence at the northeastern corner of the property, which is kept locked at all times.

**North Wall/Fence:** Between 1937 and 1939, the WPA constructed the rubble retaining wall on the east end of the Frederick Avenue front boundary. The wall is rough-cut, irregularly coursed sandstone and measures 567 feet long and 4 feet high with 6½ foot-high posts with concrete caps. The wall supports a 2½ foot-high wrought-iron picket fence.

**Chain-Link Fence:** A 7 foot-high chain-link fence, installed between 1937 and 1940, encloses the entire boundary of the cemetery not fronting Frederick Avenue. A portion of the eastern boundary at the northeast corner of the cemetery measuring approximately 300 feet long rests upon a wall of rough-cut irregularly coursed sandstone with concrete coping. In addition, a portion of the chain-link fence concurrent with the southern boundary of the cemetery, 358 feet in length, sits atop a wall of rough-cut irregularly coursed sandstone measuring approximately 5 feet high. The remainder of the fence is on a concrete foundation.

**Committal Shelter:** The cemetery constructed an open-air shelter within small island of grass at the intersection of Portal Drive and Rostrum Drive West in the 1980s.<sup>13</sup> The hipped fiberglass roof of the shelter rests atop four slender metal posts with thin, minimally decorative metal knee bracing. A low paved ramp leads directly from Portal Drive to a concrete coffin rest and one concrete bench within the shelter.

**Spoil Shelter:** The cemetery built an open-air spoil shelter adjacent to Section F in 2001. The structure has concrete footings, metal columns and beams, and a corrugated metal roof. The spoil shelter is approximately 28 feet high, 39 feet wide, and 28 feet deep, and has three separate partitions, for spoils (excess soil from burials), topsoil, and stone dust (used to provide support for headstones).

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<sup>13</sup> The exact build date for the committal shelter is unknown at this time. Aerial photography provided an approximate date of construction.

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## Objects (18)

**United States Flagpole:** The WPA erected the flagpole in 1938.<sup>14</sup> The steel pole is 75 feet tall and sits upon a concrete and limestone base. The flagpole is at the highest elevation of the cemetery, adjacent to Sections A, D, and E.

**General Orders No. 80 Plaque:** The 1939-installed *General Orders No. 80* plaque is one of four bronze plaques attached to upright granite stands in Baltimore National Cemetery. The plaque is 2½ feet long by 3 feet wide and set on a 4 foot-high stand. The plaque is immediately inside the cemetery gate on the east side of the cemetery road.

**National Cemetery Act Plaque:** The 1939-installed *National Cemetery Act* plaque is one of four bronze plaques attached to upright granite stands in Baltimore National Cemetery. The plaque is 2½ feet long by 3 feet wide, set on a 4 foot-high stand. It is immediately inside the cemetery gate on the west side of the cemetery road.

**Memorial Day Order Plaque:** The 1939-installed *Memorial Day Order* plaque is one of four bronze plaques attached to upright granite stands in Baltimore National Cemetery. The plaque is 4½ feet long by 2½ feet wide and sits upon a 6½ foot-high upright stand. It is in Section A, south of the flagpole.

**“Gettysburg Address” Plaque:** The 1939-installed “Gettysburg Address” plaque is one of four bronze plaques attached to upright granite stands in Baltimore National Cemetery. The plaque is 4½ feet tall by 2½ feet wide and set upon a 6½ foot-upright stand. It is in Section A, north of the flagpole.

**Bicentennial Tree Plaque:** The Bicentennial Tree plaque is located in between the flagpole and the *Memorial Day Order* plaque. It is a bronze plaque set on a granite stand, 8 inches wide by 5 inches long. The plaque was installed in 1976.

**Baltimore National Cemetery Plaque:** This 1973-installed plaque is bronze, cast with an eagle with wings outstretched, over the words “Baltimore National Cemetery.” It is on the east post of the cemetery gates.

**Veterans Administration Plaque:** This 1973-installed plaque is bronze and cast with the official seal of the Veterans Administration. It is on the west post of the cemetery gates.

**POW/MIA Flagpole:** The cemetery installed this 30’ flagpole in Section A between 1992 and 1994. This flagpole is immediately south of an identical flagpole that is currently not in use.

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<sup>14</sup> Maintenance Ledgers 1923-1970.

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**Flagpole (Not Currently Used):** The cemetery installed this 30' flagpole in Section A between 1992 and 1994. It is immediately north of an identical flagpole carrying the POW-MIA flag. This flagpole formerly carried the Maryland state flag.

**World War II Marine Divisions Memorial Group:** Installed between 1994 and 1996, this memorial group consists of six standard granite die-and-base monuments and an interpretive plaque. The memorials are approximately 2 feet high, 2 feet wide, and 2 feet deep. Their arrangement forms a semicircle. The memorials commemorate the 1<sup>st</sup> through 6<sup>th</sup> Marine Divisions of World War II. The accompanying interpretive sign is 1 foot high, 1 ½ feet wide, and 1 ½ feet deep and includes an attached bronze plaque.

**“Bivouac of the Dead” Tablet:** The cast-aluminum “Bivouac of the Dead” tablet, erected ca. 2009, is immediately northeast of the Committal Shelter.<sup>15</sup> The tablet is approximately 1 foot tall and 16 inches wide. A squared wood post base carries the tablet.

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<sup>15</sup> The exact date of installation for the “Bivouac of the Dead” plaque is not known at this time. Aerial photography provided an approximate date of installation.

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## 8. Statement of Significance

### Applicable National Register Criteria

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- A. Property is associated with events that have made a significant contribution to the broad patterns of our history.
- B. Property is associated with the lives of persons significant in our past.
- C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- D. Property has yielded, or is likely to yield, information important in prehistory or history.

### Criteria Considerations

(Mark "x" in all the boxes that apply.)

- A. Owned by a religious institution or used for religious purposes
- B. Removed from its original location
- C. A birthplace or grave
- D. A cemetery
- E. A reconstructed building, object, or structure
- F. A commemorative property
- G. Less than 50 years old or achieving significance within the past 50 years

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**Areas of Significance**

(Enter categories from instructions.)

