National Park Service
Cultural Landscapes Inventory

2023



Yorktown National Cemetery

Yorktown National Cemetery

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Introduction

The Cultural Landscape Inventory (CLI)

The Cultural Landscape Inventory (CLI) is a comprehensive inventory of all cultural landscapes in the National Park System. Landscapes that are listed, or eligible for listing, on the National Register of Historic Places, or are otherwise managed as cultural resources and in which the National Park Service has, or plans to acquire, legal interest are included in the inventory. The CLI identifies and documents each landscape's location, size, physical development, landscape characteristics, character-defining features, and condition. Cultural landscapes have approved CLIs when concurrence with the findings is obtained from the park superintendent and all required data fields are entered into the Cultural Resources Information System (CRIS-CL) database. In addition, for landscapes not currently listed on the National Register and/or without adequate documentation, concurrence is required from the State Historic Preservation Officer, Tribal Historic Preservation Officer, or the Keeper of the National Register.

Scope of the CLI

The information contained within the CLI is compiled from primary and secondary sources and through on-site surveys of the landscape. The level of investigation is dependent upon scoping the need for information. The baseline information collected provides a comprehensive look at the historical development and significance of the landscape. Documentation and analysis of the existing landscape identifies character-defining characteristics and features and allows for an evaluation of the landscape's integrity and an assessment of the landscape's condition. The CLI also includes historic maps, drawings, and images; photographs of existing conditions; and a site plan that indicates major features. The CLI documents the existing condition of park landscape resources and identifies impacts, threats, and measures to stabilize condition. This information can be used to develop strategies for improved stewardship. Unlike a Cultural Landscape Report (CLR), the CLI does not provide management recommendations or treatment guidelines for the cultural landscape, but it may identify stabilization measures.

The Cultural Resources Information System (CRIS)

CRIS is the National Park Service's database of cultural resources on its lands, consisting of archeological sites, historic structures, ethnographic resources, and cultural landscapes. Cultural Resources Inventory System (CRIS) replaces three legacy inventory systems: ASMIS (archeology), CLI (cultural landscapes), and LCS (historic structures); and it reinstates the former ERI (ethnographic resources). This Cultural Landscape Inventory document reflects the information in a corresponding CRIS Cultural Landscape record.

Statutory and Regulatory Foundation

The legislative, regulatory, and policy directives for conducting and maintaining the CLI within CRIS are:

- National Historic Preservation Act (NHPA) of 1966 (16 USC 470h-2(a)(1)) Sec. 110
- Executive Order 13287: Preserve America, 2003. Sec. 3 (a and c)
- Secretary of the Interior's Standards and Guidelines for Federal Agency Historic Preservation Programs
- Pursuant to the National Historic Preservation Act, 1998. Std. 2
- Cultural Resource Management Guideline, 1997, Release No. 5, page 22; issued pursuant to Director's Order #28 (DO-28)

The NHPA requires the identification, evaluation, and nomination of historic properties to the National Register of Historic Places and the maintenance and expansion of an inventory of cultural resources. DO-28 requires a cyclic assessment of the current condition of cultural landscapes based on an assessment interval, with a default of six years.

Use

Beyond fulfilling legal and policy requirements, park staff can use the Cultural Landscape Inventory in the following ways:

- To learn about park cultural landscapes (all staff)
- To inform management decisions (park managers)
- To inform project planning and development (park managers, facility managers, project managers, compliance specialists)
- To monitor the condition of the cultural landscape and take measures to protect its significance and integrity (cultural resource managers, facility managers)
- To recognize the stabilization and treatment needs of landscape features and plan work within cultural landscapes to address the needs (facility managers, cultural resource managers)
- To understand the cultural value of natural systems in a cultural landscape (natural resource managers)
- To create programming and educational materials based on site history (interpretation and education specialists)
- To recognize impacts within cultural landscapes and enforce protection measures (visitor and resources protection staff)

General Information

Property Level and CLI Numbers

Inventory Unit Name: Yorktown National Cemetery

Resource Classification: Cultural Landscape

CLI Identification Number: 300166

Parent Landscape: 300166

Inventory Status: Complete

Park Information

Park Name: Yorktown National Cemetery

Alpha Code: YORK

Park Organization Code: 4299

Park District: YORK

Region: Northeast

Restricted: Yes

Landscape Description:

Yorktown National Cemetery is located approximately 0.7 miles south of Yorktown, Virginia, at the corner of Cook Road (State Route 238) and Goosley Road. The cemetery is within Colonial National Historical Park's Yorktown Unit, which is most famous as the site of the last major battle of the Revolutionary War where British General Cornwallis and his army surrendered to the Americans, securing the new nation's independence. However, its strategic location on the Virginia Peninsula also made it key to the military strategies of both the Union and Confederacy during the Civil War.

Yorktown National Cemetery is one of 14 national cemeteries managed by the National Park Service. The 2.91-acre, rectangular-shaped cemetery was established in 1866 for Union soldier burials and developed through the 1870s according to design guidelines issued by the US Army's Quartermaster Department for the National Cemetery System. The cemetery contains 1,596 marked and 608 unmarked graves, of which 747 are known and 1,457 are unknown. The graves also include ten Confederate soldiers, three wives, several other civilians, and the child of a cemetery superintendent. In addition, at least one World War I seaman and one former cemetery superintendent who was a Civil War veteran are buried in the cemetery. The last burials by the War Department were in the 1920s. The War Department transferred the cemetery to the NPS in 1933.

The national cemetery is enclosed by a three-foot tall brick wall on all sides. The main entrance located in the center of the west wall has a double-wrought iron gate flanked by pedestrian gates on either side. Another pedestrian gate is at the northwest corner of the site near the parking lot, and a service entrance is at the southwest corner. Grass walkways divide the cemetery into four burial sections, at the center of which is the footing of the original iron flagpole. Grave markers are flush, 2-by-1-foot, engraved marble stones that replaced upright marble headstones ca.1940. The markers are set out in linear rows within maintained lawns, themselves dotted with a few evergreen trees and shrubs. The superintendent's lodge, located just inside the main entrance, was designed by US Quartermaster General Montgomery C. Meigs and features the distinctive mansard roof common to the Second Empire style. The only other structures onsite include a flagpole on the western edge of the northwest burial section and a utility building at the southwest corner of the cemetery.

SIGNIFICANCE SUMMARY

Yorktown National Cemetery is nationally significant under National Register of Historic Places Criterion A in the area of Military for its establishment in 1866 by the War Department to inter and commemorate Union soldiers who died during the battle and other Civil War conflicts that occurred in the vicinity of the town. The property is nationally significant under Criterion C in the area of Architecture for the Second Empire-style superintendent's lodge, and in the area of Landscape Architecture for embodying an important and commonly recognized cemetery landscape design and possessing certain landscape characteristics and features that have been retained for over 100 years. Yorktown National Cemetery also meets the special requirements set forth in the National Register Criteria Consideration D (Cemeteries) for its association with important historic events and distinctive design features and F (Commemorative Properties) because it has been designated by Congress as a primary memorial to the military history of the United States.

The periods of significance for Yorktown National Cemetery and its resources begin in 1866 when the US Congress established the property. Under Criterion A, the end of the period extends to the Present in recognition of the cemetery's continuing exceptional importance. Under Criterion C, the end of the period is 1933 when War Department stewardship of the cemetery ended.

ANALYSIS AND EVALUATION SUMMARY AND CONDITION

The historic integrity of Yorktown National Cemetery landscape is evaluated by comparing landscape characteristics and features present during the landscape period of significance, 1866-1933, with the existing conditions as assessed in 2022-2023. Many landscape characteristics and features from the period of significance remain today. The property's natural landform and built topography are extant. The formal layout of rows of graves within four square sections positioned around a central point is intact, while two support structures – the 1872-1877 lodge and 1894 tool shed – still stand at the edge of the cemetery. The 1877 brick inclosure wall that surrounds the property includes its original iron entrance gate as well as two gates added in the twentieth century. A few evergreen trees and shrubs still dot the cemetery lawns.

Several landscape characteristics and features at Yorktown have changed. While the overall historic design is intact, the stately presence of thousands of grave markers that were once positioned above ground, has been diminished because they were replaced in ca.1940 by markers that lie flush with the ground. This creates a pastoral appearance due to the scant visual impact of the flush and partially grass-covered grave markers. Formal gravel walkways have reverted to grass surfaces, obscuring the intended pedestrian circulation through the site. The cemetery's focal point, the central 100-foot tall flagpole and the earthen mound it stood upon, have been removed. The original flag was replaced by a much shorter flagpole in the northwest corner of the cemetery. Similarly, the rostrum and armament displays, standard features in national cemeteries in Virginia, are also missing. Historic photographs and maps reveal a verdant landscape of trees and shrubs in the 1930s, but the loss over time of all deciduous plantings, and many evergreens, now presents a comparatively stark landscape.

Yorktown National Cemetery retains integrity of location, design, setting, materials, workmanship, and association, but has diminished integrity of design and setting, and lacks integrity of feeling. As a whole, the cemetery landscape conveys its significance for association with the Civil War and as a component of the National Cemetery System as initially developed during the post-Civil War period through the early twentieth century under War Department administration. While the diminished or lost aspects of integrity detract from the historic details of the property, the cemetery retains its overall historic physical form.

Condition:
The condition of Yorktown National Cemetery is "fair." Primary issues at Yorktown include grave markers that are sunken or have heaved, overgrown vegetation that is obscuring some gravestones, dead and dying vegetation, and earthen social paths that have damaged the lawns.

Landscape Hierarchy Description:

Yorktown National Cemetery is one of eight cultural landscapes currently identified within Colonial National Historical Park. The others are: Cape Henry, Colonial Parkway, Green Spring, Jamestown Island Area, Moore House, Village of Yorktown, and Yorktown Battlefield. The Nelson House is a component landscape of the Village of Yorktown landscape.

Landscape Type:

Historic Designed Landscape

Other Names:

Site Plan



Site plan, 2023. (OCLP)

Concurrence Information

Concurrence Status:

Park Superintendent Concurrence: Yes

Park Superintendent Date of Concurrence: 09/29/2023

Completion Status Explanatory Narrative:

Collection of information for this CLI was undertaken in 2022 by Jessica C. Bundy, National Mall and Memorial Parks/FMSS Specialist. The report was edited in 2023 by Jeff Killion, Historical Landscape Architect/IR1 CLI Coordinator, Olmsted Center for Landscape Preservation. Mapping was completed by Ethan Berriault, Seasonal Cartographer, Olmsted Center. The park contact for the cultural resources is Dwayne Scheid, Cultural Resources Program Manager, who can be reached at (757) 898 -2429.

Concurrence Graphic Information:

Attachment File Path

United States Department of the Interior

NATIONAL PARK SERVICE
Interior Region 1
North Atlantic-Appalachian
1234 Market Street, 20th Floor
Philadelphia, PA 19107

1.A.2.(IR1-RSS)

Julie Langan
Director & State Historic Preservation Officer
Virginia Department of Historic Resources
Commonwealth of Virginia
2801 Kensington Avenue
Richmond, VA 23221

Dear Ms. Langan:

Enclosed you will find a copy of the Cultural Landscapes Inventory (CLI) for the Yorktown National Cemetery at Colonial National Historical Park. We seek to reconfirm our agreement on previously evaluated resources and your concurrence on the status of previously unevaluated resources identified in this CLI for listing in the National Register of Historic Places. The report has been prepared by a team of historical landscape architects with the National Park Service (NPS) Olmsted Center for Landscape Preservation and staff at Colonial National Historical Park. The CLI program and the enclosed report continue the NPS efforts to update our cultural resource inventories.

Through the CLI program, the NPS is currently undertaking a nationwide effort to inventory its cultural landscapes. The CLI is conducted in accordance with Section 110 of the National Historic Preservation Act of 1966 (as amended). It is an inventory of baseline information for all historically significant cultural landscapes within the national park system, and it examines multiple landscape features that contribute to the significance of historic properties. The CLI process includes gathering information from existing secondary sources and conducting on-site reconnaissance of the existing landscape. The information collected provides a comprehensive look at the historical development and significance of the landscape, placing it in context of the property's overall significance. For landscapes found potentially eligible for the National Register of Historic Places, the evaluation describes their character-defining features and assesses the landscape's overall historical integrity. It also raises questions about the landscape that need further study.

It is important to note that the CLI reports are not intended as comprehensive inventory reports for any one property, although for some properties they provide fuller documentation than for others. For example, the reports do not include a full architectural description of structures, but document structures as elements of the overall landscape, and similarly documents other characteristics such as vegetation, spatial organization, and views and vistas. The CLI is one

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component of the NPS inventory effort that also includes cultural resource inventories for historic structures, archeological sites, ethnographic resources, and museum objects. For example, the NPS Historic Structures Inventory (formerly List of Classified Structures) includes structural features of cultural landscapes, but the CLI takes a more encompassing approach to the properties, inventorying all above-ground features in each park in which the NPS has a legal or mandated interest.

Previous Historic Property Evaluation:

Congress authorized the establishment of Colonial National Monument as a unit of the national park system on July 30, 1930 and changed its name to Colonial National Historical Park on June 5, 1936. The park, and Yorktown National Cemetery, were administratively listed in the National Register of Historic Places on October 15, 1966 (NRIS 66000839). National Park Service management of the cemetery began in 1933.

On October 14, 1994, the "National Register of Historic Places Multiple Property Documentation Form: Civil War Era National Cemeteries" was accepted by the Keeper of the National Register. The MPDF identified registration requirements for a property to qualify for the historic context, "Initial Development of Permanent Memorials to Civil War Soldiers Who Died in Defense of the Union –1861 to 1881." Potential significance for Civil War era national cemeteries was identified under Criteria A and C for their associations with the Civil War, 1861-1865, and the presence of prototype buildings, structures, and landscape features as designed by Brigadier General Montgomery C. Meigs, Quartermaster General of the Army from 1861-1882. Although the MPDF noted the establishment of Yorktown National Cemetery on April 13, 1866 it covered only national cemeteries maintained by the Department of Veterans Affairs, not national cemeteries maintained by the NPS beginning in 1933.

On September 9, 2011, a White Paper entitled "National Register Eligibility of National Cemeteries – A Clarification of Policy," stated that "national cemeteries are considered exceptionally significant as a result of their Congressional designation as nationally significant places of burial and commemoration…The period of significance for a national cemetery is the period of time beginning with the date of the earliest burials and extending to the present." (NPS 2011: 1,3)

On September 11, 2012, your office reviewed a July 2012 draft National Register nomination for Colonial National Historical Park Yorktown Unit, prepared by Jonathan Connolly and Karen Rehm at Colonial NHP. Significance was identified under Criteria A, B, C, and D in the areas of Archeology (Prehistoric and Historic-Non-Aboriginal), Architecture, Commerce, Conservation, Military, and Settlement. The periods of significance were identified as 8500 BP to 400 BP, for significant archeological sites that date from the Middle Archaic Period through the Late Woodland Period, and 1630-1976, beginning with the Euro-American/African-American settlement and growth of Yorktown and ending with the completion of the reconstructed earthworks that were planned in the 1930s but not completed until funding was available prior to

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the bicentennial. For Yorktown National Cemetery, areas of significance were identified as Architecture and Military for the period 1866-1940. Contributing resources included the cemetery site (grave markers, flagpole, boxwood, and cedars), lodge, tool shed, and wall (and gates). The nomination also identified Criteria Consideration D: Cemetery as applicable at Yorktown.

An updated July 2022 draft of the nomination for Colonial National Historical Park Yorktown Unit, prepared by Public Archeology Lab, is currently at the park for review. Significance is identified under Criteria A, B, C, and D in the areas of Archeology (Prehistoric), Archeology (Historic, Non-Aboriginal), Architecture, Conservation, Commemoration, Community Planning and Development, Ethnic Heritage (Black), Landscape Architecture, and Military. The period of significance is identified as 1630-1966 beginning with the earliest documented English occupation of the area, and ending at the end of the NPS Mission 66 development program. For Yorktown National Cemetery, significance is identified in the areas of Architecture and Military History for the period 1866 to Present, in recognition of the cemetery's continuing exceptional importance. Contributing resources include the cemetery site (four quadrants of linear rows of burials), grave stones, lodge, tool shed, and wall (and gates). The update also identifies Criteria Consideration D: Cemetery as applicable at Yorktown.

Current Findings:

The enclosed CLI for Yorktown National Cemetery fully evaluates the cultural landscape, particularly the associated landscape characteristics and features, and finds that the site's landscape retains integrity to the areas of Architecture, Landscape Architecture, and Military. As noted previously, several of the property's features compiled on the attached list have already been evaluated in the National Register. The CLI identifies an additional four resources related to vegetation, circulation, and views and vistas that contribute to the significance and historic character of the property. An additional eight features are evaluated as noncontributing because they are not historically significant, and four features are evaluated as undetermined because future research is needed to determine their significance.

We call your particular attention to the Landscape Description, Boundary Description, National Register Information and the Statement of Significance, and Analysis and Evaluation Summary in the enclosed CLI.

Based on the CLI, we seek to reconfirm our agreement on previously evaluated resources and your concurrence on the status of resources and features identified in this CLI:

- Yorktown National Cemetery meets several requirements outlined in the 1994 MPDF to qualify for the historic context, "Initial Development of Permanent Memorials to Civil War Soldiers Who Died in Defense of the Union –1861 to 1881."
- The property is nationally significant under Criterion A in the area of Military for its establishment in 1866 by the War Department to inter and commemorate Union soldiers who died during the battle and other Civil War conflicts that occurred in the vicinity of the town.

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- The period of significance for Yorktown National Cemetery and its resources begins in 1866 when the US Congress established the property. For Criteria A, the end of the period extends to the Present Day in recognition of the cemetery's continuing exceptional importance. For Criterion C, the end of the period is 1933 when cemetery administration was transferred from the War Department to the National Park Service.
- The categorization of contributing, non-contributing, and undetermined landscape characteristics and features (see attached list).

If you concur with these findings, we ask that you please sign on the space provided and return this letter to Jeff Killion, Interior Region 1 CLI Coordinator, by email: jeff_killion@nps.gov. We would appreciate your response in **30 days**, if possible. Thank you for your attention to this inventory. Should you have any questions, please feel free to contact Mr. Killion at 508-455-8540 (telework cell).

Sincerely,

JONATHAN MEADE

Digitally signed by JONATHAN MEADE
Date: 2023.07.27 15:55:19 -04'00'

Jonathan Meade
Associate Regional Director
Resource Stewardship and Science
National Park Service
Interior Region 1
North Atlantic-Appalachian

Enclosure/Attachment

cc:
Superintendent, Colonial National Historical Park

I concur with the National Park Service categorizations of the landscape resources and features for Yorktown National Cemetery, as contributing, non-contributing, and undetermined.

Julie V. Langan

Virginia State Historic Preservation Officer

9/29/2023
Date

SHPO concurrence letter, September 29, 2023, page 4 of 6.

NPS Cultural Landscapes Inventory – Yorktown National Cemetery
Colonial National Historical Park
List of Contributing, Non-Contributing, and Undetermined Landscape Features
July 2023

Contributing Landscape Characteristics & Associated Features

The following landscape characteristics and associated features contribute to the property's historic character, though not all are considered countable resources according to the National Register of Historic Places. Features marked with a (+) were listed or described in draft National Register documentation approved on September 11, 2012. Features marked with a (*) are listed or described in updated draft National Register documentation dating to July 2022.

Spatial Organization
+* Four Burial Quadrants of Linear Graves

Vegetation
+* Evergreen Plantings
Turf

Circulation
Primary Walkways

Buildings and Structures
+* Yorktown National Cemetery Lodge
+* Yorktown National Cemetery Tool Shed
+* Yorktown National Cemetery Wall

Views and Vistas
View looking east from Main Gate
Views of Gravestones

Small Scale Features
+* Yorktown National Cemetery Wall: Main Gate

Non-Contributing Landscape Characteristics & Associated Features

Vegetation
Evergreen Plantings, in Primary Walkways

Circulation
Social Trails

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Small Scale Features

+* Yorktown National Cemetery Wall: Service Gate
+* Yorktown National Cemetery Wall: Pedestrian Gate
Yorktown National Cemetery Grave Markers
New Flagpole
Stockade Fence at Lodge
Wayside: "Bivouac of the Dead"
Wayside: "Directory/Yorktown National Cemetery"

Undetermined Landscape Characteristics & Associated Features

Circulation

Concrete Walkways at Lodge/Main Gate

Small-Scale Features

Original Flagpole and Guy Wire Footings
Culverts
Cast-Iron Planter

bcc:
Stephen Pisani, Region 1 Historic Architecture Program
Dennis Montagna, Region 1 History Program
Bethany Serafine, Region 1 History Program
Robert Page, Director, Olmsted Center for Landscape Preservation

SHPO concurrence letter, September 29, 2023, page 6 of 6.

