
HISTORIC STRUCTURE REPORT
**HISTORIC CEMETERY COMFORT STATION
(BUILDING #313)**



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Cover Photo/Title Page: Building #313 west elevation. Building Conservation Associates, 2025.

PREFACE

The following 100% Draft of the Historic Structure Report for the Historic Comfort Station (Building #313) at Arlington National Cemetery represents a synthesis of all research and analysis performed for this project.

HARMFUL LANGUAGE NOTICE

Please note that due to the subject matter of this report, some referenced and quoted archival documents contain culturally insensitive or offensive language that reflects racism and other biases. In addition, various sections include references to historical instances of physical and sexual abuse.

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STUDY SUMMARY

INVESTIGATION HISTORY AND METHODOLOGY

The purpose and content of a Historic Structure Report (HSR) requires a comprehensive investigation into the history—both physical and contextual—of a subject site as well as a review of existing conditions. The scope of work for this particular HSR project was to investigate the history, character-defining features, and existing conditions of the Historic Comfort Station (Building #313) in order to develop recommendations for the continued stewardship and maintenance of this historic resource and identify repair and maintenance priorities.

To these ends, the research methodology for this project included a wide variety of sources and extensive analysis and synthesis of diverse leads. The archival and physical investigations were highly productive and included the review of numerous primary and secondary sources, physical and photographic reviews of the site (March–September 2025), and consultations with subject-matter experts, including members of the National Park Service (NPS), the US Army, and National Cemetery Administration (NCA). Both physical archives and digital resources served as the cornerstone of the archival research, with invaluable assistance from several librarians and archivists who shared content in their collections. BCA made in-person visits to various repositories and utilized numerous other digital collections, including the archives of the US Army Quartermaster, the US Army, Arlington County, the Government Publishing Office, JSTOR, HathiTrust, the Internet Archive, Proquest, and Newspapers.com.

This HSR makes significant use of previous research including published and unpublished Historic Structure Reports, Cultural Landscape Reports, Cultural Landscape Inventories, Administrative Histories, and National Register nominations. These were useful in tracking down primary sources and when reviewed with a critical eye, provided an abundance of leads. Other vital secondary sources including NPS Historic Resource Studies and Historic Context Narratives provided important information for the sections on enslavement, Reconstruction, segregation, and civil rights.

Part II of the HSR includes treatment recommendations for the existing conditions identified at the end of Part I. These recommendations will be made by expert sub-consultants in architecture, materials conservation, structural engineering, mechanical engineering, electrical engineering, and plumbing systems. All recommendations will be discussed with NPS and other stakeholders to ensure they are practical to implement.

MAJOR RESEARCH FINDINGS

This report combines original research findings with existing knowledge compiled and summarized from secondary sources and previous research. Below is a bulleted summary of information about Building #313 that is new, newly confirmed, particularly noteworthy, or that contradicts previous beliefs or research about the building. Every effort has been made in the body of the report to appropriately credit the many researchers who are responsible for the relevant findings.

- Building #313 was designed by the US Army Quartermaster, following guidelines in their technical manual that requires gender segregation—or even completely separate facilities—as well as the option for racial segregation.
- The War Department and NPS approached the design and construction of comfort stations in a similar manner in the first half of the 20th century. When they built comfort stations in the formerly Confederate states that were plagued by Jim Crow laws, they segregated them by race to accommodate the racist social mores and customs despite federal laws requiring desegregated public accommodations.
- The Constructing Quartermaster's design of Building #313 adapted the concept of a segregated comfort station for the context within which it would be built. Namely, the interior layout used common precedents for dividing spaces by race while the exterior massing and materiality matched the support buildings constructed at the Chaffee Place parking lots ten years prior.

PROPOSED TREATMENT AND USE

Building #313 is currently in use by the NPS's George Washington Memorial Parkway as a Curatorial Building. This is also the intended future use by the NPS. Although the building currently houses some historical documents, the spaces on the first floor which serve as document storage are not sufficiently equipped with appropriate climate control measures to care for and protect sensitive historical documents and objects. The NPS desires to make modifications to these spaces to accommodate a more controlled environment for document and collections care.

LIMITATIONS AND RECOMMENDED AREAS OF FURTHER STUDY

The development of this HSR was supported by a comprehensive research effort. Every lead regarding Building #313's physical and contextual histories was explored to its fullest. However, some open questions remain. The recommended areas of further study below stem from the unavailability of archival material on certain topics. If more information becomes available, these areas offer potential avenues for additional insight into the history of the building.

- Significant documentation exists on how the major branches of the armed forces reacted to President Truman's 1948 Executive Order #9981 desegregating the US military. However, no explicit documentation has been found to describe how it affected the country's national cemeteries including Arlington National Cemetery (ANC). Based on how the armed forces adapted to the order, assumptions have been made in this HSR suggesting that public facilities at ANC were desegregated immediately following the order, although social mores and customs likely kept them effectively segregated until the passage of the Civil Rights Act of 1964.
- The available construction drawing set does not specifically label the basement spaces as segregated. Only one note in a drawing detail identifies a specific measurement for the "COLORED MENS TOILET" and the photographs from the construction completion report show the "COLORED WOMEN" and "COLORED MEN" signs hanging outside the basement entrances. As no previous iterations of the drawings have been located, it is unclear if an earlier version may have used these segregated designators in the floor plans. Although the HSR scope of work suggests these designators were removed from an earlier iteration of the drawings, these drawings have not been found to confirm this.
- A 2007 oral history interview with Howard D. Nottingham, the Constructing Quartermaster identified on the completion report, and newspaper articles provide historical context for his role with the Quartermaster Corps at the time of the construction of Building #313. Nottingham even recalls the construction of the building. However, little information could be located for other members of the Quartermaster Corps staff whose names feature on the construction drawings for the building as either approver, draftspersons, or tracers or in the construction completion report as having supervised the building's construction.
- No information was uncovered describing the physical transformation of Building #313 from a comfort station to its current office use. Lease documents of the land on which the building sits note that this transition occurred after transfer of the building's ownership from the Department of the Army to the National Park Service in 1982, and although the physical fabric shows how this transition manifested, no details about exactly when this occurred are known.
- Contextual research into public toilet facilities at ANC that preceded Building #313 did not uncover clear evidence that these were segregated by design like Building #313. They were likely segregated in practice prior to the passage of the 1964 Civil Rights Act, if not Truman's 1948 Executive Order.
- Several comparable segregated comfort stations were identified during research to place Building #313 into a historical context. Others not yet identified may broaden this context.

PROJECT DATA

ADMINISTRATIVE DATA

Name and Location data:	The Curatorial Building
Preferred structure name:	The Curatorial Building or Building #313
Other Historic Names Used:	Building #27; Building P-113; Comfort Station
Park:	George Washington Memorial Parkway
Structure State:	Virginia
NPS Region:	National Capital Region
Administrative Unit:	George Washington Memorial Parkway
NPS Property Number:	26438
Cultural Resource Inventory System ID No.:	Not assigned
Square Feet:	~1,700 square feet
National Register of Historic Places Status:	Contributing, Arlington National Cemetery National Register Historic District
Date:	April 11, 2014
National Historic Landmark:	N/A
Significance:	Contributing
NR Information System No.:	14000146

PROJECT TEAM AND ACKNOWLEDGEMENTS

This report was researched and written primarily by Kevin A. Wohlgemuth, Senior Associate at Building Conservation Associates, Inc. (BCA) with contributions by Michele Boyd, BCA Director of Preservation, and BCA Staff Conservator Kate Whitney-Schubb. The project team also included project management and architectural services by Isabelle Gizinski, AIA, GWWO Architects. At the NPS, the project was managed by Megan Bailey and Gigi Scovel at George Washington Memorial Parkway. In addition, this HSR would not have been possible without the generous assistance of the following professionals:

- Jared Chamberlin, NARA
- Dorcas Corchado, former NPS
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- Timothy L. Frank, US Army
- Sarah Graff, NARA
- Maureen Joseph, NPS
- Steven Kattula, RA, NPS
- Craig E. Lebro, PE, Henry Adams, LLC
- Courtney Magill, former NPS
- Julie McGilvray, former NPS
- Lori Norris, NARA
- Elijah G. Palmer, US Army
- Christopher Robey, MLA, former National Conference of State Historic Preservation Officers
- Kimberly Robinson, NPS
- Amber M. Simms, NPS
- Mary Ellen Slater
- Caitlin E. Smith, US Army
- Jeanne S. Tebera, PE, CFPS, Henry Adams, LLC
- Josh Winemiller, PE, LC, Henry Adams, LLC

RELATED STUDIES

- Arnest, Harry Lee and John D. Singh, Arlington House Historic Structure Report, Architectural Data Section. National Park Service, 1985.
- Cultural Landscapes Inventory, Arlington House, The Robert E. Lee Memorial. National Park Service, 2009.
- Devlin, Erin Krutko. Segregation in Virginia's National Parks, 1916–1965. National Park Service, 2022.
- Hanna, Jennifer. Arlington House: The Robert E. Lee Memorial. National Park Service, 2001.
- Nottingham, First Lt. Howard D., QMC. Completion Report for the Construction and Completion of the Comfort Station at Arlington National Cemetery, Fort Myer,

Virginia. War Department, 1941.

- Poole, Robert M. *On Hallowed Ground: The Story of Arlington National Cemetery*. Bloomsbury, 2009.
- Smith, Kathryn. *Arlington House Historic District Boundary Increase & Additional Documentation*. National Park Service, 2013.
- Snell, Charles W. and Harlan D. Unrau. *Arlington House: The Robert E. Lee Memorial Historic Structure Report, Volume I*. National Park Service, 1985.

DEFINITIONS

The following terms are used throughout this report and may or may not be defined within the text. The definitions are provided here for ease of comparison:

- Comfort Station (or public toilet): A building with public toilets and/or urinals and lavatory facilities, often in public parks.
- Lavatory: Traditionally simply a washroom with a sink (from the Latin lavāre meaning to wash) but later used as a synonym for toilet room with toilets and sinks.
- Privy: An outbuilding having a bench with holes, typically set over a pit into which users urinate or defecate.
- Public Urinal (or pissoir/urinoir in French): An enclosure with a screen, typically on a street, that contains a urinal.
- Restroom: Generally, a more formal or polite term for a public toilet facility; or a washroom, lounge, or lobby to a toilet room within a larger toilet facility.

LIST OF ACRONYMS

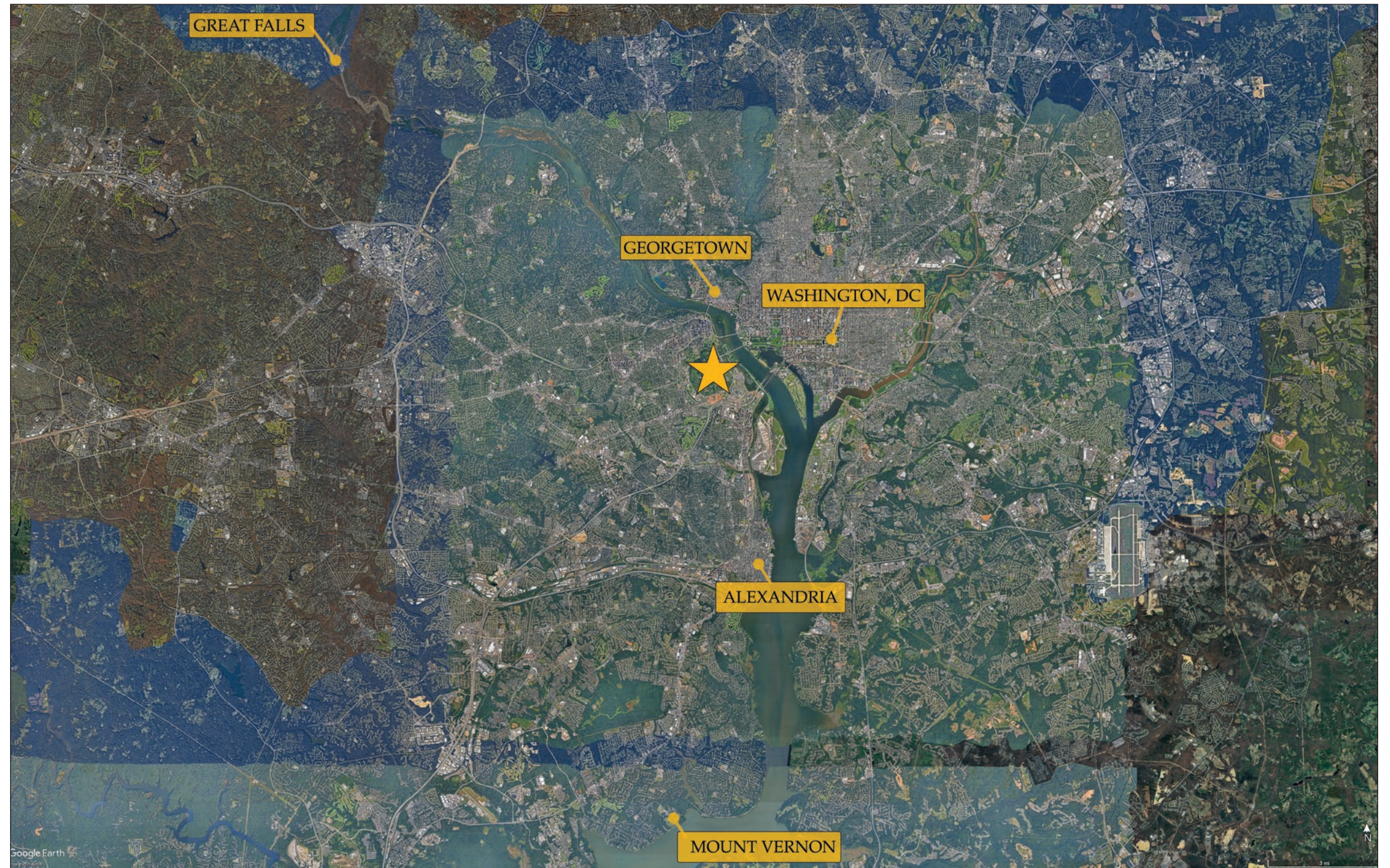
- ABAAS: Architectural Barriers Act Accessibilities Standards
- ACS: American Colonization Society
- ACT: Acoustical Ceiling Tile
- ASCE: American Society of Civil Engineers
- ANC: Arlington National Cemetery
- ARHO: Arlington House
- CCC: Civilian Conservation Corps
- FDR: President Franklin Delano Roosevelt
- GWMP: George Washington Memorial Parkway
- GWP: George Washington Parke [Custis]
- JFK: President John Fitzgerald Kennedy
- LOC: Library of Congress
- NARA: National Archives and Records Administration
- NCA: National Cemetery Administration
- NPS: National Park Service
- ONPBR: Office of National Parks, Buildings, and Reservations
- OPB&G: Office of Public Buildings & Grounds
- QMC: Quartermaster Corps
- QMG: Quartermaster General
- USACE: US Army Corps of Engineers
- USCT: US Colored Troops

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MAPS



Map 1. Arlington National Cemetery. Location of Building #313 is denoted by orange star. 1: Arlington House; 2: Memorial Amphitheater; 3: Military Women's Memorial. Google Earth, 2025. Annotations by author.



Map 2. Extent of GWMP from Great Falls to Mount Vernon. ANC denoted with orange star. Google Earth, 2025. Annotations by author.



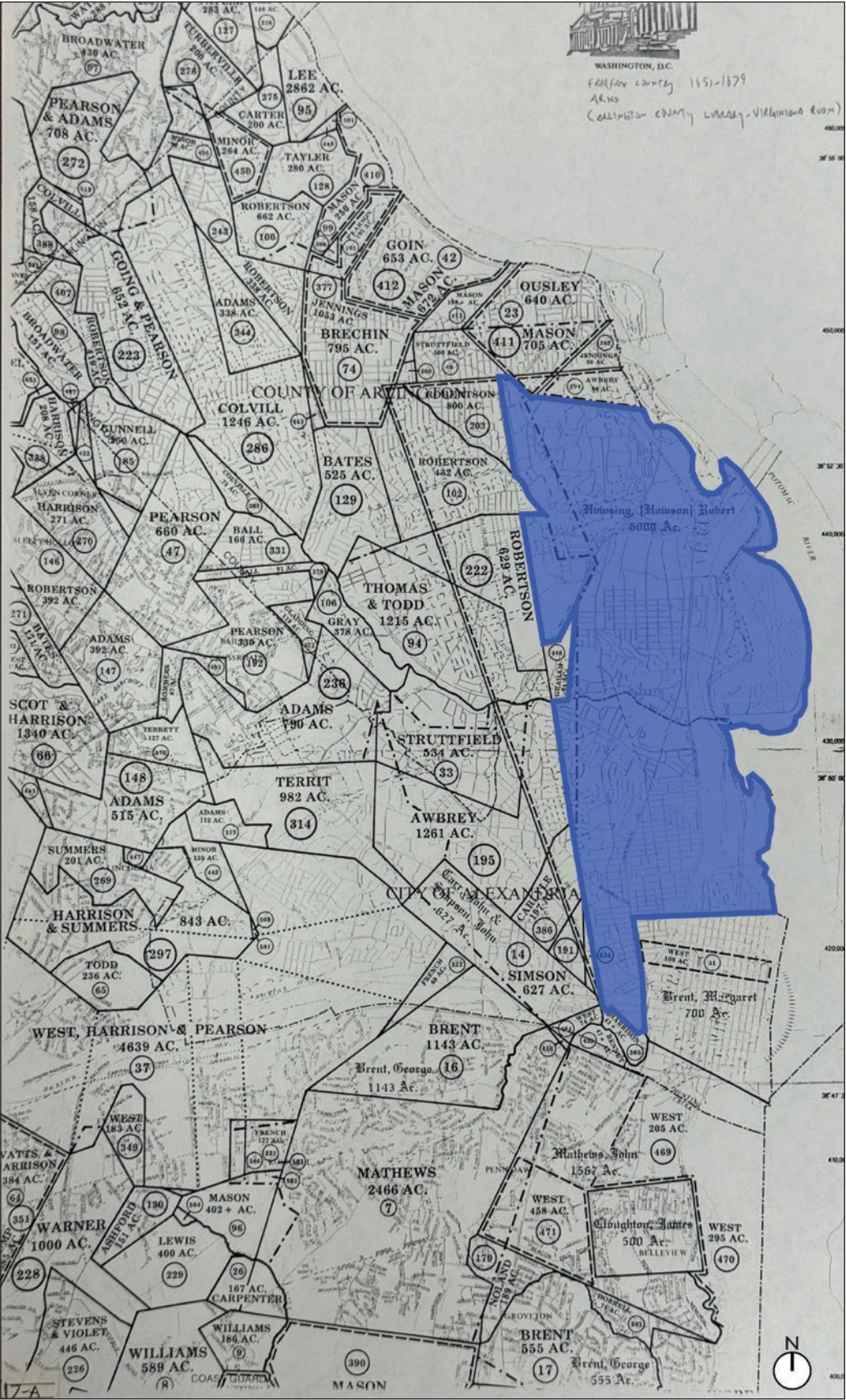
Map 3. John Smith, Map of Virginia, 1624. Library of Congress. <https://www.loc.gov/item/99446115/>.



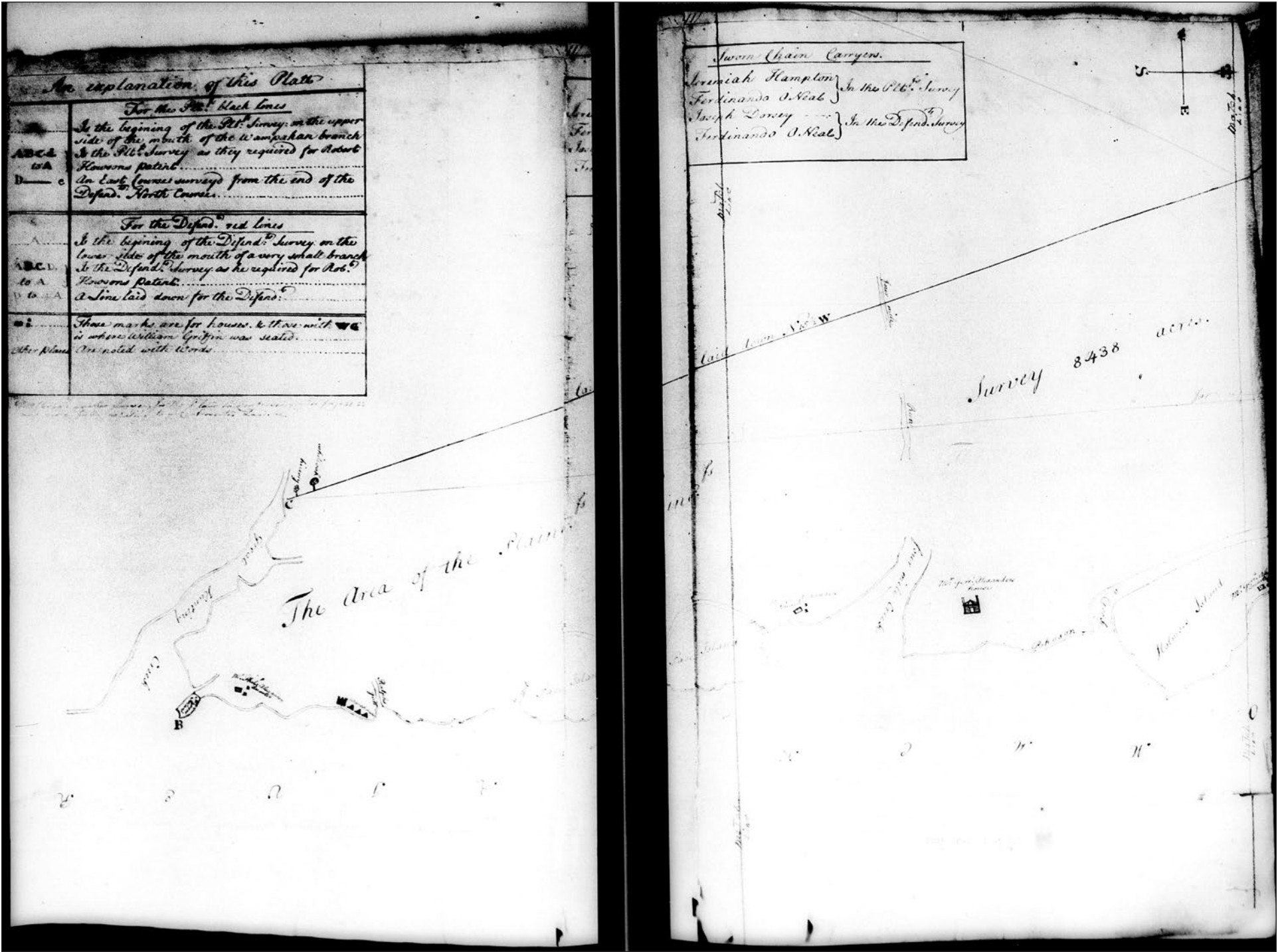
Map 4. Detail of John Smith, Map of Virginia, showing locations of Nacotchtanck and Namoranhquend villages, 1624. Library of Congress. <https://www.loc.gov/item/99446115/>.



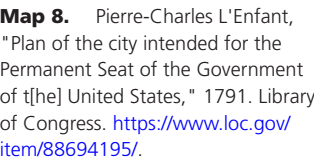
Map 5. Map showing positions of Georgetown (right), Alexandria (left), and Washington, DC (bottom), along the Potomac River, 1838. Library of Congress. <https://www.loc.gov/item/89696869/>.



Map 6. Map showing approximate extents of Howsing tract overlaid on modern map of Arlington. GWMP Archives.



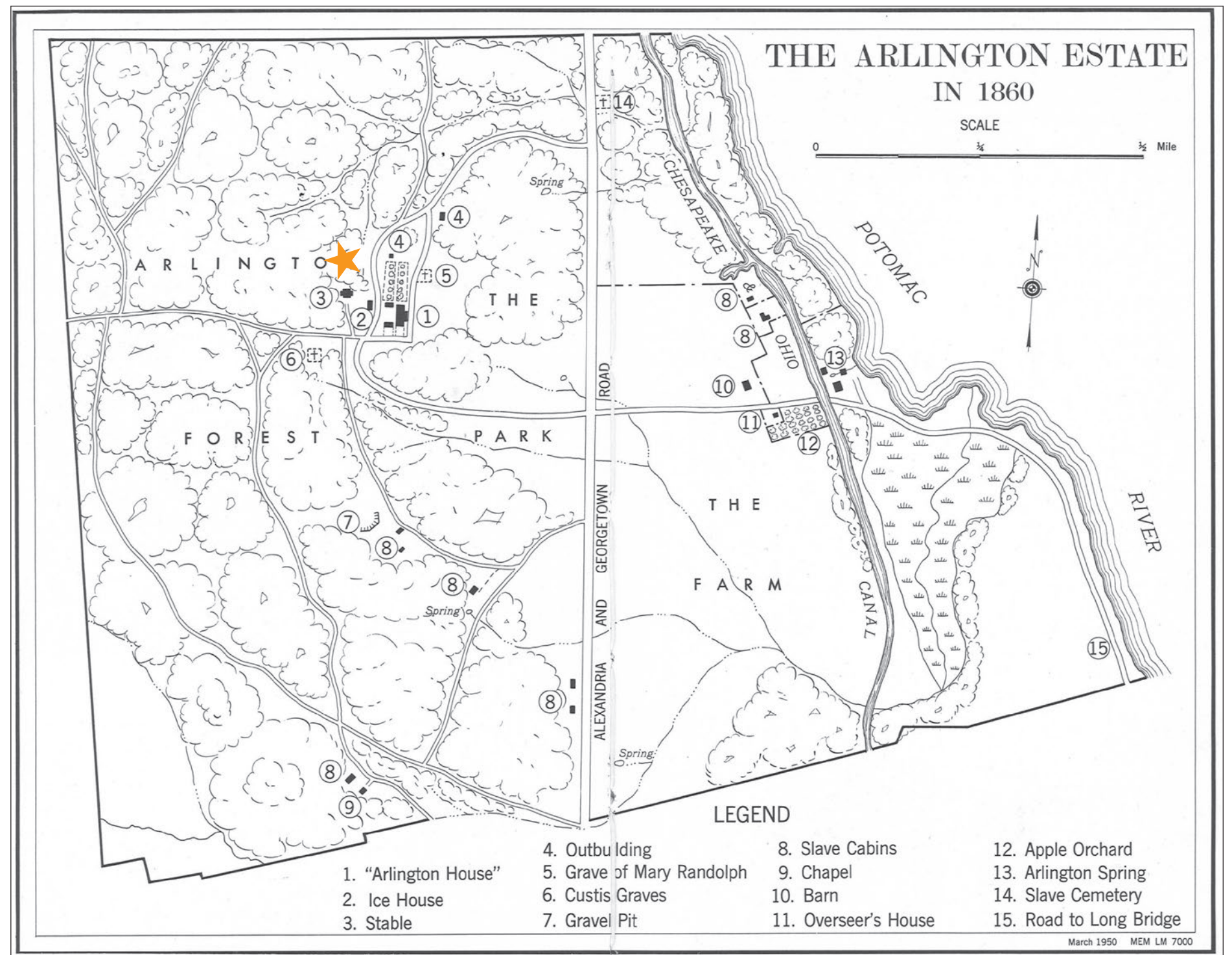
Map 7. Survey of the former Howsing plot shortly after it was divided between John and Gerrard Alexander, 1746. Fairfax, VA. Record of Surveys, 1742–1856, 8141174. Note the small house icon on the right page shows the home of Gerrard Alexander.

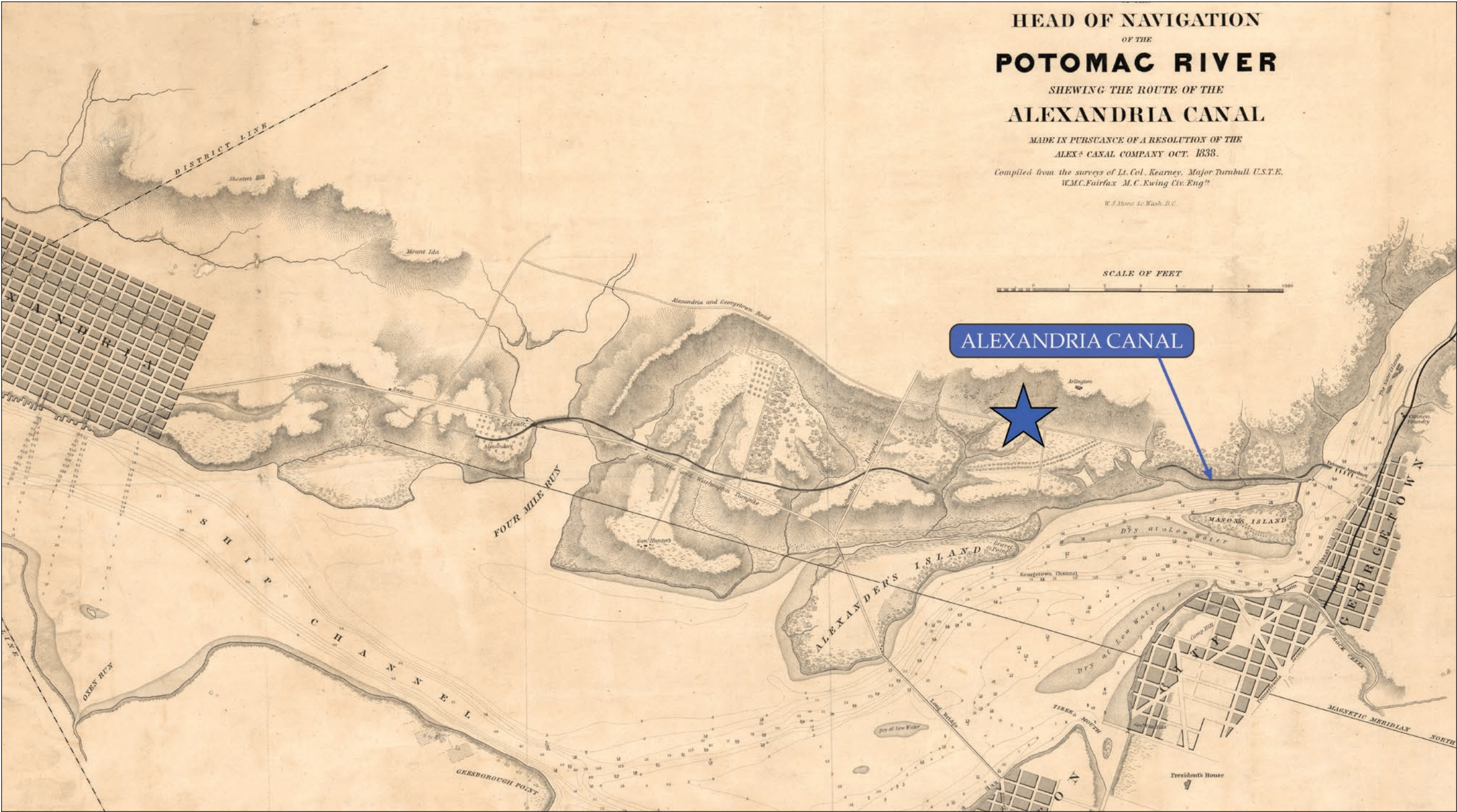




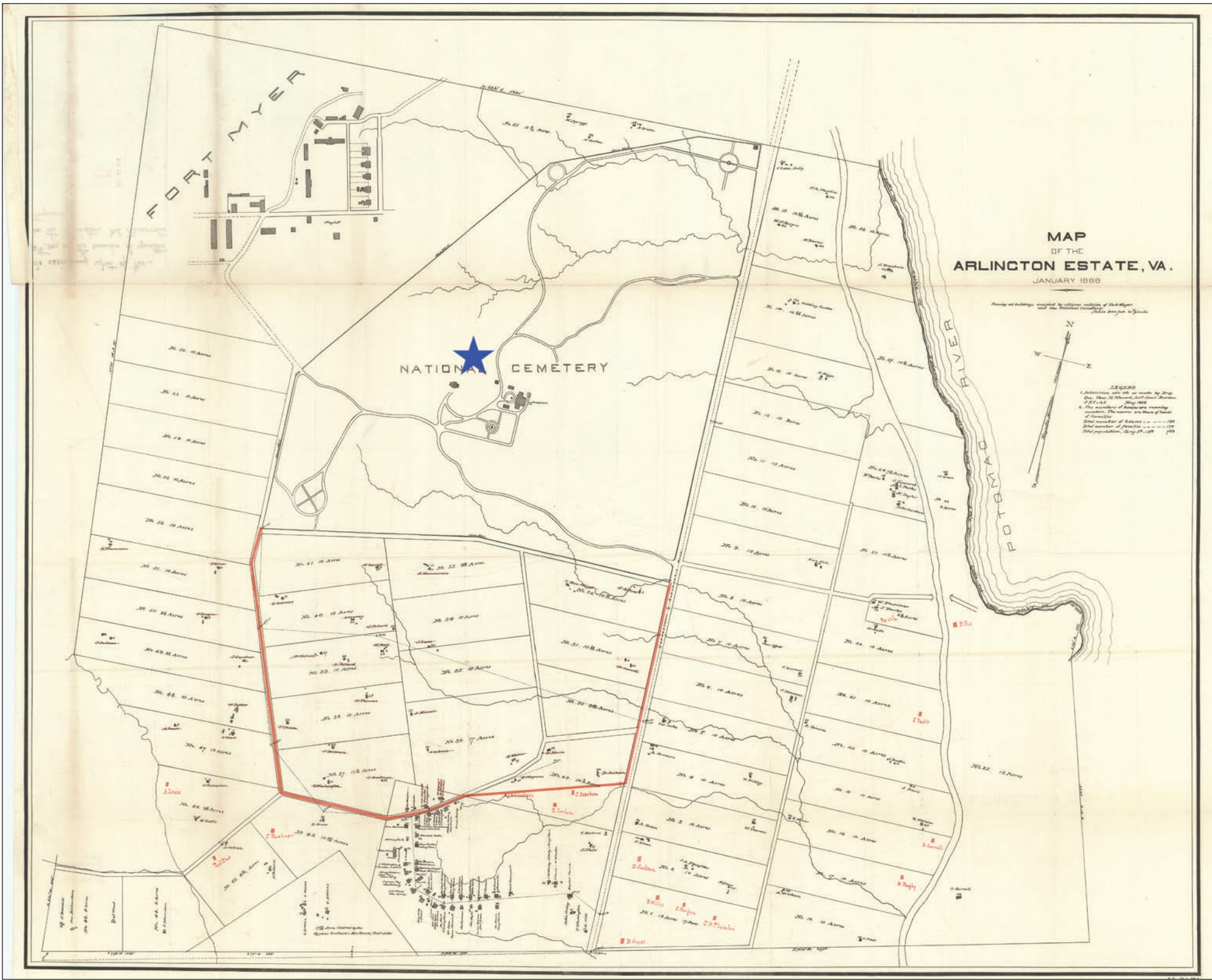
Map 9. Chart of the Potomac River and surroundings, 1837. Note all of the transportation routes running through and near the Arlington Estate as well as the Washington Bridge between Alexander's Island and Washington, DC. Library of Congress. <https://www.loc.gov/item/87695755>.

Map 10. Map of the Arlington Estate in 1860, drafted by NPS, 1950. Approximate location of Building #313 denoted by orange star. ARHO Archives.

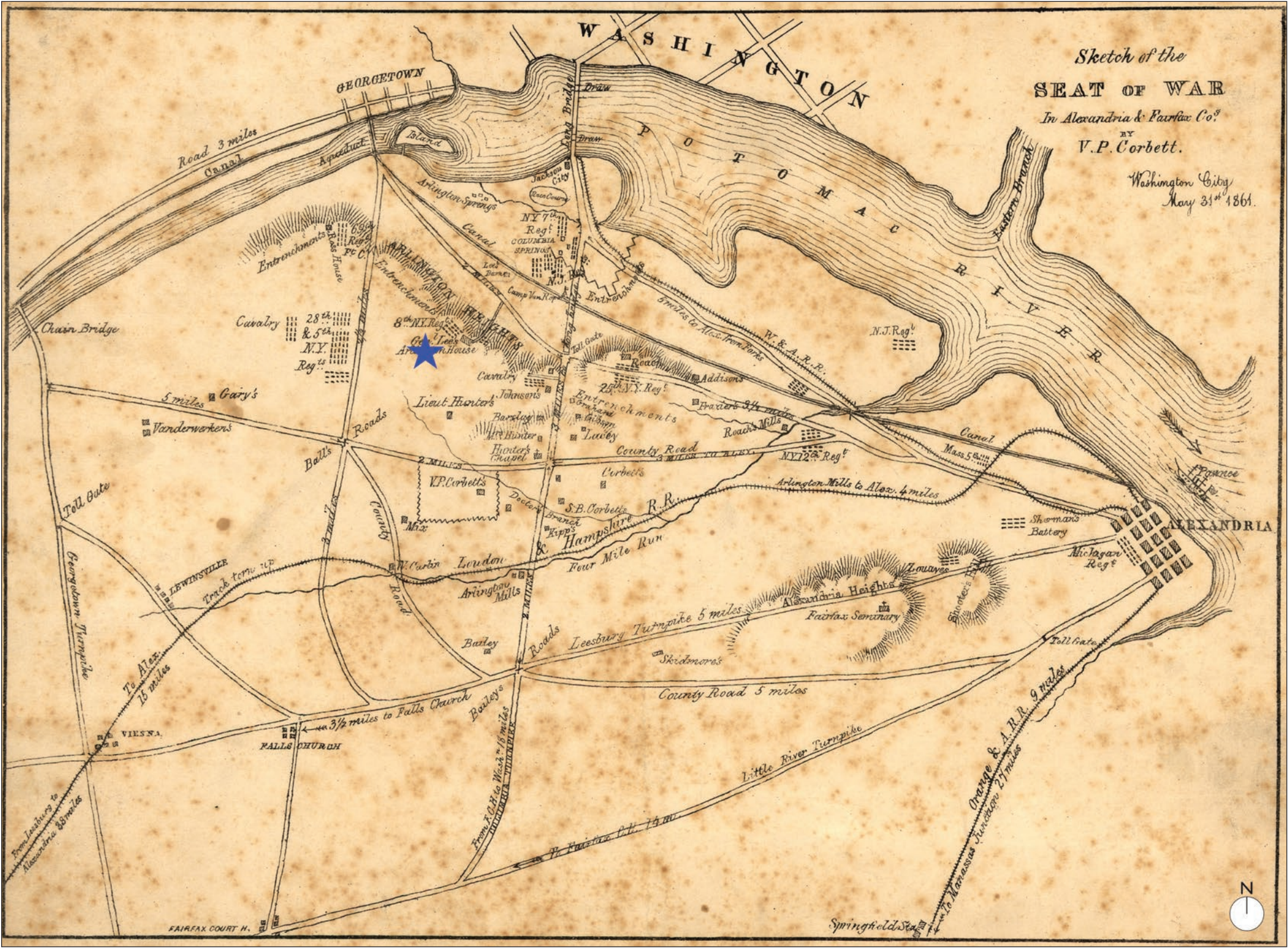




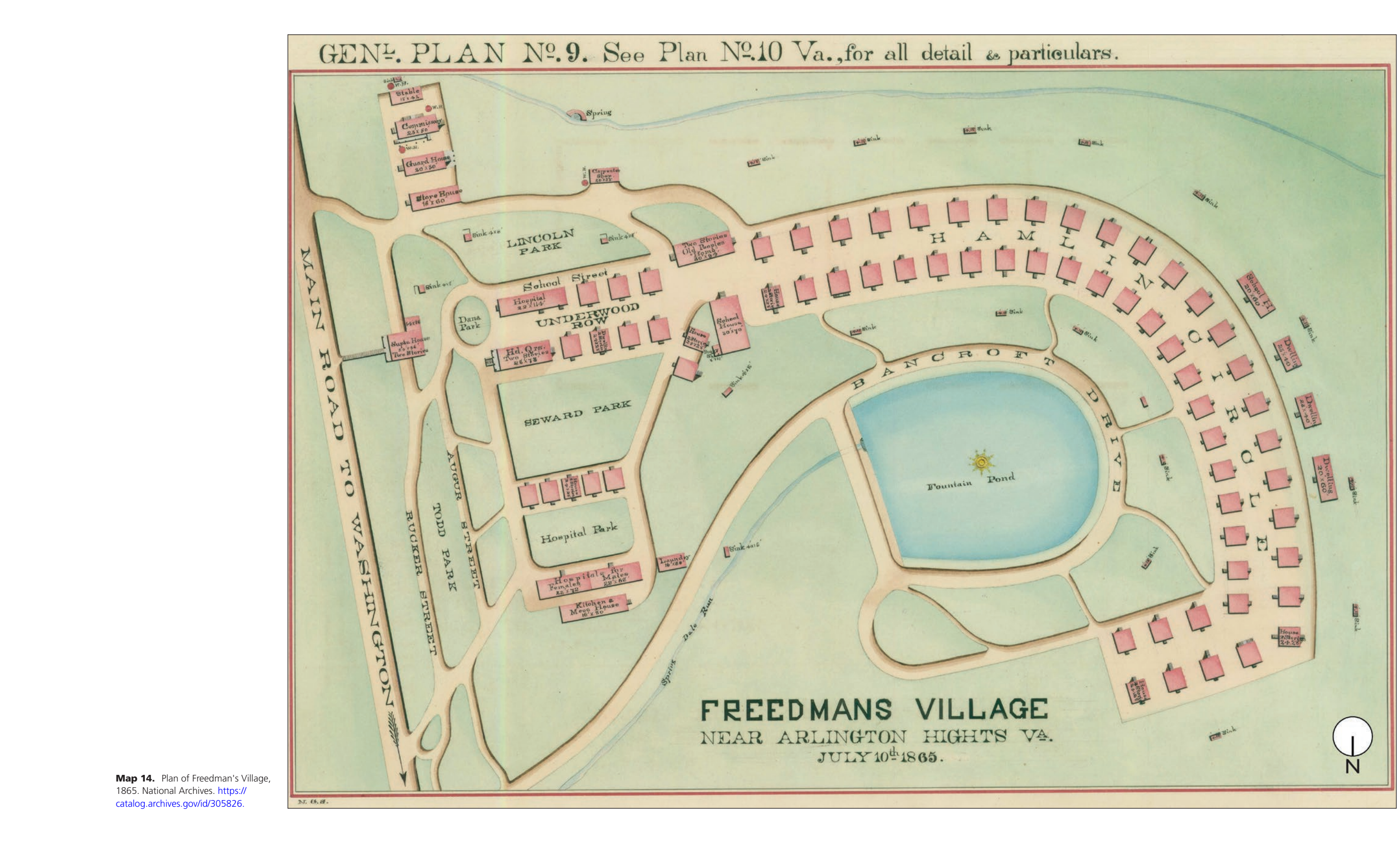
Map 11. Map showing the Alexandria Canal running through the Custis property (blue star), 1838. Library of Congress. <https://www.loc.gov/item/89696869/>.



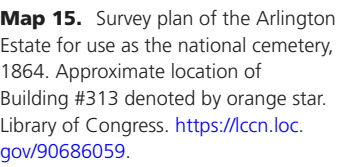
Map 12. Map of the Arlington Estate, 1888. Note the triangular Syphax property and layout of Freedman's Village at the bottom of the map. Approximate location of Building #313 denoted by blue star. National Archives. <https://catalog.archives.gov/id/301096149>.



Map 13. Map of US Army presence on the Arlington Estate, 1861. Approximate location of Building #313 denoted by blue star. Arlington National Cemetery Archives.

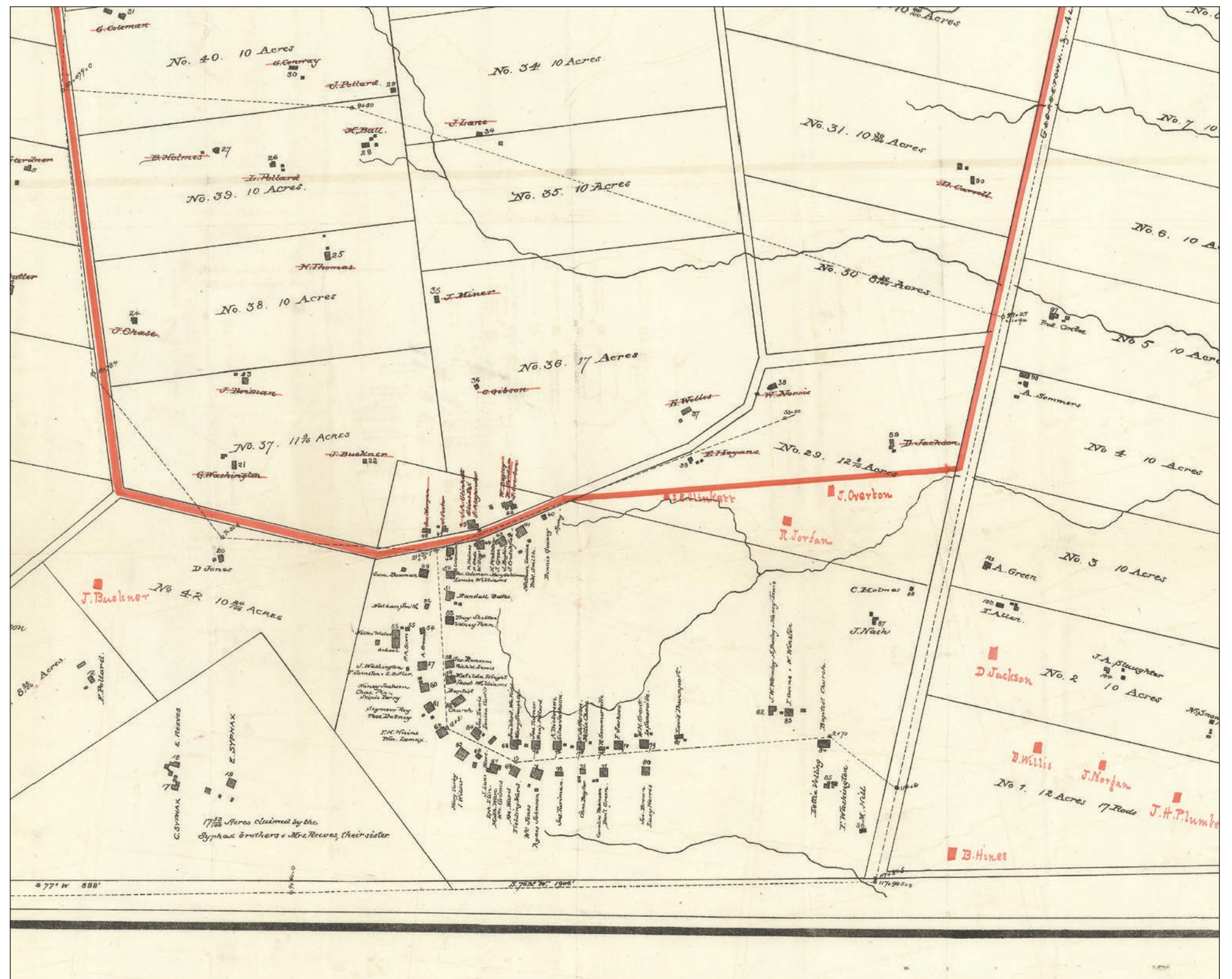


Map 14. Plan of Freedman's Village, 1865. National Archives. <https://catalog.archives.gov/id/305826>.





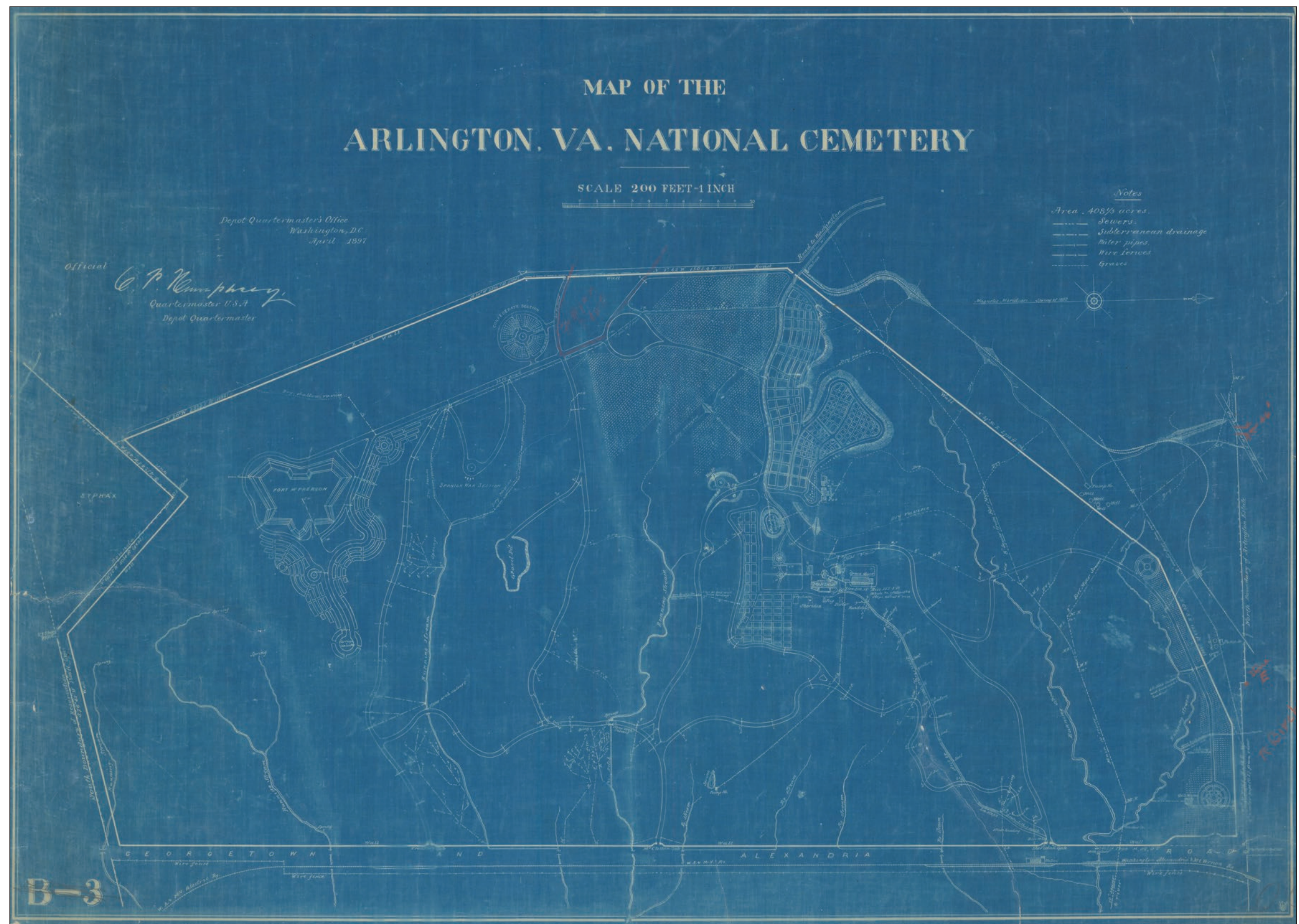
Map 16. Map of Civil War defenses around Washington, DC, 1865. Library of Congress. <https://www.loc.gov/item/88690673>.



Map 18. Plan of Freedman's Village, 1888. National Archives. <https://catalog.archives.gov/id/301096149>.



Map 19. Boundary map of Arlington National Cemetery, 1941. Approximate location of Building #313 denoted with blue star. Arlington National Cemetery.

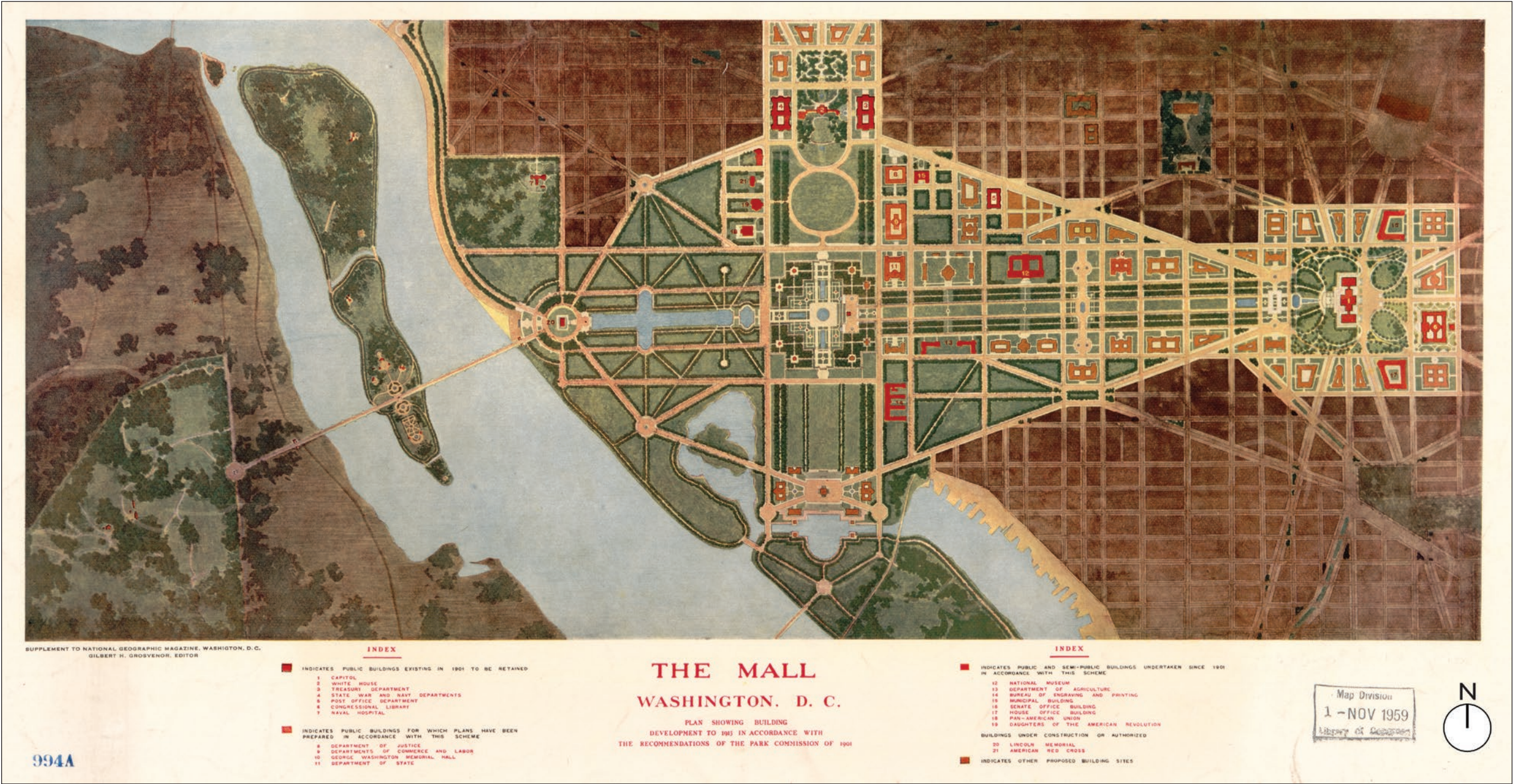


Map 20. Map of Arlington National Cemetery, 1897. National Archives. RG 92 Records of the Office of the Quartermaster General 1774–1985.

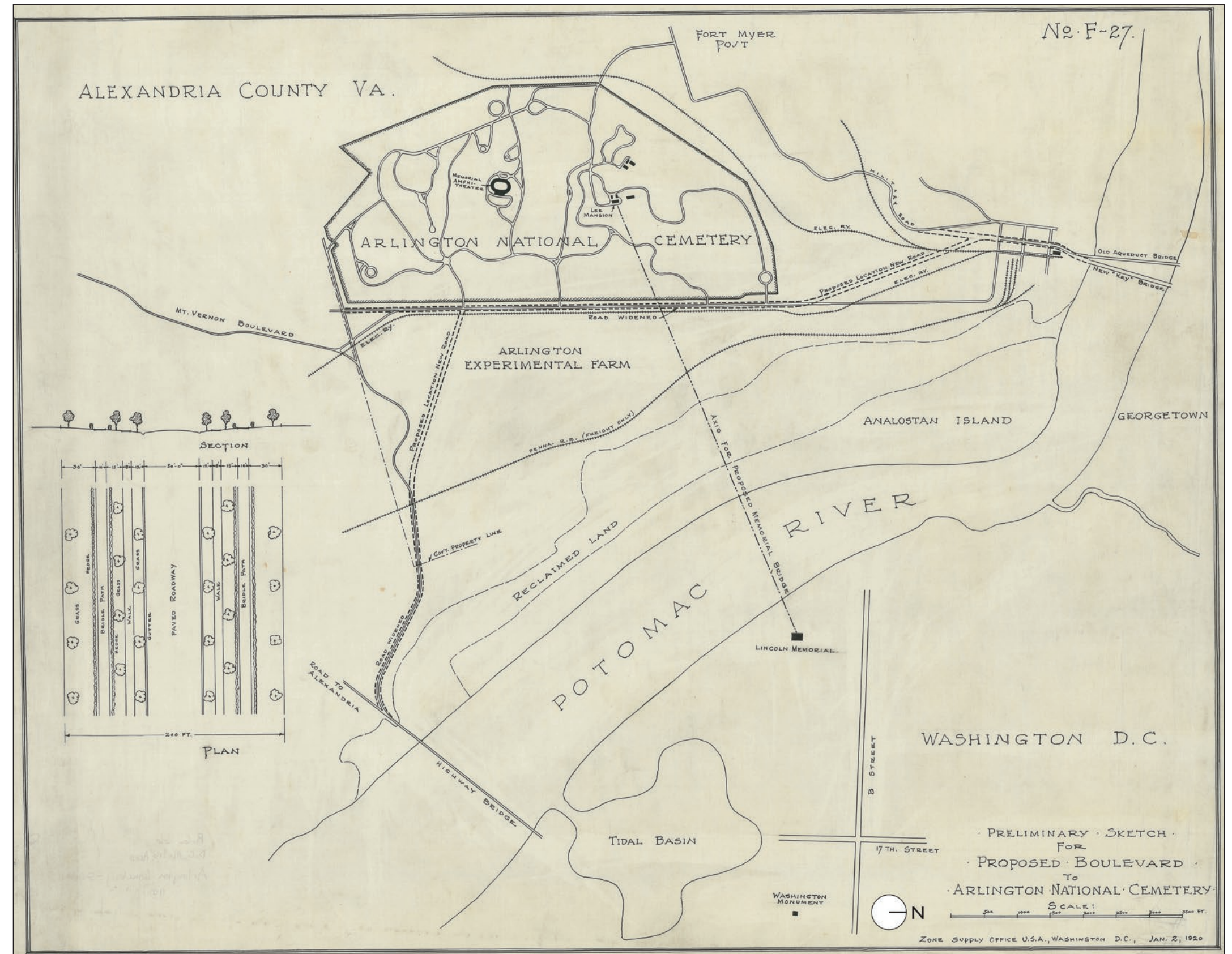
Map 21. Detail of map of Arlington National Cemetery, 1897, showing the concentric Confederate section. National Archives. RG 92 Records of the Office of the Quartermaster General 1774–1985.



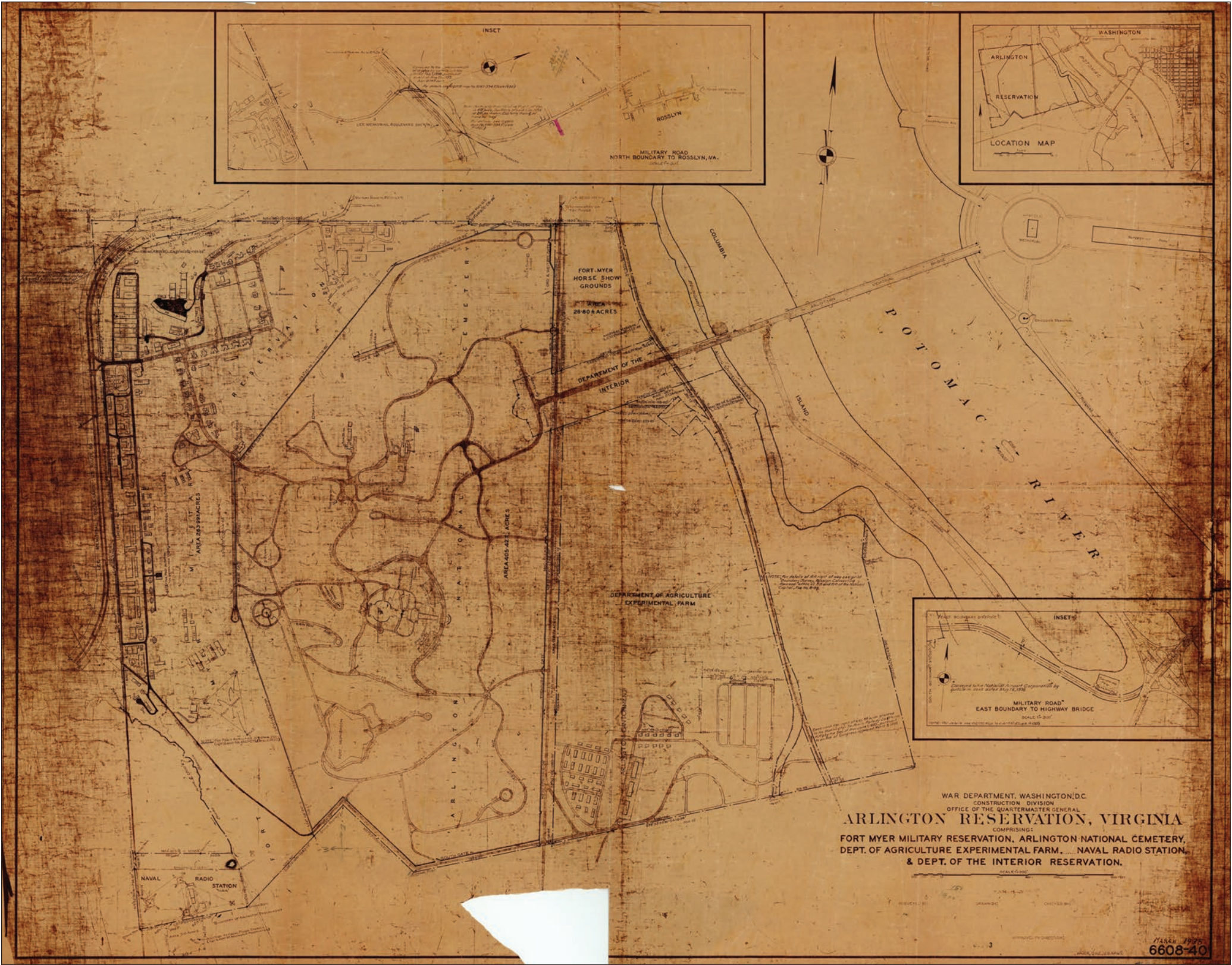
Map 22. Map of Arlington National Cemetery, 1914. Note the Department of Agriculture Experimental Farm at the east side of the property. Arlington National Cemetery.



Map 23. Senate Parks Commission (McMillan) Plan, 1915. Library of Congress. <https://www.loc.gov/item/88690909/>.



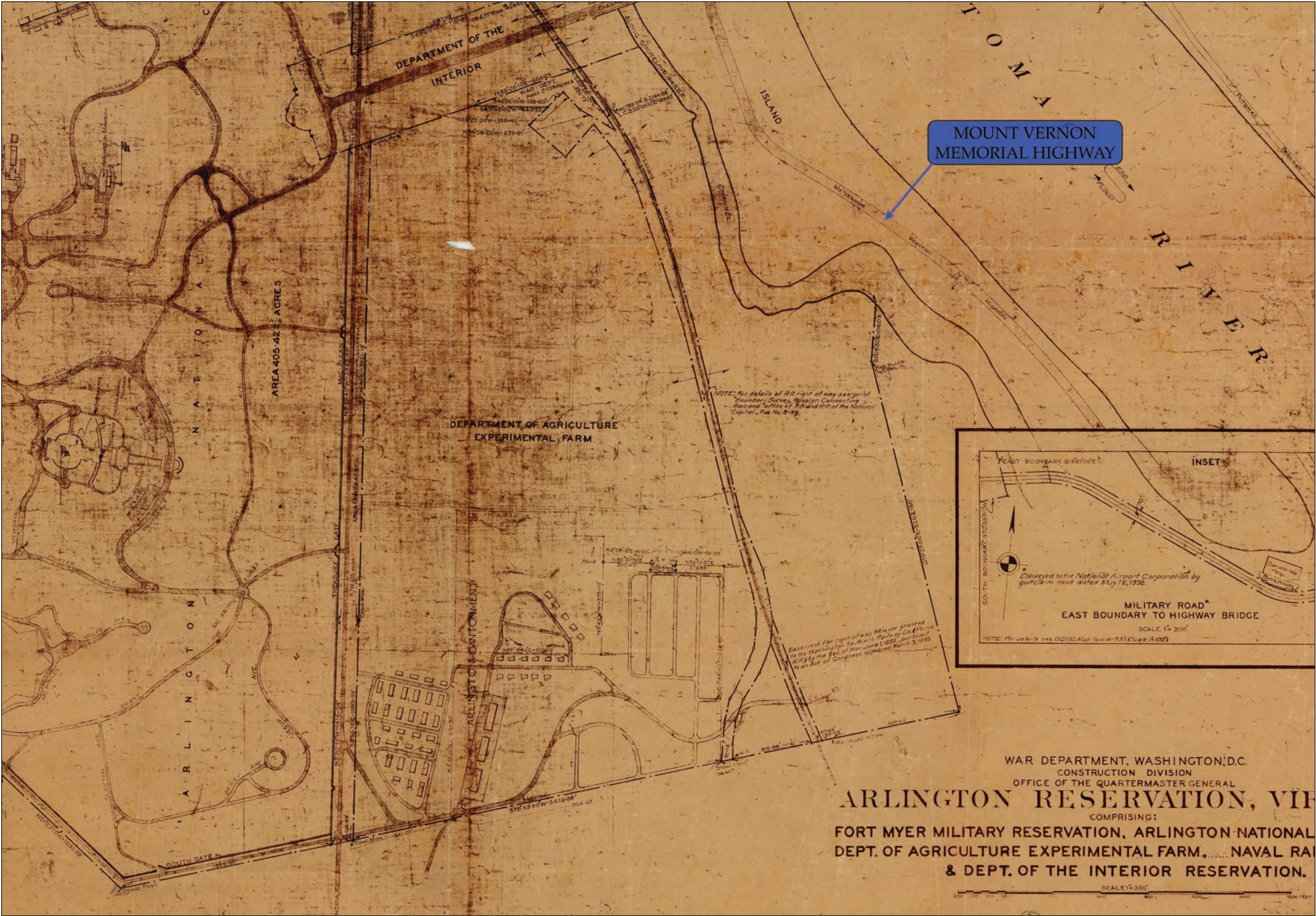
Map 24. Map showing the proposed axis for Arlington Memorial Bridge, 1920. Arlington National Cemetery.



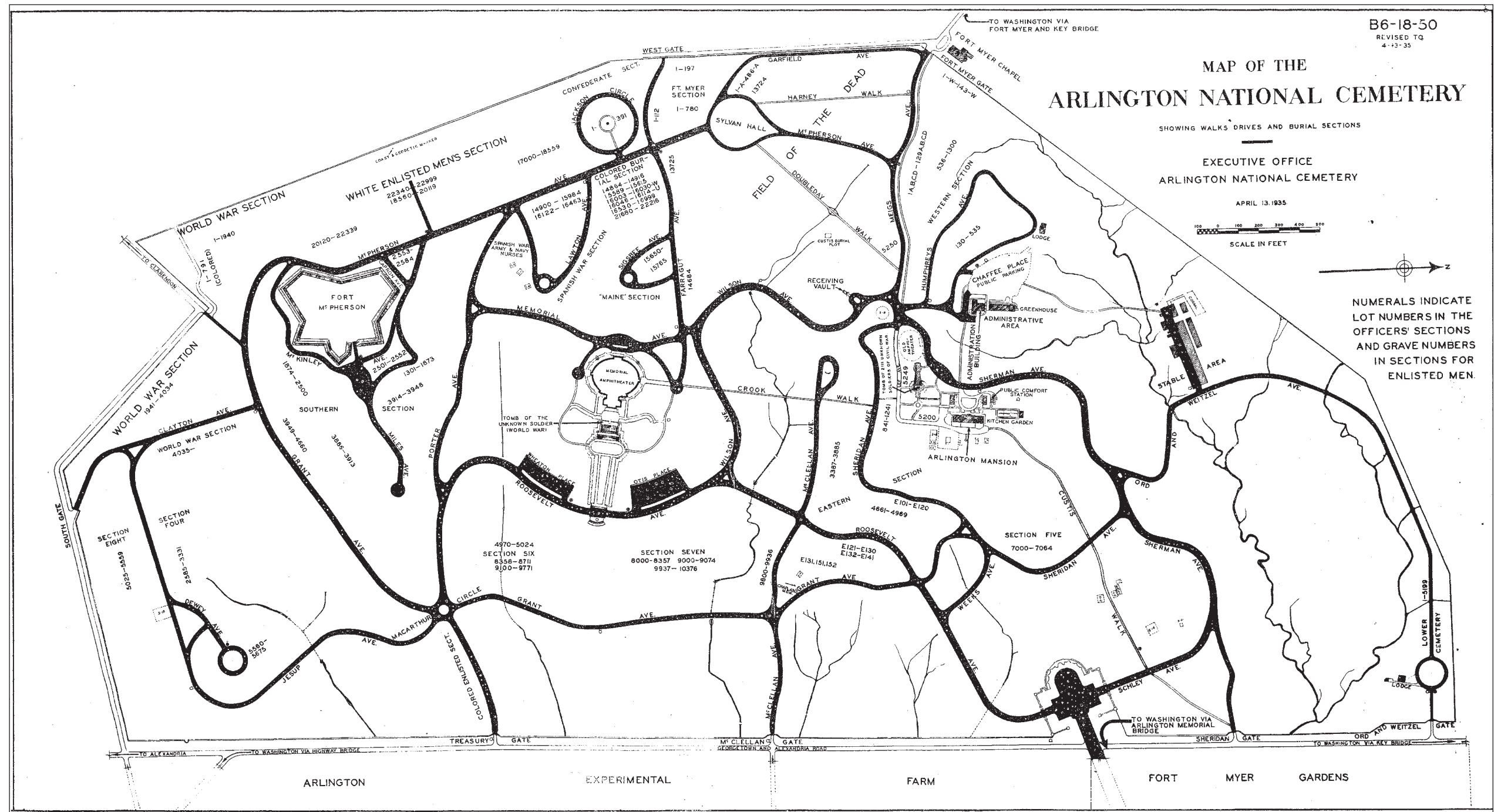
Map 25. Map of Arlington Memorial Cemetery, 1935. National Archives. RG 97, Records of the Office of the Quartermaster General 1774–1985.

Map 26. Detail of map of Arlington Memorial Cemetery, 1935, showing location of the administrative area at former stables (blue circle). National Archives. RG 97, Records of the Office of the Quartermaster General 1774–1985.

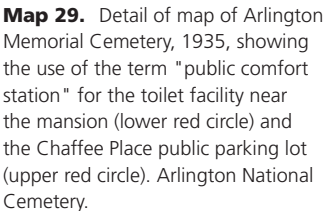


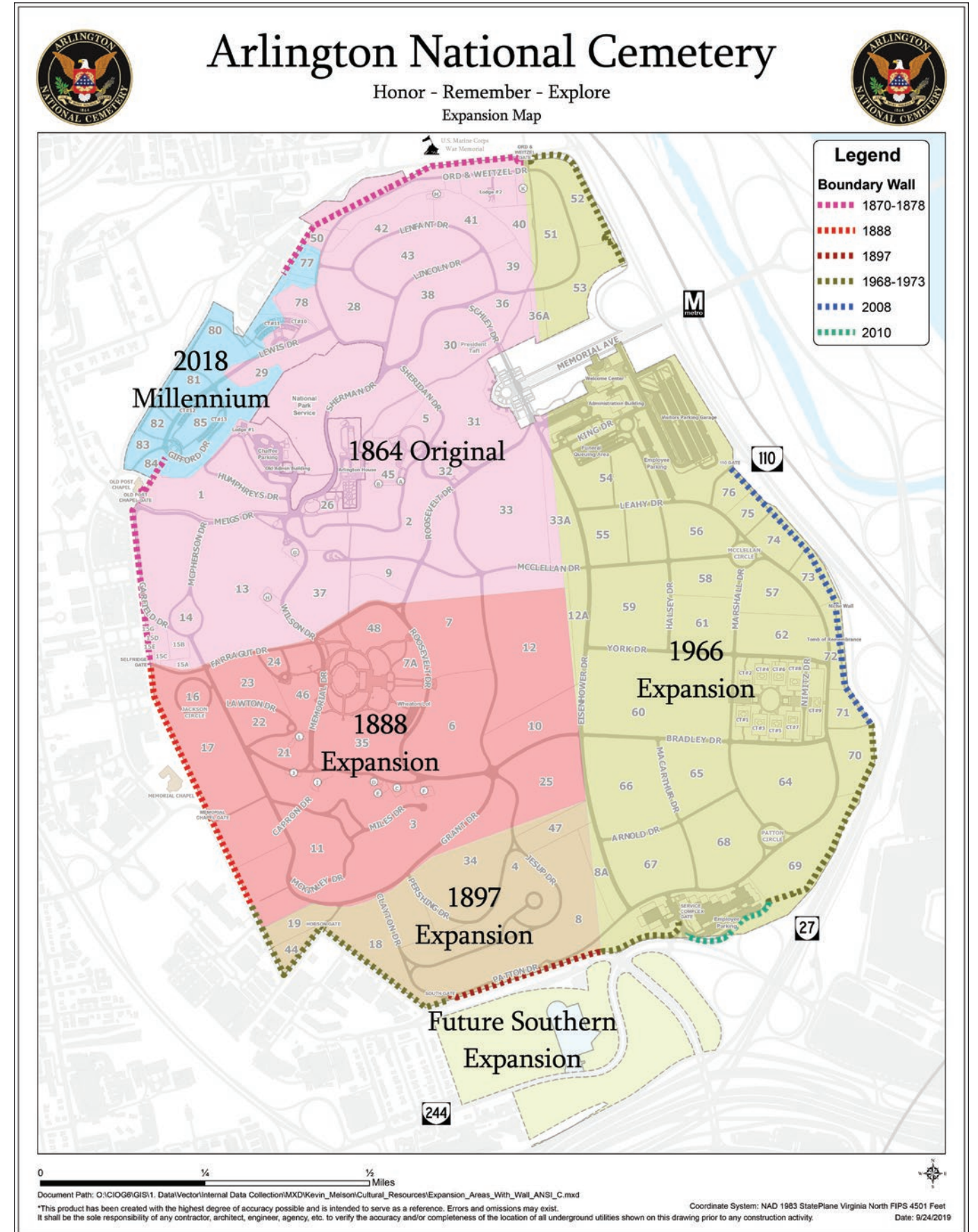


Map 27. Detail of map of Arlington Memorial Cemetery, 1935, showing location of the Mount Vernon Memorial Highway. National Archives. RG 97, Records of the Office of the Quartermaster General 1774–1985.

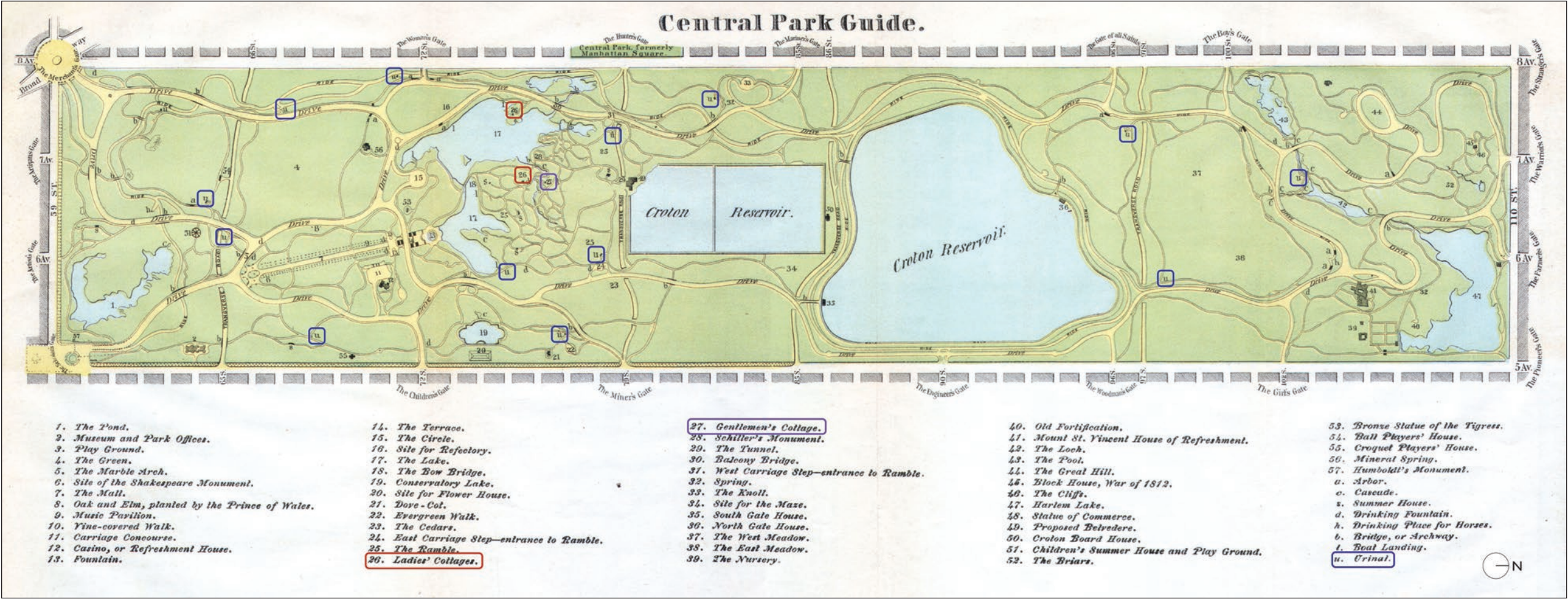


Map 28. Map of Arlington Cemetery, 1935. Arlington National Cemetery.

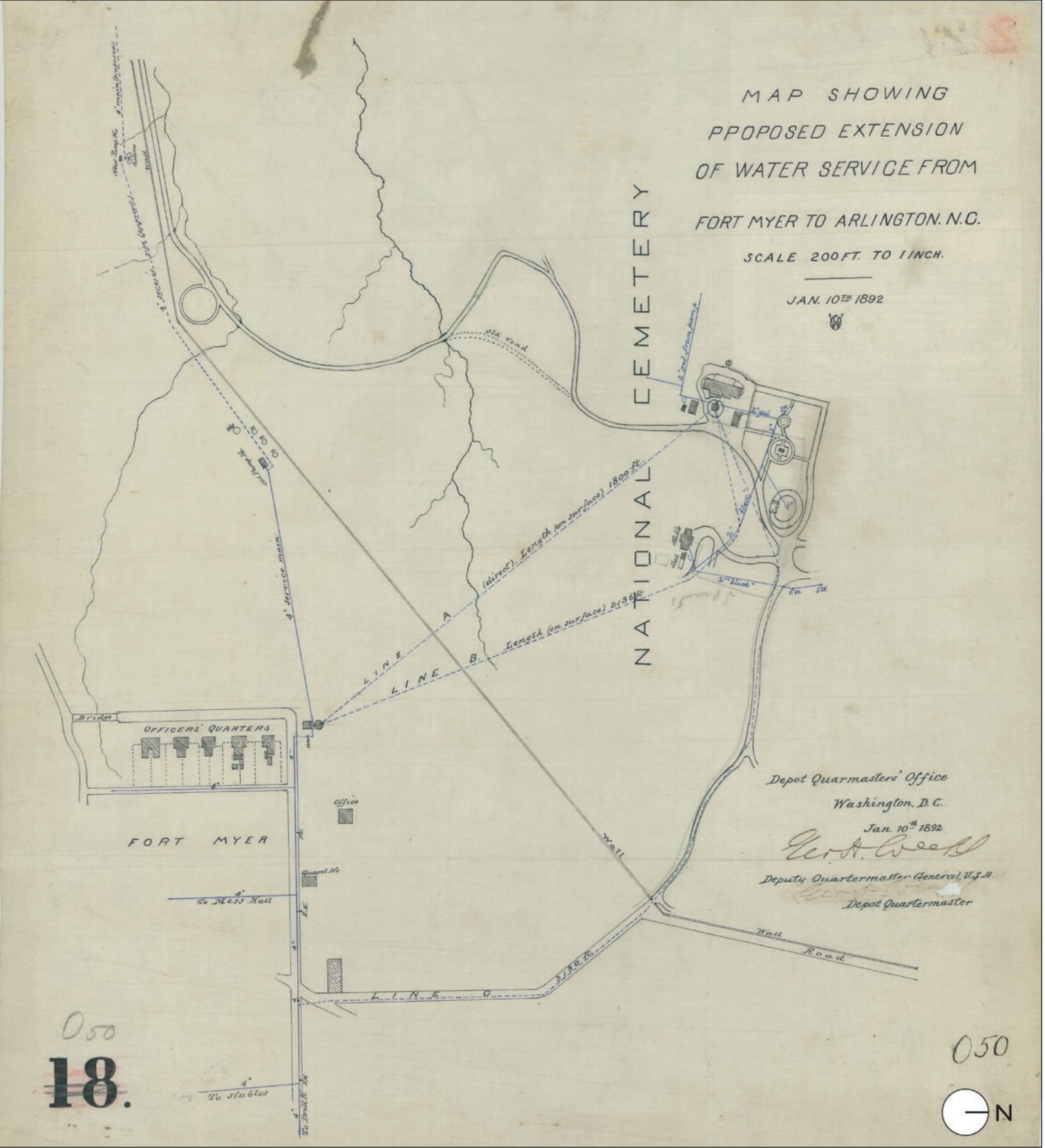




Map 30. Map of Arlington National Cemetery showing the evolution of the cemetery property, 2019. Arlington National Cemetery.

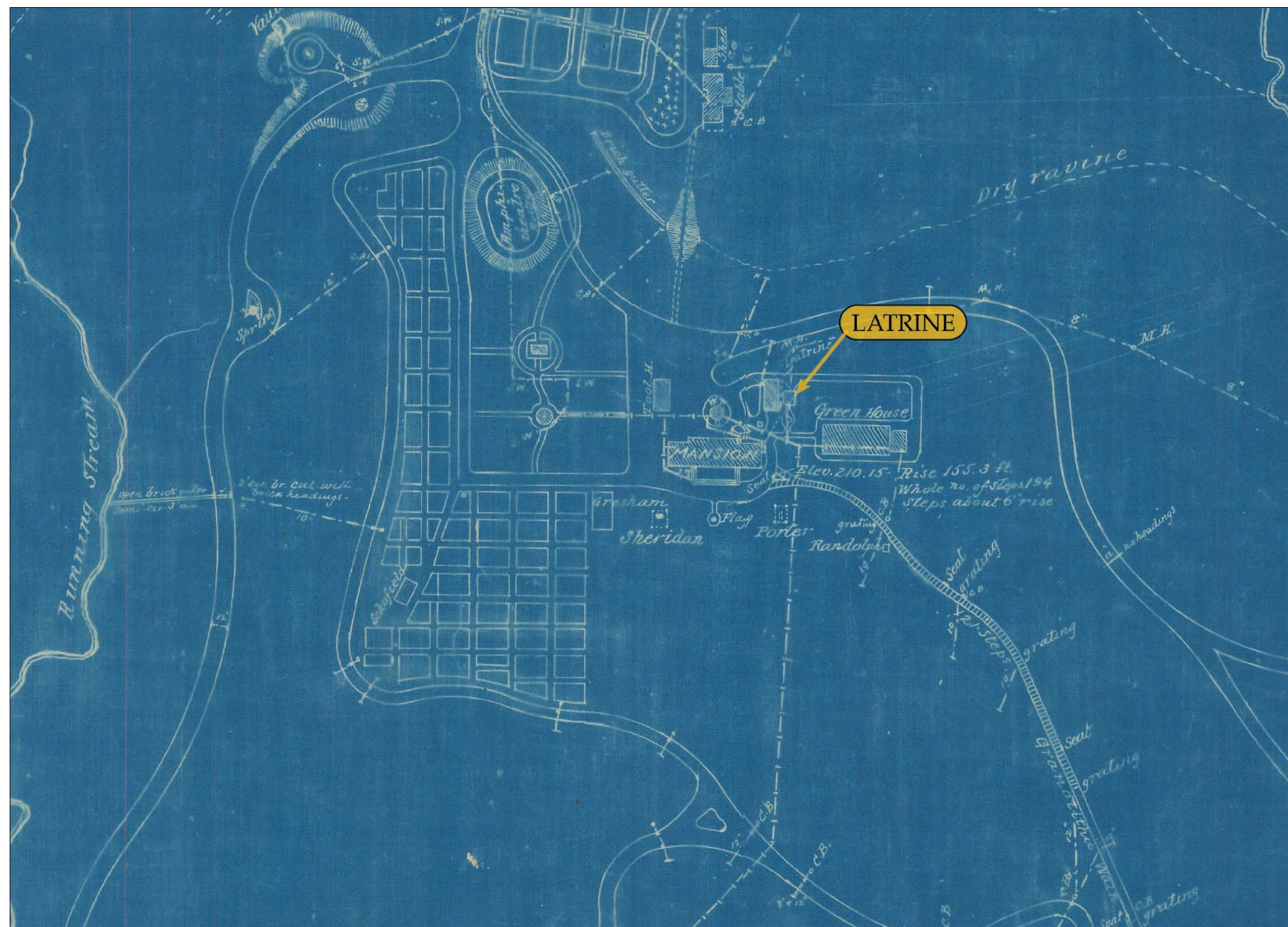


Map 31. Central Park Guide, 1860, showing the locations of the Ladies' Cottages, Gentleman's Cottage, and numerous urinals. "Manual of the Corporation of the City of New York," The Common Council of the City of New York, 1869.



Map 32. Water service extension plan, 1892. Arlington National Cemetery.

Map 33. Detail, water service extension plan, 1892, showing location of original latrine (blue circle).
Arlington National Cemetery.

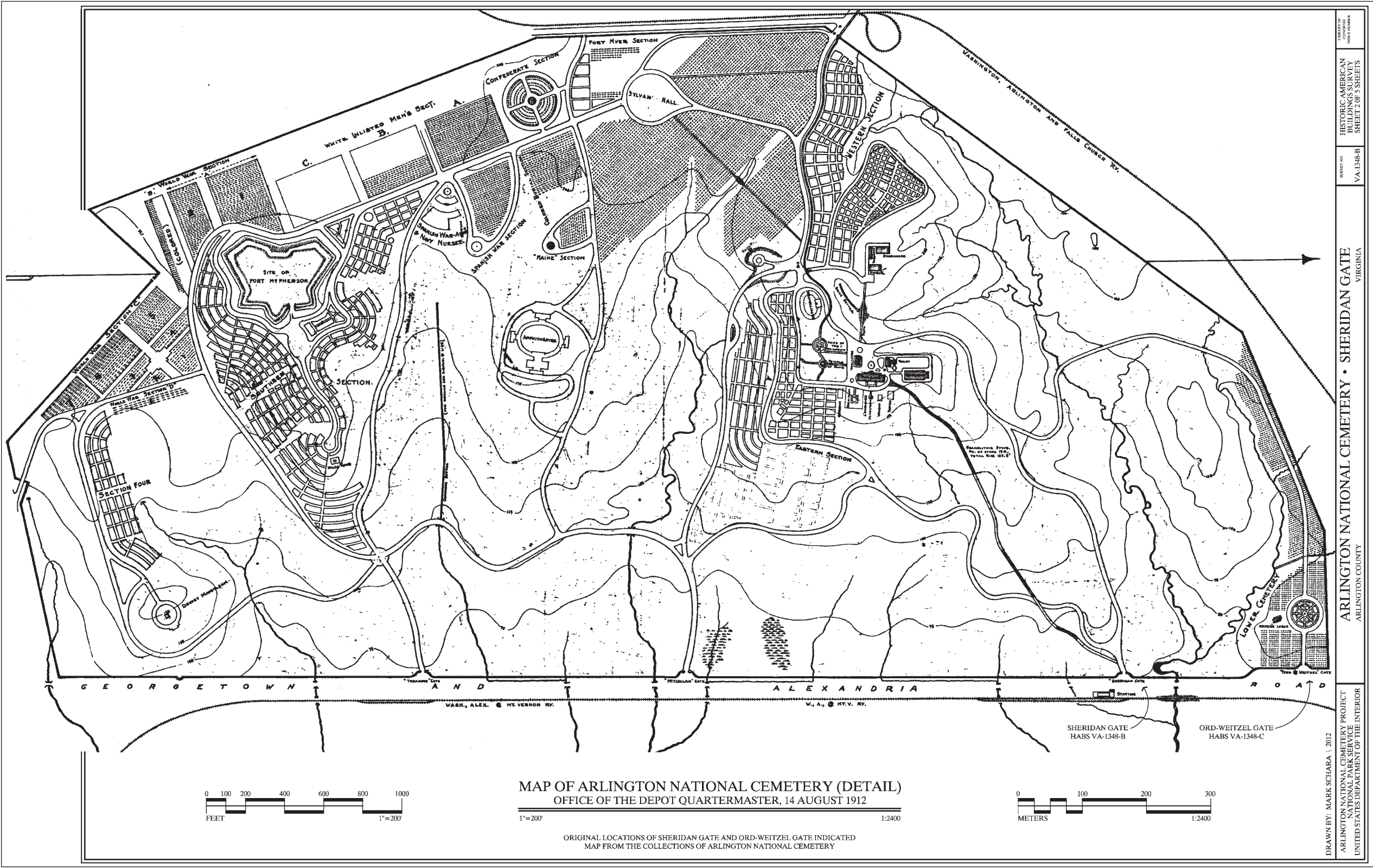


Map 34. Detail of map of Arlington National Cemetery, 1897, showing the latrine. National Archives. RG 97, Records of the Office of the Quartermaster General 1774–1985.

Map 35. Map of Arlington National Cemetery, 1904. National Archives. RG 97, Records of the Quartermaster General.



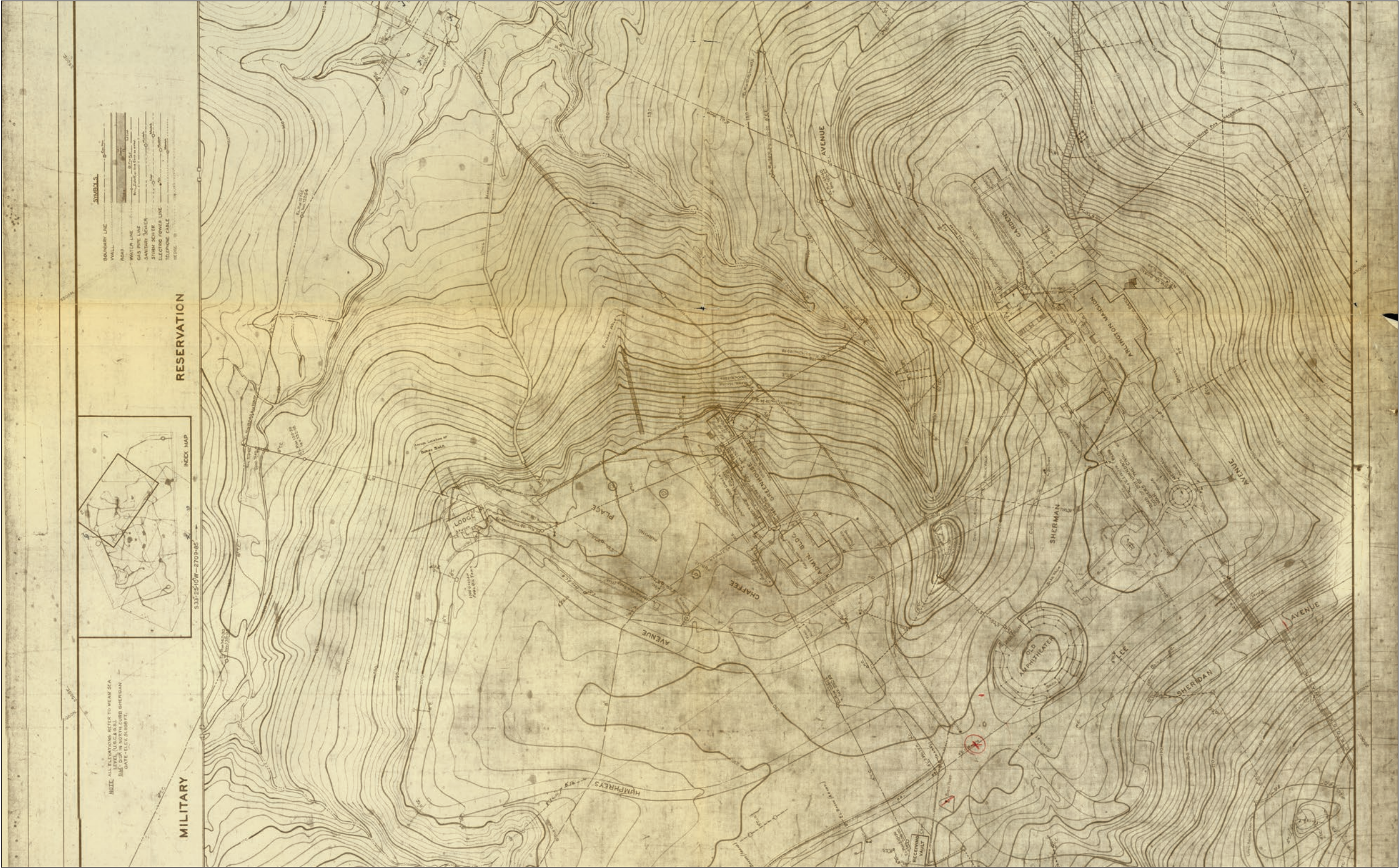
Map 36. Detail of map of Arlington National Cemetery, 1904, showing the latrine surrounded by plantings. National Archives. RG 97, Records of the Quartermaster General.