Military

Social History

Architecture

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**Period of Significance**

1936-Present

\_\_\_\_\_

\_\_\_\_\_

**Significant Dates**

1937

1973

\_\_\_\_\_

**Significant Person**

(Complete only if Criterion B is marked above.)

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**Cultural Affiliation**

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**Architect/Builder**

War Department

Works Progress Administration

\_\_\_\_\_

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### Statement of Significance Summary Paragraph

Baltimore National Cemetery's significance rests in its position as one of seven national cemeteries established between World War I and World War II, specifically in 1934-1939. The increased veteran population, combined with rapidly depleting burial space at existing national cemeteries, led to a series of federal legislation during this period aimed at establishing new cemeteries. These acts resulted in the creation of Baltimore, Fort Snelling, Fort Rosecrans, Golden Gate, Fort Bliss, Long Island, and Fort Sam Houston national cemeteries. These seven properties are nationally significant under Criterion A, for their association with the expansion of the National Cemetery System during the Inter-World War period. These cemeteries are physical shrines illustrating selfless sacrifices of the U.S. military, which expand upon the burial and memorial mission established during the Civil War through the first national cemeteries.

In 2011, the Keeper of the National Register confirmed National Register of Historic Places eligibility by issuing a clarification of policy stating that all national cemeteries are considered exceptionally significant and eligible for listing in the NRHP regardless of age, and that all buildings, structures, and objects located within the boundaries of national cemeteries are considered contributing elements to each national cemetery regardless of age.<sup>16</sup>

The period of significance (1936-Present) at Baltimore National Cemetery begins with its establishment by Congress as a national cemetery. Due to the complex nature of cemetery development, Congressional establishment was chosen as the beginning date for the Inter-World War national cemeteries because all other dates occur due to the legislation.

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### Narrative Statement of Significance

#### **Historical Background**

Prior to the American Revolution, the Baltimore Iron Ore Mining Company, also known as the Baltimore Company, owned the land now occupied by Baltimore National Cemetery. Founded in 1731 by Charles Carroll of Annapolis and two partners, the Baltimore Company eventually owned a vast amount of land in Maryland. Characterized by a modern historian as an "iron plantation," the Baltimore Company relied heavily upon slave labor. On this basis, the Baltimore Company became one of the largest producers of raw iron in the colonies.<sup>17</sup>

After the American Revolution, the Baltimore Company dissolved, and subsequently its ownership divided its assets. In 1810, Charles Carroll of Carrollton, son of Charles Carroll of Annapolis, acquired lot number 115, part of the subdivided real property assets of the Baltimore

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<sup>16</sup> Keeper of the National Register, "National Register Eligibility of National Cemeteries – A Clarification of Policy" (National Register Statement of Policy, Washington, DC, September 8, 2011). Available at: [http://www.cem.va.gov/pdf/Final\\_Eligibility\\_of\\_VA\\_cemeteries\\_A\\_Clarification\\_of\\_Policy\\_rev.pdf](http://www.cem.va.gov/pdf/Final_Eligibility_of_VA_cemeteries_A_Clarification_of_Policy_rev.pdf)

<sup>17</sup> Scott McDermott, *Charles Carroll of Carrollton* (New York: Scepter Publishers, 2002), 34.

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Company.<sup>18</sup> Carroll of Carrollton was a member of the Second Continental Congress and a signer of the Declaration of Independence.<sup>19</sup>

Carroll of Carrollton sold lot number 115 of the Baltimore Company lands to James Cox in 1810. Likely built around the same time was the property's Federal-style mansion.<sup>20</sup> The 11-acre lot sat on two tracts known as Slade's Camp and Smith's Forest.<sup>21</sup> Internal National Cemetery Administration (NCA) historic records indicate that "Cloud Capped" was the property name prior to 1750, but early deeds did not use this moniker.<sup>22</sup>

Cloud Capped was along Frederick Road, which served as Baltimore's connection to Frederick, and farther west to the National Road, at Cumberland, Maryland. The National Road was the major overland route across the Appalachian Mountains for a period in the early nineteenth century, and was the first federally funded highway. The first segment of the National Road, completed by 1818, was between Cumberland and Wheeling, Virginia (later West Virginia). While not officially part of the National Road, Frederick Road provided Baltimore with a vital connection to this major commercial artery, and contributed to the population surge of Baltimore in the early nineteenth century. At one point in the 1820s, Baltimore surpassed Philadelphia as the second most populous city in the United States.<sup>23</sup> However, after its completion through Upstate New York in 1825, the Erie Canal became the fastest transportation route across the Appalachian Mountains, dramatically reducing the level of commerce along the National Road.<sup>24</sup>

The original Federal-style house at Cloud Capped consisted of two stories with four rooms and an attic. It sat at the highest point on the property. According to local legend, during the War of 1812, the house hosted the first sighting of the British fleet entering Baltimore harbor. A dispatched messenger warned the town, and the Battle of Baltimore ensued, which inspired Francis Scott Key to pen "The Star-Spangled Banner."<sup>25</sup>

James Cox purchased two parcels of land adjacent to Cloud Capped between 1814 and 1815. By 1845, at the time of Cox's death, the estate totaled 79 acres. In that year, the executors of the

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<sup>18</sup> Book of courses for lots divided by Baltimore Company, M4218, 5159, Charles Carroll of Carrollton Family Papers, Maryland State Archives, Annapolis, MD.

<sup>19</sup> "Carroll, Charles (of Carrollton)," Biographical Directory of the United States Congress, <http://bioguide.congress.gov/scripts/biodisplay.pl?index=C000185> (accessed on August 22, 2007).

<sup>20</sup> The date for the construction of the original mansion on the property is an estimate. Baltimore National Cemetery Historical Notebook (BNCHN), HPC, NCA, Washington, DC.

<sup>21</sup> Deed, Charles Carroll of Carrollton to James Cox, WG 110 page 610, Maryland State Archives, Annapolis, MD.

<sup>22</sup> BNCHN, HPC, NCA, Washington, DC.