[EXTERNAL] COLO Yorktown National Cemetery CLI(DHR File No. 2023-4624) | e-Mail #04603

Jonathan Connolly
Wed 9/20/2023 1:17 PM
To:Killion, Jeffrey T <Jeff_Killion@nps.gov>;Scheid, Dwayne L <Dwayne_Scheid@nps.gov>
Cc:Greentree, Jennifer (DHR) <jennifer.greentree@dhr.virginia.gov>;Chelsea Jeffries <chelsea.jeffries@dhr.virginia.gov>

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Hi Jeff,

Below are additional comments on the Yorktown National Cemetery CLI:

-The current Period of Significance begins with the establishment of the cemetery by the War Department and ends with the transfer of cemetery stewardship from the War Department to NPS in 1933. DHR concurs with the start date of the Period of Significance. However, the end date should be extended under Criterion C to reflect NPS stewardship and include the 1940 grave markers, which are character-defining features of the cemetery. DHR recommends an end date of either 1973 (50 years ago), or an end date corresponding to the newest resource with integrity that pre-dates 1973. This appears to be the Service Gate; however, the date of the Service Gate is unclear in the report.

-There is a table on page 28 of the report entitled, "National Register Periods of Significance (with Historic Context Themes)" that lists multiple Periods of Significance for different historic context themes, however, there should be only one Period of Significance for the cemetery. Please eliminate this table from the report and ensure that the Period of Significance is clearly stated throughout the report.
- The existing evergreen plantings that are growing in the walkways should be noncontributing. These appear to be opportunistic plants that were not part of the historic planting plan for the cemetery.
- The concrete walkways at the lodge and main gate should be noncontributing, but if they are replaced in the future, compatible materials should be used.
- The grave markers, pedestrian gate, new flagpole, footings for the original flagpole and guy wires, and culverts should be contributing.
- The cast iron planter should be noncontributing.
- What is the date of the Service Gate? If it is within the Period of Significance, it should be contributing.
- What is the date of the "Bivouac of the Dead" wayside? If it is within the Period of Significance, it should be contributing.

Jonathan Connolly, Archaeologist

Office of Review and Compliance
Division of Resource Services and Review
Phone: (804) 482-6446
Jonathan.Connolly@dhr.virginia.gov

Review comments, SHPO to NPS, September 20, 2023, page 1 of 1.

Re: [EXTERNAL] COLO Yorktown National Cemetery CLI(DHR File No. 2023-4624) | e-Mail #04603

Connolly, Jonathan (DHR)
Thu 9/21/2023 4:05 PM
To:Killion, Jeffrey T <Jeff_Killion@nps.gov>;Scheid, Dwayne L <Dwayne_Scheid@nps.gov>
Cc:Greentree, Jennifer (DHR) <jennifer.greentree@dhr.virginia.gov>;Jeffries, Chelsea (DHR) <Chelsea.Jeffries@dhr.virginia.gov>

Hi Jeff,

Thanks for responding to our comments. By what date do you need SHPO concurrence?

Jonathan

Jonathan D. Connolly, MA
Archaeologist
Review and Compliance Division
Department of Historic Resources

804-482-8089
jonathan.connolly@dhr.virginia.gov
www.dhr.virginia.gov
2801 Kensington Ave, Richmond, VA, 23221

DHR

From: Killion, Jeffrey T <Jeff_Killion@nps.gov>
Sent: Thursday, September 21, 2023 3:56 PM
To: Connolly, Jonathan (DHR) <Jonathan.Connolly@dhr.virginia.gov>; Scheid, Dwayne L <Dwayne_Scheid@nps.gov>
Cc: Greentree, Jennifer (DHR) <Jennifer.Greentree@dhr.virginia.gov>; Jeffries, Chelsea (DHR) <Chelsea.Jeffries@dhr.virginia.gov>
Subject: Re: [EXTERNAL] COLO Yorktown National Cemetery CLI(DHR File No. 2023-4624) | e-Mail #04603

Hello Jonathan, thank you for sending the SHPO's review comments for the Cape Henry Memorial and Yorktown National Cemetery CLIs. We agree with the comments that were in the two pdfs and have made those edits (noted in the attached pdfs). Responses to the emailed comments for the draft Yorktown National Cemetery CLI are below, in **bold**.

For the National Cemetery, the key issue for us is the SHPO's proposed extension of the period of significance end date, under Criterion C (landscape architecture), from 1933 to 1973 (50 year rule). This later date would make the grave markers (ca.1940), service gate (ca.1935), pedestrian gate (ca.1956), and new flagpole (1934-1940) contributing features. We feel the period of significance end date under Criterion C should remain as 1933, as proposed in the CLI.

The original grave markers were installed in 1876-1877 by the War Department and placed upright. These markers were cut and laid flush with the ground in 1934 by the NPS and then replaced with new markers, also laid flush with the ground, in ca.1940. The existing flat grave markers are inconsistent with the historic landscape design and features that were incorporated as part of the National Cemetery System. The ca.1940 markers were installed as a reaction to makeshift 1934 alterations made by the NPS to reduce maintenance and for then current aesthetic preferences—to create a more park-like appearance (this practice was also done at Poplar Grove and Gettysburg national cemeteries). These flat

Review comments, NPS to SHPO, September 21, 2023, page 1 of 2.

markers are historically the wrong type of markers for the Civil War graves, and as such, they are not character-defining features under Criterion C.

Additionally, there is no historic context for significance to the NPS-era changes made after 1933 at national cemeteries under Criterion C, landscape architecture. While the existing flat markers are government (military) markers supplied to NPS, the decision to change the style of marker was made by NPS civilian administrators without any understanding of the historic associations of the Civil War-style grave markers. So, the flat markers do not fit under the context of military history. In addition, the loss of the Civil War-style grave markers presents a loss of identity to the Civil War veterans interred at Yorktown.

We feel the evaluation presented in the draft landscape inventory also support the guidance in NR Bulletin 15: "Because these [national] cemeteries draw their significance from the presence of the remains of military personnel who have served the country throughout its history, the age of the cemetery is not a factor in judging eligibility, although integrity must be present." Although the existing markers are more than 50 years old, they are not historically significant under Criteria A and C because they were installed under a non-military context, and therefore do not reflect military history (National Register area of significance) documented for Civil War-era national cemeteries in the 1994 "Multiple Property Documentation Form: Civil War Era National Cemeteries." Lastly, as stated in the Bulletin 15, national cemeteries are significant for their "designation by Congress as primary memorials to the military history of the United States," not for significance of NPS design and management.

Thank you.

Jeff Killion
Historical Landscape Architect
Cultural Landscapes Inventory Coordinator, Interior Region 1, North Atlantic - Appalachian
National Park Service
Olmsted Center for Landscape Preservation
15 State Street, 6th Floor
Boston, MA 02109
617.223.5053 (work); 508.455.8540 (telework cell)

From: Jonathan Connolly <Jonathan.Connolly@dhr.virginia.gov>
Sent: Wednesday, September 20, 2023 1:17 PM
To: Killion, Jeffrey T <Jeff_Killion@nps.gov>; Scheid, Dwayne L <Dwayne_Scheid@nps.gov>
Cc: Greentree, Jennifer (DHR) <jennifer.greentree@dhr.virginia.gov>; Chelsea Jeffries <chelsea.jeffries@dhr.virginia.gov>
Subject: [EXTERNAL] COLO Yorktown National Cemetery CLI(DHR File No. 2023-4624) | e-Mail #04603

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Hi Jeff,
Below are additional comments on the Yorktown National Cemetery CLI:

Review comments, NPS to SHPO, September 21, 2023, page 2 of 2.

Re: [EXTERNAL] COLO Yorktown National Cemetery CLI(DHR File No. 2023-4624) | e-Mail #04603

Connolly, Jonathan (DHR)
Thu 9/28/2023 4:06 PM

To:Killion, Jeffrey T <Jeff_Killion@nps.gov>;Scheid, Dwayne L <Dwayne_Scheid@nps.gov>
Cc:Greentree, Jennifer (DHR) <jennifer.greentree@dhr.virginia.gov>;Jeffries, Chelsea (DHR) <ChelseaJeffries@dhr.virginia.gov>;Foulds, H Eliot <Eliot_Foulds@nps.gov>;Page, Robert (Bob) <Bob_Page@nps.gov>

Hi Jeff:

Please see our comments below regarding the Yorktown National Cemetery and Cape Henry Memorial CLIs:

DHR acknowledges NPS's argument that the current flat grave markers are not original and inconsistent with the historic landscape design of the cemetery, and are therefore not character-defining features. However, we would still like to note the importance of NPS stewardship beginning in 1933, which was part of the basis for our original argument of extending the period of significance through 1973.

Poplar Grove is a National Cemetery established the same year as Yorktown National Cemetery. The Poplar Grove CLI, which was approved by DHR in 2009, has an overall Period of Significance beginning in 1866, the date the cemetery was established, and ending in 2003 with the final burial. In 2011, a White Paper entitled "National Register Eligibility of National Cemeteries – A Clarification of Policy," stated that "national cemeteries are considered exceptionally significant as a result of their Congressional designation as nationally significant places of burial and commemoration...The period of significance for a national cemetery is the period of time beginning with the date of the earliest burials and extending to the present." Given the determination of the White Paper, DHR concurs that the period of significance for Yorktown Cemetery under Criterion A should extend through the present day.

In addition to the overall period of significance, Poplar Grove has a more limited period of significance under Criterion C in the area of landscape architecture, which ends in 1933 with the transfer of administration from the War Department to the NPS, identifying as non-historic those landscape changes made after 1933. The same justification for the Period of Significance under Criterion C is made in the Yorktown National Cemetery CLI, and DHR concurs. DHR notes that there should only be one period of significance for the cemetery, which spans the time period that encompasses the addition of all contributing elements. However, given the similarities between Poplar Grove and Yorktown Cemeteries and that DHR approved two periods of significance for Poplar Grove, DHR concurs with the two periods of significance established in the Yorktown CLI: from 1866 to the present for Criterion A, and from 1866 to 1933 for Criterion C.

In regard to the Cape Henry Memorial CLI, we have no issues with the document, as long as our edits have been incorporated. Please send us both of the edited CLIs so we can circulate them for signature.

Regards,

Jonathan

Jonathan D. Connolly, MA
Archaeologist

804-482-8089
jonathan.connolly@dhr.virginia.gov

Review comments, SHPO to NPS, September 28, 2023, page 1 of 1.

CULTURAL LANDSCAPES INVENTORY
CONCURRENCE FORM

Yorktown National Cemetery
Colonial National Historical Park

Colonial National Historical Park concurs with the findings of the Cultural Landscape Inventory (CLI) for Yorktown National Cemetery, including the following specific components:

MANAGEMENT CATEGORY: Must Be Preserved and Maintained

CONDITION ASSESSMENT: Fair

Good: indicates the inventory unit shows no clear evidence of major negative disturbance and deterioration by natural and/or human forces. The inventory unit's cultural and natural values are as well preserved as can be expected under the given environmental conditions. No immediate corrective action is required to maintain its current condition.

Fair: indicates the inventory unit shows clear evidence of minor disturbances and deterioration by natural and/or human forces, and some degree of corrective action is needed within 3-5 years to prevent further harm to its cultural and/or natural values. If left to continue without the appropriate corrective action, the cumulative effect of the deterioration of many of the character defining elements will cause the inventory unit to degrade to a poor condition.

Poor: indicates the inventory unit shows clear evidence of major disturbance and rapid deterioration by natural and/or human forces. Immediate corrective action is required to protect and preserve the remaining historical and natural values.

The Cultural Landscape Inventory for Yorktown National Cemetery is hereby approved and accepted.

JERRI MARR Digitally signed by JERRI MARR
Date: 2023.09.29 19:38:33 -04'00'

Superintendent, Colonial National Historical Park Date

Park concurrence form, September 29, 2023.

Geographic Information

State and County:

State	County
Virginia	York County

Size (Acres): 2.91

Land Tract Number(s)

03-168, 0.19 acres; 03-169, 2.72 acres

Boundary Description:

The north, east, and south boundaries of the rectangular-shaped CLI project area lie approximately 8 feet beyond the outside faces of the cemetery's brick inclosure wall. The west boundary parallels Cook Road. The government completed its official acquisition of the 2.72-acre property (Tract 03-169) on March 10, 1868. On February 8, 1875, an additional strip of land (Tract 03-168) abutting the four exterior elevations of the cemetery wall was conveyed through condemnation.

Boundary Coordinates

Source	Type of Point	Latitude	Longitude	Narrative
Aerial Photograph	Area	37.225889	-76.506293	
Aerial Photograph	Area	37.225839	-76.504697	
Aerial Photograph	Area	37.224886	-76.505027	
Aerial Photograph	Area	37.224946	-76.506371	

Location Map:



Map of Colonial National Historical Park. The Yorktown Unit is at image far right. (NPS, Foundation Document 2016: i)


Center
Moore
House
BATTLEFIELD
TOUR
17



Map of the Yorktown Unit. The Yorktown National Cemetery is at image center right. (US Geological Survey, 1981)

Regional Landscape Contexts:

Type of Context: Physiographic

Description:

This context considers the large scale physical forms and patterns of the landscape such as hill, plateau, ravine, drumlin, etc. The Yorktown Unit of Colonial National Historical Park is within a region characterized by tidal bays and estuaries (hence the name Tidewater) that provide access to an abundance of navigable waterways vital to its historical development. The York River is a major western estuary of the Chesapeake Bay. The unit's geography is defined by high, level terraces traversed by streams and seasonal creeks within steep ravines. Yorktown Creek begins in the center of the district and flows north along the southwest side of the village and empties into the York River. Wormley Creek, a York River tributary, is impounded by a dam to form Wormley Pond, an inundated area of open water and wetland surrounded by forest, at the east edge of the district and flows east out of the district. Great and Baptist runs collect most of the water in the battlefield area and converge to form Beaverdam Creek, which flows south out of the district. The land in the district is largely unconsolidated sediment of boulders, pebbles, sand, clay, and marl (a native stone). Deposits from the eroding marl bluffs and from storm surges have overlaid portions of the York River waterfront, where recreational parks and picnic areas have mown grass and cultivated trees. The NPS maintains most of the battlefield as mown meadowland. Vegetation in wooded areas of the battlefield consists primarily of temperate, secondary deciduous and evergreen trees such as oak, pine, and holly. (NR draft 2022, Sec.7: 5-6)

Type of Context: Cultural

Description:

This context concerns the general human overlay on the physical form on the landscape. The Yorktown Unit of Colonial National Historical Park is surrounded by the York River on the northeast; the approximately 12,800-acre US Naval Weapons Station Yorktown to the northwest; a 7,500-acre municipal park owned by the City of Newport News, Virginia, to the southwest; and suburban development to the southeast. (NR draft 2022, Sec.7: 5-6)

Type of Context: Political

Description:

This context considers the overlay imposed on the landscape through general land use, zoning, legal restrictions,
transportation, utilities, population, and political jurisdiction (e.g., state, county, city, borough, or village). Yorktown National Cemetery is part of Colonial National Historical Park's Yorktown Unit. The unit is in a rapidly growing metropolitan area of York County approximately 40 miles west of Norfolk, Virginia, and 40 miles east of Richmond, Virginia. The unit encompasses most of the small, unincorporated Village of Yorktown (population of 317 in 2020), which is the county seat of York County (population of 70,045 in 2020) on the south bank of the York River, and approximately 4,200 acres of the rural Yorktown Battlefield lands south of the village. The unit also includes a 1-acre site in the unincorporated town of Gloucester Point directly across the York River from the village. (NR draft 2022, Sec.7: 5-6)

US Route 17 (also known as George Washington Memorial Highway), a four-lane highway built in 1952, curves north to southeast through the center of the district and connects Yorktown to Gloucester Point via the George P. Coleman Memorial Bridge. The Colonial Parkway, an NPS road begun in the 1930s and completed during the Mission 66 era, serves as the primary vehicular entrance to the district from the northwest. Old Williamsburg Road (VA Route 238) connects the district to Interstate 64 to the west. The Village of Yorktown is laid out in a grid of half-acre lots along the central east–west spine of Main Street with cross streets descending north to the waterfront. Tour roads built by the Civilian Conservation Corps (CCC) in the 1930s and modified for the 1976 Bicentennial provide vehicular access through the battlefield and connect to state and local roads, including Crawford Road, Cook Road, and Ballard Street. Pedestrian access is primarily via dirt paths laid out to protect the fragile earthworks.

Management Information

General Management Information

Management Category: Must be Preserved and Maintained

Management Category Date: 09/29/2023

Management Category Explanatory Narrative:

Yorktown National Cemetery meets the criteria for “Must be Preserved and Maintained” because the property is related to the park’s legislated significance. According to its enabling legislation in 1930, the park was “established and set apart as Colonial National Monument for the preservation of the historical structures and remains thereon and for the benefit and enjoyment of the people.” Administrative responsibility for Yorktown National Cemetery was transferred from the War Department to the NPS as part of Colonial National Monument on August 10, 1933, under the provisions of Executive Order 6166, June 10, 1933. (FD 2018: 16,66)

Management Agreements:

Type of Agreement: None

Management Agreement Expiration Date:

Management Agreement Explanatory Narrative:

Legal Interests:

Type of Interest: Fee Simple

Narrative: Tracts 03-168 and 03-169

Located in managed wilderness?: No

Adjacent Lands Information

Do Adjacent Lands Contribute? Yes

Adjacent Lands Narrative:

Adjacent lands are lands outside the cultural landscape boundary, including lands inside or outside the park. Parcels within the boundaries of Colonial National Historical Park and outside the immediate environs of the Yorktown National Cemetery contribute to the significance of the cemetery due in large part to their link throughout the history of this region and the specific events of the American Revolution and Civil War. The site is surrounded by extant earthworks associated with the Siege of Yorktown in 1781. The site was itself located between the Union and Confederate lines during the Siege of Yorktown in 1862. The village of Yorktown to the north/northeast developed as the principal commercial port of colonial Virginia, and simultaneously emerged as a major slave trading port. Traces of Slabtown/Uniontown, a free Black community from the Civil War-era through the 1970s, remain east of the site. The adjacent Masonic Burial Ground/Slabtown Cemetery to the east, and the Shiloh Baptist Church Cemetery just to the west, are associated with Slabtown. A Confederate Cemetery is adjacent to Slabtown.

Adjacent Lands Graphic:



View looking northeast from the national cemetery to a portion of the adjacent Masonic Burial Ground/Slabtown Cemetery. (Olmsted Center for Landscape Preservation--hereafter OCLP--2022, DSC-0216).

National Register Information

National Register of Historic Places

Documentation Status: SHPO Inadequately Documented

Documentation Narrative Description:

Congress authorized the establishment of Colonial National Monument as a unit of the national park system on July 30, 1930, and changed its name to Colonial National Historical Park on June 5, 1936. The park, and Yorktown National Cemetery, were administratively listed in the National Register of Historic Places on October 15, 1966 (NRIS 66000839). National Park Service management of the cemetery began in 1933.

On October 14, 1994, the "National Register of Historic Places Multiple Property Documentation Form: Civil War Era National Cemeteries" was accepted by the Keeper of the National Register. The MPDF identified registration requirements for a property to qualify for the historic context, "Initial Development of Permanent Memorials to Civil War Soldiers Who Died in Defense of the Union –1861 to 1881." Potential significance for Civil War era national cemeteries was identified under Criteria A and C for their associations with the Civil War, 1861-1865, and the presence of prototype buildings, structures, and landscape features as designed by Brigadier General Montgomery C. Meigs, Quartermaster General of the Army from 1861-1882. Although the MPDF noted the establishment of Yorktown National Cemetery on April 13, 1866 it covered only national cemeteries maintained by the Department of Veterans Affairs, not national cemeteries maintained by the NPS beginning in 1933.