Map 37. 1912 Map of Arlington National Cemetery, recreated in 2012. Arlington National Cemetery.



Map 38. Detail of 1912 Map of Arlington National Cemetery, recreated in 2012, showing the use of the term "toilet" for the public toilet facility on the grounds of the mansion. Arlington National Cemetery.



Map 39. Arlington National Cemetery Topographical and Cadastral Map, 1940. Arlington National Cemetery.



Map 40. Detail of Arlington National Cemetery Topographical and Cadastral Map, 1940, showing the 1921 public comfort station in plan. Arlington National Cemetery.



Map 41. Detail of Arlington National Cemetery, 1897, showing the Lower Cemetery (now Section 27). National Archives. RG 97, Records of the Office of the Quartermaster General 1774–1985.

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PART I: DEVELOPMENTAL HISTORY

HISTORICAL BACKGROUND AND CONTEXT

CHRONOLOGY OF DEVELOPMENT AND USE

PHYSICAL DESCRIPTION

EVALUATION OF SIGNIFICANCE

CONDITION ASSESSMENT

ARLINGTON NATIONAL CEMETERY HISTORICAL OVERVIEW¹

...Indeed not even hallowed Mount Vernon is so rich in historic associations, for Arlington is at once the old home of the adopted son of George Washington... the former home of the principal actor in the "Lost Cause" and as such endeared to all Southerners; the last resting-place of thousands of heroic defenders of the Union and therefore cherished at countless firesides in every Northern State; and, finally, the eternal bivouac of hundreds of gallant martyrs of our recent war for suffering humanity, by whose solemn advent Arlington has been consecrated anew as truly a National Cemetery.²

- John B. Osborne, *The Story of Arlington*, 1899.

This Historic Structure Report is a study of Building #313, a Historic Comfort Station in Arlington National Cemetery (ANC), land that was once part of the Custis family's Arlington Estate. The cemetery encompasses 639 acres in Arlington County, Virginia, just west of the Potomac River and Lady Bird Johnson Park (formerly Columbia Island) and connected to Washington, DC, by the Arlington Memorial Bridge (Map 1). It is part of the George Washington Memorial Parkway (GWMP), a scenic road and park which includes 7,749.64 acres and extends more than 25 miles from Great Falls Park to the northwest of ANC to Mount Vernon to the south (Map 2). The cemetery, bridge, and county are all named Arlington after the Custis family estate that inhabited the site beginning in the 19th century.

PRE-CONTACT AND EARLY COLONIAL HISTORY OF NORTHERN VIRGINIA (PREHISTORY-CA. 1608)

Humans have inhabited the Potomac Valley since approximately 11,000 BCE, when small roaming groups of Paleo-Indian peoples hunted and gathered resources there, as evidenced by the discovery of Clovis spear points.³ While the archaeological record shows varying densities of occupation along the Potomac River west of Washington, DC, there is evidence of continual human occupation from this period.⁴ This nomadic type of habitation continued in various forms (including the widespread Halifax culture) until around 2200 BCE when the groups became more stationary and began settling for longer periods of time each year. These more settled groups maintained encampments along the banks of the Potomac and Anacostia Rivers and other waterways of the Chesapeake Bay and traveled via canoe. Evidence of such sustained habitation includes the appearance of pottery sherds.⁵

The Potomac River has itself existed in approximately the same location for two million years, and the Lower Potomac River has been a tidal estuary for about 8,000 years.⁶ ANC is located at the boundary between the Coastal Plain and the Piedmont; two physiographic regions that extend from New Jersey to Georgia. The Piedmont is characterized by igneous and metamorphic rocks that create falls where they meet the clay and silt of the Coastal Plain. For this reason, this junction is known as the fall line; due to the powerful water velocity generated by the falls, the fall line was historically the head of navigation. The first falls on the river are about four miles upstream from ANC and the navigability of this portion of the river has driven its long history of human habitation.⁷

Peoples speaking languages in the Algonquin family likely arrived in the region by 750 CE. By the time of European contact in the 17th century, this language was common among several Native American tribes in the region. Settlements grew after 1000 CE to accommodate the farming of maize, and later squash and beans, although they generally remained near waterways. Over time, the larger settlements became more permanent and fortified, and the tribes formed rank societies, consolidating behind regional leaders such as the Powhatan in southeastern Virginia and Piscataway in eastern Maryland.⁸ These tribal settlements, most of which were affiliated with the Algonquin-speaking peoples, included the Patowomeck (affiliated with the Powhatan of Eastern Virginia) and the Doeg.

They settled in what would become Eastern Virginia, with some additional evidence of settlement on the present Theodore Roosevelt Island (formerly Analostan or Mason's Island) in the Potomac River. The Piscataway (or Conoy) settled on land that would become part of Eastern Maryland. In the early 17th century, two known Native American villages inhabited by Algonquian speakers existed in the vicinity of Analostan Island: Nacotchtanck (alternatively spelled Nacotchtank or Nacotchtant) along the eastern bank of the present-day Anacostia River and Namoraughkend (alternatively spelled Namoraughquend) on the western shore of the Potomac River.⁹ Although archeological investigations have not definitively determined Namoraughkend's exact location, it was located within the present-day boundaries of Arlington County, Virginia's, Potomac River shoreline on or near land managed by the GWMP.¹⁰ The Nacotchtanck tribe had between 400 and 500 members and the Nacotchtanck village was likely its largest. The village's

name has been translated as “at the trading town” indicating its position as an important node in the network of long-distance trade routes between the Chesapeake Bay and the Appalachian Mountains.¹¹ In addition to trading, the Algonquian speaking peoples of this era also hunted, foraged, and grew crops for sustenance.¹²

EUROPEAN SETTLEMENT, AGRICULTURE, AND THE CUSTIS FAMILY (1608–1802)

COLONIZATION OF VIRGINIA

Soon after the English founded the Jamestown Colony in 1607, Captain John Smith conducted the first European reconnaissance voyage up the Potomac River within the vicinity of the present-day Washington. Smith recorded several villages during this journey, including the Nacochtanc and Namoraughkend villages, illustrated on maps in his 1624 *Generall Historie of Virginia* (Map 3–Map 4).¹³ A later exploration of the area by Captain Henry Spelman in 1623 resulted in the deaths of all of the crew at the hands of the Nacotchtank except for one Henry Fleet, who, after he was “taken prisoner and detained five years,” returned home to tell of his experience.¹⁴

The socio-cultural dynamics between the Powhatan chiefdom and the European colonists were complex and stymied by periods of armed conflict, such as the Anglo-Powhatan Wars of 1609 and Native American acts of resistance in 1622 and 1644. In 1646, the Powhatan chiefdom signed a peace treaty with the English colonists.¹⁵ By the 1650s, Native Americans had sold much of the land along the Potomac River’s shores to European colonists and by the early 18th century, Europeans had established an economy based on tobacco plantations that lined the river along the fall line.¹⁶

In the mid to late 17th century, the first European colonial landowners began to force the area’s indigenous tribes away from the intersection of the Potomac and Anacostia Rivers to locations generally west and northwest of their original settlement areas. In 1711, the Swiss explorer Baron Christoph von Graffenried traveled through the Potomac Valley and recorded that there were Native Americans still living along the coast near present-day ANC.¹⁷ The establishment of the port cities at Alexandria, Virginia (originally Belhaven), in 1749 and Georgetown, Maryland, in 1751 (incorporated 1789) further solidified

the European colonial settlement and usurpation of tribal land in the region (Map 5). These port cities flourished, capitalizing on the Potomac River's regional importance as a commercial navigation route and, eventually, as a gateway to the interior lands of the Ohio Valley via the Ohio River.¹⁸

During the mid-17th century, with the price of available arable land rising in southern Virginia due to its increasing scarcity, speculators moved their investments northward—from the Tidewater into the Northern Neck and to the lands that would later become the Arlington Estate. These English investors patented or were granted large tracts of land with the hope of future agricultural development or subdivision.¹⁹ For the majority of the 17th century, most of the land in the Northern Neck was farmed by enslaved persons or tenant farmers—primarily indentured servants—resulting in a relatively limited agricultural economy.²⁰

The land which is now the site of ANC was originally part of a 6000-acre land grant made by Sir William Berkeley, Royal Governor of Virginia, to English ship Captain Robert Howsing [or Howson] on October 21, 1669 (Map 6).²¹ Enabled under the authority of King Charles II, the grant was made in recognition of Captain Howsing bringing 120 English, Irish, and Scottish settlers to live in this region of Virginia.²² Extending along the Potomac River from Hunting Creek on the south to a small tributary of the Potomac, just west of My Lord's Island (now Theodore Roosevelt Island) on the north, the Howsing tract was dominated by woodland tree species such as chestnut (*Castanea dentata*), oak (*Quercus virginiana*), and hickory (*Carya ovata*). Less than a month after obtaining the land, Howsing sold the tract for 6 hogsheads (approximately 6,000 pounds weight) of tobacco to John Alexander, a surveyor and planter, who had surveyed the tract the previous year.²³

John Alexander's will, executed in 1690, bequeathed 6,550 acres of land, including the original Howsing tract, to his sons Robert and Philip.²⁴ In 1693 Stafford County surveyor Theodorick Bland surveyed the former Howsing tract, now Alexander's land.²⁵ The northwestern boundary of the patent was the line which currently delineates ANC and Fort Myer. The southern boundary followed Great Hunting Creek, called Indian Cabin Creek in the patent. The eastern boundary was the Potomac River. A copse of "Pokecory" trees, the Native American name for hickory, marked the southwestern boundary. In

1693, Philip gave Robert his portion of the land, excluding 500 acres which he retained for himself.²⁶

Robert Alexander died in 1735 leaving to his children 4,930 acres of land. To his son Gerrard, Robert left Holmes Island (now called Daingerfield Island; 302 acres, just north of Four Mile Run) and 1,125 acres adjoining Holmes Island. A remaining 2,500 acres was divided between Gerrard and his brother John, with Gerrard taking the land north of Four Mile Run. These tracts, and those left to his other children, were described in Robert's will as including enslaved persons and stock.²⁷ Gerrard sued to eliminate the entailed condition of his inheritance and in 1745, successfully transformed his ownership to fee simple, allowing him to own it outright and sell it as he wished.²⁸ All of the land north of Four Mile Run, including the property which would eventually become the Arlington Estate, belonged to Gerrard (Map 7).²⁹ Gerrard was a member of 18th-century Virginia's prosperous and elite class of planters. One of the original trustees of the town of Alexandria and a burgess from Fairfax County, Gerrard lived in Abingdon House, built in the southern section of his property, just north of Four Mile Run.³⁰

Gerrard developed his land through farms worked by tenants and enslaved laborers. In 1750, the Howsing tract land was again surveyed in support of a legal dispute between the Alexander brothers and adjacent landowner Henry Awbry. According to this survey, in addition to Abingdon House, Gerrard owned "quarters" (most likely enslaved quarters) on Holmes Island and houses for tenant farmers Rick Wheeler and William Griffin on the mainland.³¹ By 1760, Gerrard Alexander was one of the largest enslavers in the region, enslaving 24 people. He also had six separate tenant farms on his property.³²

Gerrard Alexander died in 1761. Since he had previously succeeded in establishing his ownership in fee simple, his testator was able to divide his land between his sons Robert and Gerrard Jr., as the will delineated. He willed 900 acres at the upper part of his tract—the land that would become the Arlington Estate—to Gerrard Jr. Less than twenty years later, in 1778, Gerrard Jr. and Robert sold their father's property to John Parke Custis.³³

THE CUSTIS FAMILY

John Parke Custis (1754–1781) was a member of a large landholding family in 18th-century Virginia. John’s grandfather, John Custis IV (1678–1749), owned three large estates—including Arlington—on the Eastern Shore. When John Parke’s father Daniel Custis (1711–1757) died, his mother Martha Dandridge Custis (1731–1802) inherited the family’s extensive land holdings. She thus became one of the wealthiest women in the colony of Virginia—owning over 17,000 acres of land in plantations in six different counties as well as 285 enslaved persons.³⁴ Within a year of her husband’s death, Martha Custis was engaged to George Washington (1732–1799), then a colonel in the Colonial Army, and she moved with John Parke and her daughter Martha (“Patsy”) Custis (1756–1773) to Washington’s home at Mount Vernon. Washington became the children’s legal guardian and maintained control of the Custis land holdings.³⁵

After John Parke married Eleanor (“Nellie”) Calvert (1758–1811), Washington took the young couple on a tour of several Custis plantations in counties across eastern Virginia in order to prepare John to become their steward. Towards the end of 1778, John and Eleanor decided to look for a new property on which to live with their two young children Elizabeth Parke Custis (1776–1831) and Martha Parke Custis (1777–1854); one that would be close to both his family at Mount Vernon and her family in Upper Marlborough, Maryland. He settled on the Alexander brothers’ property and, according to Washington, overpaid for the land, agreeing to a payment plan with compound interest. Washington wrote to John saying:

As a friend and as one who has your welfare at heart, let me entreat you to consider the consequences of paying with compound interest. . .with respect to your purchase from Robert Alexander I can only say that the price you have offered for it is a very great one, but as you want it to live at and as it answers yours and Nellie’s views and is a pleasant seat and capable of great improvement, I do not think the price ought to be a capital object with you.³⁶

The Custis family moved to Abingdon Plantation in 1778—where two more children were born, Eleanor (“Nelly”) (1779–1852) and George Washington Parke (“G.W.P.”) (1781–1857)—and lived there until John’s death in 1781.³⁷ The end of the Revolutionary War in 1783 brought the Washington and Custis families back together at Mount Vernon. Washington became a strong presence in G.W.P.’s life, and as with his father, Washington taught G.W.P. how to steward

the extensive land holdings he would eventually inherit and control.³⁸ When Washington became the nation's first president and traveled to New York and Philadelphia, he brought G.W.P. with him, allowing him to engage with many of the figures working to create the republic.³⁹

In 1789, Washington, now President of the nascent United States, selected a ten-square-mile area that encompassed the confluence of the Potomac and Anacostia Rivers as the site for the nation's new capital, including the area northwest of this confluence where the Custis' property was sited. Washington partially based his selection of this site for the capital due to the Potomac River's potential to serve as a nautical connection between the Chesapeake Bay and the Ohio Valley.⁴⁰ He hired French military engineer Pierre-Charles L'Enfant to design the city. L'Enfant submitted his plan for the "Territory of Columbia" in March 1791. Andrew Ellicott and Benjamin Banneker conducted a formal survey the following year (Map 8).⁴¹ Both Virginia and Maryland ceded land—including the valuable port cities of Alexandria and Georgetown—to form the new federal city.

With the deaths of George and Martha Washington (1799 and 1802, respectively), G.W.P. became the owner of many large estates that had been in the family for several generations, totaling approximately 18,000 acres.⁴² He inherited his father's land including the former Alexander properties (but not including Abingdon Plantation), the Custis properties along the Eastern Shore, as well as some of George Washington's land (not including Mount Vernon). G.W.P. also inherited the enslavement of around two hundred people, putting him in the top one percent of all enslavers in the south, for most enslaved fewer than twenty.⁴³ As he prepared to build his familial home along the Potomac River, G.W.P. moved to the former Gerrard Alexander property with a collection of furniture, silver, and other belongings he inherited from his grandmother Martha.⁴⁴ There, he selected a location for his new house that commanded an extensive vista looking out towards the new capital and the Potomac River, and featured sufficiently flat land for a large home and accompanying dependencies and gardens.

DEVELOPMENT OF THE ARLINGTON ESTATE (1802-1861)

DEVELOPMENT UNDER GEORGE WASHINGTON PARKE CUSTIS

In 1802, G.W.P. began developing his 1,100-acre property with construction of a small brick house set on a hill overlooking the Potomac.⁴⁵ G.W.P. intended to emulate Washington's operation of Mt. Vernon by running his estate as a gentleman's farm and limited commercial enterprise. The property did not need to be self-supporting, as several of the other family properties were more lucrative agricultural and commercial operations. In fact, he even named his property "Mount Washington" to honor his adopted grandfather. He acquired the necessary tools and animal stock from estate sales held after the deaths of Washington and Martha.⁴⁶ Closer to the Potomac, G.W.P. constructed agricultural buildings and cabins for enslaved workers. He planted a market garden of fruits and vegetables to sell in the urban centers of the region.⁴⁷ Although market gardens required intense cultivation, G.W.P. had the advantage of enslaved labor. Because his property was close to the port cities of Alexandria and Georgetown—as well as the new capital—and because G.W.P. could take advantage of improving transportation routes in the region, including the construction of skirting canals on the Potomac at Great Falls and Little Falls, his market garden met with success.⁴⁸

G.W.P. also grew wheat and corn on the flat plains of Mount Washington near the river and grazed sheep across the property. These sheep included what G.W.P. called an "American breed" that George Washington had bred at Mount Vernon. Both Washington and G.W.P. were listed as "among the most distinguished patrons of American Agriculture" for their roles in the promotion of American sheep husbandry.⁴⁹ G.W.P. made the wool production at Mount Washington a large annual event for regional neighbors, gathering people at an area of his property he called Arlington Spring to watch the sheep shearing, picnic, and listen to speeches by G.W.P. and other well-known landed farmers.⁵⁰ These events even featured George Washington's military tents, which G.W.P. had inherited. G.W.P. held these events from 1805 to 1811, although this ended with the War of 1812 and never picked up again.⁵¹

Until he was able to afford the large home that he envisaged, G.W.P. lived in the small brick house he had constructed on the highest point of Mount Washington, facing out towards the Potomac. This structure would later form the north wing of G.W.P.'s mansion, Arlington House.⁵² The mansion's

construction began in 1804 from designs by George Hadfield, a British architect who had served as superintendent of the US Capitol's construction from 1795 to 1798 and also designed the original US Treasury Building, the DC City Hall, and other DC buildings.⁵³ Arlington House, built in stages from 1804 to 1818 by enslaved labor, became Hadfield's most prominent residential design and became a model for similar temple-and-wing houses across the northeast and Midwest.⁵⁴

G.W.P. began referring to Mount Washington as Arlington House as early as 1804. This name was likely a reference to his great-grandfather's property Arlington on the Eastern Shore.⁵⁵ Around this time, G.W.P. married Mary Lee ("Molly") Fitzhugh (1788–1853); their daughter Mary Randolph Custis (1807–1873) was born a few years later. Both Molly and Mary were involved in the design, care, and organization of the flower and vegetable gardens to the north and south of the house.⁵⁶ During this early period of the Custis family's occupation of the Arlington Estate, development in the area increased exponentially with the 1809 construction of the Washington Bridge between Washington, DC, and Alexandria County, just south of G.W.P.'s property, and of the Alexandria and Georgetown Turnpike between the bridge and Alexandria. A new road built in 1810 between the ferry landing at Analostan Island (or Mason's Island; now Theodore Roosevelt Island) through the Arlington Estate to the east-west Columbia Turnpike also fostered growth (Map 9).⁵⁷ All of these new routes enabled G.W.P. to easily ship his goods throughout the region, benefitting his agricultural enterprises.

To the west of Arlington House was a forested landscape dense with oak, chestnut, and elm trees (Map 10). G.W.P. considered this part of his property to be poorly suited for development—either building or farming—due to its steep grade and unstable soil.⁵⁸ Nor did he harvest these particular trees, as he preferred the aesthetic of this wooded landscape over its potential industrial value. Instead, he operated a saw mill on another of his wooded properties.⁵⁹ He appeared to be following the recommendations of the Marquis de Lafayette, who in 1824 told Molly, "Cherish these forest trees around your mansion. Recollect, my dear, how much easier it is to cut a tree down than to make one grow."⁶⁰

At the edge of this wooded area, now known as Arlington Woods, and nearest the site of Building #313, G.W.P. constructed a stable around the same time that he built his mansion, Arlington House (Map 10). The stable and mansion were similarly decorated, with a stucco finish and arched windows and a center section fronted by a portico with Doric columns (Figure 1). It is likely that the stable also provided quarters for the enslaved workers who took care of the horses.⁶¹

G.W.P.'s Arlington Spring site at the edge of the river, after serving as the location of his sheep- shearing events in the early part of the 19th century, grew into a free day resort for visitors to relax, picnic, and dance (Map 10). According to one visitor, Arlington Spring had:

...still, retired walks, inviting lawns, shaded by beautiful groves, and the finest view of the river and the city imaginable. The fine manners and instructive conversation of the venerable proprietor often add to the life and social enjoyment of those who seek from the dust and crowds of the city a few hours' relaxation and retirement amid the charms of this cool and quiet spot.⁶²

G.W.P. shuttled visitors from Washington, DC, back and forth across the river with two ferries. By the early 1840s, Arlington Spring featured an outdoor dancing pavilion, kitchen, and dining room—all of simple, rustic wood construction—and by the 1850s, G.W.P. was hosting between 50 and 200 people each day during the summer (Figure 2). G.W.P.'s enslaved workers would serve the guests, but free Blacks were not permitted to join in the festivities.

In the 1840s, the Alexandria Canal was cut through the Arlington Estate at its east edge, parallel to the Potomac (Map 11). This provided another mode of transportation that could be utilized by G.W.P. for commercial purposes and created a visual and physical separation between Arlington Spring and the rest of the estate's farm and enslaved quarters, although were visitors to move from the Spring to Arlington House, they would still need to pass under the twenty-foot-high berm of the canal through a culvert, described as a "wet dripping tunnel" and travel through the heart of the farm and enslaved quarters (Map 10).⁶³

Although G.W.P. remained the owner of the Arlington Estate until his death in 1857, his descendants, including wife Molly and daughter Mary managed much of the operations of the farm and grounds during the 1840s and 1850s,

especially as G.W.P. became increasing ill towards the end of his life. After Mary's marriage to US military engineer Robert E. Lee (1807–1870), Lee was also involved with the oversight of the estate and other Custis properties, and although his military station often kept him away from his family, he thought fondly of his home, writing, "The country looks very sweet now, and the hill at Arlington covered with verdure and perfumed by the blossoms of the trees, and flowers of the garden, honey-suckles, yellow Jasmine, etc. is more to my taste than at any other season of the year" (Figure 3–Figure 4).⁶⁴

DEVELOPMENT UNDER THE CUSTIS-LEE FAMILY

At the death of G.W.P. in 1857, he willed the Arlington Estate to Mary and stipulated that she own the property until her death, when it would then transfer to her son with Robert E. Lee, George Washington Custis Lee ("Custis") (1832–1913). G.W.P.'s other properties were divided among his other grandsons. The main effect of this division of G.W.P.'s large land holdings was that for the first time, the Arlington Estate needed to be self-supporting rather than dependent on the industrialized output of other family properties. Realizing that the more profitable properties would no longer contribute to the upkeep of the Arlington Estate, Lee took an extended period of leave from the US Army and worked with Custis to make improvements that would help increase revenues including repairing farm buildings; augmenting the soil with lime, guano, and plaster; and leasing Arlington Spring to a concessionaire to continue the public recreational events.⁶⁵ When his military duties took him away from his home, Lee would write to Custis with instructions.⁶⁶

Lee left the Arlington Estate for the last time on April 22, 1861, when he chose to resign his federal post as a US Army officer and elected to join the Confederacy and accept command of the seceded Virginia forces.⁶⁷ Knowing that the Arlington Estate was in a strategic position for the defense of Washington, the Lee family closed up the house and began to send their most valuable belongings to Richmond and another of the family's estates, Ravensworth, just southwest of Washington.⁶⁸

ENSLAVEMENT ON THE ARLINGTON ESTATE

On the Arlington Estate, G.W.P.'s enslaved population not only farmed the agricultural fields but provided skilled labor including blacksmithing, animal husbandry, and leathercraft. Most of the estate's living quarters for the

enslaved were situated at the eastern edge of the property, near the river, and generally housed around 50 enslaved persons at any given time. These quarters were located among the farm buildings, including barns, shops, and other utilitarian structures, which likely also housed additional enslaved persons.⁶⁹

Since many of the enslaved workers at the Arlington Estate have been personally identified through 20th- and 21st-century research and their history presented in multiple reports, articles, books, and displays, this report will not repeat that information. However, one woman's story stands out. The enslaved workers at Arlington House included Maria[h] Syphax (née Carter) (1803–1886), who was born to Arianna (“Airy”) Carter—an enslaved maid at Mount Vernon—from her rape by G.W.P. Maria grew up in her father's household at Arlington, working as an enslaved maid until 1825, when G.W.P. sold her and her two children—but not her husband, enslaved house servant Charles Syphax—to Edward Stabler. Stabler was a Quaker who was known to purchase enslaved people so that they could gain their freedom. Although their freedom was not formally recorded until 1845, it is believed that Maria and her children were freed shortly after being purchased by Stabler. Soon thereafter, Maria returned to the Arlington Estate and acquired 17 acres at the southwest corner of the property from G.W.P., the only time such a division of the Arlington Estate occurred (Map 12). Charles, however, remained enslaved by G.W.P. until 1862, when G.W.P.'s will freed all of the enslaved workers at Arlington.⁷⁰

G.W.P.'s will aside, the Custis family maintained a pattern of enslaving families for multiple generations until they were forced to end this practice by President Abraham Lincoln's 1863 Emancipation Proclamation. A newspaper article about long-time enslaved worker James Parks (Figure 5) in a 1928 interview shortly before his death stated:

[He]...was born on Arlington plantation...his father, mother, brothers were all slaves of the Custis family; and his grandfather was for many years head cook at the mansion house, he lived to be more than a hundred years old. All his folks are buried in the slave burial grounds, down in the grove of trees near the river shore, on that part of Arlington reservation now under the jurisdiction of the Department of Agriculture as an experimental farm.⁷¹

When Robert E. Lee took over management of the Arlington Estate in the 1830s, he severely mistreated and displaced the enslaved population, breaking up families by renting out enslaved laborers to other estates.⁷² G.W.P.'s will

set forth a plan for all of his enslaved workers to be freed within five years of his death in October 1857.⁷³ Lee, as executor of the will, missed the October 1862 target by two months and instead waited until the last moment before the January 1, 1863, deadline of Lincoln's Emancipation Proclamation.⁷⁴ On December 29, 1862, 196 enslaved Black persons at the former G.W.P. properties were freed from enslavement. Lee gave them the option to remain on the various Custis estates or leave.⁷⁵

In addition to enslaving Black people and forcing them to work at the Arlington Estate, G.W.P. and the rest of the Custis family were also active members of the American Colonization Society (ACS). The ACS, originally known as the American Society for Colonizing the Free People of Color of the United States, was founded in 1816 by a group of white, influential men with the mission to remove free Black people from the United States and deport them to a new colony in Africa, to be called Liberia. The ACS received quick political and financial support from enslavers, government officials, and members of the Presbyterian Church and some other Protestant denominations.⁷⁶ The membership of the ACS included a peculiar mix of pro- and anti-enslavement supporters; enslavement supporters believed free Black people in the US were a threat to the institution of enslavement and abolitionist supporters of the ACS believed that this deportation could be an opportunity for Black people to form their own nation, free of the quotidian racism and fear they experienced.⁷⁷ Regardless, there was an underlying belief that Black people could not be integrated into white society.⁷⁸ Prominent Black abolitionists including Frederick Douglass and Booker T. Washington were opponents of the ACS, as they believed it was a scheme to remove Black Americans from the US instead of working towards racial equality. In an 1849 speech in Boston, Douglass called the ACS "an old enemy of the colored people in this country" and that:

It is because the American Colonization Society cherishes and fosters this feeling of hatred against the black man, that I am opposed to it. . . I would ask you, my friends, if this is not mean and impudent in the extreme, for once class of Americans to ask for the removal of another class? I feel, sir, I have as much right in this country as any other man. I feel that the black man in this land has as much right to stay in this land as the white man. Consider the matter in the light of possession in this country. Our connection with this country is

contemporaneous with your own. From the beginning of the existence of this people, as a people, the colored man has had a place upon the American soil.⁷⁹

The Custis-Lee family was a financial supporter of the ACS, particularly G.W.P.'s wife Molly, daughter Mary and her husband Robert E. Lee, and Molly's brother William Henry Fitzhugh, who was vice president of the Virginia chapter of the organization.⁸⁰ Molly and Mary sold bouquets, garlands, and nosegays to fundraise for the ACS. Ironically, they would have some of the enslaved people at Arlington gather these flowers for them.⁸¹ Mary also maintained correspondence with her former slave, Rosabella Burke, who chose to leave her enslaved family members at the Arlington Estate and immigrate with her husband William and their four children to Liberia rather than continue to endure the racism in the US.⁸² Despite having left her family, Burke and her husband William were apparently pleased with their decision with Rosabella writing "I love Africa and would not exchange it for America."⁸³ Mary believed so completely in the mission of the ACS that in her will she left her inheritance from her uncle William Fitzhugh to the society rather than to her family.⁸⁴



Figure 1. The Arlington Estate stables, c. 1900. The stables were designed to mimic the Greek Revival architecture of the mansion. ARHO Archives.



Figure 2. Arlington Spring, painting by Elizabeth Moore Reid, ca. 1850. ARHO Archives.



Figure 3. Arlington House, painting by Benson J. Lossing, 1853. ARHO Archives.

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Figure 4. View of Washington, DC, from Arlington House, 1838. Library of Congress. <https://www.loc.gov/item/2003670215/>.

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Figure 5. James Parks, formerly enslaved person at Arlington House, 1928. ARHO Archives.

THE CIVIL WAR AND THE EARLY DEVELOPMENT OF ARLINGTON NATIONAL CEMETERY (1861–1880)

USE AND CHANGES DURING THE CIVIL WAR

The Civil War came to the Arlington Estate early, as the property's proximity to Washington and its association with a significant Confederate actor—Robert E. Lee—made its occupation a strategic priority for the Union. In summer of 1861, thousands of US soldiers settled near Arlington Spring, cutting down trees to clear the area for tents (Map 13).⁸⁵ According to one soldier:

Through the green forest gleams the white canvas of the tents and on the highest ridge westward rises an imposing structure with a portico and colonnade in front, facing the river, which is called Arlington House. . . a large United States flag floats from the roof which shames even the ample proportions of the many stars and stripes rising up from the camps in the trees. . .⁸⁶

Major General Charles W. Sandford set up his divisional headquarters at Arlington House (Figure 6).⁸⁷ He also proclaimed that all property taken for use by the federal forces in Fairfax County should be protected from vandalism.⁸⁸ Mary was unable to make arrangements to move away before the US forces moved in. She was forced to leave many of her enslaved servants and laborers behind, apparently thinking she would be able to return to Arlington House. In May 1861, she wrote to Sandford requesting that the enslaved servants be able to continue in many of their duties at the plantation.

It never occurred to me, General Sandford, that I could be forced to sue for permission to enter my own house and that such an outrage as its military occupation to the exclusion of me and my children could ever have been perpetrated by anyone in the whole extent of this country. . . I intended to have obtained a permit and have returned to make some further arrangements for the comfort of my servants many of them old and infirm, but was told by a gentleman who had made the same attempt that none could be given, so I am homeless. . . You have a beautiful home and people that you love and can sympathize perhaps even with the wife of a "traitor and a rebel." I implore you by the courtesy due to any woman and which no brave soldier could deny, to allow my old coachman by whom I send this letter to get his clothes, to give some letters to my manager relative to the farm &c, to give my market man a pass that will enable him to go and return from Washington as usual, where his family reside. My gardener Ephraim also has a wife in Washington and is accustomed to go over there every Saturday and return on Monday. My old cook has also a wife in the neighborhood, to allow the servants to go on with their usual occupations unmolested by the soldiers and protected by your authority, also to allow my boy Billy whom I only left at home to complete some work in the garden to come to me with his clothes as I cannot use my carriage without his aid & to permit my maid Marcellina to send me some

small articles that I did not. bring away. She and the woman in the yard, Selina, can get what I want out of the house. I will not trouble you with any further requests-only pray that God may ever spare you and yours from the agony and inconvenience I am now enduring.⁸⁹

Sandford acquiesced and the enslaved who remained at the estate—including Selina Gray, George Clarke, Eleanor Harris, Perry Parks, Daniel, and Ephraim and most of those quartered at the farm—continued to work, some still performing agricultural tasks and others assisting the federal soldiers with quotidian tasks like washing and cooking. It is not clear if the US Army paid them, but many stayed on the estate for at least a year.⁹⁰

Brigadier General Irvin McDowell, an old friend of the Lee family, took over the federal headquarters at Arlington House by the end of May, and promised Mary that her property would be protected.⁹¹ In fact, he moved the headquarters out of the mansion and into tents on the grounds and “gave strict orders that the most severe penalties should be inflicted upon any person, officer, or private found guilty of . . . defacing the grounds.”⁹² McDowell did have a telegraph line to Washington set up on wooden poles through the property and cut a road through the Arlington woods to be able to link forts on opposite sides of the estate (Figure 7).⁹³ Although the Arlington Estate was the home of a prominent Confederate leader, it was also respected as the estate of the Custis family, whose lineage to Martha Washington was esteemed. One visitor to the estate during this time wrote: “After the vandalism I have witnessed in the destruction of property in and about the houses of rebels and elsewhere, it was a pleasurable relief to find here. . . enforced respect for the property and furniture. . . the garden, with its fences is preserved. . . the garden is fine. . .”⁹⁴

However, during the winter of 1861–1862, the thousands of soldiers camping at the estate could not resist cutting down more trees to use for warmth and shelter. According to a visitor, by the time spring 1862 came, “. . . the park had been sadly devastated. It had, too, that dreary deserted look which a park always has when there is nobody to look after it. The ground was so covered with stumps of trees and broken fences that it was with difficulty we could pilot our horses through the brushwood.”⁹⁵ In March, some of the US army departed to prepare for a march towards Richmond, leaving the landscape dotted with “blackened circles of campfires.”⁹⁶ And with the departure of the high ranking officers that had been personally connected to the Lee and Custis families, Arlington lost their protection. According to Anthony Trollope, an English

writer who visited the estate, “The whole place was then one camp. The fences disappeared. The gardens were trodden into mud. The roads had been cut to pieces and new tracks made everywhere through the grounds. But timber still remained.”⁹⁷ In fact, after the US defeat at the Second Battle of Manassas in August 1862, General George B. McClellan, who had until that spring been stationed at Arlington House, ordered the mansion burned if the Confederates moved on Washington. Fortunately, this never occurred.⁹⁸

Lee had predicted this, writing to Mary:

Even if the enemy had wished to preserve it, it would almost have been impossible. With the number of troops encamped around it, the change of officers, &c., the want of fuel, shelter, &c., & all the dire necessities of war, it is vain to think of its being in a habitable situation. I fear too books, furniture, & the relics of Mount Vernon will be gone. It is better to make up our minds to a general loss. They cannot take away the remembrances of the spot, & the memories of those that to us rendered it sacred. That will remain to us as long as life will last, & that we can preserve.⁹⁹

In 1861 and 1862, Congress passed the Confiscation Acts, two laws authorizing “the collection of direct taxes in the insurrectionary districts within the United States,” meaning property (including enslaved persons) owned by individuals loyal to the Confederacy (such as the Lees) within the boundary of the US, could be taxed on their land. If unpaid, the federal government would seize the land and put it up for auction. These laws allowed the President to purchase the land for the use of the federal government.¹⁰⁰ As holder of the title to the Arlington Estate, Mary was assessed the tax. When she sent a proxy to Washington to pay the fine in late 1863, they were rejected. As the taxes were unpaid, the property was forfeited to the US. Per the Acts, President Abraham Lincoln purchased the estate (which included the land that would eventually host Building #313) at auction in January 1864 for \$26,800, under the appraised value of \$34,100.¹⁰¹ According to the certificate of sale, the government intended to use the estate “for Government use, for war, military, charitable, and educational purposes.”¹⁰²

FREEDMAN'S VILLAGE

After gaining their freedom at the beginning of 1863, many of the enslaved on the Arlington Estate continued to live there, as it was their home. Furthermore, Secretary of War Simon Cameron decreed that the US Army bore responsibility

for caring for the formerly enslaved at Arlington who now found themselves in limbo:

The Secretary of War directs that such of the old and inform negroes of the Arlington estate, Va., as may be unable to provide for themselves, be furnished such articles of subsistence as the officer commanding at Arlington, for the time being, may approve & order. . . The estate, which is not in the possession of the Government, was, it is understood, charged by its former owner—the late Mr. Custis—with the care of these old people who have no other means.¹⁰³

Some from the Arlington Estate and many others in the region moved into freedmen's camps created by the federal government. These quickly became overcrowded as the refugee population in Washington increased exponentially—adding over 40,000 formerly enslaved people from US-occupied southern cities to a city with a population of only 75,000—with Lincoln's April 1862 emancipation of all enslaved persons in the nation's capital followed by the January 1, 1863, Emancipation Proclamation.¹⁰⁴ These camps became untenable and some of the formerly enslaved moved into the now abandoned slave pens in Washington, the Old Capitol Prison, or shanties on Capitol Hill and along the Washington Canal.¹⁰⁵ The extremely poor conditions resulted in the illness and death of many residents of these encampments and shanties.

In May 1863, in response to this critical situation, the War Department—on the recommendation of Lt. Col. Elias M. Green, Chief of the Quartermaster's Washington Department—established Freedman's Village at the southern portion of the Arlington Estate—only a half mile from Arlington House and bordering the Syphax property—as an encampment for the formerly enslaved who gained their freedom through the Confiscation Acts (Map 12). Since the enslaved were classified as the property of their enslavers, they were callously considered to be “contraband of war” by the US Army. The Arlington Estate was selected for this encampment—intended to be a model for future iterations—because it was believed that “There is the decided advantage afforded to them of the salutary effects of good country air and a return to their former healthy avocations as field hands under much happier auspices than heretofore which must prove beneficial to them and will tend to prevent the increase of disease now present among them.”¹⁰⁶ In addition, federal government embraced the powerful symbolism of using a leading Confederate's plantation estate for this purpose. According to a newspaper article at the time:

General Robert E. Lee, who commands the army of rebels, is fighting to enslave the black man. To accomplish this hellish purpose, he kills the loyal soldiers of the nation and attempts the destruction of the nation's life. In view of this fact, a happy thought has occurred to the Secretary of War which it gives us pleasure to record...He ordered Col. Green to organize the Freeman's Village...upon the Arlington estate.¹⁰⁷

Another wrote, "One sees more than poetic justice in the fact that its rich lands, so long the domain of the great general of the rebellion, now afford labor and support to the hundreds of enfranchised slaves."¹⁰⁸

Freedman's Village was essentially a refugee camp, established to provide housing and a community for formerly enslaved men, women, and children who gained their freedom via the 1861 and 1862 Confiscation Acts. The site that began as a tent camp developed into a highly organized community under the patronage of the Quartermaster's Office and the American Missionary Association, and featured a school, hospital, church, and various social services around a central pond (Map 14).¹⁰⁹ Although intended to be a temporary refuge where people could be taught vocations and given basic education that they could use when they left, it quickly became more of a permanent settlement with fifteen hundred residents (Figure 8–Figure 9). Able adult tenants without work elsewhere labored on government farms for ten dollars a month and returned half of their pay in rent to the government to maintain the village and support the children, infirm, and elderly who were unable to work.¹¹⁰ When they were able, they also purchased the small homes that the government built. Several families formerly enslaved by the Custis-Lee family moved into Freedman's Village, including James Parks, and well-known African American abolitionists and formerly enslaved women including Elizabeth Keckley and Sojourner Truth lived there for a period and helped the residents to learn new, marketable skills.¹¹¹

At this time, the Bureau of Refugees, Freedmen, and Abandoned Lands in the War Department—known as the Freedman's Bureau—worked to assist millions of the formerly enslaved with the social and political ramifications of freedom. The Freedman's Bureau was run by General Oliver O. Howard, who strove to create a federal system of compensated labor and educational programs for the formerly enslaved. However, under pressure from Southern Democrats—including President Andrew Johnson—who believed the bureau impinged on states' rights to progress Reconstruction as they saw fit, the Freedman's Bureau,

which had been instrumental in providing services including education and financial assistance to the residents of Freedman's Village and other similar communities around the country, was abruptly defunded and closed in 1872.¹¹²

Despite the rapid development of Freedman's Village's, many residents felt that life at the encampment was nearly as arduous as enslavement, as their daily activities were highly regimented and the garden crops they were required to farm were sold in Washington while the residents lived off of army rations.¹¹³ The residents also resented the rents they were charged, as they believed it was inhibiting their ability to become self-sufficient, and many disliked the patronizing missionaries who told them:

I do not wonder that so many of you do not love to work. If white men had lived under the lash and received for their labor coarse food and coarse clothing, as many of you have, they would be indolent too. . . God has written the law of labor not only in the Bible. . . but upon the face of the land; and if you had a microscope of sufficient power, you might see it written upon your very muscles. Labor is necessary to a healthy body, and your race can never become manly except they work industriously [*sic*].¹¹⁴

The federal government began movements to close Freedman's Village as early as 1868, although this would not actually come to fruition until over 20 years later.

ESTABLISHING THE CEMETERY

The mounting war casualties resulted in the passage of a federal law creating national military cemeteries and empowering Lincoln to purchase land for new cemeteries "whenever in his opinion it shall be expedient. . . for the soldiers who shall die in the service of the country."¹¹⁵ By the end of 1862, fourteen military cemeteries had been created, including several in and around Washington, DC; Alexandria; and Annapolis. By 1864, these cemeteries were already reaching capacity and many of the dead awaiting burial accumulated indelicately in Washington.¹¹⁶ Following heavy casualties at the Battle of Wilderness in May 1864, the Quartermaster General's office was tasked with identifying a new cemetery site.

Before an official selection had been made, Quartermaster General Montgomery C. Meigs had already begun interring US Army members at the northeast corner of the Arlington Estate, as directed by General Gustavus

DeRussy, who had taken command of the headquarters at Arlington and “wished the bodies buried as far from [his] residence as possible.”¹¹⁷ The first internments, on May 13, 1864, were those of Private William Christman and Private William H. McKinney, identified with simple pine headboards painted white with black lettering. They were followed in the coming days and weeks by 26 more burials, including that of wounded Confederate prisoner Levi Reinhardt.¹¹⁸ Officers were laid to rest closer to the mansion, as, according to Meigs, “the grounds of the mansion are admirably adapted to such a use.”¹¹⁹ The first of the officers to be buried near Arlington House was Captain Albert H. Packard on May 17, 1864 at the edge of the garden.¹²⁰ Many of these initial burials were performed by James Parks.¹²¹

In June 1864 Secretary of War Edwin Stanton made the selection of the Arlington Estate as the newest military cemetery official, writing:

The Arlington mansion and the grounds immediately surround it are appropriated for a Military Cemetery. The bodies of all soldiers dying in the hospitals in the vicinity of Washington and Alexandria will be interred in this cemetery. The Quartermaster General is charged with the execution of this order. He will cause the grounds not exceeding two hundred acres, to be immediately surveyed, laid out, and enclosed for this purpose not interfering with the grounds occupied by the Freedmans [*sic*] camps.¹²²

Meigs added his own notes, saying, “I enclose a sketch showing the form and location. . . Mr. Edward Clark will act as Architect and Engineer of the Cemetery having accompanied me this morning on an inspection of the grounds he will be able to point out the portion of the grounds in which internment should be immediately commenced (Map 15).”¹²³ Stanton and Meigs then had chaplains move into the mansion in place of General DeRussy, as better befit a functioning cemetery.¹²⁴

Northern newspapers lauded this effort, with one stating:

This and the contraband establishment [Freedman’s Village] there are righteous uses of the estate of the rebel General Lee. The grounds are undulating, handsomely adorned, and in every respect admirably fitted for the sacred purpose to which they have been dedicated. The people of the entire

nation will one day, not very far distant, heartily thank the initiators of this movement.¹²⁵

Southern newspapers did not appear to repudiate the federal seizure of the estate and its conversion to a national cemetery, perhaps because it was used to inter both US and Confederate casualties. Instead, beyond simply reporting its adaptation, several lamented only that the estate, and the mansion in particular, had lost the luster from its height of use by the Lees:

Lee's old Arlington mansion is reached at last, and you stand in the lofty portico, with its eight massive columns of marble. There is nothing light and elegant about it, but all is grand—almost severe. The walls are finished in stucco, and patches of it have fallen off here and there; the panels once filled with figures in relief are empty or defaced; an hundred swallow's nests bead the cornices, as with a mourning necklace, and the paint of young birds and the flutter of wings "fill the silences like a speech." The wooden shutters are fast closed.

The broad doors that once stood wide, lending to the front a hospitable, almost human smile, are sealed like the lips of the dead.¹²⁶

Even some northern politicians recognized the loss that the Lee family had endured with Rutherford B. Hayes writing in 1866 after a visit to the site, "Lee—his is the severest punishment of any Rebel. Expelled from such a paradise, and it made a graveyard for twelve thousand Rebel and loyal dead!"¹²⁷

The US military during the Civil War was segregated by race, with Black service members being forced to serve in the Army's Bureau of Colored Troops, established in 1863. This practice resulted in racist practices for the next 80 years that saw Black service members who volunteered for or were drafted into the military typically assigned to segregated, all-Black units often supervised by white officers, including the famed Tuskegee Airmen. According to ANC, "Although these segregated units served with valor and distinction, they typically received less support than white units and regularly had to deal with discrimination, unequal benefits, and assignment to difficult duties such as building fortifications and occupying southern states during the years after the Civil War."¹²⁸ Although Black service members were buried at ANC, and by July 1864 Black civilians could also apply for burial assistance from the Army and be buried at ANC, Meigs decided that August that white US service members should be buried nearer the mansion, in a more prominent location within the landscape.¹²⁹ Black service member burials remained at what had become known as the Lower Cemetery—now Section 27.

At the close of the war, the Lees pursued various avenues for returning to the much-changed Arlington Estate. After an 1865 visit, Mary described the house with dejection, while Robert E. Lee's brother Smith believed it could still be salvaged as a residence if it were fenced off from the surrounding burials. Continuing to pine over the loss of the estate, Mary later petitioned congress to move the burials and return her property. Although it was brought up for debate, the measure was soundly rejected, with one Senator—James Warren of Nevada—saying that Mary's petition was "an insult to all the dead who fell in the mighty struggle for the Union...Disturb these dead, and for what? To make room for a traitor's widow."¹³⁰

Meigs committed to "rendering it undesirable as a future residence" through continued burials and the construction of several large installations to facilitate military funerals including a wood and brick amphitheater in 1873 (now the James Tanner Amphitheater) (Figure 10–Figure 11). He also constructed the Civil War Unknowns Monument near the mansion in 1865 and the McClellan Arch in 1871 at the cemetery's main entrance with the inscription (Figure 12–Figure 13):

ON FAME'S ETERNAL CAMPING GROUND THEIR SILENT TENTS ARE
SPREAD AND GLOY GUARDS WITH SOLEMN ROUND THE BIVOUAC
OF THE DEAD.¹³¹

After Mary's death in 1873 her son, George Washington Custis Lee, continued trying to reclaim the estate for his family. Instead of repossession, he pushed for acknowledgement that the federal government had seized the property unlawfully and requested monetary compensation. After years of legal battles, the case finally ended at the Supreme Court in 1882, where—in a 5-4 decision—the justices held that the government had unlawfully refused Mary's 1864 attempt to make her tax payment, which had led to the seizure and sale of the property. This decision invalidated the sale and returned the property to the Lee family, under the custody of Custis. Because the estate now incorporated the US Army's Fort Whipple (now Fort Myer) at its northwest corner, Freedman's Village at the south, and nearly 20,000 military burials throughout, Custis quickly agreed to sell the property back to the government for \$150,000 (now over \$4.5 million) (Map 16–Map 17).¹³²

The post-war debate about who was eligible to be buried at ANC and the other national cemeteries had Meigs—on the side of practicality—arguing that it would be difficult to provide “suitable burial places throughout the country for the many hundreds of thousands of veterans that might avail themselves of such right were it found to exist.”¹³³ Gen. William T. Sherman—on the side of patriotism—held that the national cemeteries should be open to all who fought in the Civil War and be “devoted to the burial of soldiers for all time to come.” Congress voted in March 1873 to extend burial rights at the national cemeteries to all Civil War veterans and later, all veterans of all US military engagements. They would be buried at no cost, provided with a headstone, and their graves cared for in perpetuity.¹³⁴ Since the original wooden grave markers quickly began to weather, Congress eventually appropriated \$1,000,000 for a headstone replacement program in all national cemeteries, calling for durable stone despite Meigs’s push to use galvanized iron. These new stone markers retain much the same design today as their original 1870s counterparts (Figure 14–Figure 15).¹³⁵

Although both US and Confederate casualties of the war were interred at ANC, Confederate mourners were barred from the 1868 Decoration Day (now Memorial Day) observance at the cemetery.¹³⁶ In fact, likely out of a desire not to have their family members interred alongside their wartime enemies, Confederate memorial associations—mostly in the form of women’s groups—even had some of the burials removed from ANC and reinterred in Richmond, following a procession and honors at the state capitol building.¹³⁷ This practice was also not limited to Confederate casualties, as family members of US service members who were buried at ANC during the war would sometimes come to collect their remains for reinterment at home—albeit with less pageantry.¹³⁸



Figure 6. US Army soldiers on the steps of Arlington House, ca. 1865. Library of Congress. <https://www.loc.gov/item/2013647711/>.

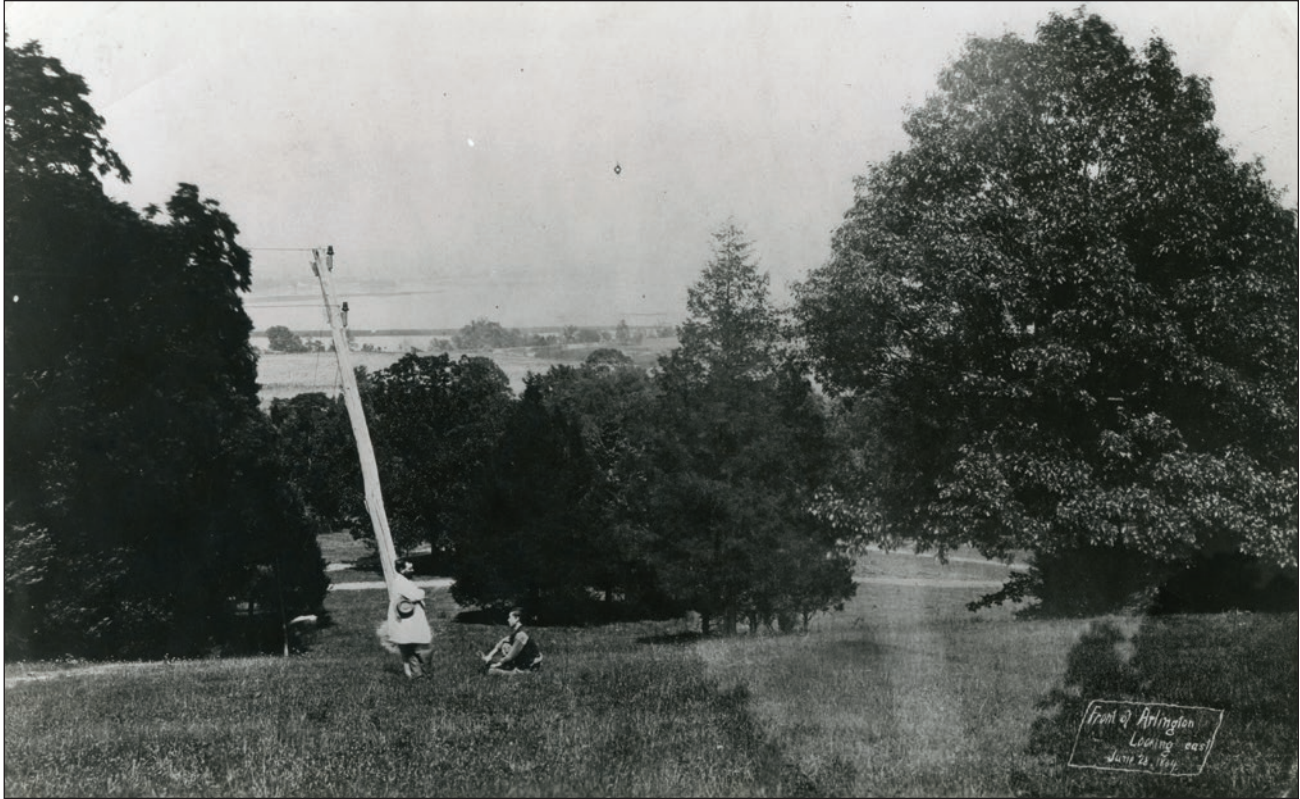


Figure 7. One of the telegraph lines installed on the grounds of Arlington House during the Civil War, 1864. ARHO Archives.



Figure 8. Sketch of Freedman's Village, 1864. Library of Congress. <https://www.loc.gov/item/2004660337/>.



Figure 9. Residents of Freedman's Village, ca. 1862. Library of Congress. <https://www.loc.gov/item/2014645761/>.

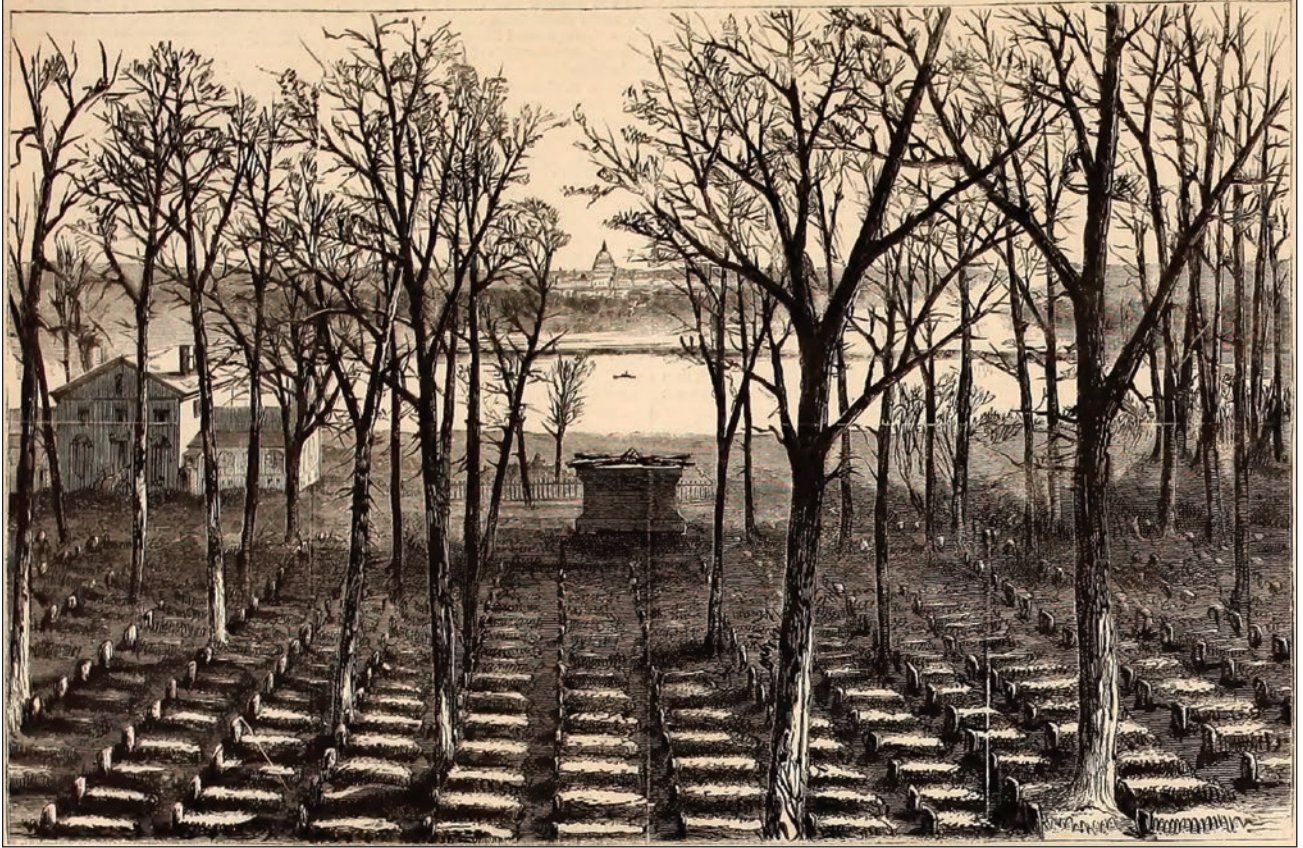


Figure 10. Illustration of burials at ANC with Arlington House at the left, 1869. Harper's Weekly (March 27, 1869): 196.



Figure 11. Decoration Day celebration at Arlington National Cemetery in the Old Amphitheater, 1919. Library of Congress. <https://www.loc.gov/item/2016869992/>.



Figure 12. Civil War Unknowns Monument in Arlington National Cemetery. Building Conservation Associates, 2025.



Figure 13. McClellan Gate, 2019. Arlington National Cemetery.



Figure 14. Stereograph showing original wood grave markers at ANC, ca. 1865. Library of Congress. <https://www.loc.gov/item/2015647116/>.



Figure 15. Marble grave markers at ANC. Building Conservation Associates, 2025.

LATER DEVELOPMENT OF ARLINGTON NATIONAL CEMETERY (1880–1929)

THE CLOSING OF FREEDMAN'S VILLAGE

Freedman's Village remained an active community after the war, with over a thousand formerly enslaved residents, many working in the cemetery. By the 1880s, the community of 763 included 124 dwellings with, three shops, two churches, and a schoolhouse (Map 18).¹³⁹ However, as the village was not built to be a permanent community but a temporary refugee settlement, many of the structures were deteriorating after two decades. According to one newspaper article from 1887, "The village is a picturesque jumble of shanties, few of which are worthy of the name of houses."¹⁴⁰ In addition, although the government had provided infrastructure for the settlement, it had not followed through with much of the education and training originally intended to support a more self-sufficient life for the African American residents. Instead, many were required to work laborious 10-hour-a-day jobs at the cemetery for one-to-two dollars a day.¹⁴¹

The workers selected John B. Syphax to petition the Secretary of War William C. Endicott with their complaints. Syphax wrote:

As the army advanced, during the war, several thousand colored people, men, women, and children, of all ages, and every condition, were quartered on this place by the agents of the government. Many of this number were employed by the United States, a portion of their pay being withheld for the support of the aged and infirm. When buildings were erected, Gen. O.O. Howard entered into contract with each tenant, demanding payment in money for rent of land. After the abolition of the Freedmen's Bureau, they were required to work out rent at Fort Myer which they have continued to do until the present time.

Agents representing the government fully impressed upon the people the idea that in some way they would come to possess a valid claim to a part of Arlington.

When many of them were taken with a colony to Hayti [*sic*], and returned after the scheme was exposed, and their sufferings made known, they were told, perhaps as an apology that they would remain here.

Many began to plant trees, and make such other improvements as their scanty means would permit. They paid in ready money for their houses, churches, and other buildings, which were all sold to them by the government through its agent. About nine years ago, Lieut. R.P. Strong, then commanding at Fort Myer, gave permission to erect a brick church on the reservation, costing nearly

two thousand dollars, and here again, they were made to believe that their stay would be indefinitely prolonged, therefore, several houses were built, and the spirit of improvement again revived.

Although no taxes have been paid on the Arlington land, yet the colored people have been fully taxed upon their general property, and have been no unjust burden upon the community, because the small amount paid for labor enabled others to help in the work of education and care of the helpless. Coming from the shades of the past, these people have proven, in their new condition of self reliance, more thrifty, and less vicious than could be reasonably anticipated; and they have never failed, after the teachings, and traditions of their fathers, to implore Almighty God for help and protection.

There are about one hundred families here, who own their dwellings. Nearly all of these houses are so constructed, and in such condition of decay, as to be useless to take down and move away; besides, contemplated improvements such as the Memorial-Bridge, Mount Vernon Avenue, the Aquaduct, and the Potomac flats, have made the price of land, in this vicinity, beyond the reach of the poor. I know not what may be the purpose of the government, or the pleasure of the Honorable Secretary in the premises, but if it be to take this property wholly for National use, I most respectfully ask that an appropriation be recommended of not less than three hundred and fifty dollars a-piece for each owner of a house, but to be apportioned according to merit, and the various conditions and circumstances by the "Board of Protection", consisting of five of their number which they have chosen to look after their local interests.¹⁴²

However, Syphax's eloquent case was rebuffed by Brig. Gen. J.C. McFerran, who wrote, "I am satisfied we can get men who will gladly and willingly work ten hours per day."¹⁴³

McFerran and those before him responsible for Freedman's Village either vastly underestimated the amount of support that the formerly enslaved refugees would need for an economic transition out of enslavement and into self-sufficiency, or simply did not care to devote adequate resources to the effort. While there were some federal efforts to provide such support to the formerly enslaved elsewhere in the South, these initiatives were not widely applied and offered little to no help to the formerly enslaved residing at Freedman's Village. During Reconstruction, the most significant such effort was the Port Royal Experiment, a model for government transfer of land in the South Carolina Sea Islands—confiscated from Confederates—to ownership by the formerly enslaved.¹⁴⁴ The government then provided employment harvesting and processing cotton, work that the enslaved had performed without pay. In addition, private philanthropic organizations offered educational

opportunities, and both the government and private organizations provided food, clothing, and medical assistance.¹⁴⁵ The Port Royal Experiment ultimately failed because—after Lincoln’s assassination—President Johnson’s Reconstruction priorities did not include withholding land from white former Confederates. Johnson allowed the former landholders of the Sea Islands to reclaim their land after they received pardons and paid taxes. Furthermore, the passage of the 1868 14th Amendment and 1870 15th Amendment to the Constitution provided African Americans with citizenship and voting rights (for males), resulting in a lack of continued investment in the idea of dedicated African American communities. As scholar Willie Lee Rose wrote, “the national obligation to the freedmen had been fulfilled.”¹⁴⁶

Instead of trying to find a way to maintain Freedman’s Village, the War Department simply decided that the land on the former Arlington Estate was more valuable as part of the national cemetery and concluded that the 1883 formal purchase of the land from Custis voided any previous obligations to the formerly enslaved. Brig. Gen. Samuel B. Holabird described it as such:

In violation of paragraph #138 Army Regulations, amended by General Order #26, Adjutant General’s Office, 1883, civilians are residing upon the Military Reservation, upon which the Arlington National Cemetery and the Military Post of Fort Myer, Va. Are located. This occupation has continued many years, and since the title of the land passed to the United States by purchase, May 18, 1883, no steps have been taken for the removal of these occupants, mostly colored people. In consequence of the complaints now made, it would seem to be proper that they [the freedmen] should be ordered to vacate their holdings, giving them sufficient time for moving their property to prevent suffering.¹⁴⁷

Secretary Endicott issued the formal eviction orders on December 7, 1887, with 90 days’ notice. The response from the residents was swift and negative. Many of the residents had purchased their homes from the government, both with money and labor, and had been living there for many years.¹⁴⁸ Not wanting a protracted legal fight with the residents, Endicott and Holabird agreed to pay them for property held by “unauthorized citizens or others as squatters or for residence, under the color of any permission or otherwise.”¹⁴⁹ The government paid the residents an average of \$103 per household (about \$3,500 today) for their property and Congress appropriated funds to cover some moving expenses. Later, in 1900, Congress paid an additional \$75,000 to reimburse freedmen and their heirs for the “contraband” taxes they were forced to pay to support the village in the 1860s.¹⁵⁰

The only remaining physical evidence of the Freedman's Village residents are the headstones in ANC's Section 27 for those that died while residing there (Figure 16). The removal of Freedman's Village paved the way for the cemetery's expansion. The ANC doubled in size to over 400 acres by the end of the 19th century, a size which it retained until after WWII (Map 19). Many of the former residents moved to African American communities in Arlington, VA—such as Green Valley, Hall's Hill, and Johnson's Hill—and some current residents are still able to trace their family histories to Freedman's Village.¹⁵¹

THE SPANISH-AMERICAN WAR

The 1898 Spanish-American War was primarily a naval conflict that began with the destruction of the armored cruiser U.S.S. Maine, a loss the US blamed on Spain. It ended three months later, with the 1899 Treaty of Paris. Spain relinquished sovereignty over Cuba and ceded Puerto Rico, Guam, and the Philippines to the US. The fighting resulted in a little under 6,000 American deaths.¹⁵² President William McKinley quickly ordered teams to Cuba and Puerto Rico to mark and identify the US battlefield graves so the dead could be returned to the US, setting a precedent for repatriation in future conflicts.¹⁵³

During his Peace Jubilee tour to celebrate the end of the war, McKinley announced a policy change—that the Confederate burials at ANC and other national cemeteries would receive the same care and attention as those of the US service members.¹⁵⁴ In front of an audience of many former Confederates in Georgia, McKinley stated:

...And now the time has come...when in the spirit of fraternity we should share with you in the care of the graves of Confederate soldiers. The cordial feeling now happily existing between North and South prompts this gracious act, and if it needed further justification, it is found in the gallant loyalty to the Union and the flag so conspicuously shown in the year just passed by the sons and grandsons of these heroic dead. Sectional feeling no longer holds back the love we feel for each other.¹⁵⁵

McKinley also established the protocols of formal military burials at ANC with the April 6, 1899, burials of 336 fallen soldiers of the Spanish-American War. This included closing federal government offices, flying the American flag at half-staff at federal government buildings, participation by a military band, and blasting a cannon from nearby Fort Myer, among other rituals. The repatriation of the war's casualties occurred in several more groups in 1899, 1900, and 1912

(Figure 17).¹⁵⁶ The final memorial installed at ANC for those who perished during the Spanish-American War included the mainmast of the U.S.S. Maine, salvaged from off the coast of Cuba and raised as a monument on the cemetery grounds in 1915 (Figure 18).

With McKinley's support for equal treatment of US and Confederate burials at national cemeteries, former Confederates felt emboldened to ask the president to create a special section at ANC where the Confederate deceased would be reinterred as a group with new coffins and headstones. McKinley agreed and supported the bipartisan legislation that was passed in June 1900. Public Law 163 appropriated funds to:

...enable the Secretary of War to have reburied in some suitable spot in the National Cemetery at Arlington, Virginia, and to place proper headstones at their graves, the bodies of about one hundred and twenty-eight Confederate soldiers now buried in the National Soldiers' Home near Washington, District of Columbia, and the bodies of about one hundred and thirty-six Confederate soldiers now buried in the National Cemetery at Arlington, Virginia, two thousand five hundred dollars, or so much thereof may be necessary.¹⁵⁷

To distinguish them from the US service member burials, the Confederate reinterments had a new type of headstone featuring a pointed top and a Southern cross (Figure 19–Figure 20). Furthermore, unlike the long rows that characterized the other sections in the cemetery, the new Confederate section featured concentric circles of burials (Map 20–Map 21). Confederate veterans and family members were finally welcomed at the cemetery for a Memorial Day ceremony in 1903.¹⁵⁸ Although separated into distinct sections, Memorial Day celebrations attempted to emphasize unity between the former adversaries, as evidenced by the 1914 event held by President Woodrow Wilson (Figure 21). These included paired renditions of “The Star-Spangled Banner” and “Dixie,” Daniel Decatur Emmett’s southern anthem; attendance by Civil War veterans from both sides wearing their respective blue and gray uniforms; a celebration of Confederate President Jefferson Davis’s birthday; and the dedication of a bronze monument to peace in the Confederate section that held an inscription of the biblical prophecy: “And they shall beat their swords into ploughshares and their spears into pruning hooks. Nation shall not lift up sword against nation; neither shall they learn war any more” (Figure 22).¹⁵⁹ This sentiment would turn out to be aspirational, as only one month after this event, German forces would invade Belgium, initiating World War I.

In 2021, Congress established the Commission on the Naming of Items of the Department of Defense that Commemorate the Confederate States of America or Any Person Who Served Voluntarily with the Confederate States of America (known as the Naming Commission), which promptly identified the ANC Confederate Memorial for removal for its “nostalgic, mythologized vision of the Confederacy, including highly sanitized depictions of slavery.”¹⁶⁰ The US Army removed the Confederate Memorial at ANC in 2023 (Figure 23). In 2025, the Department of Defense announced plans to return the monument to its original location with contextual interpretive panels by 2027.¹⁶¹

In 1900, the War Department transferred 400 acres of the former Arlington Estate to the Department of Agriculture. This parcel, between the eastern edge of the cemetery and the Potomac River, had once been the location of the Arlington Spring and was later used for agricultural purposes by Freedman’s Village residents. The Department of Agriculture used it as an experimental farm to improve plant hybridization and cultivation methods (Map 22).¹⁶²

THE MCMILLAN PLAN AND ARLINGTON MEMORIAL BRIDGE

At the turn of the 20th century, 100 years after Washington, DC, was first laid out by L’Enfant, the capital’s planners elected to reimagine the city’s future according to the blueprints of its past. The 1903 plan for the city was designed by the Senate Parks Commission and informally called the McMillan Plan after the commission’s chair, Senator James McMillan of Michigan. The commission featured four of the nation’s most prominent designers: architects Daniel H. Burnham and Charles F. McKim, landscape architect Frederick Law Olmsted Jr., and sculptor Augustus Saint-Gaudens. Among the plan’s proposed system of parks and new governmental office nodes was a new bridge between Washington, DC, to Arlington (Map 23). The bridge was to connect the proposed site of a new memorial to President Lincoln directly with the ANC.¹⁶³

The McMillan Plan reported that the idea for a direct link between the North and South came from President Andrew Jackson. According to Daniel Webster in 1851:

Before us is the broad and beautiful river, separating two of the original thirteen States, which a late President, a man of determined purpose and inflexible will, but patriotic heart, desired to span with arches of ever-enduring granite,

symbolical of the firmly established union of the North and the South. That President was General Jackson.¹⁶⁴

The actual implementation of such a bridge was first considered in 1885, when discussions began about ways to memorialize President Ulysses S. Grant after his death. The bridge proposed by the McMillan Plan was intended as both a memorial and a transit link, as the cemetery had by then become an important site for visitors that was somewhat difficult to access from the city, although several electric railways ran to its entrances.¹⁶⁵ The first designs for the bridge were made by army engineer Thomas W. Symons in 1887, who described it as a memorial to Presidents Lincoln and Grant and a ceremonial route from the capital to ANC (Figure 24).¹⁶⁶ After this first design, and several subsequent schemes, were abandoned, the Army held a design competition for the bridge, which they titled: “Memorial to American Patriotism.” The design proposed by the winners of this competition, William H. Burr and Edward P. Casey, was also subsequently abandoned in 1921 (Figure 25).

By 1900, Grant’s name was no longer linked with the bridge concept, but the Senate Parks Commission maintained that its construction was critical for the capital. Their report laid out the principal elements of the bridge and its related features, including a low, monumental structure; the Watergate steps and parkway entrance; and a broad ceremonial avenue to the cemetery culminating in a plaza and new cemetery entrance.¹⁶⁷ World War I brought significant delays in the construction of both the Lincoln Memorial and the bridge, but a notable traffic jam along the roundabout route to ANC on Armistice Day in November 1921 reignited the call for the new bridge and Congress appropriated the necessary funds.¹⁶⁸ A new design for the Arlington Memorial Bridge by the firm of McKim, Mead & White featured a monumental, Roman-arched concrete bridge faced with granite and tall columns meant to represent the reconciliation of the North and South. The terminus of the bridge at the Arlington side was a tree-lined boulevard called the “Avenue of Heroes;” a grand plaza marked the “Great Entrance” to ANC (Map 24, Figure 26–Figure 28).¹⁶⁹

The McMillan Commission also made recommendations for improvements to ANC and the adjacent Fort Myer, as both had become sites of frequent visitation due to “The interest excited by the drills at the cavalry post, the superb view from the heights, and the feelings of patriotism awakened by

the vast field of the hero dead, known or unnamed” which “all call for such a treatment of the entire reservation as shall not diminish but rather enhance the effect produced on the visitor.”¹⁷⁰ The Commission proposed that in order to create a “harmonious and sober treatment” of the memorials, all of those being erected at ANC should be subject to review by “two or three architects and a landscape architect of the highest possible standing” in order to avoid the discordant array of monuments that had previously been built by “firms who make it merely a business affair, the greater portion of them having not the slightest idea of what is good or bad, and possessing not even an elementary knowledge of architecture or even good taste.”¹⁷¹ According to the report:

Nothing could be more impressive than the rank after rank of white stones, inconspicuous in themselves, covering the gentle, wooded slopes, and producing the desired effect of a vast army in its last resting place. Those spaces reserved for burials of officers and their families, however, exhibit all the heterogeneous forms which disturb those very ideas of peace and quiet which should characterize a spot sacred to the tenderest feelings of the human heart. In particular, the noble slopes toward the river should be rigorously protected against the invasion of monuments which utterly annihilate the sense of beauty and repose. This is one of the most beautiful spots in the vicinity of Washington; it should not be defaced or touched in any way, and a law or rule should at once be passed forbidding the placing of any monument on this hill.¹⁷²

In the early 20th century, discussions began about replacing the existing amphitheater, which, with a capacity of 1,500, had become insufficient for the growing memorial events held at ANC each year, although support for this initiative was generally limited. It was not until the beginning of 1913 that Congress passed legislation authorizing the new Memorial Amphitheater together with a slate of memorial authorizations that included the Arlington Memorial Bridge, the Lincoln Memorial, and the American Red Cross Headquarters—originally conceived as a memorial to women who served in the Civil War. The Memorial Amphitheater was designed by the renowned architectural firm of Carrère and Hastings and constructed by the George A. Fuller Co. It could accommodate 5,000 people (Figure 29–Figure 30).

ANC AFTER WORLD WAR I

Following the loss of the passenger ship *Lusitania* to German torpedoes a year before, President Wilson’s 1916 Memorial Day speech vacillated between resolute neutrality and a need to appear publicly ready to engage in the war. Wilson stated:

We are not only ready to cooperate, but we are ready to fight against any aggression. But we must guard ourselves against the sort of aggression that would be unworthy of America. . . She does not want any selfish advantage over any other nation of the world, but she does wish every nation in the world to understand what she stands for and to respect what she stands for.¹⁷³

Less than a year later, on March 18, 1917, German submarines again attacked US civilian ships and the world learned of a potential plot for the Germans to ally themselves with Mexico and Japan to attack the US. Wilson finally declared war against Germany, announcing before Congress: “Neutrality is no longer feasible or desirable where the peace of the world is concerned.”¹⁷⁴

World War I, which began in Europe in 1915, lasted until the armistice on November 11, 1918, resulting in the deaths of 8.5 million service members including 116,516 Americans, 76,351 in combat.¹⁷⁵ As with the Spanish-American War, the War Department undertook a massive effort to collect the remains of American casualties throughout Europe. The army’s Graves Registration Service identified 97.8% of the remains in makeshift battle cemeteries. Unlike the previous conflict, this time the army decided not to wholesale repatriate all of the dead. Instead, General John J. Pershing negotiated with European nations—foremost France—for formal, permanent burial sites for American service members. Backlash from families of the deceased resulted in a compromise: the US would repatriate fallen service members and pay for transportation and burial of their remains in a national or private cemetery if their families requested it. If the families chose burial in Europe, their service member would be reburied in one of eight newly established American cemeteries in England, Belgium, or France.¹⁷⁶ More than 46,000 service members were repatriated between November 1920 and July 1922; 5,241 were reburied at ANC (Figure 31).¹⁷⁷ On Armistice Day in 1921, an unidentified repatriated service member was buried at ANC under a new marble memorial vault at the East side of the Memorial Amphitheater in a ceremony presided over by former President Wilson and then-president Warren G. Harding. This memorial to the unidentified war dead became known as the Tomb of the Unknown Soldier, following the precedent of the monument to Civil War Unknown near the mansion. The Tomb has since become one of the most visited monuments in the cemetery (Figure 32).¹⁷⁸ It was not until 1931 that the existing iconic large marble sarcophagus would be added to the memorial (Figure 33).¹⁷⁹

RESTORATION OF ARLINGTON HOUSE

The mass repatriation of World War I casualties focused public attention on ANC, and visitors realized that while much care had been involved in maintaining the grounds and burials, less consideration had been given to the former Custis-Lee mansion. Although it was still an imposing landmark within the landscape, the interior had been emptied of any remaining Custis-Lee family articles, and it was loosely used for cemetery administration.¹⁸⁰

One visitor who called attention to the mansion was Frances Parkinson Keyes, a native Virginian and partner of Senator Henry Wilder Keyes of New Hampshire. Echoing the early 20th century's Lost Cause narrative of a valiant Confederacy that had taken hold in the South, Keyes wrote in 1921: "We all realize now that Robert E. Lee was one of the greatest generals and one of the noblest men who ever lived. To every American woman the abuse of his home must seem a disgrace; to every Southern woman it must seem a sacrilege."¹⁸¹

Inspired by the efforts of Ann Pamela Cunningham and the Mount Vernon Ladies' Association to restore Mount Vernon, Keyes created a wave of support for the restoration of the mansion as a memorial to Robert E. Lee. One of the first to take up the cause was Michigan Congressperson Louis C. Cramton, who stated in 1924, "The exterior of the mansion is as it was in the old days. The interior is barren and naked. Whenever I have taken any friends. . . I have felt obliged to apologize to them for the condition of the interior, in its barrenness and unattractiveness."¹⁸² He believed that Lee was "an American who occupies a very high place in our history and in the hearts of our people" and that a memorial to him "would be tangible recognition by the country, North and South, that the bitterness of other days is entirely gone."¹⁸³

Others strongly objected to the creation of a memorial to a man who had openly waged war against the US in support of enslavement. John W. Reid, Department Patriotic Instructor for the Grand Army of the Republic (GAR) veterans society wrote to President Coolidge, stating:

Is it right for this government of the people for 115 million persons, to establish a shrine to Lee who did more than any other person to prolong the war of the rebellion? Shall that mansion, which is the property of the United States and which, for more than a half century, has been the headquarters of the Superintendent and other officials of that cemetery, be transformed into a shrine to glorify rebellion against constituted authority? Shall our own

Government exalt the valor of Lee, the leader of the armies, which, on the battlefields of Virginia, destroyed the lives of 26,000 Union soldiers from every State of the Union, whose bodies, brought long ago from the battlefields, rest in green-mantled and stone-marked graves beneath the shade of the trees in view of that mansion?¹⁸⁴

Senator Porter H. Dale of Vermont and Charles Moore, the chairman of the National Commission of Fine Arts, suggested alternatives. Dale proposed to use the mansion as a museum for displaying “trophies and emblems of the Union Army and Navy of the United States during the Civil War,” while Moore proposed a restoration of the mansion to its condition before Lee lived there, emphasizing the importance of its Greek Revival architecture as constructed by G.W.P. Moore tended to call it the Arlington Mansion to de-emphasize the Lee period of use.¹⁸⁵

Keyes and Cramton were victorious, as President Calvin Coolidge signed legislation in 1925 establishing the mansion as the Robert E. Lee Memorial. The bill stated:

Whereas the era of internecine strife among the States, having yielded to one of better understanding, of common loyalty, and of a more perfect Union; and

Whereas now honor is accorded Robert E. Lee as one of the great military leaders of history, whose exalted character, noble life, and eminent services are recognized and esteemed...

...That the Secretary of War be...authorized and directed to restore the Lee Mansion in the Arlington National Cemetery, Virginia, to the condition in which it existed immediately prior to the Civil War, and to procure, if possible, articles of furniture and equipment which were then in the mansion and in use by the...Lee family.”¹⁸⁶



Figure 16. Section 27 at the north edge of the cemetery. Building Conservation Associates, 2025.

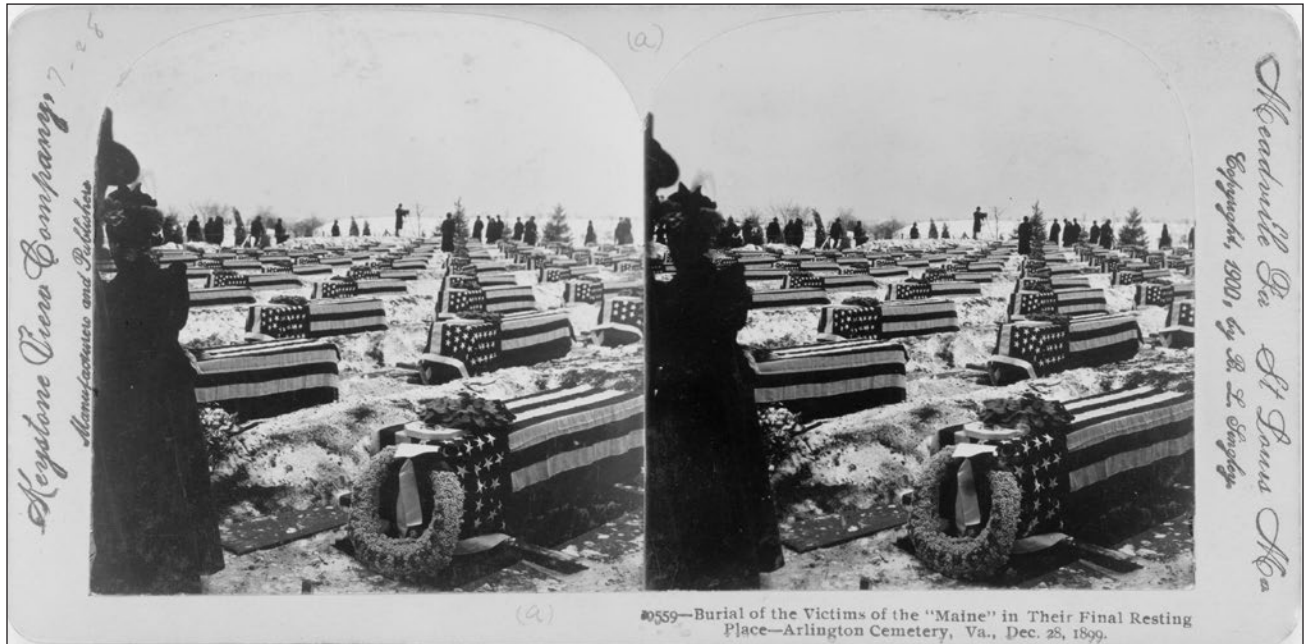


Figure 17. Stereoscope of burials of USS Maine service members, 1899. Library of Congress. <https://www.loc.gov/item/91482484/>.



Figure 18. USS Maine mainmast memorial at Arlington National Cemetery. Building Conservation Associates, 2025.

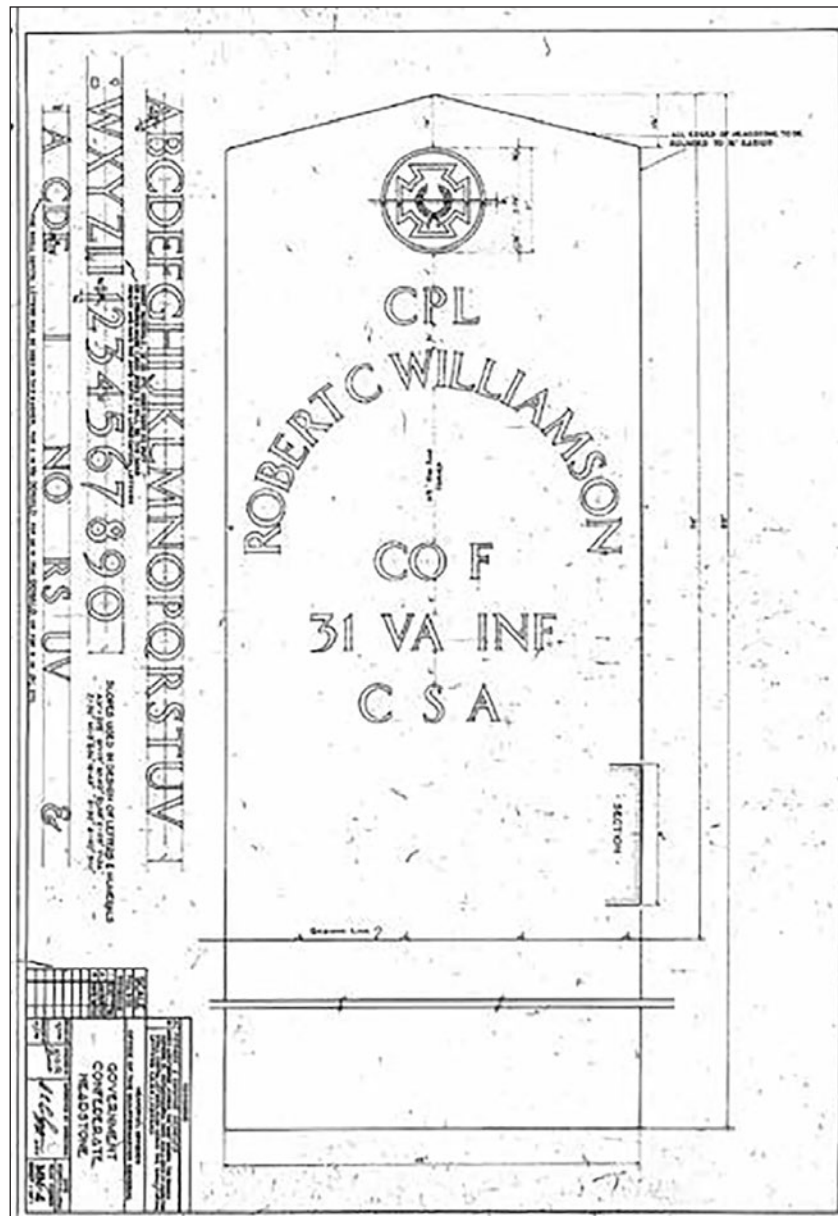


Figure 19. Drawing of a Confederate grave marker, 1901. National Cemetery Association, "Federal Stewardship of Confederate Dead," (2016): 27.



Figure 20. Confederate grave marker. Building Conservation Associates, 2025.



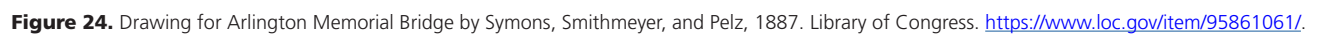
Figure 21. President Woodrow Wilson at the dedication of the Confederate memorial, 1914. Library of Congress. <https://www.loc.gov/item/2016865613/>.



Figure 22. Confederate memorial, 1914. Library of Congress. <https://www.loc.gov/item/2016854701/>.



Figure 23. Granite pedestal after Confederate memorial removal. Building Conservation Associates, 2025.



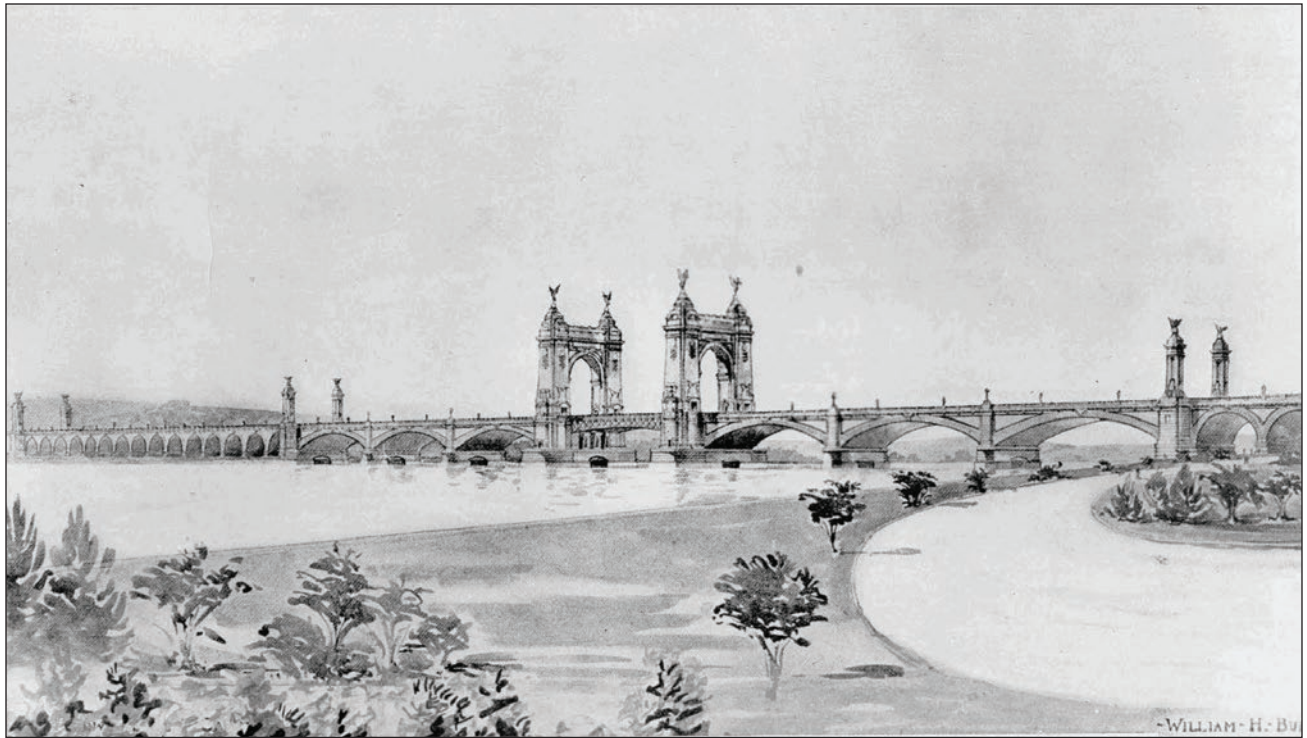


Figure 25. Drawing for Arlington Memorial Bridge by William H. Burr and Edward P. Casey, 1921. NPS/NCR.



Figure 26. Aerial photo showing Arlington Memorial Bridge, 1942. A: Lincoln Memorial; B: Watergate Steps; C: Arlington Memorial Bridge; D: Columbia Island; E: broad avenue; F: cemetery entrance. National Archives. <https://catalog.archives.gov/id/235195213/>.



Figure 27. Arlington Memorial Bridge, looking west towards Arlington National Cemetery, ca. 1932. Library of Congress. <https://www.loc.gov/item/2019675164/>.



Figure 28. View across Arlington Memorial Bridge from the Lincoln Memorial, ca. 1988. Library of Congress. <https://www.loc.gov/resource/hhh.dc0604.photos/?sp=1>.



Figure 29. Arlington Memorial Amphitheater shortly after construction, 1919. Note its location in relation to Arlington House in the background.
Library of Congress. <https://www.loc.gov/item/2016870199/>.



Figure 30. President Warren G. Harding speaking in the Arlington Memorial Amphitheater, 1921. Library of Congress. <https://www.loc.gov/item/2016886099/>.



Figure 31. Burial plots at ANC prepared for the casualties of World War I, 1923. Library of Congress. <https://www.loc.gov/item/2016848217/>.



Figure 32. The Tomb of the Unknown Soldier, 1923. Library of Congress. <https://www.loc.gov/item/2016894381/>.



Figure 33. Tomb of the Unknown Soldier, 1932. Library of Congress. <https://www.loc.gov/item/2016879559/>.