<sup>23</sup> Joseph S. Wood, "The Idea of a National Road," in *The National Road*, ed. Karl Waitz (Baltimore: Johns Hopkins University, 1996), 113-14.

<sup>24</sup> Furthermore, the development of railroads, and specifically the completion of the Baltimore and Ohio Railroad in 1853, undercut the National Road as a transportation artery. See Alan D. Anderson *The Origin and Resolution of an Urban Crisis: Baltimore, 1890-1930* (Baltimore: Johns Hopkins University Press, 1977), 17-18.

<sup>25</sup> BNCHN, HPC, NCA, Washington, DC.

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estate of James Cox sold the property to Robert Taylor.<sup>26</sup> In turn, his son Talbot Taylor sold the property to Orville Horowitz in 1886.<sup>27</sup> His daughter, Mrs. Louisa Horowitz Bullitt, sold the property to Blanchard and Susan Randall in 1890.<sup>28</sup> In the subsequent years, the Randalls purchased additional parcels of property adjacent to Cloud Capped.

Cloud Capped served as the longtime country house for the socially prominent Randalls. Blanchard Randall was the son of Alexander Randall, United States Congressman and Attorney General of Maryland. The younger Randall was a businessman and philanthropist. The Randalls used the estate as a summer home, while maintaining a primary residence at 8 West Monument Street in Baltimore.<sup>29</sup>

Throughout the years, there were a number of additions to the Cloud Capped mansion. Taylor added the full-length front porch on the federal-style wing in 1857.<sup>30</sup> Subsequent homeowners added Italianate cupola and Beaux-Arts wing at a later point. The estate also included a formal garden. Taylor also planted an arborvitae hedge adjacent to the house ca. 1850, while a garden extended from the mansion to the hedge. In addition, chestnut, white pine, hemlock, and black walnut, oak, poplar, and elm trees characterized the rolling estate.<sup>31</sup>

Blanchard Randall likely constructed two outbuildings on the site, the stable (now used as the administrative office/utility building) and the cottage (reused as the assistant superintendent's lodge), following his purchase of the property ca. 1895.

Completed in 1884, the Catonsville Short Line railroad connected downtown Baltimore to the suburb of Catonsville, and ran along the rear of the Cloud Capped estate, opposite the Frederick Road frontage.<sup>32</sup> There was a railroad stop on the line near to the property, on the corner of Taylor Avenue (now Garden Ridge Lane) and Maiden Choice Road.<sup>33</sup>

The whole Cloud Capped estate was in Baltimore County until the Maryland General Assembly passed the Annexation Act of 1918, which enlarged the boundaries of the City of Baltimore to include a portion of the estate.<sup>34</sup> After the Annexation Act, streetcars ran from downtown

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<sup>26</sup> Deed, James H. McColloh and Samuel I. Donaldson to Robert Taylor, TK 348, page 209-11, Maryland State Archives, Annapolis, MD.

<sup>27</sup> Deed, Talbot Taylor to Orville Horowitz, JWS 149, page 438-41, Maryland State Archives, Annapolis, MD.

<sup>28</sup> Deed, Laura H. Bullitt to Blanchard Randall, JWS 173, page 313-16, Maryland State Archives, Annapolis, MD.

<sup>29</sup> Blanchard Randall Biographical folder, MS 2824, Box 1 of 3, Maryland Historical Society, Baltimore, MD.

<sup>30</sup> Micheal Gross, the architect and builder who designed and added the porch to the mansion, included a block of white pine inscribed with his name and date, which was found during the demolition of the mansion in May 1937; BNCHN, HPC, NCA, Washington, DC.

<sup>31</sup> BNCHN, HPC, NCA, Washington, DC.

<sup>32</sup> Marsha Wright Wise, *Catonsville* (Charleston, SC: Arcadia Publishing, 2005), 8.

<sup>33</sup> Addition to Loudon Park National Cemetery, Folder 687, BNC, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

<sup>34</sup> Maryland General Assembly, "Annexation Act of 1918," in *The Annotated Code of the Public General Laws of Maryland*, ed. George P. Bagby (Baltimore: King Bros., 1918), 769.

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Baltimore along Frederick Road to the boundary of the city, at the entrance of the estate. At this time, the estate encompassed approximately 90 acres.<sup>35</sup>

### **Pre-Construction Process**

By the onset of the Great Depression, Baltimore was the commercial center of the Chesapeake Bay region and the eighth largest city in the country. At the time, there were an estimated 30,000 World War I veterans in the Baltimore area, and the Quartermaster Corps estimated that Loudon Park National Cemetery, located on Frederick Road in Baltimore City, would close to interments in six or seven years.<sup>36</sup> Concurrently, Senator Millard Tydings (D-MD) expressed concern with the Quartermaster Corps about the lack of interment space in Loudon Park National Cemetery.<sup>37</sup>

Originally, the War Department intended to expand Loudon Park National Cemetery to avoid the start-up costs of establishing a new cemetery. In the early 1930s, the War Department's policy was to expand existing cemeteries rather than create new ones. In the case of Baltimore and other Inter-World War national cemeteries, they were either intended to supplement and expand existing facilities or to serve current burial needs of the armed forces. Located on Frederick Avenue in Baltimore, approximately 3 miles from downtown, Loudon Park National Cemetery was the only national cemetery serving the local veteran population at the time. On January 9, 1935, the Federal Government signed an option on 18 acres known as the Brunswick Farm, approximately 2 miles west of Loudon Park National Cemetery. The location was appropriate for a national cemetery, but the property cost was higher than the War Department was willing to pay. In addition, the parcel was small; the War Department estimated that its 18 acres would fill in fifteen years. In the face of these factors, the War Department balked at purchasing the property, and began evaluating other sites in the Baltimore area.<sup>38</sup>

In early 1936, the Maryland state branch of the American Legion lobbied Senator Tydings for the need for additional facilities at Loudon Park National Cemetery; in turn Senator Tydings began pressuring Secretary of War George Dern.<sup>39</sup> Since the advent of the National Cemetery System, the War Department operated under the policy that the legal authority to expand or establish new national cemeteries rested with the Secretary of the Army. However, because the new facilities at Loudon Park National Cemetery would serve civilians as well as active duty soldiers, Secretary Dern argued, "the extension or establishment of [national] cemeteries is one

<sup>35</sup> BNCHN, HPC, NCA, Washington, DC.