On September 9, 2011, a White Paper entitled "National Register Eligibility of National Cemeteries – A Clarification of Policy," stated that "national cemeteries are considered exceptionally significant as a result of their Congressional designation as nationally significant places of burial and commemoration…The period of significance for a national cemetery is the period of time beginning with the date of the earliest burials and
extending to the present." (NPS 2011: 1,3)

On September 11, 2012, the Virginia State Historic Preservation Office (SHPO) reviewed a July 2012 draft National Register nomination for Colonial National Historical Park Yorktown Unit, prepared by Jonathan Connolly and Karen Rehm at Colonial NHP. Significance was identified under Criteria A, B, C, and D in the areas of Archeology (Prehistoric and Historic-Non-Aboriginal), Architecture, Commerce, Conservation, Military, and Settlement. The periods of significance were identified as 8500 BP to 400 BP, for significant archeological sites that date from the Middle Archaic Period through the Late Woodland Period, and 1630-1976, beginning with the Euro-American/African-American settlement and growth of Yorktown and ending with the completion of the reconstructed earthworks that were planned in the 1930s but not completed until funding was available prior to the bicentennial. For Yorktown National Cemetery, areas of significance were identified as Architecture and Military for the period 1866-1940. Contributing resources included the cemetery site (grave markers, flagpole, boxwood, and cedars), lodge, tool shed, and wall (and gates). The nomination also identified Criteria Consideration D: Cemetery as applicable at Yorktown.

An updated July 2022 draft of the nomination for Colonial National Historical Park Yorktown Unit, prepared by Public Archeology Lab, is currently under review at the park. Significance is identified under Criteria A, B, C, and D in the areas of Archeology (Prehistoric), Archeology (Historic, Non-Aboriginal), Architecture, Conservation, Commemoration, Community Planning and Development, Ethnic Heritage (Black), Landscape Architecture, and Military. The period of significance is identified as 1630-1966 beginning with the earliest documented English occupation of the area, and ending at the end of the NPS Mission 66 development program. For Yorktown National Cemetery, significance is identified in the areas of Architecture and Military History for the period 1866 to Present, in recognition of the cemetery's continuing exceptional importance. Contributing resources include the cemetery site (four quadrants of linear rows of burials), grave stones, lodge, tool shed, and wall (and gates). The update also identifies Criteria Consideration D: Cemetery as applicable at Yorktown.

According to research conducted for this CLI and the categories of National Register documentation outlined in the "CLI Professional Procedures Guide," the areas and periods of significance for the Yorktown National Cemetery have not been adequately documented in previous consultations with the Virginia SHPO in 2012. The existing documentation does not adequately describe the site's historic resources that contribute to its significance. Therefore, for purposes of the CLI, the Yorktown National Cemetery is considered "SHPO-Inadequately Documented."

Eligible -- SHPO Consensus Determination

Eligibility:

Concurrence Eligibility Date: 09/29/2023

Concurrence Narrative:

The Virginia SHPO concurred with the findings of the CLI. Emails regarding review comments are included in this CLI.

Significance Level: National

Contributing: Individual

Classification: Site

Statement of Significance for National Register of Historic Places:

Colonial National Historical Park:
Yorktown National Cemetery lies within the Colonial NHP, Yorktown Unit Historic District (the district), which is significant under National Register Criteria A, B, C, and D at national, state, and local levels. The district is significant at the national level under Criterion A in the area of Military as the site of the Siege of Yorktown (September and October 1781), and for its association with the American Civil War Battle of Yorktown (also known as the Siege of Yorktown, April 5–May 4, 1862). The district is significant at the national level under Criterion B in the area of Military for its association with defining moments in the careers of the American General George Washington and British General Lord Charles Cornwallis and with the contributions of Comte Jean Baptiste de Rochambeau, Gilbert du Motier, Marquis de Lafayette, James Armistead Lafayette, and Governor Thomas Nelson Jr. to the American Revolutionary War effort at Yorktown. The district is significant at the national level under Criteria A and C for the Monument to Victory and Alliance, built in 1881 to commemorate the Battle of Yorktown, as a commemorative object and as a significant victory column-type monument designed by prominent architects Richard Morris Hunt and Henry Van Brunt and sculptor John Quincy Adams Ward. The district is significant at the national level under Criterion A is the areas of Commemoration and Conservation for its associations with national trends in battlefield commemoration and preservation from the late nineteenth to mid-twentieth centuries. The district is significant at the state level under Criterion A in the area of Community Planning and Development for its association with the development of Yorktown as the principal commercial port of colonial Virginia. (NR draft 2022, Sec.8: 62-64)

The district is significant at the state level under Criteria A and D in the area of Ethnic Heritage for its associations with the presence of free and enslaved Black persons from the late seventeenth century, when Yorktown emerged as a major slave trading port, through the 1970s, when the NPS purchased lots in the Civil War-era Slabtown settlement and demolished the buildings associated with the free Black community there. The district is significant at the national level under Criterion D in the area of Archeology: Historic, Non-Aboriginal for its demonstrated and potential ability to yield information about the 1781 and 1862 sieges of Yorktown, including encampments and the construction of defensive works; the evolution of the Village of Yorktown as a major trading port; the rural agricultural landscape that surrounded the village; and the enslaved and free Black persons who lived on the land. (NR draft 2022, Sec.8: 62-64)

The district is significant at the local level in the area of Architecture under Criterion C for its collection of original and reconstructed buildings from the eighteenth, nineteenth, and twentieth centuries within and just outside the Village of Yorktown, including the Nelson House, Grace Episcopal Church, Moore House, and more than a dozen Colonial Revival-style reconstructions designed by the NPS in the 1930s. The district is also significant at the local level in the area of Landscape Architecture for the Nelson House grounds as a Colonial Revival, Country Place era landscape designed in the regional Virginia Garden Style

by landscape architect Charles Gillette from 1915 to 1930. (NR draft 2022, Sec.8: 62-64)

The reconstructed earthworks, buildings, and structures within the district meet Criteria Consideration E because they have achieved significance in their own right as important early examples of reconstructions based on the results of archeological investigations. The district meets Criteria Consideration F as a commemorative property that has achieved historical significance in its own right due to its age, tradition, and symbolic value. The commemorative resources within the district are prominent elements of the landscape and expressions of contemporary thought regarding the commemoration and interpretation of properties associated with American Colonial and Revolutionary War history. (NR draft 2022, Sec.8: 64)

The primary period of significance for the district extends from 1630, the earliest documented English occupation of the area, to 1966, the end of the NPS Mission 66 development program. This period of significance encompasses the 1691 establishment of Yorktown Village, the American Revolutionary War and Civil War sieges of Yorktown, the construction of the Victory Monument in 1881, and the establishment of Colonial National Monument in 1930. (NR draft 2022, Sec.8: 64)

Yorktown National Cemetery:
Yorktown National Cemetery meets several requirements outlined in the 1994 MPDF to qualify for the historic context, “Initial Development of Permanent Memorials to Civil War Soldiers Who Died in Defense of the Union –1861 to 1881.” The property is nationally significant under Criterion A in the area of Military for its establishment in 1866 by the War Department to inter and commemorate Union soldiers who died during the battle and other Civil War conflicts that occurred in the vicinity of the town. The property is also nationally significant under Criterion C in the area of Architecture for the Second Empire-style superintendent’s lodge, and in the area of Landscape Architecture for embodying an important and commonly recognized cemetery landscape design. Yorktown National Cemetery meets the special requirements set forth in the National Register Criteria Consideration D (Cemeteries) for its association with important historic events and distinctive design features and F (Commemorative Properties) because it has been designated by Congress as a primary memorial to the military history of the United States.

The periods of significance for Yorktown National Cemetery and its resources begin in 1866 when the US Congress established the property. Under Criterion A, the end of the period extends to the Present in recognition of the cemetery’s continuing exceptional importance. Under Criterion C, the end of the period is 1933 when cemetery administration was transferred from the War Department to the National Park Service. (NPS 2011: 3-4)

CRITERION A

The Civil War-era national cemeteries were created originally to afford a decent resting place for those who fell in the defense of the Union. These cemeteries began the ongoing effort to honor and memorialize eternally the fighting forces who have and continue to defend our nation. Today, the entire national cemetery system symbolizes, in its gracious landscapes and marble headstones, both the violence of the struggle and the healing aftermath. The Civil War era national cemeteries are nationally significant under Criterion A, both for their symbolic and physical representation of that war, and for representing the origins of the National Cemetery System. (NR 1994, Sec.F: 3)

Military:
Yorktown National Cemetery is nationally significant under Criterion A in the area of Military History as a physical and symbolic representation of the Civil War and for its associations with the early development of the National Cemetery System, established in 1862 to provide proper resting places for Union soldiers who died during the conflict. Yorktown National Cemetery was established in July 1866 for the reburial of Union soldiers killed during the nearby battles related to the Peninsula Campaign of 1862 and those who died from disease contracted in camps during those battles. During the following seven months, the bodies of more than 2,000 Union soldiers were exhumed from shallow graves on battlefields within a 50-mile radius of Yorktown and reinterred in this cemetery. (NR draft 2022, Sec.8: 91)

Yorktown was one of twenty-one national cemeteries established in 1866, which together with several established during the war formed the basis of the National Cemetery System. The cemetery reflects its association with the system through its landscape, with its standardized features, although the conversion

of the headstones to flat grave markers in 1934 detracts from the landscape's historic integrity under Criterion A. (CLR 2009:159-160; CLI 2010: 26)

CRITERION C

The Civil War era national cemeteries are nationally significant under Criterion C for embodying an important and commonly recognized landscape design and for establishing certain landscape features that have been retained for over 100 years. While it was mandated that every national cemetery have a lodge, a stone or iron fence, and headstones, the actual layout of the cemetery, for the most part, was left to the discretion of the cemetery superintendent who was named during the construction of these features. These superintendents responded to the style and design thinking of that era. (NR 1994, Sec.F: 3)

Architecture:
Yorktown National Cemetery is nationally significant under Criterion C in the area of Architecture for the Lodge, a relatively rare surviving example of a Second Empire-style lodge built to the standard designs of Brigadier General Montgomery C. Meigs, quartermaster general of the US Army from 1861 to 1882. It is one of fewer than 20 Meigs lodges that remain in Civil War-era national cemeteries and typifies public architecture from the immediate post-Civil War period. (NR draft 2022, Sec.8: 91,188)

Like most of the superintendent's lodges, the one at Yorktown is a prominent element located at the main entrance to the cemetery, inside the perimeter wall. The existing building, completed in 1872-1874, and enlarged in ca.1876-1877, clearly conveys the original design intent characterized by the straight-sloped mansard second story with gabled dormers and overhanging eaves, compact L-shaped massing of the original house, solid random-coursed stone walls, heavy dentilled cornice, and rectangular six-over-six windows. A one-story rear addition was built by 1934, and the front porch was screened at an unknown date. Neither of these alterations obscures or diminishes the architectural integrity of the building as a whole. (NR draft 2022, Sec.8: 190)

Landscape Architecture:
Yorktown National Cemetery is nationally significant under Criterion C in the area of Landscape Architecture for illustrating the initial development of the National Cemetery System through the early 1880s and its subsequent development through the early 1930s under continued War Department administration. This area of significance is also associated the role of Quartermaster General Montgomery Meigs and his prototype layouts and designs of lodges, support buildings, headstones, inclosure walls, and other landscape features. These features were specifically mandated in an 1867 Act to Establish and to Protect National Cemeteries.

Yorktown's original layout of linear rows of graves were marked by upright headstones for graves of known soldiers and low square posts for graves of the unknown. The graves were set out in four square sections arranged around a center space marked by a 100-foot tall flagpole set within a raised earthen mound. The four grave sections were separated by marl walkways that intersected as a circular walkway surrounding the mound. Marl walkways also paralleled the brick inclosure wall and defined two elongated oval spaces flanking the main gate at the west side of the cemetery. Within the south space was the superintendent's lodge and a tool shed, while the north space featured a rostrum. Armament displays were located in the two oval spaces, as were trees and shrubs set within lawns. Plantings also lined the walkways and dotted the lawns in the grave areas.

After the transfer of the cemetery to the NPS in 1933, the landscape underwent several significant changes to its original design and development. Most notable was the dramatic change made by the park service in 1934 when it transformed the upright grave markers to flat markers. This change was intended to ease maintenance and to improve the aesthetics of the landscape, but was inconsistent with the development of other units of the National Cemetery System. Aside from this change, the NPS retained most of the features in the cemetery during its initial years of administration, but following World War II, began to make changes that further eroded the cemetery's historic character. The changes resulted largely from a lack of maintenance and loss of small-scale features and plantings.

Because these changes are not reflective of the historic design and development of national cemeteries nor associated with the Civil War, the history of Yorktown after 1933 under NPS administration is not

significant under National Register Criterion C. While some of the historic details of the property have changed, Yorktown National Cemetery retains its overall historic physical form.

CRITERIA CONSIDERATION D: CEMETERY

Yorktown National Cemetery meets Criteria Consideration D because it derives its significance from its association with Civil War battles and embodies the principles of a distinctive design through its overall plan and landscaping, grave markers, and buildings and structures. (NPS 1992: 16-17)

CRITERIA CONSIDERATION F: COMMEMORATIVE PROPERTIES

Yorktown National Cemetery meets Criteria Consideration F because national cemeteries have been designated by Congress as primary memorials to the country's military history. (NPS 1992: 16-17)

National Register Significance Criteria:

A - Associated with events significant to broad patterns of our history

C - Embodies distinctive construction, work of master, or high artistic values

National Register Criteria Consideration:

D -- A cemetery

F -- A commemorative property

National Register Periods of Significance (with Historic Context Themes):

Time Period: CE 1866 - CE 2023

Historic Context Theme	Subtheme	Facet	Other Facet
Shaping the Political Landscape	The Civil War	Battles In The North And South	

Time Period: CE 1866 - CE 1933

Historic Context Theme	Subtheme	Facet	Other Facet
Expressing Cultural Values	Architecture	Second Empire (1850-1890)	
Expressing Cultural Values	Landscape Architecture	Rural Cemeteries	

Area of Significance:

Area of Significance Category: Architecture

Area of Significance Subcategory:

Explanatory Narrative:

Area of Significance Category: Landscape Architecture

Area of Significance Subcategory:

Explanatory Narrative:

Area of Significance Category: Military

Area of Significance Subcategory:

Explanatory Narrative:

NRIS Information:

NRIS Name:	Colonial National Historical Park
NRIS ID:	66000839
Primary Certification Date:	10/16/1966
NRIS Name:	“Civil War Era National Cemeteries,” MPDF
NRIS ID:	64500016
Primary Certification Date:	10/14/1994

State Register Documentation:

National Historic Landmarks:

Statement of Significance for National Historic Landmark:

World Heritage Site:

Is Resource within a designated National Natural Landscape: No

Chronology and Physical History

Chronology:

Year	Event	Major Event Narrative
CE 1606	Explored	The Virginia Company is formed as a joint-stock enterprise under a British royal charter with the object of colonizing the eastern coast of America.
CE 1607	Settled	Jamestown is established and is considered Virginia's first successful European permanent settlement.
CE 1631 - 1635	Established	Captain Nicholas Martiau receives a patent for 1,200 acres on the south shore of the York River. Martiau and his family establish a tobacco plantation within the area that later became Yorktown Village. In 1635 he receives another 1,600 acres.
CE 1634	Land Transfer	In 1634, the colony is divided into eight shires, or counties, including Charles (now York) County.
CE 1680	Established	The Virginia Act of 1680 (the Act for Cohabitation and Encouragement of Trade and Manufacture) identifies the Martiau plantation at York for development of a town.
CE 1691	Platted	Through the Act for Ports of 1690, the 50-acre town site of York is platted.
CE 1738	Platted	Yorktown's growth supports a new subdivision platted south of the original town lots. Around 1751 it is incorporated into Yorktown.
CE 1781	Military Operation	During the Revolutionary War, the Battle of Yorktown, or Siege of Yorktown, occurs from September 28 to October 19.
CE 1781	Built	The western portions of the First and Second Allied Siege Parallels are built near the future site of the Yorktown National Cemetery. Earthworks include French Battery Nos. 6 and 7, Grand French Battery Nos. 1, 2, 3, and 5, Grand French Battery Redoubt, American Battery No.4, Franco-American Redoubt, and Epaulement.
CE 1781	Memorialized	Congress authorizes a monument to commemorate the Battle of Yorktown, just 10 days after the siege ended. It is the first monument authorized by Congress.
CE 1781	Demolished	General Washington ordered the destruction of all American earthworks on October 20, fearing their use against Allied forces. This process takes several years to achieve.
CE 1788	Platted	The General Assembly, acting on a 1780 petition by the town's residents, incorporates the waterfront into Yorktown, which is platted into lots.
CE 1861	Established	A Confederate cemetery is established around a quarter mile east of the future Yorktown National Cemetery site. Burials occur there until 1865.
CE 1862	Military Operation	During the Civil War, the (Second) Battle of Yorktown, or the (Second) Siege of Yorktown, occurs from April 5 to May 4, 1862.

Year	Event	Major Event Narrative
CE 1862	Military Operation	Following the evacuation of the Confederate Army from Yorktown, Union forces transformed the town into a garrison and headquarters named “Fort Yorktown.”
CE 1863	Established	Slabtown/Uniontown, a housing area for the former enslaved, is established around a quarter mile east of the future site of Yorktown National Cemetery, and just southeast of the Confederate cemetery.
CE 1866	Established	Yorktown National Cemetery is established, and stewarded by the US War Department.
CE 1866	Established	The Masonic Burial Ground/Slabtown Cemetery, also referred to as the Black Masonic Cemetery, is established just east of the Yorktown National Cemetery.
CE 1867	Built	Avenues at Yorktown National Cemetery are graded and graveled between the four burial sections. A 110-foot-tall wood flagstaff is erected on the central mound. Graves are marked with temporary, white-painted pine headboards. The cemetery is enclosed with a 5-foot-tall wood picket fence. A temporary wood-frame lodge is built for the cemetery superintendent.
CE 1867	Abandoned	The Union Army decommissions Fort Yorktown.
CE 1869	Built	By 1869, the National Cemetery has two gun monuments.
CE 1872	Built	A permanent one-story, stone, hipped-roof lodge is completed.
CE 1876 - 1877	Altered	By 1876-1877, the lodge is enlarged into a 1.5-story, mansard roof structure.
CE 1876 - 1877	Built	The earlier wood head markers are replaced with marble grave markers. Small upright stones mark graves of known soldiers and a low square posts mark graves of the unknown.
CE 1877	Built	A brick wall is built around the perimeter of the cemetery, replacing the earlier picket fence.
CE 1877	Built	By 1877, the wood flagstaff is replaced by a 100-foot tall iron flagstaff.
CE 1877	Planted	In the 1870s and early 1880s rows of deciduous and evergreen trees are planted around the edges of the burial sections and along the inside of the perimeter wall. Small clusters of trees and shrubs are installed inside each burial section and on the lawns flanking the superintendent’s lodge.
CE 1892	Built	Artillery “gun balls” are displayed in the north and south elongated oval areas.
CE 1893 - 1898	Established	A new (second) building for the Shiloh Baptist Church is built west and across from Yorktown National Cemetery. A church cemetery is established west of the building.
CE 1894	Built	War Department builds a cast- and wrought-iron rostrum in the lawn north of the lodge.
CE 1894	Built	The War Department builds a one-story, brick tool shed south of the lodge.
CE 1895	Memorialized	The Shaw Monument is erected on Union Road, just southeast of the National Cemetery.