EXPANSION OF ARLINGTON NATIONAL CEMETERY (1929–1972)

The restoration of the mansion began in 1929, directed by a committee organized by Quartermaster General Benjamin F. Cheatham that included chair Colonel Louis H. Bash, retired Brigadier General William E. Horton (former chief of the Quartermaster Corps' construction division), architect Edward W. Donn Jr., and Major Luther M. Leisenring of the Quartermaster Corps' construction division. The restoration intended to return the house and grounds to its early 19th century appearance and relied heavily on research conducted by Leisenring.¹⁸⁷ Leisenring gathered information from local libraries and interviewed people with living memory of the site, including several people formerly enslaved by the Custis and Lee families: Annie Baker, Ada Thompson, and James Parks. Baker and Thompson were quite young when the Lee family fled the estate, but Parks had been born at Arlington in 1843 and continued working there long after the Civil War. Parks's impressive memory of the mansion was credited as the source for many of the building's features and decorations. Parks died in August 1929, just as the restoration was kicking off. Although his memory was lauded by several newspaper obituaries, these were often tinged with racism; one newspaper noted that he "had a remarkable and photographic mind for an old man of his race."¹⁸⁸ The Secretary of War lifted the prohibition on civilian burials at ANC for Parks. His burial site features a small plaque erected in his honor noting that he "loved and worked at Arlington practically the whole of his long and useful life" and that he was granted this special permission "in appreciation of his faithful service." In contrast, Parks's obituary was headlined only "Custis' Ex-Slave," and his gravestone stated that he had "belonged to George Washington Parke Custis" (Figure 34).¹⁸⁹

In 1931, the stables west of the mansion were completely renovated into a new Administration Building for the cemetery, as the offices would no longer be housed in the mansion. The original Arlington Estate stable had burned down in July 1904 and a new stable construction on its site in 1907. The Quartermaster Corps elected to remodel the stable to resemble the earlier G.W.P.-era iteration that itself mimicked the façade of Arlington House.¹⁹⁰ The Administration Building (Building #300) featured non-segregated men's and women's restrooms (Map 25).

The 1932 bicentennial of George Washington's birth was celebrated with several city infrastructure projects that upgraded access to ANC. The Arlington Memorial Bridge opened that year, as did the construction of the Mount Vernon Memorial Highway, which stretched from Washington's home at Mount Vernon to the south, through Alexandria, to the new Memorial Circle at the entrance to ANC (Map 26–Map 27).¹⁹¹

Landscape improvements at ANC in the 1930s included new lilac (*Syringa vulgaris*), yew (*Taxus canadensis*), and boxwood (*Buxus sempervirens*) plantings as well as the replacement of the decade-old concrete paths around the mansion with new brick paths.

NATIONAL PARK SERVICE ACQUISITION

The June 10, 1933, Executive Order 6166, issued by President Franklin D. Roosevelt (FDR) reorganized many of the Executive branch agencies and placed all of the country's federal parks, monuments, and reservations under the administration of the Office of National Parks, Buildings, and Reservations (ONPBR; later the National Park Service).¹⁹² This order transferred control of Arlington House to ONPBR, but was ambiguous about its associated outbuildings and landscape. Because the cemetery was still the site of active burials, it remained under the jurisdiction of the War Department. Since the mansion and grounds of the former estate had always been managed and operated by the same entity, some were concerned that splitting the managerial responsibilities over two agencies would result in adverse impacts to the site. Several members of the War Department and newspaper editorial boards decried the mansion's severance from ANC management, as well as the resulting new entrance fees proposed for visitors:

By Executive Orders...the mansion was separated from its historic unity... placed under the administration of the parks service the Department of Interior. This was no doubt considered practical, but the tradition of Arlington has been cut in two. Many persons are asking that Arlington Custis-Lee mansion be restored to its historic unity with its Arlington grounds under the War Department.¹⁹³

As the restoration of the mansion was still underway, the director of the ONPBR, Arno N. Cammerer, elected to allow the War Department to continue leading the project; funds from the Public Works Administration were provided

in support of the work.¹⁹⁴ It was not until 1947 that ONPBR (then the NPS) and War Department responsibilities were clearly delineated.¹⁹⁵

However, with the transfer of the mansion to the ONPBR, the cemetery staff was no longer able to use the mansion for their offices. As such, in 1934, they moved west beyond the woods, joining NPS staff in the Administration Building. The Administration Building had been the former stables that had been rebuilt on the site in 1907 after a fire in 1904 and served as the site's stables and corral throughout its service life. The new building was later remodeled in 1931 in the image of the G.W.P. stables that mimicked the form of Arlington House.¹⁹⁶ Also in 1934, a large public parking lot was built adjacent to the Administration Building. This was named Chaffee Place after the cemetery superintendent. To the north of the administration building, a large greenhouse was constructed, replacing one nearer the house that had been demolished during the restoration (Map 29; Figure 35–Figure 36).¹⁹⁷

In the late 1930s, the War Department reclaimed the land it had previously handed over for the Department of Agriculture's experimental farm. Sensing the impending threat of another war in Europe, the War Department began expanding its training capacity in Washington, and it built an enormous complex of buildings called the South Post of Fort Myer on the former farm site (Figure 37).

ANC AFTER WORLD WAR II

The peacetime improvements to ANC facilitated its use as a tourist destination, rather than as a burial ground. The War Department had prioritized restoration of the home of Robert E. Lee as a conciliatory measure, despite the fact that Lee had waged war on the US. However, the Japanese attack on Pearl Harbor and the US involvement in World War II brought the cemetery itself back into focus. Four years of US involvement resulted in more than 400,000 American military deaths. As with Spanish-American War and WWI, the quartermaster's Graves Registration Service combed through battlefields on multiple continents to locate casualties. Families elected to repatriate nearly 97,000 sets of remains for burial in the US; the number of burials in ANC nearly doubled to around 70,000. In order to accommodate the increase, ANC repurposed 200 acres from the South Post of Fort Myer—once the experimental farm—for new burials.¹⁹⁸

The cemetery, as did the military, remained segregated through WWII and as the casualties began to arrive at ANC. However, in 1948, President Harry S. Truman issued Executive Order 9981, which called for “equality of treatment and opportunity for all persons in the armed services without regard to race, color, religion, or national origin.”¹⁹⁹ The language of the order was both comprehensive and vague, as it did not specifically mention ending the practice of segregation in the armed forces. However, Truman’s intent was made clear during a press conference three days later when he was asked “Does your advocacy of equality of treatment and opportunity in the Armed Forces envision eventually the end of segregation?” His response was a simple, resolute “Yes.”²⁰⁰

The order desegregated all branches of the military and extended to the nation’s military cemeteries. Since the military was so entrenched in its prejudices, it took several years before each branch was able to make the necessary policy and practical changes to abide by the order. However, since ANC and the other national cemeteries were in the midst of burying the thousands of casualties from WWII, they were forced to accommodate the order quickly. Burials for WWII continued until 1955; throughout that period, WWII service members were buried together regardless of race, gender, or rank. In fact, when Gen. Pershing died in 1948, although he was offered a prominent ANC grave site with an elaborate memorial, he elected to be buried with a simple, common headstone among the enlisted service members of World War I.²⁰¹ Although there is no specific record ordering the desegregation of the facilities at ANC as part the cemetery’s compliance with Truman’s order, this was likely one of the order’s effects.

Before all of the casualties from WWII could be laid to rest, the Korean conflict added nearly 37,000 more.²⁰² Because of the chaotic nature of this conflict, fallen service members were left abandoned as enemy soldiers overwhelmingly pressed forward. Identification of remains was difficult, as dog tags were often taken as trophies. In response, the US implemented a new policy to recover and repatriate remains during active conflict rather than waiting for the end of hostilities, a policy known as “concurrent return,” which would be practiced during every successive US military conflict.²⁰³

In 1955, the mansion was officially named the Custis-Lee Mansion and designated as a permanent memorial to Robert E. Lee, reaffirming the 1925 legislation, although it was legally renamed again in 1972 as Arlington House: The Robert E. Lee Memorial.²⁰⁴ In 1964, the Secretary of Defense ordered that the woods west of the mansion be preserved in perpetuity to provide an appropriate setting for the mansion as well as a buffer between the mansion and the administrative campus to the west (Figure 38).²⁰⁵ By this time the administrative campus featured the Administration Building, greenhouse, a Potting House (1931), and a comfort station (1941).

When there were no battle casualties, veterans of any rank or service length and family members continued to be interred at ANC. Prior to 1963, this occurred at a rate of approximately 4,000 a year. However, following the assassination and burial at ANC of the popular President John F. Kennedy (JFK), demand for veteran burials at Arlington jumped to around 7,000 a year. Very quickly, the cemetery became concerned with available space and elected to change its rules around eligibility. After 1966, new interments were limited to those who died on active duty, retired from active duty with a disability or twenty years of service, or received high military honors. ANC also built a columbarium around the same time to inter cremated remains and preserve space on the grounds.²⁰⁶ They also began interment in the recently acquired 200-acre former Fort Myer South Post.

The Civil Rights Movement waged war against racism and discrimination in ANC's backyard in the late 1950s and early 1960s, with many of the earliest sit-ins occurring in restaurants, theaters, and amusement parks in Arlington, Virginia. However, Truman's executive order mostly kept demonstrations out of ANC itself. Burials remained unsegregated, and there does not appear to be evidence of significant racist and violent actions against Black people—akin to those occurring around it—within its boundaries.



Figure 34. Grave marker for James Parks. Building Conservation Associates, 2025.

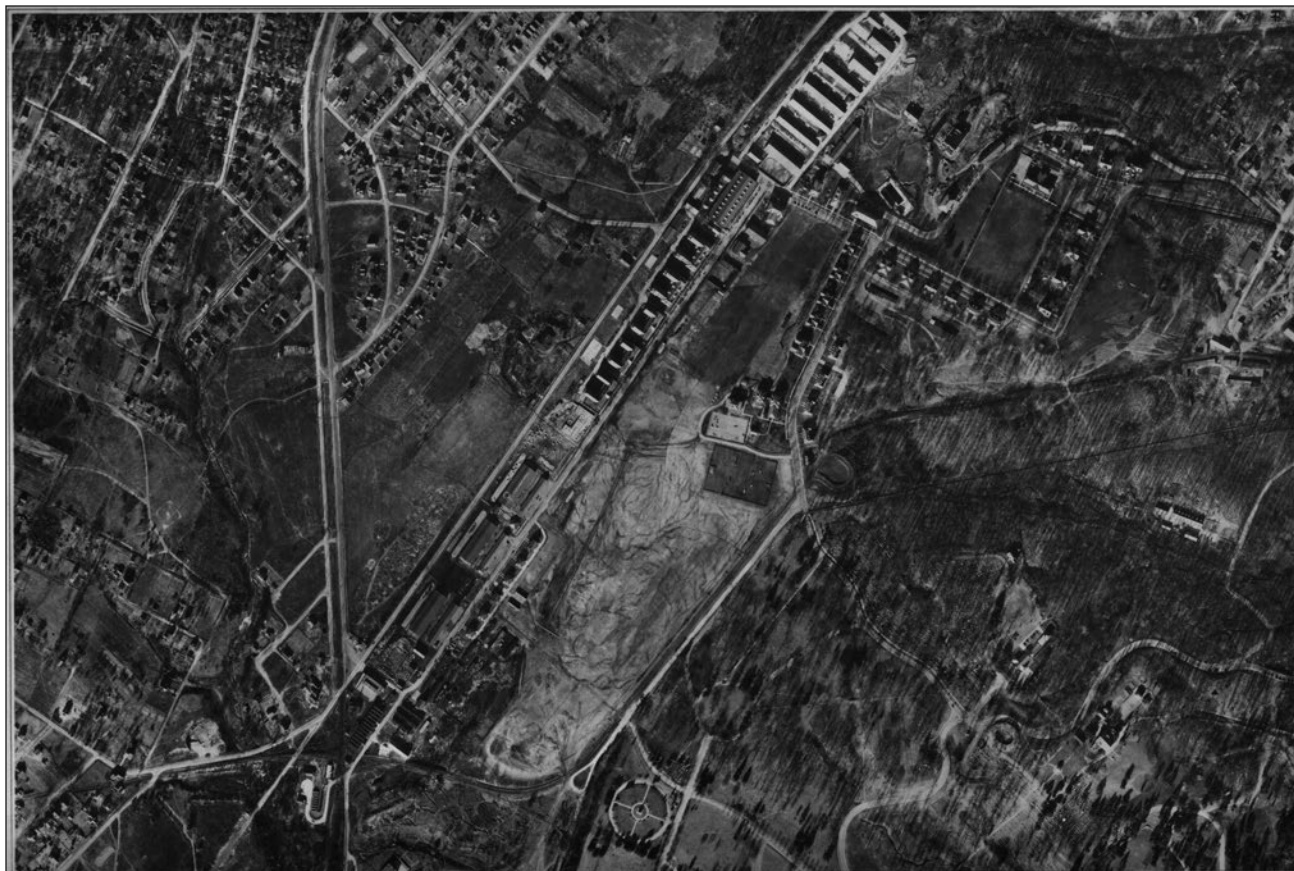


Figure 35. Aerial photo of the northwest corner of Arlington National Cemetery, 1934. Arlington County.



Figure 36. Detail of aerial photo over Arlington National Cemetery, 1934, showing comfort station (small orange circle) and Administrative Area/Chaffee Place public parking (large orange circle). Arlington County.



Figure 37. Aerial photo over Arlington National Cemetery, 1949. Note the large Fort Myer South Post and the Pentagon at the bottom of the photo. Arlington County.



Figure 38. Aerial photo over Arlington National Cemetery, 1962, showing the location of the woods between Arlington House and the administrative area. Arlington County.

ARLINGTON NATIONAL CEMETERY IN THE MODERN ERA (1972–PRESENT)

Only two years after JFK'S assassination, President Lyndon B. Johnson drew the US into the conflict in Vietnam. The US's involvement in the Vietnam War lasted from 1965 to 1975 and resulted in the deaths of more than 47,000 American service member—whose remains were returned during the conflict per the new “concurrent return” policy. Since they had died in active duty, they were eligible for burial at ANC, although the final burials, including those interred at the Tomb of the Unknown Soldier, would not be interred until Memorial Day, 1984.²⁰⁷

In May 1975, the NPS assumed responsibility for the wooded buffer zone west of the mansion that the War Department had promised to preserve and agreed to manage and preserve the area.²⁰⁸ In November 1981, the Department of the Army approved the transfer and ownership of Building #313 to the NPS, which was finalized in February 1982. The Army maintained control of the land beneath the building.²⁰⁹ It was not until 2011 that the Army relinquished the land to the NPS as well.

In 1995, the Department of the Interior and the Department of the Army signed an interagency agreement to set aside portions of the woods west of the mansion that had been preserved since 1964 for future use as burial land.²¹⁰ In 2000, the Administration Building was rehabilitated following a fire and ownership transferred to the NPS for use as their administrative offices for the park.²¹¹

In the last 35 years, two conflicts have resulted in the interment of casualties of war at ANC: the Gulf War and the Global War on Terror. The Gulf War was a one-year conflict between 1990 and 1991 in the Persian Gulf between a coalition of forces led by the United States against Iraq. The Gulf War resulted in the deaths of 383 personnel and the burial of 16 at ANC, primarily in Section 60.²¹²

September 11, 2001, was the first time since the Civil War that war casualties occurred domestically; 184 of these deaths occurred less than 350 feet from ANC when American Airlines Flight 77 crashed into the west side of the Pentagon. Family members of 57 of the deceased chose to have them interred

at ANC; they lie in Section 64, only 600 feet from where they died. The terrorist attacks on September 11 resulted in another foreign war for the US, officially called the Global War on Terror, which has resulted in the deaths of 7,053 US military personnel. These burials are in Section 60, which hosts around 1,000 fallen service members.²¹³

According to ANC officials, the cemetery currently consists of 639 acres and nearly 430,000 burials. At the current rate of burials—and assuming no major military conflicts arise—and without any changes to eligibility, ANC will run out of space by 2041. In order to continue to plan for the future, ANC embarked on an expansion project in 2021 that is due for completion in 2027. The Southern Expansion Project will add 50 acres to the cemetery, accommodate 80,000 new interments, and delay the need for new burial space until 2060 (Map 30).²¹⁴

PUBLIC TOILET FACILITIES IN THE UNITED STATES

“PUBLIC TEMPLES” AT PUBLIC BUILDINGS

The earliest known public toilet facilities in the Mid-Atlantic United States were privies constructed at four of the most public sites in the country: The Maryland State House in Annapolis (pre-1789), Independence Hall in Philadelphia (1790), the United States Capitol in Washington, DC (1800), and the Virginia State Capitol in Richmond (1818). There, next to the palaces of this country’s nascent government stood the most basic and necessary of outbuildings. Little evidence of these structures remains, although they were all likely built of wood above a dug-out privy pit.

The first of these structures is known solely from a single painting of State Circle in Annapolis by Charles Willson Peale from 1789 (Figure 39). The painting shows the new State House (1772) as well as the Old Council Chamber and Ball Room structure, and the Old Treasury Building. Between the latter two buildings is the wood octagonal privy structure, historically known as the “Public Temple.”²¹⁵ Before the Annapolis privy was demolished in 1858, the Maryland House of Delegates called it “the disgustingly conspicuous building known as the Public Temple” and stated that “The continuance of this establishment in its present position has been complained of for years and is a disgrace to the State and an outrage to every feeling of refinement.”²¹⁶

In Philadelphia, a privy sat directly behind Independence Hall. It was also octagonal in shape and likely constructed of wood. In 1960, archeological investigations behind the east wing uncovered the partial remains of a vaulted brick privy pit. The archeologists were able to contextually date the pit to 1790.²¹⁷

Even less is known about the original privy at the United States Capitol. A brief mention in the Architect of the Capitol’s opus *History of the United States Capitol* noted that in 1800, just as Congress was moving to Washington from Philadelphia, “a wooden privy was built near the Capitol. It was seventy feet long, eight feet wide, and thirteen feet high, and cost \$234.”²¹⁸ William Thornton’s design for the Capitol building had not included toilet facilities, as these were considered inappropriate for indoor placement at this time. It is not clear if the privy constructed in 1800 was for general public use on Capitol Hill or was reserved for public officials. The absence of sufficient toilet facilities at

the Capitol was conspicuous, as noted by Architect of the Capitol Benjamin Latrobe in his 1803 report on the original design of the building's south wing. Latrobe included "closets of convenience" in his list of items that "For the commodious dispatch of business by the House of representatives...should be closely attached to the legislative Hall [*sic*]."²¹⁹ His report included a proposal for interior privies, which he described in a letter to President Jefferson, stating that "The privies are spacious & borrow a very excellent light from the stairs. I propose to construct them on your plan with an air drain.—The light is so high that those who ascend the stairs cannot look into the privies."²²⁰ The location, but not the layout, is provided in Latrobe's drawing of the ground floor of the south wing (Figure 40). These, however, would likely not have been for the use by the general public. Latrobe's construction of the south wing was completed towards the end of 1807.²²¹

The Virginia State Capitol building in Richmond, designed by Thomas Jefferson, was completed in 1788, nearly thirty years before Maximilian Godefroy laid out the Capitol Square's formal park. Although Godefroy's plans do not survive, some records about their implementation provide an understanding of his intent, including the addition of a public privy. The Superintendent of the Improvement of the Public Square, Arthur S. Brockenbrough, contracted carpenter William G. Goodson for the privy's construction in September 1818. According to a plan for a culvert system on Capitol Square by Brockenbrough from the next year, the privy was located near the governor's private stables, south of the governor's house (Figure 41). According to a letter with Brockenbrough's plan, one of the purposes for the culvert was "conveying the water under the public privy to carry off the filth from it."²²²

By 1820, the privy had become a public nuisance and was continuously in a poor state of repair, both from deterioration of the original wood structure and vandalism. According to Captain Blair Bolling, Commandant of the Public Guard, "I am entirely at a loss to know what will be best to be done to prevent the abuse of that establishment for the fact that there are persons who frequent it who behave more like brutes than men and appear to put themselves to great trouble to destroy, or render the place unfit for the purpose intended." He later wrote in 1836 that the privy had become "a place of common resort for persons of all descriptions whose olfactory nerves are capable of sustaining the

shock.”²²³ By 1839, the Public Guard noted that its officers working on Capitol Square had stopped using the privy, presumably because indoor toilet facilities had been installed. Bolling’s successor, John B. Richardson, endorsed closing the privy, which finally occurred at the end of October of that year.²²⁴

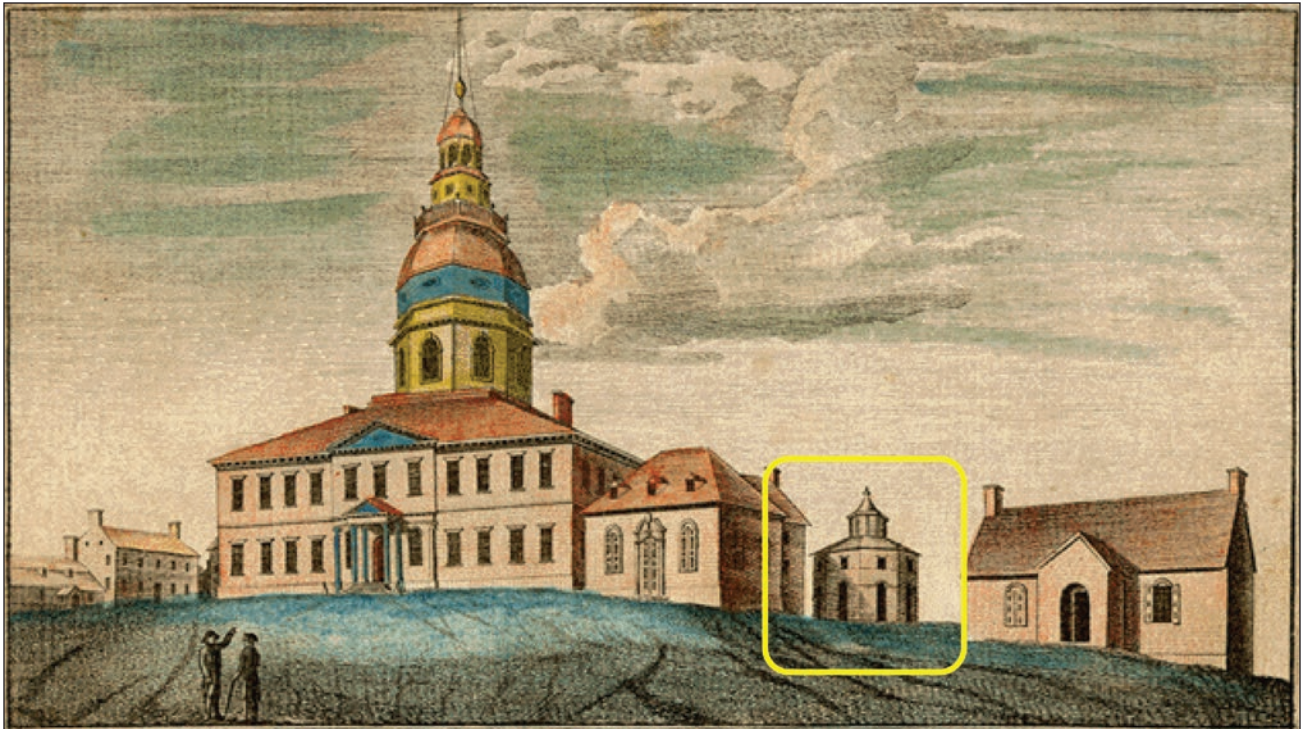


Figure 39. Charles Willson Peale, "A Front View of the State-House &c. at Annapolis the Capital of Maryland," published in the *Columbian Magazine*, February 1789, showing the location of the former public toilet facility. From the Bond Collection, Maryland State Archives, MSA SC 194(3).

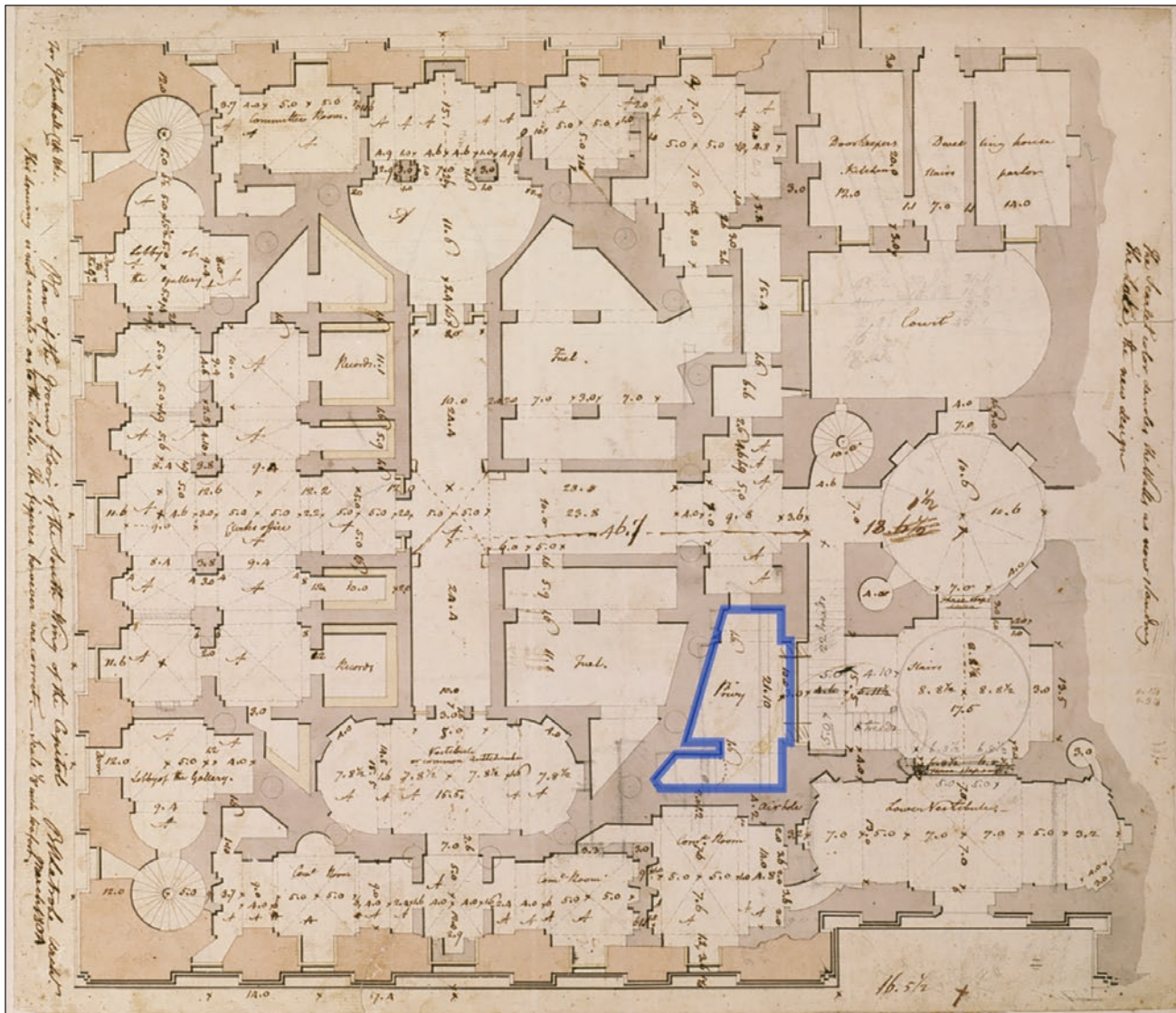


Figure 40. Benjamin Latrobe, "United States Capitol, Washington, DC, Ground floor plan — south wing," March 1804, showing privy in blue. Library of Congress. <https://www.loc.gov/item/2001697191/>.

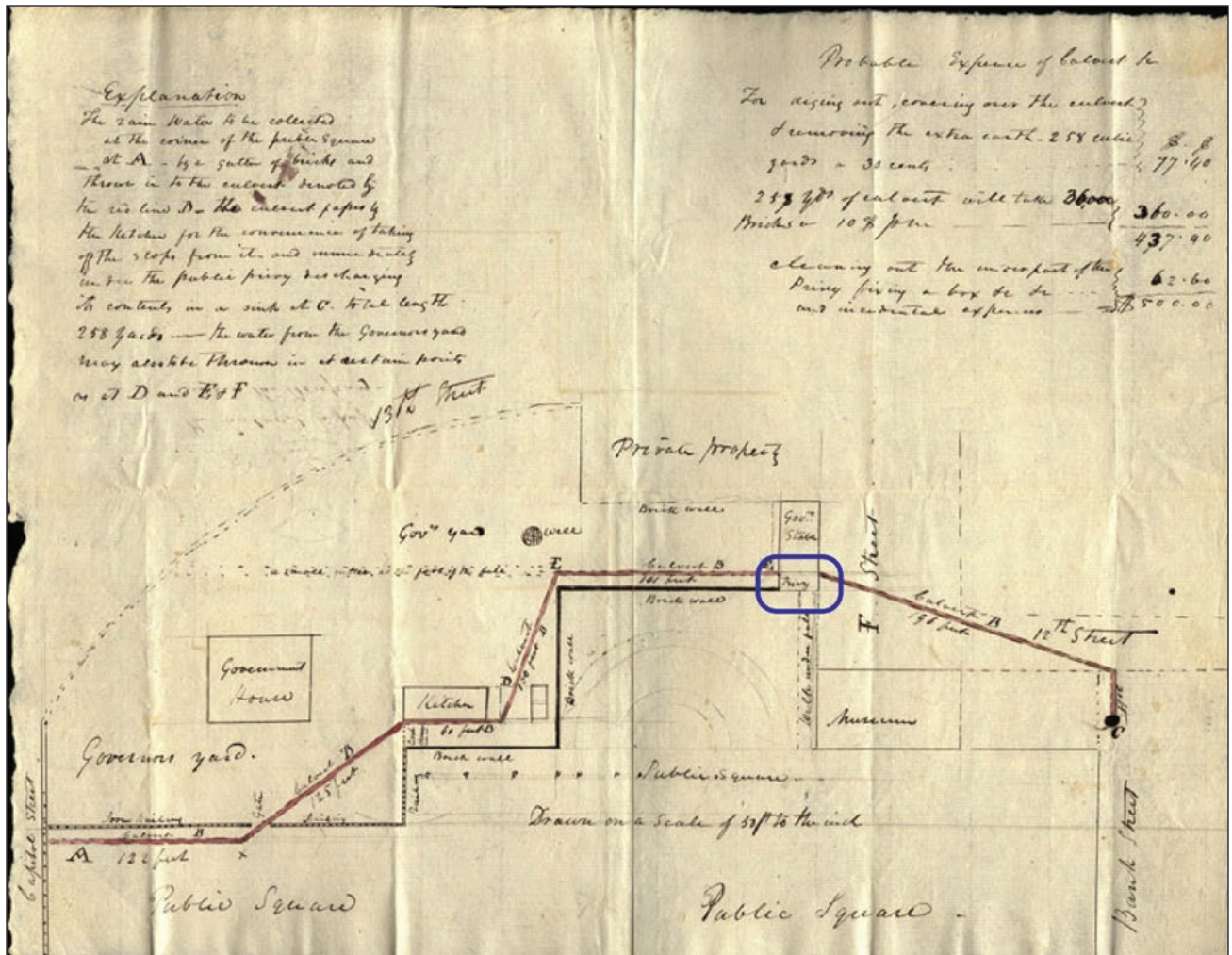


Figure 41. Arthur S. Brockenbrough, Plan for culvert system on Capitol Square, Richmond, 1819, showing privy in blue circle. Virginia Governor's Office. Executive Papers of James Patton Preston, 1816-1819 (bulk 1817-1819). Accession 41737. State Records Collection.

PUBLIC TOILET FACILITIES IN THE 19TH CENTURY

The development of public toilet facilities in the United States is closely tied to the extraordinary population growth, particularly in urban environments, through the end of the 19th century. In the last thirty years of the century, the population more than doubled, in large part driven by immigration, mostly to industrial centers.²²⁵ As these urban populations grew, so did the need for public amenities such as parks, and, in turn, “complimentary private spaces to address the basic needs of the human body.”²²⁶ In addition, “working-class people living in tenements or industrial housing required spaces to cleanse and relieve their bodies in public.”²²⁷ And while the 19th century in the US was a time of great invention and progress for indoor plumbing and toilet design, this progress catered first to the elite citizens of the country, leaving lower classes with chamber pots and privies at best.²²⁸ It was not until after World War I when mass-produced vitreous china toilets arriving from the United Kingdom and an increase in housing development led to indoor plumbing becoming more of a standard than a luxury.²²⁹

The initial need for public toilet facilities arose out of a desire to eliminate the more convenient act of public urination, which had become common among men in major metropolitan areas. As advertising executive Jules Viennot noted about New York City (NYC) in 1859:

The offensive effluvia arising from almost every corner of the streets in many parts of our city, in consequence of persons being compelled to yield to the necessities of nature, cannot but be injurious to the general health, while ladies, passing on the sidewalks, are frequently subjected to indelicate displays that they cannot avoid witnessing.²³⁰

Non-domestic toilet facilities at this time—reserved mostly for men—were initially located within businesses, particularly saloons, until morality advocates argued that separate facilities could provide the added benefit of increased temperance among males.²³¹ With the ratification of the 18th Amendment and the institution of Prohibition in the US, the closure of saloons resulted in the calls for the proliferation of public toilet facilities.²³² However, municipalities generally did not take this opportunity to supply the public with the necessary facilities, leaving other businesses such as department stores and hotels to handle the increased demand for public toilets. Unfortunately, these were often only open to white members of the middle and upper class, leaving the Black and working-class populations with limited options.²³³

The earliest discrete public toilet facilities in the US were constructed in the northeast, where population density was the highest. The first proposal for one occurred in April 1854 and was likely spurred by the success of similar facilities at the Great Exhibition in London in 1851.²³⁴ Horatio N. Wild, a member of NYC's Board of Councilmen, proposed in a Common Council meeting:

Whereas, the city of New York, unlike all other first class cities, is unprovided with those indispensable requisites for health and decency, "public urinals," and whereas the said want is productive of much mischief to public health and decency; therefore, Resolved, That the Committee on Repairs and Supplies be instructed to inquire into the expediency of erecting, in suitable localities throughout the city, public urinals, furnished with such sanitary requisites as shall be necessary to the cleanliness and proper keeping of the same, and report to this Board at the earliest opportunity.²³⁵

Wild's use of the term "public urinal" here likely referred specifically to individual urinals, similar to the French *urinoirs* or *pissoirs*, which were street-side enclosures with urinal basins and privacy screens. These were typically only for use by men to urinate and no accommodation was made for defecation or for women. Furthermore, his reference to "other first class cities" was likely European cities such as London and Paris, which had installed numerous public urinals. While some of these urinals were simple structures with screens, others were large and ornate. They accommodated from one to six men (Figure 42–Figure 45).²³⁶

The *New York Times* also wrote an editorial applauding the proposal, saying "Those 'places of accommodation,' which Councilman Wild proposed... would be indeed a capital service to citizens and strangers. They would cost very little, and be of great use... Let health, comfort, convenience, and the necessities of Nature be argument enough with the Council and let the City be properly provided with—Public Urinals."²³⁷ Although the NYC Board of Aldermen proposed a resolution in 1858 "authorizing the Street Commissioner to advertise for plans for the construction of public urinals on piers and other public places," the Common Council did not appear to have followed through.²³⁸ Between 1859 and 1869, newspaper articles and editorials reference further discussion on the construction of public urinals in NYC as well as municipal authorizations for the construction of individual urinals in several locations and funds for their construction.²³⁹ These were to be constructed at Astor Place (proposed 1860) and City Hall Park (proposed 1867), although they were not completed at that time.

At the same time these proposals were being considered, Frederick Law Olmsted and Calvert Vaux were completing the design and construction of NYC's Central Park. Construction began in 1858, and by 1860, two cottages “for the convenience of ladies and gentlemen” were erected in the wooded section of the park known as The Ramble.²⁴⁰ These cottages, although not intended to serve solely as comfort stations, likely included toilet facilities. Another Ladies' Cottage was built by 1865. By 1868, a Children's Cottage with toilet facilities for boys and girls was also added to the park (Figure 46).²⁴¹ A map of the park from 1869 shows the locations of all of these cottages as well as thirteen free-standing urinals (Map 31).²⁴²

The 1860s was a time of advocacy for public toilet facilities in other cities as well. In 1865, the Chicago Tribune reported on a meeting of the city's physicians who recommended various solutions to sanitary issues in the city including:

The establishment of public urinals at convenient distances in all the more densely populated parts of the city, and the prohibition of the use of alleys and street corners for that purpose. The latter is not only an offense against public decency, but the impregnation of the soil in the alleys and around the street corners with urine, is a prolific source of offensive and poisonous emanations.²⁴³

While it does not appear that Chicago followed these recommendations, as newspapers were still reporting discussions of and recommendations for public urinals years later, a few other cities did appear to finally construct public urinals.²⁴⁴ These earliest public urinals were constructed in Boston, Providence, and Cincinnati, although these were built for less than \$100 each and as such, were likely small, simple, individual urinals.²⁴⁵

In 1868, the Metropolitan Board of Health again reported the benefits of public toilet facilities for the general public in an attempt to push for funding for their construction:

In foreign cities [public urinals] are justly considered indispensable to the public comfort and health, and are provided both by municipal authorities and by individual enterprise. In this city and Brooklyn, public urinals should be established as a sanitary measure. Their absence not only creates a vast amount of discomfort, and frequently intense suffering, but positive ill health

results from that neglect of physical wants and necessities which their absence compels.²⁴⁶

Finally in 1869, the Board of Health was able to build the Astor Place comfort station, which became the first known dedicated public toilet facility outside of a park in the US. Instead of installing simple public street urinals, NYC decided to construct a full comfort station, with toilet and lavatory accommodations for both men and women. The first facility sat “at the junction of Eighth and Ninth streets, at Astor Place,” and was built for approximately \$2,400.²⁴⁷ This area was a particularly affluent neighborhood, being the location of homes of wealthy families such as the Astors and the Vanderbilts. It was also near the public areas of Union Square and Washington Square. The small, but ornate structure featured passive ventilation through a low, wide cupola on the roof and was the first to include accommodations specifically for women; there were separate men’s and women’s compartments, as well as a room for a janitor. The men’s compartment had several urinals separated by partitions and the women’s compartment had two stalls and a wash basin. The floor plan suggests that the men’s section only included urinals (Figure 47–Figure 49).

The need for this comfort station was soon confirmed as nearly 1,000 men were recorded visiting on a single day the first month it was open. There was less of a demand on the women’s compartment as the highest number of women in a single day was only twenty-five. The reason for this may have been because the stalls were quite small and would have been awkward to use since women’s fashion at this time included crinoline or bustles to widen the rear of their skirts. Only working-class women, in more simple dresses, would have been comfortable in the narrow stalls. In addition, the Astor Place location was very public, per design, and this loss of privacy was likely considered indecent.²⁴⁸ As such, the men’s room was quickly expanded. In the first six months that it was open, at least 300,000 men used the facility.²⁴⁹

Of the Astor Place comfort station, the Mayor’s Committee wrote, “Of the necessities of such edifices both for men and women there can be no doubt, and of the appropriateness of this locality for one. But, as one where there should be many, it undertakes the relief of too large a population and district, and is too small.”²⁵⁰ Only three years after it was built, in 1872, the Astor Place comfort station “was found to occupy too public a place; it fell into disuse and was removed.”²⁵¹



Figure 42. Two-person urinoir in Paris, 1865. Charles Marville. Gift; Government of France; 1881, State Library Victoria, Australia.



Figure 43. Ornate single-person urinoir in Paris, 1865. Charles Marville. Gift; Government of France; 1881, State Library Victoria, Australia.



Figure 44. Simple, three-person urinoir in Paris, 1865. Charles Marville. Gift; Government of France; 1881, State Library Victoria, Australia.



Figure 45. Six-person urinoir in Paris, 1865. Charles Marville. Gift; Government of France; 1881, State Library Victoria, Australia.

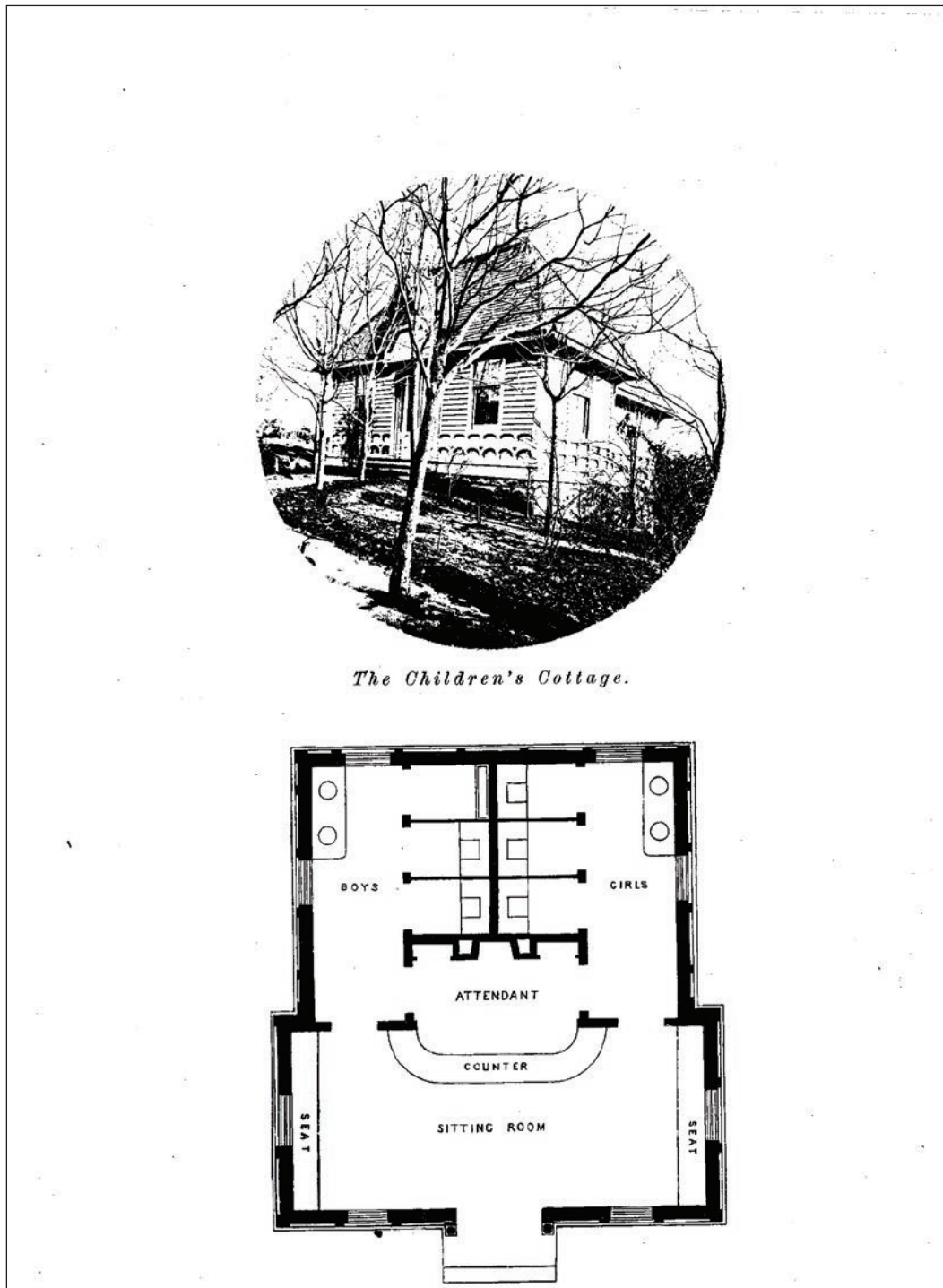


Figure 46. Plan of the Central Park Children's Cottage, 1868. "Twelfth Annual Report of the Board of Commissioners of the Central Park," (Evening Post Steam Presses, 1868), 9.



Figure 47. Photograph of Astor Place showing the comfort station in foreground, 1879. Irma and Paul Milstein Division of United States History, Local History and Genealogy, The New York Public Library (1879). Manhattan: 8th Street (East) - 4th Avenue, <https://digitalcollections.nypl.org/items/510d47dc-f668-a3d9-e040-e00a18064a99>.



Figure 48. Detail of Astor Place comfort station, 1879. Irma and Paul Milstein Division of United States History, Local History and Genealogy, The New York Public Library (1879). Manhattan: 8th Street (East) - 4th Avenue, <https://digitalcollections.nypl.org/items/510d47dc-f668-a3d9-e040-e00a18064a99>.

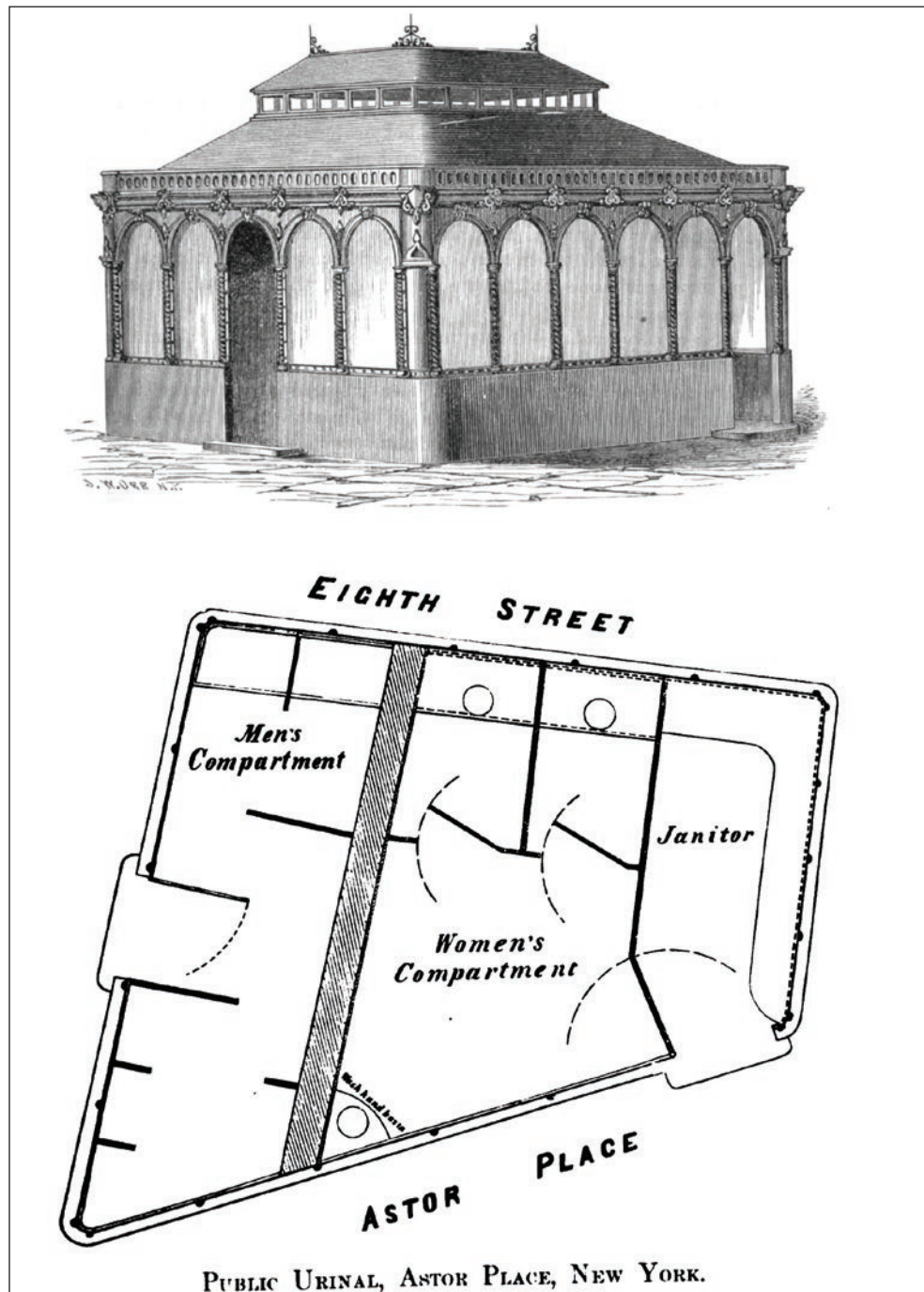


Figure 49. Astor Place comfort station drawings, 1868. Architect unknown. Third Annual Report of the Metropolitan Board of Health of the State of New York (Charles Van Benthuyssen & Sons, 1868), 171.

PUBLIC TOILET FACILITIES IN THE WASHINGTON, DC AREA

In Washington, DC, the first call for public toilet facilities came in 1867 when *The Evening Star* published an editorial referencing the successful use of public urinals in Cincinnati and calling on the district's Board of Health to "take up the subject of public urinals as a health measure in order to abate nuisances in alleys and provide accommodations for the public and strangers."²⁵² The following year, another editorial noted NYC's plan to construct the Astor Place comfort station and again stated that "They are no less necessary in this 'City of magnificent distances,' than in the great commercial metropolis, and should be introduced in all the large cities in the country."²⁵³ These editorials occurred frequently into the 1870s with regular comparisons to NYC as well as European cities such as Paris and London.²⁵⁴ With its network of public parks in the district, the federal government took the opportunity to pair the need for a public comfort station with the need for watchmen's lodges and built the first known public toilet facility in the city since the US Capitol privy, as well as the first multi-use comfort station in the United States in Lafayette Park in 1872. Before this was built, watchman's lodges and public toilet facilities were their own distinct buildings. By combining the two in Lafayette Square, the Office of Public Buildings and Grounds (OPB&G) could provide these required functions while limiting their presence within the park.

Washington lagged behind the other east coast cities, but by summer 1875, specific locations and even a design for city-owned public toilet facilities were being proposed.²⁵⁵ Funding amounting to \$1,000 was provided by October 1875, although siting and design were still being deliberated.²⁵⁶ Generally, the debate was one of utility versus decorum. There was no argument against the need for these public facilities, but the suggested locations appeared to cause public hostility. An editorial in November 1875 joined the conversation, stating:

Public urinals, to serve the beneficent purpose for which they are intended, must be 'public,' and not hid from the sight of the strangers and others who need them...These thoughts are suggested by the objections in some of our contemporaries to the location of a urinal at the corner of 7th street and Louisiana avenue.²⁵⁷

A letter to the editor, signed by "Common Sense," appeared in the *National Republican* at the same time to oppose a city-funded public toilet facility at Pennsylvania Avenue and Seventh Street NW. It stated:

In our public parks in this and other cities, they are ornamentally constructed and so located and adorned as not to offend but even to please the public eye. . . But. . . our Board of Health has committed an almost inexcusable blunder in locating a public urinal...at the corner of Seventh street and Pennsylvania avenue...This is the most frequented place in the city, and our wives and daughters are compelled to stand there on the corner to wait for the cars. . . Remove it. . . to the opposite square, and cover it with trees.²⁵⁸

These facilities were public urinals rather than comfort stations. They appear to have been the first constructed, but complaints about their prominence persisted, and the Board of Health recommended surrounding them with trees and fences for additional privacy.²⁵⁹ No provisions were made to maintain these public urinals, as before the end of the year, the Board of Health noted that they were “frequently obstructed by cigar stumps, &c., and a nuisance created on the floor.”²⁶⁰ In response to this complaint, the city’s Committee on Ordinances enacted the following ordinance, which they also published and posted inside the public urinals:

That fecal matter deposited in or about any public urinal or urinals located within the cities of Washington and Georgetown, defecating in or about said urinal or urinals, or obstructing the same in any manner or by any means whatever, are hereby declared to be nuisances injurious to health, and any person convicted of committing [sic] or creating either of said nuisances shall be fined not less than \$10 nor more than \$50 for every such offense.²⁶¹

Not until 1877 did discussions commenced regarding maintenance of these city-owned public urinals, when the Board of Health stated that the District Commissioners were responsible for keeping them clean and functioning.²⁶² The Commissioners disagreed, stating “In permitting its erection, at the instance of the board [of Health], the Commissioners assumed no liability for its maintenance,” and that maintenance of the public urinals, “would involve the employment of a man expressly for that purpose, and involve an expenditure not contemplated by the Commissioners when they reluctantly authorized the erection of the structure.”²⁶³ Eventually the Commissioners acquiesced and took responsibility for maintenance.

The District Commissioners continued to receive public complaints about the two public urinals and proposals for new ones.²⁶⁴ They also continued to have difficulty maintaining them into 1878. To that end, they removed the one on Louisiana Avenue in March of that year.²⁶⁵ Finally in 1881, funds were appropriated annually for the maintenance of the city-owned public urinals.²⁶⁶

Although little is known about the design of the city-owned public urinals in Washington, more archival information exists for the federally owned facilities in the district's public parks.²⁶⁷ The first comfort stations in Washington were Victorian-style multi-use buildings in four federal public parks: Lafayette Park, Franklin Square, Lincoln Square, and Judiciary Square (Figure 50). These became the typological standard for federally operated comfort stations in the district into the early 20th century. When these four lodges were replaced in 1914 with new versions designed by Horace Peaslee and George Burnap, the exterior architecture was simplified and streamlined, while the interior program and layout remained the same.

EARLY NPS COMFORT STATION DESIGN IN WASHINGTON, DC

When the NPS took over administration of the district's public parks in 1933, they instituted uniform policies and guidelines. Between 1935 and 1938, the NPS published these guidelines in their Portfolios series, which began with "Comfort Stations and Privies," written by architect Albert Good and illustrated by Dorothy Waugh. These publications were intended as "illustrated manual[s] with instructions for the construction of basic park structures that could be used by the Civilian Conservation Corps," who were often building these facilities in parks across the country.²⁶⁸

In this publication, the NPS advocated for function before form, emphasizing the importance of the use and downplaying architectural decorations, an obvious departure from the highly ornate facilities of the nineteenth century. Good's Portfolio began as such:

It is generally conceded that toilets are the most necessary among structures built in natural parks, and that if only safe water and proper toilets are provided in these areas, the essentials of development have been accomplished. It has been said that those who will not lead the field in proper sanitation should get out of it and allow those who are "not ashamed to be proud of their toilet buildings" to take over.²⁶⁹

It continued:

In the park toilet building we have another facility not to be taken seriously as a landscape or architectural feature until every demand for sanitation and practical need has been properly met. Any economy in fulfillment of these primary requirements makes absurd any indulgence of a too impetuous urge to dress up the structure. The comfort station not a part of a building housing.

other park facilities is very properly so subordinated by location that there is little reason for embellishing it structurally.²⁷⁰

The publication goes on to detail specific features of the ideal comfort station, including separate entrances for gendered restrooms, outside entrances in the case of multi-use structures, and exterior site barriers at the entrances, such as walls, trellises, or stockades, used to screen the presence of the building in the landscape. In addition, comfort stations should be “well lighted and ventilated.”²⁷¹ Many of these features became standard among comfort stations in Washington’s federal parks into the 21st century.

Although “Comfort Stations and Privies” does not include any illustrations of their work, or of any urban comfort stations, Peaslee and Burnap incorporated the features espoused by Good in their designs for comfort stations throughout Washington: Potomac Park West (1913; Figure 51); the 1914 lodges, Montrose Park (1917); and Meridian Hill Park (designed 1917, completed 1924; Figure 52). Although not explicitly stated in the archival literature, since Peaslee was the architect for the OBP&G, it is also likely that the comfort stations in Garfield Park (1916; Figure 53) and Willow Tree Park (1918) came from his designs. Although the comfort stations in Stanton Park (1921), on the Smithsonian Grounds (1921), at Hains Point (1922), in Rock Creek Park (1926 and 1930; Figure 54–Figure 55), and in Dupont Circle (1930; Figure 56) post-date Peaslee’s departure from OPB&G in 1918, it is possible that his previous designs influenced these.²⁷² Unfortunately, only the Dupont Circle lodge is extant, and no photographs of the others are known to exist. While the Dupont Circle lodge’s overall design does not correspond to any of Peaslee’s lodges, the brick masonry, hipped roof, and symmetry follow the tradition of earlier versions.



Figure 50. Stereograph of Lafayette Park watchman's lodge and comfort station, ca. 1890. Washington, DC, Smithsonian Institution, Archives of American Gardens. Historic Gardens Stereograph Collection Image STR004002_001.



Figure 51. "New Park Lodge, Potomac Park," 1913, designed by Peaslee and Burnap. Spencer Cosby, Annual Report of the Chief of Engineers (Government Printing Office, 1913), 3224.



Figure 52. Lodge in Meridian Hill Park, designed by Horace Peaslee in 1917 and completed in 1924. Building Conservation Associates, Inc., 2021.



Figure 53. Garfield Park Lodge, ca. 1920, designed by Horace Peaslee. NARA, RG 42, SPB-112.



Figure 54. Comfort station at Picnic Grove 24 in Rock Creek Park, designed by NPS architect A.M. Jones and constructed between 1925 and 1926. Building Conservation Associates, Inc., 2021.



Figure 55. Comfort station at Picnic Grove 6 in Rock Creek Park, constructed in 1930. Building Conservation Associates, Inc., 2021.



Figure 56. Dupont Circle Lodge, designed by the OPB&G and constructed in 1930. Building Conservation Associates, Inc., 2021.

PUBLIC COMFORT STATIONS AT ARLINGTON NATIONAL CEMETERY

FIRST PUBLIC TOILET FACILITIES

Improvements to the former Arlington Estate to accommodate its new cemetery use had occurred as early as the 1880s. These included the installation of water lines to aid in the maintenance of the grounds and the addition of the first public toilet facilities in the cemetery, north of the former enslaved quarters behind the mansion (Map 32–Map 34).²⁷³ This toilet facility was identified as a latrine on early maps of ANC, and later plans for its improvement noted that it only had pit toilets. This facility was surrounded by trees to obscure it from the adjacent gardens to the north and the mansion to the southeast (Map 35–Map 36). In March 1910, the depot quartermaster noted that the one latrine provided only “limited toilet facilities within the cemetery” and that new public toilets should be installed inside the mansion “for ladies use only.” By this time the mansion was being used as headquarters for the cemetery. The quartermaster approved the expenditure of \$391.50 for this new women’s public toilet facility in April, and the plan and specifications were approved in May.²⁷⁴ This facility was then installed in the former store room (Room 114) on the first floor of the mansion.²⁷⁵

By 1913, the latrine (which had begun to be labeled as “toilet” on maps of the cemetery; Map 37–Map 38) was considered inadequate, likely due to increased visitation of the cemetery, and Civil Engineer E. Mitchell in the Quartermaster General’s office submitted proposals for the installation of toilets and urinals for men. The plan noted that “The old toilet to the northwest of the mansion should be repaired and fitted up as a toilet for men. The new toilet in the mansion is now used by women. The building should be put in good condition, a cement floor laid, and modern plumbing installed.”²⁷⁶ The Depot Quartermaster suggested that instead of retrofitting the latrine, an underground comfort station be constructed “to avoid undue crowding of structures near the mansion.” He quoted \$18,000 for a new comfort station and \$1,500 to upgrade the existing facility; the idea for the new building did not go forward.²⁷⁷

FIRST COMFORT STATION

By 1921, overcrowding of the available public toilet facilities at Arlington House had become a significant issue. Discussion for the 1921 Sundry Civil Appropriation Bill noted that “1,000 automobiles [were] parked [at Arlington House] at one time on a pleasant Saturday afternoon,” and there was “a record 3,000 machines visiting Arlington in one day.”²⁷⁸ The Quartermaster then elected to replace the latrine with a new above-ground comfort station at a cost of \$12,000.²⁷⁹ This new building was slightly larger than the latrine, with one story of stuccoed brick beneath a low-pitched, slate-shingled, gable roof with small windows near the eaves (Figure 57–Figure 58). This comfort station featured two gendered toilet rooms (Figure 59–Figure 60). As such, the women’s public toilet in Room 114 of the mansion was removed by 1923, although a new lavatory was constructed in Room 102 for cemetery guards.²⁸⁰ In 1929, as part of the restoration of the mansion and grounds, a basement was constructed beneath the comfort station to house a boiler room for the mansion and outbuildings in order to move that infrastructure out of the mansion for fire safety (Map 39–Map 40; Figure 61–Figure 62).²⁸¹ Instead of constructing a new outbuilding adjacent to the comfort station for the power plant, as originally proposed, the Quartermaster Corps “determined that central heating plant will be placed in the basement of the public comfort station, the walls of this building being underpinned and carried down to a proper depth.”²⁸² By this time, the comfort station also featured a guard room, although it is likely this was part of its original layout.²⁸³ By 1935, maps of the cemetery were calling this building a comfort station (Map 29). Also, in conjunction with the restoration of the mansion, concrete paths were constructed to provide better access throughout the site. Where these accessed the toilet facility, they were screened with thick plantings.²⁸⁴

When the 1907 stables were renovated in 1931 to create the Administration Building, two toilet rooms were added. These are shown in the 1942 War Department property inventory form as designated for men and women without a note about racial segregation. While the building did have a public space at the entrance, it is unclear if these toilet rooms were only for the administrative staff that used that building or for other staff or visitors (Figure 63).

EXPANDED PUBLIC TOILET FACILITIES

In 1941, just before the US entered WWII, the US Army built a new segregated public comfort station (Building #313) amongst the administration buildings that surrounded the Chaffee Place public parking lot west of the mansion. This comfort station, the subject building of this HSR, featured gendered separated toilet rooms and a women's restroom in the basement for Black users and gender separated toilet rooms and a joint restroom on the main floor for white users. The building's design took its inspiration from the 1931 Potting House (Figure 64). When the building's ownership was transferred to NPS control in 1982, it was renovated for use as office and curatorial space.

In 1947, when the War Department and NPS divided managerial responsibilities at ANC, the 1921 comfort station remained under the jurisdiction of the War Department.²⁸⁵ In 1981, the NPS finally took over the management of the comfort station, although the land on which it sat, still retained by the Department of the Army; the Army leased it to the NPS under a renewable 5-year permit.²⁸⁶ Finally, in 2009, the 1921 comfort station was demolished and replaced with a new, accessible, gender-separated public comfort station slightly further north (Figure 65).²⁸⁷ This new comfort station featured buff-colored stucco walls with a brick base and a standing-seam zinc-coated metal roof with dormer windows (Figure 66). In 2017, this ANC comfort station was renovated to include a bookstore addition.



Figure 57. 1921 comfort station on grounds of Arlington House, 2009. View looking west. Note the north enslaved quarters (left). ARHO Archives.



Figure 58. 1921 comfort station on grounds of Arlington House, 2009. View looking southwest. ARHO Archives.



Figure 59. Women's toilet room in 1921 comfort station, 2009. ARHO Archives.



Figure 60. Men's toilet room in 1921 comfort station, 2009. ARHO Archives.



Figure 61. Mechanical equipment in the basement of the 1921 comfort station. ARHO Archives.



Figure 62. Basement of the 1921 comfort station. ARHO Archives.

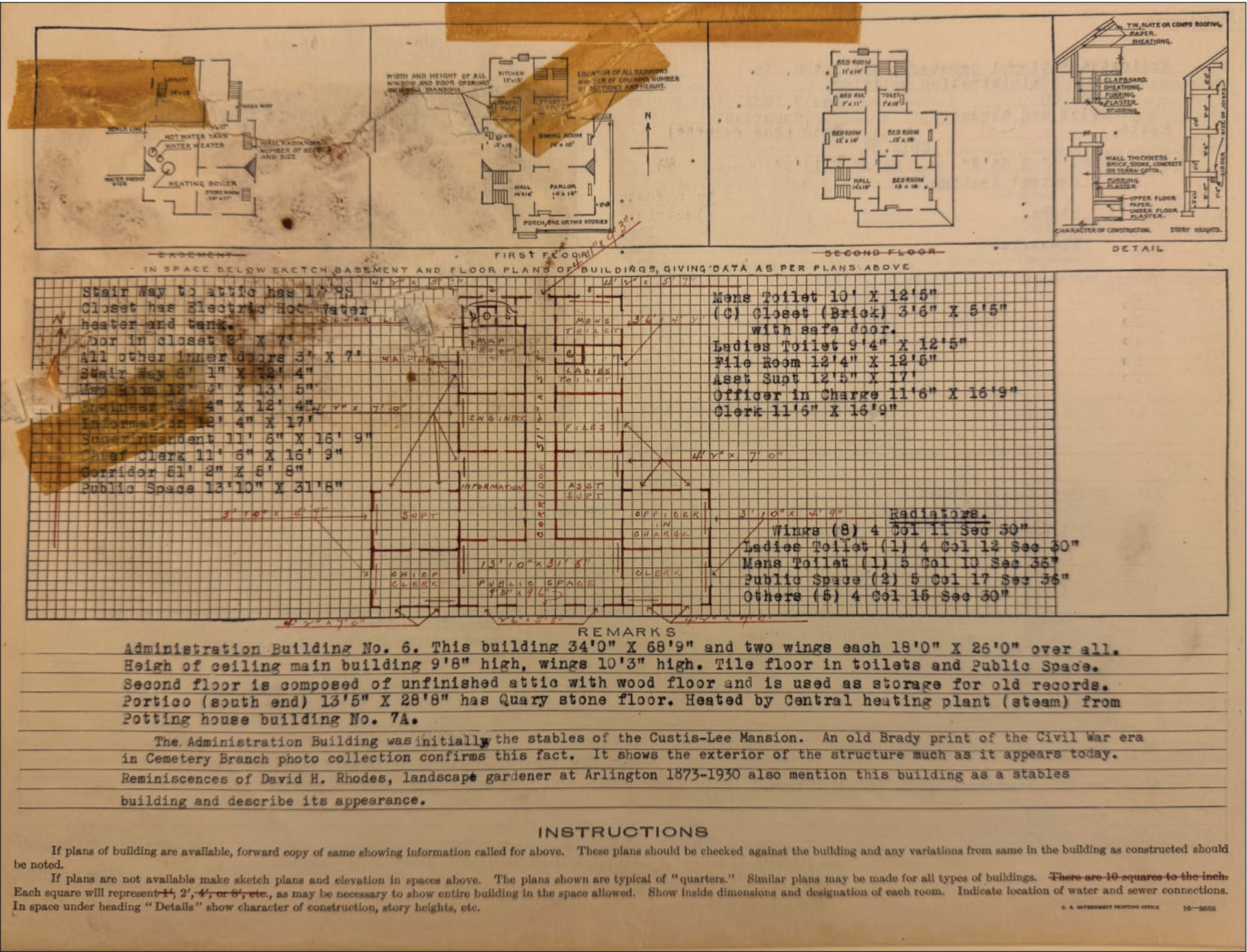


Figure 63. War Department property information sheet for the Administration Building (Building #300) noting the gendered toilet facilities. Arlington National Cemetery.

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Figure 64. Potting House (Building #314), 1942. Arlington National Cemetery.



Figure 65. Demolition of the 1921 comfort station, 2009. ARHO Archives.



Figure 66. Comfort station north of Arlington House, 2017. "Rehabilitate the Historic Arlington House and Grounds," (2017), 29.

SEGREGATION AT PUBLIC TOILET FACILITIES

SEGREGATION BY RACE

After the Civil War, a series of Reconstruction bills including the Civil Rights Act of 1875 attempted to expand the use of “Public Accommodations” around the country, making it illegal to segregate public amenities, including parks and toilet facilities, on the basis of race.²⁸⁸ However, after the Supreme Court struck down the Civil Rights Act in 1883, many Southern states began to codify “Jim Crow” laws that segregated both public and private facilities. Examples of public facilities in Texas and Georgia from the first quarter of the 20th century show how designs for segregated comfort stations prioritized white users while relegating Black users to smaller and less convenient spaces.²⁸⁹

A 1911 article announcing proposed improvements to the public square in Paris, Texas, noted the construction of a public exhibit hall to include toilet facilities. This article, accompanied by a rendering and floor plans, shows large spaces on the “Main Floor” for a “Ladies Parlor,” “Ladies Rest Room,” and “Gentlemen’s Waiting Room,” with tall windows framing these spaces. The “Ground Floor,” which, based on the stairs and areaways in the plan, was below grade, included two spaces for the “Gent’s Toilet” (accessed from the large waiting room above), and small spaces for “Negro Men” and “Negro Women,” with their own separate entrances from the exterior (Figure 67–Figure 69).²⁹⁰ Conspicuously, the written description of the public toilet facilities only noted the white facilities on the Main Floor.

In Dallas, Texas, an underground public comfort station constructed in 1922 also separated facilities into those for white users and “colored” users. An article about the building in the architectural press noted that segregated facilities were necessary in this Southern locale as opposed to “Public comfort stations in Northern cities where the race question is not raised.”²⁹¹ The available space at this location could not accommodate separate entrances for the different races, although it was “considered desirable” during the design.²⁹² The floor plan for this facility shows significantly more space and more than twice as many toilets and urinals in the white spaces. Moreover, only the white spaces contain several larger “Pay Toilet” compartments, drinking fountains, and attendants. Additionally, only the space for “White Women” also includes a separate “Infant’s Room” (Figure 70).²⁹³

While Washington and other northern cities did not formally implement many of these “Jim Crow” laws, racism was endemic and “separate but equal” policies were implemented to segregate white and Black spaces. In general, federal public comfort stations—such as those in the Washington, DC, parks listed above—did not reinforce segregation through their architecture, as they only included two spaces separated by gender. While the infrastructure itself was not segregationist—in fact, northern designers advocated for toilet facilities to be “regarded as a free, public institution. . .open to everybody”—racist attitudes and social mores, as well as the fact that housing and employment in downtown Washington were most accessible for whites, likely kept these parks and comfort stations mostly racially segregated.²⁹⁴

Some federal office buildings in Washington—although not open to the public—created formal racial segregation policies for their toilet facilities. The Treasury Department’s Bureau of Engraving and Printing had a “Jim Crow corner” with separate facilities for Black and white federal employees as early as 1904. In July 1913, Assistant Treasury Secretary John Skelton Williams issued an order mandating racially segregated toilet facilities.²⁹⁵ In addition, when the Pentagon was constructed in 1941, it featured twice the number of restrooms necessary to support occupancy. When touring the construction site, FDR was told that, in order to abide by his executive order requiring nondiscrimination at federal agencies and private businesses with defense contracts, the building had to have as many lavatories marked “Colored Men” and “Colored Women” as “White Men” and “White Women.”²⁹⁶

SEGREGATION AT DEPARTMENT OF WAR PUBLIC TOILET FACILITIES

The War Department’s established policy of segregation at the country’s national cemeteries extended to its public toilet facilities, which was standard until Truman’s desegregation order in 1948. Before then, the War Department published “Guides and Procedures” explicitly describing how to approach the construction of these facilities, as quoted from the 1945 edition:

- (1) General. Additional toilet fixtures may be installed only when conversion of existing facilities is impractical. Justification for each project will include the

number of persons to be served and the location of existing toilet facilities. Generally, work areas should be within 600 feet of the nearest toilet room.

- (2) Warehouses and shops. Existing toilet facilities in warehouses, shops, and similar buildings often require conversion because of the increasing employment of civilian women.

Wherever possible, toilet facilities should be provided women by assigning them a number of existing toilet rooms, rather than subdividing all toilet rooms into two separate compartments. The latter alternative may be necessary in cases where toilet facilities would otherwise be too far from employees. Toilet facilities may be further subdivided to provide for separation of white and Negro personnel [emphasis added].²⁹⁷

The December 1930 War Department design for a new comfort station at Point Park (now at Chickamauga & Chattanooga National Military Park) at the border of Georgia and Tennessee featured racially segregated toilet rooms. The segregated Black toilet rooms were down a steep grade at the site, allowing these rooms, which were pushed to the back of the building, to sit at a lower level than the white toilet rooms (Figure 71–Figure 72). When the comfort station was finally constructed in 1933, the design had changed, but it still remained segregated with a separate entrance for Black users at the back (Figure 73–Figure 74).

In 1931, the War Department constructed the Potting House at ANC west of the mansion and by 1942 that building included two toilet rooms in the basement, one for white users and one for Black users (Figure 75). It is unclear if these spaces were originally part of the potting house's design but if they were, it is likely that they were for staff rather than public use, as the 1921 and 1941 comfort stations were extant by then (Figure 76).

Since all other aspects of the national cemeteries were segregated before 1948—including burials—one can assume that the public toilet facilities were as well, even when not explicitly described as such. At Vicksburg National Cemetery in Mississippi, for example, a combination stable, shed, comfort station, and storehouse was first built in 1883 and replaced in 1931. Similar to the early facilities at ANC, these would have either been formally segregated through their architecture, or informally through policy and custom.²⁹⁸

NATIONAL PARK SERVICE PUBLIC TOILET FACILITIES

Management of federally controlled sites situated within states with legislated segregation often deferred to the state's established policies. The National Park Service followed this practice by constructing segregated public toilet facilities at some of its Virginia parks during the 1930s and early 1940s. A comprehensive study of this topic has been performed by Erin Krutki Devlin in "Segregation in Virginia's National Parks, 1916–1965," and as such will only be summarized here.²⁹⁹ This practice was adhered to during the period when the Civilian Conservation Corps (CCC)—a New Deal Era work relief program—was used to construct many of the buildings throughout the National Park system. The CCC work camps were also segregated, and as such, some of the Black units were forced to construct segregated facilities.³⁰⁰ Examples of these segregated public toilet facilities in National Parks include those at Colonial National Monument, Fredericksburg and Spotsylvania National Military Park, and Shenandoah National Park, among others. The comfort stations at these parks were constructed with segregation in mind and while the Jim Crow laws of the day purported to offer "separate but equal" public accommodations, these park facilities were rarely equal in size and quality.

The decision about whether or not to segregate public toilet facilities at NPS sites was often influenced by Secretary of the Interior Harold Ickes's belief in racist misinformation about Black people. As he wrote in 1945, "There is one troublesome aspect to the question of making such facilities as bathing and toilets available to everyone that has been urged upon me. . . The allegation is made that there is a higher rate of venereal disease among Negroes." To Ickes, segregated comfort stations "might have the effect of reducing the danger of contracting such diseases."³⁰¹

In 1931, NPS constructed several comfort stations at the new Colonial National Monument for the convenience of visitors. The initial plan for the park did not include any facilities specifically for Black visitors until Acting NPS Director A.E. Demaray recognized that if there were no segregated public toilet facilities, Black visitors would not have any place to relieve themselves in the park. In the end, seven public toilet facilities were constructed, with one dedicated to Black users. Specific funds were not appropriated for the segregated comfort station; instead park officials elected to use leftover funds from the construction of the other facilities. As a result, the segregated comfort station was smaller and cost

\$1,400 to build while each of the white comfort stations cost nearly twice that (Figure 77–Figure 78).³⁰²

The public toilet facilities at Fredericksburg and Spotsylvania National Military Park—constructed with PWA funding in 1936—consisted of two buildings in the same area but with different finishes. The facility for Black visitors was situated behind the new Administration Building, within a service center (or garage) building (Figure 79). These toilet rooms featured concrete floors, tile and plaster walls, and metal partitions (Figure 80). The toilet facilities for white users, however, were included in the visitor center building and featured tile floors and polished stone walls and partitions (Figure 81).

At Shenandoah National Park, the NPS constructed permanent and temporary facilities in the 1930s that featured separate spaces for Black and white users (Figure 82–Figure 84). In 1939, the NPS also elected to develop a Black-only campsite, Shenandoah’s Lewis Mountain Campground, with a full suite of its own facilities (Figure 85–Figure 87).³⁰³ According to Demaray, the creation of the Lewis Mountain facilities was to “conform with the generally accepted customs long established in Virginia” and that “to render the most satisfactory services to white and colored visitors, it is generally recognized that separate rest rooms, cabin colonies, and picnic ground facilities should be provided.”³⁰⁴ When pressed, Ickes confirmed that the Lewis Mountain Campground was “in conformity with the customs of the State in which the park is located.”³⁰⁵

Letters of complaint about the segregated facilities in Shenandoah came to the attention of Assistant NPS Solicitor Phineas Indritz, who disputed Ickes’s interpretation. Indritz wrote that the segregated practice “enforced Virginia policy upon non-Virginians, in a territory which does not belong to Virginia.”³⁰⁶ Only Black visitors used the Lewis Mountain Campground until December 1945, when Ickes approved nondiscrimination policies throughout the park.³⁰⁷ Despite this change, Virginia’s national parks remained segregated in practice until 1964. During this interim time, Black visitors to Shenandoah and other federal sites “faced uncertainty and risk when trying to discern what spaces were available to them.”³⁰⁸

After FDR’s 1933 reorganization of the Executive branch put NPS in charge of monuments and memorials in and around national cemeteries, it appeared

to maintain a policy of segregation for both existing facilities and the design of new ones. At Chalmette National Historical Park, adjacent to Chalmette National Cemetery in Chalmette, Louisiana, the NPS called for a new comfort station within a year of taking over the property. Although never constructed due to cost constraints, one of the designs clearly segregated Black and white spaces within the building (Figure 88). A second design proposal featured only one set of facilities for men and women, suggesting it would either only be for white users or, less likely, it would be an integrated facility.³⁰⁹ Another example comes from Fort Donelson National Battlefield in Dover, Tennessee, where the NPS proposed modifications to an existing utility building in 1938 to incorporate public toilet facilities. The proposed drawings feature toilet rooms for white men and women on the ground floor next to a museum and smaller toilet rooms in the basement for Black men and women next to a storage space (Figure 89).³¹⁰

It was not until 1964 that the United States finally passed (and did not repeal) the first landmark legislation aimed at curbing racial discrimination and segregation in public accommodations. In large part due to the tireless advocacy of primarily Black activists who put their bodies in harm's way to protest segregation, the Civil Rights Act of 1964, "confer[red] jurisdiction upon the district courts of the United States to provide injunctive relief against discrimination in public accommodations," and "authorize[d] the Attorney General to institute suits to protect constitutional rights in public facilities."³¹¹ This law included facilities that were managed by government entities, such as public parks and public toilet facilities, as well as private entities that accommodated the general public, such as restaurants, hotels, and theaters. It should be noted that activists were forced to continue to hold governments accountable to this law for many years after President Lyndon B. Johnson signed it.

After 1964, the physical expressions of segregation began to disappear from public toilet facilities. Signs were removed or painted over, and basement toilet rooms were repurposed for other uses. This is visible at Building #313, where small metal anchors that once held the "Colored" signs remain; the signage is gone. And while some dismantled partitions remain in the former basement toilet rooms, these spaces have been converted to mechanical rooms and storage areas.

SEGREGATION BY GENDER IDENTITY

As noted above, many of the earliest toilet facilities, both public facilities and those in private businesses, were reserved for men. The reason for this can be described by the “separate spheres” theory of domestic and economic life in the antebellum United States. The Industrial Revolution of the late 18th and early 19th century brought the male workforce out of the home, creating a prescriptive ideological separation, largely driven by men, that the home would be the woman’s domain. In reality, women were also entering the workforce and had also begun to spend more time outside of the home for recreational activities.³¹²

Thus, the establishment of public toilet facilities for use only by men became a method of controlling the way women used public spaces. By limiting the toilet facilities available to women in public spaces, it kept them on what is known as a “urinary leash,” whereby they would have difficulty leaving the home for extended periods of time—for example to go to work—if they could not find a toilet to use.³¹³ While some of the public toilet facilities built before the 20th century had accommodations for both men and women, it wasn’t until 1887 that the first law was passed in the United States, by the Massachusetts legislature, requiring toilet facilities in the workplace for both genders.³¹⁴ The practice of providing gendered toilet facilities as well as laws requiring them became more widespread at the beginning of the 20th century.³¹⁵

The language in the Civil Rights Act of 1964 only included the prohibition of “discrimination or segregation on the ground of race, color, religion, or national origin,” in public accommodations and facilities but did not prohibit segregation on the basis of sex, sexual orientation, or gender identity.³¹⁶ As of the writing of this report, the United States House of Representatives has passed two bills to include this language in an amendment to the 1964 Act, in 2019 and 2021, although it has not yet passed in the United States Senate.³¹⁷ This bill, along with a number of State “bathroom bills” and local regulations, attempts to address the gender discrimination of sex-segregated public toilet facilities by defining who can or cannot use them. Some of the bills and regulations strive to eliminate this discrimination, including Washington’s updated Municipal Regulation, which states that “All entities covered under the Act, as amended, shall allow individuals the right to use gender-specific restrooms and other gender-specific facilities...that are consistent with their

gender identity or expression.”³¹⁸ Others, such as the 2016 “Public Facilities Privacy & Security Act” in North Carolina, codify the discrimination by stating that sex-separated public toilet facilities are designated for persons based only on their biological sex.³¹⁹

In 1872, the Chief of Engineers reported that the toilet facilities at the combined comfort station and watchman’s lodge in Lafayette Park were designed “for the accommodation of “gentlemen and nurses and children, at the different ends of the building, the latter especially supplying an accommodation long needed in this square.”³²⁰ The same claim was made the following year for the new lodge in Franklin Square. Thus, the intended users of these comfort stations were not women in general, but “nurses and children.” This signifies that the administrators of the parks, the OPB&G, only expected that a very specific female demographic—nannies in charge of young children—would use the park. The implication being that the mothers of these children and other adult women would typically not be in the park, as they were attending to domestic duties and therefore had no need of the public comfort station. When the OPB&G constructed new lodges in these parks in 1914, this had changed to “two small toilet rooms, one for men and one for women,” acknowledging the need for public toilet facilities for both male and female genders, and reflecting the increased presence of women in the public realm and workforce.³²¹ This became the standard NPS practice for new comfort stations; even when they were still segregated by race, facilities were provided for both men and women.

Lafayette Park facilities remained gendered until 2008 when the restrooms were converted into single-occupancy facilities to comply with the Architectural Barriers Act Accessibilities Standards (ABAAS). Because of this conversion, they fell under Washington’s Municipal Regulation 4-802 which states that “All entities covered under the Act with single-occupancy restroom facilities shall use gender-neutral signage for those facilities.”³²² This gender-neutral approach sought to eliminate segregation against transgender users.

The fact that the first public toilet facility at ANC was a ca. 1880s small pit latrine on the grounds of the mansion and since a specific toilet room was built inside the mansion for women in 1910, it is likely that the pit latrine was either only available to men or its configuration meant that only men would be able to use it.

SEGREGATION BY CLASS

Class was another way in which public toilet facilities were segregated in the 19th and early 20th centuries. While the term “public” is meant to relate to an entire general population, the reality is that the use of early public facilities was limited to specific classes by several factors including access and design. These facilities were primarily placed in more affluent urban neighborhoods. Working-class people in Washington who likely did not have public toilet facilities in their own neighborhoods and worked in and passed through these areas were not expressly prohibited from using the public facilities. However, the siting of comfort stations in downtown public parks in the 1870s more specifically accommodated the business and government community that inhabited the area, as well as more wealthy neighborhood homeowners. They also served tourists, who, at the time, were more likely to be middle and upper class.

Architectural design was also used to further segregate public toilet facilities by class. One of the designers of the lodge in Lafayette Park, landscape architect George Burnap, wrote in his treatise on park design that parks should be designed differently for different classes of people with few amenities for the “poorer districts” and highly formalized parks for “privileged classes.”³²³ While he couched this by saying, “There is no intent to separate a town or city into neighbourhood [*sic*] castes by this sort of park development,” that is precisely what he was proposing.³²⁴

In addition, some of the facilities required payment for any access, while others offered “differing levels of comfort and privacy for paying customers,” as shown with the 1922 comfort station in Dallas, Texas, noted above (Figure 63).³²⁵ According to descriptions of public comfort stations from the early 20th century, some facilities included stalls with locking doors for paying customers only.³²⁶ Or, paying users could attain “greater privacy” and “greater cleanliness and a higher grade of fixtures.”³²⁷

At the same time Burnap was writing his design treatise, a new trade organization, called the Public Comfort Station Bureau, was developed by the National Committee of the Confederated Supply Associations union. The Director of this organization, J.J. Cosgrove, presented his plan for a new standard of comfort station, to be implemented country wide. Cosgrove

believed that “The only economical and satisfactory policy is to put up good, big, attractive buildings, comfort stations, or convenience stations in all that name implies, which from their very nature are self-supporting.” Although he proposed a fee to ensure that they were self-supporting, he wrote that “A public comfort station, from our point of view, should be a real convenience station that will take care of all the needs of a community, a small fee being charged for each service, small enough to be within the reach of all.”³²⁸ However, he also said that cost should not deter the construction of these public facilities, writing:

We have suggested the making of public comfort stations self-supporting... We cannot accept the plea, however, that cost under any consideration should prevent or delay the building of public comfort stations. Some one [sic] has truthfully said that if you need a thing and do not get it on account of the cost, you pay the cost over and over again in the loss or damage sustained by the false economy...So it is with civic needs. If public comfort stations are an absolute necessity, which they are, and you refuse to build them on account of the cost, you pay the bill over year after year in suffering, ill health, thefts, crime and physical and moral degeneration due to that very lack.³²⁹

SEGREGATION BY ABILITY

The designs for public toilet facilities in the late 19th and early 20th centuries also discriminated against users with disabilities. While not as intentional as race, gender, or class segregation, lack of accommodation for the differently abled was widespread; society at large tended to simply ignore those with disabilities, particularly those with mobility issues. At ANC, both Building #313 and the precedent comfort station near the mansion required both Black and white users to use steps to enter. The doorways and stalls, particularly in the segregated spaces, were also quite narrow and confining. Such limitations were hardly confined to toilet facilities but impacted the entire built environment at ANC and elsewhere.

Since public toilet facilities were also considered visually objectionable in public spaces, with one NYC report from 1897 stating that they caused “disfigurement. . .to the public streets,” underground facilities were often proposed to limit their unsightliness. Underground facilities were lauded as “clean, inodorous, hidden from view, and attractive, and frequented by all ranks of society, and are provided for both men and women in separate places.”³³⁰ The first underground public toilet facility in the United States was built in New York City that same year.³³¹ By 1920, the idea that underground

facilities were ideal resulted in their construction in numerous cities across the United States.³³² For those with mobility issues, these facilities were nearly impossible to navigate.

In 1968, Congress passed the Architectural Barriers Act, which created architectural standards for accessibility in federal and some non-federal buildings.³³³ But not until 1990, with the passage of the Americans with Disabilities Act, did the government provide equal rights protections to people with disabilities. The Act, which states, “No individual shall be discriminated against on the basis of disability in the full and equal enjoyment of the... accommodations of any place of public accommodation.”³³⁴ For existing comfort stations, this meant that alterations or renovations to the facility required that:

Where the entity is undertaking an alteration that affects or could affect usability of or access to an area of the facility containing a primary function, the entity shall also make the alterations in such a manner that, to the maximum extent feasible, the path of travel to the altered area and the bathrooms...are readily accessible to and usable by individuals with disabilities.³³⁵

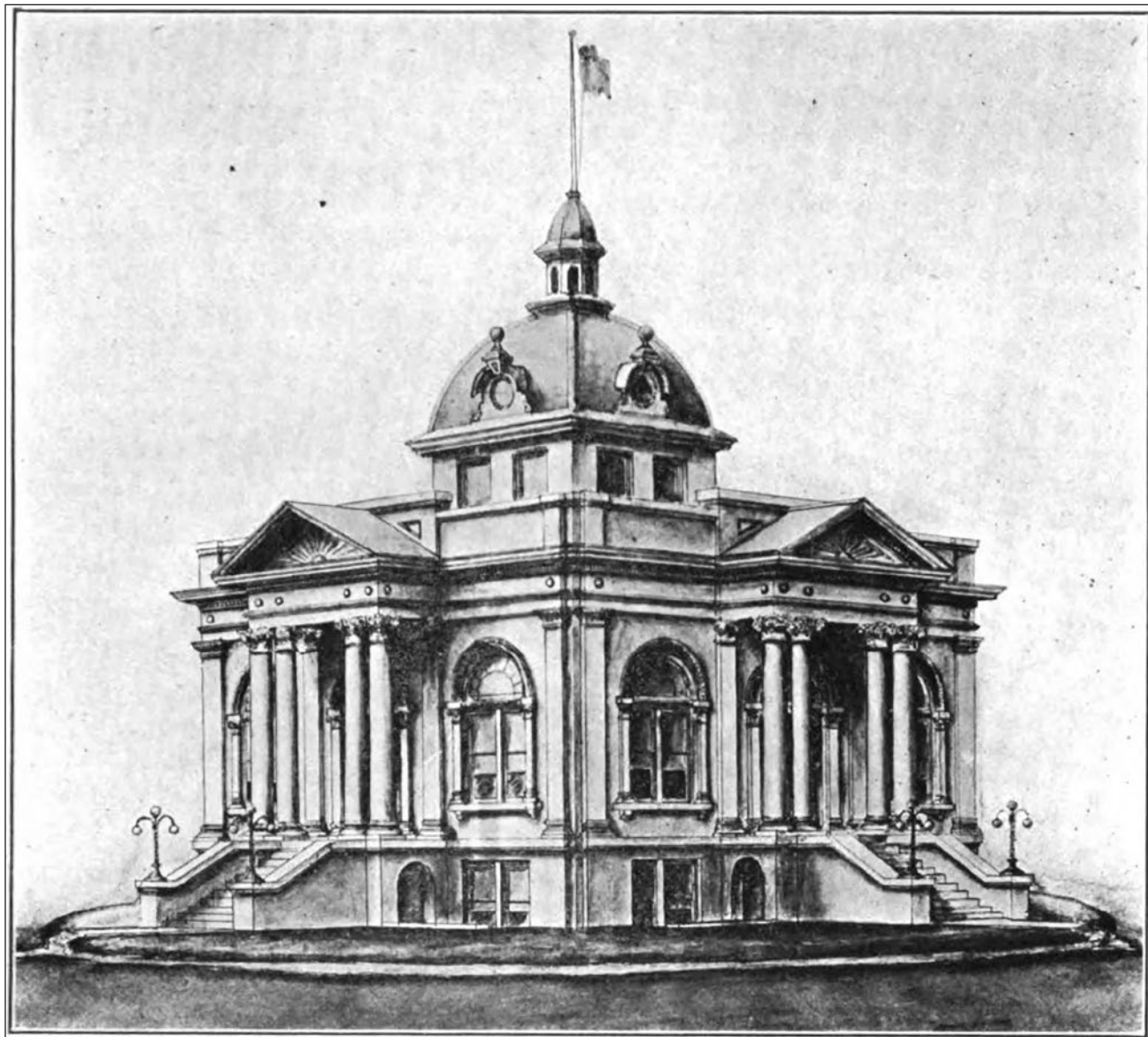


Figure 67. Rendering of Paris, Texas, Public Square Building, 1911, designed by Barry & Smith Architects. "Improving the Public Square in Paris, Texas," *The American City* 5, no. 2 (1911): 79.

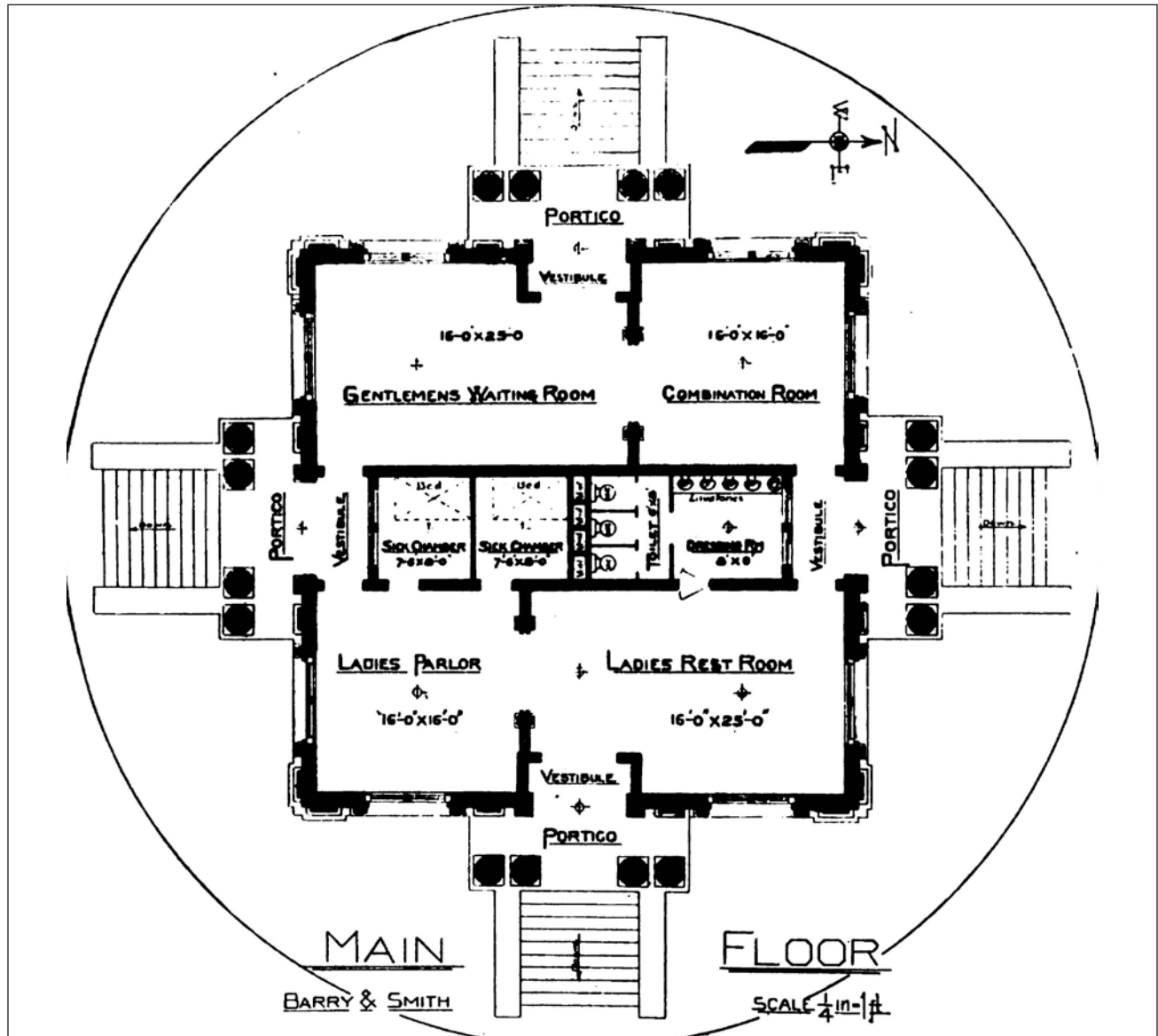


Figure 68. Main Floor of Paris, Texas, Public Square Building, 1911, designed by Barry & Smith Architects. "Improving the Public Square in Paris, Texas," *The American City* 5, no. 2 (1911): 81.