<sup>36</sup> Proceedings of a Board of Officers, Headquarters 3rd Corps Area, United States Army, Baltimore, MD, July 17, 1936, Folder 687 BNC 1936, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

<sup>37</sup> Millard Tydings, United States Senator, to R.E. Shannon, Capt., Quartermaster Corps (QMC), July 25, 1931, Folder 687 BNC 1936, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

<sup>38</sup> P.W. Guiney, to Quartermaster 3rd Corps Area, Baltimore, MD, Folder 687, Loudon Park National Cemetery, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

<sup>39</sup> Millard Tydings, United States Senator, to George Dern, Secretary of War, Washington DC, January 25, 1936, Folder 687 BNC 1936, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

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of broad public policy that Congress alone should decide.”<sup>40</sup> Thus, the War Department adopted a neutral policy on the issue of creating new national cemeteries to serve veterans.<sup>41</sup>

By May 1936, the United States Congress passed an appropriations bill, granting \$100,000 for the establishment of a new national cemetery in the Baltimore area.<sup>42</sup> At this time, Maryland’s junior senator, George Radcliffe (D-MD), began pressuring Secretary Dern to acquire land for the new cemetery as soon as possible.<sup>43</sup>

The Quartermaster Corps appointed a board of officers to review and recommend sites for the extension of Loudon Park National Cemetery. The board considered thirty-six properties in the Baltimore area for the cemetery, based upon five criteria:

1. Accessibility to public transportation, as many relatives of veterans did not have automobiles at the time.
2. In 1936, there were an estimated 30,000 World War I veterans in the Baltimore area. 50 acres was required to serve this number of interments. A suitable site should be purchased for \$1,000 an acre.
3. The water table should be 15 feet below the surface, and the earth should be free of rocks and boulders.
4. The property should have natural drainage, to permit landscaping.
5. The surrounding area should not detract from the appearance of the cemetery.<sup>44</sup>

The board of officers determined that Cloud Capped was the most appropriate site. Because the property was adjacent to Frederick Road, the city streetcar line had easy access. As a parcel partially located within Baltimore City, one streetcar fare could reach the property from any location within the city. The property was large enough to be active for “a number of years,” and trees sufficiently surrounded the parcel, so that neighbors could not object to the cemetery. In addition, a large portion of the property was level enough to be suitable for burials.<sup>45</sup> The War Department found Cloud Capped estate attractive; some of the buildings on the site were adaptable for cemeterial functions and because the property was already partially cleared and landscaped, costs of developing the property would reduce. For these reasons, the War Department rationalized purchasing the property, which totaled more than \$1,000 an acre.<sup>46</sup>

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<sup>40</sup> George Dern to Millard Tydings, February 6, 1936, Folder 687 BNC 1936, GCGF 1936-45; Records of the OQMG, RG 92; NACP; Cemetery Program Study Team, *A Report to the Secretary of the Army on the Cemetery Expenses Program of the Department of the Army* (Washington, DC: Government Printing Office [GPO], 1965).

<sup>41</sup> DMA, “A Brief History of the National Cemetery System,” in *Report to Transition Team*, Internal NCA report, December 15, 1980, 3-4, HPC, NCA, Washington, DC.

<sup>42</sup> *National Cemeteries and Burial Benefits*, March 28-29, 1972.

<sup>43</sup> George Radcliffe, United States Senator, to George Dern, Secretary of War, Washington DC, May 11, 1936, Folder 687 BNC 1936, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

<sup>44</sup> Proceedings, July 17, 1936.

<sup>45</sup> Proceedings, July 17, 1936.

<sup>46</sup> Board of Officers, to the Asst. Secretary of War, August 21, 1936, Folder 687 BNC 1936, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

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The War Department purchased the Cloud Capped estate from Blanchard and Susan Randall on September 18, 1936, for \$95,000. At the time, a local reporter envisioned it to be Maryland's "Little Arlington." At the time, burial space estimates at the new cemetery totaled 40,000-45,000 interments.<sup>47</sup>

Soon after the purchase of the property, the Adjutant General's office recommended that a superintendent be appointed, and that the new cemetery be given a name other than Loudon Park National Cemetery, effectively suggesting the establishment of an entirely new cemetery.<sup>48</sup>

### **Construction Process**

As early as August 1935, an internal War Department memorandum suggested that the Works Progress Administration (WPA) could be contacted to partner on the "extension" to Loudon Park National Cemetery. The New Deal labor program, begun in 1935, primarily completed small-scale new construction, rehabilitation, and/or landscape improvement projects that could be completed in a year or less. To receive funds, the WPA required a project proposal from the War Department. By November 1936, after deciding to establish a new national cemetery, the War Department submitted a proposal to the WPA. According to an internal memorandum of the Quartermaster's office, the WPA would not consider the project favorably unless the War Department funded all the equipment costs.<sup>49</sup>

In this partnership between the War Department and the WPA, the War Department acquired the land, generated the architectural and landscape plans, provided supervisors for the project, and supplied the majority of the materials and supplies, and all of the machinery. The WPA provided much of the labor for the project from work relief rolls, and a portion of the materials and supplies.<sup>50</sup>

Multiple WPA projects completed Baltimore National Cemetery. The initial development of the cemetery was the largest of these, and consisted of the demolition of the mansion and the construction of the new lodge from materials salvaged from the mansion, the renovation of outbuildings, and initial landscaping activities such as grading, topsoiling, and the removal and transplanting of trees. For this specific project, the WPA supplied approximately 75 percent of the funds, and the War Department supplied 25 percent. The initial development at Baltimore National Cemetery took place from February 10, 1937, until August 15, 1938.<sup>51</sup>

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<sup>47</sup> *Baltimore Sun Magazine*, September 13, 1936; BNCHN, HPC, NCA, Washington, DC.