Year	Event	Major Event Narrative
CE 1898	Built	The third Shiloh Baptist church is built after a fire the previous year.
CE 1920 - 1929	Built	In the 1920s the Yorktown Country Club establishes a heritage themed golf course on the battlefield. One of the holes sits just north of the National Cemetery.
CE 1930	Established	Legislation authorizing the establishment of Colonial National Monument is approved on July 3, 1930.
CE 1931	Memorialized	The park hosts the Yorktown sesquicentennial on August 16-19.
CE 1933	Established	Management of the Yorktown National Cemetery is transferred from the War Department to the National Park Service on August 10, 1933.
CE 1933	Built	Civilian Conservation Corps (CCC) camps open in the park. The CCC provides labor for most park projects in the 1930s and early 1940s
CE 1934	Altered	Grave markers are set flush with the ground.
CE 1934	Removed	In ca.1934 the rostrum is removed.
CE 1934 - 1943	Removed	Artillery “gun balls” are removed between 1934 and early 1940s.
CE 1934 - 1943	Removed	The central flagpole is removed between 1934-early 1940s. A 30-foot tall flagstaff is erected near the center of the oval lawn space north of the lodge.
CE 1935	Built	Around 1935 a garage is built into the south cemetery wall, just south of the restroom building. A small section of the perimeter wall is removed for the garage.
CE 1936	Established	Colonial National Monument is redesignated as a Colonial National Park.
CE 1940	Altered	Around 1940, new flat, marble grave markers are installed.
CE 1941	Abandoned	CCC camps are closed at the dawn of World War II.
CE 1955 - 1956	Built	The Yorktown Visitor Center is built just south of the village as part of the Mission 66 program.
CE 1956	Built	Around 1956 a pedestrian gate is built in the north cemetery wall to allow access to the parking lot just north of the site.
CE 1960 - 1980	Altered	In the 1960s and 1970s the density of trees in the cemetery steadily declines, especially in the eastern halves.
CE 1963 - 1970	Removed	Between 1963-1970 the garage is removed. The south wall opening is retained and secured with a wood gate.
CE 1981	Memorialized	Yorktown celebrates the 200th anniversary of the 1781 Siege of Yorktown.
CE 2000 - 2010	Altered	Most trees in the former north and south oval areas are lost.
CE 2006	Built	By 2006 the current wayside information sign is placed in the cemetery near the pedestrian gate in the north wall.
CE 2010	Rehabilitated	Park completes the project, “Stabilize Basement and Rehabilitate the Yorktown National Cemetery Lodge.” (PMIS 14100)

Year	Event	Major Event Narrative
CE 2013	Built	Park erects two wayside displays about Slabtown/Uniontown .just east of the visitor parking lot.
CE 2018	Rehabilitated	Park completes the project, “Maintain Yorktown National Cemetery Wall.” (PMIS 23477)

Physical History:

INTRODUCTION

The following section provides information on the physical development and evolution of the site, organized by time periods. The narratives are primarily extracted from two sources: the 2022 draft National Register of Historic Places Registration Form: Colonial National Historical Park Yorktown Unit” by Stephen A. Olausen, Laura Kline, Gretchen Pineo, Jill Miller, and Devon King, and the 2009 “Cultural Landscape Report for Poplar Grove National Cemetery, Petersburg National Battlefield” by John Auwaerter, and George W. Curry.

EXPLORATION AND SETTLEMENT OF THE TIDEWATER REGION, PRE-1691

Virginia's Tidewater region has supported human habitation for over 12,000 years. Its ample resources and navigable rivers allowed American Indians of the Powhatan Paramount Chiefdom to cultivate crops and establish villages. The region encompasses the Chesapeake Bay and its immediate drainage area, which extends westward to the Blue Ridge Mountains, northward into Pennsylvania and Maryland, and eastward into Maryland. The division between the Piedmont and the tidal lowlands of the Tidewater region occurs at the fall-line of the Chesapeake Bay's many rivers where they are no longer navigable by boat. The Tidewater region encompasses the plains bordering the bay where the rivers are brackish. Five of these rivers—the Susquehanna, Potomac, Rappahannock, York, and James—provide 90 percent of the bay's freshwater. The long tidal rivers contributed to the region's advantages for maritime trade. (NR draft 2022, Sec.8: 97-98; FD 2018: 3)

In 1606, the Virginia Company was formed as a joint-stock enterprise under a English royal charter and consisted of two geographically defined divisions: the Plymouth Company, which was granted settlement rights between the 38th and 45th parallels, and the London Company, which was granted settlement rights between the 34th and 41st parallels of north latitude. The London Company sought to secure immediate returns on its investments and dispatched Captain Christopher Newport (1570–1617) to America in December 1606 with three ships carrying 100 settlers. Although exploration of the Tidewater region by Europeans had occurred earlier, Captain Newport's initial settlement at Jamestown in 1607 is considered Virginia's first successful European permanent settlement. Following instructions outlined in the London Company's royal charter, Newport selected the inland site on a navigable river that would be easy to defend against attacks. However, he ignored the recommendation that a settlement should avoid "a low or moist place because it will prove unhealthful." (NR draft 2022, Sec.8: 98, quote in Reps 1992: 89-90)

Initially, Jamestown was a garrisoned outpost that relied on provisions and a steady influx of inhabitants from England. The settlement grew slowly but failed to take the town form provided in brief instructions given to the London Company, which called for broad streets leading to a marketplace that could be fortified. Other settlements established in the Tidewater region included Hampton in 1610 and Henrico in 1611. These towns were not planned but were established according to specific instructions. (NR draft 2022, Sec.8: 98-99)

Widespread settlement of the colony began in 1612 when the Virginia Company passed a new charter that provided greater stockholder control and authorized a lottery to raise funds . Whereas before the company had owned the land and all crops produced on it, it began offering investors private plantations that were "virtually self-governing, almost manorial estates with their own political representation." This new structure of ownership led to the formation in 1619 of the General Assembly, a governmental body consisting of plantation owners and landholders. The Crown repeatedly challenged the authority of the General Assembly to govern settlement and collect taxes, but the members of the Assembly increasingly sought local governance and territorial expansion. (NR draft 2022, Sec.8: 99, quote in Simmons 1976: 14-15,43)

Agriculture, in particular tobacco cultivation, became the most profitable venture in the Tidewater region. Plantations developed into nearly autonomous communities with warehouses, shops, and slave quarters surrounding the manor house. The region's navigable rivers and topography provided countless opportunities for transportation and trade. Consequently, a dispersed pattern of settlement prevailed despite efforts by the Crown to promote the development of towns. (NR draft 2022, Sec.8: 99)

Dispersed settlement complicated the governing of the colony, collection of customs duties, and regulation of trade. By 1623, the Crown imposed rules requiring all cargoes to be shipped through Jamestown or another authorized port. Dissatisfied with the Virginia Company's governance, the Crown dissolved the charter in 1624 and appointed a governor to act as its direct agent, making Virginia the first royal colony. In 1634, the colony was divided into eight shires, or counties, including Charles (now York) County on the Virginia Peninsula, between the York and James Rivers. (NR draft 2022, Sec.8: 99)

In 1631, Captain Nicholas Martiau received a patent for 1,200 acres on the south shore of the York River. Martiau was a French military engineer who had been naturalized as an Englishman by special proclamation of King James I. The king had sent him to the Virginia coast in the 1620s to supervise the construction of forts. Martiau directed the construction of a log palisade in the headwaters of King and College creeks to protect the early Tidewater settlements from Native American attacks. He also built a fort at the northern end of the palisade at the mouth of Wormley Creek, which flows into the York River approximately 2 miles east of present-day Yorktown Village. A small port for shipping and receiving developed around the fort. After his marriage to Elizabeth Jane Page Berkeley in 1624/1625, Martiau settled in Jamestown, where he had served as a member of the Virginia House of Burgesses since 1621. (NR draft 2022, Sec.8: 99-100)

As a representative of the court, Martiau likely contributed to the Court Order of land grants devised by the House of Burgesses on October 8, 1630, under which he received a patent the following year. His land was between Yorktown and Wormley creeks and abutted the estate of Richard Townsend on the west and the holdings of Sir John Harvey, who served as Governor of Virginia from 1628 to 1635, on the east. The patent stated that his land would be "augmented and doubled when he or his assigns shall have sufficiently peopled and planted the same." Martiau and his family established a tobacco plantation within the area that later became Yorktown Village. The manor house was near Lot 5 or Lot 16 on a 1691 Yorktown Village plat. On May 20, 1635, Martiau received an additional 1,600 acres near his initial landholdings. (NR draft 2022, Sec.8: 100)

Martiau's first wife died shortly after the family settled along the York River, and he married Isabella Felgate Beech in 1645/1646. After Martiau's death in 1657, 850 acres of his estate along the York River passed to his eldest daughter, Elizabeth, who was married to Colonel George Read. The Reads had initially settled at the site of Williamsburg, Virginia, where Colonel Read had served as secretary of the colony in 1637 and acting governor in 1638. He was elected justice for York County in 1652 and to the House of Burgesses in 1656. After 1657, the Reads moved to the Martiau plantation at York. King Charles II confirmed Colonel Read's election to the Council of the Colony in 1660. (NR draft 2022, Sec.8: 100)

The most ambitious effort to develop towns in the Tidewater region began with the Crown's passage of an "Act for building a towne" in December 1662, which set the precedent for town planning through the end of the century. The act called for the establishment of a port of entry on each of the four major rivers to facilitate the collection of duties and taxes. All imports and exports were required to pass through a port town, and agricultural products had to be warehoused before they were sent to England. The act specified the method of land acquisition, layout, and disposition of lots for the new towns. Governor William Berkeley was authorized to oversee the building of the towns to ensure "that the houses shall be all regularly placed one by another in a square or such other forme…most convenient." The act also attempted to stimulate development in Jamestown through a 10,000-pound incentive for each person who built a house there. (NR draft 2022, Sec.8: 101, quote in Reps 1992: 93-94)

The Virginia Act of 1680 (the Act for Cohabitation and Encouragement of Trade and Manufacture) replaced the 1662 act and included additional incentives for the development of towns, such as provisions for town government and freedom from certain taxes. The 1680 act identified twenty 50-acre town sites in the Tidewater region, including the Martiau plantation at York, to be purchased for 10,000 pounds of tobacco each. Half-acre lots in the towns would be sold for 100 pounds of tobacco to freeholders, with the provision that a house and warehouse would be constructed. Surveyors at the time regarded a simple grid layout oriented to the shoreline as the most logical plan for new towns because it allowed for evenly sized lots, ample waterfront access, and space for civic buildings. Several towns were surveyed and the layout of streets and lots were platted before King Charles II nullified the act in December of 1681. Some of these plans (most not extant) may have been used a decade later when another act with similar language for the development of towns was passed. (NR draft 2022, Sec.8: 101)

The Crown's last legislative attempts to sponsor wholesale town development consisted of the Act for Ports of 1690 and its successor Act of 1706. These acts called for the justice of each county to

purchase the land for the 20 new towns at a reasonable price that would be fixed by a panel of 12 county freeholders if disputed by the landowner. Half-acre lots within the town sites would then be granted outright to persons agreeing to build a 20-foot-square house within four months or forfeit the lot. This requirement continued until 1693, when the General Assembly suspended the Act for Ports. The towns that developed under the 1690 legislation included Tappahannock of Essex County and Yorktown. The 50-acre town site in York County “beginning at the lower side of Smith’s Creek, and so running downward by the river towards the [ferry]” was purchased for 10,000 pounds of tobacco from Benjamin Read (1647–1731), who had inherited the Martiau plantation when his mother, Elizabeth, died in 1686. The Act of 1706 provided more direction on town layout and governance, including tax abatements for residents. After this act was repealed in 1709, individual towns in Virginia were created by special acts as the need arose. Settlement steadily progressed westward in the eighteenth century. While inland towns shared some characteristics with the early port towns, such as grid layouts and regular lots, they developed around civic, religious, and government spaces rather than the waterfront. (NR draft 2022, Sec.8: 101-102)

DEVELOPMENT OF YORKTOWN, 1691–1781

In 1691 York County surveyor Major Lawrence Smith laid out 85 half-acre lots on the county's 50-acre town site in 1691 (Figure 1). Set out on the high bluffs above the York River, the original plat depicted a grid layout similar to that of other Tidewater towns established by the Acts of 1680, 1690, and 1706. In 1696, colonial governor and architect Francis Nicholson pledged money toward the construction of a school, courthouse, and church at Yorktown. (NR draft 2022, Sec.8: 102-103)

Transportation to Yorktown from surrounding areas and settlements improved in the early 1700s with the development of local roads, among them the Yorktown-Hampton Highway (later Cook Road and part of the Battlefield Tour Road), and Goosley Road. The Yorktown National Cemetery would later be built at the intersection of these two roads.

Continuing through the rest of the eighteenth century, road and river traffic helped Yorktown grow into a bustling port town. The county's population increased from 1,208 tithable and 2,392 enslaved persons in 1701 to over 2,200 tithable and over 3,000 enslaved persons in 1790. It included planters, merchants, yeomen, overseers, and tenant farmers. More substantial houses constructed by early landholders followed and were then replaced by larger mansions as merchants and plantation owners increased their wealth. Residents of Yorktown included some of the colony's most prominent families. (NR draft 2022, Sec.8: 104)

Yorktown was highly regarded as a tobacco port for the high-quality tobacco grown in the surrounding plantations and for its superior harbor in the York River. It was also a major port for the importation of enslaved Africans. The waterfront area developed into a commercial center with wharves, stores, lodgings, and warehouses. When the tobacco culture began to decline Yorktown's prominence as a port town lessened as exports decreased. Nonetheless, the town continued to grow to support a new subdivision platted south of the original town lots in 1738 by Gwyn Read, Benjamin Read's son. Around 1751 the subdivision was incorporated into Yorktown, which granted them privileges such as participation in town governance and town maintenance of the subdivision's streets. (NR draft 2022, Sec.8: 104-105,155)

Most of the Tidewater region was intensely settled by about 1750, when Yorktown's growth and prosperity peaked with a population of about 3,000. An influx of immigrants and domestic population expansion propelled settlement westward into the Piedmont and beyond. As plantation soil in the Tidewater region wore thin, the center of tobacco agriculture moved southwest. With less tobacco to export, Yorktown struggled to compete with newer port towns such as Fredericksburg (est. 1728), Richmond (est. 1742), Petersburg (est. 1748), Alexandria (est. 1749), and Portsmouth (est. 1752). (NR draft 2022, Sec.8: 106)

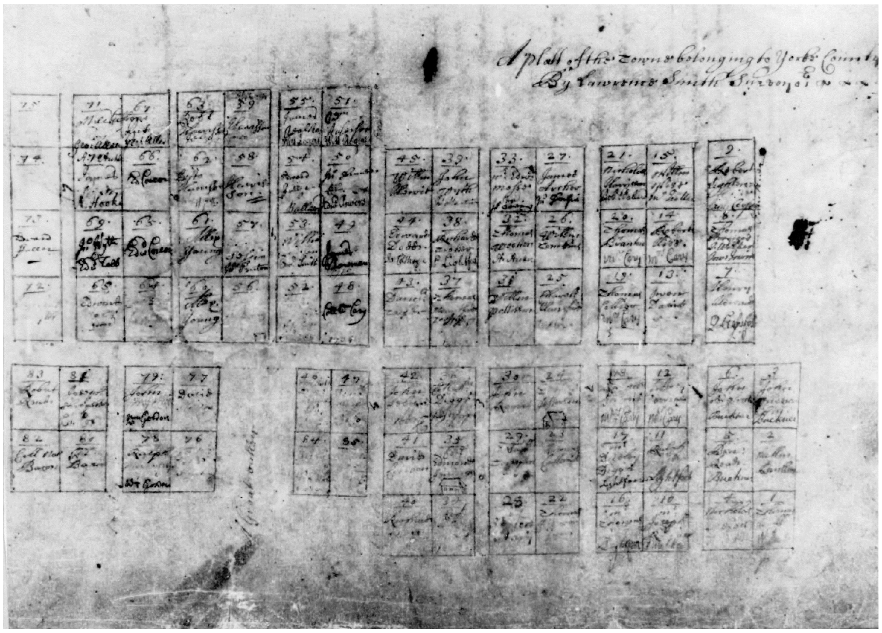


Figure 1. Original plat of Yorktown, drawn in 1691, depicting and numbering the first 85 lots, streets, and identifying original purchasers. (Riley, The Founding and Development of Yorktown, 1942, fig. 3).

REVOLUTIONARY WAR IN YORKTOWN, 1781

The American Revolution was an ideological and political revolution that occurred in British America between 1765 and 1791. The Americans in the Thirteen Colonies formed independent states that defeated the British in the American Revolutionary War (1775–1783), gaining independence from the British Crown and establishing the United States as the first nation-state founded on Enlightenment principles of constitutionalism and liberal democracy.

The decisive event of the Revolutionary War occurred in Yorktown from September 28 to October 19, 1781. Known as the Battle of Yorktown or the Siege of Yorktown, this engagement occurred after the southern forces of the Continental Army had suffered a series of military defeats at the hands of British General Charles Lord Cornwallis during his Southern Campaign (1780-1781), casting great doubt in the survival of the Patriot cause. In an audacious, hastily decided move, General George Washington transported a large portion of his allied American and French forces stationed in the North to the Virginia Peninsula and, in combination with a powerful French naval fleet in Chesapeake Bay, trapped British General Lord Charles Cornwallis behind his fortified position at Yorktown. Immediately after Washington's arrival at Yorktown on September 28, the allied forces began implementing standard eighteenth-century siege tactics by sealing off avenues of retreat, maintaining steady artillery fire on the town, and digging parallel and approach trenches to bring their lines closer to the British position. As the siege progressed, Cornwallis realized his position was hopeless and, on October 19 surrendered his entire army to Washington. Although the resounding American victory at Yorktown did not immediately end the war, it proved to be the last major engagement and led directly to the formal recognition of United States of America as an independent nation through the signing of the Treaty of Paris on September 3, 1783. (NR draft 2022, Sec.8: 63)

In October 1781 Washington ordered the Allies to demolish the entrenchments in and around Yorktown, mainly to prevent their falling into British hands. However, many of the earthworks remained more or less intact because the French troops remained in the area over the winter. After the French left in the spring of 1782 the works still standing became a nuisance to the people of the community. Subsequent proposals to remove them failed, but most gradually disappeared over the years. (HSR 1976: 348-350)

Fortifications near Future National Cemetery Site:
Both sides at the Battle of Yorktown built numerous fortifications in and around Yorktown, including the vicinity of the future Yorktown National Cemetery. In 1781 Allied American and French forces constructed two siege parallels south-southeast of Yorktown in succession: the western end of the First Allied Siege Parallel stood just south of the site, while the western end of the of the Second Allied Siege Parallel stood just to the north. Historic maps suggest the lines were connected by a trench or earthwork running diagonally northwest-southeast through the site (Figures 2, 3). That same year, a curving parapet, French Battery No. 7, was built just north of the western end of the Second Allied Siege Parallel with a frontal ditch, a gun emplacement ditch, and a powder magazine, while a V-shaped parapet, Grand French Battery No.1, was built just south of the western end of the First Allied Siege Parallel with frontal ditches and four powder magazines. Additional French batteries were built in 1781 southwest of the site, bordered by the intersection of Cook and Goosley Roads: Grand French Battery Nos. 2, 3, and 5, and the Grand French Battery Redoubt. French and American Batteries were also located to the east, including French Battery No.6, American Battery No.4, Franco-American Redoubt, and Epaulement. (NR draft 2022, Sec.7: 13-14,50-51)



Figure 2. Map of Yorktown by Chez Le Rouge Paris, 1781. The red dot indicates the future site of Yorktown National Cemetery. ("Plan de l'armée de Cornwallis attaquée et faitte prisonière dans York Town, le 19 8bre par l'armée combinée francaise et americaine," Library of Congress, https://www.loc.gov/item/gm71002366/)



Figure 3. Cropped map of fortifications of Yorktown during the Siege of 1781, by Querenet De La Combe, showing Main Street, church, earthworks, and landscape. The red dot indicates the future site of the Yorktown National Cemetery. ("Plan d'York en Virginie avec les attaques faites par les Armées françoise et américaine en 8bre," Library of Congress, https://www.loc.gov/item/gm71002175/)

DEVELOPMENT OF YORKTOWN, 1781-1862

The battle and fortification of Yorktown in September and October 1781 had a devastating impact on Yorktown's buildings and structures, especially in the Gwyn Read subdivision. Before the siege, there was a mass exodus from the town, and after the fighting stopped the town slowly repopulated. However, Yorktown struggled to reestablish itself as a major port town. Although it retained its position as the York County seat, it became a rural community in the Tidewater region. The town's rebuilding after the Revolutionary War followed the original plans established in 1691 and the expansion in the eighteenth century, although very few houses were rebuilt in the Gwyn Read subdivision. In 1788, the General Assembly, acting on a 1780 petition by the town's residents, incorporated the waterfront into the town. The area was then surveyed and divided into 64 lots that were sold by the town trustees. By 1791, the county's population had shifted to have a greater concentration of people living in Yorktown—289 tithable and 374 enslaved. Development also extended beyond the original platted boundaries into the surrounding countryside. (NR draft 2022, Sec.8: 106-107)

The economy and political structure of the Chesapeake Bay region changed dramatically over the next decades. Established landowners along the Tidewater rivers found themselves competing with entrepreneurs and newcomers in the region's growing towns. Improved roads and overland travel allowed the more remote county seats to become centers of commerce. Another setback in Yorktown's recovery occurred on March 3, 1814, when a fire started near the courthouse and quickly spread through the northern part of town, destroying the church, public warehouse, and many homes. (NR draft 2022, Sec.8: 107)

CIVIL WAR IN YORKTOWN, 1862

The American Civil War was fought between the states of the Union ("the North") and the Confederacy ("the South"), the latter formed by states that had seceded. The central cause of the war was the dispute over whether slavery would be permitted to expand into the western territories, leading to more slave states, or be prevented from doing so, which was widely believed would place slavery on a course of ultimate extinction. The war began on April 12, 1861 at the Battle of Fort Sumter.