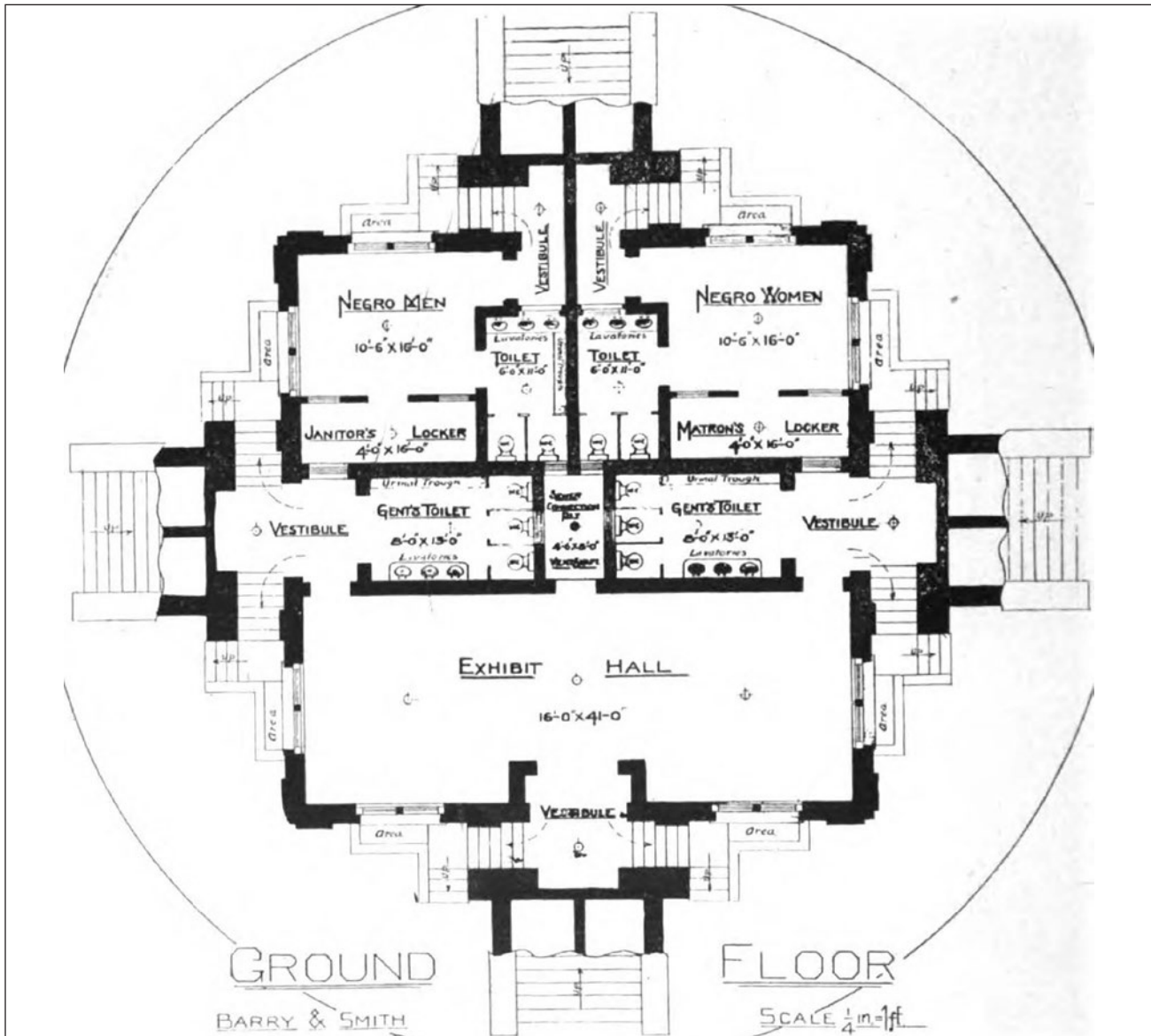


Figure 69. Ground Floor plan of Paris, Texas, Public Square Building, 1911, designed by Barry & Smith Architects. "Improving the Public Square in Paris, Texas," *The American City* 5, no. 2 (1911): 81.

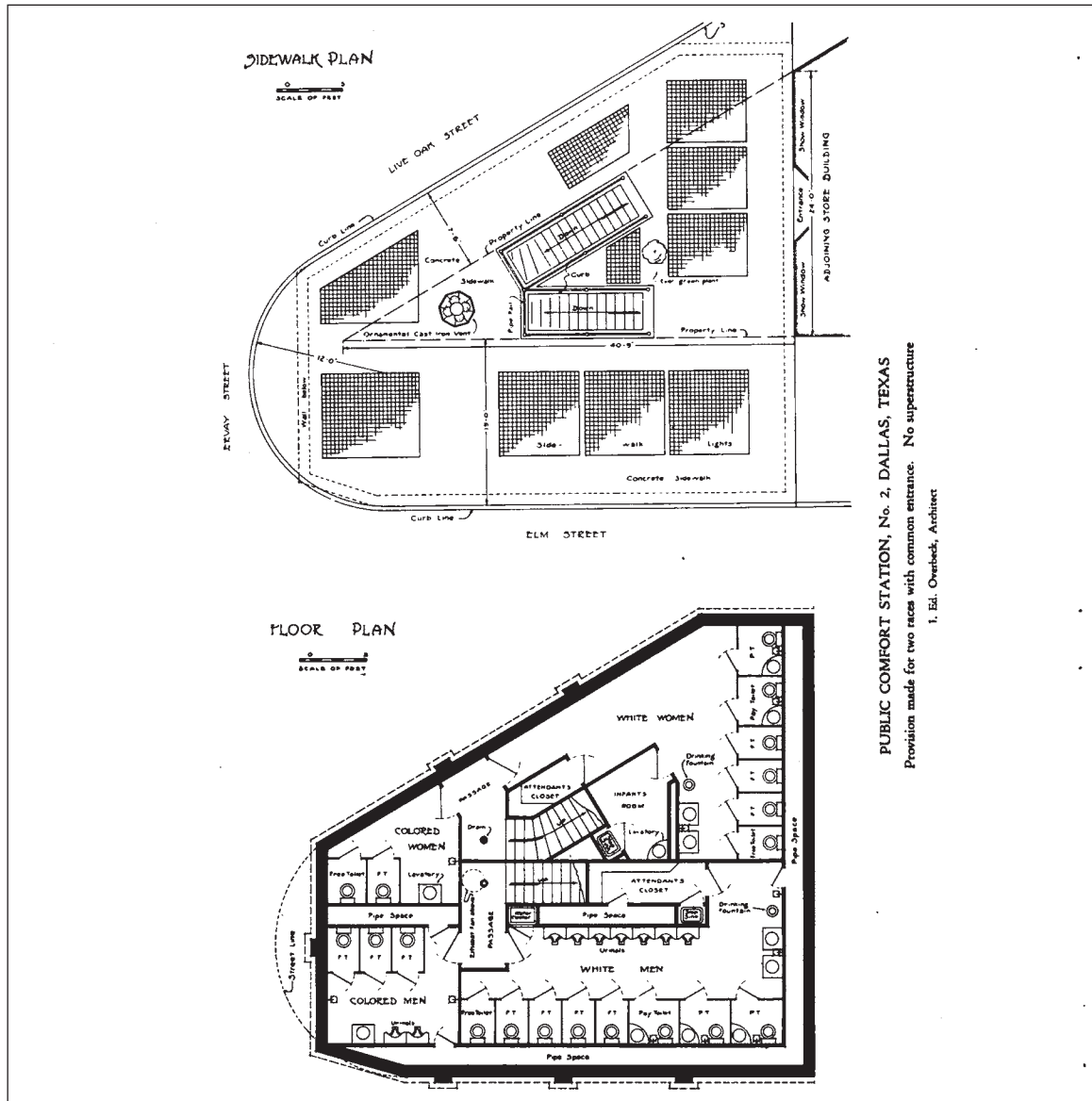


Figure 70. Dallas, Texas, comfort station plans, 1922, designed by architect J. Edward Overbeck. "Dalls Public Comfort Station," American Architect 121, no. 2389 (1922): 232.

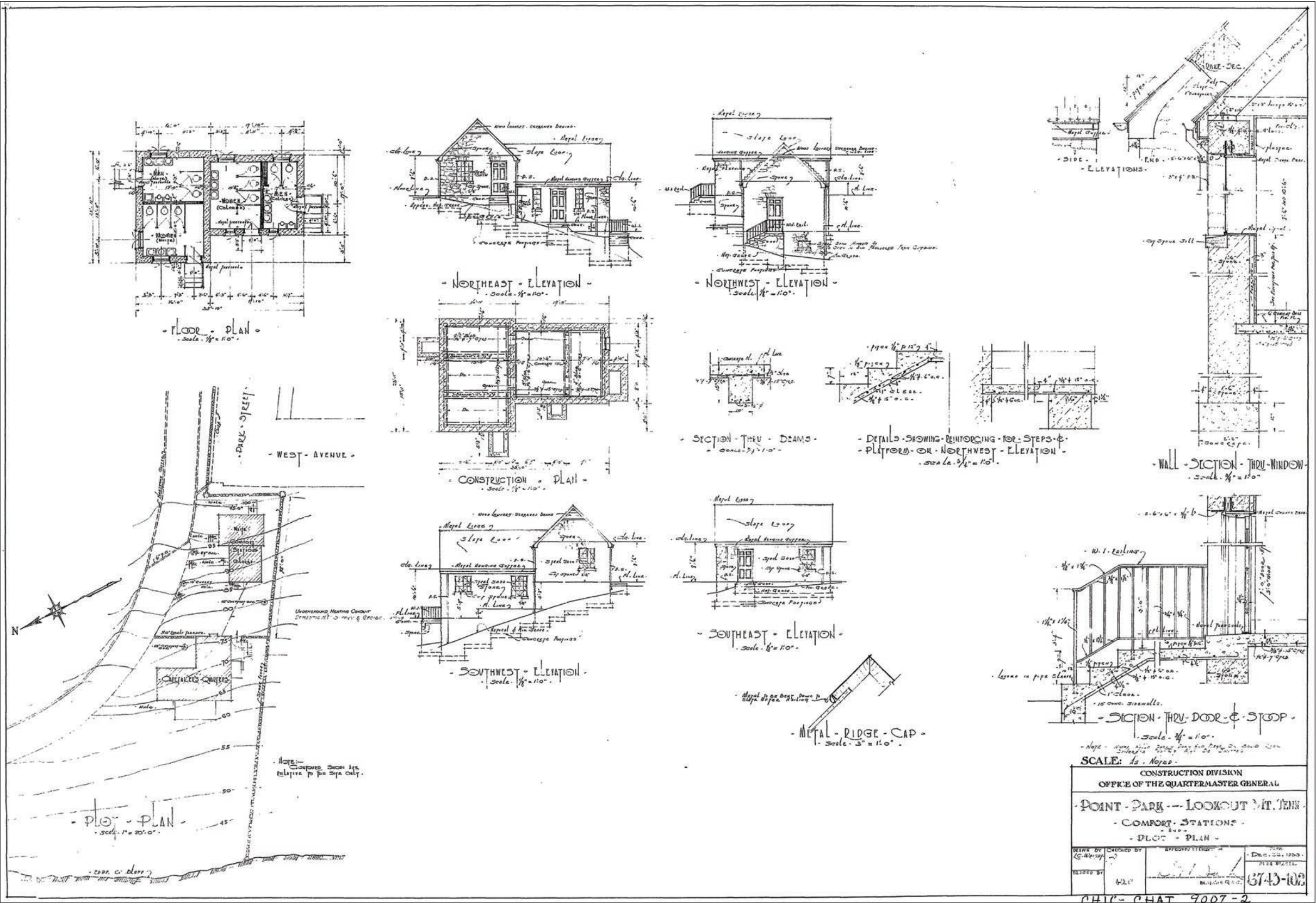


Figure 71. Proposed Point Park Comfort Station drawings, 1930. Chickamauga and Chattanooga National Military Park.

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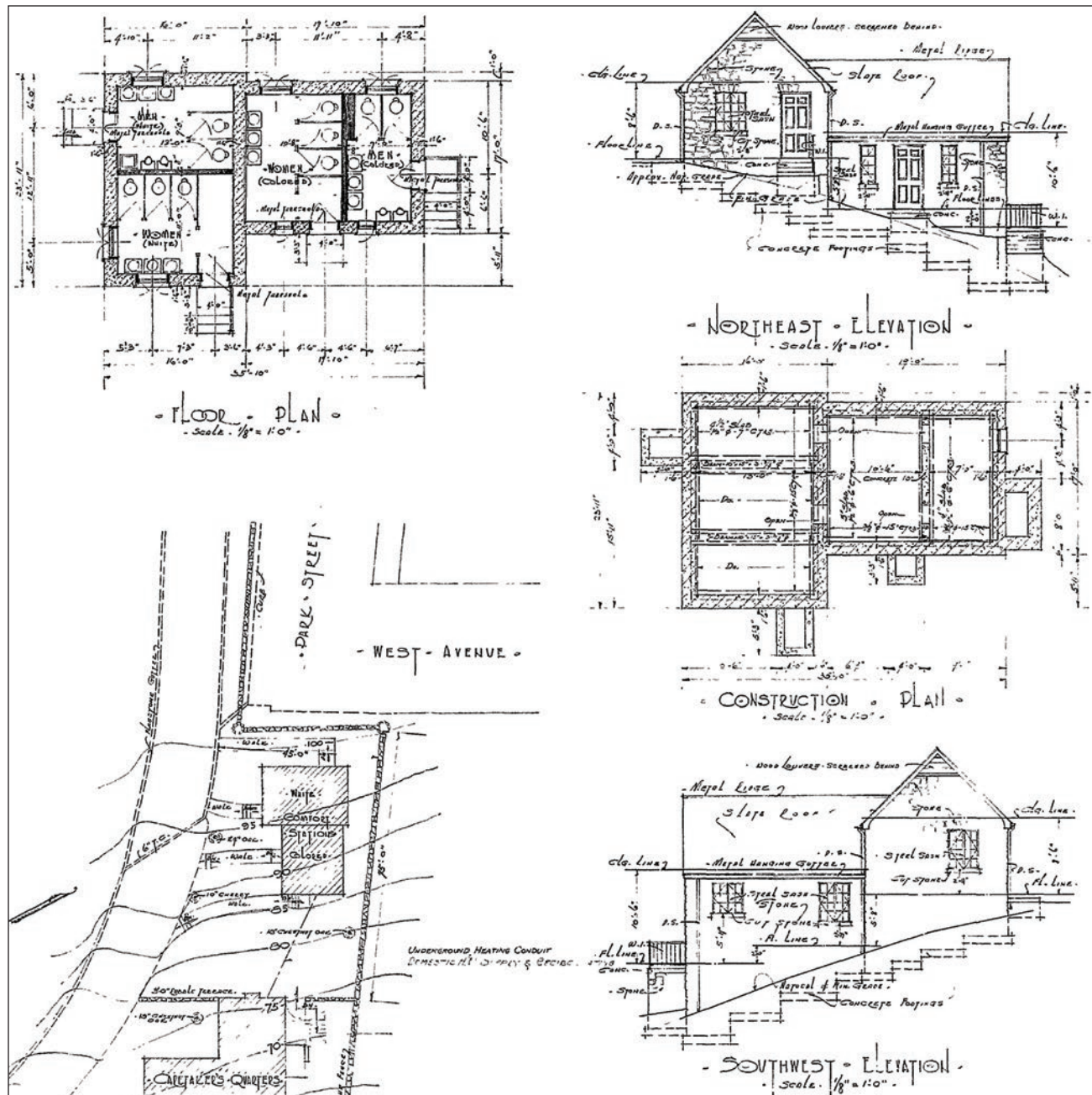


Figure 72. Detail of proposed Point Park Comfort Station drawings, 1930, showing segregated spaces. Chickamauga and Chattanooga National Military Park.

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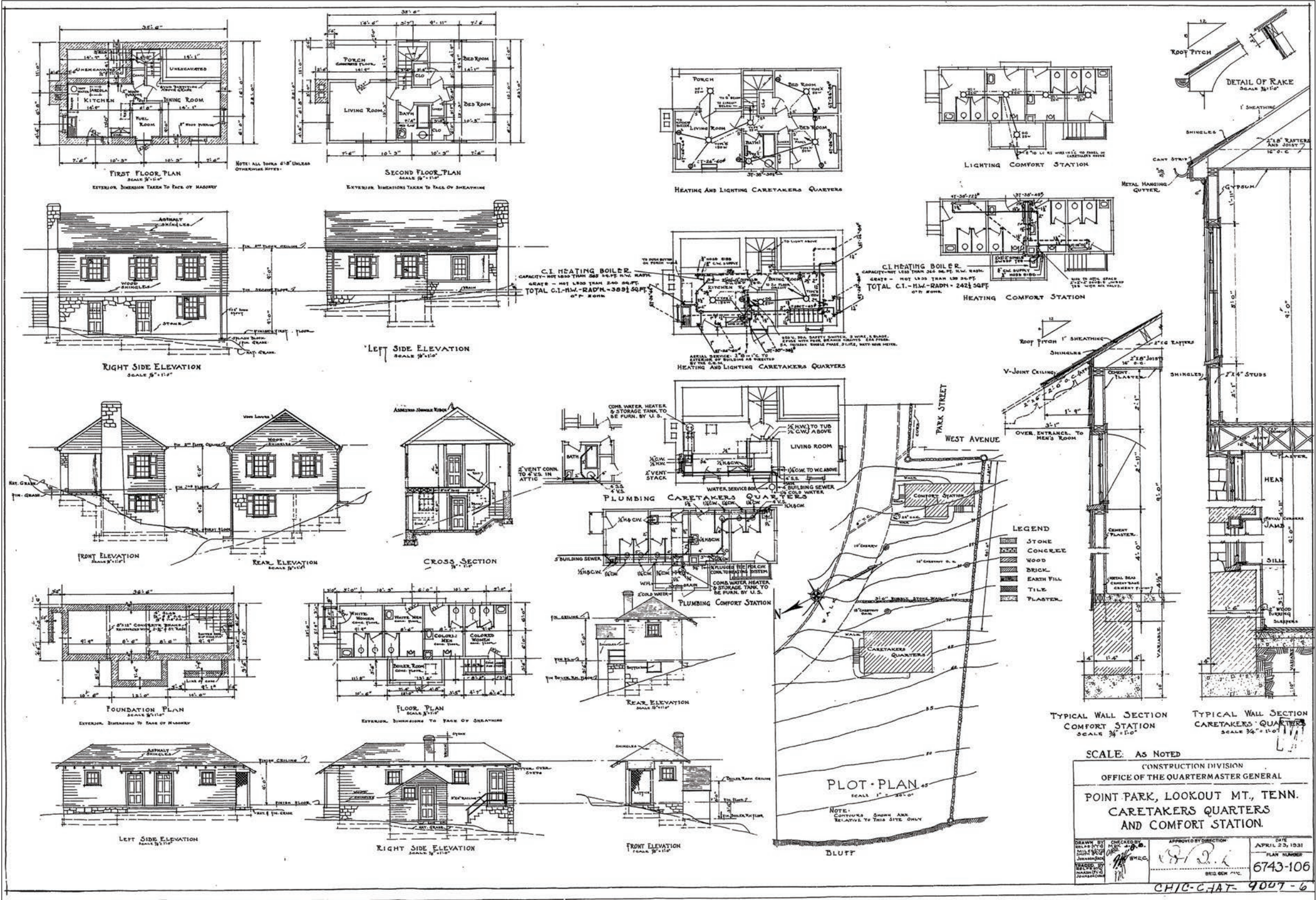


Figure 73. Point Park Comfort Station drawings, 1931. Chickamauga and Chattanooga National Military Park.

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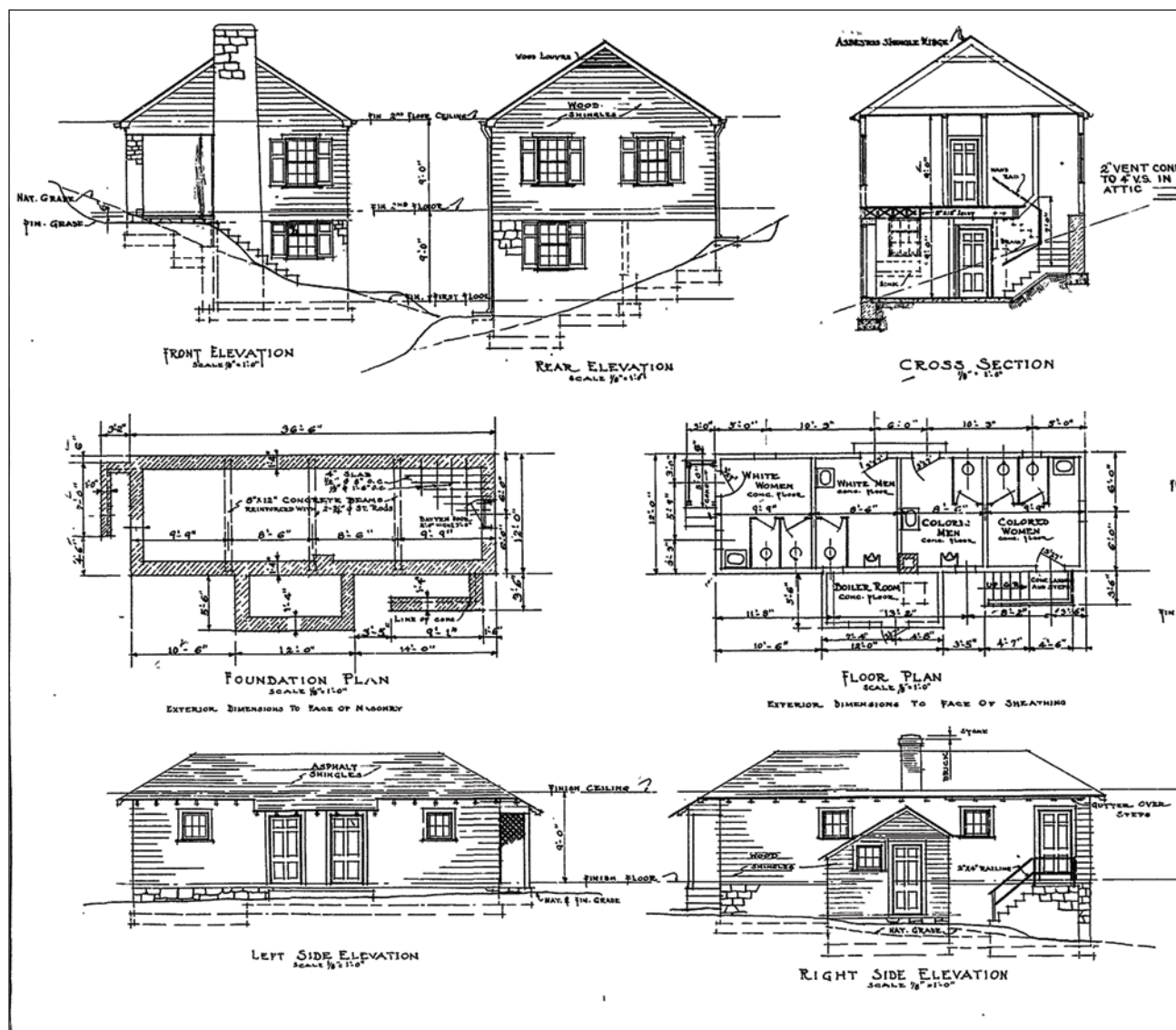


Figure 74. Detail of Point Park Comfort Station drawings, 1931. Chickamauga and Chattanooga National Military Park.

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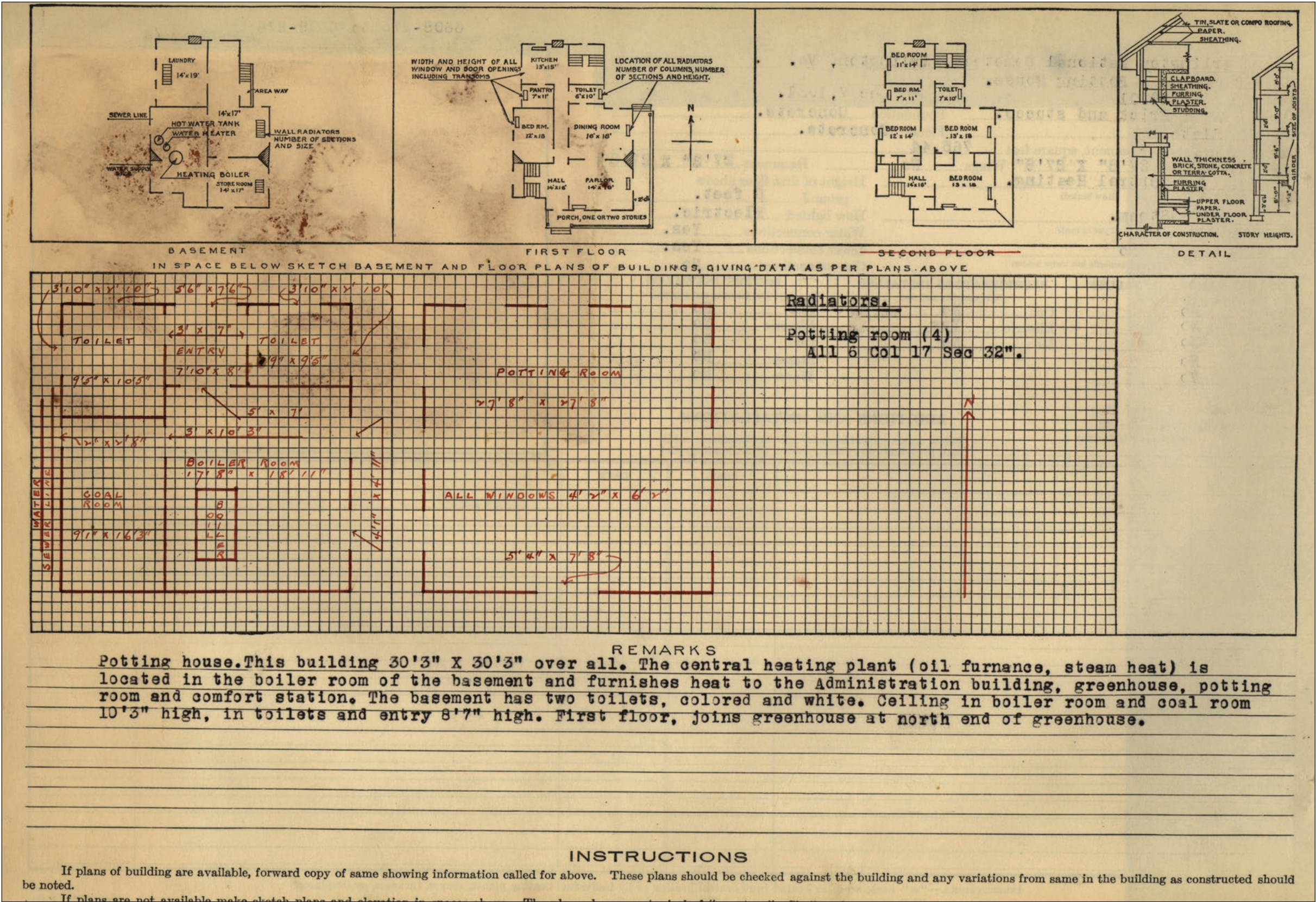


Figure 75. War Department property information sheet for the Potting House (Building #314) noting the segregated toilet facilities in the basement. Arlington National Cemetery.

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Figure 76. Black ANC staff, ca. 1940. Arlington National Cemetery.



Figure 77. Two comfort stations at Colonial National Monument, ca. 1931. The white comfort station (left) is larger than the Black comfort station (right). Devlin, *Segregation*, 191.



Figure 78. A white-women-only comfort station at Colonial National Monument, ca. 1931. Devlin, Segregation, 191.



Figure 79. Service center at Fredericksburg and Spotsylvania National Military Park, 1936, showing entrances to segregated public toilet facilities.
Courtesy of National Park Service, Fredericksburg and Spotsylvania NMP.



Figure 80. The "Colored men's toilet room" at Fredericksburg and Spotsylvania National Military Park, 1936. "Colored Men's Toilet Service Building," construction completion photograph, 14 April 1936, Chatham Manor Archives. Fredericksburg and Spotsylvania National Military Park, Fredericksburg, VA.



Figure 81. The interior of the white men's toilet room in the basement of the Administration Building at Fredericksburg and Spotsylvania National Military Park, 1936. "Men's Toilet: Administration Building," construction completion photograph, 14 April 1936, Chatham Manor Archives. Fredericksburg and Spotsylvania National Military Park, Fredericksburg, VA.

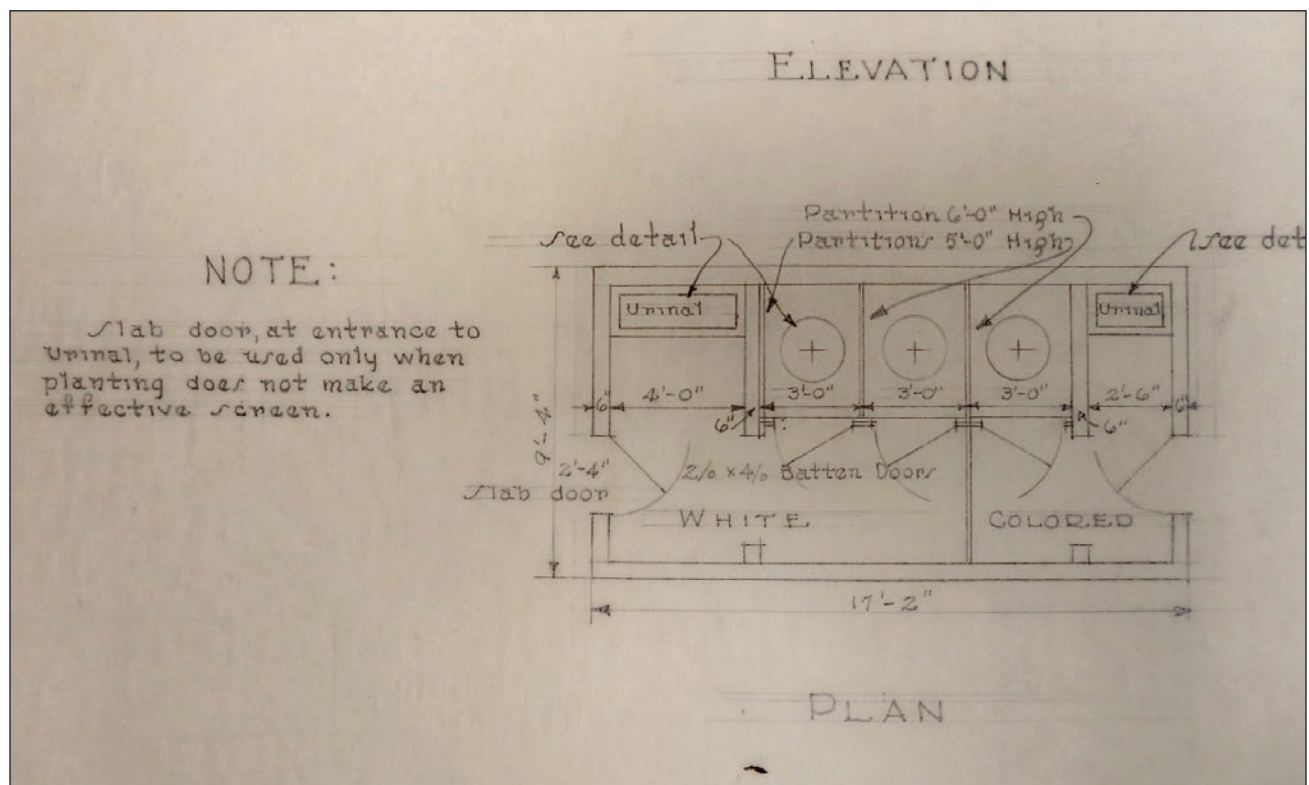


Figure 82. Detail of plan for segregated "Temporary Toilets for Men and Women" at Shenandoah National Park, 1936. "Temporary Toilets for Men and Women," 1936, Drawing NP-SHE-2167, Folder 6, Drawing 5, Map Case 11. Series X, Shenandoah Resource Management Records, Luray, VA.

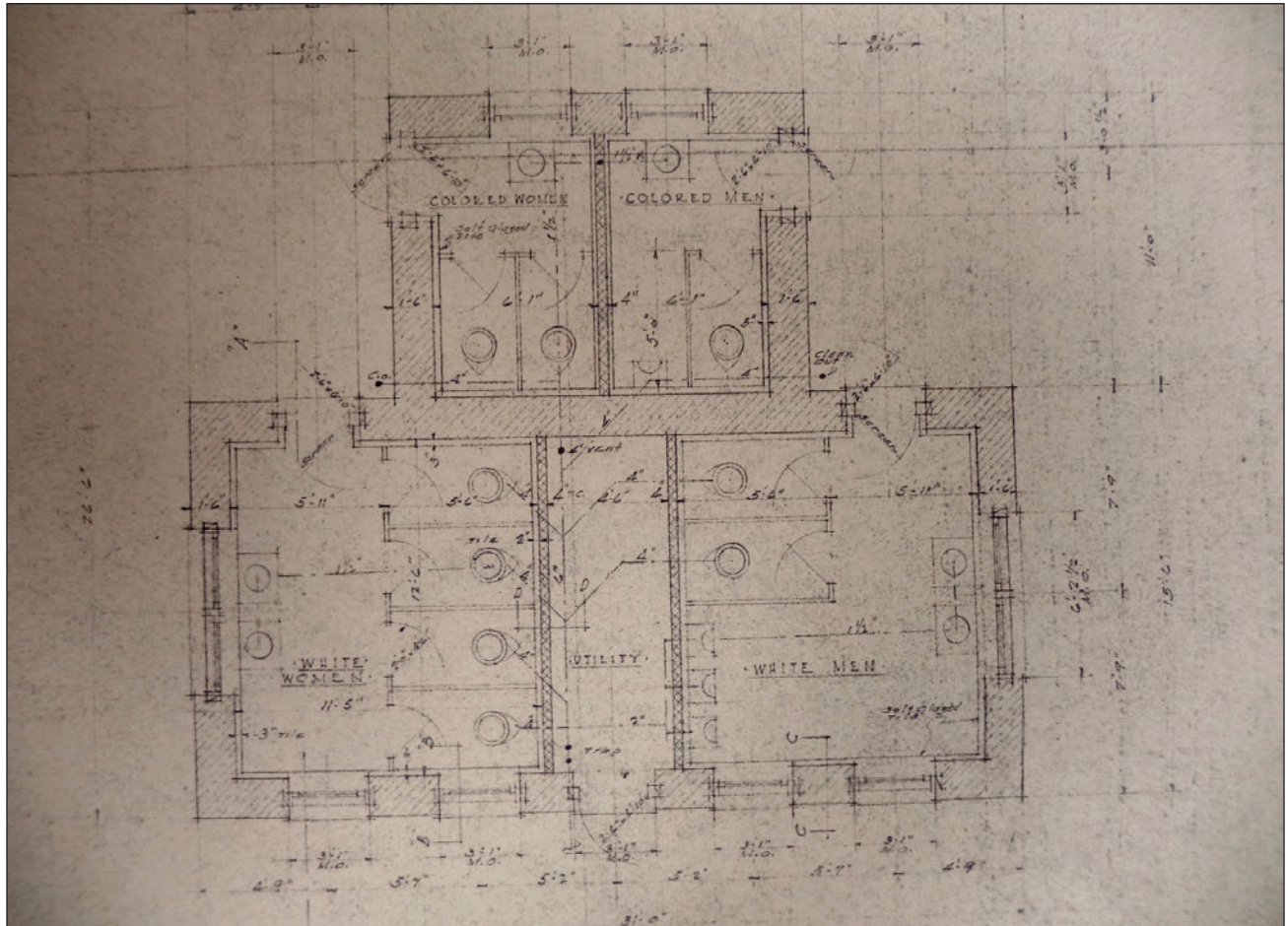


Figure 83. Floor plan for Shenandoah's "Standard Stone Comfort Station for White and Colored," 1940, showing segregated spaces. "Standard Stone Comfort Station for White and Colored," 1940, Drawing NP-SHE-2158A, Folder 6, Drawing 5, Map Case 11. Series X, Shenandoah Resource Management Records, Luray, VA.



Figure 84. Photograph of the segregated Hughes River Gap comfort station using the standard layout from the drawing above. Building File, Box XI-8, Shenandoah Resource Management Records, Luray, VA.



Figure 85. Sign for the segregated Lewis Mountain campground, 1936. Signs reading "For White Only" were posted elsewhere throughout the park.
"Directional Sign, Shenandoah Resource Management Records, Luray, VA.



Figure 86. Lewis Mountain Campground from Skyline Drive in Shenandoah National Park, 1966. William A. Faust II, HAER VA 119. Library of Congress. <https://www.loc.gov/resource/hhh.va1798.photos/?sp=70>.



Figure 87. Camp store at Lewis Mountain Campground in Shenandoah National Park, 1966. William A. Faust II, HAER VA 119. Library of Congress. <https://www.loc.gov/resource/hhh.va1798.photos/?sp=71>.

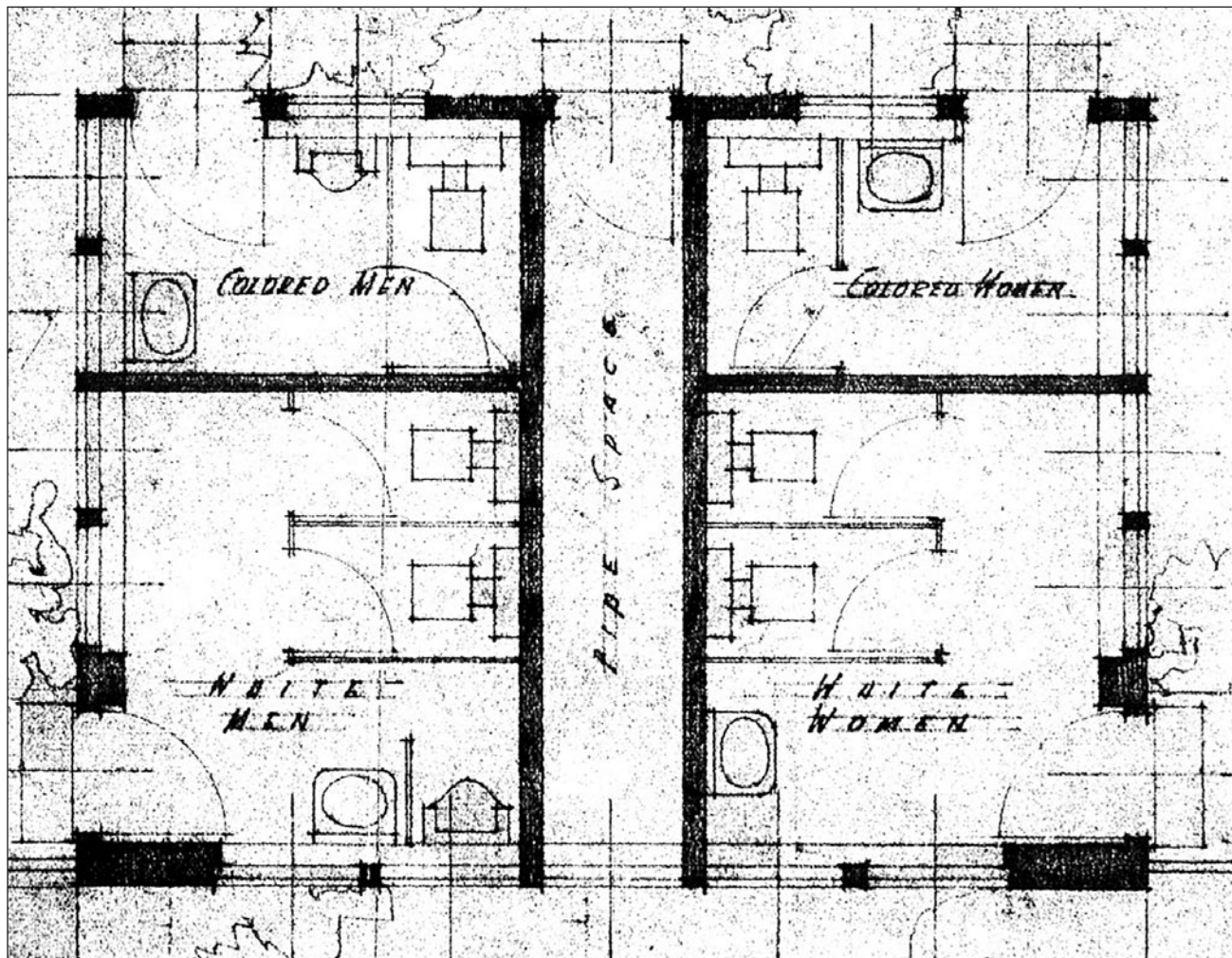


Figure 88. Floor plan of segregated comfort station at Chalmette National Cemetery, 1935 (now part of Jean Lafitte National Historical Park and Preserve). Administrative History of Jean Lafitte National Historical Park and Preserve, National Park Service (2012), 43.

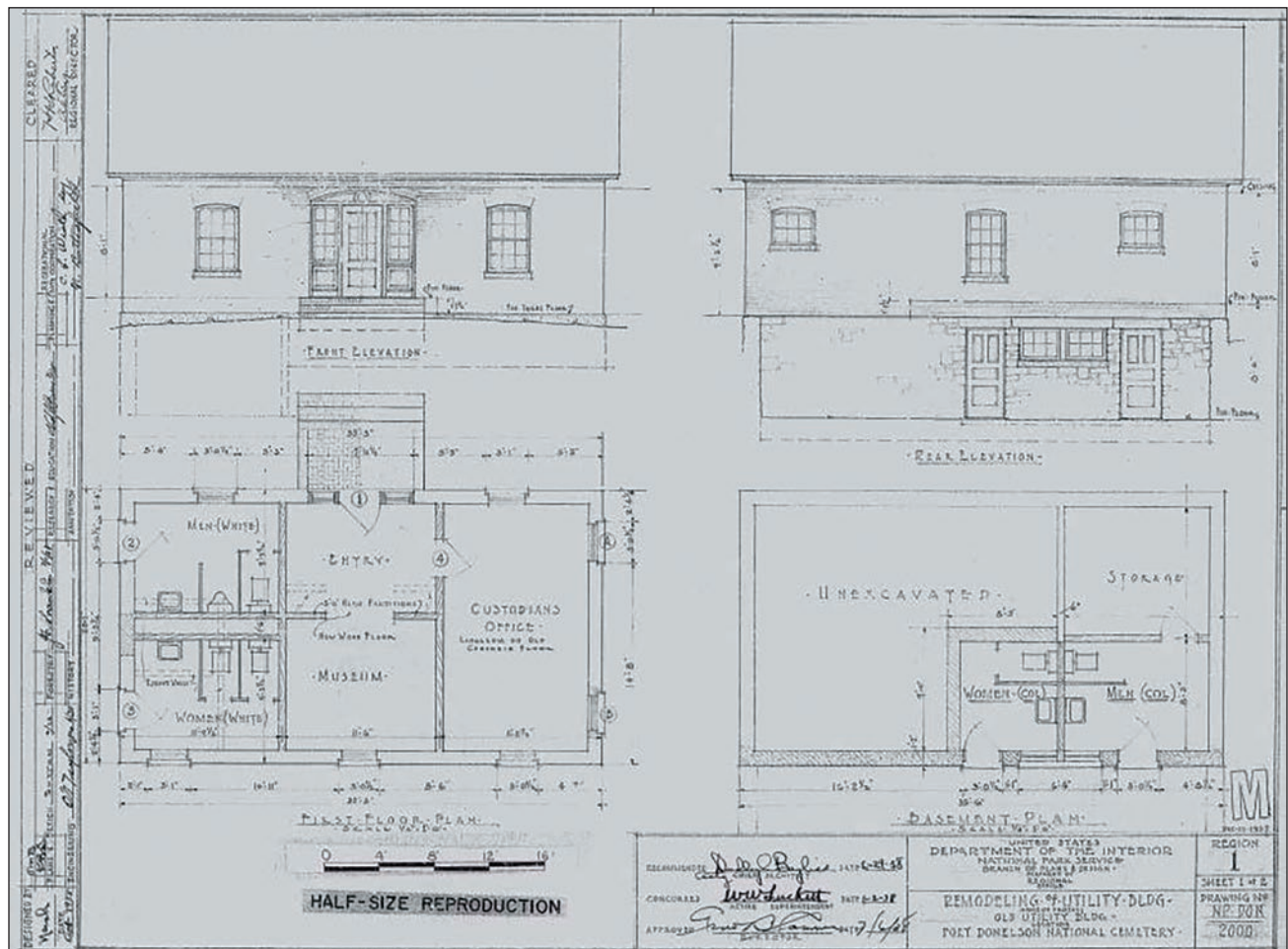


Figure 89. Drawing for proposed remodeling of the "Utility Building" at Fort Donelson National Battlefield as a comfort station and office, 1938, showing segregated spaces. Fort Donelson Cemetery Carriage House/Stable & Pump House, Historic Structure Report, National Park Service (2011), 23.

SEGREGATION IN ARLINGTON NATIONAL CEMETERY

Throughout US history, political and social issues in the area around Washington, DC—commonly known as the DMV (for DC, Maryland, and Virginia)—have always been at the crossroads of local and federal policy. ANC's unique position, both geographically and contextually, reflects this intersection of struggle between federal and state policies and the practices of enslavement and racial segregation.³³⁶ This section focuses on how federal and local laws, policies, and practices affected those who lived at, worked at, visited, and were interred at ANC.

At the turn of the nineteenth century, around the time that G.W.P. established his Arlington Estate, white politicians in Washington and across the country debated and legislated the lives of Black residents of the United States. Although the transatlantic slave trade was abolished by Congress in 1807, the practice of enslavement was stronger than ever. Prior to the Civil War, the Arlington Estate was no different than the many other forced labor plantations in the southern US. By the time he died in 1857, G.W.P. and the Custis family enslaved nearly two hundred Black women, men, and children across several plantations. These enslaved people were forced to labor in the estate's agricultural fields and keep the Custis's mansion. They were unpaid and treated inhumanely, as is evidenced by G.W.P.'s rape of Arianna Carter and Lee's physical punishment of the enslaved people he managed for the Custis family.³³⁷ For 60 years, this was the quotidian life on the plantation.

And while there were never specific federal laws enacting a formal national policy of enslavement, the Constitution featured language that both enabled and encouraged enslavement—the Three-Fifths Clause in Article 1 and the Fugitive Slave Clause in Article 4. The Three-Fifths Clause encouraged enslavement by guaranteeing that states allowing enslavement would have more representational power in the House of Representatives by counting each of the enslaved as three-fifths of a person.³³⁸ The Fugitive Slave Clause enabled and maintained the institution of enslavement by forcing the Northern states—many of whom opposed enslavement—to allow the repatriation of runaway enslaved persons.³³⁹ These two Constitutional clauses empowered the Southern states to pass their own legislation—or maintain pre-existing legislation—in support of enslavement so that they could hold the balance of power in the representational government. In Virginia, pursuant to laws from the 17th and

18th centuries, enslavement and forced labor by people of African descent who were brought to the country through force and kidnapping was legal and resulted in profitable agricultural plantations.³⁴⁰

Seventy-three years after the ratification of the Constitution, the US Civil War was fought between the Confederate States of America (the Confederacy) and the central government of the US over the institution of human enslavement in the country. The Confederacy was a coalition of southern states that seceded from the Union in 1861 after abolitionist Abraham Lincoln was elected President in 1860. Fearing that Lincoln would formally abolish enslavement through federal legislation, the Confederacy—lead by Jefferson Davis—initiated a brutal armed conflict. The war, which lasted from April 12, 1861, to August 20, 1866, resulted in the deaths of between 620,000 and 700,000 service members and nearly 1.75 million people in total.³⁴¹ This war had a devastating effect on all aspects of American life and resulted in significant legislative changes to the US Constitution and the governmental policies of each of the states. However, racial divisions and racist sentiments—particularly in former Confederate states—endured and resulted in both formal and informal policies of racial segregation that lasted for over a century.

INTERMENTS

ANC was created as the final resting place for thousands of casualties of the Civil War. The first interments were made in May 1864 at the site of pre-existing burials of some formerly enslaved residents of Freedman's Village.³⁴² At this time, rapidly mounting Civil War casualties were overwhelming Washington-area cemeteries. The US Army quickly selected the former Freedman's cemetery—then referred to as the Lower Cemetery—in which to bury more than 1,000 people in just over a month. This rapid response negated the opportunity for forethought regarding race, rank, or any other differentiator. As such, these first ANC burials included both white and Black US service members and white civilians. By July of that year, Black civilians were able to apply for burial at ANC. In August, Meigs decided that white interments should be performed nearer the mansion, in a more prominent location within the landscape.³⁴³ Black service member burials remained at what had become known as the Lower Cemetery—now Section 27 (Map 41; Figure 16). Although Black Civil War casualties were not barred from burial at ANC due to their

race, their graves at the Lower Cemetery were placed among the formerly enslaved (both those enslaved by the Custis family and the formerly enslaved war refugees who had died at Freedman's Village) and poor white service members.³⁴⁴ These African American soldiers had been part of the segregated US Colored Troops during the war, and when their families petitioned for them to be disinterred and moved to higher ground amongst the majority of the white service member burials, Meigs deflected, saying:

If the colored people generally prefer to have their comrades, who fought for them, taken up again and scattered amongst the whites, it can be done...I believe that hereafter it will be more grateful to their descendants to be able to visit and point to the collected graves of these persons, than to find them scattered through a large cemetery and intermingled with another race. The records show that there are in Arlington Cemetery 3,757 contrabands or refugees and 343 colored soldiers.³⁴⁵

In addition, when Congress appropriated funds to replace the simple wood markers with stone headstones in 1873, the War Department prioritized replacing the markers for the white soldier burials.³⁴⁶ This general disregard transferred to the care of the burials at the Lower Cemetery as the landscape was unkempt, several graves had collapsed, and many of the wood markers had nearly rotted away. When Section 27 finally received the replacement headstones after several years, they were thinner and less substantial.³⁴⁷ The new markers were also provided for the formerly enslaved and featured their name, when known, and the designator "CITIZEN" (Figure 90).³⁴⁸ If their identity was not known, the marker simply said "UNKNOWN" (Figure 91). Civil War service member burials without identities were provided with a smaller rectangular stone (Figure 92–Figure 93).³⁴⁹ The headstones for the Black veterans of the Civil War also feature the engraving "U.S.C.T.," indicating that they were members of the segregated US Colored Troops.

Once Section 27 was full, in 1899, the Black interments proceeded in other sections of ANC organized by the conflicts in which they were killed, although they were still segregated from white burials. Section 23 was used for Black interments through the 1920s. Section 19 was the segregated section for the casualties of WWI and Section 25 was used from the late 1920s until 1948.³⁵⁰ Deceased Black service members who served as part of historically significant units and are buried in various sections at ANC include: the US Colored Troops, Buffalo Soldiers, the 369th Infantry Regiment (also known as the

Harlem Rattlers), and the Tuskegee Airmen.³⁵¹ Members of the all-Black, all-women 6888th Central Postal Directory Battalion are also buried in various sections of ANC.³⁵² Racial segregation of interments remained the practice for 84 years until Truman's desegregation of the armed forces in 1948, which compelled all national military cemeteries to change their policies.

PUBLIC TOILET FACILITIES

As both an active military cemetery under the management of the US Department of the Army and a historical and recreational site managed by the National Park Service, Arlington National Cemetery draws many visitors. People have been coming to see Arlington since before the Civil War. G.W.P. drew white visitors for recreation at Arlington Spring. The US Army brought journalists there during the Civil War to gawk at the Lee family's misfortune. With the formal establishment of the cemetery in 1864, post-Civil War visitors came to pay their respects to the military service members and civilians interred there. While many visitors were also likely drawn to see the mansion, the Army had no formal procedures for touring it prior to the 1929 restoration. It is likely that visitors to ANC—relatives and tourists alike—always included all races, although no historical demographic statistics are known.

By the 1890s, thousands of burials had occurred at ANC; in response the US Army began to make improvements to accommodate additional visitors. A small latrine behind the mansion, just north of the north enslaved quarters, provided the first public toilet at ANC (Map 33). Nothing about its original configuration is known. While no specific documentation is available to prove that ANC designated this facility for white use only, several historical indicators suggest that this was likely. While burials were mixed by race in the very early years of the cemetery, by the later 19th century when the pit latrine was provided, a clear pattern of segregation by race applied. All later public toilet facilities at ANC (until Truman's 1948 EO) were formally segregated by race. Absent available public toilet facilities, Black visitors likely used the facilities at home prior to visiting.³⁵³

It is also not clear if this latrine was available for use by all races or all genders, although it is likely in keeping with the practice of the day that it was segregated by race. While it may have been available to white visitors of all genders, it may

not have been frequented by women. The latter can be presumed by the fact that in 1910 the Army provided a separate toilet facility inside the mansion just for women, although it is unclear if this facility was limited for white use only.

The first public toilet facilities at ANC were too small to accommodate racially segregated facilities for men and women and were likely segregated by custom rather than architecture. In 1941, when a new public toilet facility for the site was contemplated, the Army decided that its location should be further away from the mansion while still close enough for convenient use by the masses of visitors. The logical location that fit this description was beyond the woods to the west at the administrative campus and the Chaffee Place public parking lot. This new facility—now Building #313—copied its design from the 1921 building and featured white toilet facilities on the ground floor that were accessed via the formal stairs at the main entrance on the west (or front) and Black facilities in the basement that were accessed through a narrow alleyway to the south.

The official segregation of this building likely only continued until 1948, when Truman's EO #9981 went into effect and desegregated the US military. No specific records have been located that include orders to desegregate the facility or show how it physically changed after 1948, so it is not possible to determine how it was used as a toilet facility after this time. However, although Truman's order changed how the cemetery and its facilities were administered, the socio-cultural institution of segregation remained in place in the DMV through the era of Civil Rights in the 1950s and 1960s. It is likely that Building #313 was still segregated in practice for another 16–20 years until the passage of the landmark Civil Rights Acts of 1964, 1965, and 1968.



Figure 90. Stone grave markers in Section 27. Note the use of the term "CITIZEN." Building Conservation Associates, 2025.



Figure 91. Stone grave marker in Section 27 carved with "UNKNOWN." Building Conservation Associates, 2025.



Figure 92. Rectangular stone grave markers for unknown Civil War burials, 2022. US Department of Veterans Affairs, <https://department.va.gov/history/100-objects/65-6x6-unknown-grave-markers/>.



Figure 93. Arlington National Cemetery Section 27. Note the small rectangular grave markers for unknown Civil War burials. Building Conservation Associates, 2025.

BUILDING #313 DESIGNERS AND CONTRACTORS

The historic segregated comfort station (Building #313) was constructed in 1941 by local Washington, DC, general contractor Lee. T. Turner from designs by the US Army Quartermaster Corps (QMC), specifically the Office of the Constructing Quartermaster. As identified on the title block for the extant construction drawings, they were created by a variety of draftspeople and all approved by Major Elmore J. Walters of the QMC. Per the construction completion report for this building, all of this work was completed under the auspices of First Lieutenant Howard D. Nottingham, the district chief for the Washington & Vicinity Office of the Constructing Quartermaster. The Constructing Quartermaster was Lieutenant Colonel C.F. Gee, who was assisted by Captain Robert H. Fava. They employed two civilians, A.F. Ecton (Project Inspector) and Theodore P. Krafft (Superintendent of Construction).

According to the completion report, the invitation to bid (QM 6141-41-9) was released on September 25, 1940, and advertised locally. Lee T. Turner was awarded the contract (W 6141 qm-275) on November 8, 1940, and although their bid was the lowest, it was still higher than the \$16,000 that had been appropriated for the building. As such, an additional \$2,410.80 was allotted to cover Turner's contract.

Turner's construction of Building #313 began on November 18, 1940, under the supervision of Turner's superintendent Carl Loffler. Turner's sub-contractors included Cavanagh & Kendrick (sheet metal), G.R. Watson (slate roofing), Columbia Mosaic & Tile Co., Inc. (marble, tile, and slate), Joe High, Inc. (plumbing), H.E. Huntsberry, Inc. (heating), and Capital Electric Co. (electrical). The work was completed and accepted by the Constructing Quartermaster on April 8, 1941. The final cost of construction, which included the additional of a central heating system in the adjacent greenhouse was \$18,410.80. According to the completion report, the Constructing Quartermaster was satisfied with the quality of work and the conduct of Turner's team. They noted:

The contractor's organization was efficient and entirely adequate to undertake the project. Sufficient labor was used at all times, and his methods of operation and equipment were up-to-date. No word has reached the Constructing Quartermaster as to any delays in the contractor meeting his obligations to sub-

contractors. The contractor's cooperation with the Office of the Constructing Quartermaster was excellent.³⁵⁴

WAR DEPARTMENT—OFFICE OF THE CONSTRUCTING QUARTERMASTER

BRIEF HISTORY OF THE QUARTERMASTER CORPS³⁵⁵

The QMC for the US Army was first formed as the Quartermaster Department on June 16, 1775, tasked with leading logistical support and creating a supply system during the Revolutionary War. Without a national government in place to support the war effort, the QMC relied on funding and supplies from the states and Major (later Major General) Thomas Mifflin—and later Major General Nathanael Greene—was forced to create an efficient organization out of a very complicated and disparate system of suppliers. In order to do this, they constructed a system of supply depots throughout the Northern, Middle, Southern, Western, and Naval theaters of the war. The QMC's main function during the Revolutionary War was provision of encampment supplies, transportation, construction of winter shelters, and foraging for animals.

After the end of the war, the military QMC disbanded, to be overseen by the Treasury Department with civilian agents during the Adams and Jefferson administrations. At the onset of the War of 1812, the military QMC was reinstituted, although it did not have sufficient time and resources to effectively support the US war effort. The issues with supply logistics during the War of 1812 led to the permanent formation of the QMC as a bureau in Washington, DC. The first Quartermaster General (QMG) in the new system was Brigadier General Thomas Jesup (officially the 12th QMG). Jesup led the QMC for 42 years, forming into a massive and permanent supply agency that functioned effectively during the Mexican-American War in the 1840s.³⁵⁶

The Civil War challenged the efficacy of the QMC, now led by General Montgomery C. Meigs, as it was originally unprepared for the muster of hundreds of thousands of service members. Over the course of the war, Meigs was able to control the supply system and leveraged new technology including railroads and steamboats to deliver the necessary materials across the theaters of war. The QMC also constructed a large number of advance supply depots. As described above, the QMC also was charged with created the network of military cemeteries—including ANC—to inter the casualties of the Civil War.

Between the Civil War and the Spanish-American War, the QMC supported smaller, domestic campaigns in the west, primarily against Native Americans. However, it was not until after the Spanish-American War that the QMC became the large, permanent, professional military force that it is today. Between 1905 and 1910, the QMC opened training centers and schools for QMC staff. And beginning in 1912, all QMC staff was required to undergo combat training as befits a supply force that could effectively function in the midst of a military campaign. At this time, legislation was passed combining several other departments—including those for Subsistence and Pay—under the purview of the QMC, and it became known as the Quartermaster Corps rather than the Quartermaster Department. The legislation created a permanent QMC staff with 6,000 service members, replacing a large number of civilian employees.

At the beginning of WWI, the QMC established a massive advance supply structure in France with the operation of ports and the construction of numerous depots. The QMC also for the first time constructed independent laundry, bath and toilet facilities. They were initially responsible for supplying clothing and individual, camp, and garrison equipment; supplying transportation equipment; constructing camp facilities and utilities; and feeding and paying the service members. Because WWI required such enormous logistical support, the QMC's responsibilities were divided into separate divisions for transportation, construction, and procurement in 1916.³⁵⁷ By the end of WWI, the QMC and these separate divisions had grown to include 13,500 officers, 230,000 enlisted service members, and 100,000 civilians.

Between WWI and WWII, the QMC constructed fort, depot, and training facilities in the US. When the FDR created the Civilian Conservation Corps in 1933, the QMC supplied the program with food, clothing, equipment, shelter, and transportation. WWII again expanded the QMC's role as it operated in multiple theaters across the globe, at its height supplying 70,000 different items and more than 24 million meals a day to over eight million service members domestically and abroad. Some of the biggest challenges for the QMC during WWII was the maintaining pace with the rapid advances in Europe and supplying the Allied forces on islands scattered throughout the Pacific. Because of the enormous responsibility that was falling on the QMC's shoulders, it was partitioned in 1942, with the construction mission being instead provided by

the US Army Corps of Engineers (USACE) and transportation responsibilities transferred to a new Transportation Corps.

After 1962, the organization of the QMC changed again as a new military branch, the Army Materiel Command, assumed responsibility for acquisition and materiel management. In addition, the QMG position was eliminated, although this was reinstated 20 years later. From the 1960s to the present day, the QMC has evolved and adapted to continue “supporting victory”—as their motto states—with logistical support and supply through a wide range of conflicts including the Vietnam War, the Gulf War, and the Global War on Terror. The QMC has also provided support during domestic catastrophes including Hurricane Andrew in 1992, the Oklahoma City bombing in 1995, and Hurricane Katrina in 2005. In these cases, the QMC’s Army Mortuary Affairs assisted with casualty recovery. After Hurricane Sandy in 2012, the QMC assisted with pumping water out of flooded areas in NYC and after Hurricane Maria in 2017 they helped to purify water in Puerto Rico.

OFFICE OF THE CONSTRUCTING QUARTERMASTER

The construction division of the QMC has evolved significantly since the corps’ inception in 1775. As with the rest of the QMC, its function for the first 145 years involved support during military conflicts and, as such, much of the construction involved temporary mobile shelters, encampments, and supply depots. As described in a 1928 article in the *Quartermaster Review*, “In war, utility rules, and all delicate detail is discarded. Structures are simply to shelter men, animals, machinery, and supplies. We follow the Romans in that practicality for storage demands large, unencumbered interiors.”³⁵⁸

During WWI, the Constructing Division—after its separation from the QMC—built massive cantonments in the US and Europe that could accommodate 40,000 military inhabitants and warehouse space that exceeded 33 million square feet. In France alone, the Division—under direct supervision of USACE—completed 831 construction projects that employed 160,000 workers to accomplish (Figure 94). In 1920, the Construction Division was returned to the QMC by an act of Congress in 1920 under command of Brigadier General J.M. Carson.³⁵⁹ The act stated:

The Construction Service shall be organized and operated as a separate service of the Quartermaster Corps and shall be charged with construction, maintenance and repair of buildings, structures and utilities of the Army other than fortifications and with the operation of utilities. The Construction Service shall also be charged with the acquisition of all real estate and the issue of licenses in connection with Government reservations after authority for such acquisition or license has been obtained in each case from the Secretary of War.³⁶⁰

By 1928, the Construction Service was organized into three divisions: the Engineering Division, the Administrative Division, and the Real Estate Division. The Engineering Division was responsible for construction projects, and it was divided into three branches: Design, Building, and Maintenance and Operation. According to the Quartermaster General, Brigadier General William E. Horton:

The Design Branch makes a study of each construction project, obtaining all necessary engineering data and all other information required, and prepares estimates, plans and specifications for carrying out such construction and the maintenance of complete historical record data thereof.

The Building Branch makes recommendations to the Chief of the Service regarding the assignment of Constructing Quartermasters on various construction projects, and gives all necessary instructions to Constructing Quartermasters relative to the actual construction of all projects in accordance with plans and specifications prepared by the Design Branch. It supervises, through reports of progress, and actual inspection where necessary, all construction projects and keeps the Chief of the Engineering Division fully informed regarding the status of each project.

It acts as Liaison Officer between the Design Branch and the Constructing Quartermasters in the interpretation of plans and specifications.

This branch also examines bids and abstracts thereof, and secures the approval of higher authority where necessary, including the award of contracts.³⁶¹

The Construction Service was spread across nine Construction Districts in the US, each with a chief in charge. The chief of the Constructing District directed oversaw a group of Constructing Quartermasters who were each in charge of a divisional cantonment. For Arlington National Cemetery, that cantonment was at the adjacent Fort Myer. The duties and responsibilities of the Constructing Quartermaster included advertising for bids, distributing plans and specifications, and general supervision of the field agencies until completed projects were accepted by the local commanding officer. The

Constructing Quartermaster would often employ civilian personnel to supervise construction projects, as was the case for Building #313.³⁶²

By September 1941, in anticipation of the US's involvement in WWII, the War Department began proposing the partitioning of the QMC's Construction Service to USACE, as it had done during WWI.³⁶³ These preparations had required the QMC to construct cantonments for over one million service members in less than six months. As an *Engineering News-Record* article noted, "it had neither the personnel nor the organization for such a task. Its capable construction officers who had done all peacetime building for the Army were overwhelmed by an impossible job. No organization could expand efficiently at such a rate as was demanded."³⁶⁴ The article also noted that by consolidating the QMC's Construction Service with the USACE, "It gives the Army, in one branch of the service, the efficient decentralized and experienced construction and contracting organization of the Corps of Engineers and the building design, construction and maintenance experts of the Construction Division of the Quartermaster Corps."³⁶⁵ By December 1941, the consolidation was official and it remains as such to the present day.³⁶⁶

**ENLIST IN THE QUARTERMASTER CORPS FOR THE
CONSTRUCTION DIVISION UNITED STATES ARMY**



CAMP CUSTER-MICHIGAN
RECONSTRUCTED FOR THE CONSTRUCTION DIVISION

ONE OF THE CAMPMENTS BUILT BY THE CONSTRUCTION DIVISION

PRACTICAL WORK IN MANY TRADES



MACHINE SHOP

EXCELLENT
OPPORTUNITIES
TO LEARN THE
TRADES OF



TIN SHOP

HIGHLY PAID SPECIALISTS



HEATING SECTION

THE BRANCH
FOR AMBITIOUS
YOUNG MEN
GOOD CHANCE FOR



ROAD BUILDING

PROMOTION AND ADVANCEMENT



PAINT AND SIGN SHOP



CARPENTER SHOP



ELECTRICAL DEPARTMENT

APPLY NEAREST RECRUITING OFFICE

Address:

RECONSTRUCTED FOR THE CONSTRUCTION DIVISION

Figure 94. Advertisement to enlist in the QMC's Construction Division, 1920. National Archives.

HOWARD DAILEY NOTTINGHAM, CONSTRUCTING QUARTERMASTER³⁶⁷

Howard D. Nottingham was identified on the Building #313 completion report as the construction quartermaster for Washington & Vicinity at the time the building was constructed, indicating he was in charge of the regional office. At the time, Nottingham was a First Lieutenant in the US Army. In 2007, Nottingham was interviewed by NPS staff as part of a Fort Hunt oral history project. The following information about Nottingham's background and experience is taken from this oral history interview.³⁶⁸

Nottingham was born in 1913 outside Atlanta, GA, and studied Civil Engineering at Clemson University (then Clemson Agricultural and Mechanical College), serving as the editor-in-chief of the annual TAPS yearbook and Intelligence Officer of the cadet staff, and graduating with a Bachelor of Science degree in 1935. There, Nottingham also became a student member of the American Society of Civil Engineers.³⁶⁹ Clemson at that time was a military training academy and all Clemson graduates entered the military after graduation. Nottingham entered as a Second Lieutenant in the infantry and continued his studies in Military Science while in the Quartermaster Reserve. Between 1935 and 1940, Nottingham worked as a civil engineer with the South Carolina Highway Department; at a large construction firm in Greenville, SC; and at the W.S. Lee Corporation of Charlotte, NC.³⁷⁰ In 1940, Nottingham was called into active duty as a First Lieutenant with the Quartermaster Department to lead the Washington & Vicinity office at Fort Myer as they were preparing to build the large Walter Reed Hospital in Bethesda, MD.³⁷¹ Nottingham spent one month in training at Fort Bragg in North Carolina before his transfer to Washington.³⁷²

In his role as constructing quartermaster for Washington & Vicinity, Nottingham was the engineer in charge of design, construction, and contracting. During the oral history interview, Nottingham recalled only two construction projects out of Fort Myer prior to WWII including Building #313 at ANC and the rapid construction of 52 guard towers in Washington over one weekend at the request of General George Marshall. After the bombing of Pearl Harbor and the US's entrance into WWII, Nottingham transferred to nearby Fort Belvoir to lead various war effort construction projects at Fort Washington, Vint Hill, Fort Hunt, and Camp Springs. In addition to Fort Myer

and Fort Belvoir, Nottingham was stationed at Andrews Air Force Base, Wright Patterson Air Force Base, and Naha, Okinawa, Japan.

Nottingham was promoted several times during his military service, eventually attaining the rank of Colonel by the time of his discharge in 1955. He was also awarded the Legion of Merit:

In recognition of his outstanding efforts as deputy chief of air instruction division, ATSC, “in formulating and implementing plans and procedures incidental to the assumption of responsibility for construction, repairs and utilities activities incurred by the delegation of such responsibility to the Army Air Forces in all parts of the world.”³⁷³

After leaving the Army, Nottingham opened his own engineering and architecture business, H.D. Nottingham and Associates, in Arlington, VA. In private practice, Nottingham built the Merrifield, VA, Post Office and the Pentagon Metro Station, among other civilian projects; and military projects in Greenland, Iceland, Puerto Rico, and other international locations. Nottingham was elected the head of the Clemson alumni association in 1962 and died in July 2007 in Alexandria, VA (Figure 95).³⁷⁴

LEE T. TURNER, GENERAL CONTRACTOR

The general contractor responsible for the construction of Building #313 was Lee T. Turner, a local Washington, DC, builder (Figure 96). Turner was a DC-native who inherited the construction company from his father and operated it for 25 years after World War I.³⁷⁵ Turner’s company built a wide variety of buildings in the Washington, DC, area. While most of its projects were private commercial properties, the company also held contracts with local municipalities and the federal government.³⁷⁶ Turner’s government contracts included several with the QMC such as the 1931 construction of the ANC administration building, potting house, heating plant, greenhouse, and superintendent cottage west of Arlington House, adjacent to the site where the company would construct Building #313 ten years later.³⁷⁷ Turner also received a contract from the QMC for an addition to a radio station at Fort Myer and for a QMC storage warehouse in Montgomery County, MD.³⁷⁸ The company also completed projects for the National Park Service, including a Colonial Revival field house at the Palisades Playground northwest of Washington, DC, and swimming pools at two other NPS recreation centers.³⁷⁹

Lee T. Turner was a civic leader in Washington, DC. After returning wounded from WWI, Turner served as department commander of the Disabled American Veterans of the World War, where he helped build support for disabled veterans.³⁸⁰ In addition, Turner served several terms on the Washington, DC, District Apprenticeship Council. In this capacity, Turner helped the council “to obtain the co-operation [*sic*] of Washington employers and unions in establishing apprenticeship programs in all trades to meet the needs of industry here.”³⁸¹ Turner was also president of the Master Builders’ Association and a member of the Washington Board of Trade, Washington Building Congress, and the Association of General Contractors (where he led the Advisory Committee for Trade and Industrial Education), among other professional organizations.³⁸² Upon his death in 1950, Turner was buried at ANC.³⁸³



Figure 95. Howard D. Nottingham, 1961. "Clemson Alumni Nominees," *Greenville News*, September 17, 1961, 3.



Figure 96. Lee T. Turner, 1950. "Lee T. Turner Dies; Building Contractor and Civic Leader," *Evening Star*, June 29, 1950, 26.

DESIGN PRECEDENTS

Building #313 was the fourth and final building constructed adjacent to the Chaffee Place public parking lot west of Arlington House. The rest of the administrative buildings were built ten years earlier and included the Administration Building, a greenhouse, a potting house, and the superintendent's cottage.

As noted above, the Administration Building was designed to mimic the G.W.P. stable building, itself a smaller version of Arlington House with a prominent Greek Revival front portico and a two-color stucco exterior. As opposed to the decoratively painted upper wall stucco at Arlington House, which was intended to appear like sandstone, the Administration Building had a pebble dash lower register and a flat plaster upper register (Figure 97). The Potting House also took its material cues from Arlington House but was designed in a minimalist Colonial Revival style without the prominent portico of the Administration Building (Figure 98). It featured the simplified dual-register stucco exterior—matching the Administration Building—with a symmetrical façade at the west and a hipped slate roof with a cupola. The greenhouse featured a steel-and-glass superstructure on a flat stucco base that matched the upper walls of the adjacent Administration Building and attached potting house (Figure 99). The superintendent's cottage (now Superintendent's Lodge #1) was located across the Chaffee Place parking lot, separated from the other three buildings in the area. As such, it was not designed to be visually compatible with the other buildings. While still Colonial Revival in its form, it featured a gable roof with dormer windows and fully flat stucco walls.

When Building #313 was constructed, its exterior was designed to complement the existing administrative buildings around the Chaffee Place parking lot (Figure 100). As with the potting house, it featured a minimalist Colonial Revival style with dual-register stucco exterior walls, a hipped slate roof, and symmetrical articulation. The recessed windows even matched those of the potting house.

In terms of Building #313's interior configuration supporting segregation of users, research conducted for this report did not identify any earlier QMC-designed comfort stations with the same segregated layout, suggesting this particular layout was designed specifically for this site.



Figure 97. Administration Building, 1931. Arlington National Cemetery.

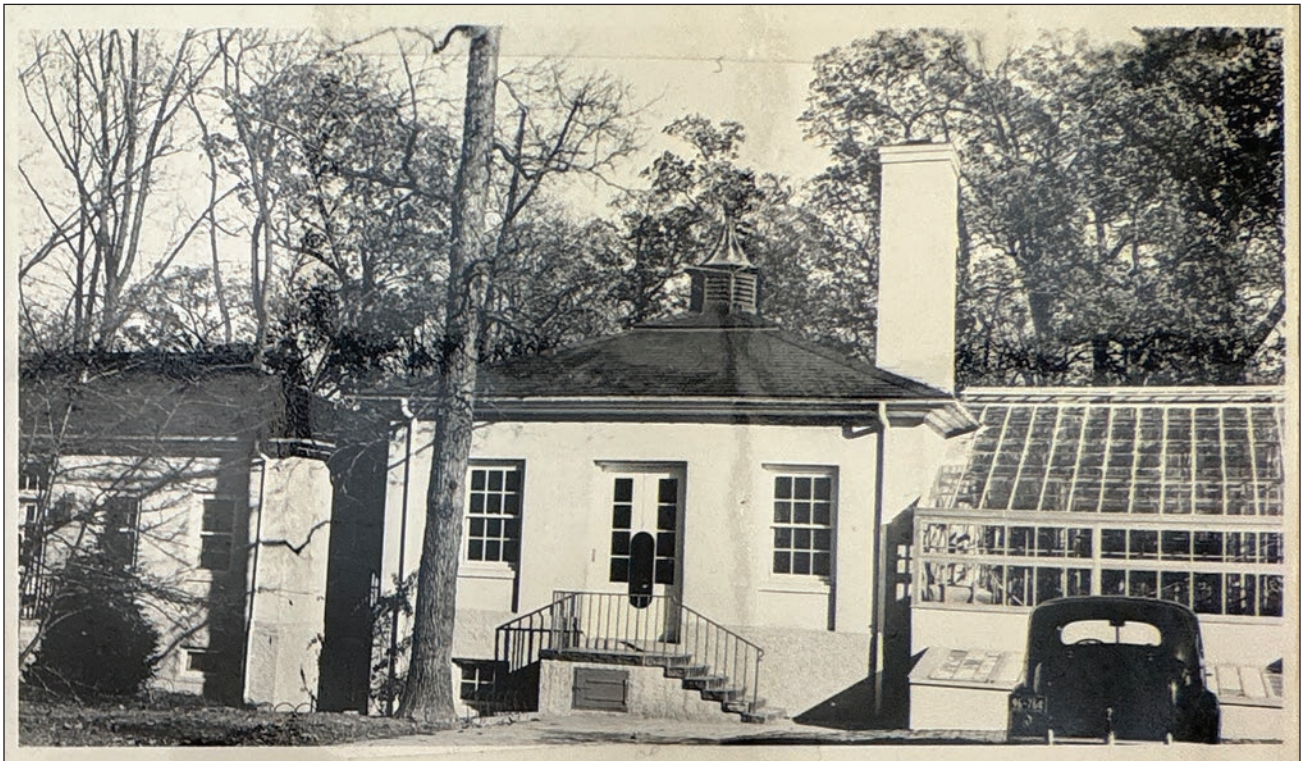


Figure 98. Potting House, 1931. Arlington National Cemetery.



Figure 99. Greenhouse, 1931. Arlington National Cemetery.



Figure 100. Building #313 main entrance, 1941. Nottingham, Completion Report, appendix.

CHRONOLOGY OF DEVELOPMENT AND USE

The original design for Building #313 is documented in a complete set of construction drawings dated June 22, 1940, including two sheets (6608-830 and 6608-835) revised on August 21, 1940. The revisions and further details were recorded in the 1941 construction completion report by the War Department's Office of the Constructing Quartermaster, which includes a limited set of construction photos, a construction progress chart, and a completion site plan in an appendix.³⁸⁴

ARCHITECTURAL DESCRIPTION OF THE ORIGINAL DESIGNS

The following architectural description of Building #313 as originally constructed is based on information from the construction drawings, the completion report, and the existing building.

Building #313 was designed and constructed as a purpose-built bi-level comfort station with segregated rest room and toilet facilities (see historical floor plan in Appendix B).³⁸⁵

Building #313 is a modest-sized building composed of two floors and an attic beneath a hip roof (Figure 102). It has a simple rectangular in form with its longer sides at the west (primary elevation) and east (rear) measuring 39 feet, nine inches and its shorter north and south sides at 21 feet, six inches.³⁸⁶ Photographs from the completion report show the brick walkway at the west entrance to the building and shrub and tree plantings flanking the main stairs (Figure 100). The report also noted that all walks around the building were to be constructed by the cemetery after completion of the building. This likely applied to the east flagstone patio as well, as it is not shown on the drawings. The drawings note that Building #313's very close adjacency to the tall, square Potting House makes it appear to be a single complex, although the two buildings are both physically and programmatically distinct and the Potting House was built in 1931, ten years before Building #313 (Figure 101).

The basement level included four distinct spaces. At the south side of the building were the entrances to the segregated spaces. The segregated women's rest room was at the southwest and the segregated men's toilet room was at the southeast.³⁸⁷ To the north of the segregated women's restroom was the segregated women's toilet room, accessed only from the rest room. At the north

side of the basement was a storage room, accessed from the east patio. The first floor featured an entrance vestibule accessed from the west. This vestibule featured entrances to the white women's toilet room at the north, white mixed-gender rest room at the east, and white men's toilet room at the south. The finishes analysis performed for this HSR (see Appendix F) suggests that the first-floor interior woodwork and metal door frames were painted cream to complement the glazed wall tiles. A full-length attic was accessed through a hatch in the men's toilet room.

Building #313 was constructed of three wythes of common brick at the basement level supported by "8 ft. reinforced concrete footings layed [*sic*] through 8 feet of fill at the north side of the building due to the sloping terrain" (Figure 103–Figure 105).³⁸⁸ The hip roof was framed with wood tied to the brick walls with two-foot anchor bolts and covered with gray slate tiles (Figure 106). Capping the hip roof was an adjustable copper ridge vent with wire mesh (Figure 107, Figure 108). The roof also featured hanging copper gutters and copper downspouts as well as cast-iron vent pipes (Figure 109). The downspouts ended at cast-iron shoes (Figure 110).

The spandrels at the first-floor level were of reinforced concrete, visible at the tops of the interior face of the exterior basement walls (Figure 111). The exterior walls were coated in stucco with a pebble dash finish at the basement level and a smooth finish at the first-floor level, separated by a smooth-finished stucco belt course (Figure 112). The exterior photos from the completion report show coatings on the upper and lower registers, although the sepia tone of the photos do not allow for an understanding of the finish colors (Figure 110, Figure 100). The finishes analysis (see Appendix F) suggests that the lower pebble dash stucco was finished with a yellow paint while the upper flat stucco featured beige pigment within the stucco that may have originally been unpainted and presented as either beige or pale yellow.

SEGREGATION IN THE ORIGINAL DESIGN

The first-floor rest rooms for white users were accessed through the main entrance at the front of the building (west elevation), up a flight of decorative rubble-granite stairs with wrought iron metal handrails (Figure 113). This entrance led to a long, narrow vestibule that, in turn, provided access to the

white women's toilet room to the north, a white mixed-gender rest room to the east, and the white men's toilet room to the south.

The basement-level facilities for Black users were accessed through an alley between Buildings #313 and #314 (potting shed) at the side of the building (south elevation), down a flight of utilitarian concrete stairs with a half-inch metal pipe handrail (Figure 114). The south elevation basement entrances led to the segregated women's rest room (west side) and the segregated men's toilet room (east side) while the east entrance led to an open storage room (see historic floor plans in Appendix B). At the north end of the segregated women's rest room was another doorway leading to the segregated women's toilet room.

While the overall floor plans in the construction drawing set do not specifically label the basement toilet facilities for segregated use, annotations in the detail plan for the toilet stalls indicate the width of the "COLORED MENS TOILET" (Figure 115).³⁸⁹ Furthermore, a photograph in the appendix of the completion report depicts the segregated basement-level entrances with signs that read "COLORED WOMENS" and "COLORED MENS" and the caption for this photograph states, "Entrance to Colored Toilet Rooms in basement" (Figure 116).³⁹⁰

In addition to the marked differences in location and access, the drawings note interior design differences between the first-floor and basement-level facilities that reveal a stark hierarchy of comfort and convenience. The first-floor facilities are spacious and include an entrance vestibule for privacy; abundant full-height windows for natural light and a view across the Arlington Woods towards Arlington House; more stalls, urinals, and sinks; and decorative finishes—quarry tile floors, glazed tile walls, smooth plaster ceilings, and marble stall partitions (Figure 117–Figure 118). The basement-level facilities are much smaller and have fewer fixtures; have fewer and smaller windows; and are designed with utilitarian finishes—concrete floors, brick walls, rough plaster ceilings, and slate stall partitions. The completion report also notes the installation of one wall-mounted drinking fountain, and although its specific location was not noted, it was likely installed in the first floor entry vestibule or rest room and only accessible by white users.³⁹¹

It should be noted that the construction completion report states that "Interior walls and partitions are faced with 5 x 8 buff colored structural glazed tile. Basement floor is of concrete and first floor is of 4 x 4 red flash quarry tile and concrete...Marble partitions and metal door partitions were installed in first floor toilet rooms."³⁹² The original drawings state that marble partitions were to be used on the first floor and slate in the basement. The completion report does not, however, specify whether the glazed tile was used at the first floor walls only or in the basement as well, unlike how it specifies the location of the various floor finishes. The report includes two detail photos inside the toilet rooms showing the quarry tile floors and tile walls. The caption for one notes that it is in the "Corner of Men's Toilet Room" (Figure 117). The use of the quarry tile on the floor indicates that these are from the first floor, even though one of the captions states—seemingly erroneously—that it shows slate partitions (Figure 118). The sheen on the partitions and visible veining instead suggest these are marble. The finishes analysis (see Appendix F) instead suggests that the basement brick walls in the segregated women's rest room were coated with a cream-colored limewash and the toilet room brick walls were originally unpainted.



Figure 101. View looking east at Buildings #313 (left) and #314 (right). Building Conservation Associates, 2025.



Figure 102. "Excavation for footings and foundations," 1941. Nottingham, Completion Report, appendix.



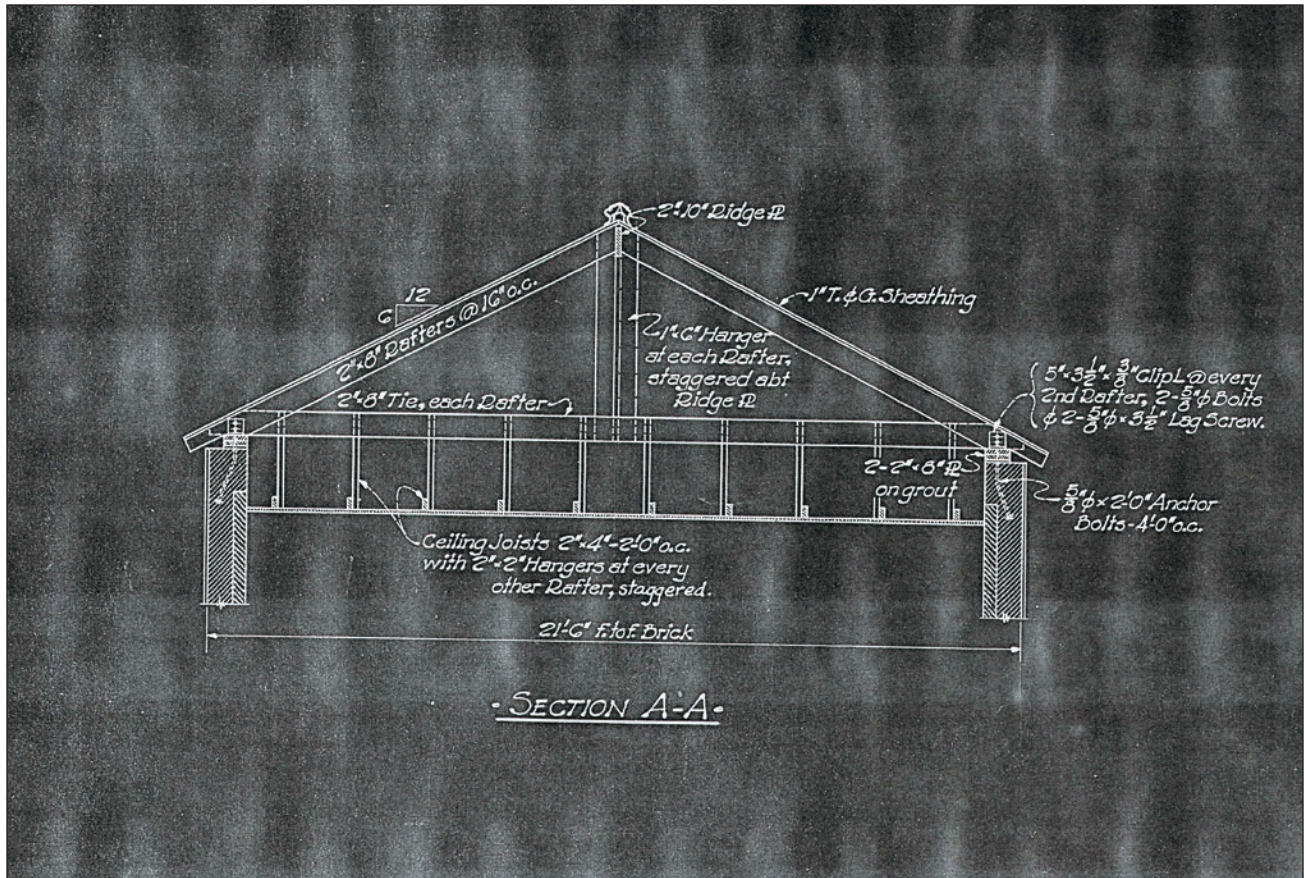
Figure 103. "Basement walls consist of three layers of common brick up to first floor," 1941. Nottingham, Completion Report, appendix.



Figure 104. "Basement wall and windows at rear of building (east elevation)," 1941. Nottingham, Completion Report, appendix.



Figure 105. Building #313 north elevation. Building Conservation Associates, 2025.

**Figure 106.**

Original roof framing detail. Drawing #6608-833, ARHO Archives.



Figure 107. Copper ridge vent on center of roof. Building Conservation Associates, 2025.

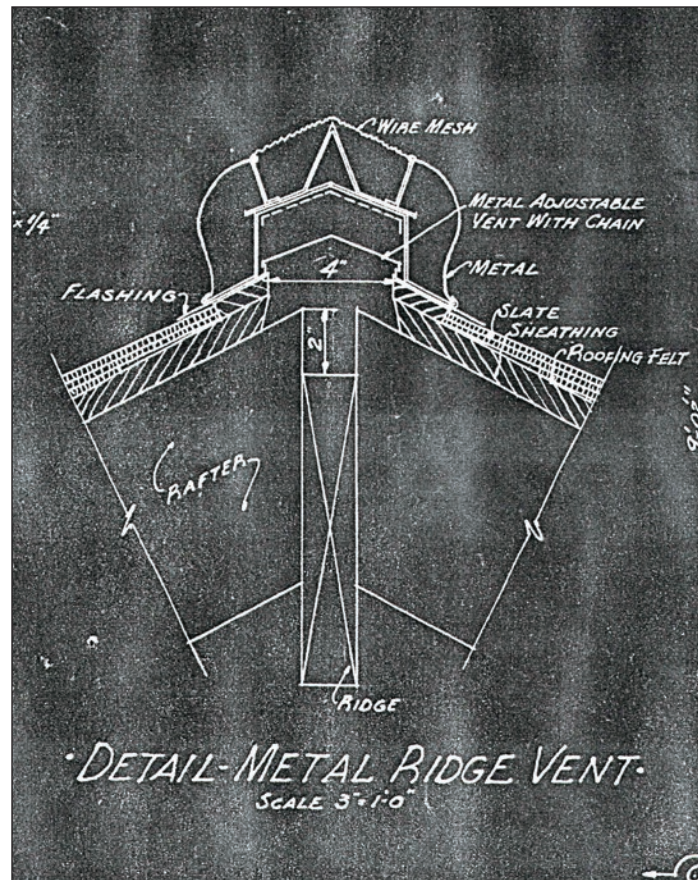


Figure 108. Original ridge vent detail. Drawing #6608-832, ARHO Archives.



Figure 109. Copper gutter, copper wire snow guards, and cast-iron vent pipe. Building Conservation Associates, 2025.



Figure 110. Painted copper downspout and cast-iron shoe, 1941. Nottingham, Completion Report, appendix.



Figure 111. Concrete spandrel at the top of the basement south brick wall in the southeast former segregated toilet room. Building Conservation Associates, 2025.



Figure 112. Building #313 west elevation showing exterior stucco finish with pebble dash at the lower register and smooth finish at the upper register and belt course. Building Conservation Associates, 2025.



Figure 113. Granite stairs with wrought iron handrails at the main (west) entrance. Building Conservation Associates, 2025.



Figure 114. Concrete stairs with metal pipe railing leading to the alley on the south side of Building #313. Building Conservation Associates, 2025.