<sup>48</sup> Charles Gable, Maj., Acting Asst. Adj. Gen., to Headquarters 3rd Corps Area, Quartermaster, United States Army, September 22, 1936, Folder 687 BNC 1936, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

<sup>49</sup> H.W. Hardman, Maj., QMC, to Headquarters 3rd Corps Area, Quartermaster, United States Army, November 14, 1936, Folder 687 BNC 1936, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

<sup>50</sup> Internal Memo, "Cloud Capped," BNCHN, HPC, NCA, Washington, DC.

<sup>51</sup> Works Projects Administration (WPA) project 265-25-8000, BNC, Roll 210, Box 552 (210/552); Records of the WPA, Record Group 69; NACP.

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In the preliminary budget for the first development phase of the cemetery, the WPA estimated using 309 workers to complete the project, of which 224 were unskilled. The salaries of unskilled workers made up close to half of the entire project budget. The WPA categorized all unskilled workers with the encompassing term “laborers.”<sup>52</sup>

The first interment in Baltimore National Cemetery took place on December 22, 1936 in an area that was cleared prior to the War Department’s purchase of the property. Here, George Edward Culver, who died December 18, 1936, is interred at site 2946 of Section D.

On February 16, 1937, a group of 100 WPA laborers began work on Baltimore National Cemetery by clearing the site of small trees and shrubs. Landscape improvements continued, including the removal of a slope alongside Frederick Avenue to prepare the site for the erection of a stone wall and fence. The WPA also installed a portion of the water and sewerage system during this project.<sup>53</sup> During the initial landscape development, workers retained many of the extant trees on the site along Frederick Avenue to provide a secluded feel for the cemetery. Preparing each section for burials included cleaning and grading the landscape, installing water systems, and putting in topsoil, fertilizer, and grass seed.

The mansion on the estate was too massive and sprawling for use as a lodge. The War Department, using WPA labor, demolished the mansion during the summer of 1937, salvaging the building materials from the oldest wing of the mansion, which was the original house on the Cloud Capped estate.<sup>54</sup> For use as the new superintendent’s lodge for the cemetery, laborers constructed a close reconstruction of the former mansion from the salvaged building materials in 1938.<sup>55</sup> C.W. Immler, a War Department architect, completed the architectural drawings for the lodge. There were subtle alterations between the original and the reconstruction. For example, a window replaced French doors on the middle bay of the second story.

Similar to many estates of the period, there were several outbuildings associated with Cloud Capped, including a stable, a cottage for domestic help, a dairy, a chicken house, and a shed. Workers rehabilitated two of the outbuildings—the stable and the cottage—for use in the new cemetery. The War Department demolished the dairy, chicken house, shed, and a formal garden.<sup>56</sup>

Prior to the War Department’s purchase of Cloud Capped, the cottage served as a residence for domestic help. During the initial stages of cemetery development, the superintendent lived in the assistant superintendent’s lodge, and moved into the lodge after it was completed. According to official correspondence of the Quartermaster’s Office, because the superintendent oversaw a

<sup>52</sup> WPA project 265-25-8000.

<sup>53</sup> WPA project 265-25-8000.

<sup>54</sup> Salvaging the materials from a wing on the extant mansion was likely motivated by a desire to keep costs down.

<sup>55</sup> “WPA starts work on new cemetery” *Morning Sunpaper*, February 16, 1937; BNCHN, HPC, NCA, Washington, DC.

<sup>56</sup> *Baltimore National Cemetery, Topographic Map of First Development*, December 1936, Construction Division, OQMG, Office of Construction Management (OCM) Records, NCA, Washington, DC.

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number of WPA projects in addition to his standard duties, and because a significant amount of development was in progress, the Quartermaster Corps required a second employee to be available on the premises at all times.<sup>57</sup> Subsequently, a “permanent laborer,” who also served as acting assistant superintendent, moved into the cottage.

In 1939, the WPA continued to remodel the stable for cemeterial uses by adding a porch to the east elevation, removing an extant chimney and adding a new one, adding new slate tiles to the roof, removing four windows and two dormers, constructing a new stone arch opening in the south elevation, furnishing millwork in the garage, and creating a chapel in the interior.<sup>58</sup> As with the construction of the lodge, the WPA used materials salvaged from the Cloud Capped mansion in the renovation.<sup>59</sup>

From 1938-1940, separate WPA projects continued to be active at Baltimore National Cemetery. However, the WPA did not develop every aspect of the cemetery; contractors completed certain elements. For instance, in late 1938, the Edgar Levi Iron Works, located in Baltimore, fabricated the iron entrance gates.<sup>60</sup> Lombard and Ludwig, Inc., architectural sculptors, fabricated the stone carvings for the entrance gates, including the United States National Cemetery plaque and the stone capitals for the post.<sup>61</sup> The next year, A. Dixon Carey furnished the 75 foot-steel flagpole and limestone base for the cemetery. In addition, Levering Brothers, Inc. fabricated the bronze *General Orders No. 80, National Cemetery Act, Memorial Day Order*, and “Gettysburg Address” plaques; while David M. Andrew Co. installed the plaques on granite stands in November 1939.<sup>62</sup> Such plaques are common installations to national cemeteries. However, this style of plaque, set upon an upright granite stand, may be specific to Inter-World War cemeteries.<sup>63</sup>

<sup>57</sup> Maj. Hans Ottzenn, to Quartermaster General, 3<sup>rd</sup> Corps Area, United States Army, Washington, DC, June 8, 1940; Folder 687 BNC, 1940d, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

<sup>58</sup> *US National Cemetery, Baltimore, MD. Alterations to Utility Building, First Floor Plan 6830-140* January 11, 1938, Construction Division, OQMG, OCM Records, NCA, Washington, DC; Maintenance Ledgers 1923-1970; While uncommon in national cemeteries, during the 1930s-1940s there was periodic chapel construction. Currently there are only four other national cemeteries with chapels. The chapels at Los Angeles and Leavenworth national cemeteries, are associated with National Homes for Disabled Volunteer Soldiers. The WPA constructed the chapel at Los Angeles in 1941. The chapel at Golden Gate National Cemetery was constructed in the early 1940s, with the opening of the cemetery, while the chapel at Jefferson Barracks National Cemetery was constructed in the early 1970s. There was a chapel at Long Island National Cemetery from 1938-1950.