The (Second) Battle of Yorktown, or the (Second) Siege of Yorktown occurred from April 5 to May 4, 1862. It was the first major engagement of Union General George B. McClellan's Peninsula Campaign (March 20–August 16, 1862) that aimed to outflank the main Confederate force positioned in Centerville, Virginia, and take the Confederate capital at Richmond from the southeast. After conducting a massive amphibious landing of more than 100,000 troops at Fort Monroe at the southern tip of the Virginia Peninsula, McClellan's first objective was to capture the strategically important port in Yorktown, which was defended by Confederate General John B. Magruder's Army of the Peninsula. Magruder had established a line of earthworks that stretched 12 miles across the Peninsula behind the marshy Warwick River from Yorktown (where the Confederate occupied portions of earthworks that the British had constructed 80 years before) to Mulberry Island on the James River. Magruder had just 13,700 troops to man the line, but was ordered by the Confederate high command to stall McClellan's advance as long as possible to buy time to prepare for the defense of Richmond. When the advanced units of McClellan's army reached Yorktown on April 5, Magruder had his troops march continuously back and forth along the line and make demonstrations to give the impression that the line was stoutly defended. The trick deceived the cautious McClellan into believing that he was facing a superior Confederate force and prompted his fateful decision to suspend a direct attack in favor of laying siege, making Yorktown the only battlefield in America to be the site of sieges in both the American Revolutionary and Civil wars. In the month it took McClellan to move his heavy artillery into place, the Confederate high command was able to send reinforcements to the Peninsula and strengthen the defenses around Richmond. On May 4, 1862, the day before McClellan planned to unleash his grand bombardment, the Confederates withdrew, leaving the Union force with a hollow victory. When McClellan finally made it to the outskirts of Richmond at the end of May, he was met by a substantial Confederate army under its new commander General Robert E. Lee, who repelled the Union advance during the Seven Days Battles and forced McClellan to abandon his Peninsula Campaign. (NR draft 2022, Sec.8: 80-81)

Fortifications near Future Cemetery Site:
Both sides at the Second Battle of Yorktown reused some of the earlier Revolutionary War earthworks, but those near the future site of the Yorktown National Cemetery were not among them. Unlike during the Revolutionary War when the future cemetery site was in the heart of the Allied military operations, the site was located between the Union and Confederate lines and subject to occasional sorties and skirmishes (Figure 4). (NR draft 2022, Sec.8: 85)



Figure 4. "Union and Rebel works Yorktown, Va. [1862]" by Robert Knox Sneden. Color coding indicates the location of Union (purple) and Confederate (red) forces. The red dot is the approximate location of the future Yorktown National Cemetery. (Retrieved from the Library of Congress, https://www.loc.gov/item/gvhs01.vhs00293/)

DEVELOPMENT OF YORKTOWN, 1862-1866

Following the evacuation of the Confederate Army from Yorktown in May 1862, Union forces transformed the town into a garrison and headquarters for the surrounding federal territory. The town was designated as “Fort Yorktown,” a name that would reflect the community’s military status for the remainder of the Civil War. Additionally, some street names in the town were changed to those of Union generals and heroes. Main Street became McClellan Street, while side streets were known as Keyes and Ellsworth streets.

Slabtown/Uniontown:
As the Union Army pushed its way into Virginia in the early years of the Civil War, freedom-seeking enslaved persons had escaped into Union territory to obtain asylum. In early May 1862, following the Confederate Army’s desertion of Yorktown and its subsequent occupation by the Union Army, fugitive enslaved persons in the town were given sanctuary. By the middle of 1863, nearly 12,000 formerly enslaved persons, referred to by the US Army as “contraband,” lived in the Union camp at Yorktown. When Brigadier General Isaac Wister arrived in Yorktown in June 1863 to assume command, he was appalled at the squalid living conditions and laid out housing areas for the former enslaved, called “contraband camps,” outside of Yorktown Village. The camp settlements consisted of 400–500 small, numbered, whitewashed wood cabins on a grid of streets. (NR draft 2022, Sec.8: 160)

The first, and largest, camp constructed was known as Slabtown and located around a quarter mile east of the future site of Yorktown National Cemetery (Figure 5). Slabtown was so-called because of the rough-sawn slabs of wood used to build the cabins. One of the two primary streets was Union Road, which connected to Cook Road. The community was located just southwest of a small cemetery located at the east terminus of Union Road, where Confederate soldiers were interred between 1861-1865. (NR draft 2022, Sec.7: 18 and Sec.8: 160)

In November 1863 General Benjamin Franklin Butler took command of Fort Monroe and began to recruit free and enslaved Black men to enlist in the Army. When the 4th and 6th regiments of the United States Colored Troops (USCT) arrived in Yorktown from Fort Monroe in December 1863, some residents of the new Black settlements joined them, while others served as spies and guides for the Army. By April 1864, Butler’s successful recruitment efforts yielded six USCT brigades and a battery of Black artillerymen in his newly organized Army of the James, which numbered 35,000 troops and included 8,000 freedmen or escaped enslaved men. In December 1864, with Ulysses S. Grant’s permission, Butler consolidated all his Black regiments into the newly formed XXV Corps, under the command of Major General Godfrey Weitzel. The XXV Corps served through the end of the Civil War. (NR draft 2022, Sec.8: 161)

On May 2, 1865, following nine months of siege warfare, Grant’s forces finally overwhelmed the Petersburg defenses. That night, the Confederates evacuated Richmond. The next day, the Confederate capital surrendered to elements of the Army of the James, and a week later, Lee surrendered his army, effectively ending the Civil War.

Aftermath:
After the Civil War, Slabtown became known as Uniontown and developed into a village with its own church, school, Masonic Hall, and cemeteries. Its residents were primarily farmers and watermen who plied the James River and fished for oysters. Black minister John Cary and the Reverend Jeremiah Asher, chaplain of a USCT regiment and minister of the Shiloh Baptist Church in Philadelphia, established the Shiloh Baptist Church in Slabtown in 1863, meeting in various cabins and former military buildings. (NR draft 2022, Sec.8: 160,164)

Like the Revolutionary War, the Civil War caused damage to Yorktown’s original fabric. Overall, fighting within the village area was less impactful than the Siege of 1781, but the construction of earthworks within the town changed the topography and destroyed many houses. (NR draft 2022, Sec.8: 107)

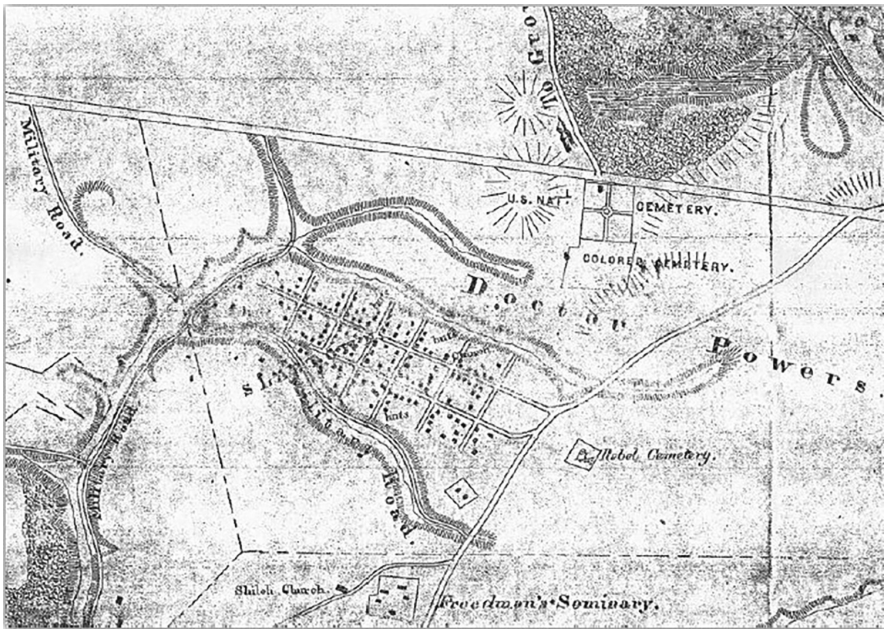


Figure 5. Portion of a 1866 map showing Yorktown National Cemetery and the Slabtown community to the southwest. Note the "colored cemetery" (later the Masonic Burial Ground/Slabtown Cemetery) south of the National Cemetery and the "rebel cemetery" (later the Confederate Cemetery) east of Slabtown. (Torkelson 2019: 116, from National Archives)

WAR DEPARTMENT MANAGEMENT OF YORKTOWN NATIONAL CEMETERY, 1866-1933

National Cemetery System:
The scale of Civil War battles and the high number of resulting casualties far exceeded those of any previous American war. Early in the war, it became obvious that the US Army's long-standing system for the burial of soldiers who died in service was inadequate. Before the establishment of the national cemeteries, the bodies of officers and soldiers were often buried where they fell or at a nearby military post cemetery, or were transported for interment in cemeteries selected by their families. (NR draft 2022, Sec.8: 91)

A series of government actions taken before the Civil War's end ultimately resulted in the organization of a National Cemetery System on a scale comparable to that of the war itself. War Department General Order No. 55, dated September 11, 1861, delegated to the commanding officers of military corps and department the responsibility for the burial of officers and soldiers who died within their jurisdictions. However, the order did not authorize them to acquire land for this purpose. To carry out the task, the Army obtained groups of plots in existing cemeteries near large hospitals, used cemeteries at Army posts, and accepted plot donations from the many newly formed cemetery associations. War Department General Order No. 33, dated April 3, 1862, required commanding generals to designate parcels of land near every battlefield for burial purposes. Reacting to growing public concern about the frequently disorganized handling of the Union dead, the 37th Congress passed legislation on July 17, 1862, authorizing the purchase of land for national cemeteries. Fourteen national cemeteries were created under this act in the second half of 1862 and six more in 1863, including one at Gettysburg. These wartime cemeteries, all administered by the War Department, were located principally where Northern military personnel were or had been concentrated—whether at battlefields, near army hospitals and encampments, or at military posts. (NR draft 2022, Sec.8: 91-92)

Within two months of Lee's surrender in April 1865, the Union Army initiated an extensive search and

recovery program to rebury its dead. This systematic effort led to the creation of many more cemeteries, most of them established under the authority of Congressional legislation approved in February 1867. The Act to Establish and to Protect National Cemeteries strengthened the 1862 legal foundation for national cemeteries by reauthorizing the purchase of lands needed for burying places; allowing for the use of eminent domain when necessary to acquire private lands; and calling for the reimbursement of owners whose lands had been, or would be, expropriated for military cemetery sites. The total number of national cemeteries rose to 73 by 1870, when the reburial program for Union soldiers was considered essentially completed. Many of these cemeteries were on battlefields or military posts, while others were part of existing private or city cemeteries. Two prominent battlefield cemeteries created and managed by states were transferred to the War Department: Pennsylvania ceded the Gettysburg cemetery in 1872, and Maryland transferred the Antietam cemetery five years later. On March 3, 1873, Congress passed an act that allowed all veterans who had served in the Civil War—Union and Confederate—to be buried in a national cemetery. (NR draft 2022, Sec.8: 92)

Grief-stricken Americans immediately understood the national cemeteries to be hallowed commemorative sites, suggesting that the surrounding battlefield landscapes (which still held many unfound bodies) were also hallowed places. Because the national cemeteries were typically the only areas of the battlefields in a condition adequate to receive the public in any numbers, they became the focal points for official ceremonies and other formal acts of remembrance, such as Decoration Day (later referred to as Memorial Day). Thus, the national cemeteries were precursors to the far larger military parks, and direct connections often evolved between the two. Each of the five national battlefield parks established in the 1890s adjoined or was near a military cemetery. (NR draft 2022, Sec.8: 92)

In 1878 the War Department's Office of the Quartermaster General issued "Laws, Orders, Opinions, Instructions, Etc., in regard to National Military Cemeteries." Under the subject Care and Maintenance,' the report stated,
"The National Cemeteries are to be venerated as the resting places of the noble dead of the nation, whose memory the people desire to honor by making their graves beautiful, and by preserving them from injury or desecration." (US War Department 1878: 39)

Establishment of Yorktown National Cemetery:
The War Department formally established Yorktown National Cemetery on July 13, 1866, in accordance with General Order No. 33 and the July 1862 act authorizing national cemeteries (see Figure 5). In the previous year, Quartermaster General Montgomery C. Meigs had ordered his field officers to report on the number and location of Union graves in their districts. Lieutenant Colonel James M. Moore, chief quartermaster of the First Military District, supervised the post-Civil War reburial program for most of Virginia. Soon after occupying Yorktown in 1862, the Union army had buried over 600 dead near the then-speculated site of the October 19, 1781, Revolutionary War surrender ceremony. The War Department determined that a gently rolling site, about one-half mile from the York River, was the "most suitable one for cemeterial purposes in that vicinity." The character of the site at this time is not known; it had likely been denuded for tobacco production or during construction of earthworks in 1781, but may have had supported some vegetation at the time of the Civil War eighty years later (see Figure 4). (NR draft 2022, Sec.8: 95, quote in US War Department 1868: 938)

From July 13, 1866, to February 23, 1867, Moore and his men recovered about 1,600 remains from 63 different sites in the area surrounding Yorktown and interred them at the cemetery site. Many of the bodies came from the Union hospitals at Fort Yorktown and the burial grounds in and around the May 5, 1862, Battle of Williamsburg. Others came from the regimental cemetery of the Vermont troops killed in the April 16, 1862, Battle of Dam No. 1 on the Warwick River, and from the Pamunkey River landings used by the Army of the Potomac to threaten Richmond during the 1862 Peninsula Campaign. The burial corps also exhumed, rearranged, and reburied the 636 Union soldiers already interred at the Yorktown site. Two-thirds of the over 2,000 burials are unidentified, and many of the 1,596 marked graves contain more than one body because of limited space. The government completed its official acquisition of the 2.721-acre property on March 10, 1868. (On February 8, 1875, an additional 8 feet of land on the north, east, and south sides of the cemetery wall was conveyed

through condemnation.) (NR draft 2022, Sec.8: 92)

The legislation associated with the establishment of national cemeteries mandated several aspects of each site's design, such as the inclusion of a permanent superintendent's lodge, a stone or iron inclosure, and appropriate durable grave markers. However, military personnel associated with the individual cemeteries determined each site's particular layout. Lieutenant Colonel Moore likely influenced, if not specified, the overall designs for the sites under his jurisdiction. The size of land allotment and number of burials also influenced the plan and program of improvements. The eleven national cemeteries in Moore's Virginia District feature variations on a circular plan or a square or rectangular grid with central focal points and straight rows of simple grave markers. (Auwaerter and Curry 2009: 38-42; NR draft 2022, Sec.8: 94)

The design of the cemetery at Yorktown employed a square/rectangular design with the graves arranged in a grid of parallel rows divided into four sections by perpendicular avenues, and a circular flagstaff mound at the intersection of the two primary walkways near the center of the cemetery (see Figure 5). By April 1867, the cemetery was "tastefully laid out … with large grass plots, trees and shrubbery intermingling with a happy effect." The burial corps graded and graveled the avenues between the sections and initially marked the graves with temporary, white-painted pine headboards. Workers also enclosed the cemetery with a 5-foot-tall wood picket fence, installed a 110-foot-tall wood flagstaff on the central mound, and constructed a temporary wood-frame lodge for the cemetery superintendent. By 1869, the site also had two gun monuments, a standard feature in most national cemeteries. (Auwaerter and Curry 2009: 38-42; NR draft 2022, Sec.8: 94, quote in Philadelphia Inquirer, 8 April 1867)

Permanent Lodge, Wall, and Markers:
The February 1867 act directed the Secretary of War to appoint superintendents at all national military cemeteries and to provide them with adequate housing. In 1870-1871, Quartermaster General Montgomery Brigadier General Montgomery C. Meigs developed plans for three variations of a permanent superintendent's lodge based on a design by architect Edward Clark and refined by civil engineer Thomas Chiffelle: a one-story stone building with a shallow hip roof, a two-story brick building with a slate mansard roof, and a two-story stone building with a slate mansard roof. He also produced standardized written specifications that provided construction details for each design, which featured almost-identical, Second Empire exteriors, a style that aimed to express the government's progressive and forward-looking outlook. The lodges all displayed a standard L-shaped plan, with an office and living room joined by a dining room on the first floor and three rooms of approximately equal size on the second floor. The War Department funded the construction of at least 50 Meigs-era lodges in 1871-1881. Lieutenant Colonel James M. Moore supervised the construction of lodges at most of the national cemeteries in Virginia, including Yorktown. (NR draft 2022, Sec.8: 189)

The War Department contracted with Kyran A. Murphy of Washington, DC, in early 1871 to build one-story, hip-roof, stone cemetery superintendent's lodges at Fort Harrison, Staunton, City Point, Cold Harbor, Fredericksburg, Poplar Grove, and Yorktown. In May 1871, the department requested contract modifications to add mansard roofs to the buildings but deemed the additional $6,900 quoted by Murphy too high and did not authorize the changes at that time. The lodge at Yorktown was built at the west edge of the cemetery as a one story, stone, hipped roof structure in 1872, replacing the earlier temporary wood structure. By 1876-1877 the building was enlarged with a half story and mansard roof based on the Meigs specifications (Figures 6, 7). Similar modifications were made to most of the other one-story cemetery lodges in Virginia. (NR draft 2022, Sec.8: 190)

The February 1867 Act also included stipulations for enclosing every national cemetery with a substantial stone or iron fence and marking each grave with a small headstone or block. These improvements were generally not implemented at most cemeteries until the 1870s, after the initial battlefield recovery and burial work was complete. Quartermaster General Meigs filed plans on August 12, 1870, for a prototype flat-top stone wall approximately 5 feet tall with dividing pilasters and coping stones. By 1877, walls of stone or brick with iron gates for the main entrances were built at all Virginia national cemeteries. The brick wall at Yorktown National Cemetery wall was built in 1877, replacing the earlier picket fence. The wall was similar to those at Seven Pines, Richmond, Fredericksburg, Poplar Grove, Culpeper, and Fort Harrison, among others, that were built about the

same time according to the Meigs prototype (Figure 8). (NR draft 2022, Sec.8: 94-95)

On March 3, 1873, Congress appropriated $1 million for the erection of “durable” stones at each grave in the national cemeteries. The Secretary of War drew up specifications for two types of stones: a small upright headstone for graves of known soldiers and a low square post for graves of the unknown. The upright headstones were consistent with the traditional uniformity of the wooden military headboards. They were to be polished white marble or granite with curved tops and an inscription of raised letters inside a recessed shield indicating the name (if known), state regiment, and grave number. Each stone was to measure 10 inches wide by 4 inches thick and be installed with 12 inches above the ground and 24 inches below the ground. The 6-inch-square white marble posts, a new type of grave marker in military cemeteries, included only the grave number inscribed on the top surface and another number noting the number of interments if more than one. These were to be installed with only 4 inches aboveground. Beginning in 1874, Vermont marble markers with sand-blasted inscriptions were installed according to the War Department’s specifications at all national cemeteries, except at Fredericksburg, where granite markers were used instead. The original marble headstones were erected at Yorktown in 1876 or 1877 (see Figure 6). (NR draft 2022, Sec.8: 94-95)

New Plantings and Other Landscape Features:
A War Department appropriation in 1870 provided funds for planting trees and shrubs in each of the national cemeteries. In July 1870, Meigs contacted the noted landscape architect Frederick Law Olmsted Sr., best known for his design of Central Park in New York City, for professional advice on the plantings. Olmsted recommended avoiding the ornamental gardening then popular in Victorian landscapes in favor of plantings that emphasized the desired overall landscape effect of “permanent dignity and tranquility…a sacred grove, sacredness (and protection) being expressed in the enclosing wall and in the perfect tranquility of the trees within.” Many of the national cemeteries, including Yorktown, adopted Olmsted’s general guidelines and created informal and simple grove arrangements of specimen trees within the walls. However, the War Department’s beautification programs also included scattered ornamental flowerbeds and clipped shrubs. Late nineteenth-century photographs show that plantings at Yorktown during the 1870s and early 1880s included rows of deciduous and evergreen trees around the edges of the burial sections and along the inside of the perimeter wall (Figure 9). Small clusters of trees and shrubs were planted inside each burial section and on the lawns flanking the superintendent’s lodge to the north and south. (Auwaerter and Curry 2009: 58-59; NR draft 2022, Sec.8: 95-96, quote in US Department of Veterans Affairs 2021)

By 1877, the wood flagstaff was replaced by a 100-foot tall iron flagstaff, which featured vertical fluted indentations. The flagstaff was anchored in a concrete base and secured by four guy wires set in concrete pads positioned where the two main paths intersected with the circular walk around the flagstaff (see Figure 7).