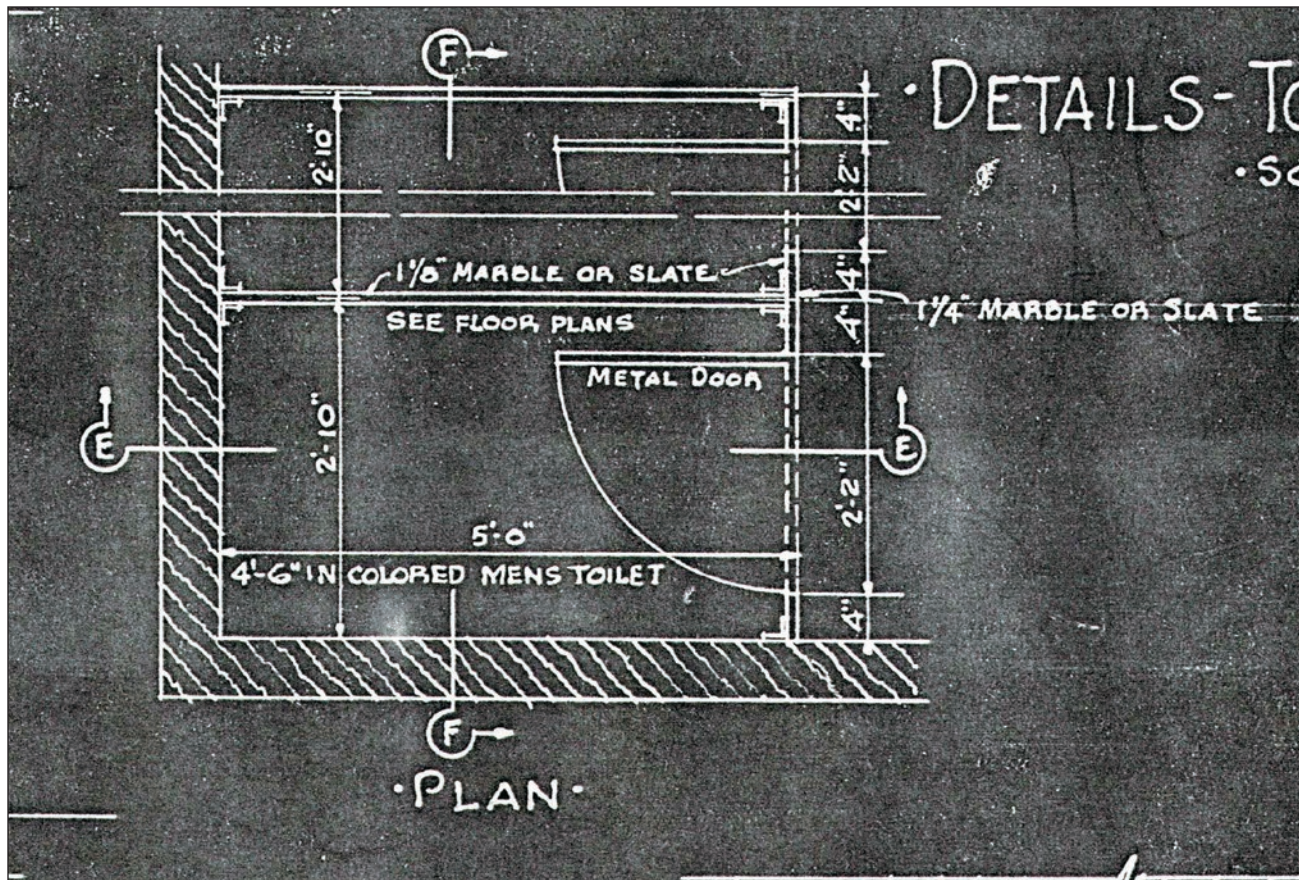


Figure 115. Detail drawing of toilet room plan with note specifying width of "COLORED MENS TOILET," 1940. Drawing #6608-833, ARHO Archives.



Figure 116. Basement-level entrances at the rear (south) alley designated for "Colored Women" and "Colored Men," 1941. Note the signs designating these entrances for "COLORED WOMEN" and "COLORED MEN." Nottingham, Completion Report, appendix.



Figure 117. "Corner of Men's Toilet Room, showing tile walls, chromium plated shelves and mirrors," 1941. Nottingham, Completion Report, appendix.



Figure 118. "Water closets tile walls and slate partitions," 1941. Nottingham, Completion Report, appendix.

BASEMENT

The basement spaces all had similar construction with reinforced concrete floors on gravel fill, solid brick masonry walls that intersected the floor with a half-inch mastic joint, and a thin half-inch plaster ceiling. Each of the three paneled single-leaf wood entrance doors were glazed with nine lites of obscured glass and had concrete sills, metal thresholds, bronze hardware, and bronze kick plates (Figure 119). The door separating the segregated women's rest room and toilet room was a solid six-panel door (Figure 120). The west and north windows were small three-lite horizontal hopper windows glazed with obscure glass. These were framed with wood and featured exterior stone sills (Figure 121). The three east windows were double-hung six-over-six wood windows with obscure glass glazing, wood frames, and exterior stone sills (Figure 122). Two of these windows lit the segregated women's toilet room while one lit the segregated men's toilet room.

The segregated women's toilet room featured three toilet stalls along the south wall, each with slate partitions and metal doors affixed to hollow metal tubing. The toilets were manufactured by Standard Sanitary Manufacturing Company ("Standard") and featured elongated bowls made of acid-resistant enamel, Watrous Imperial flush valves, and sani-black Church seats.³⁹³ On the north wall was a battery of three sinks with self-closing faucets manufactured by Standard. Above the sinks were chromium-plated brass shelves and brackets as well as U.S. 26 dual chromium-plated 18-inch by 12-inch mirrors in chromium-plated brass frames. The mirrors were affixed to the walls with brass plates and chromium-plated brass tap screws. At the east end of the room was a ceiling-mounted overhead radiator and the center of the ceiling featured a light fixture with a 10-inch glass shade (Figure 123).

The segregated men's toilet room featured two stalls in the northwest corner and two urinals along the north wall. The toilets were the same as in the segregated women's toilet room. The urinals were 18 inches wide; it is unknown how tall they were. The urinals were also manufactured by Standard, featured Watrous Imperial flush valves, and were likely made of acid-resistant enamel. Next to the stalls on the west wall was a service sink made of cast iron and acid-resistant enamel, also manufactured by Standard, and on the east wall was a battery of two sinks with a shelf and mirrors of the same design as the segregated women's toilet room. A large slate partition provided some privacy

between the south entrance door and the toilets. An overhead radiator was positioned on the east side of the room and a similar light fixture to that in the segregated women's toilet room was mounted at the center of the ceiling (Figure 124).

None of the historic documents indicate how the segregated women's rest room or the storage room were furnished. An overhead radiator hung on the south side of the rest room and a light fixture was mounted at the center of each ceiling. The drawings note that the storage room was unheated and that the heating system for the building was installed in the adjacent Building #314 with pipe lines "brought in through the south wall by means of 4" pipe run under the concrete steps between the two buildings."³⁹⁴ The electrical wiring "for the motorized valves of the heating equipment, located in the southwest corner of the basement" was run into the building from Building #314 through underground conduit to a new electric panel in the basement storage room.³⁹⁵



Figure 119. Entrance door to the southwest basement room. Building Conservation Associates, 2025.



Figure 120. Paneled door separating southwest and center basement rooms. Building Conservation Associates, 2025.



Figure 121. Basement window at north elevation. Building Conservation Associates, 2025.



Figure 122. Basement window at east elevation. Building Conservation Associates, 2025.

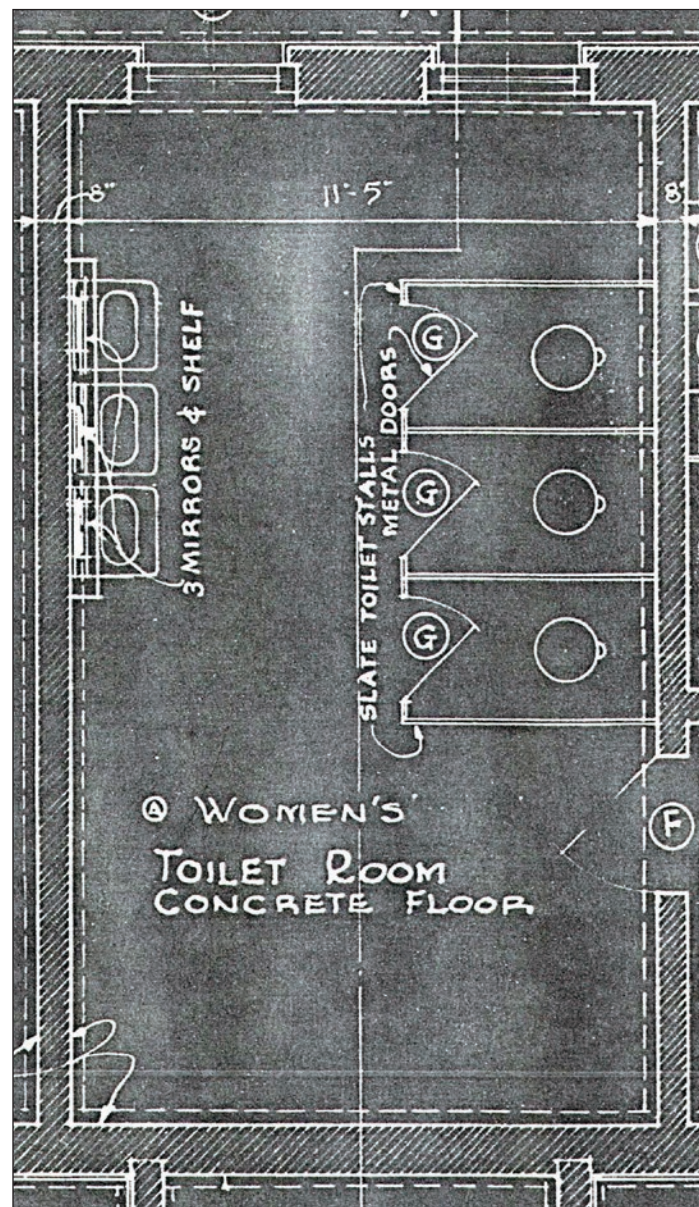


Figure 123. Plan of segregated women's toilet room at center of basement. Drawing #6608-830, ARHO Archives.

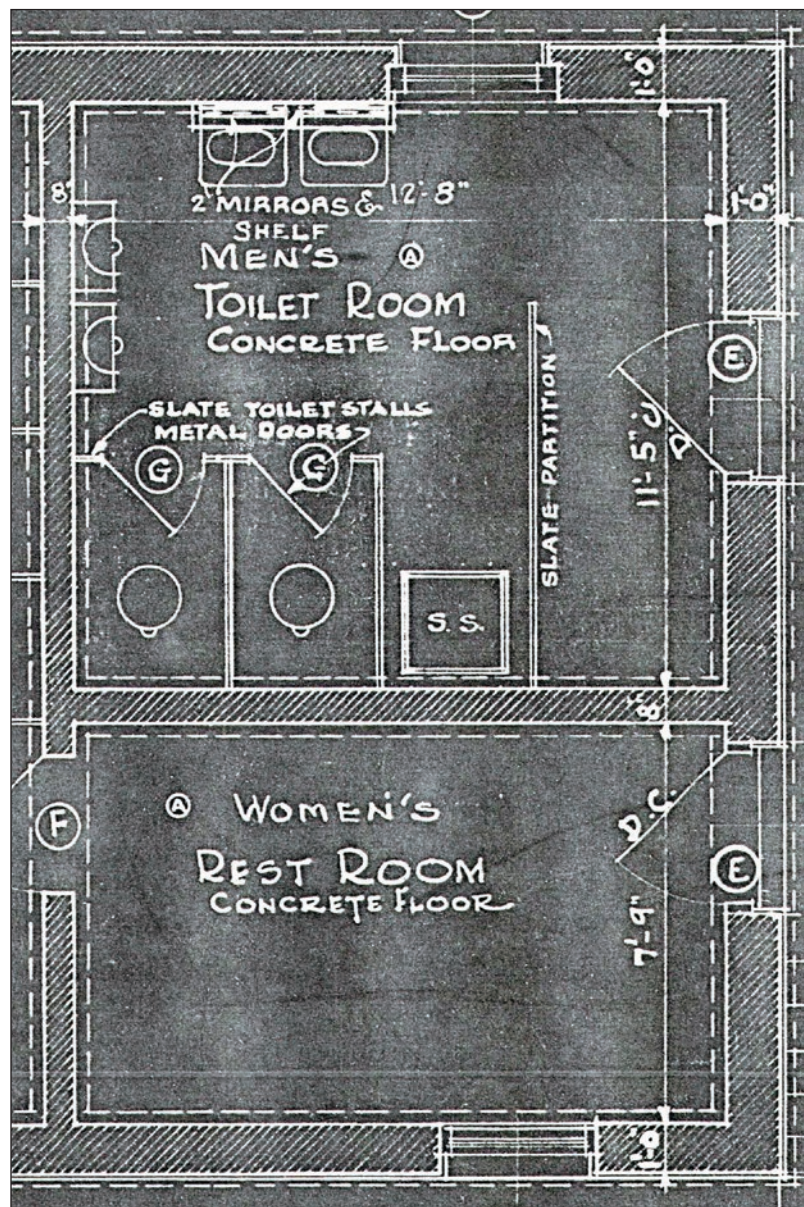


Figure 124. Plan of segregated women's rest room and men's toilet room at east side of basement. Drawing #6608-830, ARHO Archives.

FIRST FLOOR

The door opening at the main entrance had a thick wood frame with a marble base and a granite sill. Each leaf of the paneled double-leaf wood door was glazed with six lites of clear glass and had bronze hardware and a bronze kickplate. The front door also featured out-opening paired screen doors with a black cruciform decoration in the middle (either paint or an escutcheon) (Figure 100). A six-lite fixed wood transom spanned the door opening (Figure 125). The first floor was finished with quarry tile floors on a reinforced concrete substrate, structural glazed tile walls that curved at the base to intersect with the floor, and a suspended half-inch plaster ceiling with two-inch by two-inch hangers supporting wood furring and metal lath (Figure 126, Figure 127). The six-paneled single-leaf wood vestibule doors at the interior entrances to the north and south white toilet rooms were set into narrow metal surrounds (Figure 128).

The door from the vestibule to the white rest room at the east was a four-inch wider version of the north and south toilet room entrance doors. The first-floor windows on the north and south elevations were six-lite hopper windows with obscure glass, wood frames, and stone sills. The west windows and those on the east that lit the white toilet rooms had 12-lite double-hung sash with obscure glass, wood frames, and stone sills (Figure 129). In the center of the east elevation, a tripartite window with a central 12-lite double-hung sash flanked by two eight-lite double hung sash, all in a wood frame with stone sill, lit the white rest room (Figure 130). The tripartite window was the only window on the building with clear glass. On the interior, all of the windows featured either wood or bullnose glazed tile sills (Figure 131). The construction drawings show flush wood sills at first-floor windows but the construction completion report notes “Interior window sills on first floor are of Bull Nose glazed tile.”³⁹⁶

The white women’s toilet room on the north side of the building featured five toilet stalls along the south wall, each with marble partitions and metal doors affixed to hollow metal tubing. Along the north wall was a three-sink battery and a two-sink battery with mirrors and shelving (Figure 132). In the white men’s toilet room, there were four toilet stalls along the north wall and six urinals along the south wall towards the east side of the room. On the south wall towards the west side, separated from the urinals by a marble partition, were two two-sink batteries with mirrors and shelves. Just west of the stalls

on the north wall was a service sink (Figure 133). All fixtures including toilets, urinals, sinks, mirrors, and shelves were from Standard, the same manufacturer for the fixtures in the segregated basement toilet rooms. In the ceiling above the westernmost men's toilet stall was a scuttle that provided attic access. The drawing detail for the scuttle shows only a wood panel hinged to open into the attic (Figure 134).

All of the first-floor spaces featured American Radiator Company under-window radiators (Figure 135). One at each window on the east and west side of the building. The two in the vestibule were slightly smaller than the others (Figure 136). The toilet rooms vented through cast iron stacks in the roof. As with the basement rooms, each of the first-floor rooms featured a central ceiling-mounted light fixture. The vestibule featured three of these ceiling-mounted light fixtures and the electrical switch panel.

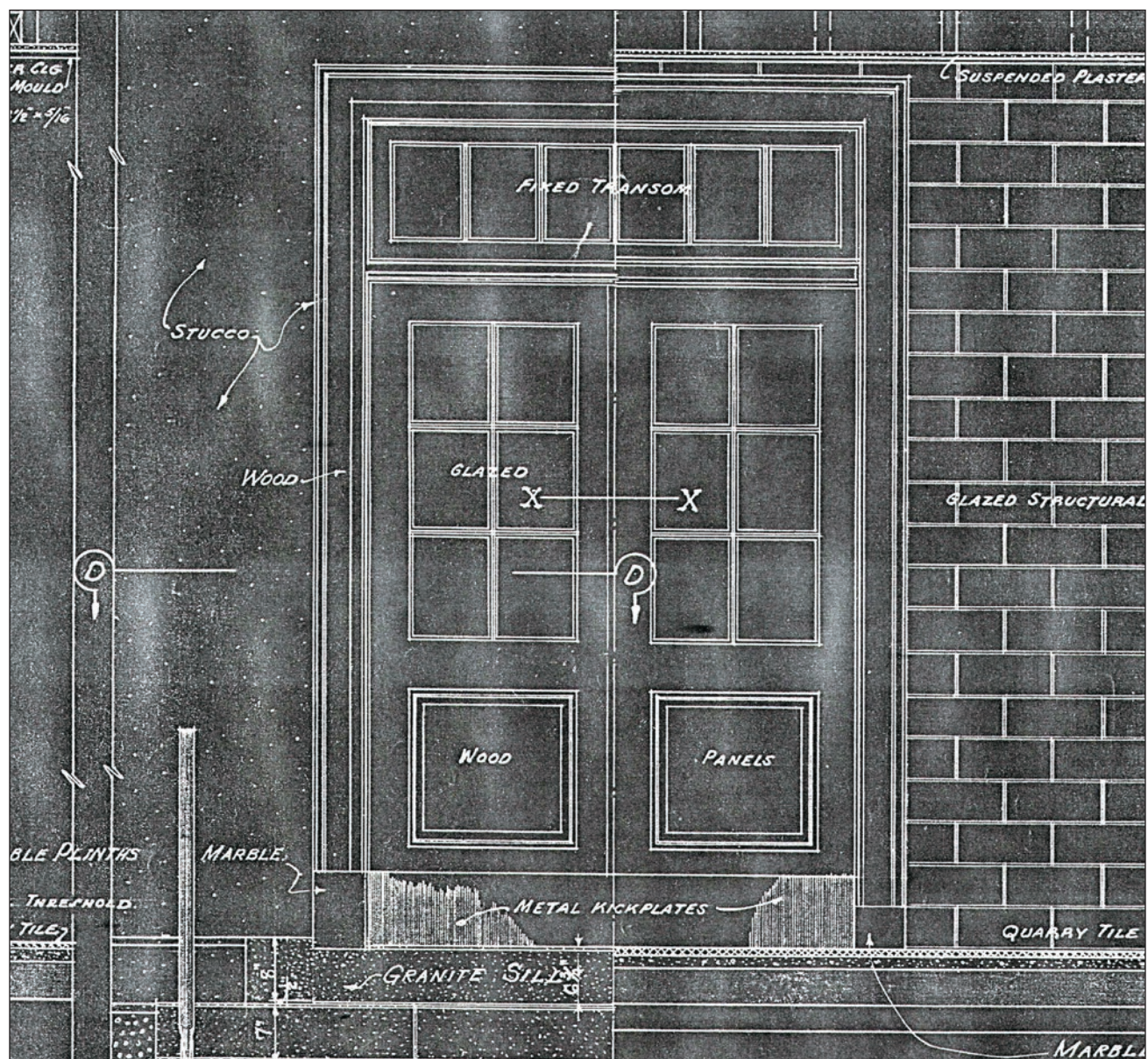


Figure 125. Detail of main (west) entrance door. Drawing #6608-832, ARHO Archives.



Figure 126. Glazed tile wall and quarry tile floor in first-floor vestibule. Building Conservation Associates, 2025.



Figure 127. Suspended plaster ceiling with wood cornice in first-floor vestibule. Building Conservation Associates, 2025.

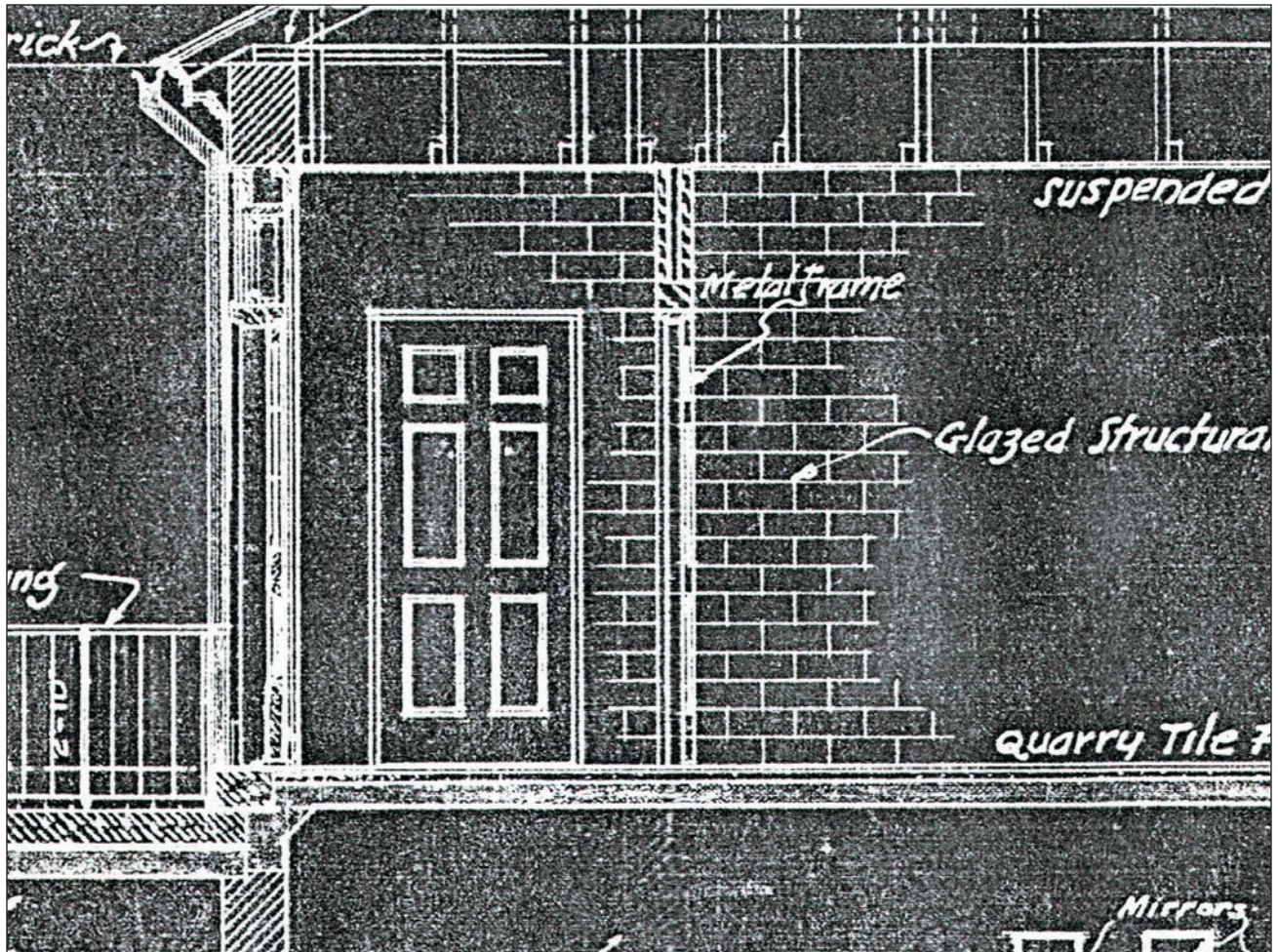


Figure 128. Detail of first-floor north interior door. Drawing #6608-831, ARHO Archives.



Figure 129. Double-hung first floor windows at west elevation. Building Conservation Associates, 2025.



Figure 130. Tripartite window on east elevation. Building Conservation Associates, 2025.



Figure 131. Bullnose glazed tile sill at west elevation window. Building Conservation Associates, 2025.

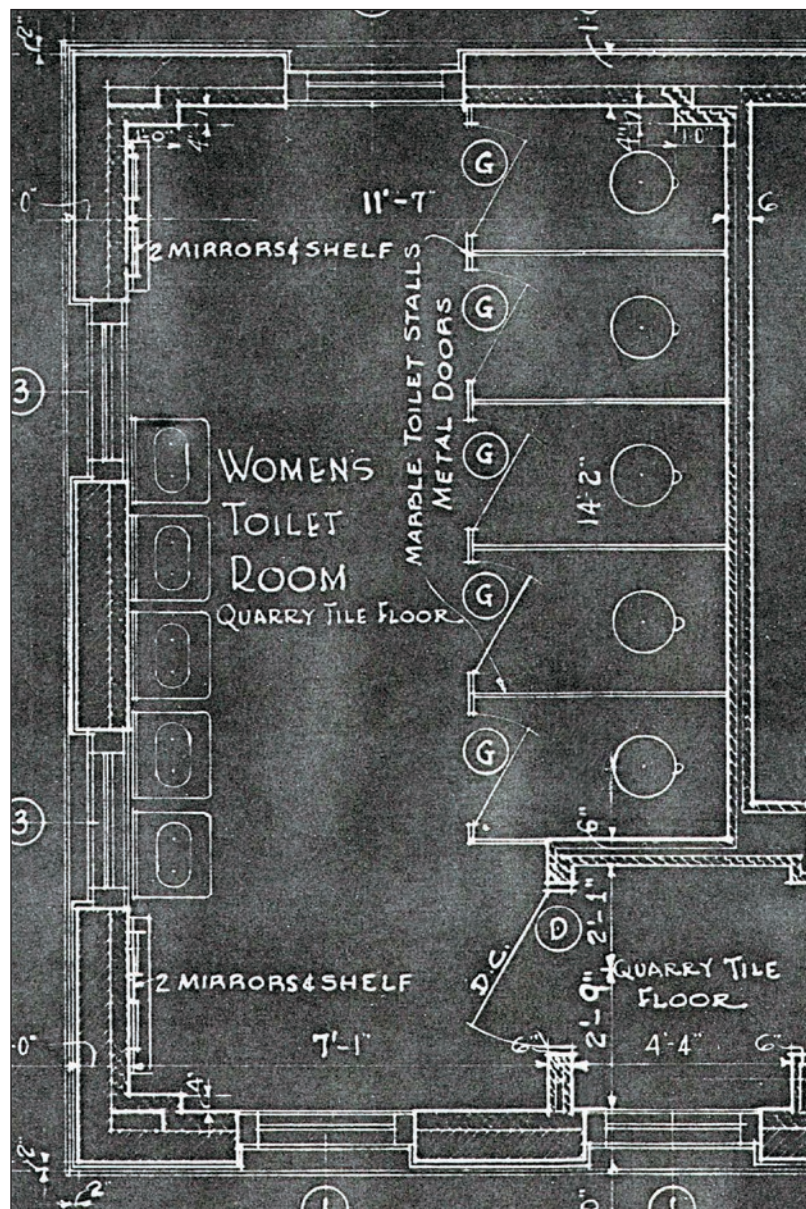


Figure 132. Plan of white women's toilet room. Drawing #6608-830, ARHO Archives.

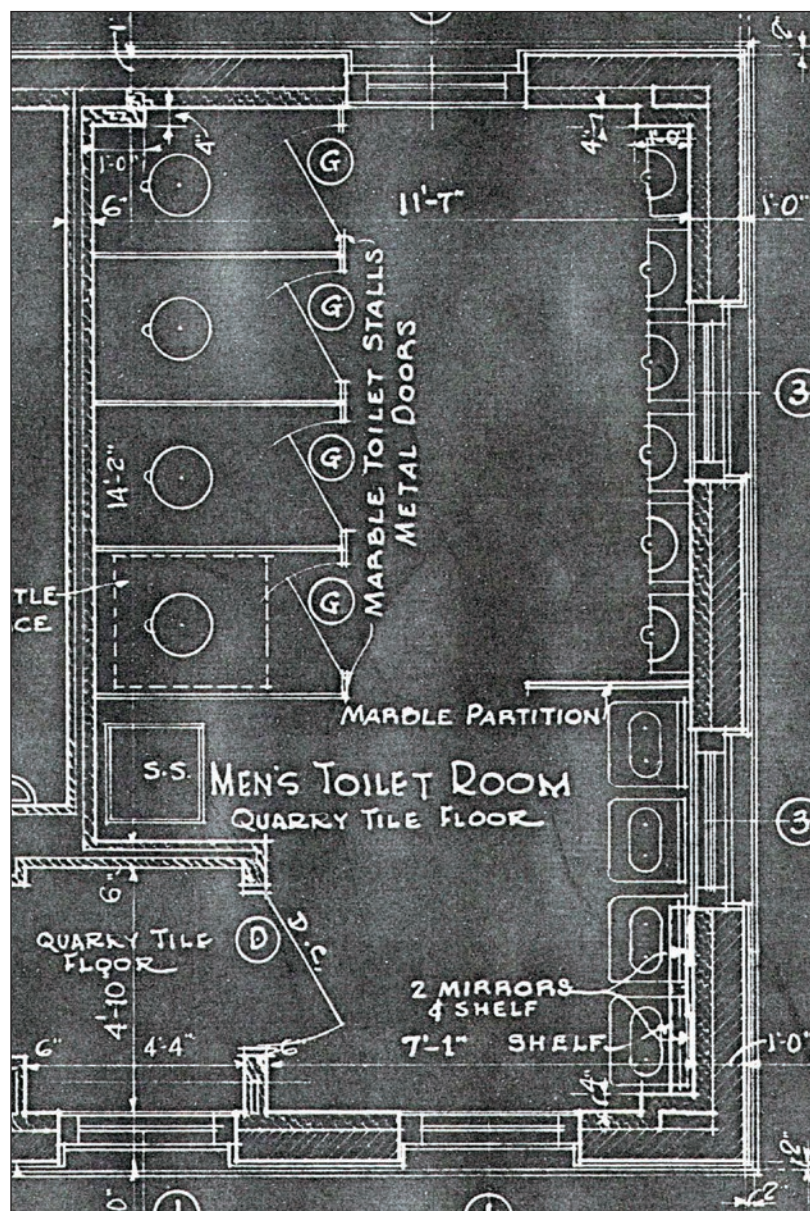


Figure 133. Plan of white men's toilet room. Drawing #6608-830, ARHO Archives.

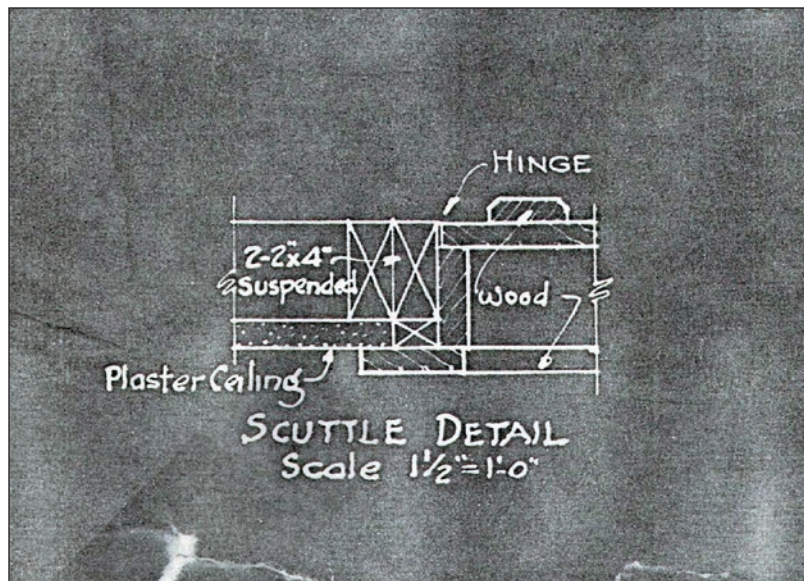


Figure 134. Detail of attic scuttle. Drawing #6608-830, ARHO Archives.



Figure 135. Radiator in first-floor south room, site of former white men's toilet room. Building Conservation Associates, 2025.



Figure 136. Radiator in first-floor vestibule. Building Conservation Associates, 2025.

TIMELINE OF CONSTRUCTION, USE, AND ALTERATIONS

June 22, 1940: Design—The QMC completes original construction drawing set for Building #313, a new comfort station, approved by Maj. Elsmore J. Walters.

August 7, 1940: Design—The QMC completes original project specifications for construction of Building #313.³⁹⁷

October 21, 1940: Design—The QMC completes construction drawing revisions for Building #313, approved by Maj. Elsmore J. Walters.

November 1, 1940: Construction—Office of the Quartermaster General authorizes the contract award for Building #313 to Lee T. Turner.³⁹⁸

November 8, 1940: Construction—The QMC sends contract award letter to Lee T. Turner.

November 13, 1940: Construction—The QMC contract W 6141 qm-375 is executed with Lee T. Turner.

November 18, 1940–April 8, 1941: Construction—Lee T. Turner constructs Building #313 at the Chaffee Place public parking lot administrative area.

April 11, 1941: Administration—The QMC transfers ownership of Building #313 to ANC.

1941: Maintenance—ANC staff painted the store room [*sic*] in basement.³⁹⁹

June 30, 1960: Maintenance—ANC staff repaired the slate roof.⁴⁰⁰

December 31, 1961: Maintenance—ANC staff undertake various repairs at Building #313 including: installation of one (1) metal door; construction of 20 window screens; repairs to three flush valves and a heat control valve; removal of drinking fountain; replacement of four (4) window “glasses” [*sic*]; painting of building.⁴⁰¹

June 30, 1963: Maintenance—ANC staff repair rear door.⁴⁰²

September 1966: Planning/Administration—The NPS produces a master plan for Arlington House (then called the Custis-Lee Mansion) with the objectives of upgrading the facilities for visitor use, better resource conservation, and communication improvements. This plan notes that the 1921 comfort station on the grounds of the mansion is not part of the site's period of interpretation and do not adequately meet public needs and should be demolished. Building #313's facilities should be "alter[ed] & expand[ed]" and "modernized."⁴⁰³

November 4, 1981: Administration—The Department of the Army approves the transfer of the ownership and use of Building #313 to the NPS, signed by Lieutenant Colonel William R. Flick, Chief of the Memorial Affairs Division. The Department of the Army retains control of the land beneath the building.

February 24, 1982: Administration—The Department of the Army finalizes the transfer of the ownership and use of Building #313, including permission to use the underlying land, to the NPS. The "Transfer and Acceptance of Military Real Property" notes that "This transfer is made without reimbursement."⁴⁰⁴

February 24, 1982: Use—The NPS begins using Building #313 as administrative offices.⁴⁰⁵ No documentation from this time period proving specific changes made to the building to support its adaptive reuse as office space has been located. However, see "Undated Alterations" below for a list of renovation work likely related to this change in use.

November 13, 1996: Administration—The Department of the Army grants the National Park Service a five-year continued use permit for the 0.31 acres of land beneath Building #313.

May 18, 2011: Administration—The Department of the Army transfers ownership of the land under Building #313 to the NPS with an agreement signed by Craig R. Homesley, Chief of the Civil Projects Support Branch of the Real Estate Division.⁴⁰⁶

September 2020: Installation—The NPS installs a new VHF radio antenna is installed on an existing antenna mast on the east side of the building. The new cables use an existing penetration in the building.

March 29, 2023: Planning/Administration—The GWMP proposes the installation of a new heating and cooling system in Building #313.

August 24, 2023: Planning/Administration—The GWMP issues a presolicitation for a Historic Structure Report in anticipation of a future renovation of Building #313.

April 1, 2024: Testing—Hazardous materials testing is completed by AMA Analytical Services, Inc. According to the report, lead is identified in the two paint samples, but no asbestos is detected.

August 15, 2024: Deterioration/Maintenance—The original east basement door to the center room rotted and required replacement. The door was finally replaced in 2025 with the current door.

2024: Installation—The NPS installed a direct expansion (DX) split-system heat pump with heat pump unit on the flagstone patio at the east side of the building. The installation includes refrigerant lines penetrating the pebble dash wall and running to a fan coil unit, with ductwork routing through the attic.

March 27, 2025: Fundraising—The Arlington House Foundation includes “Archival Documentation Identification and Repair of the Curatorial Building” on their website as a project for which they are currently raising funds. The solicitation notes that:

In sum, although David Rubenstein gave \$12.5 Million for the restoration of Arlington House and outlying buildings, nothing was allocated to the repair and maintenance of the Curatorial Building where so much of the Arlington House archival materials are located. The Curatorial Building currently lacks proper air conditioning/humidification, electronic and digital research aids and a comfortable work environment for staff and researchers. This project will ensure that all Arlington House documents are properly identified, archived, and digitized and are made accessible to staff and researchers in a productive work environment for staff, historians, researchers, and the public.⁴⁰⁷

UNDATED ALTERATIONS AND CHANGES IN USE

According to the 1996 documents permitting the NPS use of the land beneath Building #313, “Prior to transfer of Building P-113 [old number] to the grantee [NPS] on 24 February 1982 and subsequent permitting of the underlying land, the building and site were used as a comfort station for the visiting public.

The grantee has since used the building and land as an administrative office in conjunction with the Arlington House.” The following alterations were made by the NPS after the 1982 transfer of use, although no documentation has been located to determine the exact chronology or details of these alterations:

- Removal of all toilet infrastructure from the first floor and basement.
- Refinishing of the interior with HDF wall paneling in the north and south spaces.
- Installation of suspended ACT ceilings in the north and south spaces.
- Installation of a new boiler system with infrastructure in the southwest basement room and large aluminum vent flue at the southwest corner of the building.
- Installation of new HVAC infrastructure on east patio.
- Initial installation of radio antennae prior to 2020 installation of new VHF radio antenna noted above.
- Reconfiguration of one of the east basement windows to accommodate a new doorway to the center basement room, originally the segregated women’s toilet and room and converted to a storage room.
- Replacement of the door to the southeast basement room, originally the segregated men’s toilet room, with a new paneled door without glazing.
- Replacement of main entrance door at the west elevation with new secure door.
- Installation of new electrical and fire safety boxes in the first-floor vestibule.
- Installation of closet partitions in the north basement room, originally the white women’s toilet room.
- Installation of window A/C units at the first-floor windows.
- Retrofit of the original exterior lantern sconces to accommodate LED lamps.

It is also unclear when the NPS transitioned from using Building #313 to its current curatorial use, although as noted below, this was the use by 2012.

The author of this HSR discussed the recent history of Building #313 with Kimberly Robinson, a Staff Curator for the National Park Service, formerly serving as a Museum Curator with GWMP from 2008 to 2021.⁴⁰⁸ Kimberly’s duty station from 2012 to 2021 was in Building #313 and she relayed the following physical alterations and changes in use during her time in the building.

- Building #313 was in use as the ARHO Curatorial Building until the 2020 COVID-19 pandemic resulted in staff working remotely.
- Prior to Kimberly’s arrival in 2012, the first floor was already being used in the same manner as it is today: the north first-floor spaces were used as the Curator’s office and archival storage, the south first-floor spaces were used as staff offices and archival storage, the southwest basement room hosted the boiler, the southeast basement room was used for storage, the center basement room was used for storage of large objects, and the north basement room was used for storage and a wash room with laundry facilities for cleaning ARHO textiles.
- When staff returned from remote work in 2021, Building #313 remained empty due to issues with the heating and fire detection systems.

- During Kimberly's tenure at Building #313, the NPS accomplished several projects at Building #313, although the specific dates are not known:
 - NPS repainted several areas of the building. The base of the building was painted an off-white color to distinguish it from the all-white Army buildings.
 - The Fire Department installed the Knox Box emergency key box at the main entrance.
 - The security system was upgraded.
 - The brick paths were repaired.
 - Pest control was attempted for rodents and snakes.

PHYSICAL DESCRIPTION

Building #313 is a two-story stucco-faced brick building in the Colonial Revival style built in 1941 on a hillside at the far northwest corner of ANC, behind Arlington House. This area features the 1931 Administration Building (Building #300), the 1931 Potting House (Building #314), and the 1934 Chaffee Place public parking lot (Figure 137). Building #313's primary public elevation faces the west with the original segregated entrances at the basement level accessed from the south down a set of concrete site stairs (Figure 116). The north elevation reflects the steep grade between the first floor and basement (Figure 105).

SITE AND SETTING

Building #313 is surrounded on two sides (north and east) by a densely wooded landscape (Figure 138), although there is a small flagstone patio to the east before the grade drops off into the woods (Figure 139). The patio ends abruptly at the north side of the building (Figure 140). The primary entrance on the west fronts the north edge of the Chaffee Place parking lot (Figure 137) while the former segregated entrances at the south face a narrow five-foot, ten-inch concrete-paved alley between Buildings #313 and #314.⁴⁰⁹ The primary entrance is accessed via a brick walkway from the asphalt parking lot up a set of wide rubble granite masonry steps with a deep landing and simple wrought-iron black-painted handrails leaded in the stone and attached to the stucco wall. A large hackberry tree (*Celtis occidentalis*) stands just south of the brick walkway; its roots have caused part of the walkway to heave (Figure 141). The brick walkway also diverts around the tree to the south of the concrete site steps down to the former segregated entrances, and out to the flagstone patio at the east side of the building. These site steps are separated from Building #314 by a concrete slope to divert water (Figure 114). The east elevation includes two entrances to basement spaces, the northmost which is in its original location, and a more central door that replaced an original window (Figure 142).

Visible through the densely wooded landscape to the east, particularly during winter months when the trees are mostly bare of leaves, is Arlington House and its outbuildings (Figure 143). On the opposite side, across the former Chaffee Place parking lot to the west, is ANC Section 1 and the Fort Myer entrance gate. Also in proximity to Building #313 are the Pan Am Flight 103 Memorial, the James Tanner Amphitheater, and ANC Section 26, all to the south (Figure 144).



Figure 137. The Potting House (left) and Administration Building (right) to the south of Building #313. View looking northeast. Note also the Chaffee Place public parking lot. Building Conservation Associates, 2025.



Figure 138. Densely wooded landscape to the northeast of Building #313. View looking northeast. Building Conservation Associates, 2025.



Figure 139. Original flagstone patio to the east of Building #313. View looking north. Building Conservation Associates, 2025.



Figure 140. Flagstone patio to the east of Building #313. View looking south. Building Conservation Associates, 2025.



Figure 141. Brick walkways and large hackberry tree west of Building #313. View looking northeast. Building Conservation Associates, 2025.



Figure 142. East elevation of Building #313. Note the center door that replaced an original window penetration. Building Conservation Associates, 2025.



Figure 143. View looking east from Building #313 towards Arlington House. Building Conservation Associates, 2025.



Figure 144. James Tanner Amphitheater. View looking east. Building Conservation Associates, 2025.

EXTERIOR DESCRIPTION

The exterior of Building #313 is distinguished by its two horizontal registers of painted stucco. The lower register, which sits directly on the ground, is faced with pebble dash giving a rough texture beneath cream-colored paint while the upper register is smoother stucco with a sanded finish beneath white paint. The two registers are separated by a smooth-finished stucco belt course. The wall is capped with a cream-painted wood cornice. Many of the doors appear to be original to the building, with the exception of the paneled door to the former segregated men's room—which would have originally matched the existing door to the adjacent former segregated women's room—and the central door on the east elevation, which is a replacement of a former window opening, installed when the former segregated women's toilet room was converted into a storage area. (Figure 145). Nearly all of the doors and frames; windows, frames, and sills; and downspouts and shoes have been painted white. The exception to this is the new door on the east elevation, which is unpainted (Figure 146).

Each of four elevations feature door and/or window penetrations, all of which are recessed slightly into the stucco walls. The basement-level window recesses are framed tight to the penetrations while the upper-level window recesses extend down to the belt course, approximately 27 inches below the windowsills (Figure 129). Two basement-level windows on the west elevation are horizontal three-light, wood-framed hoppers with wide rails and narrow vertical mullions above a stone sill. At the north elevation, one of these same basement windows remains while the easternmost window has been modified with a vent replacing the center lite (Figure 147). At the east elevation, the basement windows are unmodified from the original full-height, double-hung, wood-framed sash over a stone sill (Figure 122). The central window has been modified with a plank and pipe to vent mechanical equipment in the central storage space (Figure 148).

The first-floor windows on the east and west elevations are double-hung, wood-framed six-over-six sash over a painted stone sill while the north and south feature smaller six-lite wood-framed hopper windows. At the double-hung windows, the lower operable sash is covered by a mesh screen inset in the frame (Figure 129). On the west elevation, two double-hung windows flank either side of the primary entrance (Figure 149). The east elevation features single double-hung windows on either side of a central wood-framed tripartite window

with a central six-over-six double-hung sash and two flanking four-over-four double hung sash (Figure 142). On the north and south elevations, the sash have been replaced with window A/C units and plywood (Figure 150) while the northernmost window on the east elevation has been blocked from the inside by a sheet of plywood (Figure 151).

The primary entrance on the west elevation features a metal double door with nine-lite glazed panels beneath a fixed six-lite horizontal wood transom. The door sits on a carved granite sill threshold (Figure 149). The painted wood door surround sits on painted marble plinth blocks (Figure 152). The two basement doors to the former segregated facilities are wood paneled and sit above a black-painted concrete threshold (Figure 153).

At the east elevation, the new central doorway features a concrete threshold and an unpainted paneled wood door with a white-painted frame (Figure 148). To the north is an original door opening to the historical and current storage area with a paneled wood door with nine-lite glazing, a bronze kick-plate, and a black-painted concrete threshold (Figure 154).

The exterior of Building #313 features several additional details. At the west elevation, two decorative wrought-iron lantern sconces flank the primary entrance (Figure 155). These sconces match the fixtures in historic photographs of the building (Figure 100). Additional floodlight fixtures have been added to the upper corners of the elevation; visible wiring for these lights runs up the north downspout and across the cornice (Figure 156). In addition, a large sheet metal vent stack runs up the south side of the elevation from the basement to above the roof (Figure 102). A black SelecTone® speaker is also visible at the cornice line (Figure 157). Lastly, an electronic security box has been installed on the north side of the door surround (Figure 149).

At the south elevation, a single lantern sconce, which matches the fixture in a historical photo, is positioned between the two doors (Figure 158, Figure 116). In addition, above each door is a small metal anchor that formerly supported signage identifying these entrances as the segregated facilities (Figure 159). The signs are no longer extant, but the anchors remain. A small light fixture has been installed at the upper east corner with visible wiring from the floodlight at the west elevation (Figure 160).

At the east elevation, two small vents are present at the top of the lower register on the south side of the wall; these appear in the original drawings to vent the white men's toilet room (Figure 161). There are also electrical boxes and conduits attached to building on the east elevation that feed underground wiring into the building. These are also connected to wiring and an antenna that rises above the roofline (Figure 162). An air conditioner sits on the flagstone patio with conduit that runs through the wall (Figure 163). On the north elevation, a small antenna rises above the roof line and is connected to a small box at the cornice (Figure 105).

The hip roof of Building #313 is composed of gray slate shingles on a 6/12 conventional pitch supported by wood framing that extends beyond the exterior walls with a short eave. Running north-south along the center of the roof is a raised adjustable copper ventilator with a wire mesh cover, used historically for ventilation of the first floor (Figure 107). Other roof features include copper snow guards and three four-inch cast iron-capped roof pipes—one on the west side and two on the east side—that historically vented the building's plumbing system. The roof edge includes a five-inch hanging copper gutter that drains to three-inch copper downspouts with cast iron shoes (Figure 109–Figure 110).



Figure 145. Entrances to the former segregated public toilet facilities in Building #313. Building Conservation Associates, 2025.



Figure 146. Unpainted wood door at center of east elevation. Also note the extra piece of wood to fit the new door to the existing frame.
Building Conservation Associates, 2025.



Figure 147. Modified basement window at the north elevation. Building Conservation Associates, 2025.



Figure 148. The center of the east elevation showing modifications made to the original windows. Building Conservation Associates, 2025.



Figure 149. Double-hung windows flanking the main (west) entrance. Building Conservation Associates, 2025.



Figure 150. Window A/C unit installed in the east first floor window on the north elevation. Building Conservation Associates, 2025.



Figure 151. Plywood covering the north first floor window on the east elevation. Building Conservation Associates, 2025.



Figure 152. Rubble granite landing and carved granite sill at main (west) entrance. Also note the painted marble plinth blocks of the surround. Building Conservation Associates, 2025.



Figure 153. Black-painted concrete threshold at the entrance to the former segregated women's restroom. Building Conservation Associates, 2025.



Figure 154. North door on the east elevation. Building Conservation Associates, 2025.



Figure 155. Decorative lantern sconce on west elevation. Building Conservation Associates, 2025.



Figure 156. Northwest corner of Building #313. Building Conservation Associates, 2025.



Figure 157. Detail of the SelecTone® speaker below the west cornice. Building Conservation Associates, 2025.



Figure 158. Detail of the lantern sconce on south elevation. Building Conservation Associates, 2025.



Figure 159. Small metal anchor for former segregation signage over south entrances. Building Conservation Associates, 2025.



Figure 160. Small light fixture in upper southeast corner. Building Conservation Associates, 2025.



Figure 161. Small metal vents on east elevation. Building Conservation Associates, 2025.



Figure 162. Electrical boxes, conduit, wiring, and an antenna on the east elevation. Building Conservation Associates, 2025.



Figure 163. Air conditioning unit at east side of building. Building Conservation Associates, 2025.

INTERIOR DESCRIPTION

BASEMENT

The original interior configuration of Building #313 is mostly intact, although the use of most of the spaces has changed. In the basement, there are four distinct spaces, each accessible through their own exterior door, but all currently used for storage or to house mechanical equipment. All of the floors at this level are gray concrete, walls are painted brick, and ceilings are painted plaster (Figure 164). The exterior walls are capped with reinforced concrete spandrels (Figure 165). Nearly all remnants of the basement's original use as a segregated comfort station have been removed, although a few indicators remain.

At the southwest side of the building, the former segregated women's rest room originally connected on its north side to the central segregated women's toilet room. The opening between the two spaces remains but has been blocked from the central room side with wood pegboard (Figure 120–Figure 166). The narrow southwest room currently houses mechanical equipment and is filled with ductwork and piping (Figure 167). Laid against the east wall are six large slate partitions that appear to be the historic black slate toilet stall partitions from the two segregated toilet rooms (Figure 168). The door retains original obscured glass, as does the small hopper window at the west side (Figure 169). The walls are painted in two tones with a dark green lower register and a white upper register (Figure 170). The window, interior door and surround between the southwest and central spaces, and exterior door and surround are also painted dark green. In the center of the ceiling is a temporary construction light with a plastic cage and a gray-painted area that marks the former location of the non-extant overhead radiator (Figure 171).

At the southeast side of the building is a storage room that was once the segregated men's toilet room. The historic concrete floor has been covered with vinyl floor tiles. The walls are painted white but exhibit ghosts of many of the former toilet room features including sinks, mirrors, light fixtures, heaters, and partitions, although the locations of these do not match those in the 1940s drawings, suggesting previous reorganization of the space. Plumbing and heating pipes are visible along the walls and ceilings, and a white cast iron overhead radiator hangs from the ceiling. The wood window surround and sill are painted a cream color, and the door frame is painted white (Figure 164).

The central basement space now used for storage is the former segregated women's toilet room and was originally accessible only through the internal door from the southwest segregated women's rest room. As noted above, that internal door is now blocked, and access to the central space is through a new doorway on the east side of the building that replaced an original window penetration (Figure 172). The historic concrete floor has been covered with vinyl floor tiles. The interior walls and remaining east window and surround are painted white. The new door surround is also white, although there is an internal, unpainted frame for the unpainted door. The door itself appears to be a stock door that is too small for the frame and has been modified with a piece of wood on top to ensure fit (Figure 146). There are fluorescent lights throughout and a white cast iron overhead radiator hangs from the ceiling on the east side (Figure 173).

The north basement space was originally a storage area and continues to be used as such. It also houses an electrical closet that runs the length of the space, which does not appear in the original building drawings (Figure 174). The historic concrete floor, except for in the electrical closet, has been covered with vinyl tiles; all of the interior paint finishes are white (Figure 175). Exposed conduit runs along the ceiling and fluorescent light fixtures run along the length of the space. A white cast iron overhead radiator is present at the west side of the room, although this radiator is not noted in the original drawings, which simply state, "no heat" (Figure 176–Figure 177).



Figure 164. The former segregated men's toilet room, now used for storage. Building Conservation Associates, 2025.



Figure 165. Painted concrete spandrel at the top of the west wall in the former segregated women's restroom. Building Conservation Associates, 2025.



Figure 166. Former opening between the segregated women's restroom and toilet room blocked with peg board. View lookout southwest. Building Conservation Associates, 2025.



Figure 167. Southwest basement room. View looking north. Building Conservation Associates, 2025.



Figure 168. Slate toilet stall partitions in the southwest basement room. Building Conservation Associates, 2025.



Figure 169. Obscured glass in the west hopper window of the southwest basement room. Building Conservation Associates, 2025.



Figure 170. Southwest basement room. View looking south. Note the two-tone paint scheme on the brick wall. Building Conservation Associates, 2025.



Figure 171. Location of the non-extant overhead radiator in the southeast basement room is marked with gray paint. Building Conservation Associates, 2025.



Figure 172. Center basement room. View looking west. Building Conservation Associates, 2025.



Figure 173. Overhead radiator in the center basement room. Building Conservation Associates, 2025.



Figure 174. North basement storage room. View looking west. Building Conservation Associates, 2025.



Figure 175. Concrete floor in the north basement storage room, partially covered with vinyl tiles. Building Conservation Associates, 2025.



Figure 176. Overhead radiator in the north basement room. Building Conservation Associates, 2025.

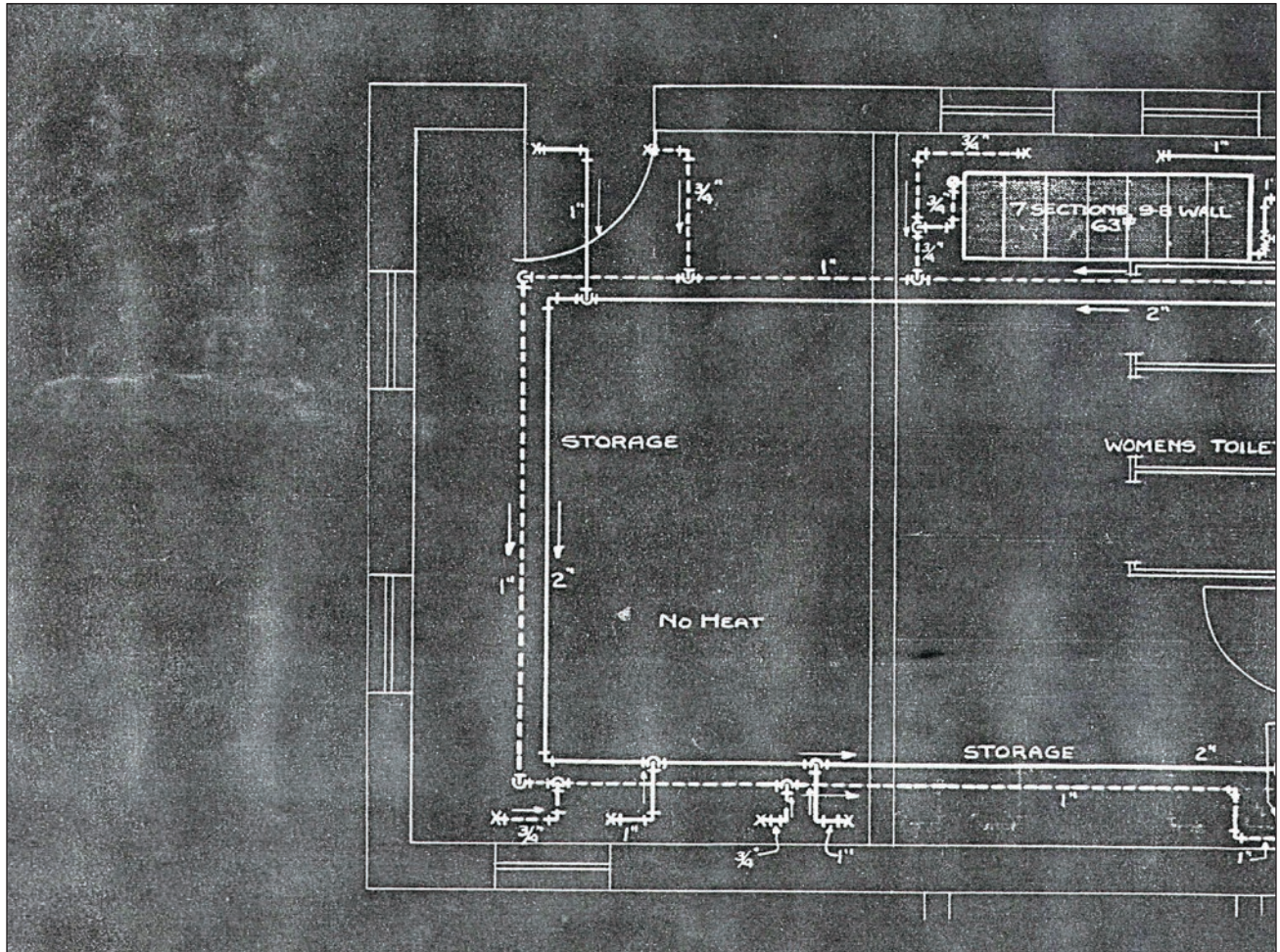


Figure 177. Plan of north basement storage room, 1941 (Drawing #6608-834).

FIRST FLOOR

The first floor is divided into six distinct spaces including the entrance vestibule, two spaces in the former white women's toilet room on the north side of the building, one in the former white rest room in the center, and two in the former white men's toilet room on the south side. The north and south side spaces were originally individual toilet rooms (white women's room on the north and white men's room on the south) and center partitions were subsequently added to divide each of these spaces (Figure 178). The floor in the vestibule is red square quarry tile, which reflects the original floor finish in all first-floor spaces (Figure 126). The other spaces have been covered with carpeting (Figure 179). Similarly, the vestibule and center space walls are faced with five-inch by eight-inch buff-colored structural glazed tile, which was the original wall finish in all first-floor spaces (Figure 126). In the north and south spaces, these have been covered by white high-density fiberboard (HDF) wall paneling and black rubber baseboard (Figure 180). Lastly, the original plaster ceilings with a thin wood molding are still visible in the vestibule and center space, while a suspended acoustical tile ceiling has been installed in the north and south spaces (Figure 127–Figure 181).

The interior side of the primary entrance door on the west side of the vestibule features its original marble plinth and the metal threshold of the surround, although the marble has been painted white (Figure 182–Figure 183). The rest of the door surround appears to have been replaced or boxed out, as it does not match the profile in the original drawings (Figure 184, Figure 125). The header above the transom appears to abut the molding, differing from the drawings, which show a gap between the two (Figure 185). The west windows in the vestibule feature bull nose glazed tile sills, matching the original drawings, and white painted wood surrounds. The interior jambs exhibit parallel holes with metal caps suggesting a previous installation of horizontal security bars (Figure 131). The entrances to those spaces through the north, south, and east sides of the vestibule feature replacement dark red-painted double doors inside a cream-painted wood surround. This whole door assembly appears to have been set within the original white-painted metal door surround, which is still partially visible (Figure 186). A hole has been drilled in the quarry tile at only the north entrance for the door's flush bolt (Figure 179). The vestibule contains several pieces of mechanical equipment from various periods of use including a Honeywell T87 mercury bulb thermostat, a Pyrotronics Pyr-a-

alarm fire alarm lamp, and more modern electrical, alarm, and security boxes (Figure 187–Figure 189). The conduits for the latter run through the historical finishes. Three light fixtures are present on the ceiling, one in each section of the vestibule (Figure 127), and modern vents have been cut into the ceiling near the main entrance (Figure 182).

The north first-floor area is divided into two rooms, separated by a non-historic partition with white HDF paneling and a white pocket door with a cream-colored wood frame (Figure 178). The west room is used as an office while the east room is used for archival storage. The historic wood window surrounds and bull nose glazed tile sills on the west and north sides have been obscured or replaced by the HDF paneling and new wood sills (Figure 190). These new surrounds have also been painted a cream color. The glazed tile wall is still visible behind the historic radiators on the west wall (Figure 191). The wood window and door frames in the east room are unpainted, as is the HDF paneling, which mimics wood grain (Figure 192). The windows are blocked with wood sheets, and the historic radiator is encased in a wood and metal mesh cover (Figure 193). Two Airguide humidity indicators have been installed on top of the HDF paneling (Figure 194).

The south first-floor area has been modified in much the same manner as the north. A partition wall matching that in the north area has also been installed to create an office to the west and another storage room to the east (Figure 195). Similar to the north room, the walls have been also covered with white HDF paneling in both rooms, although the original glazed tile wall is visible behind the historic radiator on the west side, and the windows have been fitted with painted wood surrounds that obscure the original wood frame and bull nose glazed tile sill. The acoustical ceiling tile (ACT) ceiling is suspended approximately one foot below the original plaster ceiling and is attached with bolts through the plaster (Figure 181). The ACT ceiling conceals the plaster ceiling, the wood molding, the upper portion of the glazed tile wall, a wood framed attic, and modern conduit. The scuttle hatch door is wood with a decorative cast iron central panel, all painted white (Figure 196). The central panel appears to have been added at some point after construction, as the detail drawing for the scuttle indicates only wood.

In the center of the first floor, against the east wall, is another distinct space that was historically used as a white rest room, although it is currently used for a library and storage (Figure 197). This space retains its exposed plaster ceiling with wood molding and exposed glazed tile walls, although the original quarry tile floor has been covered by carpeting. The original tripartite window on the east side remains with its bull nose sill (Figure 198). Like the vestibule windows, the tripartite window exhibits holes for security bars (Figure 199). The entrance has been modified to accommodate double doors in place of the original single-leaf door (Figure 200). Fluorescent lights have been installed on the ceiling and modern vents have been cut into the plaster. Similar to the archival storage room in the north area, the historic radiator has a wood cover with metal mesh.

As noted above, the attic is accessible from the historic ceiling scuttle in the south room. Visible within the attic space is the historic exposed roof framing and ventilation system with cast iron vent dampers and piping as well as modern HVAC equipment and ductwork (Figure 201–Figure 202).



Figure 178. Partition wall added to divide the north room on the first floor into two spaces. View looking northeast. Building Conservation Associates, 2025.



Figure 179. Quarry tile floor in vestibule and carpeting in the north room. Note also the hole in the floor for the flush bolt. Building Conservation Associates, 2025.



Figure 180. South room on the first floor. View looking northwest. Building Conservation Associates, 2025.



Figure 181. View above the suspended ceiling in the south room. Building Conservation Associates, 2025.



Figure 182. Main (west) entrance door. Building Conservation Associates, 2025.



Figure 183. Painted marble plinth block at the main entrance door. Building Conservation Associates, 2025.



Figure 184. Main (west) entrance door. Building Conservation Associates, 2025.



Figure 185. Transom above main (west) entrance door. Building Conservation Associates, 2025.



Figure 186. South door in the vestibule. Building Conservation Associates, 2025.



Figure 187. Honeywell T87 thermostat in vestibule. Building Conservation Associates, 2025.



Figure 188. Pyrotechnics Pyr-a-larm in vestibule. Building Conservation Associates, 2025.



Figure 189. Vestibule looking north. Note the modern electrical and telecommunications equipment. Building Conservation Associates, 2025.



Figure 190. North window in north room. Building Conservation Associates, 2025.



Figure 191. Original glazed tile wall on behind radiator in north room. Building Conservation Associates, 2025.



Figure 192. Unpainted HDF paneling and door frame in east section of north room. Building Conservation Associates, 2025.



Figure 193. Radiator covered with a wood and metal mesh enclosure. Building Conservation Associates, 2025.



Figure 194. Airguide humidity indicator in east side of north room. Building Conservation Associates, 2025.



Figure 195. South room on first floor. View looking east. Building Conservation Associates, 2025.



Figure 196. Attic scuttle door in south room. Building Conservation Associates, 2025.



Figure 197. East room on first floor. View looking east. Building Conservation Associates, 2025.



Figure 198. Tripartite window in east room. Building Conservation Associates, 2025.



Figure 199. Abandoned anchors in the east room's tripartite window frame. Building Conservation Associates, 2025.



Figure 200. Double-leaf door at entrance to east room. Building Conservation Associates, 2025.



Figure 201. Exposed roof framing and ductwork in the attic. GWWO Architects, 2025.



Figure 202. Cast iron vent dampers in the attic. Building Conservation Associates, 2025.

EVALUATION OF SIGNIFICANCE

NATIONAL REGISTER STATUS

Building #313 is noted in the following National Register Historic District nominations:

- Arlington House National Register Historic District (1980): excluded
- Arlington House National Register Historic District - Boundary Increase & Additional Documentation (2013): excluded
- ANC National Register Historic District (2014): contributing

Building #313 (called the Curatorial Building) was excluded from the 1980 and 2013 National Register nominations for the Arlington House Historic District, “because the building does not contribute to the historic or architectural significance of this district.”⁴¹⁰ The Arlington House Historic District is a National Register Historic District significant under NR Criteria A, B, C, and D. It was listed with two periods of significance: 3000–1200 BCE and 1802–1935.

The 2014 ANC National Register Historic District nomination identifies Building #313 as a contributing resource, along with Arlington House and its associated outbuildings. The ANC Multiple Property Submission (MPS) calls this building a ranger station and notes that this, and the Administration Building, “are contributing to the ANC Historic District due to their joint history between ANC and the National Park Service.”⁴¹¹ ANC is itself a National Register Historic District significant under NR Criteria A, B, and C, as well as Criteria Considerations D, F, and G, with a period of significance from 1864 to the present.

NATIONAL REGISTER EVALUATION

For a property to be recognized by the National Register of Historic Places as possessing historical significance, a building, site, or object must meet at least one of the following criteria:

- Criterion A: Be associated with events that have made a significant contribution to the broad patterns of our history;
- Criterion B: Be associated with the lives of persons significant in our past;
- Criterion C: Embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or
- Criterion D: Have yielded, or be likely to yield, information important in prehistory or history.

Building #313 is significant under NR Criteria A and C, each with its own period of significance.

CRITERION A

Building #313 meets Criterion A for its specific associations with historical events and patterns in the history of racial segregation in the United States and at Arlington National Cemetery.

Building #313 represents the War Department's practice of racial segregation at national cemeteries in the 1930s and 1940s, through its design, construction, and operation as a segregated public toilet facility between 1940 and 1948. At the time, the War Department had a policy—written into its design manuals—that allowed for the construction of segregated public toilet facilities on its properties. This policy was not mandated but presented as an option, to be incorporated into the design as deemed appropriate. Some instances where the War Department believed this to be appropriate appear to be at national and battlefield cemeteries that resided in formerly Confederate states like Virginia and Louisiana. With the construction of the segregated Building #313, the War Department was abiding by the US Supreme Court's 1896 *Plessy v. Ferguson* ruling that allowed for racial segregation in public facilities as long as the facilities for each race were equal in quality—although in practice, this was rarely the case. This is evident in the design and construction of Building #313, where the facilities for the Black users were relegated to the basement level at the side of the building and had small windows, concrete floors, painted brick walls, and slate partitions as opposed to the first-floor white facilities with larger windows, tile floors and walls, and marble partitions. The building's segregated design also represents the federal government's willingness to accommodate Virginia's strong local and state Jim Crow laws.

At the time of Building #313's construction, ANC remained a segregated cemetery, as it had been since a month after its founding in 1864. Building #313 was the first dedicated segregated public facility at ANC, although the staff toilet spaces in the basement of the adjacent Potting House—constructed ten years prior—were also segregated. Also, prior to 1941, public toilet facilities at ANC were likely segregated by custom and practice rather than architecture, as the small 1921 comfort station on the grounds of the mansion only had two gender-separated toilet rooms. Although the formal segregation of Building

#313 only lasted seven years until Truman's desegregation of the armed forces through EO #9981, it likely remained segregated by social mores and practice until the passage of the landmark Civil Rights Acts in the mid-1960s.

Criterion A Period of Significance: 1941–1948. The period from its construction to Truman's desegregation of the armed forces during which it served as a racially segregated comfort station.

CRITERION C

Building #313 meets Criterion C because it embodies the distinctive architectural characteristics of the Chaffee Place outbuildings associated with Arlington House.

One of the most distinguishing features of Arlington House is its stucco exterior with a dark- yellow-painted pebble dash base beneath decoratively painted stucco that is intended to mimic sandstone. Arlington House's outbuildings were intended to be visually compatible yet deferential to the mansion. This approach was implemented with the construction of the 1931 buildings around the Chaffee Place parking lot, where the base of the Administration Building and Potting House feature the same dark-yellow-painted pebble dash stucco beneath flat stucco. The upper registers of these two buildings were painted a simple white to visually defer to the highly decorative Arlington House. This design scheme was continued with Building #313 and remains the unifying architectural language of these buildings.

Criterion C Period of Significance: 1941–Present. Building #313 retains its characteristic painted stucco exterior.

2025 INTEGRITY EVALUATION

Building #313 retains a high degree of integrity—the ability to convey its significance through its physical features—despite its adaptive reuse into a curatorial building. The NR criteria recognize seven aspects of integrity: location, setting, design, materials, workmanship, feeling, and association. The following analysis addresses the existing integrity of Building #313.

1941–1948: The period from its construction to Truman’s desegregation of the armed forces during which it served as a racially segregated comfort station.

ASPECT OF INTEGRITY	DEGREE OF INTEGRITY	RATIONALE
Location	High	Building #313 remains in its original 1941 location at the northeast corner of the Chaffee Place public parking area, next to the 1931 Potting House, and across the Arlington woods from Arlington House.
Setting	High	Building #313 still sits in its original landscaped setting, set apart from Arlington House by the Arlington woods, and within the group of administrative and utility buildings around the Chaffee Place public parking lot. In this context, it remains easily accessible but nearly invisible from the house itself.
Design	Moderate	Although all features of its original comfort station use have been removed, Building #313 retains many of its original exterior and interior design features, including the divide in architectural character between the first floor and the basement. During its initial period of use as a segregated public toilet facility, this divide was demonstrated by the prominence of access via the formal stone steps at the main entrance and the higher quality of finishes for white users and the back-of-house access via small concrete steps and utilitarian finishes for Black users. While its use has changed, the first floor retains its inhabitable space; the basement is now fully devoted to utility and storage use, clearly maintaining this formal/utilitarian divide. Furthermore, the spacial arrangement of the first floor and basement are still intact, despite the addition of the partition walls to accommodate the use of offices on the first floor.
Materials	Moderate	Many of Building #313’s exterior architectural materials—including its pebble dash stucco base, flat stucco walls, slate roof with copper roofing accessories, wood trim elements, and monumental stone entry steps—are original to the building or have been replaced in-kind as part of ongoing maintenance. The interior still exhibits many of the original architectural materials including the quarry tile floors and glazed tile walls at the first floor and concrete floors and brick walls in the basement. Although some of these materials—particularly those in the first-floor former toilet rooms—have been covered by later paneling, the original materials remain in place. The most significant loss of historic materials relates to the basement toilet rooms, where only some of the slate stall partitions remain laid against a wall in the southwest basement room (former segregated women’s restroom).
Workmanship	High	Building #313 features several surviving examples of craft from its original 1941 construction including the creation of the pebble dash base, flat plaster walls, and first-floor interior floor and wall tiling.
Feeling	High	Building #313 retains its historical feeling as a public service facility at ANC through its setting at a public parking area, separation from Arlington House by the Arlington woods, and exterior architectural features that reference, but are deferential to, Arlington House. The hierarchy of spaces between the first floor and basement, originally a method of racial segregation, is still legible today as inhabitable space on the first floor and utility space in the basement.

ASPECT OF INTEGRITY	DEGREE OF INTEGRITY	RATIONALE
Association	Moderate	Building #313’s contextual association as a service building within ANC and in relation to Arlington House is still perceivable, as is its architectural reference to Arlington House. However, its association with the racial segregation of the cemetery prior to 1948 is more difficult to understand from the building itself since the toilet infrastructure has been removed. However, the difference in interior architectural finishes between the first floor and basement as well as the exterior means of access to each level still convey this association.

Table 1. Analysis of integrity.

CONDITIONS ASSESSMENT

Building #313 has functioned as a service facility since its construction by the War Department in 1941. Originally serving as a segregated public toilet for ANC, it is now adaptively reused by the NPS for ARHO curatorial offices and archival storage.

METHODOLOGY

The HSR team, consisting of GWWO Architects, BCA, and Henry Adams, completed multiple site visits between March and September 2025 to observe the existing conditions of the architectural materials, structure, systems, and layout of Building #313. Staff from the NPS provided access to all accessible areas of the building, including the basement, first floor, and attic. The exterior elevations and roof were observed from the ground. Each team member independently conducted assessments of the building based on its particular expertise and scope of work. To inform their observations of the building, team members first reviewed archival documents provided by NPS and ANC, as well as documents uncovered during research for the HSR. Particularly relevant documents included the original construction drawings and construction completion report.

The team's recorded observations serve as the basis for our existing conditions assessment and treatment recommendations for repairs and maintenance.

This assessment uses the overall conditions designations as defined in ASTM E2018-15, "Standard Guide for Property Condition Assessments: Baseline Property Condition Assessment Process." The Standard defines the conditions categories as:

- Good: in working condition and does not require immediate or short-term repairs above an agreed threshold.
- Fair: in working condition, but may require immediate or short-term repairs above an agreed threshold.
- Poor: not in working condition or requires immediate or short-term repairs substantially above an agreed threshold.

"The agreed threshold is presumed to be the de minimis reporting threshold unless otherwise specified. Where used to describe the physical condition of a property, system, component or piece of equipment, the terms good, fair, and poor...are intended to reflect predominant conditions of the property or system."⁴¹²

Note that while observed conditions are presented in this section, treatment recommendations, including priorities and potential methods for remediation, are presented in Part II below.

The “Existing” conditions floor plans and exterior elevations in this report were generated from a 3D scan of the building performed in March 2025. The “Historic” conditions drawings were created from PDFs of original blueprints and historic photos received from the NPS. Together they illustrate the differences between the original and current conditions and aid the narrative descriptions in the HSR. In addition, data from the scan, along with specific field measurements, were used to inform code and accessibility conditions of the building.

EXTANT HISTORIC MATERIALS AND CHARACTER-DEFINING FEATURES

Many of the original architectural features at Building #313 remain in situ and unaltered, particularly on the first floor, although some are now concealed behind new paneling and suspended ceilings. The basement spaces have been more heavily altered as the toilet hardware and infrastructure were removed to adapt these spaces for utility and storage uses.

The table below (Table 1) lists the character-defining features (whether from the building’s historical period or later replacements in-kind) that contribute to the overall significance of the building. This table is organized by ASTM Unifomat II Classification of Building Elements (AST E1557-97).⁴¹³ It is followed by a discussion of specific architectural elements that are categorized as being in “fair” or “poor” condition.

MAJOR GROUP ELEMENT	GROUP ELEMENTS	INDIVIDUAL ELEMENTS	MATERIAL	QUALITATIVE CONDITION RATING ⁴¹⁴	MAINTENANCE DEFICIENCY PRIORITY
B Shell	B20 Exterior Enclosure	B2010 Exterior Walls	Painted pebble dash stucco	Fair	Serious
B Shell	B20 Exterior Enclosure	B2010 Exterior Walls	Painted flat stucco	Fair	Serious
B Shell	B20 Exterior Enclosure	B2010 Exterior Walls	Wall recesses in flat stucco	Good	Minor
B Shell	B30 Roofing	B3010 Roof Coverings	Slate roof	Good	Minor
B Shell	B30 Roofing	B3010 Roof Coverings	Painted wood cornice	Good	Minor
D Services	D30 HVAC	B3090 Other HVAC Systems and Equipment	Copper ridge vent	Good	Minor
D Services	D20 Plumbing	B2040 Rain Water Drainage	Copper gutters	Good	Minor
B Shell	B20 Exterior Enclosure	B2020 Exterior Windows	Wood 6-over-6 window sash with wood trim	Fair	Serious
B Shell	B20 Exterior Enclosure	B2020 Exterior Windows	Wood 3-lite hopper window sash with wood trim	Fair	Serious
B Shell	B20 Exterior Enclosure	B2020 Exterior Windows	Wood 3-over-3 window sash with wood trim	Poor	Critical
B Shell	B20 Exterior Enclosure	B2020 Exterior Windows	Wood tripartite window sash with wood trim	Fair	Serious
B Shell	B20 Exterior Enclosure	B2020 Exterior Windows	Wood fixed transom window	Fair	Serious
F Special Construction	F10 Special Construction	F1010 Special Structures	Flagstone patio	Poor	Critical
F Special Construction	F10 Special Construction	F1010 Special Structures	Brick walkway	Poor	Critical

MAJOR GROUP ELEMENT	GROUP ELEMENTS	INDIVIDUAL ELEMENTS	MATERIAL	QUALITATIVE CONDITION RATING ⁴¹⁴	MAINTENANCE DEFICIENCY PRIORITY
F Special Construction	F10 Special Construction	F1010 Special Structures	Concrete steps with pipe railing and concrete path	Fair	Serious
B Shell	B20 Exterior Enclosure	B2030 Exterior Doors	Wood exterior panel doors with obscured glass and wood trim	Poor	Critical
B Shell	B20 Exterior Enclosure	B2030 Exterior Doors	Wood door surround with stone baseblocks and granite threshold	Good	Minor
D Services	D20 Plumbing	B2040 Rain Water Drainage	Painted copper downspouts and cast-iron shoes	Fair	Serious
D Services	D50 Electrical	B5090 Other Electrical Systems	Iron lantern sconces	Fair	Serious
F Special Construction	F10 Special Construction	F1010 Special Structures	Granite entrance steps with wrought-iron railing	Poor	Critical
A Substructure	A20 Basement Construction	A2020 Basement Walls	Painted brick masonry walls	Poor	Critical
A Substructure	A10 Foundations	A1030 Slab on Grade	Concrete floors	Poor	Critical
C Interiors	C10 Interior Construction	C1020 Interior Doors	Interior wood panel door with wood trim	Fair	Serious
D Services	D30 HVAC	B3020 Heat Generating Systems	Cast-iron ceiling-mounted radiators	Good	Minor
B Shell	B10 Superstructure	B1010 Floor Construction	Quarry tile floor	Fair	Serious
C Interiors	C30 Interior Finishes	B3010 Wall Finishes	Glazed tile walls	Fair	Serious
C Interiors	C30 Interior Finishes	C3030 Ceiling Finishes	Plaster ceilings	Poor	Critical

MAJOR GROUP ELEMENT	GROUP ELEMENTS	INDIVIDUAL ELEMENTS	MATERIAL	QUALITATIVE CONDITION RATING ⁴¹⁴	MAINTENANCE DEFICIENCY PRIORITY
C Interiors	C30 Interior Finishes	C3030 Ceiling Finishes	Wood trim at ceiling	Good	Minor
C Interiors	C10 Interior Finishes	C1020 Interior Doors	Metal door frames	Good	Minor
D Services	D30 HVAC	B3020 Heat Generating Systems	Floor-mounted Cast-iron radiators	Fair	Serious

Table 2. Extant historic materials and character-defining features.

CONDITIONS OF SPECIFIC ARCHITECTURAL FEATURES

The following descriptions only elaborate on the physical conditions of those items categorized as “Fair” or “Poor” in the table of character-defining features above but nevertheless represent the building’s overall architectural condition.

PAINTED PEBBLE DASH STUCCO

The painted pebble dash base at the exterior walls dates to the original construction of the building in 1941. It is possible, and even likely, that areas have been patched or replaced in the subsequent 84 years, but no documentation of this work has been located. The pebble dash stucco is in fair condition with several existing conditions present including: scandent ivy on the west and north elevations (Figure 203), holes left by HVAC penetrations on the east elevation filled with foaming sealant (Figure 204), biological growth at the base (Figure 205), rust staining from window A/C units above (Figure 205), cracks at multiple window lintels (Figure 206), general soiling, abandoned anchors for the signs above the segregated entrances (Figure 159), and areas of heavy painting campaigns that obscures the texture of the pebble dash (Figure 207). There is also a large, invasive black locust shrub (*Robinia pseudoacacia*) growing at the southwest corner (Figure 208).

PAINTED FLAT STUCCO

The painted flat stucco at the exterior walls is also original to the building, with possible areas of patching and replacement. The flat stucco is also in fair condition, with several observed conditions: scandent vines (Figure 209), rust staining from window A/C units above (Figure 210, Figure 211), areas of minor cracking (Figure 212), evidence of insect activity (Figure 213), and general soiling. Where the wrought-iron handrail penetrates the stucco at the west elevation, there is cracking of the stucco and rust staining (Figure 214), and the brackets that affix metal conduit to the wall are rusting (Figure 215).

WOOD SIX-OVER-SIX SASH WINDOWS WITH WOOD TRIM

The tall six-over-six sash windows are present at the east and west elevations and feature painted stone sills. Where they originally lit toilet rooms, they were fitted with obscure glass. These windows are in fair condition and observed conditions include: biological growth and soiling at the sills (Figure 216), general soiling, and failing glazing putty and paint (Figure 217).

WOOD THREE-LITE HOPPER WINDOWS WITH WOOD TRIM

Small hopper windows are present at the west and north elevations. The sashes and frames are original to the 1941 construction of the building, although some modifications have occurred, resulting in a fair condition. These include replacement of original obscure-glass panes, missing hardware, and general soiling (Figure 218).

WOOD THREE-OVER-THREE SASH WINDOWS WITH WOOD TRIM

The three-over-three sash windows are present at the first-floor level on the south elevation. Several have been modified to fit window A/C units (Figure 219). The southwest window has been covered at the interior with plastic and tape due to block air and water infiltration (Figure 220).

WOOD TRIPARTITE WINDOW WITH WOOD TRIM

The tripartite window is present at the first-floor level on the east elevation. It originally served to light the white restroom and provide a view through the Arlington woods to the back of Arlington House. The window is in fair condition with cracked wood at the intersection with the bull-nose tile sill (Figure 221).

WOOD FIXED TRANSOM WINDOW

The fixed transom window over the door at the west elevation is original to the 1941 construction of the building. The transom is in fair condition with significant paint failure at the exterior (Figure 222).

FLAGSTONE PATIO

The flagstone patio at the rear (east) side of the building was installed by ANC—rather than Turner—shortly after completion of the building. The stones were installed with a gray cementitious mortar. The patio is in poor condition with many areas of significant stone displacement (Figure 223, Figure 224), biological growth staining (Figure 225), and areas of loss at the wood edging (Figure 226),

BRICK WALKWAY

The brick walkways on the west side of Building #313 were also installed by ANC. The pathways are in poor condition due to significant, localized displacement and mortar loss from the growth of the adjacent hackberry tree roots (Figure 227).

CONCRETE STEPS WITH PIPE RAILING AND CONCRETE PATH

The concrete steps and path at the south side of the building are in fair condition with failed sealant at the intersection with the pebble dash wall and areas of significant biological growth staining (Figure 228).

WOOD EXTERIOR PANEL DOORS WITH OBSCURED GLAZING AND WOOD TRIM

The original paneled wood doors with nine obscured glass lites remain at the southwest basement space (former segregated women's restroom) and the north basement space. The original door at the southeast basement space (former segregated men's toilet room) has been replaced with an unglazed wood paneled door and installed on the hinges of the original out-opening screen door. The remaining historic doors and surrounds are in poor condition with flaking paint and paint loss (including on the original bronze kickplate) (Figure 229, Figure 230), wood loss at the base of the surrounds (Figure 207), paint loss and wood damage at the interior surrounds (Figure 231), abandoned non-historic hardware (Figure 232), incompatible previous replacement glazing (Figure 233, Figure 234), rusting hardware (Figure 235), and paint loss at the concrete thresholds (Figure 230).

The replacement door at the southeast basement space is in poor condition with significant damage to the wood (Figure 236) and rusting hardware (Figure 237).

An original window at the east elevation was replaced with a door, which now exhibits similar conditions to those of the original doors, with wood loss at the base of the surround (Figure 238).

PAINTED COPPER GUTTERS AND CAST-IRON SHOES

The painted copper downspouts and cast-iron shoes are original to the building's construction. They are in fair condition with minor dents and paint loss at the downspout (Figure 239), paint loss and rusting at the bands (Figure 240), and rusting at the shoes (Figure 241).

WROUGHT IRON LANTERN SCONCES

The wrought iron lantern sconces on the west and south elevations match those shown in the photos from the 1941 construction completion report, suggesting

that they are original. These lantern sconces are in fair condition with visible biological staining (Figure 242) and missing glass panes (Figure 243).

GRANITE ENTRANCE STAIRS WITH WROUGHT-IRON RAILING

The main entrance stairs on the west side of the building were constructed with granite flag stones and thick, gray mortar, and date to the original construction of the building. The steps are in poor condition and exhibit significant mortar failure and loss (Figure 244), evidence of failed repointing campaigns, stone displacement (Figure 245), cracked stone units (Figure 246), and general soiling (Figure 247).

The painted wrought-iron railing exhibits paint loss and rusting (Figure 248).



Figure 203. Scandent vines climbing the exterior pebble dash and flat stucco at the southwest corner. Building Conservation Associates, 2025.



Figure 204. Foam sealant at the HVAC penetration in the pebble dash stucco at the east elevation. Building Conservation Associates, 2025.



Figure 205. General soiling, biological growth, and rust staining on the pebble dash stucco at the east elevation. Building Conservation Associates, 2025.



Figure 206. Horizontal crack in the pebble dash stucco at the lintel above a basement window on the north elevation. Also note the modification of the hopper window to accommodate a vent. Building Conservation Associates, 2025.



Figure 207. Heavy paint at pebble dash and wood loss at southwest basement door surround. Building Conservation Associates, 2025.



Figure 208. Black locust shrub at the southwest corner of the building. Building Conservation Associates, 2025.



Figure 209. Scandent vines climbing the pebble dash and flat stucco at the southwest corner. Building Conservation Associates, 2025.



Figure 210. Rust staining on the flat stucco beneath a window A/C unit on the east elevation. Building Conservation Associates, 2025.



Figure 211. Rust staining at the flat stucco on the south elevation. Also note the narrow crack. Building Conservation Associates, 2025.



Figure 212. Narrow crack in the flat stucco on the east elevation. Building Conservation Associates, 2025.



Figure 213. Insect activity at the cornice of the southeast corner. Building Conservation Associates, 2025.



Figure 214. Cracking and rust staining at the railing penetration in the flat stucco on the west elevation. Building Conservation Associates, 2025.



Figure 215. Rusted conduit bracket at the west elevation. Building Conservation Associates, 2025.



Figure 216. Biological growth and soiling at a window sill on the east elevation. Building Conservation Associates, 2025.



Figure 217. Failing sealant and paint at a sash window on the east elevation. Building Conservation Associates, 2025.



Figure 218. Basement hopper window with general soiling, a replacement glass pane, and missing hardware. Building Conservation Associates, 2025.



Figure 219. 2-over-3 sash window at north elevation modified for window A/C unit. Building Conservation Associates, 2025.



Figure 220. Window at south elevation sealed with plastic and tape. Building Conservation Associates, 2025.



Figure 221. Losses in wood frame at tripartite window. Building Conservation Associates, 2025.



Figure 222. Failing paint at the west transom window. Building Conservation Associates, 2025.



Figure 223. Displaced flagstones at the east patio. Building Conservation Associates, 2025.



Figure 224. Displaced flagstones and damaged mortar at the east patio. Building Conservation Associates, 2025.



Figure 225. Stains from biological growth at the east patio. Building Conservation Associates, 2025.



Figure 226. Missing wood edging at east patio. Building Conservation Associates, 2025.



Figure 227. Displaced brick, lost edging, and mortar loss at brick path. Building Conservation Associates, 2025.



Figure 228. Sealant loss and stains from biological growth at concrete walkway on the south side of the building. Building Conservation Associates, 2025.



Figure 229. Paint flaking at southwest basement door. Building Conservation Associates, 2025.



Figure 230. Paint loss and stains from biological growth at southwest basement door and threshold. Building Conservation Associates, 2025.



Figure 231. Wood damage and paint loss at interior of southwest basement door. Building Conservation Associates, 2025.



Figure 232. Abandoned historic and non-historic hardware at southwest basement door. Building Conservation Associates, 2025.



Figure 233. Replacement glass pane at southwest basement door. Building Conservation Associates, 2025.



Figure 234. Replacement glass pane, non-historic hardware, and paint failure at northeast basement door. Building Conservation Associates, 2025.



Figure 235. Rusted hardware at southwest basement door. Building Conservation Associates, 2025.



Figure 236. Damaged wood rail at southeast basement door. Building Conservation Associates, 2025.



Figure 237. Rusting hinge at southeast basement door. Building Conservation Associates, 2025.



Figure 238. Wood loss at east basement door surround. Building Conservation Associates, 2025.



Figure 239. Dent and paint loss at downspout. Building Conservation Associates, 2025.



Figure 240. Rusting downspout band at east elevation. Building Conservation Associates, 2025.



Figure 241. Rusting cast-iron shoe at northeast corner. Building Conservation Associates, 2025.



Figure 242. Biological growth on iron lantern sconce at south elevation. Building Conservation Associates, 2025.



Figure 243. Missing glass pane at lantern sconce at south elevation. Building Conservation Associates, 2025.



Figure 244. Displaced stones and mortar loss at main entry steps. Building Conservation Associates, 2025.



Figure 245. Displaced stone and mortar loss at main entry steps. Building Conservation Associates, 2025.



Figure 246. Cracked stone unit at main entry steps. Building Conservation Associates, 2025.



Figure 247. Heavy soiling at north side of main entry steps. Building Conservation Associates, 2025.



Figure 248. Paint loss and rust at wrought-iron handrail at main entry steps. Building Conservation Associates, 2025.

PAINTED BRICK WALLS

The painted brick walls in the basement spaces are in poor condition with significant water damage, mold growth, paint loss, and biological growth (Figure 249, Figure 250), cracking (Figure 251), surface loss and spalling (Figure 252, Figure 253), and poor patching of penetrations for non-historic ductwork (Figure 254).

CONCRETE FLOORS

The concrete floors are currently in poor condition, and in all but the southwest room they have been mostly covered by vinyl tiles (Figure 255). Where they are exposed, they exhibit heavy soiling, water staining, and paint loss (Figure 256).

INTERIOR WOOD PANEL DOOR WITH WOOD TRIM

The interior wood panel opening in the basement that formerly allowed passage between the segregated women's restroom and toilet room has been blocked by a pegboard on the toilet room side (Figure 166). At the first floor, the interior doors have been replaced with double doors (Figure 200).

QUARRY TILE FLOOR

The quarry tile floor in the first-floor spaces was originally exposed; it has been covered by carpeting in the north, south, and east spaces. Where it is still exposed, it appears to be in fair condition, with general soiling and drilled holes for conduits and the flush bolt for replacement doors (Figure 179, Figure 257).

GLAZED TILE WALLS

The glazed tile walls in the first-floor spaces were originally exposed in all rooms. When the building was converted into office space after 1982, the tile walls in the north and south toilet room spaces were covered with HDF paneling (Figure 258). Where the tile is still exposed—at the vestibule and west room—it is in fair condition with observed conditions including: hairline cracks in the glazing (Figure 259), abandoned anchor holes (Figure 260), surface marks and adhesive residue (Figure 261), grout loss (Figure 262), and overpaint from the radiators (Figure 263).

PLASTER CEILINGS

Plaster ceilings are present in both the basement and first-floor spaces, although the plaster at the first floor appears to have been finished in a more polished

manner than in the basement. The ceilings in the basement are in fair condition with cracking (Figure 264), numerous modern penetrations for conduit and new equipment (Figure 265), paint flaking and losses (Figure 266), general soiling, and mold growth.

At the first floor, the plaster ceilings have been partially covered by a suspended ceiling with acoustic ceiling tile (ACT) (Figure 181). Where the original plaster ceiling is still exposed, it appears to be in fair condition with evidence of some previous water damage and failing paint (Figure 267, Figure 268), new penetrations for vents and returns (Figure 269), and cracks in the plaster and at the edges where it intersects with wood trim (Figure 270, Figure 271). The ACT also exhibits previous water damage (Figure 272).

CAST-IRON FLOOR-MOUNTED RADIATORS

The cast-iron, floor-mounted radiators are present on the first floor, although they are no longer operable. Several have been covered with wood and metal mesh enclosures—particularly in the curatorial spaces—although those in the vestibules and offices are still exposed (Figure 273). These radiators are in fair condition with some paint loss visible (Figure 274).

NOTE ABOUT MOLD GROWTH

According to GWMP Safety and Occupational Health Manager Amber Simms, in August 2025, an NPS employee began noticing symptoms consistent with allergic reactions to mold every time they were at work in Building #313. As such, to maintain staff safety, all staff were removed from the building. An inspection identified mold growth that had bloomed in several basement spaces during the hot, damp summer conditions and NPS shared spore count testing information that stated that the "Basement Corner Room" (the southwest basement room) "showed the ecology was above normal. The genus of mold found in the Basement Corner Room above normal ecology is *Penicillium/Aspergillus*" (Figure 249, Figure 266).⁴¹⁵ Simms and GWMP Curator Greg Cox noted that the likely cause is water leaching through the sub-grade brick basement walls. The air conditioning and dehumidifying equipment still present in the basement spaces is no longer operational and, as such, cannot regulate air temperature and humidity to prevent the mold growth.⁴¹⁶



Figure 249. Water damage, mold, paint loss, and biological growth at southwest basement room. Building Conservation Associates, 2025.