<sup>59</sup> Maintenance Ledgers 1923-1970.

<sup>60</sup> Edgar Levi also furnished the entrance gates and fence to Annapolis and City Point national cemeteries; BNCHN, HPC, NCA, Washington, DC.

<sup>61</sup> Lombard and Ludwig to OQMG, Washington DC, July 29, 1937, Folder 654, BNC 1937w, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

<sup>62</sup> C.C. Reynolds, Col., QMC, to BNC Supt., July 26, 1940, Folder 293.6, BNC Baltimore, Maryland 1940, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

<sup>63</sup> This style of plaque is currently found in Baltimore, Fort Sam Houston, Long Island, Fort Rosecrans, and Fort Snelling national cemeteries. The manufacturer sent this style of plaque to Fort Bliss National Cemetery, and perhaps to Golden Gate National Cemetery, but they were subsequently removed. Golden Gate and Fort Bliss national cemeteries now have similar plaques dating to 2011 and 2012, respectively.

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In 1940, the WPA rehabilitated the cottage into a residence for the “Assistant Superintendent.”<sup>64</sup> The post of “Assistant Superintendent” may have been unique in the National Cemetery System at that time. To a degree, the position began as a result of the WPA activity in the cemetery. The Baltimore superintendent supervised the WPA workers, in addition to his normal responsibilities. The large size of the cemetery and the large amount of development work in progress at all times led the War Department to conclude that it was “absolutely necessary that [the assistant superintendent] be quartered at the cemetery, in order that his services may be available at any hour.”<sup>65</sup>

The War Department intended to construct a combination Chapel/Rostrum in the early 1940s, separate from the chapel space already established in the Administrative office/utility building.<sup>66</sup> To support this construction, the WPA constructed a retaining wall near the highest point of the property, the planned location of the Chapel/Rostrum. Its design was reminiscent of a Greek Temple; the grand scale of the Chapel/Rostrum would be rare in the national cemetery system. The War Department, which was renamed the Department of Defense in 1949, estimated that construction would cost upward of \$180,000 and attempted to initiate a new WPA project. However, due to a recently enacted restriction on the use of WPA funds for the construction of buildings costing more than \$50,000, the WPA rejected this plan, and the Chapel/Rostrum was never built.<sup>67</sup>

Multiple WPA projects contributed to the development of Baltimore National Cemetery. In at least one case, the WPA allotted additional funds to the project after approving the preliminary budget. As a result, it is difficult to estimate the total amount of funds spent on the development of the cemetery; however, it is clear that the figure is in excess of \$400,000.

### **Landscape**

Typically, national cemeteries developed during the 1930s are steeped in the formal landscape planning dominant at the time, influenced by the City Beautiful movement, with linear, axial layouts. At this time, some national cemeteries developed on flat parcels, which were conducive for their classical, geometric plans. At the time of their opening, the layouts at Long Island and Fort Snelling national cemeteries were roughly symmetrical.<sup>68</sup> Rectilinear grave sections, bounded by straight roads, characterize Fort Bliss and Fort Sam Houston national cemeteries. In contrast, Baltimore National Cemetery sits within a landscape of rolling hills, with an organic layout comprised of irregularly shaped burial sections.

<sup>64</sup> Maintenance Ledgers 1923-1970.

<sup>65</sup> Ottzenn to Quartermaster General, June 8, 1940.

<sup>66</sup> While rostrums are a standard feature in national cemeteries, chapels were not typical in the national cemetery system prior to this period. The combination chapel/rostrum, and the grand scale of the building, would have been quite unusual.

<sup>67</sup> Maj. Hans Ottzenn to Quartermaster General, 3<sup>rd</sup> Corps Area, United States Army, Washington, DC, March 23, 1940, Folder 687 BNC 1940d, GCGF 1936-45; Records of the OQMG, RG 92; NACP.

<sup>68</sup> The layout at Long Island National Cemetery is still symmetrical. At Ft. Snelling National Cemetery, multiple additions have resulted in a loss of symmetry.

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Baltimore National Cemetery prepared the interment sections for burials in stages. The WPA developed Sections A, B, and D-G. Initially, Baltimore National Cemetery segregated interments by race and by rank. The cemetery reserved Sections A-B for white officers, Section C for black officers, Sections D-E for white enlisted men, and Section G for black enlisted men.<sup>69</sup> Section F originally served as the Post Section.<sup>70</sup> Originally, the burial sites for officers were 12 feet x12 feet plots, and in 5 feet x10 feet plots for enlisted men.<sup>71</sup> Burials occurred in Sections H-L and MA by 1952, in Sections M and N by 1960, and in Sections P and R by 1968.<sup>72</sup>

### **Improvements**

In 1951, the Department of Defense proposed to purchase nearly 54 acres to expand Baltimore National Cemetery. This acquisition was canceled because the cost of \$8,935 per acre exceeded budget estimates.<sup>73</sup> That same year, the Department of Defense developed a rostrum area around the flagpole, consisting of a series of limestone walkways, along with benches, a semicircular sandstone platform with a lectern, and landscaping. The cemetery removed this installation in 1971 to create more space for burials.<sup>74</sup> Subsequently, the retaining wall itself became known as the rostrum.

The use of the assistant superintendent's lodge, which at one point housed cemetery director trainees, changed from residence to storage building in the 1970s.

Throughout the years, the Department of Defense continually updated the administrative office/utility building. In 1947, the Department of Defense (as the War Department) converted the chapel into an office for the cemetery superintendent. The Department of Defense constructed an addition to the administrative office/utility building in 1968. It also constructed a garage bay at the rear of the building from concrete masonry units, with a sandstone veneer to match the existing structure. During the same project, the Department of Defense completed an addition to the garage, partially with concrete masonry units.