Rostrum and Tool Shed:
By 1877, the War Department essentially completed its design program for Yorktown National Cemetery. The site remained much the same during the next 50 years, albeit with some additions. In 1894 the War Department added a cast- and wrought-iron rostrum. Similar rostrums were added to many national cemeteries around this time in tandem with the growing popularity of Decoration Day ceremonies and the commemoration of the 25th anniversary of the end of the Civil War. The rostrum at Yorktown was a standard design that matched those at Fredericksburg, Poplar Grove (Petersburg), and Richmond national cemeteries, among others. The War Department also built a one-story, brick tool shed south of the lodge in 1894. (Auwaerter and Curry 2009: 78,94; NR draft 2022, Sec.8: 96)

Care and Management:
An 1892 map reveals several details about the cemetery (Figure 10). The bisecting and perimeter walks were surfaced in “marl,” a hardened mixture of gravel, clay, and silt. The rostrum and “outhouse,” planned but not yet built on the west side of the cemetery, were set within elongated oval shaped areas outlined by brick gutters that also included displays of “gun balls” and plantings. The map noted the central flagpole, a brick gutter along the west side of the southwest quadrant, and drains at the northwest and southwest corners of the cemetery. “Brick pave” served as a walkway

between the lodge porch and main gate, and a “barbed wire fence” ran alongside Cook Road. Symbols showing deciduous and evergreen vegetation were abundant amongst the rows of headstones. Historic photographs taken between 1894 and 1933 show many of these features, especially the level of care bestowed upon the manicured vegetation, as well as a kitchen/porch addition on the south side of the lodge and interpretive signs around the flagstaff. (Figures 11, 12, 13, 14).

Care and maintenance of these features was first outlined in the 1878 “Laws, Orders, Opinions, Instructions, Etc….” and updated in a similar report issued in 1911, “Regulations for the Government of National Cemeteries.” In addition to procedures regarding interments and disinterments, and care of headstones and buildings, several directives spoke to the grounds, among them:
“Drives and walks which are not maintained as grass-covered drives and walks will be kept properly crowned, free from weeds or other growths, and properly defined by the alignment and trimming of the grass edges. Brick walks will be kept free from fungus or other growths. Gutters, when paved, will be kept free from grass, weeds, leaves, or other obstructions. When not paved grass will be allowed to grow over them. Bermuda, or other strong-rooted creeping grasses, when kept closely cut, make excellent revetting for the gutters…”

“Sickles or shears will be used in cutting the grass around the bases of monuments and headstones and along the edges of drives and walks which can not be reached with lawn mowers.”

“A well-kept sward, graceful shade trees, pretty shrubs and evergreens are of greater importance and contribute more to the beauty of the cemetery than a promiscuous distribution of flower beds. A few flowers about the lodge and at one or more other prominent points are all that should be maintained, as the expense and attention required in the cultivation of a large number of flowers can be better utilized in the care of the lawns.” (US War Department 1911: 16-17)

Interments at Yorktown National Cemetery continued into the early twentieth century, at which time there were instances of doubling up graves, with the recently dead placed in graves already holding unknown remains. However, since the 1920s the cemetery has been closed to new burials.

Adjacent Cemeteries:
In addition to the Confederate Cemetery established in 1861, two cemeteries associated with Slabtown/Uniontown were established next to Yorktown National Cemetery in the nineteenth century. By 1866 the Masonic Burial Ground/Slabtown Cemetery, also referred to as the Black Masonic Cemetery, developed just east of Yorktown National Cemetery (see Figure 5). The graves were generally arranged in north-south rows and marked with erect and flush markers. The cemetery’s inclusion on an 1866 map as “Colored Cemetery” suggests it likely also contains unmarked graves of African American Civil War veterans and Slabtown residents. (NR draft 2022, Sec.7: 19)

In 1893 an influential church member of Shiloh Baptist Church, Daniel Norton, selected a site on the west side of Cook Road, opposite Yorktown National Cemetery, for a permanent church building. Around this time a cemetery was established just west of the building. A fire in 1897 destroyed the original church building, but Norton had it replaced in 1898. (NR draft 2022, Sec.7: 18 and Sec.8: 160,164,175)

An aerial photograph from 1929 shows the relationships between the three cemeteries (Figure 15). The formal design of the headstone rows, marl paths, perimeter wall, and lawns densely dotted with trees stand out at Yorktown National Cemetery. The other two cemeteries were less formal in their layouts and heavily wooded.



Figure 6. View looking southwest at the Yorktown National Cemetery lodge, 1876-1877. The photograph was taken before the mansard roof alteration, but after the installation of two types of marble headstones and construction of the perimeter brick wall/gate. (Photographs of National Cemeteries in the United States and Mexico [1873–1912], Records of the Office of the Quartermaster General, NARA Record Group 92)



Figure 7. View looking east at the half-story/mansard roof addition at the lodge and the main gate, after 1876-1877. (Colonial National Historical Park--hereafter NHP--archives)



Figure 8. View looking southeast from Cook Road to the brick wall and main gate, ca.1876-1877. Note the young trees and wood fence posts along the roadside. The mansard roof alteration has not been completed at the lodge. (Colonial NHP archives)



Figure 9. View looking east, 1879. The trees, turf, and east-west walkway focus the view on the grave markers and the central flagpole for visitors entering from the main gate. (Colonial NHP archives)

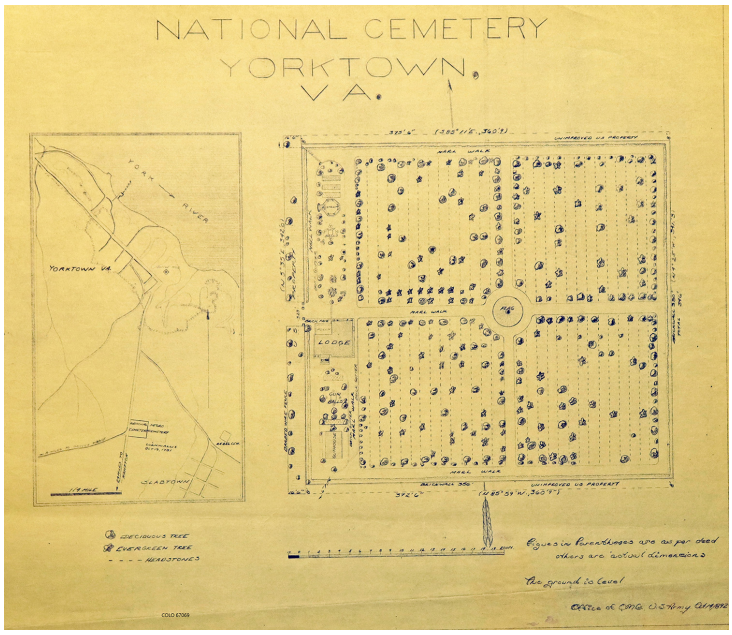


Figure 10. Yorktown National Cemetery, 1892, showing sites of the rostrum and outhouse (tool shed) that would be built two years later. The plan also offers details about plantings, walkways, and artillery displays. (Colonial NHP archives)

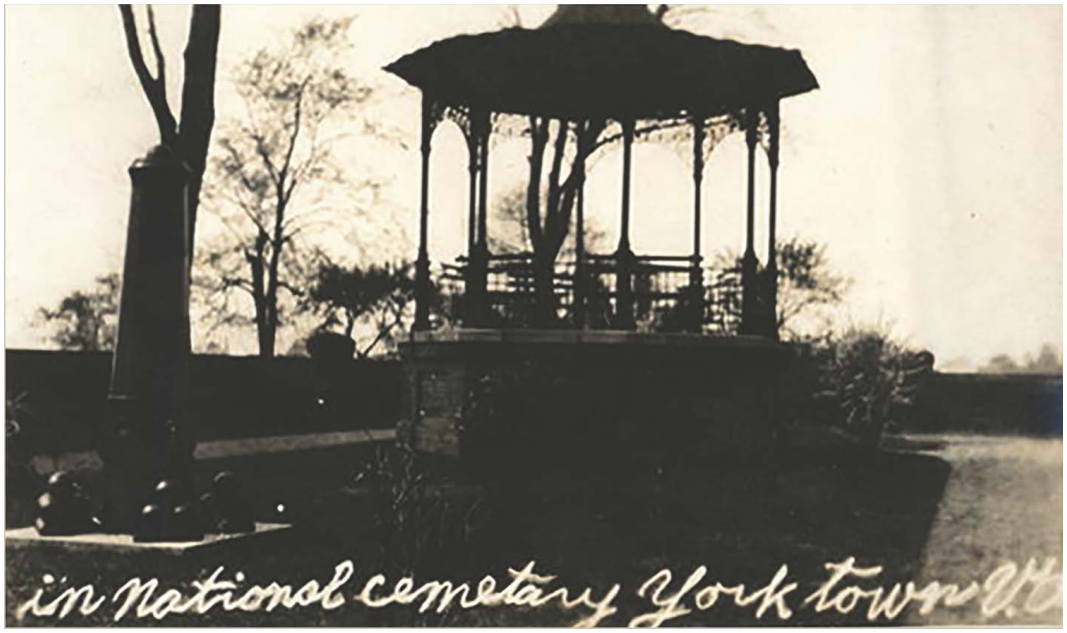


Figure 11. View looking northwest at the rostrum and artillery display, 1894-1933. (Colonial NHP archives)



Figure 12. View looking northwest from the flagpole, 1910-1933. Note the wayside sign in the foreground and tall gravestones in the background. (Colonial NHP archives)



Figure 13. View of headstones and lodge, looking northwest, 1910-1933. Note the back porch/kitchen addition. (Colonial NHP archives)

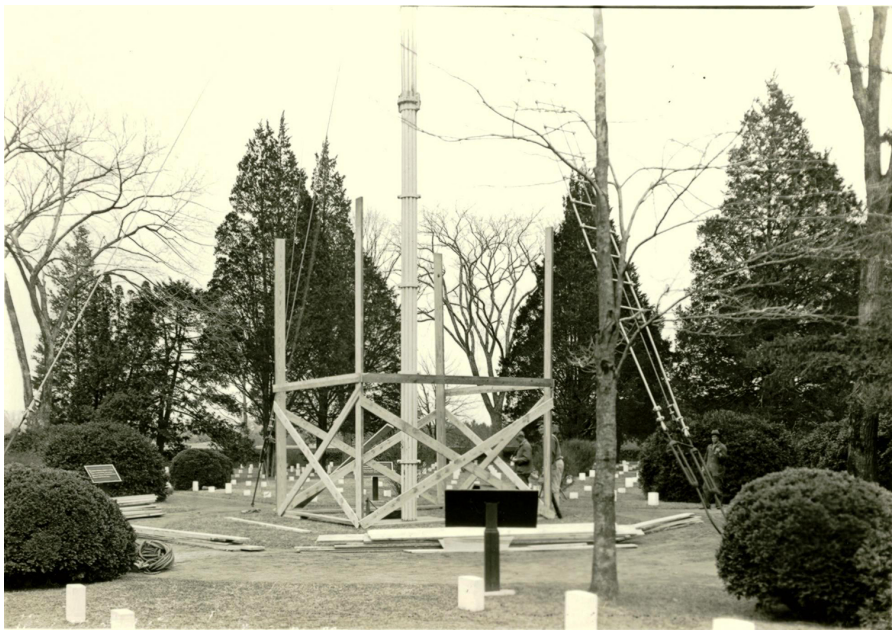


Figure 14. View of scaffolding to paint the flagpole, looking northeast 1894-1933. Note the manicured shrubs, flagpole guy wires, and wayside signs. (Colonial NHP archives)

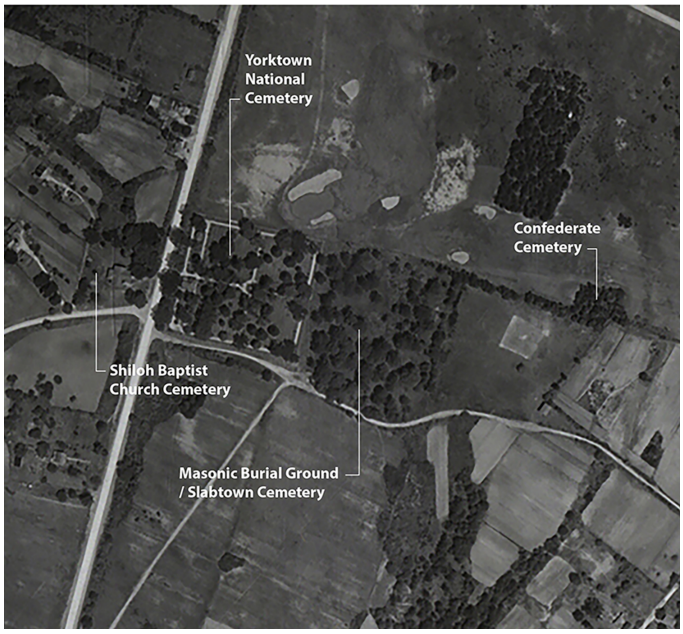


Figure 15. Annotated aerial photograph from 1928 showing Yorktown National Cemetery and adjacent cemeteries. (Colonial NHP archives, annotated by OCLP)

EARLY EFFORTS TO PRESERVE YORKTOWN, 1881-1933

The desire to commemorate the pivotal Revolutionary War victory at Yorktown began immediately after the events of 1781. The earliest documented commemorative activity honored General Washington after his death in 1799, and consisted of four poplar trees around an empty buried coffin buried at the alleged site where Cornwallis' troops had surrendered their weapons. The first

structural monument at the purported surrender spot was placed by 21st Regiment of Virginia Militia of Gloucester County in 1860, but did not survive the Civil War. The Victory Monument (Monument to Victory and Alliance), built in 1881-1884 in Yorktown Village, is the park's oldest extant Revolutionary War monument. Congressional appropriations for the Victory Monument and others in the early 1880s constituted what historian Ronald F. Lee called the government's first serious involvement in historic preservation and presaged the battlefield preservation movement that began in the 1890s with the creation of the country's first four national military parks at Civil War sites. (NR draft 2022, Sec.8: 105,107-108)

Shaw Memorial:
One of Yorktown's early memorializations of the Revolutionary War was linked to Yorktown National Cemetery. In 1895 John W. Shaw, a Union Civil War veteran and superintendent of the cemetery, built a 21-foot tall obelisk at his own expense where he believed the British surrender of their arms, just southeast of the cemetery. The monument was erected on the north side of Union Road approximately 60 feet from the cemetery's southeast corner and within the Masonic Burial Ground/Slabtown Cemetery. After Shaw's death in 1907 the monument became overgrown and deteriorated. Researchers with the Virginia Commission of Conservation and Development confirmed in 1930 that Shaw's monument did not mark the exact location of the surrender, and soon thereafter it was dismantled. (NR draft 2022, Sec.8: 129).

Development Threats and Park Proposals:
During World War I, military and industrial facilities were built in and around Yorktown, including a dynamite production plant (later converted to a shell-loading plant) and depots for mines (now the Naval Weapons Station) and fuel oil (now a US Coast Guard Training Center) to support the naval base in Norfolk. By 1920, several existing roads in the village were paved and the state highway between Yorktown and Williamsburg was improved. The infrastructure attracted other industries and new subdivisions, and also accommodated tourists interested in visiting local historic sites. Preservation-minded individuals began expressing concerns about the impact of the new land uses on the battlefield: "On Sunday everybody wants to go to Yorktown; they have found out how great and how historic it is…They are beginning to use these trenches [earthworks] for garbage pits, and they are plowing them down and selling off building lots." Around this time, two local chapters of two influential women's heritage groups were established: the Association for the Preservation of Virginia Antiquities (APVA, now Preservation Virginia) and the Daughters of the Revolution (DAR). In subsequent years the APVA, DAR, and other groups researched historic properties and hosted conferences. (NR draft 2022, Sec.8: 130-131, quoted in US Congress 1922: 55-56)

As commercial interests and preservationists sought to capitalize on the attention focused on the area, several efforts were initiated in the 1920s to establish a battlefield park in Yorktown. A bill introduced in 1921 would have authorized the federal government to acquire up to 7 square miles in and around Yorktown, but concerns were raised about the feasibility of obtaining the land from the current property owners. At that time, most of the battlefield land belonged to two companies: the Yorktown-Virginia Corporation and the Jamestown Cement Company. (NR draft 2022, Sec.8: 132)

In 1923 a major investor in the Jamestown Cement Company, Judge Howard Ferris, reincorporated the company as the Yorktown Hotel Corporation with plans to construct a large hotel and country club with two golf courses. The first course, Riverview, was built around the extant earthworks on former battlefield lands overlooking the York River and Chesapeake Bay, with one of the holes abutting the north wall of Yorktown National Cemetery (Figure 16). The Yorktown Country Club managing the golf course was chartered in December 1924 "to perpetuate the traditions and memorials of Yorktown and reawaken the true spirit of Americanism." While honorary club members included President Calvin Coolidge and former President William Howard Taft, others declined an invitation to join and warned that the golf course would "interfere with the preservation of the earth works." (NR draft 2022, Sec.8: 108,133,154, quote in Daily Press, 18 December 1924 and Lindgren 1993: 223)

In 1923 Congress passed legislation to appoint a commission to "investigate the feasibility of establishing a national military park in and about Yorktown…for the purpose of commemorating the campaign and siege of Yorktown in the fall of 1781 and the preservation of said battlefield for historical purposes." Although this proposal, and other bills introduced through 1927, languished

because of the challenges and costs in acquiring land, the accompanying reports and studies that were produced helped identify key historic sites and parcels. (NR draft 2022, Sec.8: 133-135, quote in US Congress 1923: 1430)

Plans for the proposed hotel and the national park at Yorktown stalled in the second half of the 1920s. The decline in the US economy that culminated in the stock market crash of October 29, 1929, and the subsequent Great Depression, proved fatal to the Yorktown Hotel Corporation's ambitious plans, and the proposed second golf course was never started. At the same time, however, plans to celebrate the approaching sesquicentennial anniversary of the Battle of Yorktown got underway and the NPS, Colonial Williamsburg Foundation (CWF), and others developed a new and larger vision for preserving the battlefield. (NR draft 2022, Sec.8: 135-136)

Battle of Yorktown Sesquicentennial and Park Establishment:
The effort that ultimately led to the creation of Colonial National Monument in 1930 coincided with the leadup to the 150th anniversary celebration of the Battle of Yorktown. The idea of a "National Historical Park that would somehow link the restoration of Williamsburg, the colonial capital, with Jamestown, the original English settlement in Virginia, and Yorktown, the scene of the last major battle of the American Revolution" originated with CWF's Rev. Dr. W.A.R. Goodwin in 1928. Supported by leadership in the Department of the Interior and the NPS, the proposed park was laid out on a three-day tour of the peninsula in November 1929. Although the Antiquities Act of 1906 would have allowed the President to create a national monument at Yorktown, the proposed land acquisitions required additional legislation. In January 1930 a bill was introduced "for the creation of a national monument to include Jamestown Island, parts of the city of Williamsburg, and the Yorktown Battlefield." The bill, which also included the idea for a dedicated road (Colonial Parkway) linking the three sites, gave the Commonwealth of Virginia and the NPS concurrent jurisdiction over all lands acquired for monument purposes. Congress held public hearings on the bill in May 1930. After amendments, the bill authorized a survey to establish the monument boundary; restricted the battlefield area to no more than 2,500 acres; authorized an appropriation of up to $500,000 for expenses related to the monument; and set right-of-way limits for the parkway. President Herbert Hoover signed the revised bill establishing Colonial National Monument on July 3, 1930. (NR draft 2022, Sec.8: 137-138, quotes in Hosmer 1981: 494 and Bland 1932: 346)

The initial planning and development for the park occurred in conjunction with the planning for the sesquicentennial celebration. A survey was conducted to recommend boundaries for the monument and the celebration site, which was recognized through a Presidential Proclamation on December 30, 1930. Legislation passed on March 3, 1931, enlarged the authorized area of the Yorktown battlefield to no more than 4,500 acres based on the 1930 survey, and allowed the transfer of all federally owned property within the authorized boundary to NPS administrative control. (NR draft 2022, Sec.8: 138, from Bland 1932: 34-35; Hosmer 1981: 493; Robinson 1933: 25)