Figure 250. Paint loss at southeast basement room. Building Conservation Associates, 2025.



Figure 251. Brick cracking at southwest basement room. Building Conservation Associates, 2025.

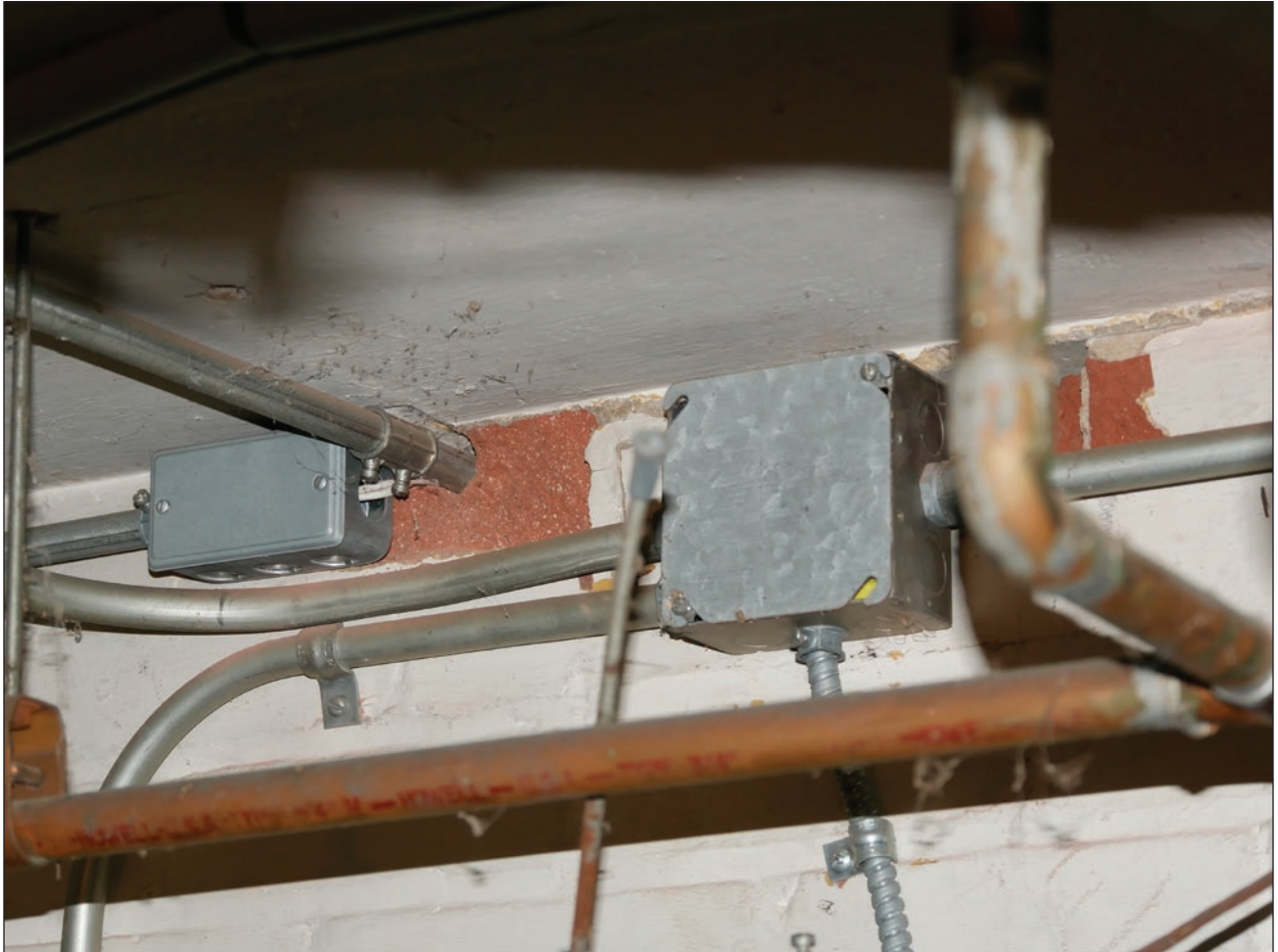


Figure 252. Brick spall at penetrations in basement. Building Conservation Associates, 2025.



Figure 253. Brick spall at southeast basement room. Building Conservation Associates, 2025.



Figure 254. Cement patching at brick wall penetration in southwest basement room. Building Conservation Associates, 2025.



Figure 255. Vinyl floor tile in southeast basement room. Building Conservation Associates, 2025.



Figure 256. Exposed concrete floor in north basement room. Building Conservation Associates, 2025.



Figure 257. Holes for conduit in tile floor in vestibule. Building Conservation Associates, 2025.



Figure 258. HDF paneling in north office. Building Conservation Associates, 2025.



Figure 259. Crack in vestibule glazed tile wall. Building Conservation Associates, 2025.



Figure 260. Abandoned anchors in vestibule glazed tile wall. Building Conservation Associates, 2025.



Figure 261. Surface marks and adhesive residue on glazed tile wall in vestibule. Building Conservation Associates, 2025.



Figure 262. Grout loss at glazed tile in vestibule. Building Conservation Associates, 2025.



Figure 263. Overpaint on glazed tile wall in north office. Building Conservation Associates, 2025.



Figure 264. Cracks and penetrations in plaster ceiling in basement. Building Conservation Associates, 2025.



Figure 265. Cracked plaster ceiling in basement. Building Conservation Associates, 2025.



Figure 266. Flaking paint and mold at plaster ceiling in basement. Building Conservation Associates, 2025.



Figure 267. Water damage and paint loss at vestibule ceiling. Building Conservation Associates, 2025.



Figure 268. Detail of water damage and paint loss at vestibule ceiling. Building Conservation Associates, 2025.



Figure 269. Modern air return in first floor east room. Building Conservation Associates, 2025.



Figure 270. Crack in plaster ceiling in first floor east room. Building Conservation Associates, 2025.



Figure 271. Crack at seam between plaster ceiling and wood trim in first floor east room. Building Conservation Associates, 2025.



Figure 272. Water damage at suspended ACT in first floor southeast room. Building Conservation Associates, 2025.



Figure 273. Wood and metal mesh radiator enclosure in first-floor east room. Building Conservation Associates, 2025.



Figure 274. Paint loss at radiator in vestibule. Building Conservation Associates, 2025.

CODE COMPLIANCE/ACCESSIBILITY (GWWO)

Building #313 is currently used as administrative offices by NPS staff. There is no intention to change the building's use or occupancy.

There are no restroom facilities in the Historic Comfort Station, accessible or otherwise. Current NPS staff use the restrooms in the adjacent Administration Building (Building #300).

The basement of the Historic Comfort Station (Building #313) is not compliant with the Architectural Barriers Act Accessibility Standard (ABAAS). The site slopes towards the east side of the building more than 1:12. A set of stairs on the south side of the building is the only hardscaped path to the basement level. There is also a step up from the ground level into the basement.

The first floor of the Historic Comfort Station (Building #313) is not ABAAS-compliant. The only entrance to the first floor is up a set of stairs with a landing on the west side of the building. There is also an additional step up at the entrance doors. The three interior double doors at the entrance vestibule are not ABAAS-compliant due to the limited swing direction clearances and door leaf widths.

STRUCTURAL (GWWO)

GWWO conducted a structural condition assessment of the Historic Cemetery Comfort Station at Arlington National Cemetery in Arlington, Virginia. The full structural system investigation and condition assessment report is presented in the Appendices.

With a few exceptions, the building structure appeared to be in good condition. Visible portions of the wood roof and ceiling framing, concrete floor structure and exterior walls appeared to be in a sound state.

Cracks in the pebble dash finish of the first story exterior walls were observed at the heads of windows on the west and north building elevations. Though the cause of the cracks is not known, water infiltration and possible corrosion of the steel lintel angles are suspected.

The mortar joints at the stone facing on the main west entrance stair are significantly deteriorated and at several locations the mortar has completely eroded away. The damage is largely along the stair treads and risers.

A small spall and crack in the underside of the first-floor slab was observed near the electrical closet in the north basement room, at the east exterior wall. It is possibly the result of water penetration coupled with thermal movement over time.

The flagstone patio at the east side of the building is in poor condition along its north edge.

MECHANICAL (HENRY ADAMS)

The first floor of the Comfort Station is conditioned by a direct expansion (DX) split system heat pump. The heat pump is outdoors on grade on the east side of the building, and the indoor fan coil unit is in the attic. The split system is brand new and in good condition, but the fan coil unit is very difficult to access. There are also several window air-conditioning units. These are in very poor condition and not used. The Park has not removed the window units because the entire window would need to be replaced, and the Park does not have any more of the exact windows in storage at the Park for an easy replacement. The basement is not conditioned or heated. There is an abandoned boiler system in the basement that is no longer operational. There are also abandoned radiators throughout the first floor and basement.

ELECTRICAL (HENRY ADAMS)

The Arlington Comfort Station electrical systems are functional, although multiple deficiencies are noted. The 30-pole Square D load center is in fair condition; however, it does not have any spaces or spare circuit breakers for additional branch circuits. Of additional note, the load center is not compliant with NFPA 70 Section 408.4 due to the absence of an equipment identification label. Interior wiring includes exposed and improperly protected nonmetallic sheathed (NM) cable. Lighting throughout the building is outdated, inefficient,

and inconsistent in performance. The Pyrotronics System 3 fire alarm control unit is obsolete. Lamps displaying trouble conditions are illuminated, and replacement parts for the system are difficult to obtain. The DMP fire alarm panel is in good condition; however, it has been installed above file cabinets and access is blocked by boxes stored on top of the cabinets. NFPA 72, 10.4.4 requires fire alarm unit displays, visible indicators, and controls to be mounted such that the distance to the highest switch, lamp, or textual display does not exceed 6 feet above the finished floor. The communications system rack is minimally outfitted, lacking redundancy and UPS-backed power. Exterior systems consist of deteriorated luminaires, non-functioning lighting controls, and a receptacle that is protected by a GFCI circuit breaker.

PLUMBING (HENRY ADAMS)

The domestic water service enters the Comfort Station within the basement. The incoming service is 2-1/2". There is a 4.5 kw electric tank type domestic water heater located in the closet in the Basement that serves the basement washing machine and laundry sink. The water heater appears to have been installed in 2010 and is past its life expectancy. It is in poor condition.

The sanitary piping collects below the basement slab. It is assumed that it exits the east side of the building as there is a manhole on that side.

The roof drainage is via gutters and downspouts. Each downspout connects to a cast iron storm water pipe which is routed below grade. The downspouts and storm water pipes are in fair condition.

The only plumbing fixtures within the Comfort Station are a washing machine and laundry sink in the basement. The washing machine is in good condition and the laundry sink is in poor condition.

HAZARDOUS MATERIALS

In April 2024, NPS commissioned lead and asbestos testing at Building #313, performed by AMA Analytical Services, Inc. The testing report is provided in Appendix G.

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PART II: ULTIMATE TREATMENT AND USE

*HISTORIC PRESERVATION OBJECTIVES AND TREATMENT PHILOSOPHY
REQUIREMENTS FOR TREATMENT AND USE
WORK RECOMMENDATIONS AND ALTERNATIVES*

HISTORIC PRESERVATION OBJECTIVES AND TREATMENT PHILOSOPHY

Building #313 currently functions as office space and archival storage for the GWMP curator and the park has expressed interest in further adapting the building for its curatorial function by creating climate-controlled environments for better protection of archival materials. At present, however, GWMP staff are primarily interested in identifying conditions and providing treatment recommendations that will allow the building to continue to operate in its current program.

Part I of this HSR examined Building #313's context, history, and existing conditions, providing information necessary to understand the expression of the building's significance through its physical features. Building #313's significance derives from its use as a segregated comfort station between 1941 and 1948 as well as its exterior design and construction, intended to be visually compatible with Arlington House and other pre-existing outbuildings in the mansion's immediate radius. Given this significance, the building's ongoing maintenance and any future interventions must be balanced with the preservation of its character-defining features in accordance with The Secretary of the Interior's Standards for the Treatment of Historic Properties (SOI Standards).⁴¹⁷

The SOI Standards are neither technical nor prescriptive but are intended to promote responsible preservation practices that help protect the nation's irreplaceable cultural resources. For example, they cannot, in and of themselves, be used to make essential decisions about which features of the historic building should be saved and which can be changed. But once a treatment approach is selected, the SOI Standards provide philosophical consistency for the work. The SOI Standards describe four broad approaches to the treatment and use of historic properties. These are, in hierarchical order:

- Preservation, which places a high premium on the retention of all historic fabric through conservation, maintenance, and repair. It reflects a building's continuum over time, through successive occupancies and respectful changes and alterations.
- Rehabilitation, which emphasizes the retention and repair of historic materials, but provides more latitude for replacement because it is assumed the property is more deteriorated prior to work. (Both the Preservation and Rehabilitation approaches focus attention on the retention of those materials, features, finishes, spaces, and spatial relationships that, together, give a property its historic character.)
- Restoration, which accurately depicts the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the

restoration period.

- Reconstruction, which establishes limited opportunities to re-create a non-surviving site, landscape, building, structure, or object in all new materials according to sound documentary evidence.

The treatment approach most appropriate for future interventions at Building #313 is Rehabilitation (described in “Requirements for Work”). This standard calls for the preservation of character-defining features while allowing for sensitive repairs, upgrades, and alterations that support the building’s use. This approach protects the building’s historic character while ensuring that it meets contemporary expectations for safety, accessibility, and comfort, enabling it to continue serving GWMP’s operational needs.

Future interventions may also draw from the Restoration approach in order to return certain features of Building #313 to their historic appearance. Restoration is particularly relevant when non-historic materials require replacement, at which point restorative treatments may be pursued that reintroduce features, finishes, or materials that match those present during the period of significance. In accordance with the SOI Standards, such work must be substantiated by strong archival or physical evidence. Defining a restoration period is essential for applying this approach. While the GWMP does not intend to return Building #313 to a public toilet facility, its existing historic materiality still demonstrates aspects of its original design, construction, and use. As such, any restoration treatments should strive to retain, repair, and reintroduce materials evidenced by documentation of its original design and construction.

The treatment recommendations presented below are based on both the existing physical conditions assessment and the objectives listed above. These recommendations have been developed by subject-matter experts for each discipline and are rooted in the professional best practices, guidelines, policies, standards, and codes outlined in “Requirements for Work”.

REQUIREMENTS FOR TREATMENT AND USE

APPLICABLE BUILDING CODES

A list of applicable, but not exhaustive, codes is provided below. Applicable codes should also be coordinated with the local Authority Having Jurisdiction (AHJ). Additional code references are included in the consultant reports in Appendix E.

- 2024 International Building Code (IBC)
- 2024 International Existing Building Code (IEBC)
- 2024 International Mechanical Code (IMC)
- 2024 International Plumbing Code (IPC)
- 2024 International Fire Code (IFC)
- 2024 International Energy Conservation Code (IECC)
- 2024 National Fire Protection Act (NFPA) 101 Life Safety Code
- 2024 NFPA 70 National Electrical Code
- 2015 Architectural Barriers Act Accessibility Standards (ABAAS)

APPLICABLE HISTORIC PRESERVATION REGULATIONS

In the United States, historic preservation regulations exist at the federal, state, and local levels. At the federal level, the most pertinent regulations include Section 106 of the National Historic Preservation Act and the SOI Standards. While a project at GWMP is unlikely to trigger any reviews below the federal level, a brief overview of historic preservation regulations at the state and local levels has been included to inform any potential consultations with the Virginia Department of Historic Resources (VDHR) and Arlington County.

HISTORIC PRESERVATION REGULATIONS AT THE FEDERAL LEVEL

Section 106 of the National Historic Preservation Act of 1966 (NHPA), as amended, mandates federal protection of significant cultural resources, including buildings, landscapes, and archeological sites listed in or eligible for listing in the National Register of Historic Places.

A routine step in NPS's planning process for the treatment of cultural resources is compliance with Section 106 of the NHPA. This requires that federal agencies "take into account the effect" of any undertaking on historic sites listed in or eligible for the National Register during the early stages of planning for that undertaking. To satisfy the requirements of Section 106, regulations have been published (36 CFR Part 800, "Protection of Historic Properties") that require, among other things, consultation with State Historic Preservation Offices (SHPOs), local governments, and Indian tribal representatives. They also

establish criteria under which the Advisory Council on Historic Preservation (ACHP) may comment, but as a practical matter, most federal undertakings do not involve review by the ACHP. Section 106 reviews ensure that all interested parties have a voice in the treatment of the nation's cultural heritage.

Some federal agencies, including the NPS, are party to programmatic agreements that tailor the Section 106 process to a specific government program. In 2008, the NPS, ACHP, and National Conference of State Historic Preservation Officers (NCSHPO) signed a programmatic agreement that—among other things—establishes a streamlined review process and clearly defines which kinds of undertakings may qualify for the streamlined process and which require a standard Section 106 review as described in 36 CFR Part 800.

The SOI Standards provide a preservation philosophy and preservation treatment approaches that are widely understood and almost universally accepted as best historic preservation practice in the United States. By separate regulation, the Secretary has required the application of the SOI Standards in certain programs that the Secretary administers through the NPS. The SOI Standards have also been widely adopted by state and local governments and by private-sector entities and are intended to be applied to a wide variety of resource types, including buildings, sites, structures, objects, and districts. The SOI Standards, revised in 1992, are codified as 36 CFR Part 68 in the 12 July 1995 Federal Register (Vol. 60, No. 133). The revision replaced the 1978 and 1983 versions of 36 CFR 68 entitled “The Secretary of the Interior’s Standards for the Treatment of Historic Properties.”

HISTORIC PRESERVATION CONSIDERATIONS AT THE STATE AND MUNICIPAL LEVELS

The VDHR serves as the State Historic Preservation Office (SHPO) for Virginia and is therefore a key consulting party in the Section 106 review process. Virginia also has state-specific historic preservation guidance through the state Zoning Code as well as the Comprehensive Historic Preservation Plan, which governs undertakings by state agencies and the management of state-owned properties. As GWMP is federally owned and managed, this statute is not anticipated to apply directly to proposed work within the park. Nevertheless, consulting with VDHR during the earliest stages of project planning will ensure that any potentially relevant state legislation is identified and upheld.

Arlington County, which exercises local jurisdiction over the area encompassing Arlington National Cemetery, maintains a Historical Affairs and

Landmark Review Board, responsible for reviewing undertakings that affect properties designated as County historic districts. As no resources within the park are currently included in a local historic district, no local review process is anticipated for projects at ANC. However, the county is a Certified Local Government (CLG) with a qualified historic preservation commission. Such commissions are important consulting parties during the Section 106 review process and can also help facilitate public participation in local historic preservation efforts.

WORK RECOMMENDATIONS AND ALTERNATIVES

In March 2026, the NPS and the authors of this report participated in a workshop to discuss proposed treatment recommendations for the conditions identified through each consultant's assessment of the buildings. While the consultants presented multiple treatment alternatives for some conditions, the following recommendations include only those preferred alternatives selected by NPS staff for inclusion in the HSR and further consideration.

Additional information regarding the consultants' assessments as well as work recommendations and alternatives discussed during the March 2026 workshop can be found in Appendix E: Consultant Reports.

BUILDING USE RECOMMENDATIONS

As noted above, although the NPS may desire to upgrade Building #313's curatorial facilities, the following treatment recommendations will assume that it will continue in its current program for the foreseeable future. The NPS has not expressed interest in restoring the building's function to that of a public toilet facility. Should this be reevaluated in the future, a comprehensive feasibility analysis should be performed including an assessment of any remaining plumbing and ventilation infrastructure.

In general, any proposed future use should avoid alterations that would damage, obscure, or diminish its character-defining features.

TREATMENT OF SPECIFIC ARCHITECTURAL FEATURES

The condition assessments presented above focus primarily on character-defining materials and architectural features for Building #313 as well as non-character-defining features and general site conditions where relevant to overall maintenance or use. The following table presents treatment recommendations, addressing only features that were evaluated as being in "fair" or "poor" condition (Table 3). Aspects of the buildings' structural and electrical systems—including the buildings' foundations and access features—as well as accessibility requirements are addressed separately after the tables below.

The following tables include only those conditions identified as "Fair" or "Poor" in the conditions assessment above.

INDIVIDUAL ELEMENTS	MATERIAL	TREATMENT RECOMMENDATIONS/ALTERNATIVES
B2010 Exterior Walls	Painted pebble dash stucco	- Remove scandent ivy and other biological growth including invasive plants growing against foundations. - Clean rust staining and general soiling and repaint. - Remove foaming sealant from HVAC penetrations and reseal with more appropriate sealant. - Remove cracked and detached stucco and match and paint to match existing. Assess condition of window lintels to determine if cleaning, repair, or replacement is necessary. - At areas of heavy overpainting, remove paint and repaint to uniform coverage and texture (option: do nothing). - Retain abandoned anchors for the signs above the former segregated entrances. Consider methods of interpretation.
B2010 Exterior Walls	Painted flat stucco	- Remove scandent ivy and other biological growth. - Clean rust staining and general soiling and repaint. - Sound areas of minor cracking not accessible from the ground. If it is determined to be detached, remove detached stucco and patch and paint to match. If sound, paint over cracks. - Remove handrail, clean and repaint handrail, remove and patch damaged stucco and clean intact stucco to remain, reinstall handrail.
B2020 Exterior Windows	Wood 6-over-6 sash window with wood trim	- Clean general soiling. - Remove biological growth. - Remove all sashes and restore to original condition. Restoration may include replacement of missing or damaged elements, reglazing, sealing frame, and repainting. - Ensure all windows are fitted well to avoid rattling.
B2020 Exterior Windows	Wood 3-lite hopper window with wood trim	- Replace non-matching glass panes. - Replace missing hardware to match historic. - Clean general soiling. - Remove all sashes and restore to original condition. Restoration may include replacement of missing or damaged elements, reglazing, sealing frame, and repainting.
B2020 Exterior Windows	Wood 3-over-3 window sash with wood trim	- Remove window A/C units and restore to original condition. Restoration may include replacement of missing or damaged elements, reglazing sash, sealing frame, and repainting. - Remove southwest window, restore, and replace.
B2020 Exterior Windows	Wood tripartite window sash with wood trim	- Replace cracked wood element and repaint.
B2020 Exterior Windows	Wood fixed transom window	- Remove window and restore. Restoration may include replacement of missing or damaged elements, reglazing, sealing frame, and repainting.

INDIVIDUAL ELEMENTS	MATERIAL	TREATMENT RECOMMENDATIONS/ALTERNATIVES
F1010 Special Structures	Flagstone patio	- Remove displaced flagstones and investigate sub-base condition. Repair or replace flagstones as necessary, re-lay flagstones with mortar. - Replace missing wood edging. - Remove biological growth.
F1010 Special Structures	Brick walkway	- Remove hackberry tree damaging the brick walkway and relay brick paving. - Reassess if new plats should be placed in the same location. - Complete site inventory of existing vegetation and review historic images (Figure 100). Prepare planting plan for the grounds.
F1010 Special Structures	Concrete steps with pipe railing and concrete path	- Replace failing sealant at intersection with building wall. - Remove biological growth.
B2030 Exterior Doors	Wood exterior panel doors with obscured glass and wood trim	- Remove doors and restore. Restoration may include replacement of missing, damaged, or non-historic elements.
B2040 Rain Water Drainage	Painted copper downspouts and cast-iron shoes	- Scope drain to confirm internal condition. Repair as necessary. - Remove flaking paint and repaint. - Remove and restore bands. - Remove rust and repaint shoes.
B5090 Other Electrical Systems	Iron lantern sconces	- Remove biological staining and general soiling and repaint. - Replace missing glass panes to match existing.
F1010 Special Structures	Granite entrance steps with wrought-iron railing	- Investigate subsurface conditions beneath stairs. - Reset loose and displaced granite units. - Remove, pin, and reset cracked stone units. - Replace failing repointing. - Clean general soiling. - Remove rust and repaint handrail.
A2020 Basement Walls	Painted brick masonry walls	- Remove biological growth. - Clean general soiling. - Remove loose fragments and patch bricks. - Replace damaged bricks. - Remove previous penetration patching and repatch with appropriate patch material. - Remove paint from west basement wall to allow masonry to breathe. - See structural and mechanical treatment recommendations in Appendix E for additional information.
A1030 Slab on Grade	Concrete floors	- Remove non-historic vinyl floor tiles. - Clean general soiling and water staining. - Remove failing paint and repaint.
C1020 Interior Doors	Interior wood panel door with wood trim at basement	- Remove pegboard and restore door to original condition and operability.

INDIVIDUAL ELEMENTS	MATERIAL	TREATMENT RECOMMENDATIONS/ALTERNATIVES
C1020 Interior Doors	Interior wood paired doors on first floor	- Restore doors and frames to original one-leaf condition. Confirm applicable code requirements.
B1010 Floor Construction	Quarry tile floor	- Clean general soiling. - Patch holes from abandoned flush bolts after restoration of doors.
B3010 Wall Finishes	Glazed tile walls	- Patch abandoned anchor holes. - Clean surface marks and adhesive residue. - RegROUT tiles where grout is missing or failing. - Remove overpaint.
C3030 Ceiling Finishes	Concrete ceilings in basement	- Rout and fill cracks and repaint. - Remove flaking paint and repaint. - Clean general soiling. - Remove biological growth.
C3030 Ceiling Finishes	Plaster ceilings on first floor	Remove ACT and restore ceiling. Restoration may include routing and filling cracks, removing flaking paint, cleaning general soiling, removing biological growth, and repainting. This will also require the addition of supplemental lighting to meet code requirements, for which further evaluation is necessary.
B3020 Heat Generating Systems	Floor-mounted Cast-iron radiators	- Remove flaking paint and repaint.

Table 3. Treatment recommendations for building features determined to be in fair or poor condition.

REPAINTING RECOMMENDATIONS

Because of the inconclusive results of the exterior finishes analysis (see Appendix E), repainting should match the recent repainting of Building #300 Old Administration Building) and Building #314. These projects used the following paint system:

Primer: Sherwin-Williams Exterior Oil-Based Wood Primer (1 coat).

Finish: Benjamin Moore MoorGlo Soft Gloss acrylic paint. Custom tinted.

- Lower stucco: Morgan Hill Gold
- Upper stucco: OAB White, purchased from Regal Paint Center, Frederick, MD (2 coats).⁴¹⁸

MAINTENANCE RECOMMENDATIONS

To prolong Building #313's service life and prevent premature deterioration, general maintenance is recommended for all existing architectural materials. Specific maintenance recommendations include:

- Clear gutters of debris seasonally, ensuring that gutters continue to drain water properly.
- Remove insect matter annually, or when it creates issues for building occupants.
- Scope underground drains annually to confirm proper continued operation.
- Until a full dehumidifying system is installed, run temporary dehumidifiers in the basement during high humidity periods of the year to inhibit mold growth. Monitor the basement during these periods and remove mold if it begins to develop.
- Prune adjacent trees and bushes as necessary to prevent them from growing within one foot of the building. Prune other vegetation as appropriate.
- Remove scandent ivy growth annually to prevent it attaching to the building. Remove invasive plants growing against foundation.
- Establish no-mow edge along foundation of building. Eliminate grass and vegetation from around foundations; maintain a 3-foot mow strip.

CODE COMPLIANCE AND ACCESSIBILITY RECOMMENDATIONS (GWWO)

There are no restroom facilities in the Building #313, accessible or otherwise. The basement and first floor of the building are not ABAAS-compliant.

The building is used by NPS staff as an administrative building and accommodations can be made through access to other ABAAS-compliant administrative buildings within the Park such as the adjacent Administration Building (Building #300).

If the occupancy of the existing building is increased or building use changes in the future, a code review will need to be conducted to comply with the respective International Building Code and ABAAS requirements.

A building code analysis of the building, including the stairs and handrails, for compliance with the governing building code should be performed.

STRUCTURAL RECOMMENDATIONS (GWWO)

The recommended building treatment includes the repointing of the mortar joints and possible removal and resetting of the flagstone step and landing pavers at the main entrance stairs, further investigation of the cracks that have appeared in the pebble dash finish at several of the first story window opening heads, resetting of the loose patio pavers at the east side of the building and the repair of a small spall in the underside of the first floor slab. A structural analysis is recommended to evaluate the capacity of the floor structure in the file rooms and the joists in the attic space.

The following building treatment is recommended:

- Cracks in the pebble dash finish that have appeared above the first story window heads on the west and north building elevations is likely due to water infiltration and possible corrosion of the steel lintel angles. The pebble dash should be removed so that the condition of the angles can be assessed. If corrosion is evident but not severe, the angles can be cleaned and coated with a rust inhibiting paint. If the corrosion is severe and has compromised structural integrity, the angles will have to be replaced or reinforced. A combination of these repairs is possible.
- The severely eroded mortar joints of the flagstone step and landing pavers at the main entrance stairs should be repointed. The severity of the erosion will warrant removal and resetting of the flagstones at some locations. A structural analysis of the stairs for compliance with the governing building code should be performed. Exposed areas of the concrete stair slab should be inspected for deterioration and repaired prior to resetting the pavers.
- At the first-floor slab spall and crack above the north room, remove loose concrete to expose sound material and repair with epoxy-based crack injection and concrete spall repair compounds.
- Displaced, cracked and loose patio flagstones should be removed and the soil sub-base inspected. It may be necessary to remove and re-compact the soil prior to resetting the flagstones. An investigation into the cause of the deterioration should be conducted before undertaking repairs.

The following are recommendations related to the attic space and file storage in the first-floor rooms, and are based on field observations of the existing conditions, conducted on March 12, 2025, and information regarding the file storage cabinets supplied by curatorial staff:

- A structural analysis should be carried out to evaluate the capacity of the first-floor structure.
- No additional storage should be added to the first-floor rooms without conducting a prior structural analysis.
- Consider removing items currently stored on top of the filing cabinets in the first-floor rooms.
- A structural analysis should be carried out to evaluate the capacity of the attic joists for the support of potential future storage loads and the replacement of mechanical, plumbing, and electrical equipment.

MECHANICAL RECOMMENDATIONS (GWWO)

HVAC SYSTEM

The split system that serves the first floor is very new and in good condition and therefore should remain. The only recommendation is to insulate the existing supply duct main to prevent condensation issues.

WINDOW AIR CONDITIONING UNITS

The window units are old and in poor condition and they are causing water damage/mold around the window units. There is also an issue with condensate running down the exterior of the building. These window units are not needed and need to be removed. Once the window units are removed, the entire window will also need to be replaced.

BOILER SYSTEM

The abandoned fuel-oil fired boiler is not operational and is no longer needed. There are several alternatives:

- Alternative 1: Keep abandoned system as is. Do not provide any cooling or heating to the basement. Portable plug-in dehumidification units could be provided in the basement spaces in the short term to help control the humidity levels below 60% but would not be a long-term solution. One plug-in portable dehumidification unit should be provided in each basement space. Each portable plug-in dehumidification unit should be sized based on the square footage of the space that it serves.
- Alternative 2: Remove the boiler and all associated piping. The existing radiators and boiler flue should be kept because they are of historic importance. Do not provide any heating or cooling to the basement. Portable plug-in dehumidification units could be provided in the basement spaces in the short term to help control the humidity levels below 60% but would not be a long-term solution. One plug-in portable dehumidification unit should be provided in each basement space. Each portable plug-in dehumidification unit should be sized based on the square footage of the space that it serves.
- Alternative 3a: Remove the boiler and all associated piping. The existing radiators and boiler flue should be kept because they are of historic importance. Provide permanent hard-wired dehumidification units to control the humidity levels. One dehumidification unit would be provided in each basement space.
- Alternative 3b: Remove the boiler and all associated piping. The existing radiators and boiler flue should be kept because they are of historic importance. Provide heating/ventilation to the basement, but no cooling. Under this alternative electric

unit heaters would be provided in each space. Small ventilation fan(s) would be provided to ventilate the spaces and help with humidity control.

- Alternative 3c: Remove the boiler and all associated piping. The existing radiators and boiler flue should be kept because they are of historic importance. Provide full cooling/heating to the basement. Under this alternative a small variable refrigerant flow (VRF) would be provided. One outdoor heat pump unit would be installed on grade. An indoor fan coil unit would be provided in each space. The fan coil units could be either ductless floor mounted console, ductless wall mounted, ductless ceiling cassette or horizontal ducted. Refrigerant piping would be routed from the outdoor heat pump unit to each fan coil unit. Ventilation could also still be provided under this alternative.

MISCELLANEOUS

The Park has indicated that they intend to move the washer and dryer into Building 314. In this case, the dryer vent should be removed and the window should be restored.

ELECTRICAL RECOMMENDATIONS (HENRY ADAMS)

ELECTRIC SERVICE

Retain the existing 240/120V, 1-phase, 3-wire, 200-amp underground service to the Comfort Station. To provide additional branch circuits, replace the 30-pole Square D load center with a 42-pole load center as part of the interior renovation. Provide the load center with a surge protective device and arc fault circuit interrupter (AFCI) circuit breakers. Provide a new service entrance grounding system. Refeed the existing load center on the upper level from the new 42-pole panel with a 2-pole, 30-amp circuit breaker.

INTERIOR BRANCH CIRCUITS AND WIRING DEVICES

Wiring consists of a combination of EMT conduit, MC cable, and NM (Romex) cable. Since Romex is prohibited by NPS standards, replace the Romex in all instances. Retain existing MC cable and conductors in EMT conduit unless removal or replacement is required in coordination with mechanical equipment removal or replacement and other renovations.

INTERIOR LIGHTING AND CONTROLS

Replace fluorescent troffers, pendant luminaires, bare lamp sockets, and other light fixtures throughout the building with LED high-performance, energy efficient luminaires suitable for the occupancy type and tasks to be performed in the space. Provide automatic lighting control vacancy sensors in all rooms. Provide surface mounted luminaires on the plaster ceiling. Route the conduit and wiring for these luminaires up to the attic and down to the light fixtures

to keep the raceways concealed. This can be either in EMT or MC cable. All luminaires must be independently supported from the building structure and securely fastened to the attic joists. The plaster ceiling shall not be used as a means of support. Match the light fixtures of Building #314 for continuity across NPS-operated buildings.

EMERGENCY AND EGRESS LIGHTING

It has been noted that exit signs and emergency battery units are absent from the building, however the Use Group (B) and occupant load (under 50 occupants) does not warrant the need for exit signs. For occupant safety, provide emergency battery units inside the building at exits and on the exterior of the building at exit discharges. Feed these luminaires from an unswitched hot leg of the normal lighting circuit service the space. Match the emergency and egress lighting of Building #314 for continuity across NPS-operated buildings.

Alternative: Provide a central battery inverter system in lieu of emergency battery units. Circuit luminaires to the inverter to ensure that the code-required illumination for egress is achieved during loss of normal power.

EXTERIOR BRANCH CIRCUITS AND WIRING DEVICES

There is limited wiring on the exterior of the Comfort Station that will remain. Replace the receptacle on the exterior wall with a weather-resistant (WR) GFCI receptacle outlet with a weatherproof while-in-use cover.

EXTERIOR LIGHTING AND CONTROLS

Exterior lighting consists of colonial-style lantern wall sconces, two at the front entrance and one at the side entrance, high-intensity discharge floodlights at the front building corners, and twin lamp holders at the rear corner. The lantern wall sconces are showing signs of corrosion and paint is peeling from the metal surfaces. Retain historic light fixtures (wrought iron lantern sconces). Repaint, refinish, and relamp the luminaires with standard lamps for ease of maintenance. Control the exterior lights by a time clock with photocell, dusk-to-dawn, and override capabilities.

FIRE ALARM AND INTRUSION DETECTION SYSTEM

Remove the obsolete Pyrotronics System 3 fire alarm control unit and associated abandoned initiating devices. Relocate the DMP fire alarm control unit so that the fire alarm unit's visible indicators, displays, and controls are located not greater than 6 feet above the finished floor to comply with NFPA 72, 10.4.4.

Wall mounted motion sensors are located throughout the building. The security system arm/disarm keypad with LCD text display is located at the main entrance.

TELECOMMUNICATIONS/DATA SYSTEMS

Remove the abandoned telephone backboard. Retain existing telecom/data infrastructure, data racks, and outlets.

PLUMBING RECOMMENDATIONS (HENRY ADAMS)**DOMESTIC WATER SYSTEM**

It is assumed that there is still a desire to have water in the building. In which case a backflow preventer needs to be provided on the incoming domestic water service. There are two alternatives for the domestic water piping.

- Alternative 1: Keep the existing domestic water piping as is.
- Alternative 2: Replace the existing domestic water piping as there are numerous locations where fittings are corroded.

DOMESTIC HOT WATER SYSTEM

If there is a desire to have hot water in the building, then the water heater needs to be replaced. The existing water heater is past its life expectancy, and it is not known if it is currently operational. Further investigation beyond visual inspection would be required to determine if it is operational. The new water heater would be an electric tank type. A drain pan should be provided under the tank. The relief valve should be piped to the exterior. If there is no desire to have hot water in the building, the water heater can be removed.

SANITARY SYSTEM

It is recommended that the sub slab sanitary piping remain regardless of if any plumbing fixtures remain in the building. Replacing the sub slab piping would be a big effort as it would require opening up the concrete slab. NPS has

indicated that they would like to keep the abandoned above grade sanitary piping as well.

STORM WATER SYSTEM

The downspouts and cast-iron storm water piping are in fair condition. The storm water piping should be scoped to determine the internal condition and repaired as necessary.

PLUMBING FIXTURES

The Park has indicated that they intend to move the washer and dryer into Building 314. In this case, the domestic water piping connections should be removed back to the mains and valved and capped. Per discussions with the Park, Building 314 can accommodate the washer and dryer with updates needed to the mechanical, plumbing, and electrical. The existing conventional dryer can be replaced with ventless dryer for flexibility.

The mop sink is in very poor condition and needs to be replaced.

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APPENDICES

APPENDIX A: ARLINGTON NATIONAL CEMETERY SITE PLAN

APPENDIX B: 1940 CONSTRUCTION DRAWINGS

APPENDIX C: EXISTING CONDITIONS DRAWINGS

APPENDIX D: EXISTING CONDITIONS PHOTO KEY PLANS

APPENDIX E: CONSULTANT REPORTS

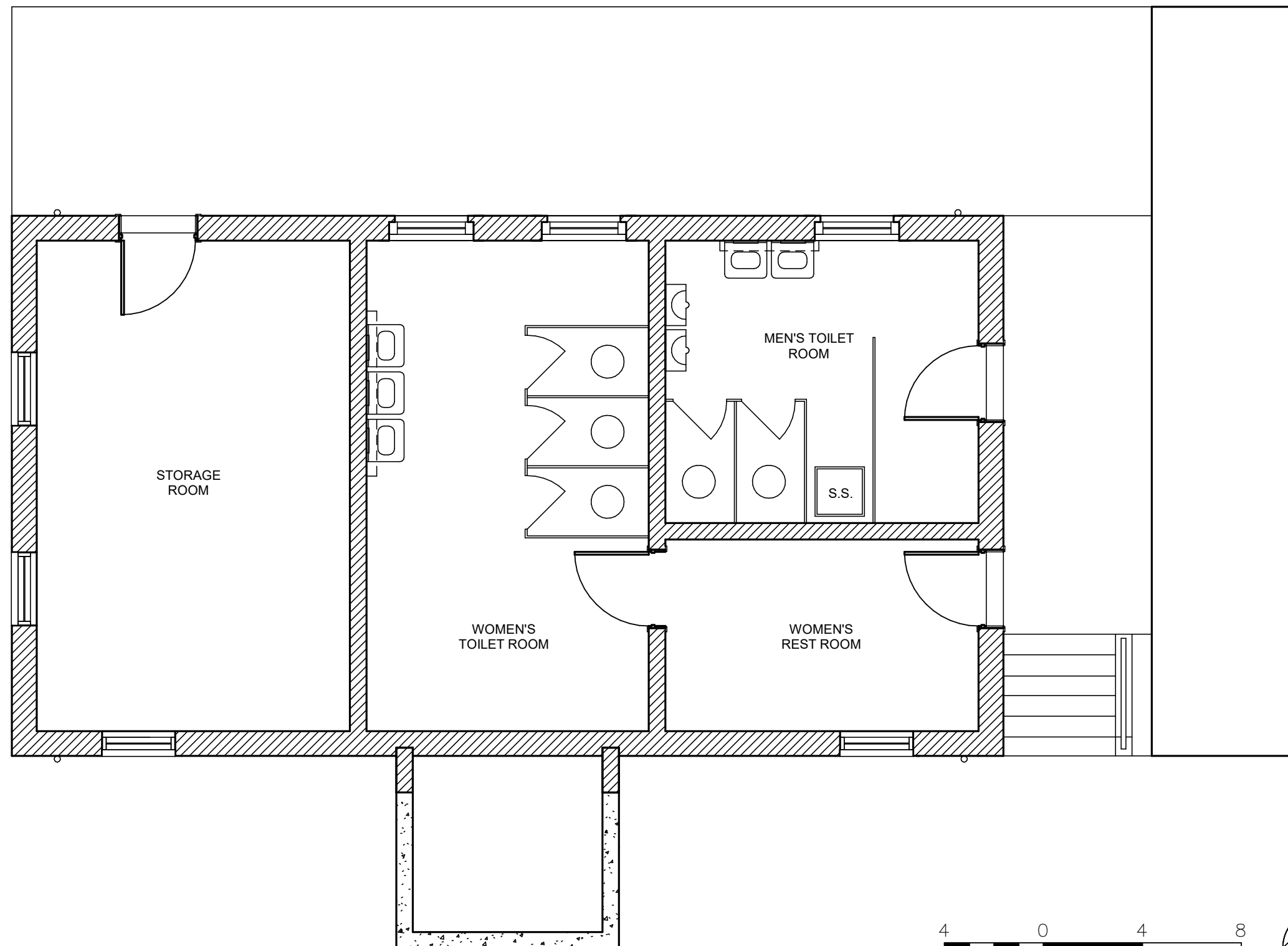
APPENDIX F: HISTORIC FINISHES ANALYSIS

APPENDIX A: UNITED STATES GEOLOGICAL SURVEY MAP

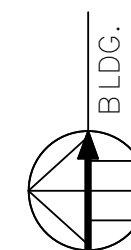
HISTORIC CEMETERY COMFORT STATION

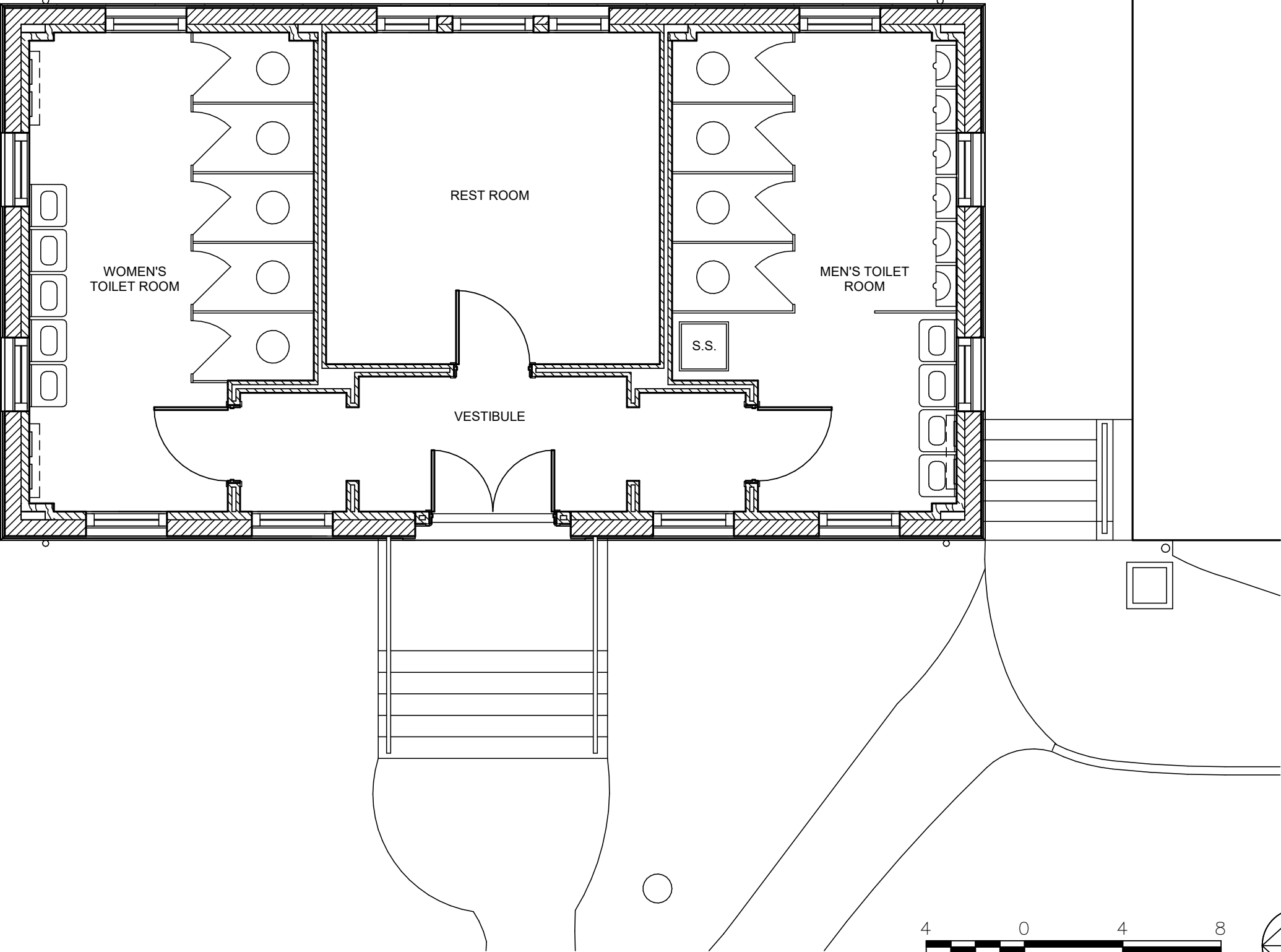


APPENDIX B: 1940 CONSTRUCTION DRAWINGS



HISTORIC 1941 BASEMENT FLOOR PLAN





HISTORIC 1941 FIRST FLOOR PLAN



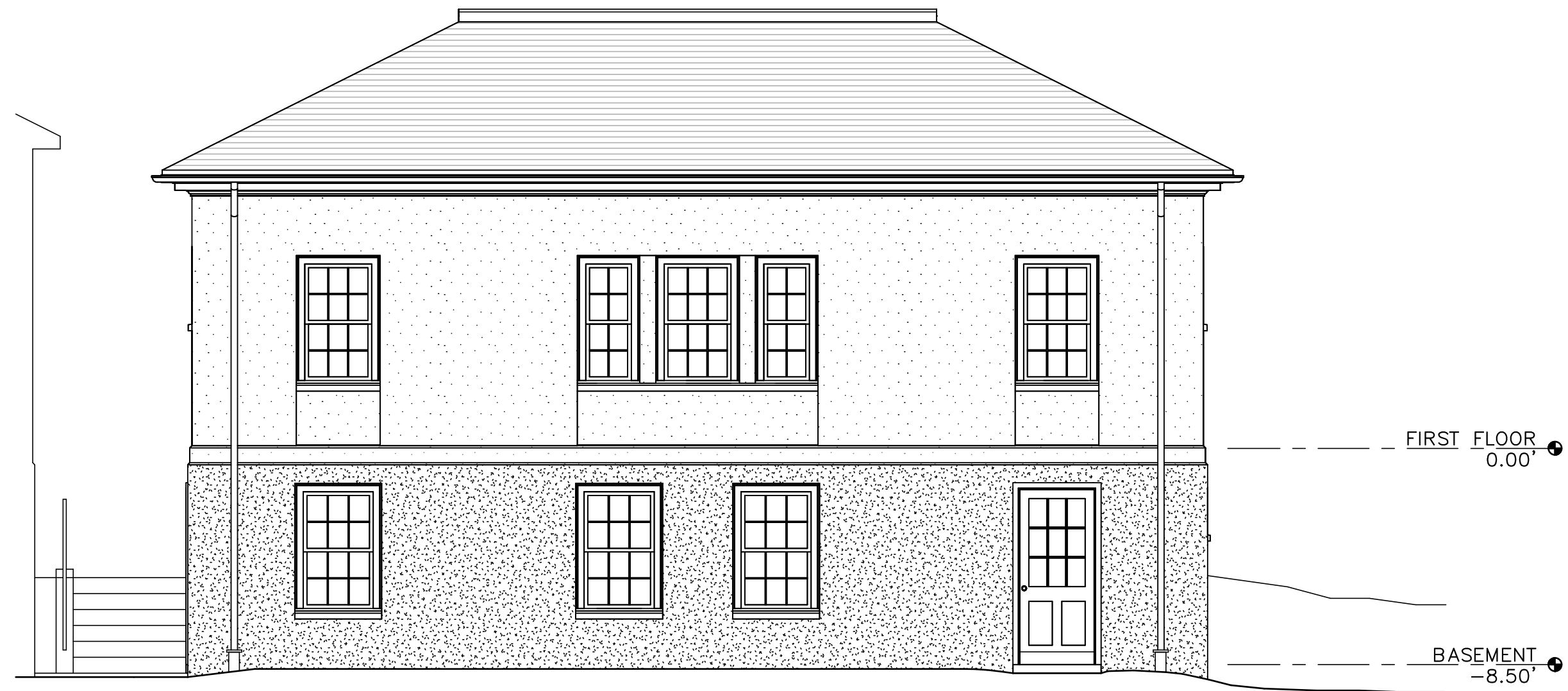
HISTORIC 1941 WEST ELEVATION





HISTORIC 1941 SOUTH ELEVATION





HISTORIC 1941 EAST ELEVATION



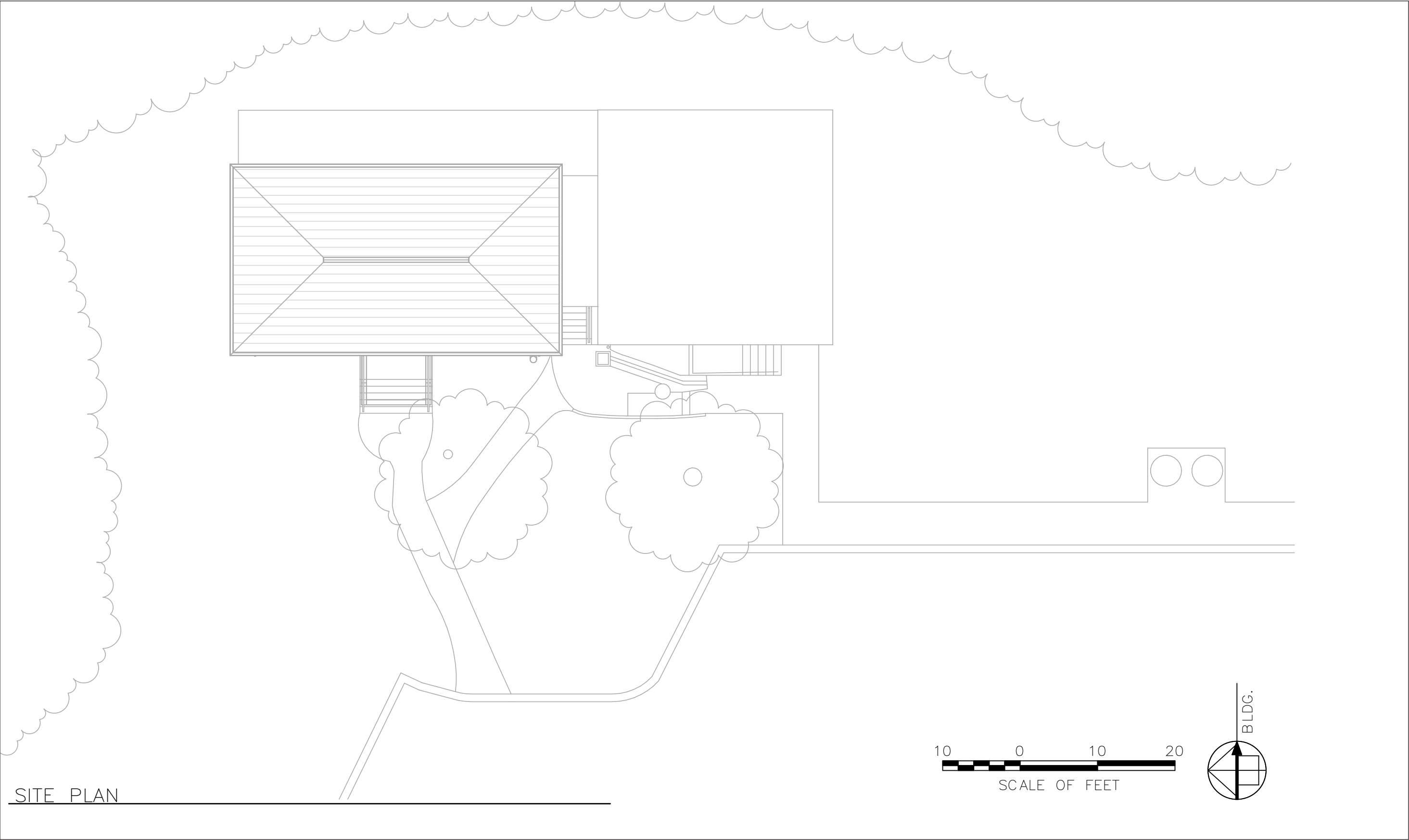


HISTORIC 1941 NORTH ELEVATION

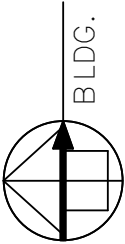
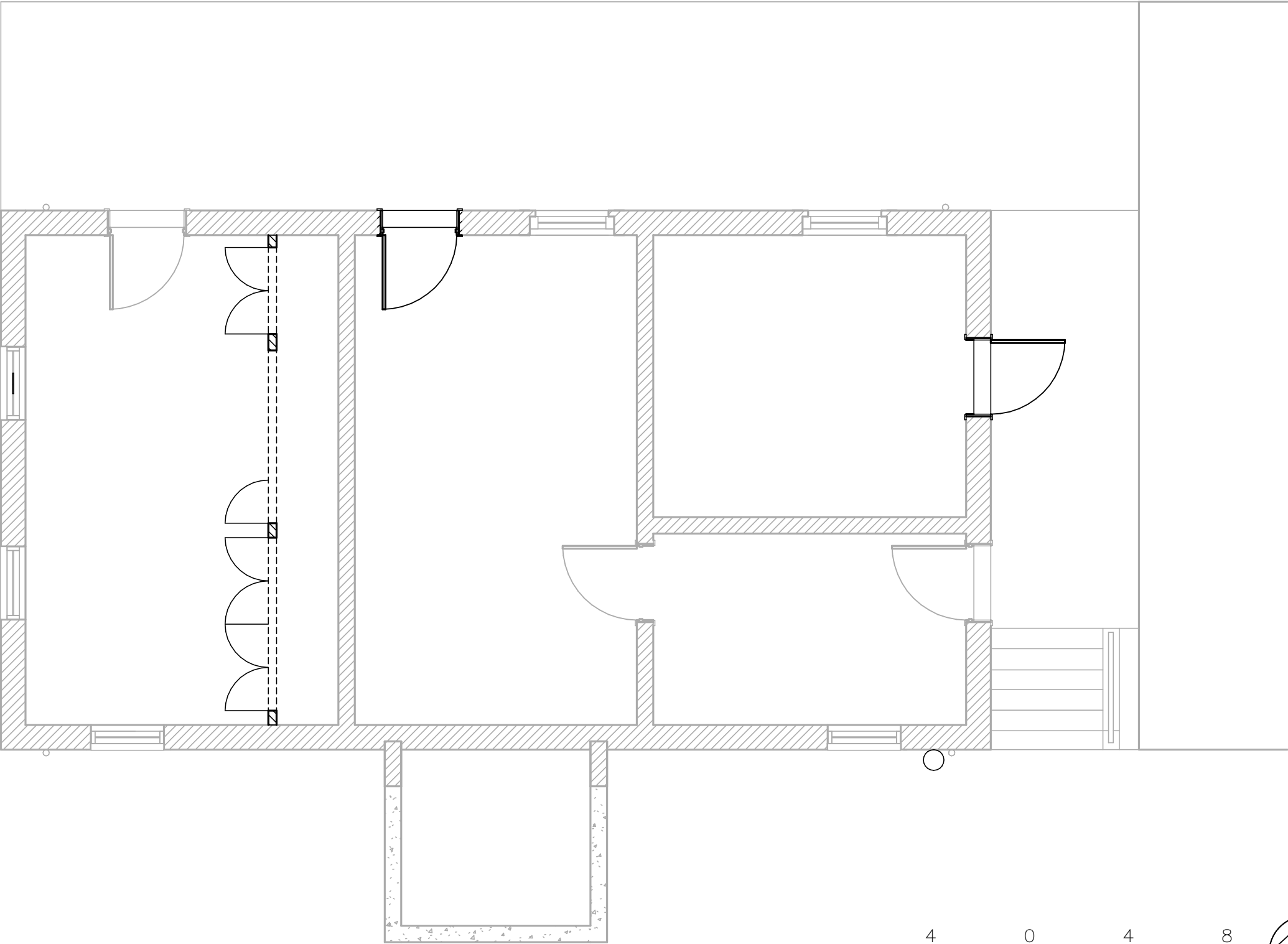


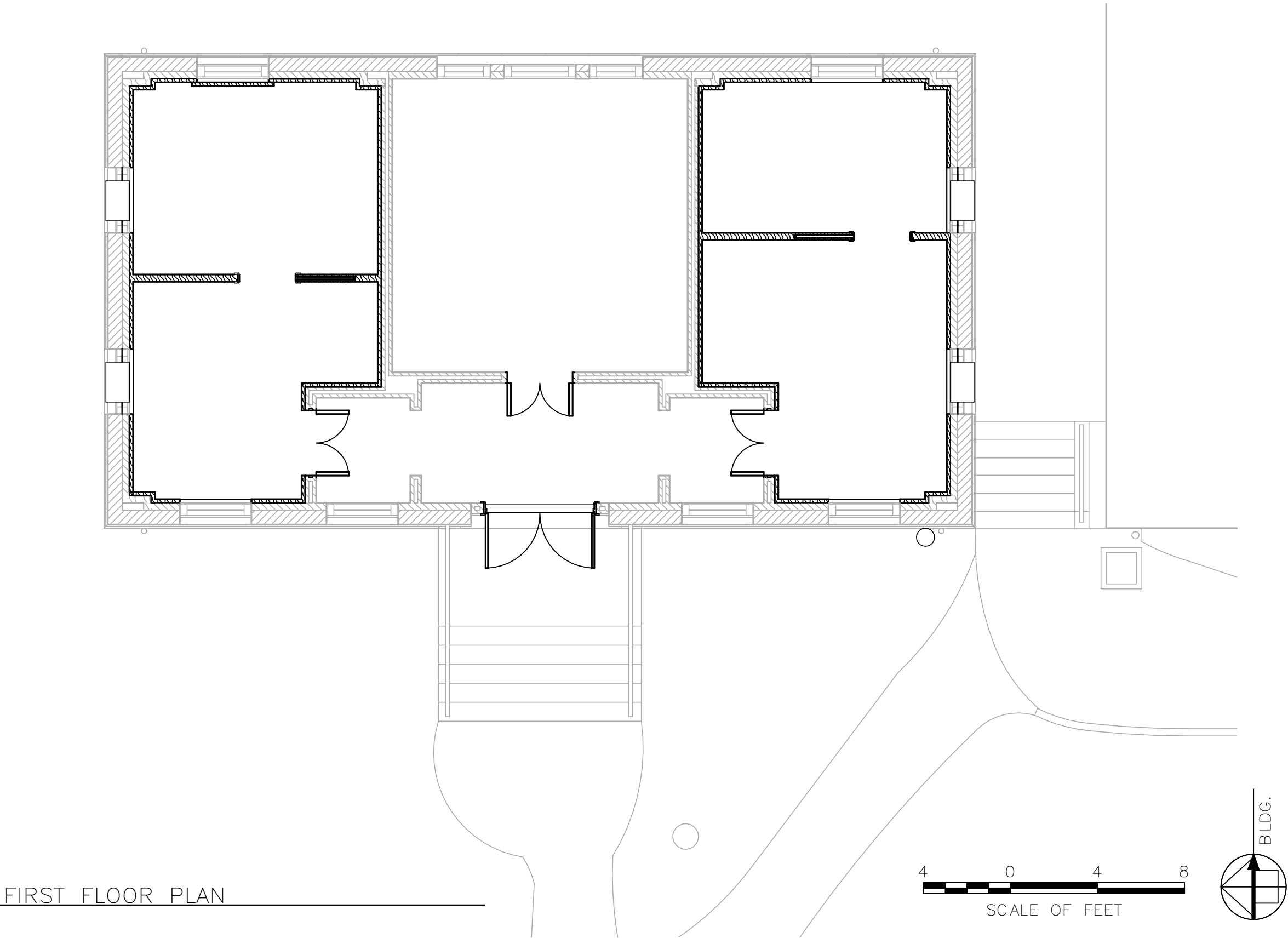
APPENDIX C: EXISTING CONDITIONS DRAWINGS

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BASEMENT FLOOR PLAN





FIRST FLOOR PLAN



WEST ELEVATION





SOUTH ELEVATION





EAST ELEVATION





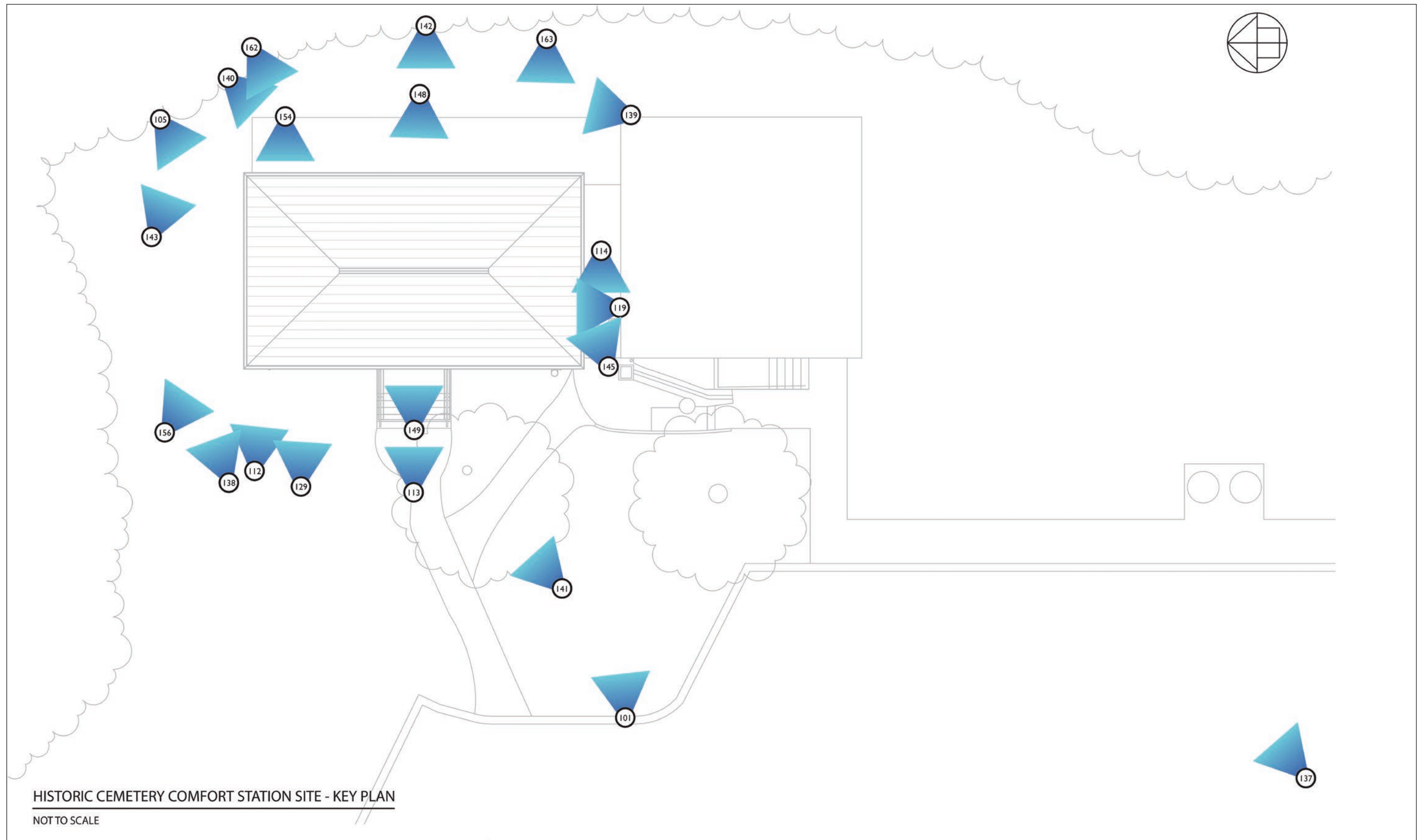
NORTH ELEVATION

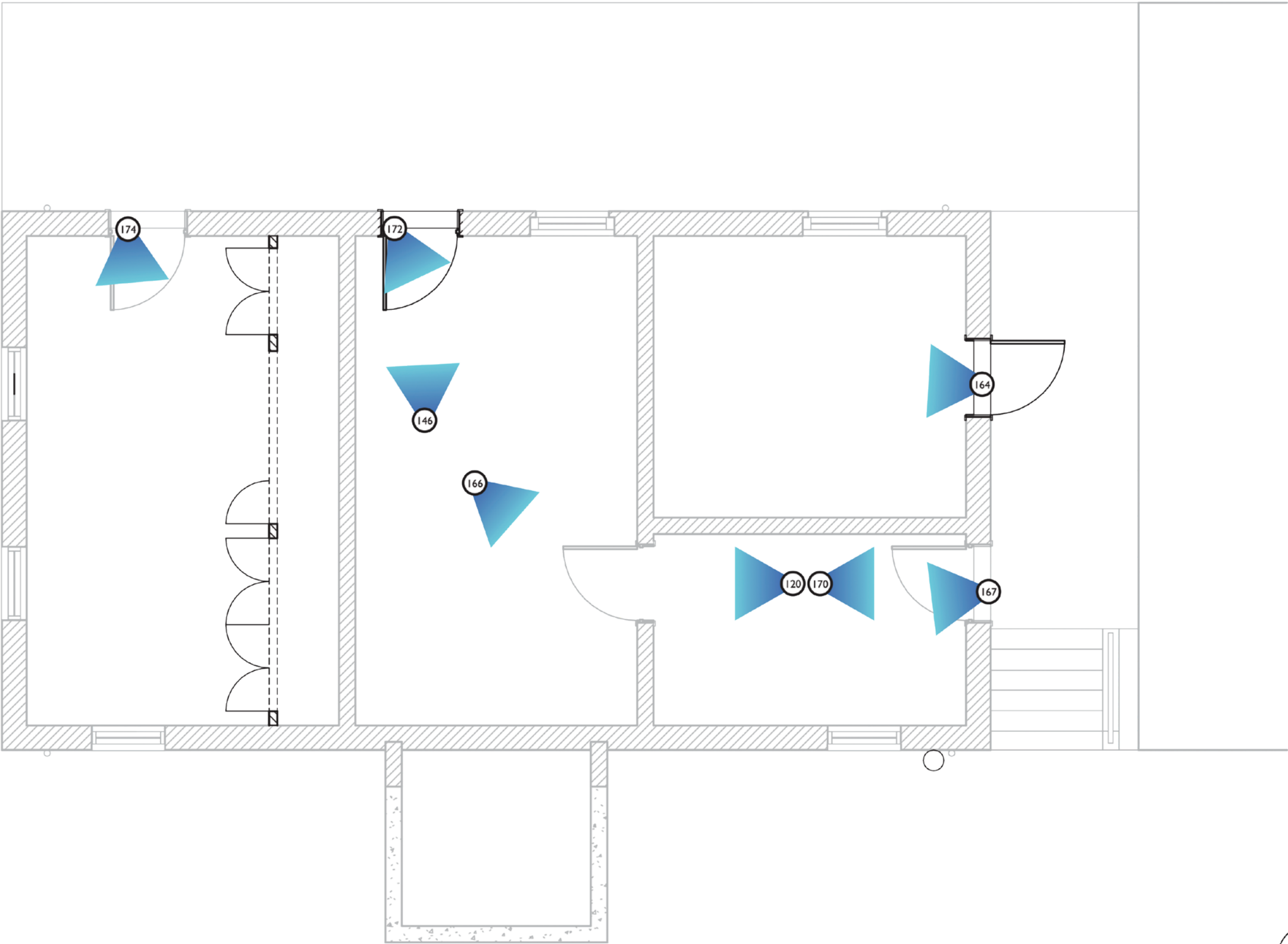


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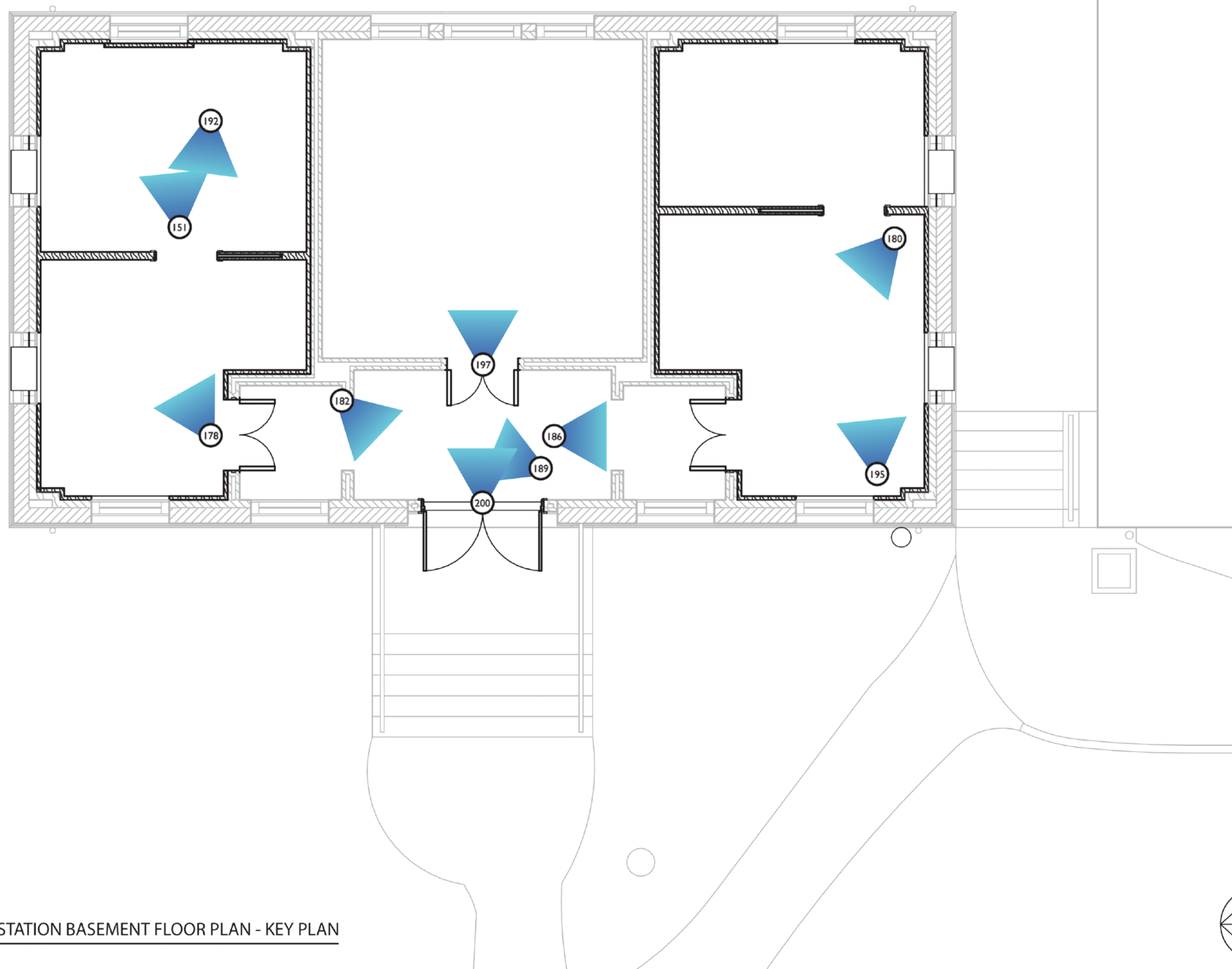
APPENDIX D: EXISTING CONDITIONS PHOTO KEY PLANS

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HISTORIC CEMETERY COMFORT STATION BASEMENT FLOOR PLAN - KEY PLAN
NOT TO SCALE



HISTORIC CEMETERY COMFORT STATION BASEMENT FLOOR PLAN - KEY PLAN

NOT TO SCALE

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APPENDIX E: CONSULTANT REPORTS

STRUCTURAL (GWWO)

**Historic Structure Report
for the
Historic Cemetery Comfort Station
at Arlington National Cemetery
Arlington, MD**



Structural Condition Assessment

Prepared for:
National Park Service
National Capital Region, Washington, DC
PMIS 319910C

Prepared by:
GWWO, Inc.
1215 East Fort Avenue, Suite 24
Baltimore, MD 21230

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1. Introduction

On March 12, 2025, Eddie Foy, a structural engineer with GWWO Architects, conducted a structural condition assessment of the Historic Cemetery Comfort Station at Arlington National Cemetery in Arlington, Virginia. The work was performed by making visual observations of exposed areas of the structure and probing. A review of available documentation was performed, and portions of the original building drawings have been included as figures in this report to illustrate various characteristics. The following description of the building is largely based on the original building drawings.

2. General Overview

The Comfort Station is a two-story, 21'-6" x 39'-9" rectangular-shaped building oriented with its longer dimension in the north-south direction. The building site is sloped downward from the west, front side, where the main entrance is located, to the eastern, rear side. The first-floor elevation is approximately 4-feet above grade along the west side and 9-feet above grade at the east elevation. A stone-cladded concrete stair leads up to the first-floor main entrance, and grade-level access to the basement rooms is provided at four locations by two doors along the south and east elevations. Concrete stairs lead downward to a narrow passageway between the Comfort Station and an adjacent building to the south. The exterior walls are brick masonry with a pebble dash finish at the lower story, transitioning to white stucco at the upper story. A flagstone patio extends along the east side of the building (see Photos P-1 to P-5).

3. Structural Description

Refer to Section 4 for referenced photographs and figures.

A. Roof

The roof is timber-framed with a Georgian hip and gable configuration and a 6 in 12 pitch. The ridge line is oriented in the north-south direction and features a metal roof vent. The roofing consists of slate shingles over 1x6 tongue-in-groove board sheathing. The framing is comprised of 2x8 rafters spaced at 1'-4" on centers. In the east-west direction, the rafters span between the exterior brick bearing walls and a 2x10 ridge beam. At the north and south ends of the building, the rafters span between the exterior walls and 2x10 hip beams. Double 2x8 rafters spanning in the east-west direction support the ends of the ridge and hip beams at the ridge elevation (see Figure 1).

The rafters bear on a double 2x8 continuous top plate that is anchored to the brick walls with 5/8-inch diameter anchor bolts spaced at 2'-0" on centers. The inside face of the top plate aligns with the inside face of the brick wall. Spanning between the east and west walls and fastened to the rafters are 2x8 horizontal tie beams. The tie beams are supported at midspan by 1x6 hangers connected to the rafters above, at the ridge beam elevation. A plaster ceiling, supported by 2x4 joists spaced at 2'-0" on centers, is suspended from the horizontal tie beams with 2x2 hangers located along alternate beams (see Photos P-6 to P-8, P-10, P-11, and Figure 2).

Steel 5"x3½"x3/8" clip angles located at alternate rafters are connected to the rafters and tie beams with (2)-5/8-inch diameter through bolts and to the continuous top plate with (2)-5/8-inch diameter lag screws. The rafter ends are notched at their top plate bearings creating a 5-inch deep outlooker cantilevering 9-inches from the outside face of brick to provide support for a soffit and associated wood trim (see Photo P-9 and Figure 2).

B. First Floor

The floor construction consists of a 4½-inch thick, steel reinforced, one-way concrete slab spanning in the north-south direction. The slab is supported by the north and south exterior brick walls and by two intermediate, interior brick walls, each located 13 feet in board from the exterior north and south walls (see Photo P-14 and Figure 3).

A continuous 7½-inch wide x 15½-inch deep concrete spandrel beam, monolithically poured with the floor slab, extends along the building perimeter and is integrated with the exterior brick walls. It appears that this member may also serve as a lintel above the window and door openings in the first story (see Figure 4).

The slab is stepped downward along the south exterior wall of the original men's toilet room to create a 2-inch depression for a row of urinals. The depression was infilled when the building was repurposed (see Photo P-13).

C. Basement and Foundation

The basement floor construction is a 5-inch-thick concrete slab-on-grade installed over a gravel base. The foundations for the interior and exterior brick masonry walls are 12-inch thick, continuous concrete strip footings that project 4-inches from the faces of the walls (see Figures 3 and 4). Mechanical equipment is located in the southwest corner room (see Photo P-12).

D. Walls

The first story exterior walls are 12-inch-thick brick comprised of three wythes. The walls are inwardly offset 2-inches at the first-floor elevation and transition to 8-inch-thick brick of two wythes and an interior 4-inch-thick glazed structural tile wythe (see Figure 5). The interior glazed tile wythe transitions to brick at the upper story ceiling elevation where the wall continues as 12-inch-thick brick up to the wood top plate and roof rafter bearing (see Photo P-9).

4. Structural Description Photographs & Figures



Photo P-1: Southwest building corner



Photo P-2: Northwest building corner



Photo P-3: North building elevation



Photo P-4: Partial northeast building corner



Photo P-5: Partial south building elevation



Photo P-6: Roof rafter and tie beam framing

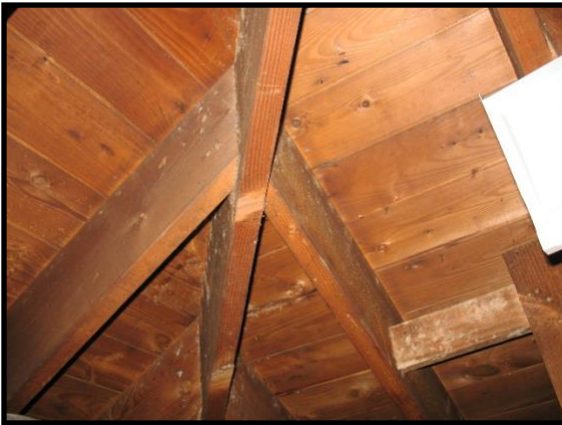


Photo P-7: Southeast roof hip framing



Photo P-8: South roof ridge beam and hip framing



Photo P-9: Roof rafter and tie beam bearing at exterior wall



Photo P-10: Roof tie beam hangers – looking south



Photo P-11: First floor ceiling framing



Photo P-12: Basement mechanical room looking northwest



Photo P-13: First floor perimeter concrete beam and slab - southeast basement room



Photo P-14: First floor slab and interior brick bearing wall – east basement room

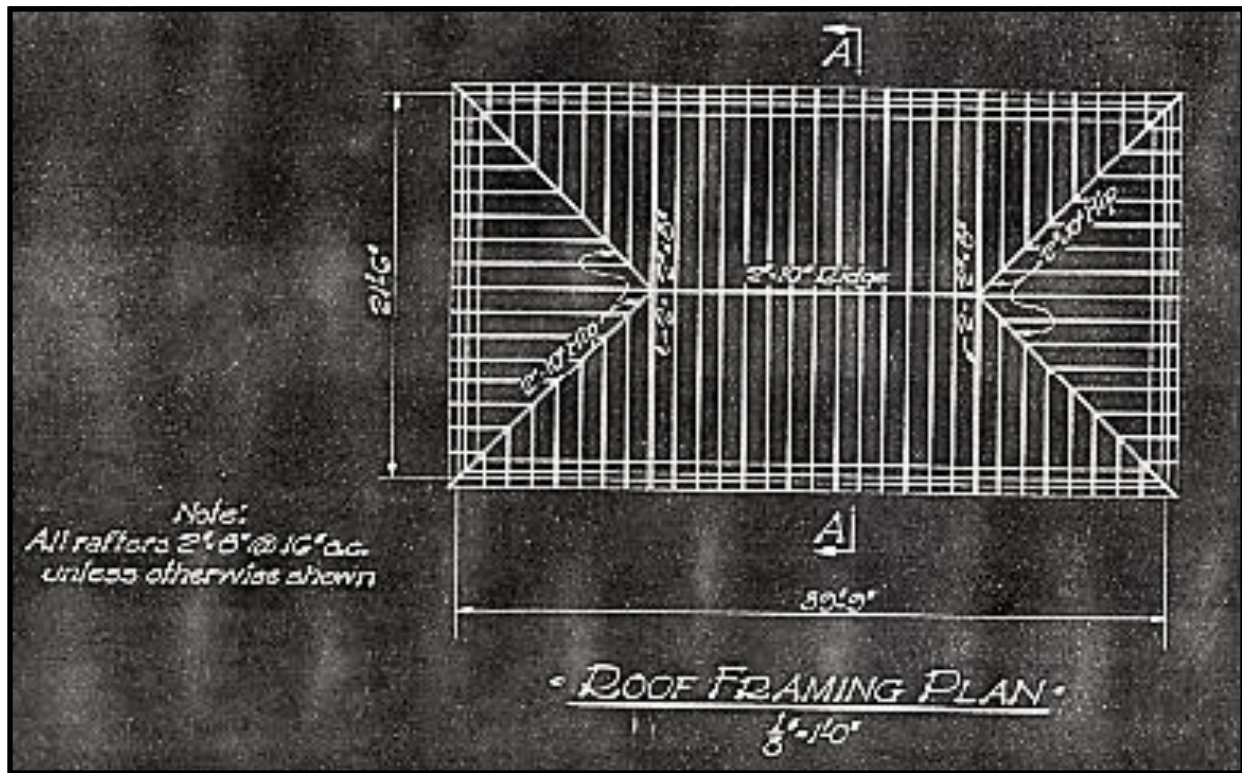


Figure 1: Original drawing of the roof framing plan.

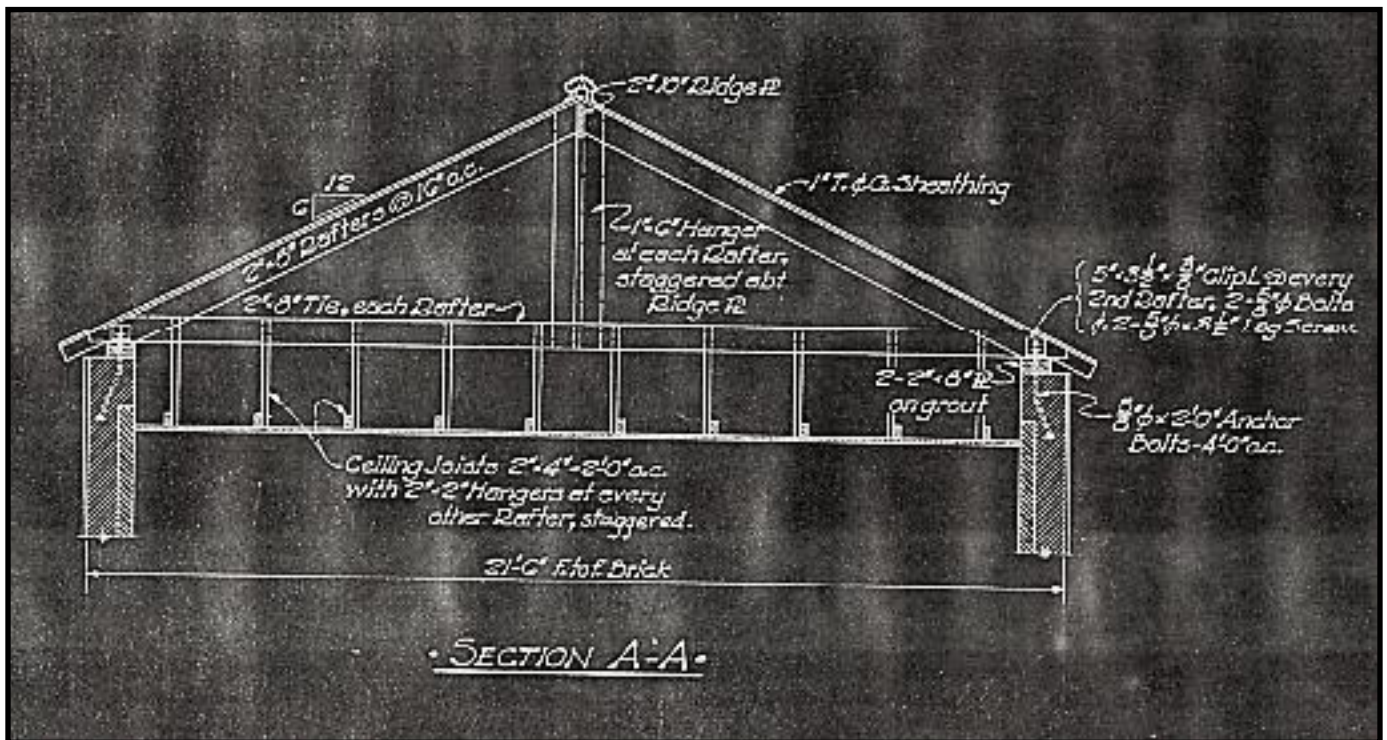


Figure 2: Transverse building cross section from the original drawings

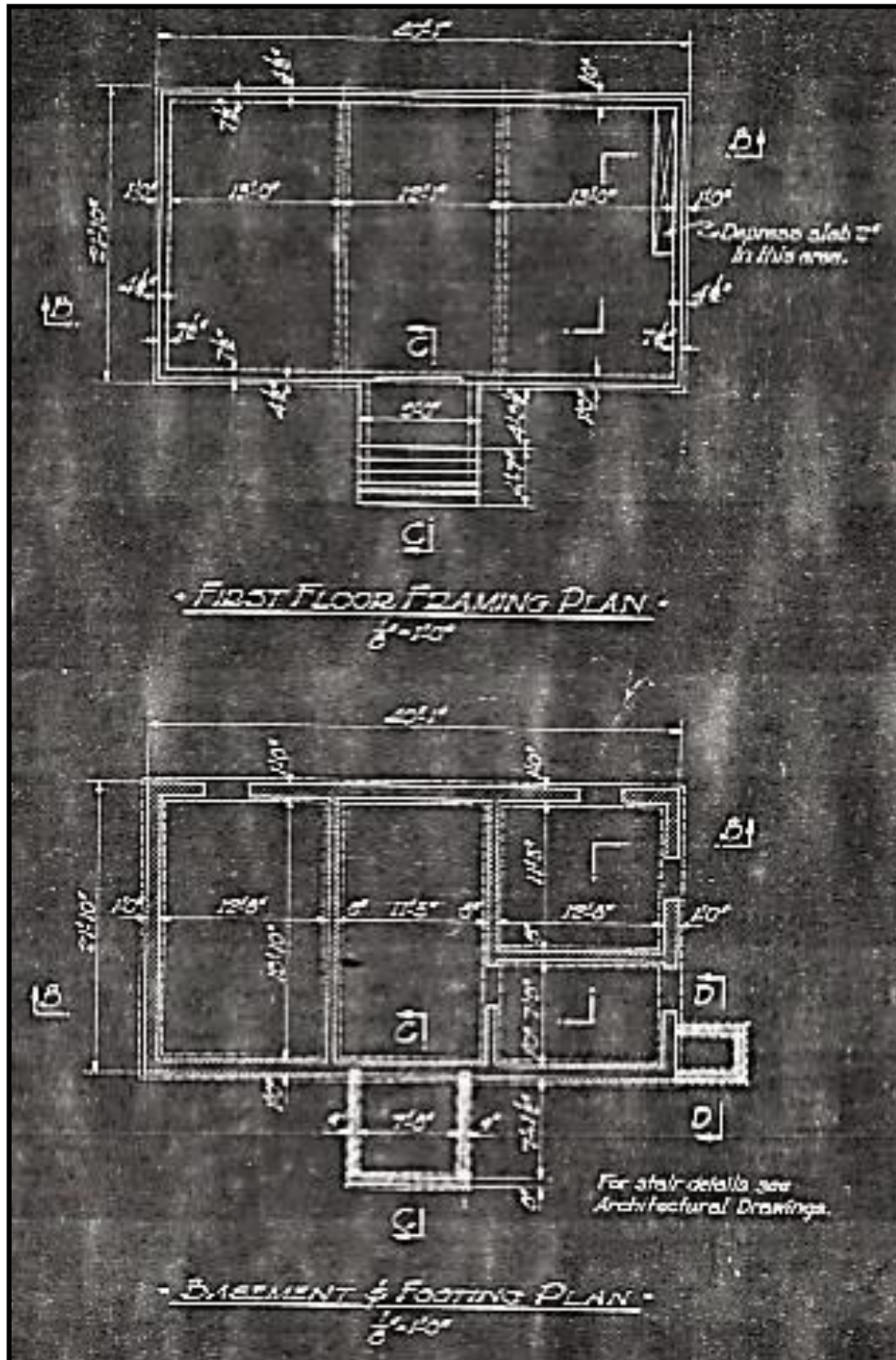


Figure 3: First floor framing, basement and footing plans from the original drawings

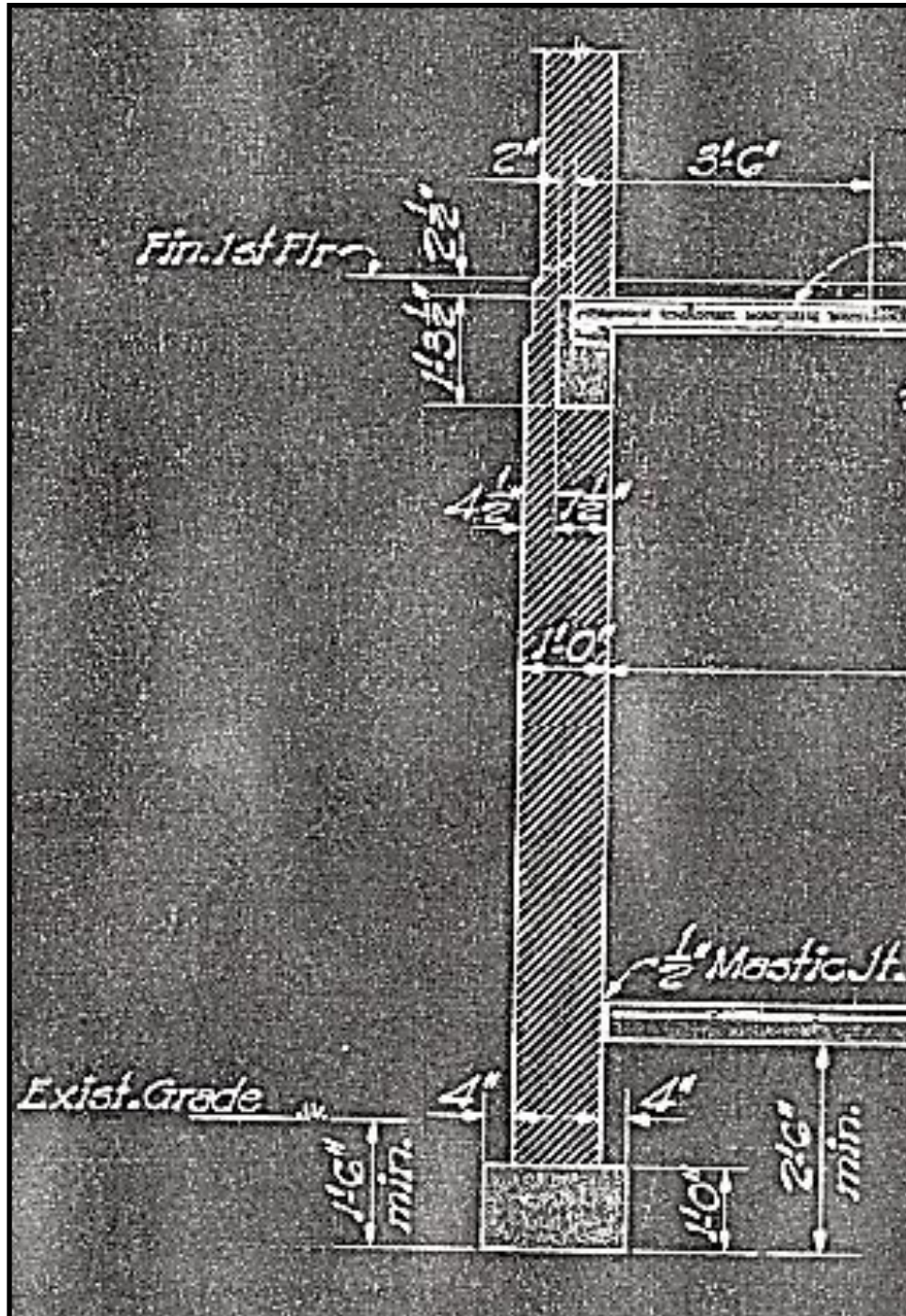


Figure 4: Partial wall section from the original drawings



Figure 5: Typical window head and sill detail from the original drawings

5. Structural Condition Assessment

Refer to Section 6 for referenced photographs.