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<sup>69</sup> Curtis Spence, Acting Supt., to the Quartermaster General, Memorial Division, November 21, 1946, Folder 687 BNC, GCGF 1946-1948; Records of the OQMG, RG 92; NACP; Segregating burial sections according to race or rank was discontinued in 1947, when the War Department issued new National Cemetery Regulations specifically prohibiting the practice. The desegregation of national cemetery sections preceded the desegregation of the Armed Forces by a year. According to a War Department memorandum, the initial segregation of BNC by race was due to an "old established Maryland Custom."

<sup>70</sup> Post sections were reserved for family members of those eligible for burial in national cemeteries, but who were not eligible themselves. For more information see the War Department, *National Cemetery Regulations* (Washington, DC: GPO, 1931), 13-14.

<sup>71</sup> *New National Cemetery – Layout Plan*, 6830-12 November 20, 1936, Construction Division, OQMG, OCM Records, NCA, Washington, DC.

<sup>72</sup> Maintenance Ledgers 1923-1970.

<sup>73</sup> Department of the Army (DOA), *National Cemeteries: A Study of Eligibility Requirements* (Washington, DC: DOA, 1961), 12; BNCHN, HPC, NCA, Washington, DC.

<sup>74</sup> BNCHN, HPC, NCA, Washington, DC.

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Passage of the *National Cemetery Act of 1973* (Public Law 93-43), signed on June 18, 1973, provided for development of the National Cemetery System. The act transferred eighty-two of the eighty-four national cemeteries to the Veterans Administration (VA). The two exceptions were among the oldest and most recognized properties: Soldiers' Home and Arlington national cemeteries. The eighty-two cemeteries joined twenty-one that the VA already administered as part of VA medical centers. Also transferred from the Army were thirty-three soldiers' lots, government lots, and Confederate cemeteries that dated to the Civil War.<sup>75</sup> During the following decades, Baltimore National Cemetery and the VA itself evolved. In 1989, the VA gained cabinet-level status and was renamed the Department of Veterans Affairs (also known by the abbreviation VA); in 1998, the National Cemetery System became the NCA.

In 1978, the interior of the administrative office/utility building underwent an update that included the installation of a new stairway. Currently, the lodge continues to serve as the residence of the cemetery director, while the administrative office/utility building and the garage continue to be used for cemeterial purposes.

Despite architectural and structural additions and alterations, Baltimore National Cemetery retains its historic integrity. Additions and alterations are minimal and do not affect the feeling, design, association, or workmanship of the cemetery and its landscape. The setting of the cemetery has changed little since its establishment, with residential, forested, and park space still framing its boundaries.

### **Interment History**

In the initial decade after its establishment, Baltimore National Cemetery was one of the seven busiest national cemeteries within the system.<sup>76</sup> The number of interments steadily increased in the years after World War II.<sup>77</sup>

The demand for interment in Baltimore National Cemetery rose dramatically in 1967, when concerns that Arlington National Cemetery would soon run out of burial space led the Army to enact restrictions on burial in that cemetery. As a result, many veterans in the Mid-Atlantic region, who previously requested burial in Arlington National Cemetery, were diverted to Baltimore National Cemetery.<sup>78</sup> This contributed to the closing of Baltimore National Cemetery

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<sup>75</sup> Dean W. Holt, *American Military Cemeteries: A Comprehensive Illustrated Guide to the Hollowed Grounds of the United States, Including Cemeteries Overseas* (Jefferson, NC: McFarland and Company, 1992), 5, 409; Donald E. Johnson, *A Study of the National Cemetery System* (Washington, DC: Department of Veterans Affairs [VA], 1974), 15; VA, *Report on the National Cemetery System*, prepared in response to Public Law 99-576 (Sec. 412), Veterans Benefit Improvement and Health-Care Authorization Act of 1986 (February 1994).

<sup>76</sup> *National Cemetery Policy* 89<sup>th</sup> Congress, 2<sup>nd</sup> sess., June 28, 1966.

<sup>77</sup> Burial Operations and Support System records, NCA, Washington, DC.

<sup>78</sup> *Hearings, Reports, and Prints*, 90<sup>th</sup> Cong., 2<sup>nd</sup> sess., 1967.

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for new interments in 1970, except for burials in reserved gravesites or second interments in existing graves.<sup>79</sup> That year, the number of new interments dropped from 1,807 to 316.<sup>80</sup>

Today, at approximately 72 acres with 45,996 remains, Baltimore National Cemetery is the smallest of the Inter-World War national cemeteries in both size and number of graves. Veterans of World War II comprise the largest population of interments, followed by World War I veterans.

### **Medal of Honor Recipients (1)**<sup>81</sup>

The Medal of Honor is the highest award that can be bestowed upon Armed Services personnel. The honor recognizes an act of valor performed in action against an enemy force. The headstones of the recipients installed or replaced since 1976 feature the Medal of Honor emblem in gold. Headstones prior to 1976 may list the medal in text only.

Laddie Stupka, Fireman First Class. United States Navy Fireman Laddie (spelled “Loddie” in some cases) received the Medal of Honor for actions taken during the peacetime wreck of the USS *Leyman* on January 21, 1903. Following his death on February 20, 1946, Stupka was interred in the Distinguished Service Section, Grave 1.

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<sup>79</sup> *Hearing of the Department of Housing and Urban Development, Space, Science, Veterans, and...* 93<sup>rd</sup> Cong. 2<sup>nd</sup> sess., 1973.

<sup>80</sup> Burial Operations and Support System records, NCA, Washington, DC.

<sup>81</sup> This section was compiled with information from George Lang, Raymond Luther Collins, and Gerard White, *Medal of Honor Recipients, 1863-1994: World War II to Somalia*, (New York: Facts on File, Inc., 1995) and the Congressional Medal of Honor Society, “Full Archive,” [www.CMOHS.org](http://www.CMOHS.org) (accessed June 1, 2010).