When the monument was established in July 1930, most of the Yorktown battlefield lands belonged to Judge Ferris, who had title to the former Yorktown Hotel Corporation property. When Ferris died in December 1930, his son Howard Ferris, Jr. inherited the property and conveyed it to the Jamestown Corporation, which was created to hold the land until the NPS obtained the funds to purchase it. The property included 43 parcels on nearly 2,500 acres of battlefield outside Yorktown. (NR draft 2022, Sec.8: 139)

Park development during 1931 focused on the necessary infrastructure for the Sesquicentennial event, which was held on about 300 acres of the battlefield lands referred to as the Celebration Field. Secretary of the Interior Wilbur dedicated Colonial National Monument at the opening exercises for the Yorktown Sesquicentennial Celebration on October 16, 1931. About 25,000 people attended the event held on October 16-19. Following the celebration, the NPS removed all roads, paths, and temporary buildings and structures built for the event from the battlefield lands and began planning for the next phase of work in Yorktown. (NR draft 2022, Sec.8: 139-140)

The NPS hired William M. Robinson Jr., an engineer and historian from Georgia, as the first official superintendent of Colonial National Monument in June 1931, and he assumed responsibility for the monument after the sesquicentennial celebration. Elbert Cox, a graduate student at the University of

Virginia, and B. Floyd Flickinger, a faculty member at The College of William and Mary in Williamsburg, were hired to work at the park as the first ranger historians in the NPS. Cox and Flickinger developed the program of documentary research and planning needed to preserve, restore, and interpret the earthworks and historic buildings at Yorktown and Jamestown. (NR draft 2022, Sec.8: 141)



Figure 16. Golfers on the Riverview Golf Course, 1920s-1950s. This view shows one of the holes and sand traps just north of the Yorktown National Cemetery perimeter wall. The Masonic Burial Ground/Slabtown Cemetery is in the woodland at image left. (Colonial NHP archives)

NPS MANAGEMENT OF YORKTOWN NATIONAL CEMETERY, 1933-1953

Beginning in 1933, President Roosevelt's New Deal relief and funding programs provided the NPS with an influx of money and personnel that presented great opportunities for carrying out programs of preservation, restoration, planning, and interpretation of historical areas. The Civilian Conservation Corps (CCC), created by the Emergency Conservation Work (ECW) Act, played a particularly important role in the early work at most parks, including Colonial National Monument. The NPS employed the CCC, largely composed of unskilled laborers, to perform clearing, grading, and other activities at many parks where planning was underway. Most of the funding for CCC construction projects came through the Public Works Administration (PWA). Virginia was among the first to receive CCC work crews, and four CCC camps employing 800 men were established within Colonial National Monument by October 1933. At least $600,000 in funding, combined with the CCC work force, enabled the NPS to substantially develop the park. The park's CCC units consisted entirely of African American men. (NR draft 2022, Sec.8: 141-143)

An Outline for Development prepared by NPS staff in 1933 directed the park's CCC work. To achieve the monument's primary purpose to commemorate and interpret the Colonial and Revolutionary periods and simultaneously to meet administrative, circulation, and other infrastructure needs, the NPS intended to restore or reproduce buildings and structures that existed during those periods or to construct new buildings "in the spirit of that period." Historical structures and remains pertaining to other periods would be conserved, but "in a manner subordinated to the primary commemoration." (NR draft 2022, Sec.8: 143-144,147, quotes in Robinson 1933: 25-26,43-44,129-141,211,228)

Among the projects assigned to the CCC was the reconstruction of the park's Revolutionary War earthworks. Although the overall goal for the park landscape was the Siege of 1781, the NPS left in place the Union and Confederate field fortifications that had survived in good condition since the Civil War, including those that had been built on top of Revolutionary War works. Reconstructed earthworks in the vicinity of the Yorktown National Cemetery included portions of the First and

Second Allied Siege parallels, including French Battery No. 7 to the north, French Battery No. 6 to the east, and Grand French Battery No. 1 to the south. The connecting trench between the parallels that passed through the national cemetery was not reconstructed. (NR draft 2022, Sec.7: 50-51 and Sec.8: 143,147)

To provide circulation through the former battlefield and connect the monument's historic sites, the CCC and NPS constructed the first iteration of the present-day Yorktown tour roads (Figure 17). The tour route incorporated roads present in 1781 as much as possible and aimed for the "simplicity of appearance which characterized Colonial highway practices." One of the roads, the Battlefield Tour Road, made use of Cook Road that fronted Yorktown National Cemetery. The tour roads were intended only for visitor use, not commercial traffic, and were laid out along the natural contours of the land with easy gradients and as little grading as possible. Concurrently, segments of the Colonial Parkway connecting Yorktown to Williamsburg and Jamestown, were also constructed in the 1930s by the NPS, Bureau of Public Roads, and CCC. The eastern end of the parkway in Yorktown terminated at a large grassy field near the Fusiliers Redoubt. Unlike the Battlefield Tour Road, the scenic two-lane parkway did not directly affect the immediate Yorktown National Cemetery area. (NR draft 2022, Sec.7: 20 and Sec.8: 147-148, quote in Robinson 1933: 213)

Concurrent with these projects, the NPS participated in a project in 1934 to identify and preserve the unmarked site of the Confederate Cemetery east of the National Cemetery, which contained the graves of an unknown number of Southerners who died of wounds and disease in 1861 and 1862 during the run-up to the Siege of Yorktown. The cemetery appeared on an 1866 map, and residents of the adjacent Slabtown neighborhood recalled it at the edge of the Riverview Golf Course (see Figure 5). The NPS staked out the site and installed flush granite markers at the three corners on government land. (NR draft 2022, Sec.8: 154)

On June 5, 1936, an Act of Congress changed the name of the park from Colonial National Monument to Colonial National Historical Park (NHP). At that time, the federal government owned about 6,000 acres, including approximately 11 miles of the parkway corridor from Yorktown to Williamsburg and much of Jamestown Island. In the early 1940s CCC activities at Colonial NHP slowed as US involvement in World War II increased. By 1942, when the CCC program ended, the workers had accomplished many park objectives: restoring portions of the 1781 road system, partially clearing military campsites and placing markers, and clearing the Surrender Field area and installing authentic copies of guns. CCC workers also participated in the more skilled labor of archeological excavations, reconstruction and restoration of Colonial-period buildings, and as noted above, reconstruction of Revolutionary War earthworks. The NPS budget also diminished as federal funding supported the war effort, and from 1942 through the early 1950s only minimal maintenance occurred at the park. (NR draft 2022, Sec.8: 143,147,149)

National Cemetery Changes:
Administrative responsibility for Yorktown National Cemetery was transferred from the War Department to the NPS as part of Colonial National Monument on August 10, 1933, under the provisions of Executive Order 6166, June 10, 1933. Around this time, Floyd Flickinger was appointed the park's acting superintendent. Initial NPS work at the cemetery included resetting the grave markers. At this time there was an opinion among NPS managers that conversion to flat markers would ease maintenance because a power mower could simply ride over the markers, and that aesthetically, the change would improve the appearance of what had become, at least administratively, a park landscape. The practice of laying the markers flat to address issues with leaning headstones and to facilitate lawn mowing had also been introduced at private cemeteries throughout the country. In addition, a large windstorm in Yorktown in August 1933 had likely damaged many of the cemetery's headstones. (Auwaerter and Curry 2009: 77-78,104,108-109,125)

In late 1933 the cemetery's new superintendent R.G. Anderson reported that "all headstones and square block markers are being set flush with the surface of ground as a maintenance economy" (Figures 18, 19). The NPS completed this work in early 1934, as well as to the grave markers at Poplar Grove National Cemetery in Petersburg, Virginia. However, the practice did not appreciatively reduce maintenance costs and instead received public criticism that the NPS was changing the historic character of its national cemeteries to make them conform to park standards. Nonetheless, in

1936 the War Department developed a standard design for flat marble markers for use in private lawn-style cemeteries. In May 1940, the War Department offered to provide the NPS with the new flat markers for the graves in its national cemeteries. Colonial NHP accepted the offer and installed the current grave markers ca.1940. (Auwaerter and Curry 2009: 77-78,104,107-109,125, quote in Auwaerter and Curry 2009: 105)

In October 1933, the NPS directed Flickinger to oversee necessary improvements to the rostrum, tool shed, and flagstaff at Yorktown as soon as funds were available. The NPS removed, rather than repaired, the rostrum ca.1934, per Flickinger's recommendation "since (it) is never used and is a foreign note in the landscape." Alterations to the tool shed consisted of the addition of public restrooms, which were present by 1934. The NPS also removed central flagstaff around the same time, or possibly in the 1940s (more research is recommended). Regardless of the date, the flagpole was replaced by a much shorter, 30-foot tall flagstaff near the center of the elongated oval lawn space north of the lodge. This location, and its shorter height, made it less visible from the surrounding Revolutionary War battlefields. (NR draft 2022, Sec.8: 94,96,fn13, quote in Auwaerter and Curry 2009: 105,fn30)

A cemetery map from 1934 shows the rostrum as removed, and indicates a coal shed against the south wall, just south of the "tool house/comfort station" (Figure 20). A drawing from 1935 shows incorporation of coal storage into a new garage against the south cemetery wall, which would entail removing a section of the wall to provide vehicular access to the garage, via a "marl" ramp from Union Road (Figure 21). Materials for the one-story, board and batten garage were to be salvaged from frame garages on Church Street in Yorktown. There was also a proposal to replace the Second Empire-style lodge with a new building, but it was never implemented. Around 1940 a new septic system was installed at the cemetery (Figure 22). (NR draft 2022, Sec.8: 96)

The map and photographs from 1934 provide an inventory and insight regarding plantings in the cemetery at the time when the NPS assumed management. The landscape was well-maintained, with healthy lawns dotted with a diverse collection of deciduous shrubs (althea, forsythia, ornamental grass, spiraea, weigelia), evergreen shrubs (boxwood, Oregon grape holly, yucca), deciduous trees (catalpa, crepe myrtle, elm, horsechestnut, linden, maple, walnut) and evergreen trees (arborvitae, cedar, fir, Norway spruce, pine). The NPS may have installed additional plantings around this time, but additional research is needed on this subject. Additionally, an aerial from 1929 shows the elongated oval spaces and walks north and south of the lodge were still present.

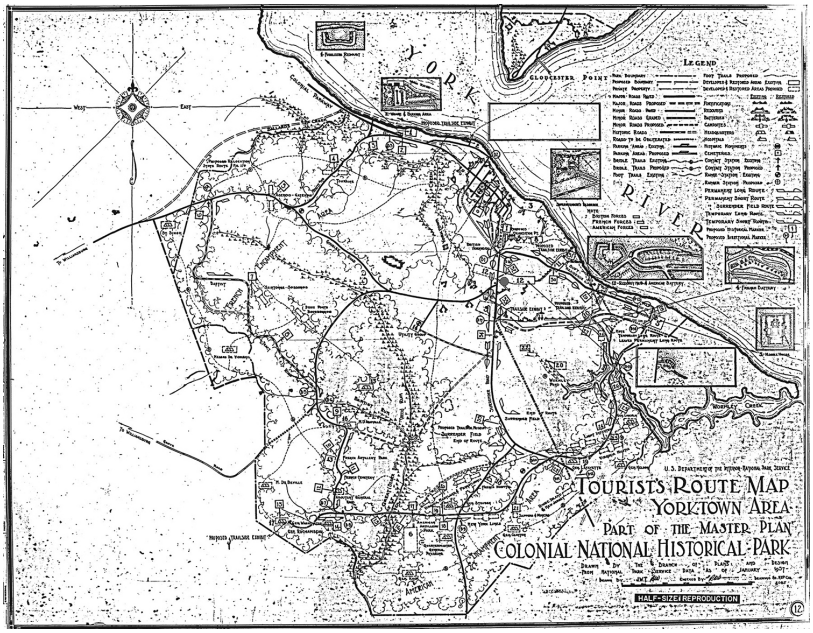


Figure 17. Plan of the park's tour roads, 1937. A red dot indicates the location of Yorktown National Cemetery. (Denver Service Center, eTIC, COLO-333-2085)



Figure 18. Cutting stones, view possibly looking northeast, February 1934. The original flagpole is visible in the background at image right. (Colonial NHP archives)



Figure 19. Stone cutting was complete by Memorial Day, 1934. View possibly looking northwest. The original flagpole is visible in the background at image center. (Colonial NHP archives)

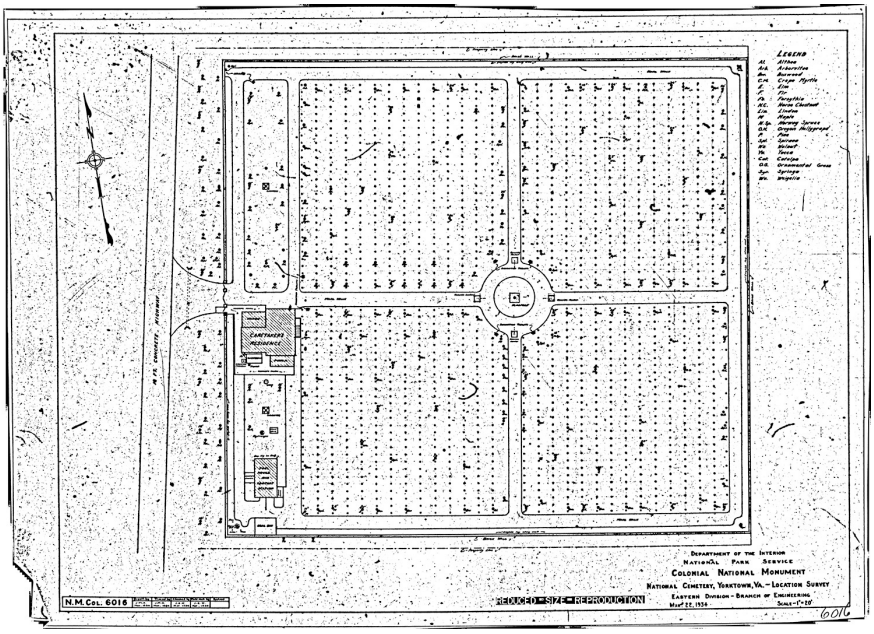


Figure 20. Yorktown National Cemetery, 1934. This plan indicates changes since the 1892 plan, including addition of a coal shed and removal of the rostrum. (Denver Service Center, eTIC_COLO-333-6016)

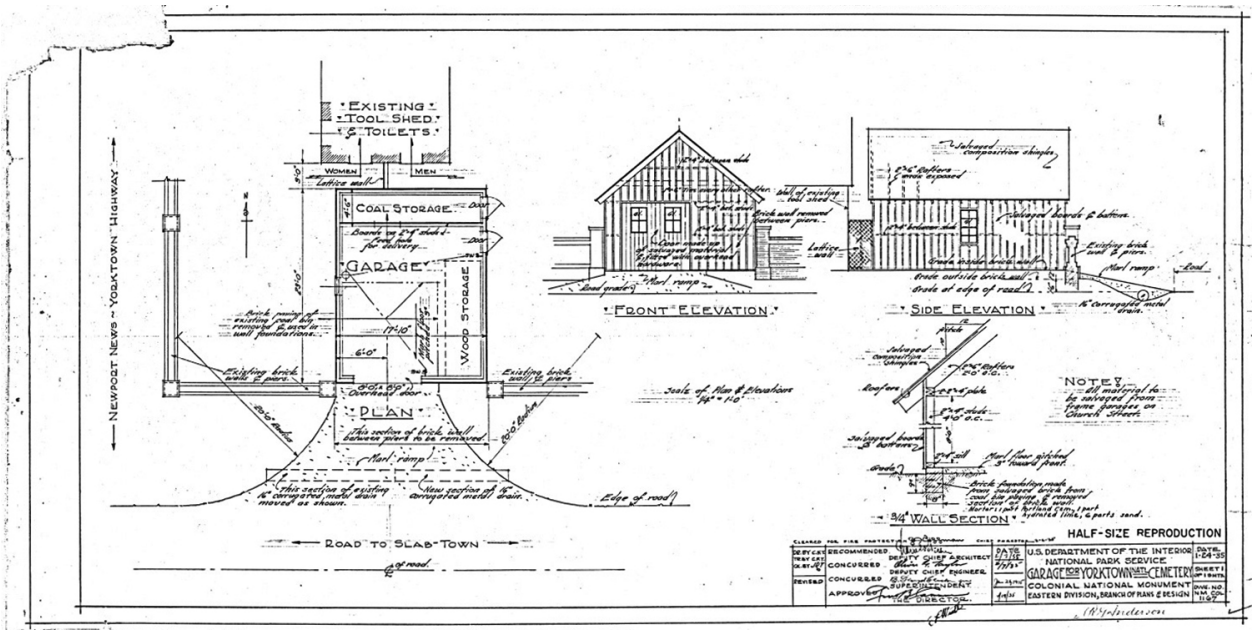


Figure 21. Drawing of a proposed garage at the southwest corner of the cemetery, 1935. (Denver Service Center, eTIC_COLO-333-1167)

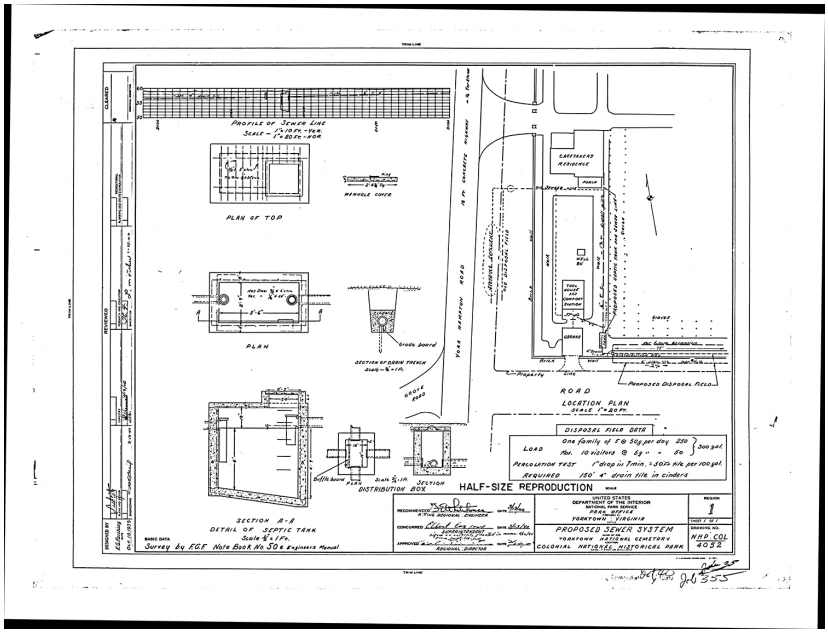


Figure 22. Drawing of a new septic system, 1940. (Denver Service Center, eTIC_COLO-333-4052)

11. NPS MANAGEMENT OF YORKTOWN NATIONAL CEMETERY, 1953-Present

Efforts to commemorate the colonial experience were renewed with increased vigor in the immediate post-World War II period, as Americans once again looked back with nostalgia to the colonial period in reaction to sweeping societal change. The adoption of the automobile as the primary means of transportation and labor reforms that created more leisure time combined to allow more families than

ever the opportunity for vacation travel. Visits to national parks increased to unprecedented levels, and a wide range of roadside attractions developed along the nation's expanding highway system. Places that interpreted American colonial history and celebrated early American agrarian lifeways were particularly popular in the 1950s as the pace of technology accelerated and Cold War tensions mounted. Reflecting the national trend in park visitation in the years following World War II, Colonial NHP's annual visitation figures increased by a factor of more than 5 from 239,218 in 1945 to 1,284,800 in 1955. (NR draft 2022, Sec.8: 149-150)

Park Development, 1950s-1960s
The 1952 construction of the four-lane US Route 17 (also known as George Washington Memorial Highway) and the George P. Coleman Bridge connecting Gloucester Point and points north to Yorktown substantially improved access to Colonial NHP. However, years of deferred investment at the park made for a substandard visitation experience, as major elements of park planning, including the completion of the Colonial Parkway and land acquisitions to eliminate inholdings (private land within NPS authorized boundaries) and incompatible developments, had yet to be completed. The park's visitor contact stations were inadequate to handle large crowds and lacked organized orientation and interpretive programs. (NR draft 2022, Sec.8: 150)