What could be observed of the building structure appeared to be in generally good condition. The following locations of deterioration were observed or described by the GWMP Museum Curator during the March 2025 site visit:

- The Museum Curator pointed out the location of a previously repaired roof leak above a water-stained ceiling tile in the southeast, first floor office (see Photo P-15). Water stains on the wood roof framing and wall top plate above were observed but appeared to be surficial and not a structural issue (see Photo P-16).
- Water stains were observed along the east and south exterior building elevations. The source of the stains is not clear but may have been caused by leaks in the rain gutters above. This is not a structural issue (see Photos P-17 and P-18).
- Cracks in the pebble dash finish of the first story exterior walls were observed at the heads of windows on the west and north building elevations (see Photos P-19 and P-20). Though the cause of the cracks is not known, water infiltration and possible corrosion of the steel lintel angles are suspected (see Figure 5).
- The mortar joints at the stone facing on the main west entrance stair are significantly deteriorated and at several locations the mortar has completely eroded away. The damage is largely along the stair treads and risers (see Photo P-21) which have been displaced at many locations and may be the result of water penetration and freeze-thaw cycles, coupled with the winter application of deicing chemicals.
- The flagstone patio along the east side of the building is in poor condition (see Photo P-22) and is extensively so at the north edge. The cause may be due to the degrading of the soil sub-base from water penetration, possibly related to the nearby building downspout.
- A small spall and crack in the underside of the first-floor slab was observed near the electrical closet in the north basement room, at the east exterior wall. It is possibly the result of water penetration coupled with thermal movement over time (see Photo P-23).

6. Structural Condition Assessment Photographs



Photo P-15: Ceiling tile below location of repaired roof leak



Photo P-16: Water stains on framing at location of repaired roof

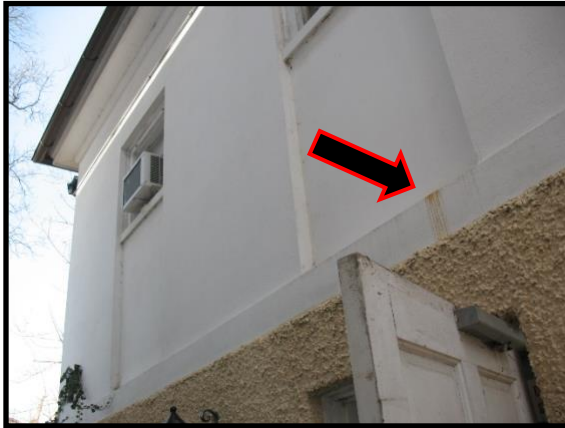


Photo P-17: South building elevation water stains



Photo P-18: East building elevation water stains



Photo P-19: Crack above window – north building elevation



Photo P-20: Crack above window – west building elevation

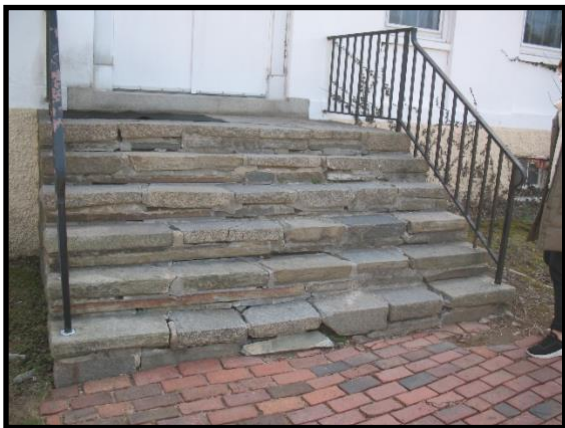


Photo P-21: Deterioration at main entrance stair



Photo P-22: Deterioration at rear flagstone patio



Photo P-23: First floor slab spall above north basement room

7. Limitations

This condition assessment report is based on limited observations of visible portions of the existing structure and probing. Demolition to uncover and assess structural members hidden by building finishes was beyond the scope of this assessment as was the identification of hazardous materials that might be present.

MECHANICAL (HENRY ADAMS)

HISTORIC STRUCTURE REPORT FOR THE ARLINGTON COMFORT STATION AT GWMP PARK

Arlington Comfort Station, GWMP
GWWO / Henry Adams LLC

HENRY ADAMS
CONSULTING ENGINEERS

**Assessment Report
April 2026**

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PHYSICAL CONDITIONS - MECHANICAL

Current Applicable Codes and Standards

Denver Service Center (DSC) Requirements
National Park Service (NPS) Requirements
2024 International Mechanical Code
2024 International Energy Conservation Code
NFPA 101-2024, Life Safety Code
ASHRAE/IES 90.1 2021

HVAC System:

Only the first floor of the Comfort Station is currently conditioned, which is by a direct expansion (DX) split system heat pump. The split system was installed in 2024. The split system has a cooling capacity of 2.5-tons. The heat pump unit is located outdoors on grade on the east side of the building. The heat pump is in good condition. A set of refrigerant lines run from the outdoor heat pump unit to the indoor fan coil unit. The refrigerant piping is insulated with elastomeric insulation and is in good condition.



Photo M 001: Heat Pump Unit



Photo M 002: Refrigerant Piping

The fan coil unit is located in the attic. The fan coil unit consists of filters, DX coil, and a supply fan. There is a drain pan with liquid level sensor beneath the unit. The fan coil unit is in good condition but is very difficult to access and change filters. The fan coil unit is ducted to ceiling mounted diffusers and registers. The ductwork is routed through the attic. The supply branch ducts are insulated, but the supply main is not insulated. The ductwork and insulation are in good condition. The diffusers and registers are in good condition.



Photo M 003: Fan Coil Unit



Photo M 004: Ductwork



Photo M 005: Diffuser



Photo M 006: Register

Window Air Conditioning Units:

There are multiple window air conditioning units located throughout the first floor. The exact date of installation is not known, but they appear to be pretty old and in poor condition. There doesn't appear to be a good seal around the window units and that air/water can get in. There are a lot of locations where there are signs of water damage/mold around a lot of the window units. There also seems to be issues with condensate running down the exterior of the building. According to the Park Staff, these units can still operate, but they normally don't. The only reason that the Park has not removed the window units is

because they would need to replace the entire window as well and the Park does not have any more of these exact windows in storage on site for any easy replacement. The windows can be rebuilt, but that would be a larger effort.



Photo M 007: Window AC Unit



Photo M 008: Window AC Unit



Photo M 009: Window AC Unit



Photo M 010: Window AC Unit

Boiler System:

There is an abandoned fuel-oil fired boiler located in the basement. The boiler is very old, falling apart and in very poor condition. It appears that it was a steam boiler. The galvanized steel boiler flue is routed up the west exterior of the building and terminates above the roof. It is in poor condition and starting to

show some rust. There are no louvers in this space, so it does not appear that there was a way to get sufficient combustion air to the boiler.



Photo M 011: Boiler



Photo M 012: Boiler Flue

Piping is routed from the boiler to floor mounted radiators throughout the first floor and ceiling mounted radiators in the basement spaces, although it is all abandoned and non-operational. Since the boiler system is non-operational that means there is no heating to the Basement spaces. The piping is insulated with fiberglass insulation. It is in poor condition as it is very dirty and has a lot of instances of staining from possible leaks. The basement and first floor radiators are in fair condition.

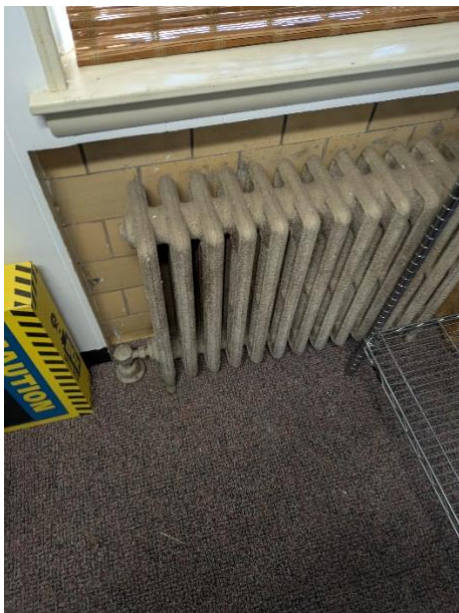


Photo M 013: First Floor Radiator



Photo M 014: Basement Radiator



Photo M 015: Boiler Piping



Photo M 016: Boiler Piping

Miscellaneous:

There is a clothes dryer in the north basement room. The dryer exhaust terminates through the window opening. There are two abandoned exhaust wall vents on the east basement wall. Nothing is currently connected to these.



Photo M 017: Clothes Dryer



Photo M 018: Dryer Exhaust



Photo M 019: Abandoned Exhaust Vents

ELECTRICAL (HENRY ADAMS)

HISTORIC STRUCTURE REPORT FOR THE ARLINGTON COMFORT STATION AT GWMP PARK

Arlington Comfort Station, GWMP
GWWO / Henry Adams LLC

HENRY ADAMS
CONSULTING ENGINEERS

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PHYSICAL CONDITIONS - ELECTRICAL

Current Applicable Codes and Standards

Denver Service Center (DSC) Requirements
National Park Service (NPS) Requirements
NFPA 70 – National Electrical Code, 2023
NFPA 72 – National Fire Alarm and Signaling Code, 2022
2024 International Building Code (IBC)
2024 International Energy Conservation Code (IECC)
NFPA 101-2024, Life Safety Code
ASHRAE/IES 90.1-2021

Electrical Service:

The building receives power from a Dominion Energy pad-mounted transformer situated adjacent to a Cummins standby generator. A side-mounted meter cabinet includes provisions for a portable generator quick-connect. NPS has confirmed that Meter #276-679-136, labeled "MPS Bldg," serves the Comfort Station. The service is rated at 200 amps, 120/240 volts, three-wire, and terminates at a Square D load center located in the rear equipment closet.

Within the equipment closet, the main distribution equipment consists of the 200A, 120/240V, 1-phase, 3-wire Square D load center with a 200A main circuit breaker. The load center contains single-pole and two-pole branch circuit breakers with no remaining spaces for additional circuit breakers. Overall condition is fair; however, the load center does not have voltage, phase, and feeder identification labeling which is required by NFPA 70, Section 408.4. The load center has 30 poles with the following branch circuit breakers:

- 22 × 1-pole, 20A
- 1 × 1-pole, 20A tandem
- 1 × 1-pole, 30A
- 1 × 2-pole, 60A
- 2 × 2-pole, 30A

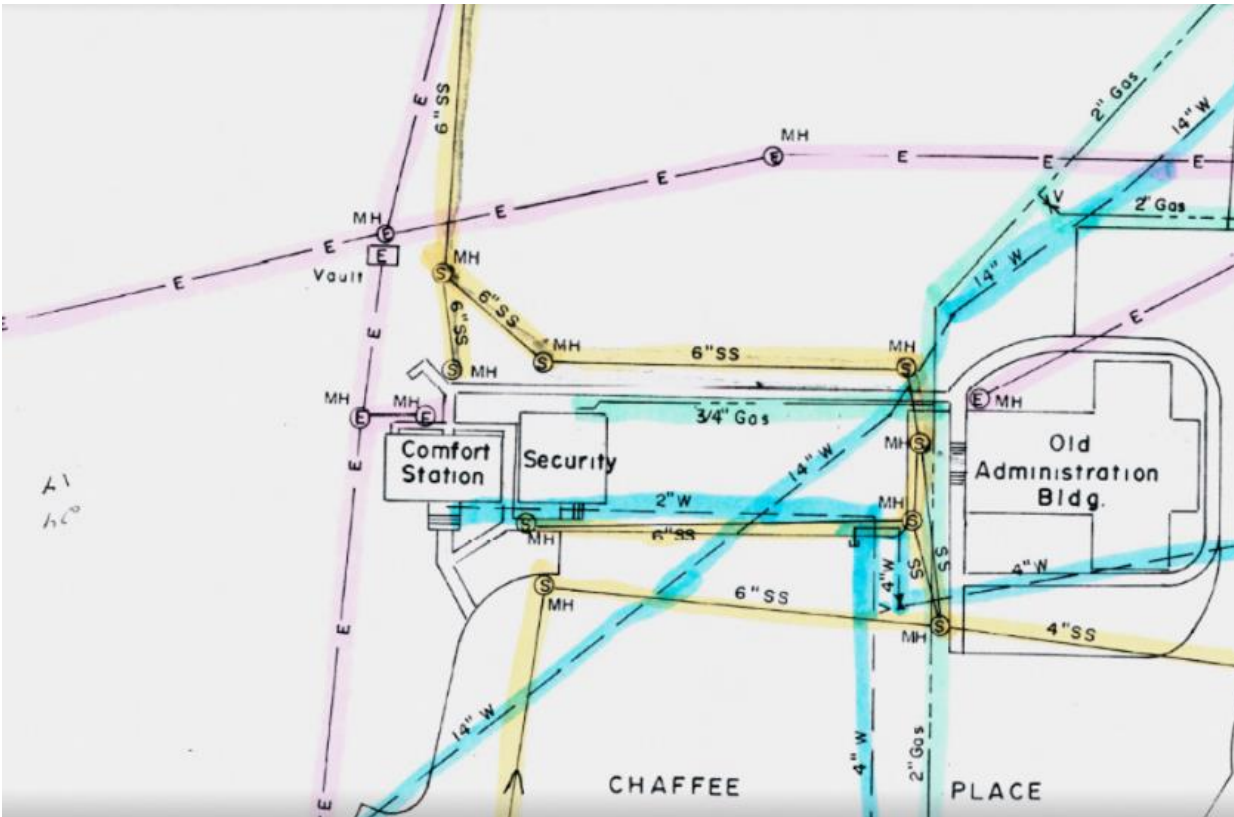


Photo E01: Underground electrical conduits emerging near the exterior transformer pad.



Photo E02: Generator and utility switchboard with attached electrical meters.



Photo E03: Dominion Energy pad-mounted transformer serving the building.



Photo E04: Interior equipment closet showing Square D 200-amp load center.

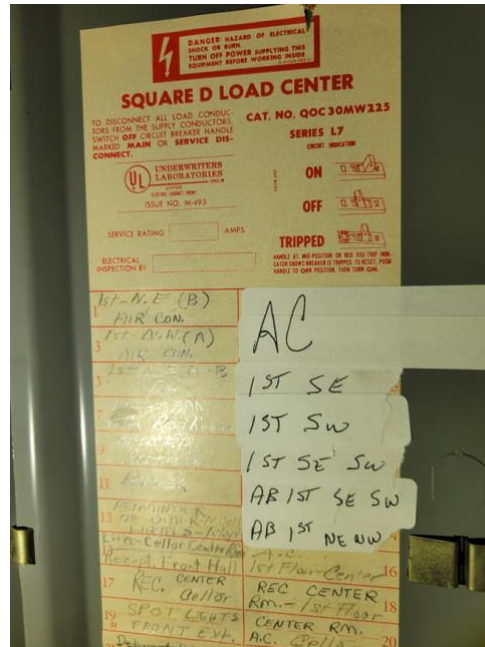


Photo E05: Load center lacking required voltage and phase labeling.

Interior Electrical Systems:

Branch circuit wiring consists of nonmetallic sheathed (NM) cable and conductors in metallic conduit, which is indicative of work performed over multiple periods throughout the history of the building. The following deficiencies were observed:

- Missing covers on junction boxes,
- Exposed splices,
- Surface-mounted receptacles with direct NM entry,
- Painted conductors,
- Wiring routed alongside water piping.

Interior lighting is primarily composed of outdated fluorescent troffers in both surface-mounted and recessed arrangements, supplemented by pendant luminaires in certain spaces. Many of these luminaires have T12 or T8 lamps with magnetic ballasts, which are obsolete and inefficient. Several luminaires have discolored or brittle diffusers. Although occupancy sensors are present, there is no evidence of daylight harvesting or advanced automatic lighting control integration. Luminaire performance is inconsistent, with degraded light output and poor color rendering across the building. A critical life-safety deficiency is the absence of illuminated exit signs and dedicated emergency lighting.



Photo E06: Storage room wall with exposed junction box and toggle switch.



Photo E07: Surface-mounted receptacle installed on finished wall.



Photo E08: Painted non-metallic conductors along wall surface.



Photo E09: Loose junction boxes with visible conductors.



Photo E10: Electrical wiring improperly secured to building water pipe.



Photo E11: Storage room ceiling with surface-mounted fluorescent light fixture.



Photo E12: Mechanical room ceiling containing a single lamp-holder fixture.



Photo E13: Accession room ceiling with recessed fluorescent light and occupancy sensor.



Photo E14: Vestibule area showing pendant-mounted luminaires.



Photo E15: Storage area ceiling with rows of 1x4 fluorescent fixtures.



Photo E16: Library ceiling containing surface-mounted fluorescent luminaires.

Fire Alarm System:

The fire alarm system reflects a layered history of incremental upgrades rather than a comprehensive installation. Fire alarm devices include manual fire alarm boxes and smoke detectors with integral sounders. There are no other fire alarm notification appliances in the building.

The manual fire alarm boxes are properly located at exits, and smoke detectors of varying generations are installed throughout the building. The control equipment includes a primary red DMP fire alarm control panel, legacy Pyrotronics System 3 equipment, and Monaco Enterprises interface modules and cabinets providing remote monitoring connectivity. While functional, the mix of legacy and modern hardware introduces reliability and maintainability concerns.



Photo E17: Curator's Office wall with red DMP fire alarm control panel.



Photo E18: Vestibule wall with Monaco and Pyrotronics fire alarm cabinets.



Photo E19: Manual fire alarm pull station mounted near exit door.



Photo E20: Ceiling-mounted smoke detector with integrated sounder.

Communications and IT:

A legacy telephone backboard that is no longer active has been abandoned in place. Current communications infrastructure is supported by a data rack connects to roof mounted- and pole-mounted antennas, indicating reliance on wireless. The rack is minimally outfitted, lacking redundancy and UPS-backed power. Data outlets in upper-level rooms are surface-mounted with exposed cabling, again reflecting retrofit installation practices rather than protected conduit systems.



Photo E21: Data rack containing network cables and electronic components.



Photo E22: Wall-mounted inactive telephone backboard.



Photo E23: Underground conduit for inactive data service entry.



Photo E24: Roof and pole-mounted antennas providing building data service.

Exterior Electrical Systems:

Exterior lighting includes wall sconces at the front and side entrances that were retrofitted with LED lamps. These luminaires are now corroded, weathered, and the lenses are discolored. High-intensity discharge floodlights at the front building corners were observed operating during daylight, suggesting photocell or other automatic lighting control failure. A rear wall-mounted security light is an older model luminaire without motion detection or photocell capability.

Exterior wiring deficiencies are evident where nonmetallic sheathed cable has been installed on or within wall assemblies, which is not code-compliant. A rear receptacle was identified as non-GFCI, however the it is protected by a GFCI circuit breaker. Similar to the building interior, no emergency lighting is provided at exterior egress points.



Photo E25: Front entrance wall sconces retrofitted with LED lamps.



Photo E26: Exterior HID floodlights operating during daytime hours.



Photo E27: Rear wall security light without motion or photocell control.



Photo E28: Rear exterior wall receptacle lacking GFCI protection.

PLUMBING (HENRY ADAMS)

HISTORIC STRUCTURE REPORT FOR THE ARLINGTON COMFORT STATION AT GWMP PARK

Arlington Comfort Station, GWMP
GWWO / Henry Adams LLC

HENRY ADAMS
CONSULTING ENGINEERS

Assessment Report
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PHYSICAL CONDITIONS - PLUMBING

Current Applicable Codes and Standards

Denver Service Center (DSC) Requirements
National Park Service (NPS) Requirements
2024 International Plumbing Code
2024 International Fuel Gas Code
2024 International Energy Conservation Code
NFPA 101-2024, Life Safety Code
ASHRAE/IES 90.1 2021

Domestic Water System:

The domestic water service enters the Comfort Station within the mechanical room in the basement. The incoming service is 2-1/2 inches. The domestic water is distributed throughout the basement to the remaining plumbing fixtures. The first 10-15 ft of piping is galvanized and then the rest is copper. The piping is not insulated. The galvanized piping is in fair condition. It is starting to show signs of rust/corrosion. The copper piping is also in fair condition and has many instances where joints are corroded. There is a water meter, but no backflow preventer. It was noted by the Park Staff that since there is no heat in the basement, they shut off the water during the winter.



Photo P 001: Incoming Domestic Water Service



Photo P 002: Water Meter

There is a 4.5 kw electric tank type domestic water heater located in the mechanical room in the Basement. The water heater serves the washing machine and laundry sink in the north basement room. The water heater appears to have been installed in 2010 and is in fair condition. The water heater is past its life expectancy, and the tank is starting to rust. There is also no drain pan beneath the water heater, and the relief valve is just piped to the floor. The Park staff indicated that they are not sure if it is operational.



Photo P 003: Domestic Water Heater



Photo P 004: Domestic Water Heater

Sanitary System:

The sanitary piping collects below the basement slab. It is not known exactly where the sanitary main exits the building, but the assumption is the east side of the building because there is a manhole on this side of the building. There are a few abandoned sanitary stacks visible in the basement rooms. This piping is cast iron and in fair condition.



Photo P 005: Abandoned Sanitary Stack



Photo P 006: Abandoned Sanitary Stack

Storm Water System:

The roof drainage is via gutters and downspouts. There is a downspout at each corner of the building. Each downspout connects to a cast iron storm water pipe which is routed below grade. It is not known where the storm water piping discharges to. The downspouts are in fair condition as there are some minor dents. The cast iron storm water pipes are also in fair condition with some rust.



Photo P 007: Downspout



Photo P 008: Downspout

Plumbing Fixtures:

There are no plumbing fixtures on the first floor. There is a washing machine and a wall mounted laundry sink in the north room of the basement. The washing machine is in good condition. The laundry sink is in poor condition as it is very dirty and the faucet is very corroded. There is a hose bibb on the west exterior wall of the building.



Photo P 009: Washing Machine

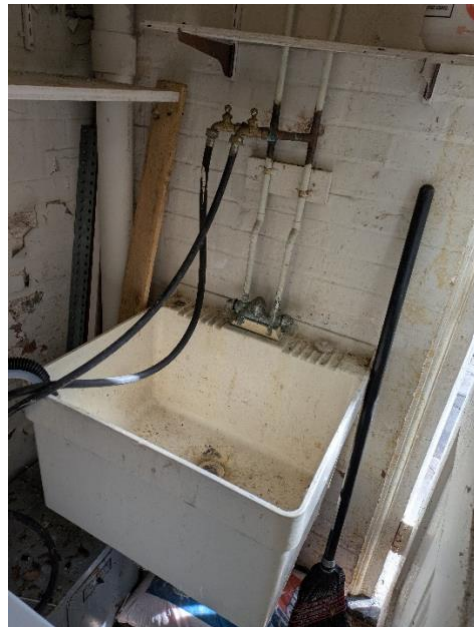


Photo P 010: Laundry Sink



Photo P 011: Hose Bibb

APPENDIX F: FINISHES ANALYSIS

Historic Cemetery Comfort Station

George Washington Memorial Parkway

Arlington County, VA



Finishes Analysis

November 2025



BUILDING CONSERVATION ASSOCIATES INC.

November 2025



BUILDING CONSERVATION ASSOCIATES INC.

Historic Cemetery Comfort Station

George Washington Memorial Parkway

Arlington County, VA

Finishes Analysis

Prepared For

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Prepared By

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Kate Whitney-Schubb

November 2025



BUILDING CONSERVATION ASSOCIATES INC.

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APPENDICES

Appendix A: Sample Location Diagram

Appendix B: Paint Stratigraphy Sheets

1.0 INTRODUCTION

As part of the Historic Cemetery Comfort Station (Building #313) Historic Structure Report (HSR) project, Building Conservation Associates, Inc. (BCA) performed an analysis of the structure's historic finishes. Located in the Chaffee Place public parking lot area of Arlington National Cemetery (ANC), the building was constructed in 1941 to provide toilet facilities for visitors to Arlington House (Figure 1–Figure 2). Constructed by the Quartermaster Corps and previously owned by the Department of the Army, Building #313 now serves as the National Park Service's Curatorial Building for Arlington House, storing historical documents and providing office space for staff. All toilet facilities were removed when NPS acquired the site in the 1980s.

The goal of BCA's analysis was to identify Building #313's original 1941 interior and exterior finishes. BCA removed 25 finish samples from a range of elements, including pebble dash and flat stucco, wood, brick, and metal. Samples were removed from the exterior elevations, and interior historic restrooms on the first story and in the basement. BCA's analysis includes color matches for the earliest identified finishes using the standardized Munsell color system and the commercial Benjamin Moore color palette.

The following report includes an overview of background information, a description of BCA's methodology, and a summary of findings and conclusions of the finishes analysis. Appendices include documentation of all finish sample locations and complete stratigraphies for all samples analyzed.

All work required for this study was performed by Kate Whitney-Schubb, Staff Conservator; Kevin Wohlgemuth, Senior Associate; and Dorothy S. Krotzer, Director. All photographs were taken by BCA in 2025 unless noted otherwise.



Figure 1. West elevation of Building #313 (left), next to the former Potting House (Building #314) (right). Note the similar hipped roofs, recessed windows, and two-colored stucco exterior walls.



Figure 2. Chaffee Place public parking lot. Building #313 (not visible) is behind the potting house (back center).

2.0 BACKGROUND INFORMATION

Building #313 is a bi-level comfort station, originally designed to provide toilet facilities to visitors of ANC and Arlington House.¹ It was constructed in 1941 by general contractor Lee T. Turner from designs by the Office of the Construction Quartermaster of the US Army Quartermaster Corps (QMC).

Building #313 is located at the Chaffee Place public parking lot west of Arlington House, neighboring other campus buildings including the Administration Building and former Potting House. These buildings were also built by Turner ten years prior to the construction of Building #313. Building #313 was the last to be built in this administrative area, and its design was intended to be visually compatible with the other structures, all of which took major cues from George Washington Parke Custis's stable building, which itself was a smaller version of Arlington House.² Similar to these neighboring buildings, Building #313 has a two-color stucco exterior and a hipped slate roof.

In line with the War Department's established policy on segregation within national cemeteries, the 1940 design of the comfort station included toilet rooms for white visitors on the first floor and relegated Black visitors to toilet rooms in the basement. The first floor held a large, shared-gender rest room with the gendered toilet rooms to the north and south (Figure 3). Finishes and overall design choices for the first floor indicate a prioritization for its white visitors, including larger toilet rooms and stalls, more windows, a larger rest room, quarry tiles on the floor, and glazed tile on the walls. For Black visitors, the basement was finished with brick and concrete, with smaller rooms and stalls, and only a small rest room for women (Figure 4).

With the passing of President Truman's Executive Order #9981 in 1948, which desegregated the armed forces, the comfort station would have technically been no longer segregated. However, no documentation has been found to describe how facilities at ANC were explicitly desegregated. It is possible that Building #313 remained segregated until the passage of the Civil Rights Act of 1964.³

After 40 years of use as a purpose-built comfort station, the Department of the Army transferred ownership of the building to the National Park Service in 1981. Building #313 became the Curatorial Building for Arlington House, storing archival documents and providing office space for staff. Alterations to accommodate this change of use included the removal of all plumbing fixtures and systems from both the first floor and basement, along with refinishing of the first-floor historic toilet room spaces with wall paneling and suspended acoustical ceiling tile.

¹ A comfort station, or public toilet, is used to describe a building with public toilets and/or urinals and lavatory facilities, often in public parks.

² For more on the design of Building #313, refer to the "Historic Comfort Station (Building #313) Design and Construction" section in the HSR to which this report is appended.

³ For more on segregated facilities within ANC and the nation, refer to the "Segregation in Arlington National Cemetery" section in the HSR to which this report is appended.

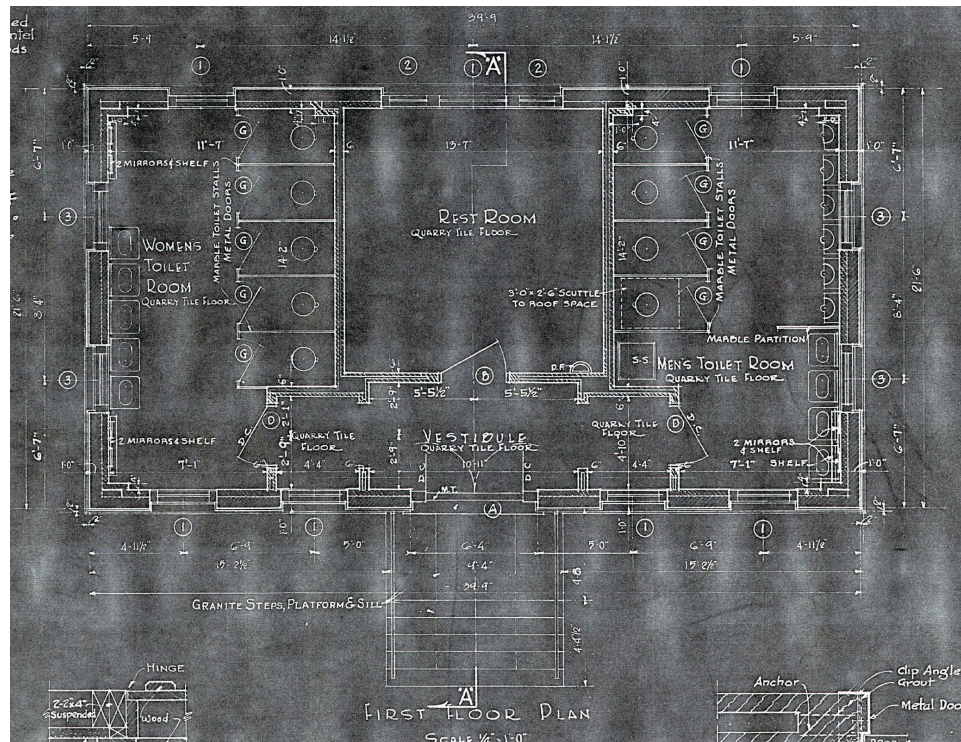


Figure 3. Floor plan of first floor restroom facilities for white visitors. (Construction Division, Office of the Quartermaster General, *Arlington National Cemetery Comfort Station, Elevations & Plot Plan*, 1940.)

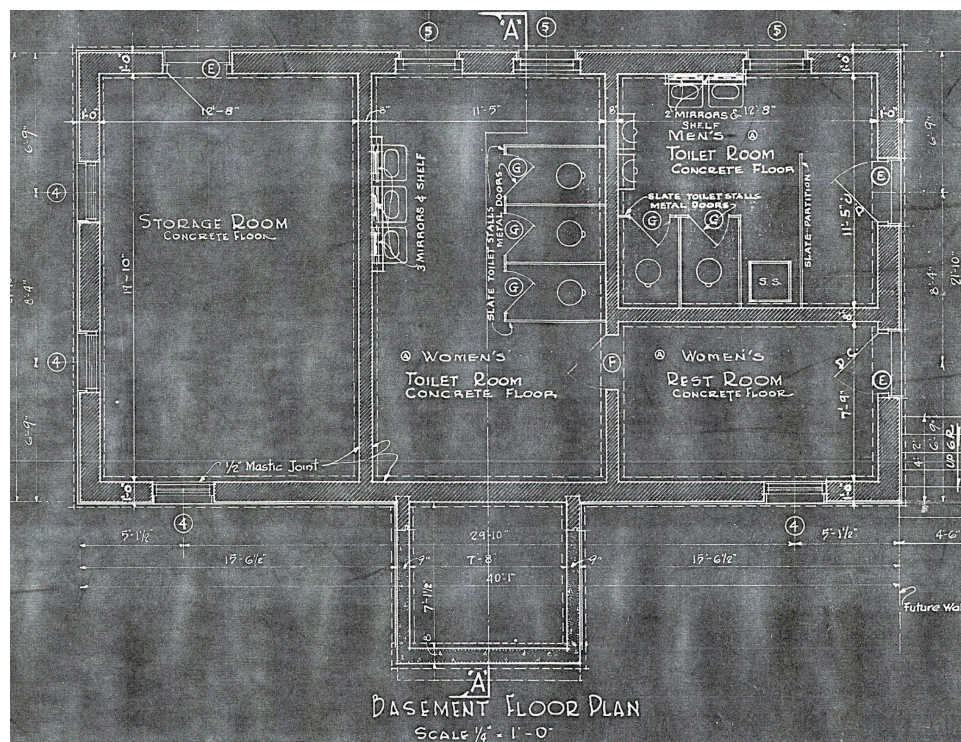


Figure 4. Floor plan of basement restroom facilities for Black visitors. (Construction Division, Office of the Quartermaster General, *Arlington National Cemetery Comfort Station Elevations & Plot Plan*, 1940.)

3.0 METHODOLOGY

Prior to the initial site visit, BCA reviewed background information provided by the National Park Service and other sources identified during research for the HSR. BCA also reviewed archival information during the site visit, as relevant documents pertaining to Building #313 are stored in the first-floor storage spaces. Unfortunately, documentation related to the building's finishes and alterations is limited, especially as relates to the interior. BCA performed two site visits to collect samples and review archival documentation, the first on July 10, 2025, and the second on September 16, 2025.

3.1 Field Microscopy and Sampling

BCA performed in-situ field microscopy at each feature of interest prior to selecting a sample location. BCA made small craters using an X-ACTO® blade and examined the existing paint layer sequencing using a Dermalite® for magnification. Comparison among the craters allowed BCA to identify locations to be sampled for laboratory analysis. BCA removed a total of 25 samples from stucco, wood, and metal architectural elements using X-ACTO blades or an oscillating tool. Each finish sample was bagged, labeled with its sample number, and returned to BCA's conservation laboratory in Philadelphia. A key showing locations of all samples removed is included in *Appendix A*.

3.2 Laboratory Analysis of Paint Samples

Each sample was embedded in Extec Polyester Clear Resin® and sectioned on a Buehler IsoMet® low-speed saw. The sectioned samples were then dry polished using a series of fine Micromesh® cloths ranging from 4,000 to 12,000 grit. Sectioned samples were observed under a Nikon Eclipse E200® compound microscope in both visible light passed through a daylight correction filter and ultraviolet light.⁴ Photomicrographs of paint samples were taken using a Nikon DS-Fi3® color digital camera system and are included in this report to illustrate specific observations. Photomicrographs for all analyzed samples are included in *Appendix B*.

When possible, BCA performed color matches to potentially original historic finishes through mechanical exposure of bulk samples viewed in simulated natural light. Exposed paint layers were visually matched to the standardized Munsell color system and commercial Benjamin Moore palette. All color matches are included in the *Conclusions* section.

⁴ The ultraviolet light was generated by a mercury illumination system filtered through a violet filter cube (V-2A Ex380/420 Dm430 Bar 450M).

4.0 SUMMARY OF FINDINGS

BCA removed a total of 25 samples from a variety of substrates, including pebble dash and flat stucco, wood, brick, and metal. Each sample was labeled with a unique number beginning with HCS. Samples were removed from the following locations:⁵

- Exterior pebble dash (*HCS.1, 5, 21*)
- Exterior belt course (*HCS.2*)
- Exterior stucco (*HCS.3–4, 22*)
- Exterior window frame (*HCS.6*)
- Interior first floor front door transom (*HCS.7*)
- Interior first floor white rest room metal door surround (*HCS.8*)
- Interior first floor wood windows (*HCS.10–15*)
- Interior basement walls of segregated women's rest room (*HCS.16–17*)
- Interior basement walls of segregated women's toilet room (*HCS.19–20, 27–28*)
- Interior basement walls of segregated men's toilet room (*HCS.18, 24–25*)

Locations of all finish samples are illustrated on floor plans in *Appendix A*.

4.1 Exterior

Pigmented Flat Stucco (HCS. 2-4, 22) and Pebble Dash Stucco (HCS.1, 5, 21)

BCA found that beneath the existing paint on the flat stucco of the belt course and upper register of the building is a beige-pigmented stucco. Stucco is typically only pigmented when it is not intended to be painted; the colored stucco itself was the finish. This evidence is consistent with archival documentation of Building #313. The 1941 completion report for the construction of the building notes that “the exterior of the building is in a light-yellow finish of pebble dash to first floor and two-coat stucco, similar in appearance to the surrounding buildings” and includes a sepia photograph of the exterior (Figure 5).⁶ The photograph appears to show a light colored building, presumably the light yellow color described in the completion report.

On top of the original pigmented beige stucco, only the current white layer of paint was found on the upper wall (Figure 6); whereas the belt course has a single layer of dark yellow under the current white (Figure 7).

The original appearance of the pebble dash water table is less clear. The pebble dash stucco substrate is comprised of a gray/brown cementitious render with pebbles that were embedded before the cement had cured. It is gray in color and was not integrally pigmented like the flat stucco above. Three paint layers were detected on top of the pebble dash: a dark yellow (the same as that found on the belt course), a pale yellow,

⁵ Please note that there are no samples labeled HCS.9, 23, or 26.

⁶ The quality of the photograph may obscure interpretations but is included to demonstrate the slight color differentiation between the two stucco finishes. First Lt. Howard D. Nottingham, QMC, Completion Report for the Construction and Completion of the Comfort Station at Arlington National Cemetery, Fort Myer, Virginia, War Department (1941), 2.

and the present tan finish (Figure 8). The dark yellow paint is not interpreted as the original finish on the pebble dash, however, for three reasons: 1) the appearance of the pebble dash stucco in the 1941 photograph is light and the dark yellow paint has more of a moderate tone that would have appeared darker than the pigmented stucco above; 2) the original description of the building refers to it as “pale yellow” with no mention of a darker yellow pebble dash water table; and 3) the dark yellow paint was found on both the pebble dash water table and the pigmented beige belt course, which we know was intended to be exposed/unpainted. While this evidence might suggest that the pebble dash water table was unpainted originally, the 1941 photograph clearly shows the pebble dash as painted (note the drip marks on the foundation under the pebble dash).

For the pebble dash water table, the remaining physical evidence and the archival research do not corroborate one another. When both are taken into consideration collectively, they suggest that there was another finish on the pebble dash that has since been removed, possibly a pale yellow color to match the pigmented stucco above. While the original finish for the pebble dash remains unclear, the dark yellow paint found as its earliest existing finish represents a second paint campaign that could have been early in the building’s history.⁷

Exterior Window Frame (HCS.6)

The sample from the exterior window frame on the west elevation exhibits only two layers of a white finish, indicating that the exterior windows have likely been replaced or stripped at some point (Figure 9).

⁷ It should be noted that Building #313 was intended to match the surrounding buildings at the Chaffee Place public parking lot, which got their earliest inspiration from Arlington House. No known finish studies have been prepared for either the former Potting House (Building #314) or the Administration Building. Limited historic photographs are additionally insufficient in providing any accurate or comprehensive exterior paint scheme information for these buildings. While the design of Building #313 would not have directly related to Arlington House, archival documentation of the mansion from the early 1900s reveals a yellow upper register and a light gray/brown lower register. Early photographs are not entirely accurate in their color representation, however.



Figure 5. Photograph of exterior pebble dash finish after construction in 1941. Note the painted appearance of the pebble dash and the drip marks on the foundation below the pebble dash water table. (First Lt. Howard D. Nottingham, QMC, Completion Report for the Construction and Completion of the Comfort Station at Arlington National Cemetery, Fort Myer, Virginia, War Department, 1941, appendix.)

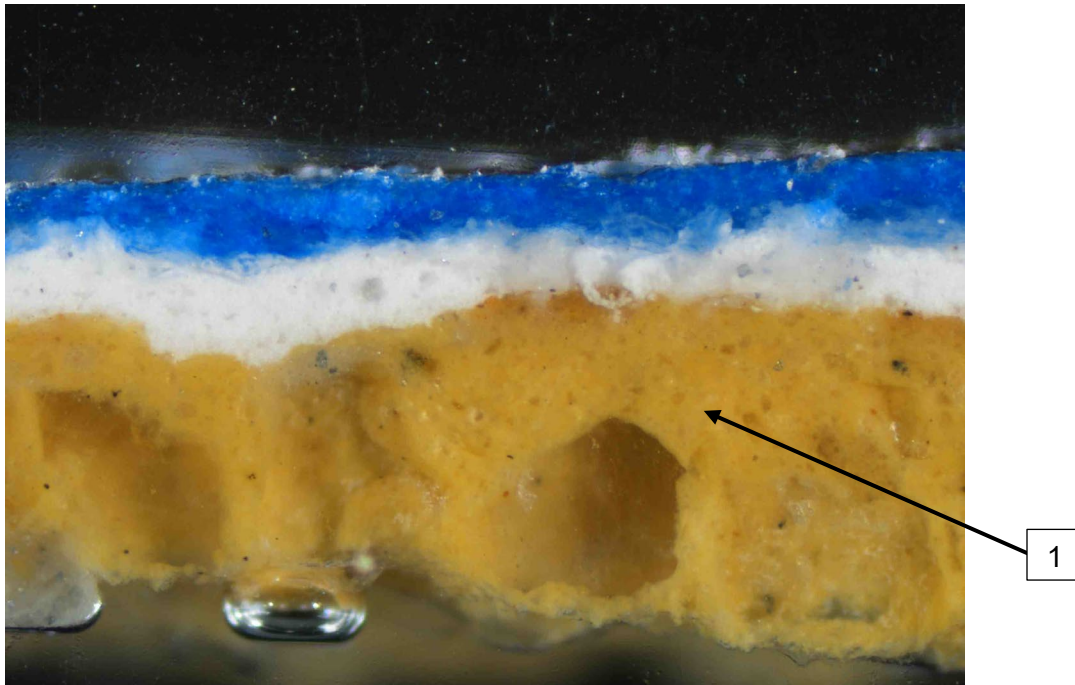


Figure 6. Sample HCS.3 from the exterior upper register. Note pigmented stucco (1). The blue top layer is painter's tape used to stabilize the sample during removal. *Visible light, 40x magnification.*

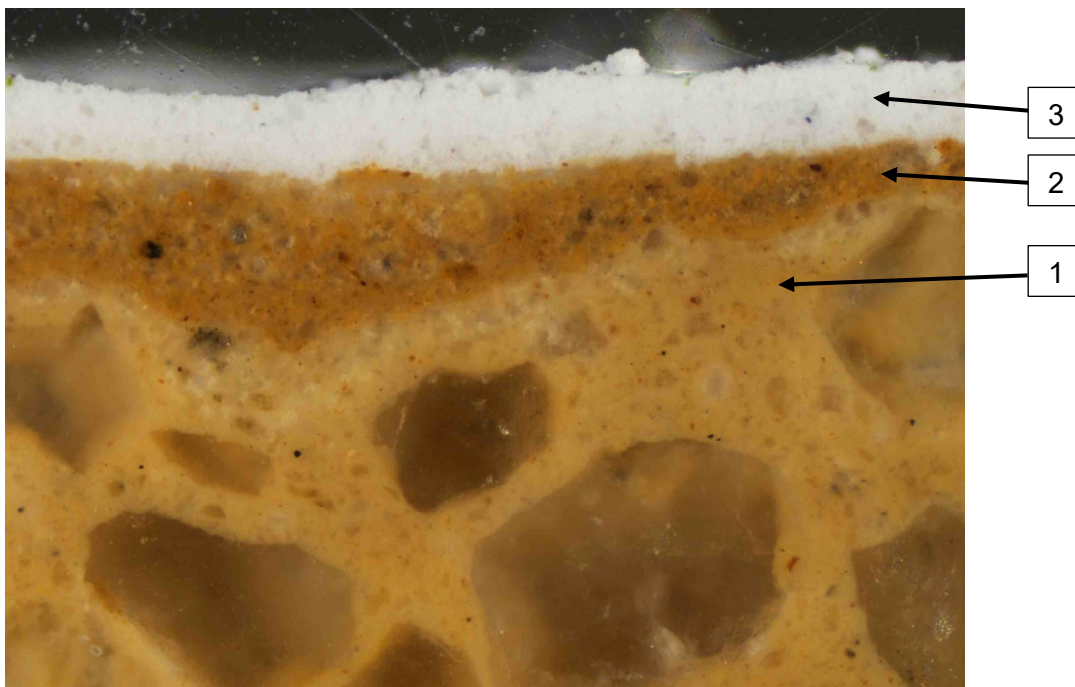


Figure 7. Sample HCS.22 from the exterior belt course. Note pigmented stucco (1) and the dark yellow finish layer (2) followed by the present white finish (3). *Visible light, 40x magnification.*

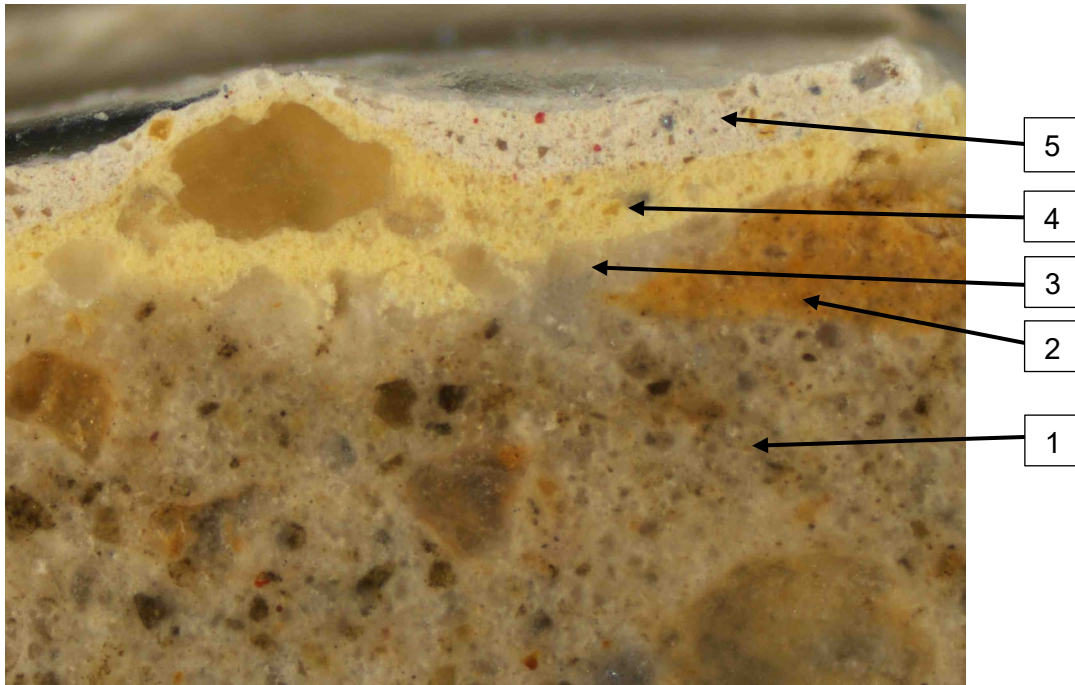


Figure 8. Sample HCS.21 from the water table on the north exterior elevation displays the cementitious pebble dash (1), followed by trace remnants of the dark yellow finish (2) and the patching material (3). These are followed by a pale yellow/cream (4) and the present tan finish (5). *Visible light, 40x magnification.*

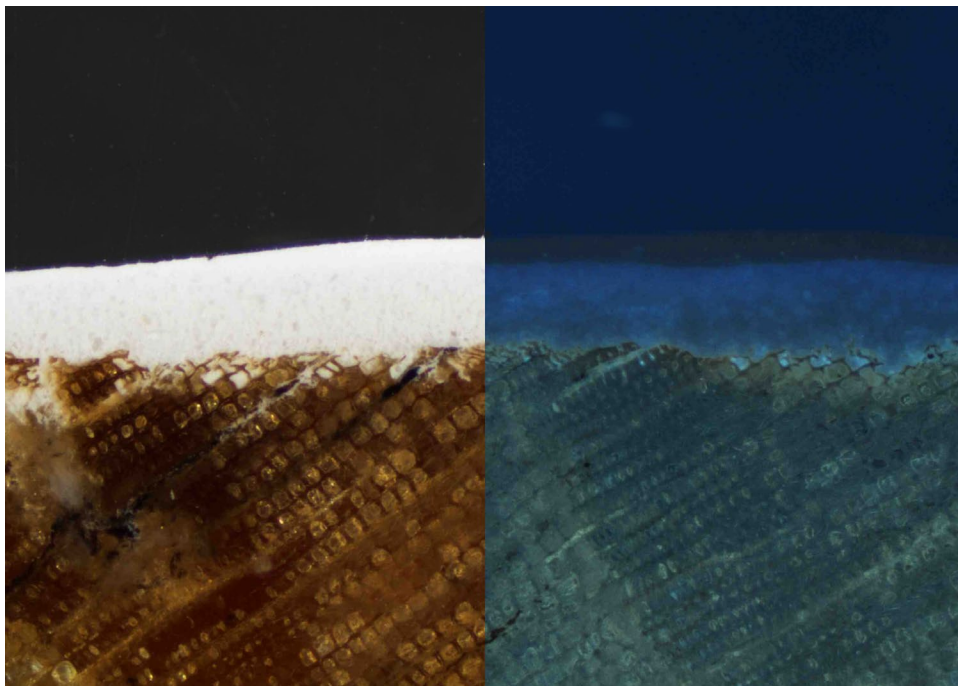


Figure 9. Sample HCS.6 from the exterior window case in both visible and UV light, containing only two white paint layers. *Visible light (L), UV Light (R), 40x magnification.*

4.2 First-Floor Interior

Samples taken from the interior of the first floor, including both wood and metal elements, largely have similar stratigraphies and contain a cream color as the earliest finish. These samples typically contain roughly 10–15 layers, the earliest being a cream color and all the subsequent layers being white.

The only samples that differ from this are those removed from three window sash (*HCS.10, 13–14*) (Figure 10). These three samples only contain two finish layers, both of which are white. This evidence suggests that these sash have been replaced, as the window surrounds of these three sash retain the original cream color and subsequent 10–15 layers (*HCS.11–12, 15*) (Figure 11).

4.3 Basement Interior

Segregated Women's Rest Room (HCS.16–17)

The segregated women's rest room presently features a two-tone paint scheme, with the upper register painted white and the lower gray. Because of this, BCA removed two samples from each basement room, one at the lower wall and one at the upper wall. BCA found that the earliest finish in the segregated women's rest room, however, is a pale cream limewash that was applied consistently to the entire brick wall (Figure 12—Figure 13). After the limewash, the two-tone scheme begins with the addition of a dark yellow to the upper register and a paler yellow to the lower register. This yellow color scheme is also found in the women's and men's segregated toilet rooms.

Segregated Women's Toilet Room (HCS. 19–20, 27–28) and Segregated Men's Toilet Room (HCS.18, 24–25)

The earliest finish BCA identified in samples removed from the walls of both basement toilet rooms is a pale yellow on the lower register and a dark yellow on the upper register (Figure 14—Figure 15). These colors match the second finish layer of the segregated women's rest room, indicating it is not an original finish. This evidence suggests that these rooms were originally unpainted brick. There is no evidence of limewash in these rooms nor surface disruption, which would have suggested that the earliest observed finishes were altered or missing. Samples from these rooms also do not contain a noticeable layer of dirt between the brick and first yellow finish, which would confirm whether the brick was originally exposed. Due to these variables, however, BCA believes that the walls remained unpainted until the yellow campaign was introduced later to both the segregated women's rest room and the toilet rooms. This finding is a bit surprising, as one would expect a bathroom to be painted for hygienic purposes as well as ease of maintenance.

The yellow scheme was later followed by gray on the lower and white on the upper register. Presently the rooms are all painted white.

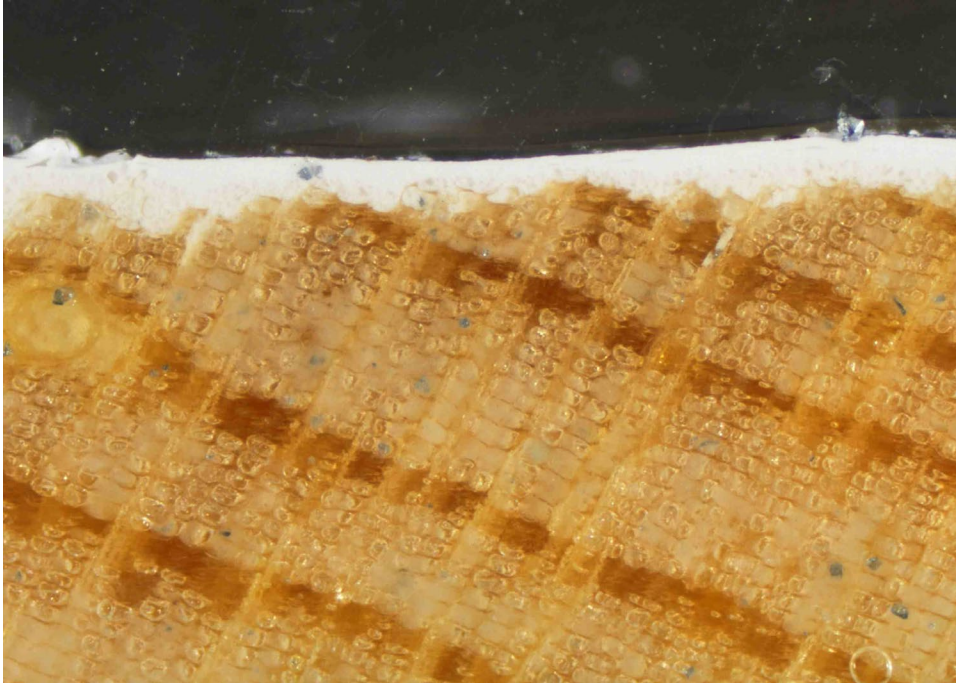


Figure 10. Sample HCS.10 depicting typical white finish, similar to samples HCS.13 and HCS.14. *Visible light, 40x magnification.*



Figure 11. Sample HCS.12, representing typical finish layers for interior first floor surrounds, similar to samples HCS.11 and HCS.15. Note early cream and tan colored finishes and subsequent white finishes. *Visible light, 40x magnification.*

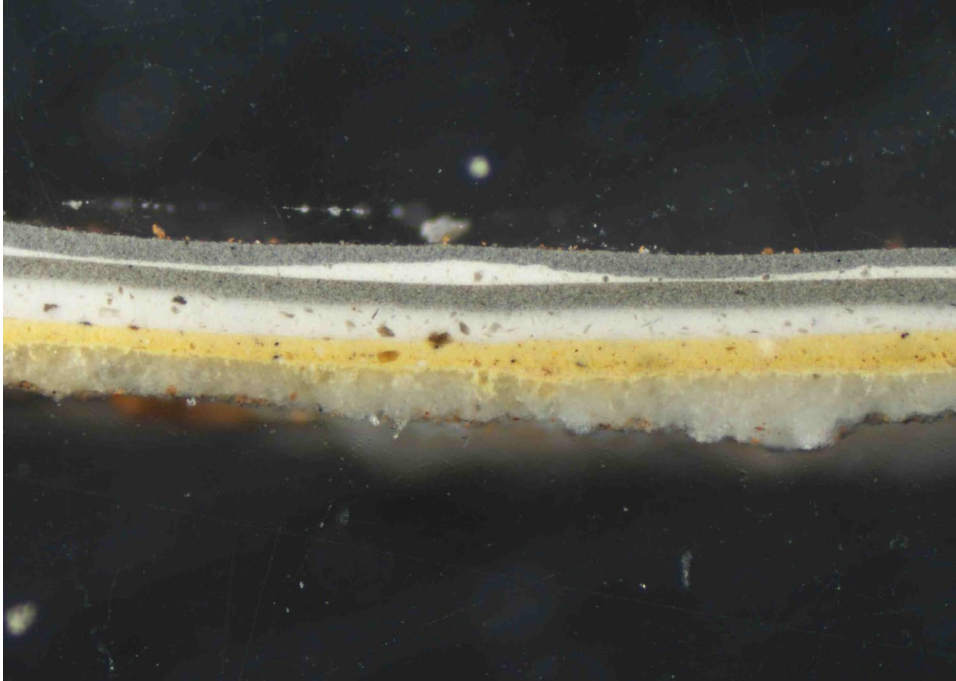


Figure 12. *Sample HCS.16*, taken from the lower register of the wall in the segregated women's rest room. Note the limewash first layer followed by a light yellow. *Visible light, 40x magnification.*

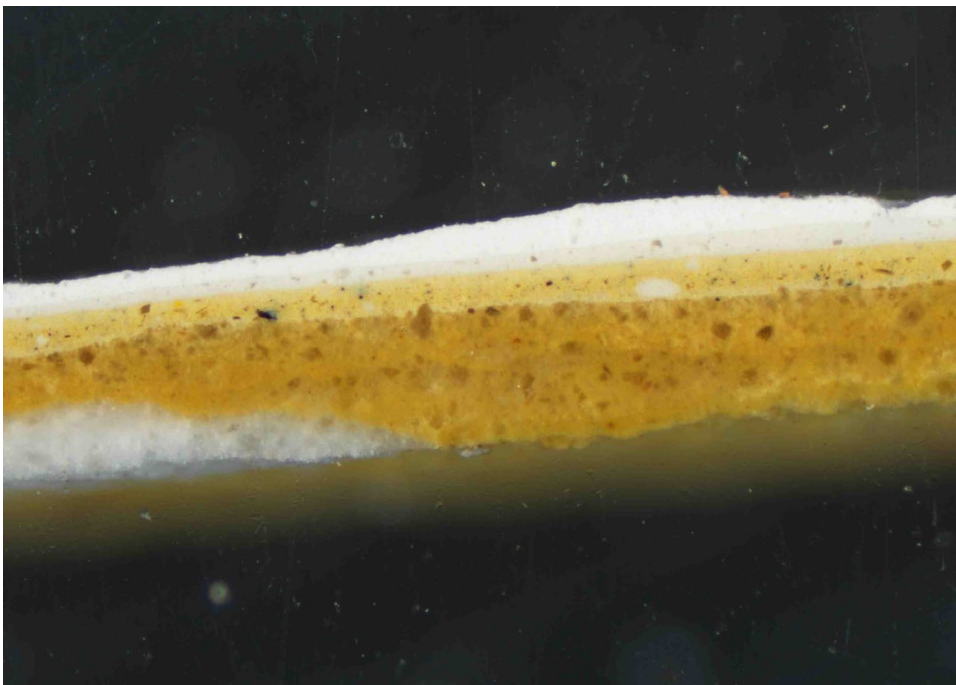


Figure 13. *Sample HCS.17*, taken from the upper register of the wall in the segregated women's rest room. Note the lime wash first layer followed by a darker yellow. *Visible light, 40x magnification.*

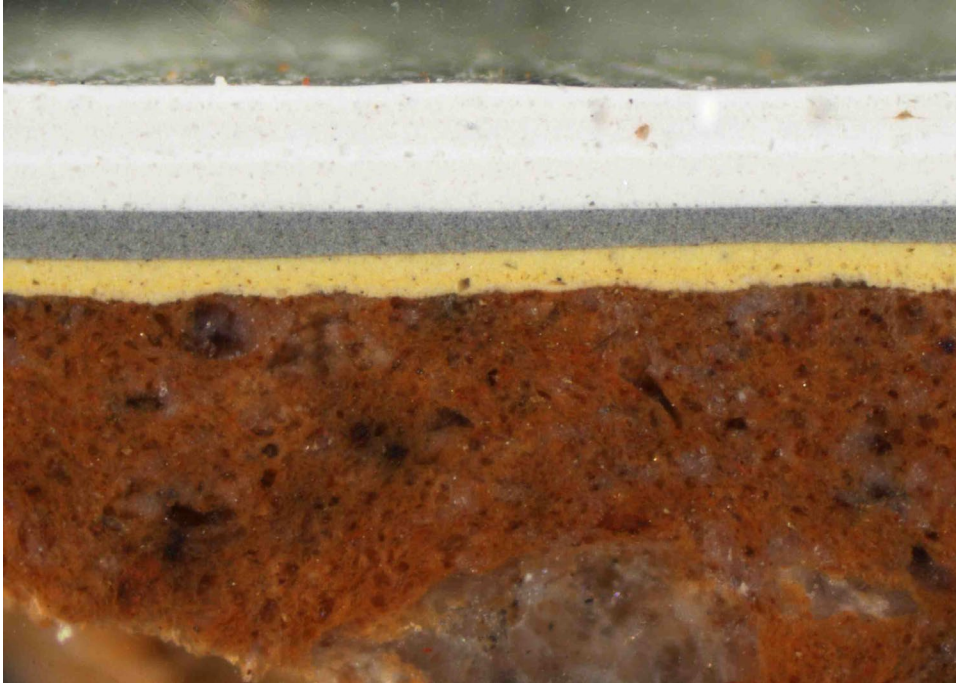


Figure 14. *Sample HCS.27*, taken from the lower register of the wall in the segregated men's toilet room. Note that the first paint layer is a light yellow and there does not appear to be surface disruption or evidence of limewash. This sample is similar to *HCS.24* taken from the lower register of the segregated women's toilet room. *Visible light, 40x magnification.*

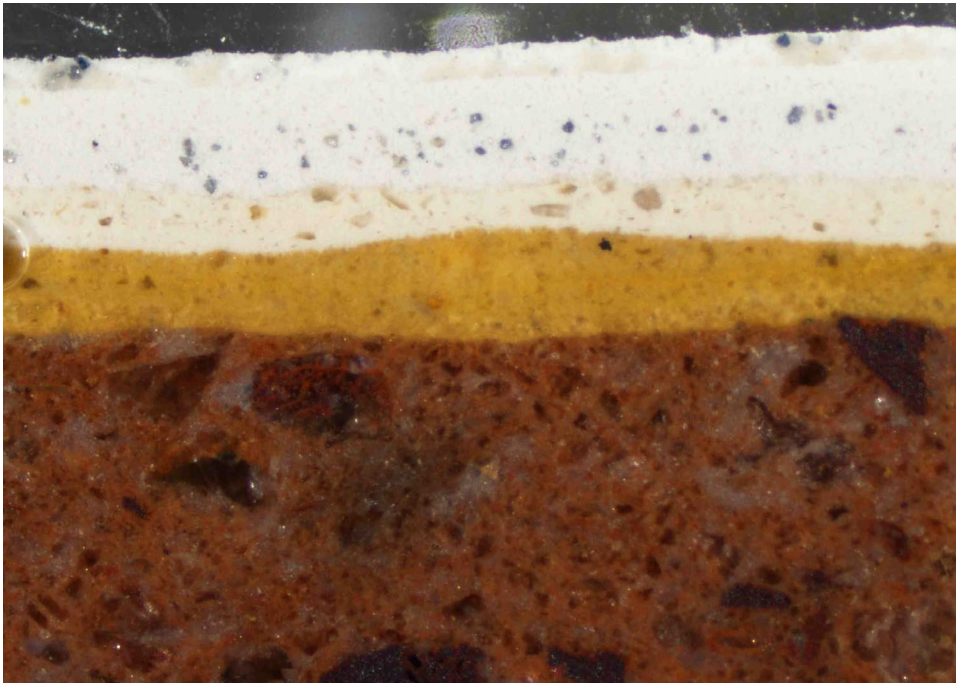


Figure 15. *Sample HCS.25*, taken from the upper register of the wall in the segregated women's toilet room. Note that the first paint layer is a darker yellow and there does not appear to be surface disruption or evidence of limewash. This sample is similar to *HCS.28* taken from the upper register of the segregated men's toilet room. *Visible light, 40x magnification.*

5.0 CONCLUSIONS AND COLOR MATCHES

5.1 Conclusions

BCA's findings suggest that the exterior of Building #313 was designed to match the finishes of the surrounding buildings in the Chaffee Place public parking lot. This involved adding pigment to exterior flat stucco to create a beige or pale yellow appearance. As discussed in the report, the original appearance of the cementitious pebble dash stucco is unclear. A historic photograph from 1941 shows a pebble dash water table that is painted in a light-colored paint, but no evidence of this finish was found. The earliest existing paint found on the pebble dash was a dark yellow paint, presumably its second finish campaign.

On the interior, first-floor wood and metal door and window surrounds were painted cream to complement the glazed wall tiles and quarry tile floors that are still in place today. In the basement, brick walls in the segregated women's rest room were limewashed cream and walls in both the men's and women's segregated toilet rooms were likely unpainted brick.

5.2 Color Matches

BCA has identified color matches for the potentially original finishes identified through the finishes analysis, and also for the early painted finish campaigns on the exterior. These color matches are provided for documentation purposes as part of the current HSR.

The following table lists each color-matched element in the left column. The color name and color matches to the standardized Munsell color system and the commercial Benjamin Moore color palette are presented in the middle column. A virtual rendition of the Benjamin Moore color swatch is included in the right column. Note that the color swatches in this report are for reference only. Due to differences in monitors and printers, only physical swatches of the stated Munsell notation or Benjamin Moore color system should be used for paint replication purposes.

It is also important to note that the color match provided for the pigmented stucco is provided only as a general reference, as it has been matched to the overall color created by both the cementitious matrix and aggregate. As this is not a painted finish, replication of these elements cannot be achieved with the paint recommendation alone and would require in-situ exposures and mock-ups.

Table 1. Color Matches for Exterior Elements

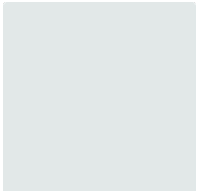
Element	Color Match	B. Moore Swatch
Painted pebble dash stucco <i>Note:</i> This color match is to the second paint campaign for the pebble dash. The original finish remains unclear.	<i>Color:</i> dark yellow (paint) <i>Munsell Color Match:</i> 7.5YR 6/8 <i>Benjamin Moore Color Match:</i> 2158-20 Venetian Gold	
Pigmented stucco belt course and upper register	<i>Color:</i> beige (pigmented stucco) <i>Approximate Munsell Color Match:</i> 10YR 8/4 <i>Benjamin Moore Color Match:</i> 1101 Fennel Seed	
Exterior wood window frame	<i>Color:</i> white (paint) <i>Munsell Color Match:</i> N9.5 <i>Benjamin Moore Color Match:</i> 874 Fanfare	

Table 2. Color Matches for First Floor Interior Elements

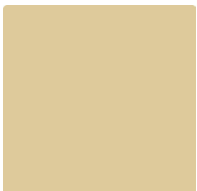
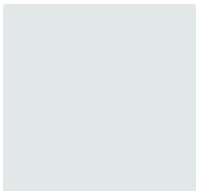
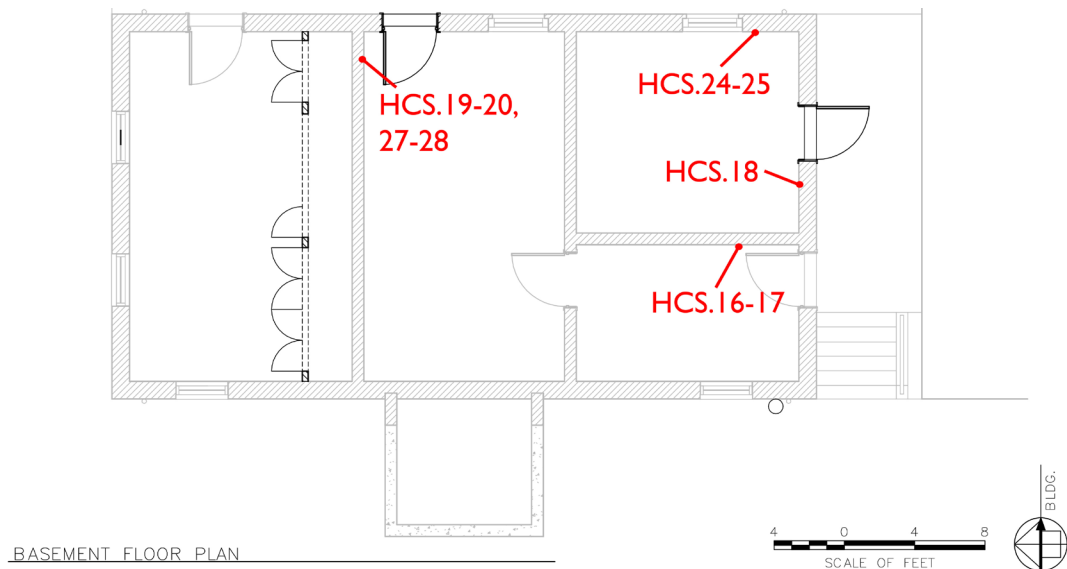
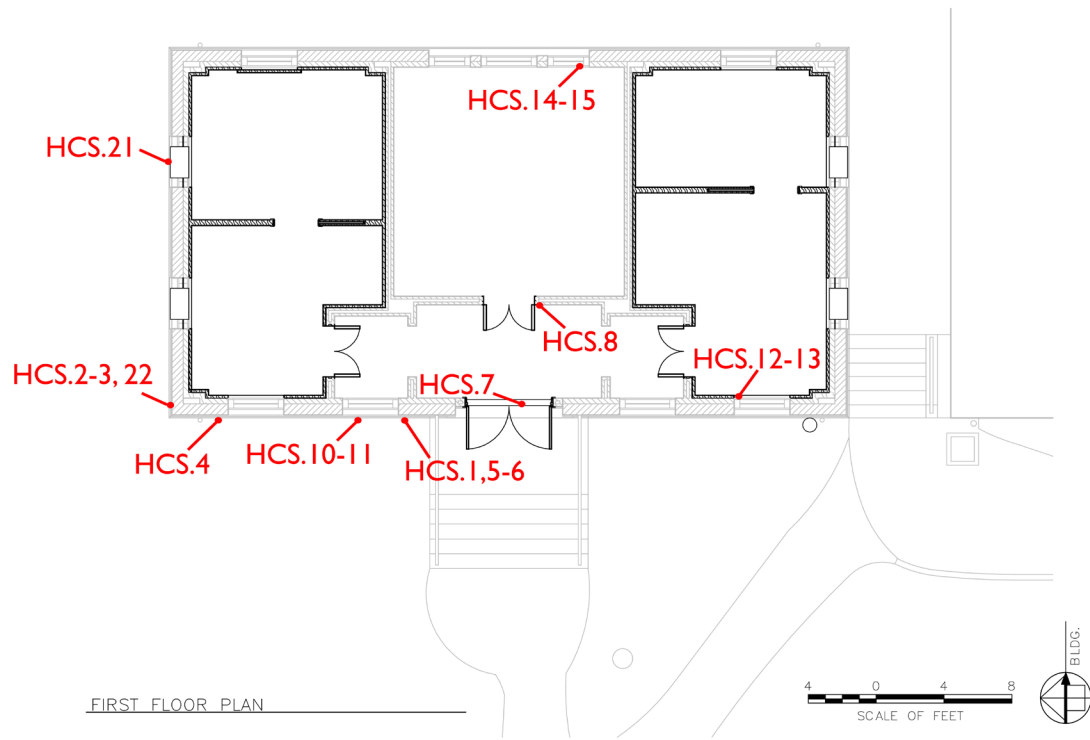
Element	Color Match	B. Moore Swatch
Front door transom window, white rest room door surround, vestibule window frame, white men's toilet room window frame, white rest room window frame	<i>Color:</i> cream (paint) <i>Munsell Color Match:</i> 2.5Y 8.5/4 <i>Benjamin Moore Color Match:</i> HC-31 Waterbury Cream	
Vestibule window sash, white men's toilet room window sash, white rest room window sash	<i>Color:</i> white (paint) <i>Munsell Color Match:</i> N9.5 <i>Benjamin Moore Color Match:</i> 874 Fanfare	

Table 3. Color Matches for Basement Interior Elements

Element	Color Match	B. Moore Swatch
Segregated women's rest room	<i>Color: white (limewash)</i> <i>Munsell Color Match: 2.5Y 9/2</i> <i>Benjamin Moore Color Match: 951 Pale Almond</i>	
Segregated women's and men's toilet rooms	<i>Color: N/A (exposed brick)</i> <i>Munsell Color Match: N/A</i> <i>Benjamin Moore Color Match: N/A</i>	

APPENDIX A
SAMPLE LOCATION DIAGRAM



APPENDIX B
STRATIGRAPHY SHEETS



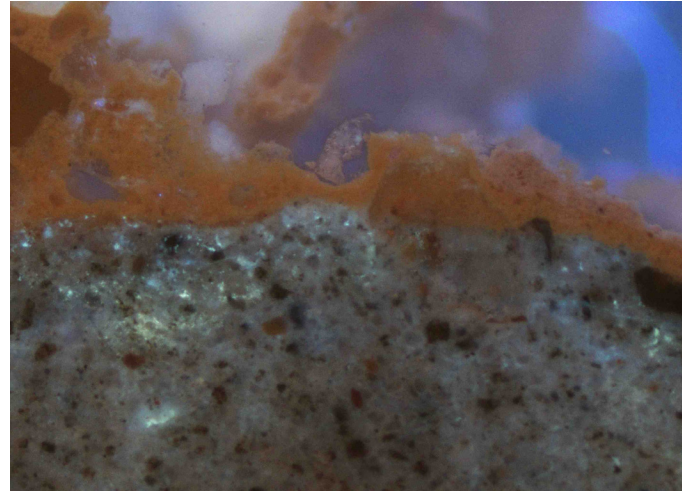
BUILDING NAME: Historic Cemetery Comfort Station (Building #313)	
CONSTRUCTION DATE: 1941	
TOTAL NUMBER OF SAMPLES: 25	
SUBSTRATE TYPE: Pebble dash, stucco, wood, brick, metal	
DATE SAMPLED: July 10, 2025 & September 16, 2025	DATE ANALYZED: October 2025
SAMPLED BY: KAW & KWS	ANALYZED BY: KWS
MICROSCOPE: Nikon Eclipse E200 compound fluorescence microscope	CAMERA: Nikon DS-Fi3
GENERAL DESCRIPTION: Paint samples from the interior and exterior of the Historic Comfort Station.	



SAMPLE #: HCS.I	ROOM: West exterior
DESCRIPTION: lower register pebble dash	



Visible Light, 40x magnification



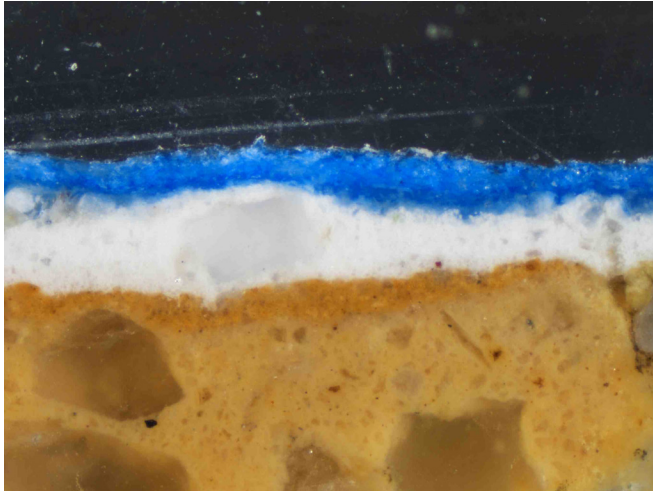
UV Light, 40x magnification

[illegible]

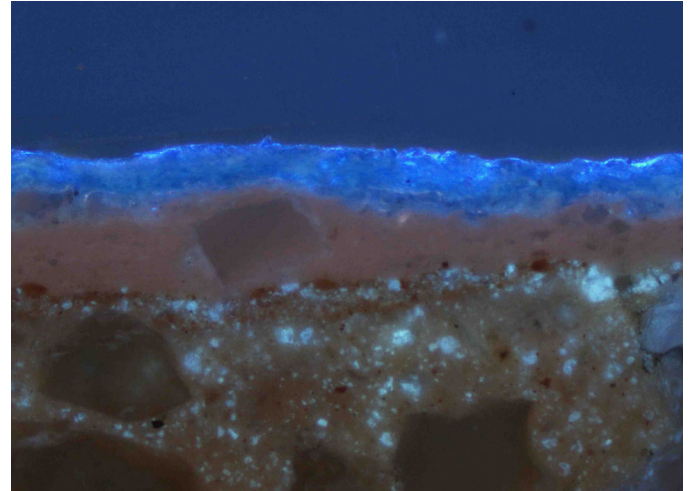
// denotes a break in the sample.



SAMPLE #: HCS.2	ROOM: North exterior
DESCRIPTION: belt course	



Visible Light, 40x magnification



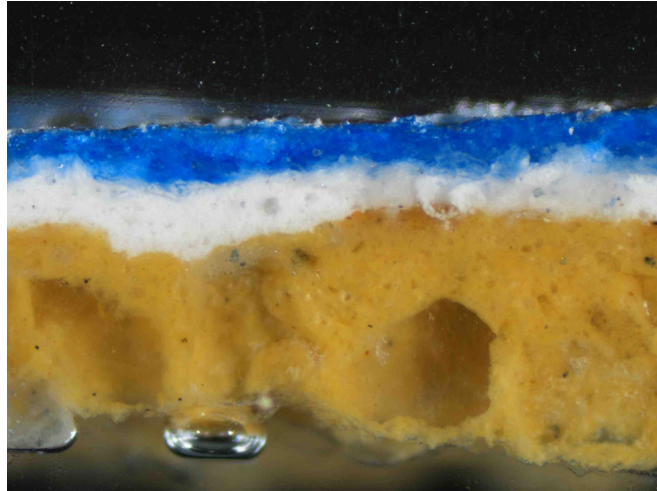
UV Light, 40x magnification

[illegible]

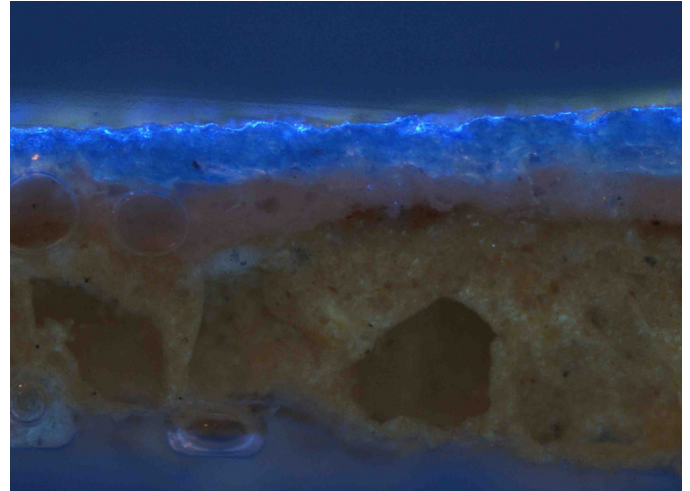
// denotes a break in the sample.



SAMPLE #: HCS.3	ROOM: North exterior
DESCRIPTION: upper plaster	



Visible Light, 40x magnification



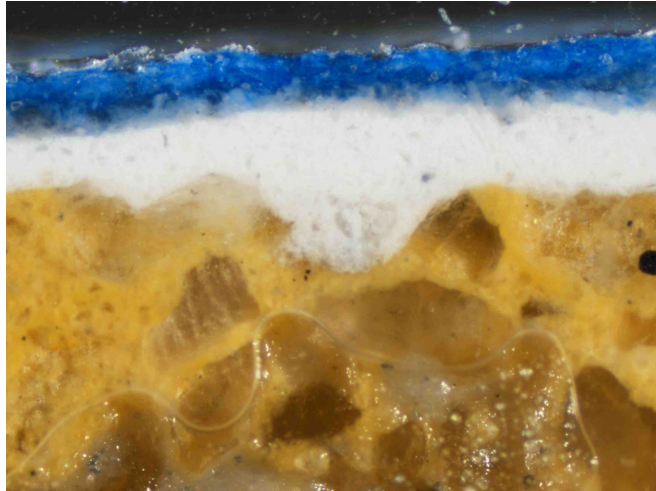
UV Light, 40x magnification

[illegible]

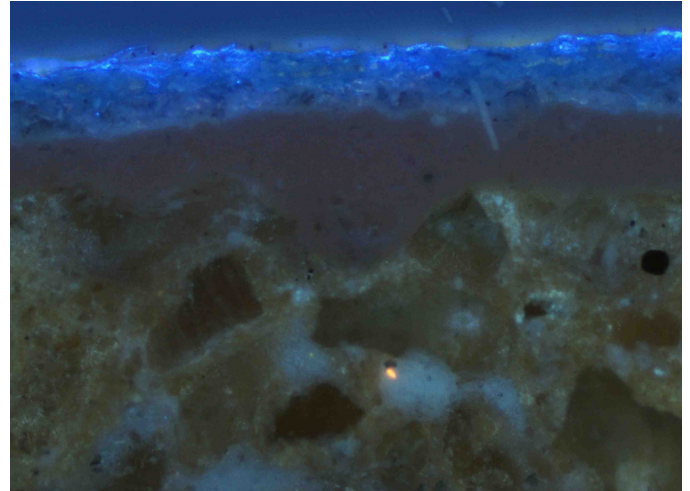
// denotes a break in the sample.



SAMPLE #: HCS.4	ROOM: West exterior
DESCRIPTION: upper plaster	



Visible Light, 40x magnification



UV Light, 40x magnification

[illegible]

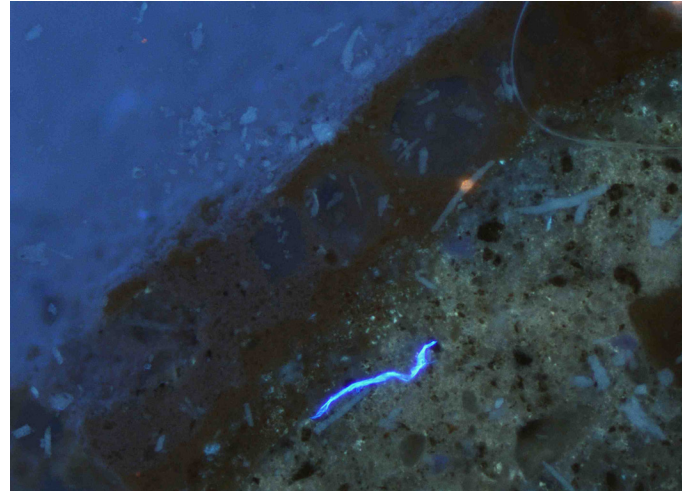
// denotes a break in the sample.



SAMPLE #: HCS.5	ROOM: West exterior
DESCRIPTION: pebble dash	



Visible Light, 40x magnification



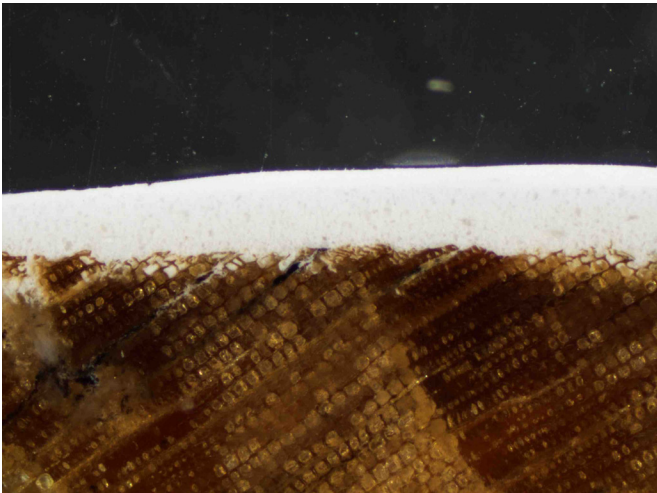
UV Light, 40x magnification

[illegible]

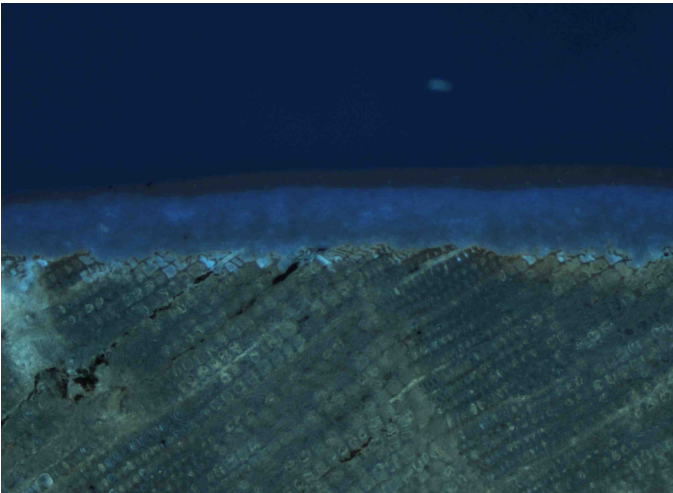
// denotes a break in the sample.



SAMPLE #: HCS.6	ROOM: West exterior
DESCRIPTION: window case	



Visible Light, 40x magnification



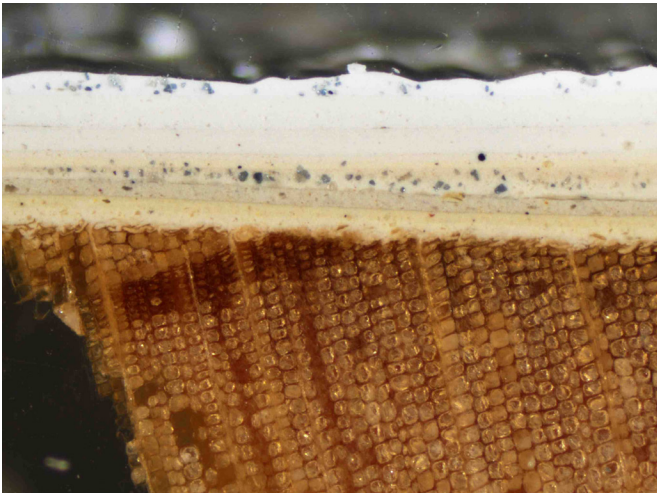
UV Light, 40x magnification

LAYER	REFLECTED LIGHT COLOR	NOTES
Substrate	Wood	
1	White	
2	White	

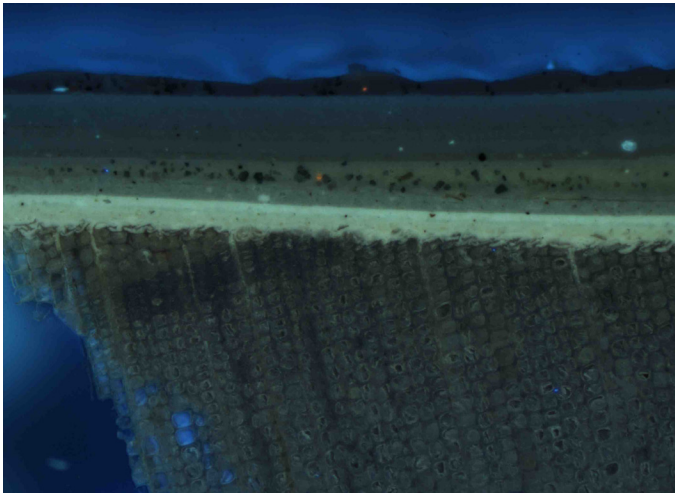
// denotes a break in the sample.



SAMPLE #: HCS.7	ROOM: 1st Fl Vestibule
DESCRIPTION: West, front door transom window frame	



Visible Light, 40x magnification



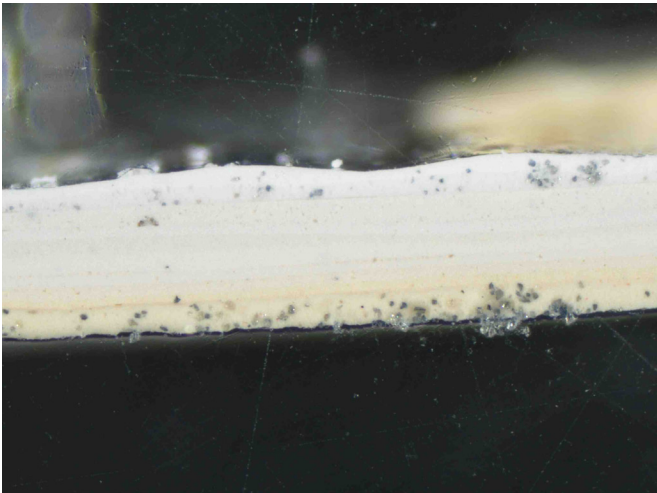
UV Light, 40x magnification

LAYER	REFLECTED LIGHT COLOR	NOTES
Substrate	Wood	
1	Cream	
2	Yellow cream	
3	Tan	
4	White	Grey inclusions are from polishing process.
5	Light pink	
6	Cream	
7	White	
8	White	
9	White	
10	White	

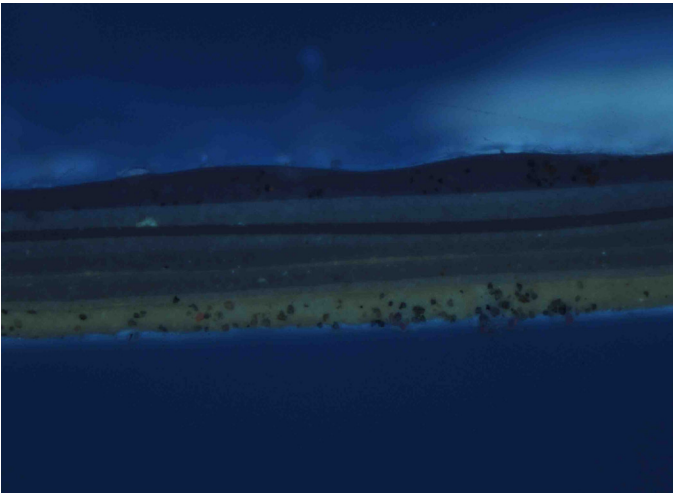
// denotes a break in the sample.



SAMPLE #: HCS.8	ROOM: 1st Fl Vestibule
DESCRIPTION: white rest room door surround	



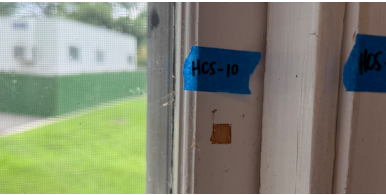
Visible Light, 40x magnification



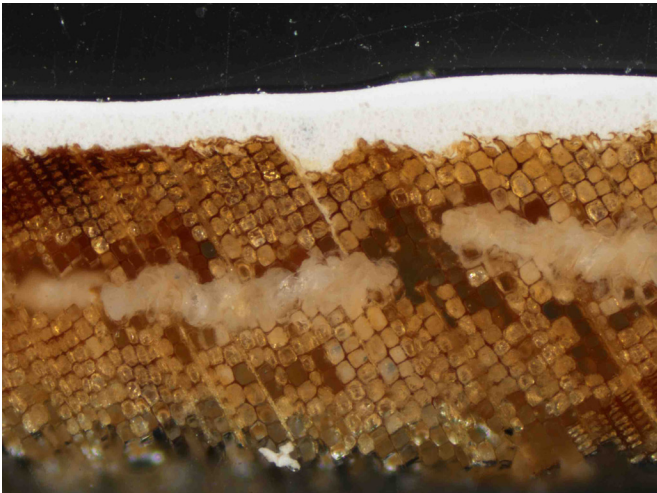
UV Light, 40x magnification

LAYER	REFLECTED LIGHT COLOR	NOTES
Substrate	Metal	
1	Cream	
2	Cream	
3	White	
4	White	
5	White	
6	White	
7	White	
8	White	
9	White	

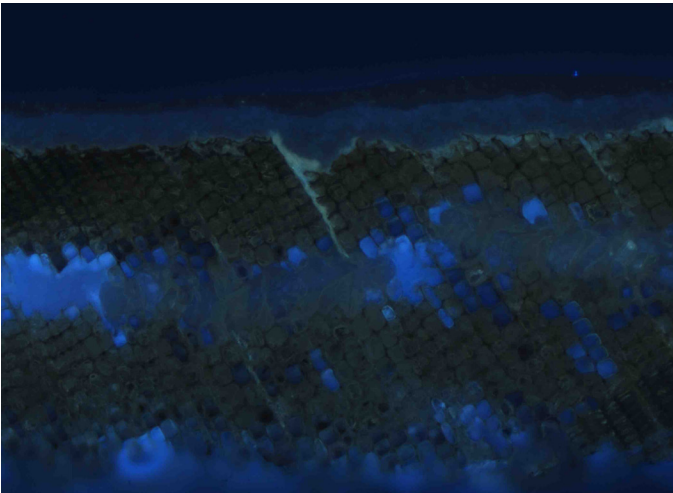
// denotes a break in the sample.