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**Previous documentation on file (NPS):**

- preliminary determination of individual listing (36 CFR 67) has been requested
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey # \_\_\_\_\_
- recorded by Historic American Engineering Record # \_\_\_\_\_
- recorded by Historic American Landscapes Survey # MD-4

**Primary location of additional data:**

- State Historic Preservation Office
- Other State agency
- Federal agency
- Local government
- University
- Other

Name of repository: Maryland State Archives, National Cemetery Administration

**Historic Resources Survey Number (if assigned):** \_\_\_\_\_

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## 10. Geographical Data

**Acreage of Property** 72.2

Use either the UTM system or latitude/longitude coordinates

### Latitude/Longitude Coordinates

Datum if other than WGS84: \_\_\_\_\_

(enter coordinates to 6 decimal places)

1. Latitude: 39.279333 Longitude: -76.706876
2. Latitude: 39.278005 Longitude: -76.707391
3. Latitude: 39.275746 Longitude: -76.703786
4. Latitude: 39.274550 Longitude: -76.705030
5. Latitude: 39.272689 Longitude: -76.702198
6. Latitude: 39.272191 Longitude: -76.702498
7. Latitude: 39.272789 Longitude: -76.710137
8. Latitude: 39.278324 Longitude: -76.709772

### UTM References

Datum (indicated on USGS map):

NAD 1927 or  NAD 1983

- |              |                 |                   |
|--------------|-----------------|-------------------|
| 1. Zone: 18N | Easting: 352531 | Northing: 4349044 |
| 2. Zone: 18N | Easting: 352834 | Northing: 4349224 |
| 3. Zone: 18N | Easting: 352479 | Northing: 4348444 |
| 4. Zone: 18N | Easting: 353312 | Northing: 4348424 |

### Verbal Boundary Description (Describe the boundaries of the property.)

Baltimore National Cemetery is bound to the north by Frederick Avenue; to the west by Taylor Avenue; to the south by the Short Line Trail; and to the east by a wooded area. The northern-most approximately 28 acres of the cemetery, which includes the cemetery entrance, is in Baltimore City. The remaining roughly 44 acres lie in Baltimore County.

### Boundary Justification (Explain why the boundaries were selected.)

The boundary corresponds to the legal tax parcel boundaries assigned to Baltimore National Cemetery in both Baltimore City and Baltimore County and includes all extents of the cemetery.

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## 11. Form Prepared By

name/title: Alec Bennett/Historian and Sara Amy Leach/Senior Historian, with revisions by Kristie L. Person, New South Associates, Inc., Stone Mountain, Georgia 30083

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e-mail: sara.leach@va.gov; kperson@newsouthassoc.com

telephone: 202-632-5894; 770-498-4155

date: November 3, 2015

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## Additional Documentation

Submit the following items with the completed form:

- **Maps:** A **USGS map** or equivalent (7.5 or 15 minute series) indicating the property's location.
- **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.

## Photographs

### Photo Log

Name of Property: Baltimore National Cemetery

City or Vicinity: Baltimore

County: Baltimore City and County

State: Maryland

Photographer: Kristie L. Person

Date Photographed: June 6, 2014

Description of Photograph(s) and number, include description of view indicating direction of camera:

1 of 45. View to southeast, Entrance Gates

2 of 45. View to west, Pedestrian Gate and Boundary Fence

3 of 45. View to southeast, Boundary Wall

4 of 45. View to north, Entrance Gates

5 of 45. View to south, Portal Drive

6 of 45. View to south, *National Cemetery Act* Plaque and Portal Drive

7 of 45. View to east, Section P

8 of 45. View to north, Portal Drive and Entrance Gates

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- 9 of 45. View to southwest, Lodge Façade
- 10 of 45. View to south, Lodge Front Oblique
- 11 of 45. View to east, Lodge Rear Oblique
- 12 of 45. View to northeast, Lodge Rear Elevation
- 13 of 45. View to north, Lodge Rear Oblique
- 14 of 45. View to northeast, Lodge Rear Elevation Detail
- 15 of 45. View to northwest, Lodge Side Elevation
- 16 of 45. View to west, Lodge Front Oblique
- 17 of 45. View to southwest, Lodge Interior Staircase
- 18 of 45. View to southwest, Lodge Interior Newel Post
- 19 of 45. View to southeast, Lodge Interior Living Room Mantel
- 20 of 45. View to east, Lodge Interior Dining Room North Built-In Cabinet
- 21 of 45. View to northwest, Lodge Interior Dining Room Mantel
- 22 of 45. View to southwest, Administrative Office/Service Building Front Oblique
- 23 of 45. View to northwest, Administrative Office/Service Building Front Oblique
- 24 of 45. View to northwest, Administrative Office/Service Side Elevation Detail
- 25 of 45. View to west, Garage and Oil House
- 26 of 45. View to west, Assistant Superintendent's Lodge Façade
- 27 of 45. View to northeast, Assistant Superintendent's Lodge Rear Oblique
- 28 of 45. View to south, Lodge, Administrative Office/Service Building, Garage, Oil House
- 29 of 45. View to northwest, Section A, Buildings, Flagpoles
- 30 of 45. View to southwest, Spoil Shelter
- 31 of 45. View to northeast, Committal Shelter
- 32 of 45. View to southeast, "Bivouac of the Dead" Plaque
- 33 of 45. View to northeast, United States Flagpole
- 34 of 45. View to northeast, Rostrum from Section K
- 35 of 45. View to northeast, Rostrum and United States Flagpole
- 36 of 45. View to north, Rostrum and United States Flagpole
- 37 of 45. View to south, Rostrum
- 38 of 45. View to southwest, Rostrum and Memorials
- 39 of 45. View to northwest, Medal of Honor Recipient Marker
- 40 of 45. View to south, toward Section D
- 41 of 45. View to west, Turnaround at Sections L and K
- 42 of 45. View to southeast, Seating Area Looking into Cemetery from Short Line Trail
- 43 of 45. View to southwest, Sections C and P
- 44 of 45. View to northeast, Sections M, N, and H
- 45 of 45. View to northwest, Sections M, N, and H

**Paperwork Reduction Act Statement:** This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.).

**Estimated Burden Statement:** Public reporting burden for this form is estimated to average 100 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Office of Planning and Performance Management, U.S. Dept. of the Interior, 1849 C. Street, NW, Washington, DC.