SAMPLE #: HCS.10	ROOM: 1st Fl Vestibule
DESCRIPTION: south window sash	



Visible Light, 40x magnification



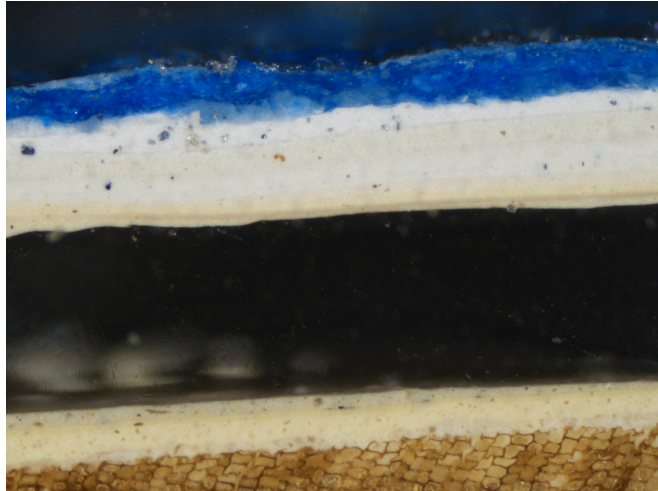
UV Light, 40x magnification

LAYER	REFLECTED LIGHT COLOR	NOTES
Substrate	Wood	
1	White	
2	White	

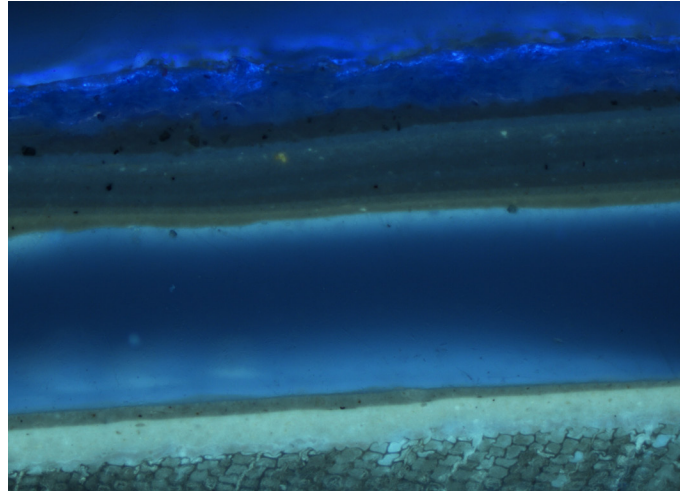
// denotes a break in the sample.



SAMPLE #: HCS.11	ROOM: 1st Fl Vestibule
DESCRIPTION: south window case	



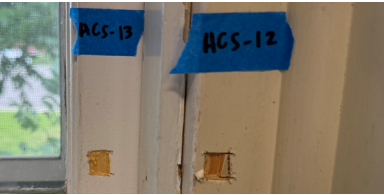
Visible Light, 40x magnification



UV Light, 40x magnification

LAYER	REFLECTED LIGHT COLOR	NOTES
Substrate	Wood	
1	Cream	
2	Cream	
3	Cream //	
4	// Cream	
5	Cream	
6	White	
7	White	
8	White	
9	White	
10	White	
11	White	
12	White	
13	(blue tape)	

// denotes a break in the sample.



SAMPLE #: HCS.12	ROOM: White men's toilet room
DESCRIPTION: window case	



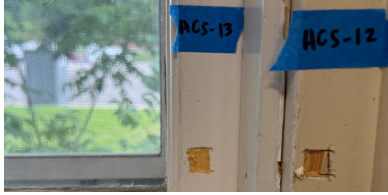
Visible Light, 40x magnification



UV Light, 40x magnification

LAYER	REFLECTED LIGHT COLOR	NOTES
Substrate	Wood	
1	Cream	
2	Tan	
3	Cream	
4	Cream	
5	Tan	
6	Cream	
7	Cream	
8	Cream	
9	White	
10	White	

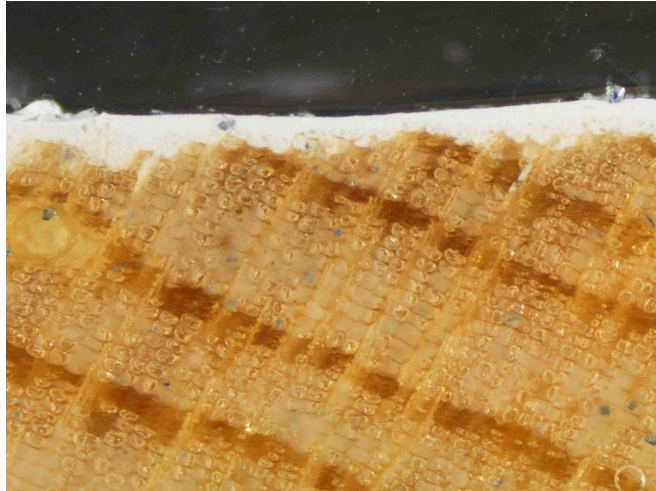
// denotes a break in the sample.



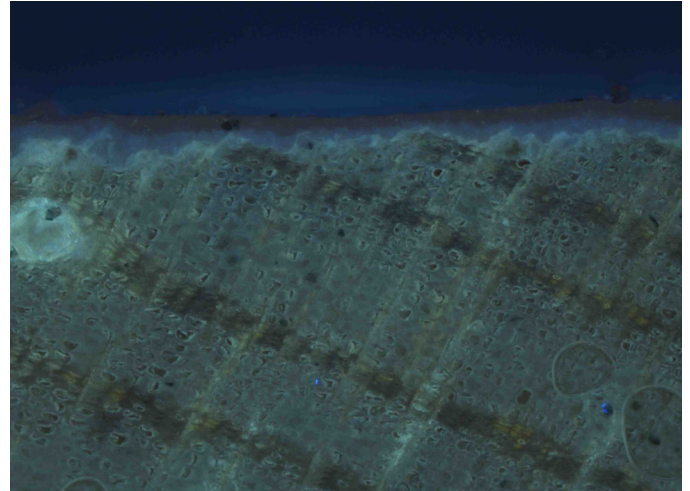
SAMPLE #: HCS.13

ROOM: White men's toilet room

DESCRIPTION: window sash



Visible Light, 40x magnification



UV Light, 40x magnification

[illegible]

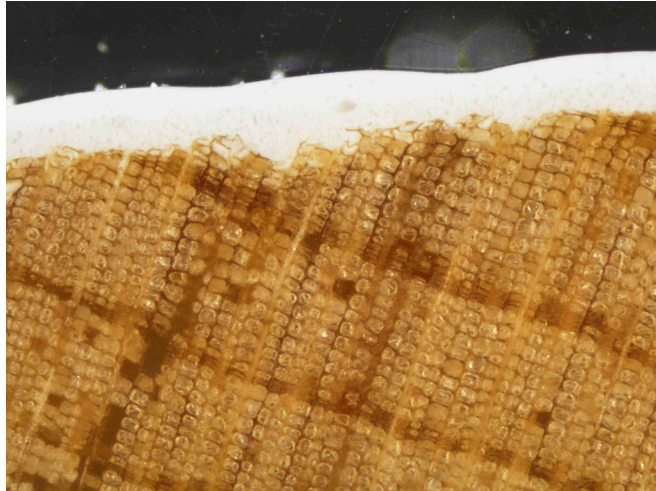
// denotes a break in the sample.



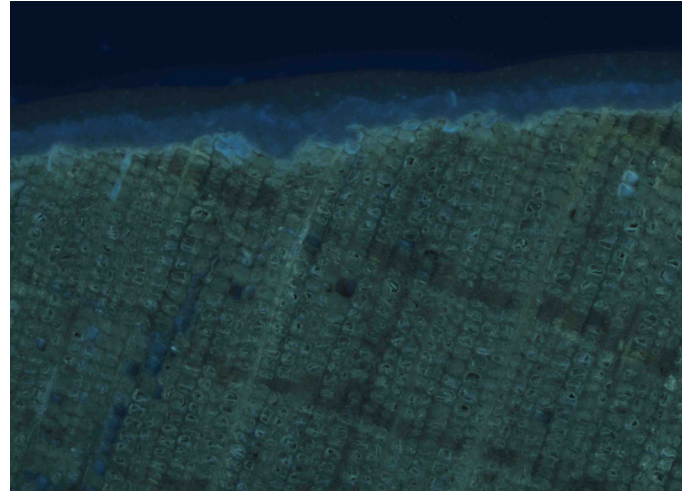
SAMPLE #: HCS.14

ROOM: White rest room

DESCRIPTION: East window sash



Visible Light, 40x magnification



UV Light, 40x magnification

[illegible]

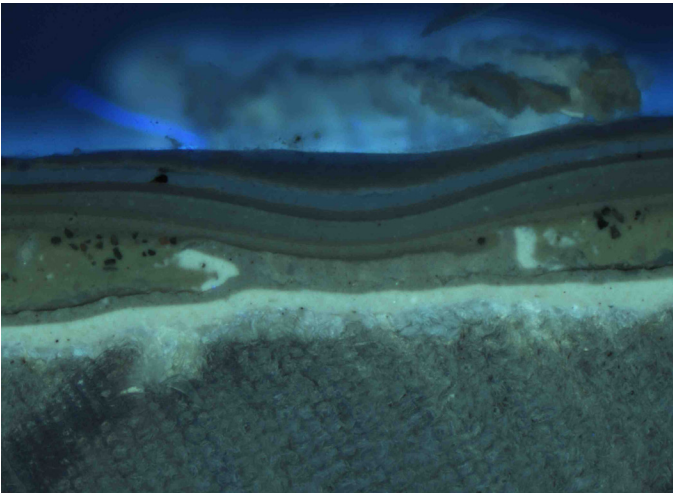
// denotes a break in the sample.



SAMPLE #: HCS.15	ROOM: White rest room
DESCRIPTION: East window case	



Visible Light, 40x magnification



UV Light, 40x magnification

LAYER	REFLECTED LIGHT COLOR	NOTES
Substrate	Wood	
1	Cream	
2	Tan	
3	Cream	
4	Cream	
5	White	
6	White	
7	White	
8	White	
9	White	
10	White	

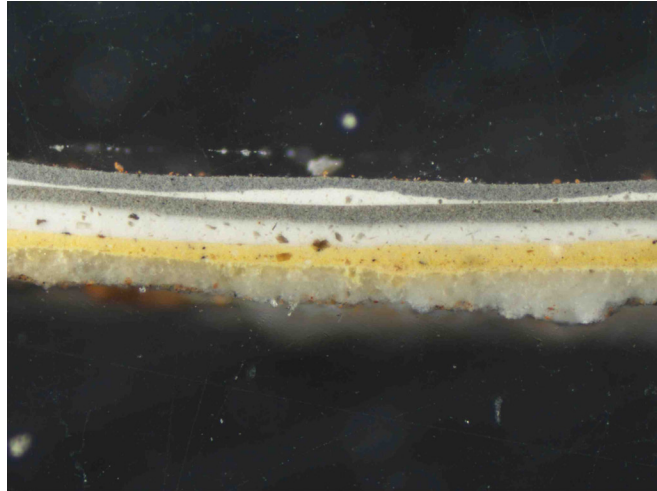
// denotes a break in the sample.



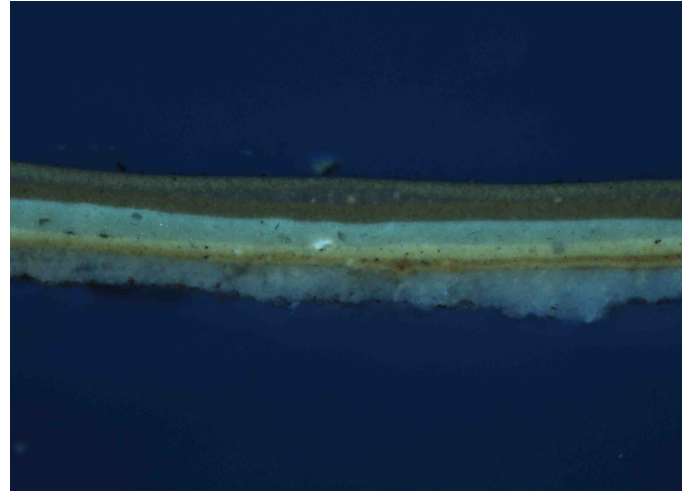
SAMPLE #: HCS.16

ROOM: Segregated women's rest room

DESCRIPTION: east wall, lower register



Visible Light, 40x magnification



UV Light, 40x magnification

[illegible]

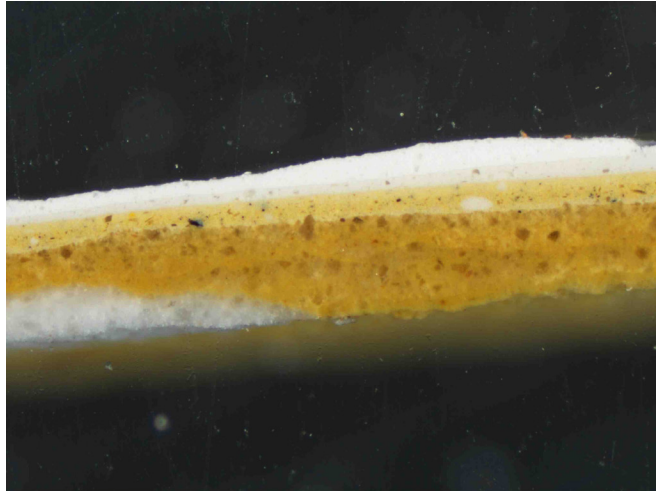
// denotes a break in the sample.



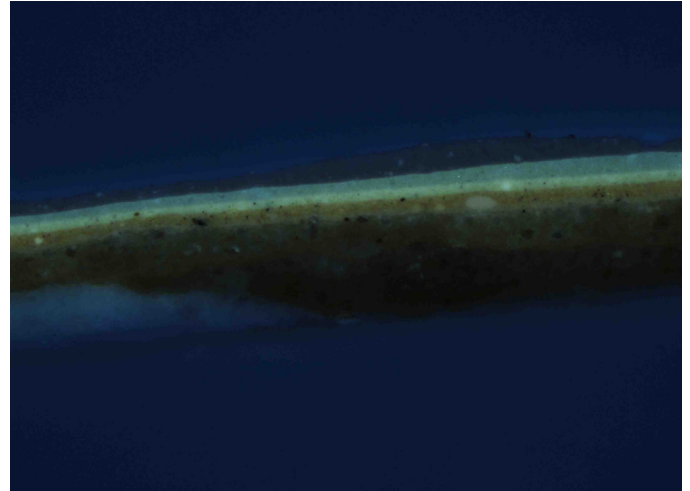
SAMPLE #: HCS.17

ROOM: Segregated women's rest room

DESCRIPTION: east wall, upper register



Visible Light, 40x magnification



UV Light, 40x magnification

[illegible]

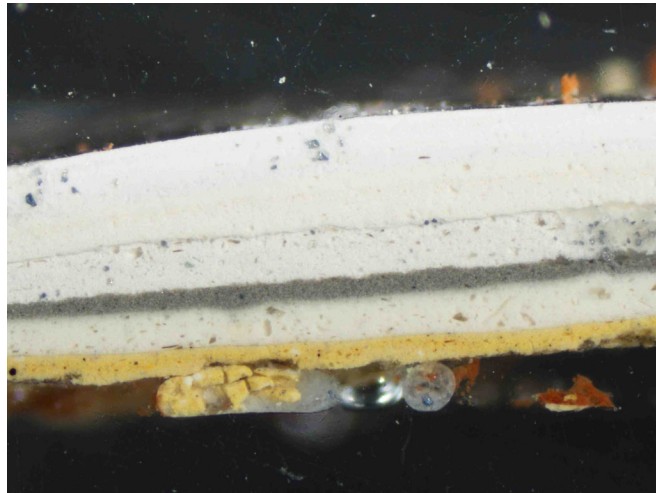
// denotes a break in the sample.



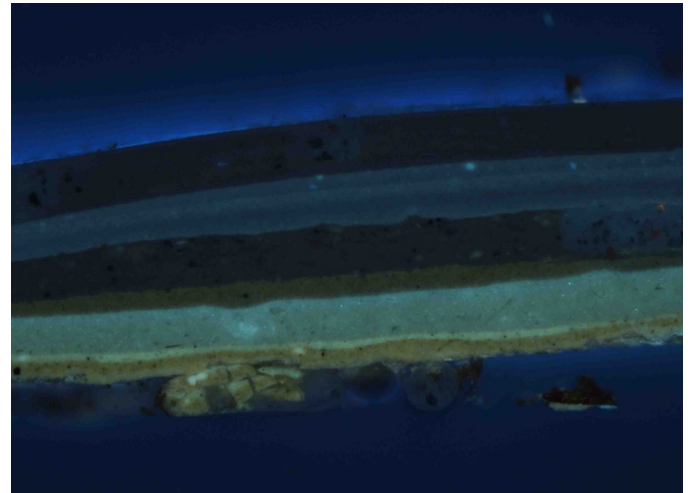
SAMPLE #: HCS.18

ROOM: Segregated men's rest room

DESCRIPTION: south wall, lower register



Visible Light, 40x magnification



UV Light, 40x magnification

[illegible]

// denotes a break in the sample.



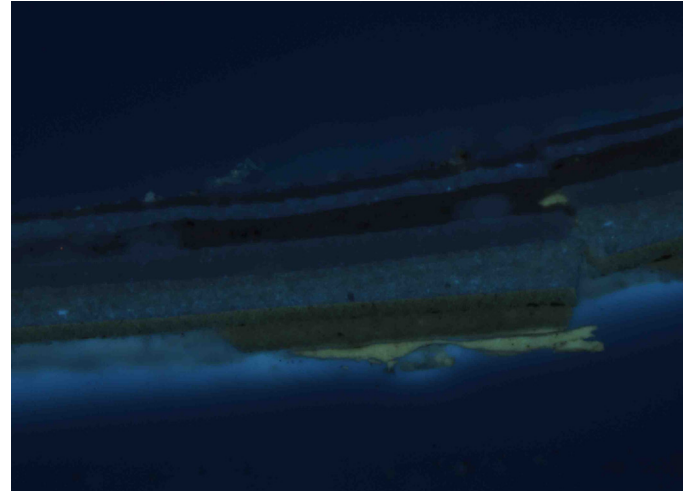
SAMPLE #: HCS.19

ROOM: Segregated women's toilet room

DESCRIPTION: north wall, lower register



Visible Light, 40x magnification



UV Light, 40x magnification

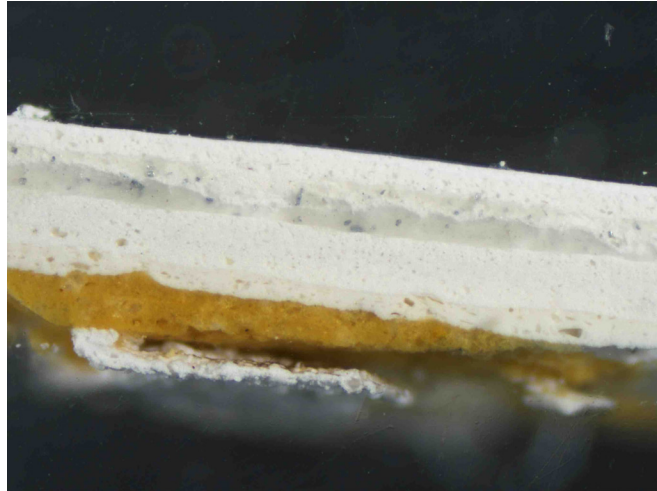
[illegible]

// denotes a break in the sample.

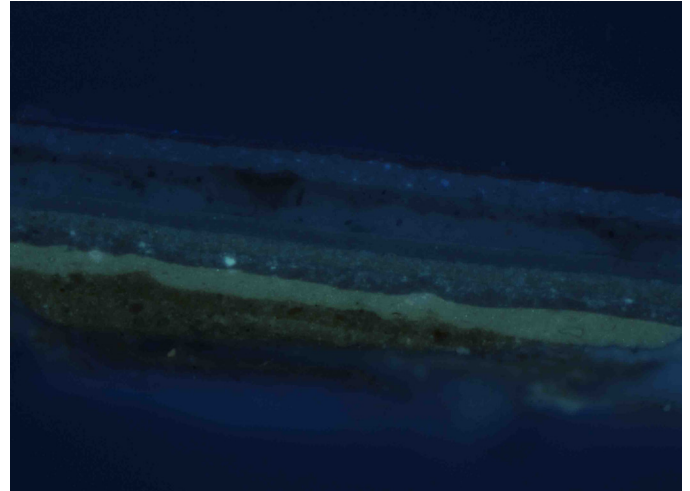
**SAMPLE #: HCS.20**

ROOM: Segregated women's toilet room

DESCRIPTION: north wall, upper register



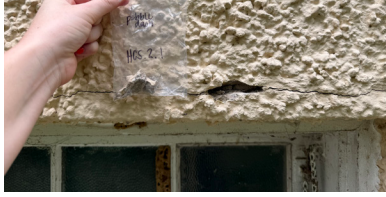
Visible Light, 40x magnification



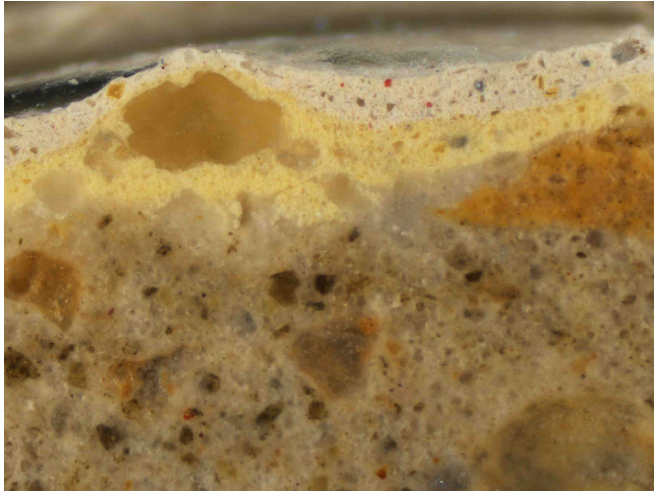
UV Light, 40x magnification

[illegible]

// denotes a break in the sample.



SAMPLE #: HCS.2I	ROOM: East exterior
DESCRIPTION: pebble dash	



Visible Light, 40x magnification



UV Light, 40x magnification

[illegible]

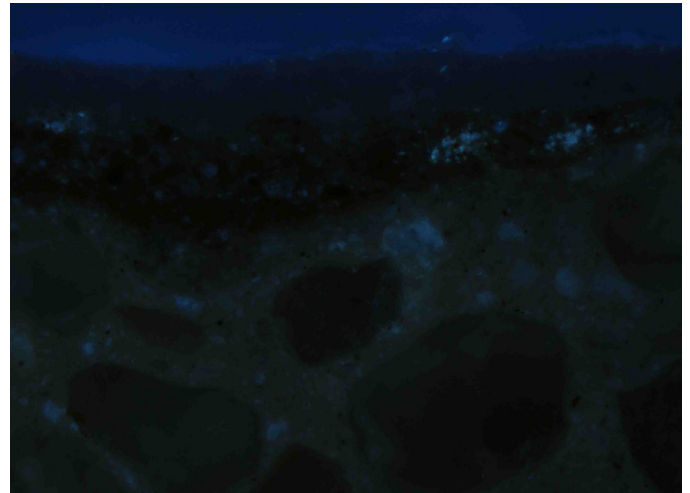
// denotes a break in the sample.



SAMPLE #: HCS.22	ROOM: East exterior
DESCRIPTION: belt course	



Visible Light, 40x magnification



UV Light, 40x magnification

[illegible]

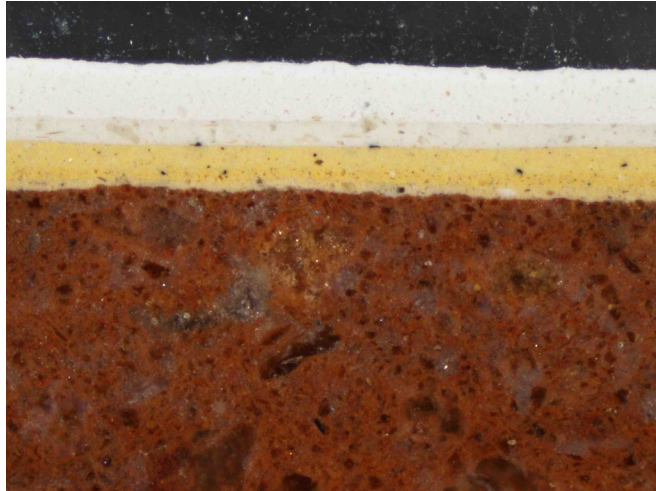
// denotes a break in the sample.



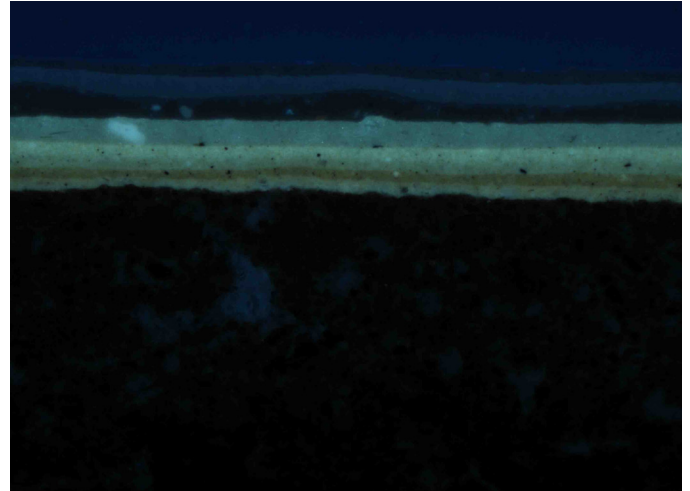
SAMPLE #: HCS.24

ROOM: Segregated men's toilet room

DESCRIPTION: east wall, lower register



Visible Light, 40x magnification



UV Light, 40x magnification

[illegible]

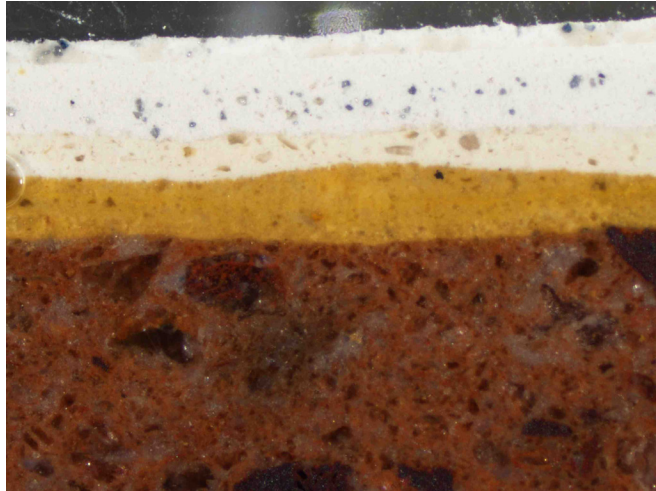
// denotes a break in the sample.



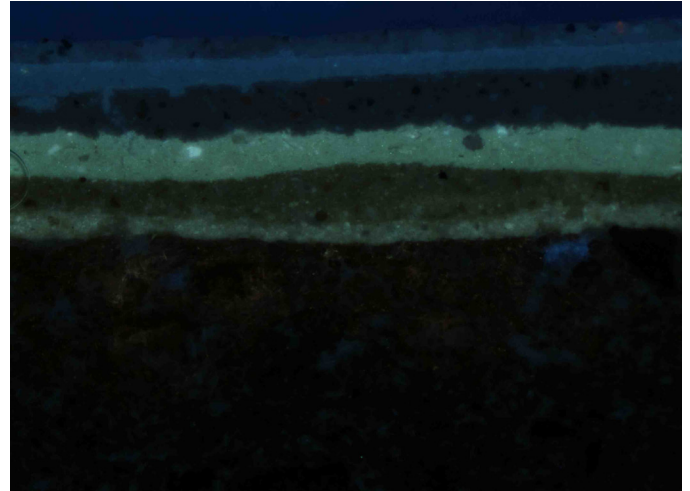
SAMPLE #: HCS.25

ROOM: Segregated men's toilet room

DESCRIPTION: east wall, upper register



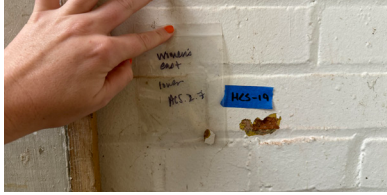
Visible Light, 40x magnification



UV Light, 40x magnification

[illegible]

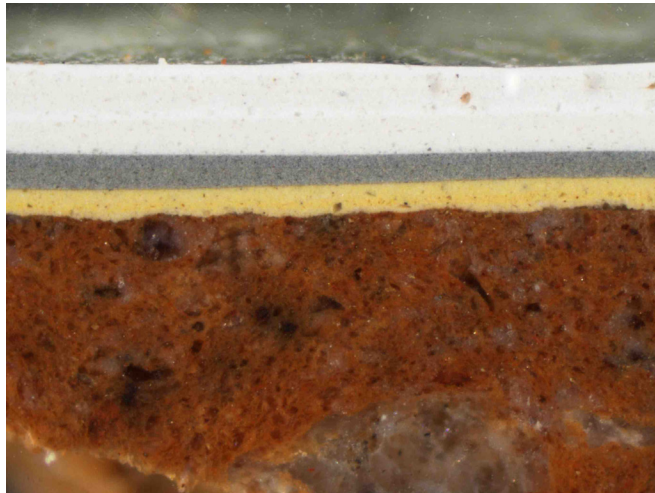
// denotes a break in the sample.



SAMPLE #: HCS.27

ROOM: Segregated women's toilet room

DESCRIPTION: north wall, lower register



Visible Light, 40x magnification



UV Light, 40x magnification

[illegible]

// denotes a break in the sample.

APPENDIX G: HAZARDOUS MATERIALS ANALYSIS



CERTIFICATE OF ANALYSIS

Chain of Custody:

656698

Client:

National Park Service-Virginia

Address:

9200 Old Dominion Drive McLean
Virginia 22102

Attention:

Amber Simms

Job Name:

Building 313 Interior
Paint

Job Location:

321 Sherman Drive, Fort
Meyer, VA 22111

Job Number:

Not Provided

P.O. Number:

Not Provided

Date Submitted:

04/01/2024

Date Analyzed:

04/02/2024

Report Date:

04/02/2024

Date Sampled:

03/29/2024

Person Submitting:

Amber Simms

Summary of Atomic Absorption Analysis for Lead

AMA Sample Number	Client Sample Number	Analysis Type	Sample Type	Reporting Limit	Final Result	Comments
656698-1	#1	Flame AA	Paint Chip	0.0085%Pb	0.30 %Pb	
656698-2	#2	Flame AA	Paint Chip	0.0061%Pb	0.28 %Pb	

Preparation Method: ASTM E1979-17
Analysis Method For Flame AA: EPA SW-846 7000B
N/A = Not Applicable; mg/Kg = parts per million (ppm) on a dry weight basis; mg/L = parts per million (ppm);
%Pb = percent lead on a dry weight basis; ug = micrograms; ug/L = parts per billion (ppb)
Note: All samples were received in good condition unless otherwise noted.
Note: All results have two significant digits. Any additional digits shown should not be considered when interpreting the result.

See QC Summary for analytical results of quality control samples associated with these samples.

Air and Wipe results are not corrected for any blank results. Final results for air and wipe samples are based on client supplied information not verified by this laboratory.

All results are to be considered preliminary and subject to change unless signed by the Technical Director or Deputy.

Analyst(s): Cameron Fare

George Land

Technical _____
Director George Land

This report applies only to the sample(s) analyzed as received and is not necessarily indicative of the quality or condition of apparently identical or similar products. As a mutual protection to clients, the public, and these Laboratories, this report is submitted and accepted for the exclusive use of the client to whom it is addressed and upon the condition that it is not to be used, in whole or in part, in any advertising or publicity matter, nor shall it be reproduced, except in full, without prior written authorization from us. Sample types, locations, collection protocols, air volumes and/or surface wipe area measurements are based upon information provided by the person(s) submitting them, and unless collected by personnel of these Laboratories, we expressly disclaim any knowledge and liability for the accuracy and completeness of this information and for analytical results calculated based on this information. Residual sample material will be discarded in accordance with the appropriate regulatory guidelines, unless otherwise requested by the client. NVLAP accreditation applies only to polarized light microscopy of bulk samples and transmission electron microscopy of AHERA air samples. This report must not be used to claim, and does not imply product certification, approval, or endorsement, by NY ELAP, MDE, AIHA-LAP, NVLAP, NIST, or any agency of the Federal Government. All rights reserved. AMA Analytical Services, Inc.



QC Summary for SDG #79422

Overview

Analysis Type: Flame AA
Sample Type: Lead Paint
Analysis Date: 04/02/2024

Samples Included

656698-1, 656698-2

Preparation Blank



Result: 0.034 ppm

Report Limit Verification Sample



Percent Recovery: 119.9 %

Duplicates



RPD: 9.0 %

Matrix Spike Analysis



Spiked Sample Percent Recovery: 99.6%
Spike Duplicate Percent Recovery: 95.6%
RPD: 4.1%

Matrix Blank



Result: -0.020 ppm

Lab Control Sample #1



Percent Recovery: 102.53 %

Lab Control Sample #2



Percent Recovery: 90.43 %

Reference Sample

Percent Recovery: N/A

Calibration Curve



Correlation: 0.999795

Serial Dilution / Bench Spike

Serial Dilution RPD: N/A
Bench Spike Percent Recovery: N/A

Notes

 **AMA Analytical Services, Inc.**
Focused On Results.
AIHA-LAP (#100470) NVLAP (#101143-0) NY ELAP (#10920)
4475 Forbes Blvd. • Lanham, MD 20706
(301) 459-2640 • (800) 346-0961 • Fax (301) 459-2643
www.amalab.com

(COC # Assigned upon arrival at lab.) **656698**

LEAD CHAIN OF CUSTODY

Mailing/Billing Information:
Client Name: National Park Service
Address: 700 George Washington Memorial Parkway
Address: McLean VA 22101
Invoice Submittal Email: _____
Phone #: _____ Fax #: _____

Submittal Information:
Job Name: Building 313 Interior paint
Job Location: 321 Sherman Dr, Fort meyer, VA 22111
Job #: _____ P.O. #: _____
Point of Contact: Amber Simms Cell #: (571) 289-7569
Collected by: _____ Cell #: _____

Reporting Info (Results provided as soon as technically feasible). If no TAT/Reporting Info is provided, AMA will assign defaults of 5-Day & email/fax to contacts of file.

TURN AROUND TIME (TAT):				REPORT TO:	
After Hours (must be pre-scheduled)		Normal Business Hours		☐ Email: <u>Amber_simms@nps.gov</u>	
☐ 4-Hours Date Due: _____	☐ 4-Hour	☐ 2-Day	☐ 5 Day +	☐ Email CC 1: _____	
☐ Immediate Time: _____	☐ Immd. (6-12hr)	☐ 3-Day	☐ Results by Noon	☐ Email CC 2: _____	
☐ 24-Hours Comments: _____	☒ 1-Day	Due Date: <u>4/2/2024</u>	(may incur addtl fees)	☐ Email CC 3: _____	

Sample Type

^by submitting samples to AMA, you certify that wipes used meet ASTM E1972 Requirement

☐ Dust Wipe^* _____ (QTY) ☐ Air* _____ (QTY) ☐ Soil/Solid _____ (QTY) ☒ Paint Chip 2 _____ (QTY) ☐ % Pb Weight ☐ mg/cm²

☐ TCLP _____ (QTY) ☐ Drinking Water _____ (QTY) ☐ Waste Water _____ (QTY) ☐ Furnace (Media type _____) _____ (QTY)

*it is recommended that blank samples be submitted with all air and surface matrices

☒ All samples received in good condition unless otherwise noted.

Sample Information (if field data sheets are included, there is no need to complete this section)						Sample Matrix				COMMENTS/SPECIAL INSTRUCTIONS
Sample Number	Sample Collection Location/Surface	Date (M/D/YYYY)	Time (HH:MM)	Wipe Area (in ²)	Volume (L)	Dust Wipe	Paint Chip/ Soil	Air	Water/ Other	
#1	Ceiling in Museum Tech Office	3/29/2024	11:47 am	X			✓			
#2	Ceiling in Building 313 Entry Way	3/29/2024	11:48 am	X			✓			
				X						
				X						
				X						
				X						
				X						
				X						
				X						
				X						
				X						
				X						
				X						
				X						
				X						
				X						
				X						

	Print Name	Sign Name	Date (m/d/yyyy)	Time (hh:mm)	Shipping Information ☐ UPS ☐ In-Person ☐ Other ☐ FedEx ☐ Drop Box ☐ USPS ☐ Courier Airbill/Tracking No.: _____
Relinquished by:					
Received by:	<u>Al Hudson</u>		<u>4/2/24</u>	<u>1130</u>	



AMA Analytical Services, Inc.
Focused On Results.

CERTIFICATE OF ANALYSIS



Chain of Custody: 656695
Client: National Park Service-Virginia

Address: 9200 Old Dominion Drive
McLean Virginia 22102
Attention: Amber Simms

Job Name: Building 313 Asbestos Testing
Job Location: 321 Sherman Drive, Fort Meyer,
VA 22111
Job Number: Not Provided
P.O. Number: Not Provided

Date Submitted: 04-01-2024
Date Analyzed: 04-02-2024
Report Date: 04-02-2024
Date Sampled: 03-29-2024
Person Submitting: Amber Simms

Summary of Polarized Light Microscopy

AMA Sample Number	Client Sample Number	Total Asbestos	Chrysotile Percent	Amosite Percent	Crocidolite Percent	Other Asbestos Percent	Mineral Wool Percent	Fiberglass Percent	Organic Percent	Synthetic Percent	Other Percent	Particulate Percent	Sample Type	Sample Color	Homogeneity	Analyst ID	Comments
656695-1	#3	NAD	--	--	--	--	--	--	--	--	--	100	PL	White	Homogenous	PC	
656695-1A	#3	NAD	--	--	--	--	--	--	--	--	--	100	BC	Brown	Homogenous	PC	
656695-2	#4	NAD	--	--	--	--	--	--	--	--	--	100	BC	Brown	Homogenous	PC	

The following footnotes only apply to those samples which the total asbestos result is flagged with a note number.

¹ TEM RECOMMENDATION - Please note, due to resolution limitations with optical microscopy and/or interference from matrix components of this sample, results which are reported via PLM as negative or trace (<1%) for asbestos may contain a significant quantity of asbestos. It is recommended that the additional analytical technique of TEM be used to check for asbestos fibers below the resolution limits of optical microscopy.

² MATRIX REDUCTION RECOMMENDATION – Please note, due to interference from the matrix components of this sample, results which are reported via PLM as negative or trace (<1%) for asbestos may contain a significant quantity of asbestos which is obscured from view. It is recommended that the additional preparation technique of gravimetric reduction be performed on this sample to minimize the obscuring effects of matrix components, followed by reanalysis by PLM and/or TEM.

Analysis Method – EPA/600/R-93/116 dated July 1993
NAD = “No Asbestos Detected” TR = “Trace equals less than 1% of this component”

Uncertainty: For samples containing asbestos in range of 1-10% the CV is 0.43, 11-35% CV = 0.55, >35 CV = 0.23. All results are to be considered preliminary and subject to change unless signed by the Technical Director or Deputy.

Analyst(s): Peera Chaikeneene,

Technical Director
Michael Greenberg

This report applies only to the sample, or samples, investigated and is not necessarily indicative of the quality or condition of apparently identical or similar products. As a mutual protection to clients, the public, and these Laboratories, this report is submitted and accepted for the exclusive use of the client to whom it is addressed and upon the condition that it is not to be used, in whole or in part, in any advertising or publicity matter without prior written authorization from us. Sample types, locations, and collection protocols are based upon the information provided by the persons submitting them and, unless collected by personnel of these Laboratories, we expressly disclaim any knowledge and liability for the accuracy and completeness of this information. Residual sample material will be discarded in accordance with the appropriate regulatory guidelines, unless otherwise requested by the client. This report must not be used to claim, and does not imply product certification, approval, or endorsement by NY ELAP, AIHA-LAP, or any agency of the Federal Government. All rights reserved. AMA Analytical Services, Inc.



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Focused on Results www.amalab.com

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(301) 459-2640 • (800) 346-0961 • Fax (301) 459-2643

CHAIN OF CUSTODY

(Please Refer To This
Number For Inquires) **656695**

AMA Client Information:

1. Client Name: National Park Service
2. Address 1: 700 George Washington Mmeal Parkway
3. Address 2: McLean VA 22101
4. Billing Email: _____
5. Phone #: _____

Submittal Information:

1. Job Name: Building 313 Asbestos Testing
2. Job Location: 321 Sherman Dr, Fort Meyer VA 22111
3. Job #: _____ PO#: _____
4. Contact Person: Amber Simms Cell: (571) 289-7569
5. Collected by: _____ Cell: _____

If a TAT is not provided, AMA will assign a default of 5-Day.

Reports and Invoices provided by Email only.

AFTER HOURS (must be pre-scheduled) ☐ 4 Hours ☐ Late Night ☐ Immediate Date Due: _____ ☐ 24 Hours Time Due: _____ Comments: _____		NORMAL BUSINESS HOURS ☐ 4 Hours ☐ Same Day (6-8 Hours) ☒ 1 Day ☐ 2 Day ☐ 3 Day ☐ 5 Day + Date Due: 4/2/2024 ☐ Results Required By Noon		REPORT TO: ☒ Email 1: <u>Amber_Simms@nps.gov</u> ☐ Email 2: _____ ☐ Email 3: _____
--	--	---	--	--

Asbestos Analysis

- *PCM Air - Please Indicate Filter Type: _____
☐ NIOSH 7400 _____ (QTY)

- *TEM Air - Please Indicate Filter Type: _____
☐ AHERA _____ (QTY)
☐ NIOSH 7402 _____ (QTY)
☐ Other (specify _____) _____ (QTY)

PLM Bulk

- ☒ EPA 600 – Visual Estimate 2 (QTY) Pos
☐ EPA Point Count _____ (QTY) Stop
☐ NY State Friable 198.1 _____ (QTY)
☐ Grav. Reduction ELAP 198.6 _____ (QTY)
☐ Other (specify _____) _____ (QTY)

MISC

- ☐ Asbestos Soil PLM ____ (Qual) PLM ____ (Quan) PLM/TEM ____ (Qual) PLM/TEM ____ (Quan)

TEM Bulk

- ☐ ELAP 198.4/Chatfield _____ (QTY)
☐ NY State PLM/TEM _____ (QTY)
☐ Residual Ash _____ (QTY)
☐ Vermiculite _____ (QTY)

TEM Dusi*

- ☐ Qual. (pres/abs) Vacuum/Dust _____ (QTY)
☐ Quan. (s/area) Vacuum D5755-95 _____ (QTY)
☐ Quan. (s/area) Dust D6480-99 _____ (QTY)

TEM Water

- ☐ Qunl. (pres/abs) _____ (QTY)
☐ ELAP 198.2/EPA 100.2 _____ (QTY)
☐ EPA 100.1 _____ (QTY)

- ☒ All samples received in good condition unless otherwise noted.
(TEM Water samples _____ °C) (For Lab Use Only)

Metals Analysis

- Victims Analysis**
- ☐ Pb Paint Chip ☐ % by Weight _____ (QTY) ☐ mg/kg _____ (QTY)
- ☐ *Pb Dust Wipe _____ (QTY) (Samples collected using ASTM approved media ☐)
- ☐ *Pb Air _____ (QTY)
- ☐ Pb Soil/Solid _____ (QTY)
- ☐ Pb TCLP _____ (QTY)
- ☐ Drinking Water ☐ Pb _____ (QTY) ☐ Cu _____ (QTY)
- ☐ Waste Water ☐ Pb _____ (QTY) ☐ Cu _____ (QTY)
- ☐ Pb Furnace (Media _____) _____ (QTY)

Fungal Analysis

- ☐ *Spore-Trap _____ (QTY) Collection Apparatus for Spore Traps/Air
☐ *Surface Swab _____ (QTY) Samples: _____
☐ *Surface Tape _____ (QTY) _____
☐ Other (Specify) _____ (QTY) Collection Media _____
☐ Surface Vacuum Dust _____ (QTY) _____

SAMPLE INFORMATION

SAMPLE #	MATERIAL and/or LOCATION DESCRIPTION
----------	--------------------------------------

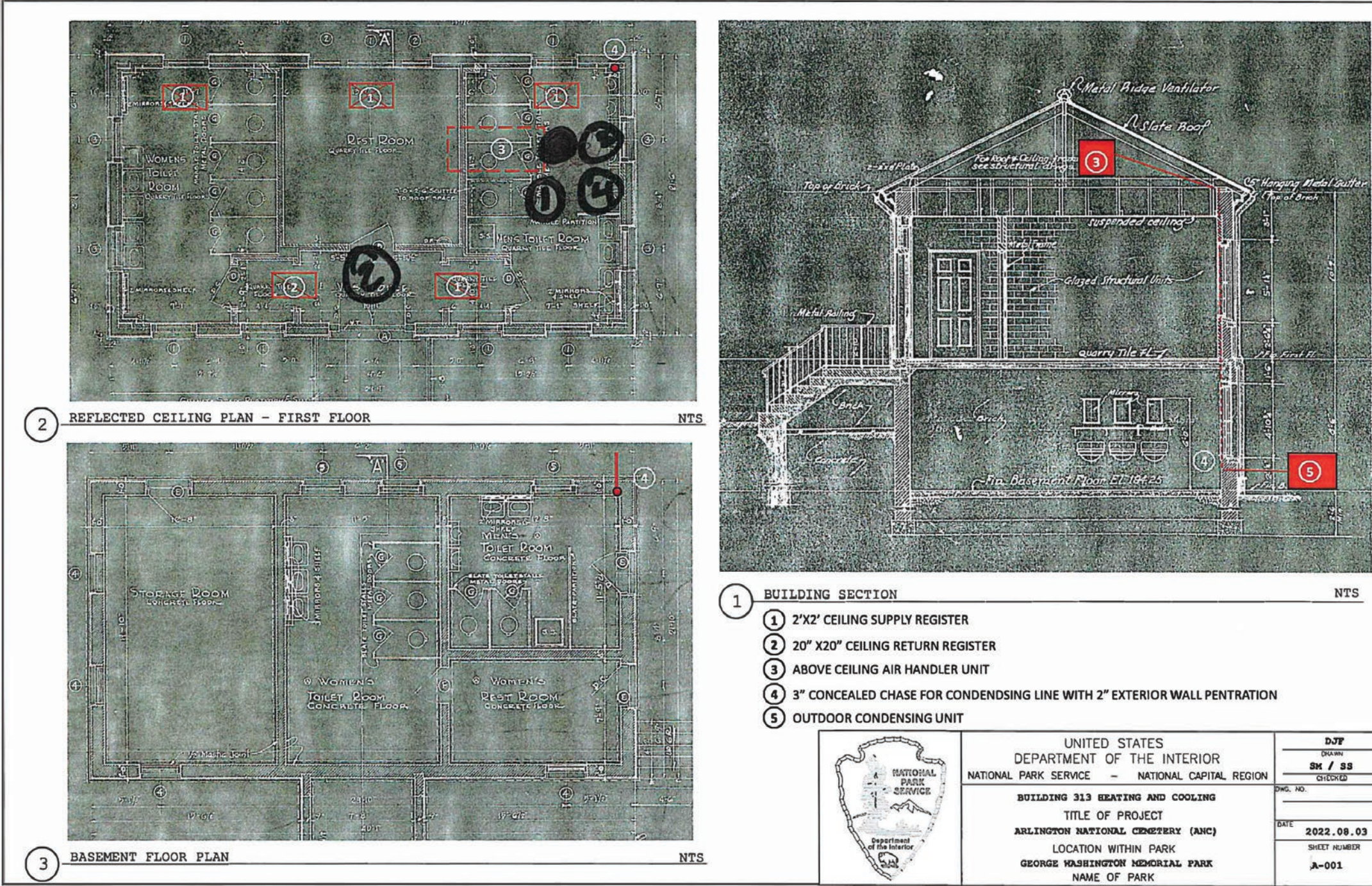
If field data sheets are submitted, there is no need to complete bottom section.

*It is recommended that blank samples be submitted with all air and surface samples

[illegible]

Print Name		Signature		Date: mm/dd/yyyy	Time: hh:mm	Delivery Information (For Lab Use Only)	
*Relinquished by:						☐ UPS ☐ FedEx ☐ USPS ☐ Courier	☒ In-Person ☐ Drop Box ☐ Other
Received by:	PC Kahan			4/1/2004	4:30		

*by submitting samples to AMA, you agree to abide by all of our terms & conditions. Please contact the laboratory at infor@amalab.com for a copy of our Terms & Conditions.



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Charlie Clark Center for Local History, Arlington Central Library, Arlington, VA.

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ENDNOTES

ARLINGTON NATIONAL CEMETERY HISTORICAL OVERVIEW

- 1 This historical overview has been adapted or quoted significantly from the following documents: Jennifer Hanna, Arlington House: The Robert E. Lee Memorial, National Park Service (2001); Angelina Ribeiro Jones, Lyndon Baines Johnson Memorial Grove on the Potomac Cultural Landscape Inventory, National Park Service (2022); and Kevin Wohlgemuth, et al., Lafayette Park Lodge Historic Structure Report, unpublished, National Park Service (2022). These documents also include expanded contextual discussions not incorporated into this report.
- 2 John B. Osborne, *The Story of Arlington* (Press of J.F. Sheiry, 1899), 4.
- 3 Robert L. Humphreys and Mary Elizabeth Chambers, "Ancient Washington," *GW Washington Studies*, no. 6 (1977): 30–31.
- 4 Although excavations have occurred on portions of ANC near Building #313, the scope of these surveys has been limited and the exact use of the property by prehistoric peoples is unclear.
- 5 Shannon Garrison and Molly Lester, East Potomac Golf Course, National Park Service (2017): 32–33.
- 6 Garrison and Lester, East Potomac Golf Course, 32.
- 7 John Bedell, et al., Analostan: The Archeology of Theodore Roosevelt Island, National Park Service (2020): 6, 9.
- 8 Garrison and Lester, East Potomac Golf Course, 33.
- 9 Kay Fanning, National Register Nomination for Theodore Roosevelt Island, National Park Service (2001): sect. 8, 32.
- 10 Jonathan Pliska, et al., Theodore Roosevelt Island Historic American Landscapes Survey, National Park Service (2008): 130.
- 11 Stephen Potter, *Commoners, Tributes, and Chiefs* (The University of Virginia Press, 1993), 160; Elise Elder and Daniel Weldon, Georgetown Area: Cultural Landscape Inventory, Chesapeake and Ohio Canal Historical Park, National Park Service (2018): 40.
- 12 Elder and Weldon, Cultural Landscape Inventory, 40.
- 13 Potter, *Commoners*, 8–9.
- 14 Potter, *Commoners*, 187.
- 15 Bedell et al., Analostan, 31.
- 16 Fanning, Theodore Roosevelt Island, sect. 8, 33; Bedell et al., Analostan, 31.
- 17 Saylor Moss, National Park Service Cultural Landscapes Inventory: Theodore Roosevelt Island, National Park Service (2016): 28; Pliska et al., Theodore Roosevelt Island, 4.
- 18 Gordon Chappell, Historic Resource Study: East and West Potomac Parks, A History, National Park Service (1973): 3.
- 19 Charles W. Stetson, *Four Mile Run Land Grants* (Mimeofom Press, 1935), 7.
- 20 Stetson, *Four Mile Run*, 4–5; Nan Netherton, *Fairfax County, Virginia: A History* (Fairfax County Board of Supervisors, 1992), 15–17.
- 21 Donald A. Wise, "Early Land Grants in Arlington County, Virginia," *The Arlington Historical Magazine* 5, No. 1 (1972): 28. Howsing is alternatively spelled "Howson."
- 22 This law was known as the head-right legislation, designed to encourage immigration to the colonies. Under existing law, Captain Howsing was entitled to receive a grant of 50 acres for each settler to whom he gave passage to the new Colony (Stetson, *Four Mile Run*, 1); Philip Alexander Bruce, *Economic History of Virginia in the Seventeenth Century* (McMillan and Co., 1895).
- 23 Stetson, *Four Mile Run*, 1; Wise, "Early Land Grants," 28. The actual deed for this transaction has been lost, however, according to secondary sources, six hogsheads was the amount of consideration.
- 24 Stetson, *Four Mile Run*, 4.
- 25 Wise, "Land Grants," 29. Although Bland's 1693 survey does not appear to survive, a later copy from 1746 exists in Fairfax County's *Record of Surveys: 1742–1856*.
- 26 Philip had a son, also named Philip, who inherited these 500 acres of land. This land was a portion of the original land conveyance that formed the city of Alexandria in 1742. It is most likely that Alexandria received its name from this Philip Alexander (Stetson, *Four Mile Run*, 5).
- 27 Stetson, *Four Mile Run*, 11. These land inheritances were, as typical in 18th-century Virginia, entailed, meaning the inheritance was limited through lineal descent.
- 28 This type of legal procedure is formally referred to as docking the entail, meaning that Gerrard was not then required to pass the land to his oldest descendant.
- 29 Stetson, *Four Mile Run*, 13; Mark Walker et al. *Phase II Archaeological Site, Washington National Airport* (Parsons Management Consultants, 1989), 13–16.
- 30 Stetson, *Four Mile Run*, 10, 13.
- 31 Hanna, Arlington House, 13.
- 32 Allan Kulikoff, *Tobacco and Slaves: The development of southern cultures in the Chesapeake, 1680–1800* (University of North Carolina Press, 1986), 78–79. It is not known what crops were farmed on Gerrard's lands but at the time tobacco farming was waning in the region while indigo, hemp, flax, cotton, wheat, and corn were increasing.
- 33 David R. Hoth, ed. "George Washington to John Parke Custis, 3 August 1778," *The Papers of George Washington*, Revolutionary War Series, vol. 16, 1 July–14 September 1778 (University of Virginia Press, 2006), 230–232.
- 34 W.W. Abbot, ed., *The Papers of George Washington, Colonial Series* 6 (University of Virginia Press, 1983–1995), 201–265; Joseph E. Fields, ed. "Worthy Partner": *The Papers of Martha Washington* (Greenwood Press, 1994), 60–76.
- 35 Abbot, *George Washington*, 206.
- 36 John Fitzpatrick, ed., *The Writings of Washington from the Original Manuscript Sources, 1745–1799*, vol. 2 (US Government Printing Office, 1931), 457.
- 37 Patricia Brady, ed., *George Washington's Beautiful Nelly: The Letters of Eleanor Parke Custis Lewis to Elizabeth Bordley Gibson, 1794–1851* (University of South Carolina Press, 1991).
- 38 George Washington Parke Custis, *Memoirs of Washington* (Union Publication house, 1859), 254f; Murray Nelligan, "Old Arlington": The Story of the Lee Mansion National Memorial, National Park Service (1954): 39.
- 39 John Clagett Proctor, "Master of Arlington House Striking Figure in Virginia History," *Sunday Star*, November 4, 1928: Part 7, 5.
- 40 Elder and Weldon, Cultural Landscape Inventory, 24.
- 41 Fanning, Theodore Roosevelt Island, sect. 8, 33.

- 42 Hanna, Arlington House, 182, n. 4.
- 43 John Michael Vlach, *Back of the Big House: The Architecture of Plantation Slavery* (University of North Carolina Press, 1993), 8; W.W. Abbot, ed. "George Washington's Last Will and Testament, 9 July 1799," *The Papers of George Washington*, Retirement Series, vol. 4, 20 April 1799–13 December 1799 (University of Virginia Press, 1999), 479–511. George Washington had stipulated in his will that the men, women, and children he and Martha had enslaved would be able to free themselves after his death.
- 44 Abbot, *George Washington*, 202–209. G.W.P.'s siblings did not inherit because the common law canon of descent gave preference to males over females. This law remained active until 1785, so that G.W.P. became sole owner at his mother's death.
- 45 Harry Lee Arnest and John D. Singh, Arlington House Historic Structure Report, Architectural Data Section, Phase II National Park Service (1985): 11.
- 46 Eugene Ernst Prussing, *The Estate of George Washington, Deceased* (Little, Brown and Company, 1927), 448–459; G.W.P. Custis to Alexander Moore, Alexandria, VA, February 15, 1843, Custis Family Papers, Mount Vernon.
- 47 "A Gardener Wanted," *Alexandria Daily Advertiser*, November 15, 1803, 3.
- 48 Elizabeth Kytle, *Home on the Canal* (Seven Locks Press, 1983), 10. The Patowmack Company, founded in part by George Washington, constructed these and other canals to improve the river's navigability.
- 49 *Boston Patriot*, reprinted in the *National Intelligencer*, October 25, 1809.
- 50 "Agricultural," *National Intelligencer*, May 12, 1806, 3.
- 51 Elizabeth Randolph Calvert, "Childhood Days at Arlington," undated handwritten manuscript (circa 1870), Arlington House Archives.
- 52 Arnest and Singh, Arlington House, 15–17. A much-expanded discussion of G.W.P.'s design, development, and operation of the plantation at Mount Washington is present in Hanna, Arlington House.
- 53 George S. Hunsberger, "The Architectural Career of George Hadfield," *Records of the Columbia Historical Society* 51/52 (1951–1952): 46–65.
- 54 National Park Service, "Slavery at Arlington," accessed September 3, 2025, <https://www.nps.gov/arho/learn/historyculture/slavery.htm>. There are many in-depth discussions of Arlington House's design and construction which can be referred to for more information and detail including Arnest and Singh, Arlington House and Hanna, Arlington House.
- 55 G.W.P. Custis to the Speaker of the House of Representatives, December 11, 1804, as cited in Nelligan, "Old Arlington," 81.
- 56 Hanna, Arlington House, 49.
- 57 Netherton, et al., *Fairfax County*, 194–195.
- 58 Interview, June 28, 1999, Dan Sealy, Natural Resources Specialist, George Washington Memorial Parkway, National Capital Region, National Park Service.
- 59 Beth DeFrancis Sun, "The Washington Mills on Four Mile Run," *Arlington Historical Magazine* 17, no. 1 (2021): 50–64.
- 60 Benjamin Perley Poore, "Waifs from Washington," *Gleason's Pictorial Drawing Room Companion* 4 (F. Gleason, March 19, 1853): 190.
- 61 Hanna, Arlington House, 47. The stables were demolished in 1904 after being partially destroyed by fire. An administration building for Arlington National Cemetery was constructed in its place in 1932, mimicking the design of the stables (Quartermaster Depot to QMG, July 23, 1904, National Archives, RG 92, File 85160, Box 1035).
- 62 Rev. R.R. Gurley, *Morrison's Stranger's Guide to the City of Washington* (W.M. Morrison & Co., 1852).
- 63 Calvert, *Childhood*.
- 64 R.E. Lee to Capt. Andrew Talcott, May 5, 1836, Lee Family Papers, Virginia Historical Society.
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- 66 Robert E. Lee to George Washington Custis Lee, May 1860, R.E. Lee Papers, Library of Congress.
- 67 Poole, *On Hallowed Ground*, 19.
- 68 Mary Lee to Robert E. Lee, May 9, 1861, Ely-Debutts Collection, Library of Congress, ARHO.
- 69 This description is based on a variety of sources including: the Insurance Policy for Arlington House, written by Robert E. Lee, dated 1859; 1850 US Census Bureau Records, Alexandria County, VA, National Archives, Record Group 77; 1860 Agricultural Census, Alexandria, VA, National Archives, Record Group 77; Arlington Corral, etc., Arlington, VA, July 25, 1865, National Archives, Record Group 77; Vlach, *Back of the Big House*, 34–37.
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- 72 Transcript of R.E. Lee's Return to the Court as Executor of G.W.P. Custis' Estate for Period 1857 and 1858, Will Book 7, page 485, ARHO; Poole, *On Hallowed Ground*, 13.
- 73 Karl Decker and Angus McSween, "The Will of George Washington Park Custis," *Historic Arlington: A History of the National Cemetery from Its Establishment to the Present Time* (1923): 80–81.
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- 82 National Park Service, "The Burke Family," accessed September 3, 2025, <https://www.nps.gov/arho/learn/historyculture/burke.htm>; Marie Tyler-McGraw, "Arlington House, Slavery, and the Plantation Mistress," *Cultural Resource Management* 20, no. 3 (1997): 49–50.
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- 84 Will of Mary Lee dated November 3, 1857, George Bolling Papers 1813–1924, Library of Congress.
- 85 Clark Emmons, *History of the Seventh Regiment of New York* (The Seventh Regiment, 1890), 201.
- 86 William Howard Russell, *My Diary North and South*, July 8, 1861 (T.O.H.P. Burnham, 1863), 394.
- 87 Hanna, Arlington House, 73.
- 88 Major General Charles W. Sandford, May 25, 1861, as quoted in Emmons (1890), 201.
- 89 Mary Lee to General Sandford, May 30, 1861, Transcript in Lee Papers, Virginia Historical Society.
- 90 Mary Lee to General Sandford, May 30, 1861; "an inventory of the slaves at Arlington belonging to the estates of G.W.P. Custis taken January 1, 1858," Will Book 7, Alexandria County Records: 368–378, ARHO.
- 91 Hanna, Arlington House, 74.
- 92 Poole, *On Hallowed Ground*, 29; "War Items," *National Republican*, July 12, 1861, 3.
- 93 Samuel P. Heintzelman, MS Diary, Thursday June 20, 1861; War Department, *The War of the Rebellion: A Compilation of the Official Records of the Union and Confederate Armies* 5, no. 11 (Government Printing Office, 1880–1901), 678–84; *Pictorial War Record*, January 28, 1882; C.B. Rose Jr., "Civil War Forts in Arlington," *Arlington Historical Magazine* (October 1960): 14–27.
- 94 Alfred L. Castleman, *The Army of the Potomac: Behind the Scenes* (Stickland & Company, 1863), 53.
- 95 Edward Dicey, *Six Months in the Federal States* (Macmillan and Co., 1863), 16–18.
- 96 Dicey, *Six Months*, 17.
- 97 Anthony Trollope, *North America*, ed. 1968 (Harper & Brothers, 1862m 1968 edition), 315.
- 98 Hanna, Arlington House, 79.
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- 116 Poole, *On Hallowed Ground*, 57.
- 117 Report by Cemetery Official to Secretary of War Edwin Stanton, June 10, 1867, NARA I RG 92, Box 6, NW-81E.576.
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- 119 General Meigs to Secretary of War Edwin Stanton, June 15, 1864, NARA I RG 92, Consolidated Correspondence File, Old Military and Civilian Records.
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- 122 Edwin M. Stanton, June 15, 1864, NARA RG 92, Office of the Quartermaster General.
- 123 Meigs to Brig. Gen. D.H. Rucker, Chief Quarter Master General, June 15, 1864, NARA I RG 92, Consolidated Correspondence File, Old Military and Civilian Records.
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- 125 "A Great National Cemetery," *Washington Morning Chronicle*, June 17, 1864.
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- 205 Land Record No. 470, May 19, 1964, National Capital Region Reservation File.
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PUBLIC TOILET FACILITIES IN THE UNITED STATES

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- Rezin Hammond before quickly finding employment at the State House. By 1848, the pay for the “Keeper of the Public Temple” was thirty dollars annually.
- 216 “Report of Select Committee, Relative to Erection of House for Storing Fuel, and a Fire Proof Building for the Preservation of the Records of the State, &c., &c.,” *Executive Proceedings of the Senate of Maryland* (1854): 5.
- 217 Jim Bucholtz, et al. Cultural Landscape Report for Independence Square, National Park Service (1998): 16, 43; John L. Cotter, “Digging an Historical Shrine, Philadelphia’s Independence Park,” *Expedition* (Spring 1960): 32.
- 218 William C. Allen, *History of the United States Capitol* (Government Printing Office, 2001), 41. Allen does not provide the original reference for the privy.
- 219 Benjamin Latrobe, “Report on the Ground Plan of the Capitol’s New Wing, 4 April 1803,” NARA, Founders Online, <https://founders.archives.gov/documents/Jefferson/01-40-02-0104-0002>.
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- 221 Allen, *United States Capitol*, 2001, 71; Charles Bulfinch, “Letter from the Architect to the Chairman of the Committee,” *Reports of Committees of the House of Representatives, 1st Session, 19th Congress*, 1826, 15. When Charles Bulfinch was selected to complete the Capitol, he included indoor privies beneath his new west terrace, which he called the “Western projection” The final location and layout of the privies can be seen in A.J. Davis’s measured drawings of the building from 1832 (Library of Congress #2002711961, #2002711962).
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- 226 Laura Walikainen Rouleau, “The Materiality of Privacy: Private Spaces in Public Places,” *Material Matters: Selections from the 2012 Material Culture Symposium for Emerging Scholars*, University of Delaware, 2012, <https://sites.udel.edu/mcses2012/papers/paper-ii/>.
- 227 Rouleau, “Materiality of Privacy,” 2012.
- 228 Alison K. Hoagland, *A Social History of Cleanliness and the Body* (ABC-CLIO, LLC, 2018). In 1829, the Tremont Hotel in Boston was the first hotel to feature indoor plumbing; in 1833, indoor plumbing was introduced at the White House (completed in the 1850s); in 1842, NYC built the Croton Aqueduct making pressurized water available in the city; and in 1885, Chicago became the first U.S. city to have a comprehensive sewer system.
- 229 The 1940 decennial census was the first to ask whether respondents had indoor plumbing. The results showed that 45.3% of the population lacked indoor plumbing. That reduced to 35.5% in 1950, 16.8% in 1960, 6.9% in 1970, 2.7% in 1980, and 1.1% by 1990 (<https://www2.census.gov/programs-surveys/decennial/tables/time-series/coh-plumbing/plumbing-tab.txt>).
- 230 Jules Viennot, “A Public Improvement,” *New York Tribune*, January 26, 1859.
- 231 *Third Annual Report of the Metropolitan Board of Health of the State of New York* (Charles Van Benthuysen & Sons, 1868), 34–35. Note that public drinking fountains were also believed to be “a great safeguard among the laboring classes against the use of alcoholic beverages. Hundreds slake their thirst at these wayside foundations who would otherwise enter grog shops, and from temptation, or a supposed necessity, add liquors to the draught.”
- 232 Ruth Colker, “Public Restrooms: Flipping the Default Roles,” *Ohio State Law Journal* 78, no. 1, (2017): 155.
- 233 Peter C. Baldwin, “Public Privacy: Restrooms in American Cities, 1869–1932,” *Journal of Social History* 48, no. 2 (2014): 280.
- 234 Baldwin, “Public Privacy,” 2014.
- 235 “Quarrel—Anticipated Dual—Alarming State of Affairs,” *New York Daily Herald*, April 13, 1854. Note that “public urinal” was a gendered term, since the assumption was that urinals were to be used only by men for the purpose of urination. Hence, Wild’s proposal was of no help to women.
- 236 Baldwin, “Public Privacy,” 276.
- 237 “Public Urinals,” *New York Times*, April 14, 1854.
- 238 “Board of Councilmen,” *New-York Daily Tribune*, September 14, 1858; *Proceedings of the Board of Councilmen, of the City of New York*, Volume LXXII (Charles W. Baker, 1858), 724–5; Viennot, “A Public Improvement,” 1859; “The Proposed Public Urinals,” *New York Times*, October 3, 1860. This resolution was “laid over,” or postponed, although eventually the Streets Commissioner advertised for said plans.
- 239 “News of the Day,” *New York Times*, December 25, 1860; “Miscellaneous News,” *New York Daily Herald*, April 9, 1862; “Make Way for the Cholera,” *New York Times*, September 10, 1865; “The Tax Levy,” *New York Daily Herald*, March 8, 1867; “City Government,” *New-York Daily Tribune*, April 2, 1867; “The Legislature,” *New York Daily Herald*, April 5, 1867; “Board of Councilmen,” *New York Daily Herald*, April 9, 1867.
- 240 Fourth Annual Report of the Board of Commissioners of the Central Park, Wm. C. Bryant & Co. Printers (1860): 75.
- 241 Ninth Annual Report of the Board of Commissioners of the Central Park, Wm. C. Bryant & Co, Printers (1865): 62; Twelfth Annual Report of the Board of Commissioners of the Central Park, Evening Post Steam Presses (1868): 8.
- 242 Minutes of Proceedings of the Department of Public Parks, The New York Printing Company (1871): 135. Apparently, by 1871 the toilet facilities in these cottages were performing poorly and it was proposed to replace them with “earth-closets,” or pail privies, which use pails instead of drains.
- 243 “The Cholera,” *Chicago Tribune*, November 15, 1865.
- 244 “Health of the City,” *Chicago Tribune*, April 3, 1867; “Sanitary Society,” *Chicago Tribune*, May 6, 1867.
- 245 Baldwin, “Public Privacy,” 269. This would equate to about \$2,300 in 2025.
- 246 Third Annual Report, 35.
- 247 Third Annual Report, 34. This would equate to approximately \$57,000 in 2025.
- 248 Baldwin, “Public Privacy,” 269.

- 249 Report on Public Baths and Public Comfort Stations by The Mayor's Committee of New York City, Wynkoop Hallenbeck Crawford Co. (1897): 175.
- 250 Mayor's Committee, 175–176.
- 251 Mayor's Committee, 176.
- 252 "Public Urinals," *Evening Star*, May 30, 1867.
- 253 "Street Urinals," *Evening Star*, September 22, 1868.
- 254 "Editorial," *Evening Star*, June 5, 1875.
- 255 Board of Health," *National Republican*, July 28, 1875. The article references a design by a Henry H. Barton, although the design itself is not noted. It is not clear if these public urinals had spaces for both men and women like their federal counterparts.
- 256 "Board of Health," *National Republican*, August 11, 1875; "Board of Health," *National Republican*, October 30, 1875.
- 257 "Editorial," *Evening Star*, November 5, 1875. This corner is now approximately the location of the L'Enfant Plaza Metro Station.
- 258 Common Sense, "A Public Urinal," *National Republican*, November 5, 1875.
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- 260 "Local News," *Evening Star*, December 22, 1875.
- 261 "Board of Health," *National Republican*, December 29, 1875.
- 262 "Minor District Notes," *National Republican*, October 5, 1877; "Board of Health," *National Republican*, October 6, 1875.
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- 265 "Condensed Locals," *Evening Star*, March 5, 1878.
- 266 "The Washington System," *Evening Star*, April 16, 1881.
- 267 The discrepancy likely comes from the federally regulated directives for maintaining governmental documents, particularly after the creation of the National Archives and Records Administration in 1934.
- 268 Linda Flint McClelland, *Presenting Nature: The Historic Landscape Design of the National Park Service*, National Park Service, 1993.
- 269 Albert Good, *Portfolio of Comfort Stations and Privies*, 1935, http://npshistory.com/publications/park_recreation_structures/part1h.htm.
- 270 McClelland, *Presenting Nature*, 1993.
- 271 McClelland, *Presenting Nature*, 1993.
- 272 Julie McGilvray, Courtney Magill, and Sara Patrick, *Historic Structure Report, Rock Creek Park: Concessions Buildings*, National Park Service (2021) 4–9. Note that another comfort station in the same rustic style was constructed at Picnic Grove 6 and was likely built around the same time as the others although no documentation has been found to confirm this.
- 273 Hanna, *Arlington House*, 118.
- 274 Letter, Depot QM to QMG, March 23, 1910 and QMG to Depot QM, April 1 and May 4, 1910, NARA RG 92, File 213212.
- 275 Charles W. Snell and Harlan D. Unrau, *Arlington House: The Robert E. Lee Memorial Historic Structure Report*, Volume I, National Park Service (1985): 139.
- 276 NARA, RG 92, File 441542, Box 7965.
- 277 Letters, April 18, April 21, and July 21, 1913, NARA, RG 92, File 441542, Box 7965; Snell and Unrau, *Arlington House*, 155, fn. 371. Staff toilet facilities were also provided inside the mansion, as part of the Superintendent's lodge and in Room 102.
- 278 Subcommittee of House Committee on Appropriations, *Sundry Civil Appropriation Bill for 1921*, 66th Congress, 2nd Session (1920): 889.
- 279 Depot QM to QMD, January 18, 1921, and January 21, 1921, NARA, RG 92, Entry 1891, Office of the Quartermaster Geographical File, 1922–1935, *Arlington National Cemetery*, Va., Box 67, File 687.
- 280 Snell and Unrau, *Arlington House*, 143; Kathryn Smith, *Arlington House Historic District Boundary Increase & Additional Documentation*, National Park Service (2013): 7–40; NARA, RG 92, Entry 1891, Box 67, File 600.3, May 29, 1929, and September 24, 1929.
- 281 Harry Lee Arnest III and John D. Sligh, *Historic Structure Report Architectural Data Section (Phase II) Arlington House* (1985), 64, 72.
- 282 NARA RG 92, Entry 1891, Box 67, File 600.3; Harry Lee Arnest III and John D. Sligh (1985), 197.
- 283 Arnest III and Sligh, *Arlington House*, 231.
- 284 Hanna, *Arlington House*, 142, 148.
- 285 Hanna, *Arlington House*, 159.
- 286 Hanna, *Arlington House*, 167–168.
- 287 Robinson & Associates, *George Washington Memorial Parkway Administrative History*, National Park Service (August 2011): 19.

SEGREGATION AT PUBLIC TOILET FACILITIES

- 288 "An Act to protect all citizens in their civil and legal rights," 18 Stat. 335–337 (1875).
- 289 "New Public Comfort Station Open Monday," *Atlanta Constitution*, June 18, 1921. An article announcing the opening of a new public comfort station in Atlanta in 1921 stated that the white facilities were on the first and second floors while the facilities for "negroes" were in the basement. It also clarified that "Separate entrances are provided."
- 290 "Improving the Public Square in Paris, Texas," *The American City* 5, no. 2 (1911): 79–81.
- 291 "Dallas Public Comfort Station," *American Architect* 121, no. 2389 (1922): 231.
- 292 "Dallas Public Comfort Station," 231.
- 293 "Dallas Public Comfort Station," 232.
- 294 Frank R. King, "Public Comfort Stations," *Handbook of Building Construction* 1, edited by George A. Hool and Nathan C. Johnson, McGraw-Hill (1920), 770.

- 295 Constance McLaughlin Green, *The Secret City: A History of Race Relations in the Nation's Capital* (Princeton University Press, 1967), 165–166; Joel Williamson, *The Crucible of Race: Black-White Relations in the American South Since Emancipation* (Oxford University Press, 1984), 368–371.
- 296 Green, *The Secret City*, 257. Apparently, the differentiating signs were never painted on the doors.
- 297 War Department, “War Department Technical Manual, Guides and Procedures, Repairs and Utilities,” (War Department, 1945), 37.
- 298 Richard Meyers, *The Vicksburg National Cemetery: An Administrative History*, National Park Service (1968): 169. The building is no longer extant, and designs have not been found.
- 299 Erin Krutko Devlin, *Segregation in Virginia's National Parks, 1916–1965*, National Park Service (2022).
- 300 Devlin, *Segregation*, 64.
- 301 Ickes to Under Secretary Abe Fortas, August 8, 1945, NARA RG 48, Box 3837, Entry 749B.
- 302 Devlin, *Segregation*, 187–192.
- 303 A comprehensive description of the development of segregated facilities at Shenandoah is presented in Devlin, *Segregation*.
- 304 Demaray to Wilson, September 18, 1936, NARA RG 79, Box 1650, Entry 10.2.
- 305 Ickes to White, February 4, 1937, NARA RG 79, Box 1650, Entry 10.2.
- 306 Indritz to Margold, January 12, 1939, as quoted in Devlin (2022), 112.
- 307 “Discrimination in furnishing public accommodations,” amendment to Title 36, Chapter I, Park 2, Code of Federal Regulations, issued December 4, 1945, NARA RG 48, Box 3795, Entry 810; Jacob Torkelson, et al., *Cultural Landscape Report for Lewis Mountain, Shenandoah National Park*, National Park Service (2023).
- 308 Torkelson, et al., *Shenandoah*, 68.
- 309 Robert W. Blythe, *Administrative History of Jean Lafitte National Historical Park and Preserve*, National Park Service (2012): 43.
- 310 Joseph K. Oppermann—Architect, P.A., *Fort Donelson Cemetery Carriage House/Stable & Pump House Historic Structure Report*, National Park Service (2011): 22–23.
- 311 “Civil Rights Act of 1964,” Pub.L. 88-352, 78 Stat. 241 (1964).
- 312 Randi R. Warne, “Making the Gender-Critical Turn,” *Secular Theories on Religion—Current Perspectives*, edited by Tim Jensen and Mikael Rothstein (Museum Tusculum Press, 2000), 255.
- 313 Kogan, Terry S., “Sex Separation: The Cure-All for Victorian Social Anxiety” in *Toilet: Public Restrooms and the Politics of Sharing*, edited by Harvey Molotch and Laura Norén (New York University Press, 2010), 145–164.
- 314 “An Act to secure proper sanitary provisions in factories and workshops,” Ch. 103 § 2, Mass. Acts 668 (1887).
- 315 Kogan, “Sex Separation,” 145.
- 316 Kogan, “Sex Separation,” 145; the 1964 Act did include the term “sex” in Title VII, prohibiting employment discrimination based on sex, which the Supreme Court interpreted in 2020 to include “gay and transgender” people. The decision in *Bostock v. Clayton County*, Georgia states: “Because discrimination on the basis of homosexuality or transgender status requires an employer to intentionally treat individual employees differently because of their sex, an employer who intentionally penalizes an employee for being homosexual or transgender also violates Title VII” (*Bostock v. Clayton County*, Georgia, 590 U.S. ____, 140 S. Ct. 1731, 2020).
- 317 *Equality Act*, H.R. Res. 5, 117th Congress (2021).
- 318 53 DCR 8751, 8753 (October 27, 2006).
- 319 General Assembly of North Carolina, Ch. SL 2016-3, House Bill 2; this bill defined “biological sex” as “The physical condition of being male or female, which is stated on a person's birth certificate; the North Carolina bill was repealed in 2017. As of June 2025, 19 states have passed laws or established policies barring transgender people from using public bathrooms that match their gender identity.
- 320 Humphreys, Andrew A., *Annual Report of the Chief of Engineers* (Government Printing Office, 1872), 1011.
- 321 Kingman, Dan Christie, *Annual Report of the Chief of Engineers* (Government Printing Office, 1914), 3357.
- 322 “General Prohibitions of Gender Identity or Expression Discrimination.” 53 DCR 8751, 8753 (October 27, 2006).
- 323 Burnap, George, *Parks, their design, equipment and use* (Lippincott, 1916), 110–111.
- 324 Burnap, *Parks*, 98.
- 325 Rouleau, “The Materiality of Privacy,” 2012.
- 326 “Public Comfort Station in Newark, N.J.,” *Building Age* (May 1, 1910): 219.
- 327 William Paul Gerhard, “Public Comfort Stations: Their Location, Plan, Equipment and Care,” *The American City* 14, no. 5 (May, 1916): 454.
- 328 J.J. Cosgrove, “Standards For Public Comfort Stations,” *Domestic Engineering* 77, no. 1 (1916): 11.
- 329 Cosgrove, “Standards,” 12.
- 330 Report on Public Baths and Public Comfort Stations, 183, 211.
- 331 “First Public Comfort Station,” *New York Times*, June 24, 1897.
- 332 Baldwin, “Public Privacy,” 276.
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- 334 “Americans with Disabilities Act of 1990,” Pub. L. No. 101-336, 104 Stat. 328 (1990).
- 335 “Americans with Disabilities Act of 1990.”
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- 338 US Constitution, Article I, Section 2, Clause 3.
- 339 US Constitution, Article IV, Section 2, Clause 3.
- 340 Virginia Center for Digital History, “Virginia Laws on Slavery and Servitude,” accessed September 12, 2025, <https://www2.vcdh.virginia.edu/gos/court/laws.html>; The 1619 Project Education Network, “Virginia Slave Laws,” accessed September 15, 2025,

- <https://1619education.org/sites/default/files/2022-01/Virginia%20Slave%20Laws.pdf>.
- 341 Andrew Johnson, Proclamation 157—Declaring that Peace, Order, Tranquility, and Civil Authority Now Exists in and Throughout the Whole of the United States of America,” August 20, 1866, <https://www.govinfo.gov/content/pkg/STATUTE-14/pdf/STATUTE-14-Pg814-2.pdf>; Joan Barceló, et al., “New estimates of US Civil War mortality from full-census records,” *Proceedings of the National Academy of Sciences of the United States of America*, November 18, 2024, <https://www.pnas.org/doi/10.1073/pnas.2414919121>.
- 342 Hanna, Arlington House, 84. This location was informally known as the “contraband cemetery,” as those living at Freedman’s Village were considered “contraband” of the Civil War.
- 343 Arlington National Cemetery History Education Series, “The Freedpeople of Section 27,” accessed and downloaded September 12, 2025, https://education.arlingtoncemetery.mil/Portals/0/Education%20Materials/Freedpeople%20of%20Section%2027_Reading.pdf?ver=2020-07-14-081016-660. Between 1864 and 1867, more than 3,000 Black civilians were buried in the Lower Cemetery.
- 344 Poole, *On Hallowed Ground*, 80.
- 345 Brig. Gen. Montgomery C. Meigs to William W. Belknap, August 2, 1871, NARA RG 92, Office of the Quartermaster General. 404 members of the US Colored Troops were buried at ANC.
- 346 Poole, *On Hallowed Ground*, 84.
- 347 James Gall Jr. to Col. A.L. Rockwell, October 5, 1877, NARA RG 92, Office of the Quartermaster General.
- 348 The use of the engraving “CITIZEN” came after the 13th Amendment to the Constitution in December 1865, which superseded the US Supreme Court’s 1857 decision in the case of *Dred Scott v. Sandford*, which had declared that people of Black African descent could not be US citizens.
- 349 National Cemetery Association, “History of Government-Furnished Headstones and Markers,” accessed September 19, 2025, <https://www.cem.va.gov/history/hmhist.asp>.
- 350 Arlington National Cemetery History Education Series, “369th Infantry Regiment,” accessed and downloaded September 15, 2025, https://education.arlingtoncemetery.mil/Portals/2/369th%20Infantry_Teacher%20Materials.pdf?ver=9fTcAMYBd1KCKaMVqzWW0Q%3d%3d.
- 351 Arlington National Cemetery, “African-American History at Arlington National Cemetery,” accessed September 17, 2025, <https://www.arlingtoncemetery.mil/African-American-History-at-ANC>; Arlington National Cemetery, “Buffalo Soldiers,” accessed September 17, 2025, <https://www.arlingtoncemetery.mil/Explore/Notable-Graves/Prominent-Military-Figures/Buffalo-Soldiers>; Arlington National Cemetery, “Tuskegee Airmen,” accessed September 17, 2025, <https://www.arlingtoncemetery.mil/Explore/Notable-Graves/Prominent-Military-Figures/Tuskegee-Airmen>; Arlington National Cemetery, “6888th Central Postal Directory Battalion (Women’s Army Corps),” accessed September 17, 2025, <https://www.arlingtoncemetery.mil/Explore/Notable-Graves/Prominent-Military-Figures/6888th-Central-Postal-Directory-Battalion>.
- 352 These Black service members are buried in various sections throughout the cemetery, although a plaque to the Buffalo Soldiers resides in Section 22.
- 353 Robert R. Weyeneth, “The Architecture of Racial Segregation: The Challenges of Preserving the Problematic Past,” *The Public Historian* 27, no. 4 (2005): 34.

BUILDING #313 DESIGNERS AND CONTRACTORS

- 354 Completion Report (1941), 6.
- 355 The following history of the QMC has been adapted from the US Army Quartermaster Museum (“History & Heritage,” US Quartermaster Museum, accessed September 26, 2025, <https://qmmuseum.army.mil/research/history-heritage/index.html>).
- 356 After the War of 1812, the QMC shared these duties with the Commissary General of Purchasing (for procurement) until 1842 when the latter was eliminated.
- 357 “Construction Division Becomes Part of Quartermaster Corps,” *Engineering News-Record* 85, no. 4 (1920), 188.
- 358 Captain John V. Rowan, QMC, “Overview of Military Construction with emphasis on WWI,” *The Quartermaster Review*, 1928.
- 359 “Gen. Carson Heads Construction Service of Q.M. Corps,” *Engineering News-Record* 85, No. 9 (1920), 432.
- 360 “Construction Division Becomes Part of Quartermaster Corps,” *Engineering News-Record* 85, no. 4 (1920), 188.
- 361 Brig. Gen. William E. Horton, QMC, “The Work of the Construction Service, Quartermaster Corps,” *The Quartermaster Review* VII, no. 2 (September–October 1928), 5. The Maintenance and Operation Branch supervised the utilities of the Army.
- 362 Major John D. Kilpatrick, QMC, “Duties and Responsibilities of a Construction Quartermaster in 1928,” *The Quartermaster Review*, 1982.
- 363 “U.S. Engineers plan Quartermaster work,” *Engineering News-Record* 127 (September 11, 1941), 66.
- 364 “Construction By and For the Army,” *Engineering News-Record* 127 (September 25, 1941), 53.
- 365 “Construction By and For the Army,” *Engineering News-Record* 127 (September 25, 1941), 53.
- 366 “QMC construction is absorbed by U.S.E.D.,” *Engineering News-Record* 127 (December 11, 1941), 12.
- 367 Much less information was able to be located about other individuals associated with the Building #313 project—including Maj. Elsmore J. Walters—and as such, other profiles are not included in this report.
- 368 Brandon Bies and Matthew Virta, Interview with Howard D. Nottingham, Fort Hunt Oral History, April 19, 2007, https://www.nps.gov/museum/exhibits/fohu_oral_history/transcripts/FOHU_PO%20Box%201142_%20Nottingham_Howard.pdf.
- 369 TAPS, Clemson Agricultural and Mechanical College, 1935; “Clemson Awards Degrees to Class of 155 Members,” *The State*, June 9, 1935, 11.
- 370 “Twining Awards Col. Nottingham Legion of Merit,” *Charlotte Observer*, August 3, 1946, 9.
- 371 “Charlottean Called to Active Army Duty,” *Charlotte Observer*, January 5, 1941, 13.
- 372 “Official Army Orders,” *Columbia Record*, January 6, 1941, 3; “Army and Navy Orders,” *Daily Press*, February 1, 1941, 8.
- 373 “Twining,” 9.
- 374 “Ex-Chesterite is Elected Alumni Head,” *Chester News*, September 21, 1961, 9; “Nottingham, Howard D. Sr.,” *Richmond Times-Dispatch*, July 8, 2007, B7.
- 375 “Lee T. Turner Dies; Building Contractor and Civic Leader,” *Evening Star*, June 29, 1950, 26.

- 376 James Free, "Nation's Needs Likely to Bar All Non-Defense Construction," *Evening Star*, September 21, 1941, 8.
- 377 "D.C. Firms Receive Army Building Contracts," *Evening Star*, June 21, 1931, 6; "Arlington Plans O.K.'d," *Evening Star*, June 21, 1931, 44.; QM 600.1 C-MB (Arlington National Cemetery), National Archives, RG92, Office of the Quartermaster General, General Correspondence, Geographic File, 1922-1935. 600.1, Arlington, Box 67.
- 378 "Contracts Let For Work On Va. Military Posts," *World News*, October 23, 1933, 17; "Contract Awarded," *Evening Star*, October 21, 1941, 4.
- 379 "Ickes Will Be Asked To Approve Contract," *Evening Star*, November 28, 1935, 40; "Low Bidders," *Engineering News-Record* 143, no. 23 (December 8, 1949): 95.
- 380 "Disabled Veterans," *Evening Star*, March 29, 1931, 48; "Disabled Veterans Plan Membership Campaign," *Washington Herald*, March 29, 1931, 20.
- 381 "Turner and Downey Named To Apprenticeship Council," *Evening Star*, January 8, 1950, 6.
- 382 "Lee T. Turner Dies; Building Contractor and Civic Leader," *Evening Star*, June 29, 1950, 26; "The 1950 A.G.C. Directory," *The Constructor*, July 1950, 189.
- 383 "Lee T. Turner," *Washington Daily News*, June 30, 1950, 43.

CHRONOLOGY OF DEVELOPMENT AND USE

- 384 Nottingham, Completion Report, 1, 5. It should be noted that the construction completion report, produced after the completed and accepted building was turned over to Arlington National Cemetery on April 11, 1941, erroneously stated that the drawings date to January 22, 1940, on page one but correctly date them to June 22 on page 5.
- 385 Nottingham, Completion Report, 2. The construction completion report called the white rest room the "Waiting Room."
- 386 The building dimensions are taken from the 1941 Completion Report and differ slightly from the 1940 construction drawings.
- 387 See Definitions section at the front of the report for the differences between toilet room and rest room.
- 388 Nottingham, Completion Report, 2.
- 389 Arlington National Cemetery, Virginia, Comfort Station, Drawing 6608-830, June 22, 1940.
- 390 Nottingham, Completion Report, appendix.
- 391 Nottingham, Completion Report, 4.
- 392 Nottingham, Completion Report, 2-3.
- 393 Standard Sanitary Manufacturing Company was founding in 1875 in Pittsburgh, Pennsylvania, and had introduced its acid-resistant enamel fixtures in 1929. Also in 1929, Standard merged with American Radiator and purchased C.F. Church Manufacturing Company, who had manufactured toilet seats. In 1939, many of Standard's manufacturing plants were converted to wartime production and by 1941, all of them had made that transition.
- 394 Nottingham, Completion Report, 3.
- 395 Nottingham, Completion Report, 3.
- 396 Nottingham, Completion Report, 2.
- 397 This is known only from the completion report. These specifications have not been found.
- 398 Nottingham, Completion Report, 1.
- 399 Note on War Department property inventory form #117, Arlington National Cemetery.
- 400 Note on War Department property inventory form #117, Arlington National Cemetery.
- 401 Note on War Department property inventory form #117, Arlington National Cemetery.
- 402 Note on War Department property inventory form #117, Arlington National Cemetery.
- 403 National Park Service, The Master Plan for Custis-Lee Mansion, Virginia (September 1966), GWMP Archives.
- 404 "Transfer and Acceptance of Military Real Property," 4-11-280 Transfer DD 1354, Arlington National Cemetery.
- 405 "Preliminary Assessment Screening, Statement of Findings" November 12, 1996, Arlington National Cemetery.
- 406 Transfer of Administrative Jurisdiction Over Certain Parcels of Federal Land in Arlington, Virginia. Publ. L. 116-92, 133 STAT. 1893, Sec. 2834 (2019). The Department of the Army also completed a land swap with the NPS in 202, which included the NPS receiving the rights to the land beneath Building #314.
- 407 Arlington House Foundation, "Support," accessed September 29, 2025, <https://arlingtonhouse.org/Current-Projects>.
- 408 Kimberly Robinson, Staff Curator for the National Park Service, formerly Museum Curator with GWMP from 2008 to 2021, interview with author, September 30, 2024.

PHYSICAL DESCRIPTION

- 409 Nottingham, Completion Report, 2. Note that the alley width is taken from the 1940 construction drawings, although the 1941 Completion Report by the Office of the Construction Quartermaster states simply that the building is "located 8 feet from the north side of the Greenhouse."

EVALUATION OF SIGNIFICANCE

- 410 Anna Seagraves, et al., Arlington House National Register Nomination, National Park Service (1980): 159.
- 411 Adam Smith, et al. Arlington National Cemetery Historic District, National Park Service (2014): 7-10.

CONDITION ASSESSMENT

- 412 ASTM E2018-15, "Standard Guide for Property Condition Assessments: Baseline Property Condition Assessment Process," ASTM, updated 2016.

- 413 Robert P. Charette and Harold E. Marshall, UNIFORMAT II Elemental Classification for Building Specifications, Cost Estimating, and Cost Analysis, US Department of Commerce, National Institute of Standards and Testing, October 1999.
- 414 The overall conditions designations are based on the definitions in ASTM E2018-15, “Standard Guide for Property Condition Assessments: Baseline Property Condition Assessment Process” ASTM (updated 2016).
- 415 Quality Plus LLC, Mold Assessment, 5/8/2026. Provided to author by Amber Simms, NPS.
- 416 This paragraph was reviewed and confirmed by NPS.

HISTORIC PRESERVATION OBJECTIVES AND PRESERVATION PHILOSOPHY

- 417 Anne E. Grimmer, *The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* (US Department of the Interior, National Park Service, Technical Preservation Services, 2017).

WORK RECOMMENDATIONS AND ALTERNATIVES

- 418 Historic Preservation Training Center, PMIS #319907 Weekly Field Report #23, 08/26/24–08/30/24. Provided to author by Megan Bailey, NPS.