The impetus to address needed improvements at Colonial NHP was the Jamestown Festival, a celebration of the 350th anniversary of the founding of Jamestown scheduled to begin in April 1957. The festival was expected to draw an unprecedented number of visitors to the area and prompted the Commonwealth of Virginia, Colonial Williamsburg, and the NPS to undertake major building campaigns to improve facilities in the areas under their respective jurisdictions. NPS planning included commitments to construct new museums and interpretive displays at the park's Jamestown and Yorktown units and to connect the areas by completing the Colonial Parkway. (NR draft 2022, Sec.8: 150-151, from Peterson 1954: 6; US Congress 1953: 576; Lewis 1993: 144-145)

At Yorktown, a new "Information Center" was planned as to serve as a visitor's first major contact with the Yorktown Battlefield. It would be an interpretive museum to convey information about the site's historic significance and an orientation point to provide information about how to experience the park. The location chosen for the building was immediately southeast of the Village of Yorktown on a slight rise within the British/Confederate Earthworks area, which provided commanding views of the village, the British and American lines, and the York River. To facilitate access, the eastern terminus of the Colonial Parkway was rerouted from Fusiliers Redoubt to connect directly to the building's parking area. (NR draft 2022, Sec.8: 151, from Peterson 1954: 1,8-10)

In 1955, design plans for the modern style building were completed for what was then called the Yorktown Visitor Center, in keeping with the new nomenclature developed for such buildings by the NPS as part of the ambitious Mission 66 program finalized by the agency the same year. The $1 billion Mission 66 program represented the largest investment ever initiated for the national park system. The 10-year program, planned for completion by the 50th anniversary of the NPS in 1966, aimed to restore park infrastructure and services that had deteriorated during the previous 15 years and to address the increased visitor traffic. Construction efforts included new roads, trails, campgrounds, amphitheaters, visitor centers, administration buildings, and employee housing. (NR draft 2022, Sec.8: 151-152)

Both visitor centers and the Williamsburg to Jamestown section of the Colonial Parkway were completed as planned in time for the opening of the Jamestown Festival on April 1, 1957. The new eastern terminus of the Colonial Parkway at the Yorktown Visitor Center parking lot was finished shortly after, and the parkway opened end to end on April 27, 1957. (NR draft 2022, Sec.8: 153)

NPS Director Conrad L. Wirth counted the completion of the Yorktown and Jamestown visitor centers and the Colonial Parkway among the major accomplishments of the first year of the Mission 66 program. He noted that the facilities successfully handled a substantial increase in the number of visitors that came to Colonial NHP to participate in the Jamestown Festival events. The total number of visitors to the park in 1957 was 2,158,100, around 720,000 visitors more than the previous year. Between 1960 and 1970, Colonial NHP's annual visitation rose from 3.4 million to more than 8.7 million. (NR draft 2022, Sec.8: 155)

Slabtown/Uniontown and Its Cemeteries:
The renewed attention to Yorktown's history in the 1950s also prompted several private organizations to install commemorative objects on the battlefield. In 1954, one such memorial, the Unknown Confederate Soldiers Marker, was erected at the Confederate Cemetery in Slabtown/Uniontown, possibly in response to a Richmond newspaper article from 1952 that noted the contrast between the "little-known and entirely unvisited" burial ground and the "well-kept grounds" of the nearby Yorktown National Cemetery. (NR draft 2022, Sec.8: 154, quote in The Times-Dispatch, 27 April 1952)

Major changes were looming for residents in Slabtown/Uniontown during this period. Beginning with the 1933 Outline for Development, the NPS had desired privately owned properties within the authorized boundary that did not fit into the development plan "should be replaced as funds may be available or private owners persuaded." Properties that fell into this category included all houses in the Black community of Slabtown and the Shiloh Baptist Church (Figure 23). In the years following World War II, the NPS began addressing inholdings within historically significant areas of Yorktown, primarily through exchanges for outlying areas of the park or outright purchases, to facilitate the reconstruction and interpretation of sites to their Revolutionary War appearance. Such sites included portions of the First and Second Allied Siege Parallels in Slabtown/Uniontown. (NR draft 2022, Sec.8: 143-144,147,154, quote in Robinson 1933)

Land acquisitions were initially slow due to limited funding but accelerated with the introduction of a land-swap program in the 1950s. As the 1976 American Bicentennial and the 1981 bicentennial of the Battle of Yorktown approached, Congress approved funding to purchase the remainder of Slabtown. In 1971, the NPS purchased the Shiloh Baptist Church property from the congregation in exchange for a parcel outside the park boundary, approximately 0.5 miles west of the former site, where a new building was constructed. The NPS removed the 1898 church building, but the church cemetery was retained. (NR draft 2022, Sec.8: 154,164)

The federal government offered almost 40 Slabtown families up to $15,000 each plus the cost of their property for relocation and provided them with land in a new neighborhood called Hickory Hill, built a few miles away. Following acquisition by the NPS in the 1970s, the Slabtown houses and the York Star Masonic Lodge were razed, leaving little physical evidence of the neighborhood except for Union Road and Marl Pit Road. The Masonic Burial Ground/Slabtown Cemetery and Confederate Cemetery, like the Shiloh Baptist Church Cemetery, were left in place. (NR draft 2022, Sec.8: 154,164)

National Cemetery Landscape, 1950s-1960s:
In 1952 the volume of through-traffic along Cook Road (US Route 17) fronting the Yorktown National Cemetery decreased when a new US Route 17 was built. Around 1956 a parking lot was constructed off of Cook Road, just north of the cemetery, for both cemetery and battlefield visitors. An opening was cut into the one of the double-paneled spans of the cemetery's north brick wall to allow pedestrians direct access from the parking lot into the cemetery, rather than walking along Cook Road to the original pedestrian entrance. The opening was secured with an iron gate supported by two new brick piers. The gate was aligned with the north-south path marking the western edges of the graves and eastern edges of the ovals. (NR draft 2022, Sec.7: 18 and Sec.8: 150)

A comparison between the aerial photograph from 1929 and aerials from 1963 and 1970 shows a significant decrease in tree coverage at the cemetery, especially in the northeast and southeast quadrants. By 1970, the marl walks were covered with grass as well as those defining the elongated oval areas north and south of the lodge. Specific changes at the cemetery in the 1950s and 1960s included the removal of several overgrown boxwoods in 1956, installation of two waysides in the northern oval with the site's history and how to locate a grave by 1961, and the transfer of gun monuments (one on either side of the Lodge) to Fort Sumter in the 1960s (Figures 24, 25). Historic aerial photographs suggest the garage was removed between 1963 and 1970, at which time the opening in the wall was replaced by a double wood swing gate. (NR draft 2022, Sec.8: 94,fn14)

Earthwork Reconstructions, 1970s:
In 1975-1976, archeological work aided the NPS in reconstructing the remainder of the First and

Second Allied Siege Parallel, where feasible. In proximity to the Yorktown National Cemetery, this included: American Battery No. 4, Franco-American Redoubt, and the Epaulement to the east; and Grand French Battery Nos. 2, 3, and 5 and Grand French Battery Redoubt to the southwest (Figure 26). Reconstruction of these and other earthworks in anticipation of the 1976 Bicentennial represented the culmination of goals in the original 1930s master plans. (NR draft 2022, Sec.7: 50-51, Sec.8: 204)

National Cemetery Landscape, 1970s-2023:
An analysis of aerial photographs from 1970, 1982, 2002 indicates the rate of tree canopy in the cemetery slowed. In the first decades of the 2000s most trees in the former north and south elongated oval areas were lost.

By 2006 the current orientation wayside in the former north oval space and near the pedestrian gate was erected in the cemetery. The two-sided display offers a brief history of the site and a roster of graves and their locations. More recently, the NPS has erected waysides to document the significance of the Slabtown/Uniontown community's history and to commemorate its legacy. They are located just east of the visitor parking lot. Other recent projects include the project "Stabilize Basement and Rehabilitate the Yorktown National Cemetery Lodge" in 2010 and "Maintain Yorktown National Cemetery Wall" in 2018. (NR draft 2022, Sec.8: 164; Torkelson 2019: 136, PMIS 14100, PMIS 23477)

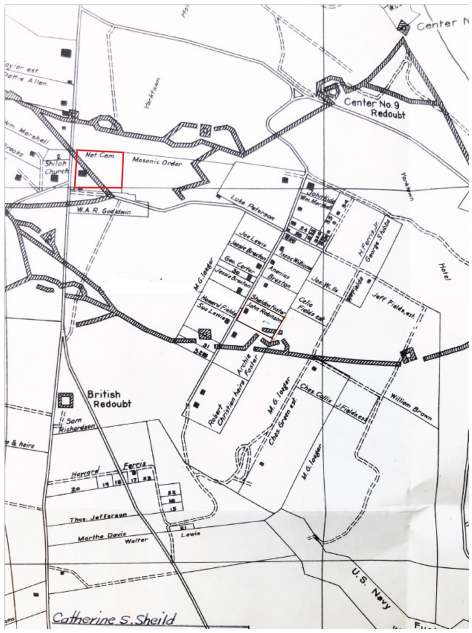


Figure 23. Map of Slabtown, 1933. The dark lines represent Revolutionary War-era defenses. At image top left is the National Cemetery. (Torkelson 2019: 125, from Colonial NHP archives. Annotated by OCLP)



Figure 24. Removing overgrown boxwood at Yorktown National Cemetery, 1956. Location in cemetery not known. (Colonial NHP archives)



Figure 25. View of "The Yorktown National Cemetery" wayfinding interpretive signs, which provided information regarding the history of the site and how to locate a grave using the cemetery's "blocks" or quadrant organization. (Colonial NHP archives)



Figure 26. View from 1980 looking southwest at (left to right) American Batter No.4, epaulement, Franco-American Redoubt, and French Battery No.6. Visible at image upper right is the Masonic Burial Ground/Slabtown Cemetery and the southeast corner of the Yorktown National Cemetery. (Colonial NHP archives)

Uses

Functions and Uses:

Major Category	Category	Use/Function	Historic	Current	Primary
Funerary	Cemetery	Cemetery	Yes	Yes	Yes
Defense	Fortification	Battery (Defense)	Yes	No	No
Defense	Battle Site	Battle Site	Yes	No	No
Government	Government Office	Maintenance Facility	Yes	Yes	No
Domestic (Residential)	Single Family Dwelling	Single Family House	Yes	No	No
Landscape	Scenic Landscape	View	Yes	No	No
Recreation/Culture	Museum (Exhibition Hall)	Wayside Exhibit	Yes	Yes	No

Public Access:

Public Access: Unrestricted

Public Access Narrative:

The cemetery is open for visitation from sunrise to sunset, and is closed on New Years Day, Thanksgiving, and Christmas Day. Visitor access is restricted to pedestrians.

Associated Ethnographic Group

Ethnographic Study Status: No Survey Conducted

Ethnographic Narrative:

The site of significant human habitation for more than 11,000 years prior to the first English contact, the park protects resources and evokes stories of the interaction and conflict between the English colonists and the American Indians of the Powhatan Paramount Chiefdom. (FD 2018: 3)

Analysis & Evaluation of Integrity

Analysis and Evaluation of Integrity Narrative Summary:

The historic integrity of Yorktown National Cemetery landscape is evaluated by comparing landscape characteristics and features present during the landscape period of significance, 1866-1933, with the existing conditions as assessed in 2022-2023. Many landscape characteristics and features from the period of significance remain today. The property's natural landform and built topography are extant. The formal layout of rows of graves within four square sections positioned around a central point is intact, while two support structures – the 1872-1877 lodge and 1894 tool shed – still stand at the edge of the cemetery. The 1877 brick inclosure wall that surrounds the property includes its original iron entrance gate as well as two gates added in the twentieth century. A few evergreen trees and shrubs still dot the cemetery lawns.

Several landscape characteristics and features at Yorktown have changed. While the overall historic design is intact, the stately presence of thousands of grave markers that were once positioned above ground, has been diminished because they were replaced in ca.1940 by markers that lie flush with the ground. This creates a pastoral appearance due to the scant visual impact of the flush and partially grass-covered grave markers. Formal gravel walkways have reverted to grass surfaces, obscuring the intended pedestrian circulation through the site. The cemetery's focal point, the central 100-foot tall flagpole and the earthen mound it stood upon, have been removed. The original flag was replaced by a much shorter flagpole in the northwest corner of the cemetery. Similarly, the rostrum and armament displays, standard features in national cemeteries in Virginia, are also missing. Historic photographs and maps reveal a verdant landscape of trees and shrubs in the 1930s, but the loss over time of all deciduous plantings, and many evergreens, now presents a comparatively stark landscape.

Yorktown National Cemetery retains integrity of location, design, setting, materials, workmanship, and association, but has diminished integrity of design and setting, and lacks integrity of feeling. As a whole, the cemetery landscape conveys its significance for association with the Civil War and as a component of the National Cemetery System as initially developed during the post-Civil War period through the early twentieth century under War Department administration. While the diminished or lost aspects of integrity detract from the historic details of the property, the cemetery retains its overall historic physical form.

INTEGRITY

The National Register of Historic Places defines integrity as the ability of a property to convey its significance through physical resources. The National Register program identifies seven aspects of integrity: location, design, setting, materials, workmanship, feeling, and association. Retention of these qualities is necessary for a property to convey its significance; however, not all seven aspects must be present to retain integrity. The following evaluation is based on an 1866-1933 period of significance for Yorktown National Cemetery landscape.

Location:
Location is the place where the historic property was constructed or the place where the historic event occurred. Yorktown National Cemetery retains all land acquired during its initial development in 1866-1875.

Design:
Design is the combination of elements that create the form, plan, space, structure, and style of a property. Yorktown National Cemetery retains the original burial plan as laid out in 1866, comprised of four square quadrants of grave rows around a central flagstaff, pathways separating the quadrants, and a lodge and tool shed at the southwest corner of the site. However, the historic design has been diminished through the conversion of the upright grave markers to flat markers, the transition of gravel walkways to grass surfaces, and the removal of the central flagstaff. The cemetery retains built features that convey the original design and historic development of the cemetery, including the Meigs-type lodge (1872-1877), inclosure wall and main entrance gate (1877), and tool shed (1894), but has lost the rostrum, a garage, and armament displays.

Setting:
Setting is the physical environment of a historic property. While the cemetery retains its overall setting defined

by the unifying lawn, brick inclosure wall, and cluster of buildings at the entrance on Cook Road. However, the alteration of the grave markers, changes to the walkway surfaces, and loss of plantings has diminished the cemetery's historic character. In terms of the larger setting defined by property outside of the cemetery wall, the Masonic Burial Ground/Slabtown Cemetery still remains to the east, beyond which are the former community of Slabtown/Uniontown and Confederate Cemetery, both obscured by woodlands. Reconstructed Revolutionary War earthworks stand just to the northeast and southwest, and the Shiloh Baptist Church cemetery occupies a small area to the west across Cook Road.

Materials:
Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property. In terms of built materials, Yorktown National Cemetery retains stone, brick, marble, iron, and asphalt on the buildings, walls, gates, and grave markers. Loss of historic built materials has resulted from removal of the cast-iron flagpole, marl (gravel) walkways, and gun armament displays. The general palette of plant materials, including the lawn and evergreen trees and shrubs, is consistent with those used during the historic period but in reduced quantity. Deciduous plantings, however, are missing.

Workmanship:
Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory. Yorktown National Cemetery retains workmanship characteristic of its initial development during the latter nineteenth century in the stone and woodwork of the lodge, in the masonry of the cemetery wall and tool shed, and in the grave stones. The workmanship of the grave stones has been diminished due to deterioration of the marble, due in part to their flat positioning.

Feeling:
Feeling is the property's expression of the aesthetic or historic sense of a particular period of time. Yorktown National Cemetery has lost much of the solemn dignity that characterized it historically and related it to its companion Civil War-era cemeteries in the National Cemetery System. This loss of feeling is due to alteration of the gravestones and gravel walkways, loss of specimen trees and shrubs, and removal of the central flagpole, rostrum, and armament displays. Overall, the cemetery conveys a barren, neglected feeling that does not reflect the country's intent for memorializing its fallen soldiers.

Association:
Association is the direct link between an important historic event or person and a historic property. Yorktown National Cemetery remains intimately associated with the Civil War, with a total of ninety-nine percent of its burials from that war. While the cemetery's transfer to the National Park Service in 1933 removed its historic association with the National Cemetery System administered by agencies of the US military, the cemetery landscape retains many of its physical resources that illustrate its historic association with the system.

The following section presents an analysis of landscape characteristics and their associated features and corresponding Historic Structures Inventory (HSI, formerly List of Classified Structures) names and numbers, if applicable. It also includes an evaluation of whether the feature contributes to the property's National Register eligibility for the landscape's historic period (1866-1933), contributes to the property's historic character, or if it is noncontributing, undetermined, or managed as a cultural resource. If a feature is non-contributing, it is evaluated as "compatible" (visually congruent with the historic character of the landscape) or "incompatible" (visually incongruent with the historic character of the landscape).

Landscape Characteristic: Natural Systems and Features

Natural systems and features are the natural aspects that have influenced the development and physical form of the landscape, and can include geology, geomorphology, hydrology, ecology, climate, and native vegetation. Eighteenth and nineteenth century maps of the Yorktown area indicate streams and marshes northwest and southeast of the future site of Yorktown National Cemetery. Now known as Yorktown and Wormley creeks, respectively, these hydrological features, as well as ravines and the overall terrain, served as natural obstacles that influenced the layout of defenses during the two Battles of Yorktown.

Like other areas of Yorktown, the underlying soils at Yorktown National Cemetery are largely unconsolidated sediment of boulders, pebbles, sand, clay, and marl. Marl – a native, calcific sedimentary stone with properties similar to those of limestone – was historically used as a building material, including the cemetery's primary walkways. Marl for the cemetery walkways may have been quarried in Slabtown/Uniontown just to the east, near Marl Pit Road.

Landscape Characteristic: Land Use

Land uses are the principal activities in a landscape that form, shape, and organize the landscape as a result of human interaction. Prior to its establishment as a national cemetery in 1866, the site was likely cultivated with tobacco in the seventeenth century as part of a vast farm own by Captain Nicholas Martiau. In 1781, the site was at the heart of Allied defenses during the Revolutionary War's Battle of Yorktown, positioned along a trench or earthwork that connected the First and Second Siege lines. The site witnessed less impacts during the Civil War's Battle of Yorktown, as it was located between Union and Confederate lines.

Soon after occupying Yorktown in 1862, the Union army buried over 600 dead near the future cemetery, which at the time was the speculated location of the 1781 Revolutionary War surrender ceremony. In 1866 the War Department determined that this gently rolling site, about one-half mile from the York River, was the "most suitable one for cemeterial purposes in that vicinity." (NR draft 2022, Sec.8: 93, quote in US War Department 1868: 938)

The War Department formally established Yorktown National Cemetery on July 13, 1866, in accordance with General Order No. 33 and Congressional legislation on July 17, 1862 authorizing national cemeteries. The 2.91-acre, rectangular-shaped cemetery was developed between Cook Road and the community of Slabtown (later Uniontown) for Union soldier burials. The cemetery currently contains 1,596 marked and 608 unmarked graves, of which 747 are known and 1,457 are unknown. The graves also include ten Confederate soldiers, three wives, several civilians, and the child of a cemetery superintendent. In addition, at least one World War I seaman and one former cemetery superintendent who was a Civil War veteran are buried in the cemetery. The War Department suspended burials at Yorktown in the 1920s, and in 1933 transferred cemetery management to the NPS. The cemetery is open to the public from dawn to dusk. (NR draft 2023, Sec.7: 17)

Landscape Characteristic: Spatial Organization

Spatial organization is the three-dimensional organization of physical forms and visual associations in a landscape, including the articulation of ground, vertical, and overhead planes that define and create spaces. The overall spatial organization at Yorktown National Cemetery is intact, with four square sections of graves arranged in rows within a brick wall inclosure. The former superintendent's lodge and a tool shed remain as supporting structures at the southwest edge of the cemetery. However, alterations, removals, or losses of key features – grave markers, walkways, vegetation, and the original flagpole – have diminished the cemetery's formal layout (Figure 27).

The graves at Yorktown were initially marked with temporary, white-painted pine headboards, and later replaced with upright marble markers, which collectively created geometric fields of identical stones. When the markers were laid flat beginning in 1934, the rows of markers became considerably less visible. Marl walkways reinforced the cemetery's formal design while directing foot traffic, dividing the four grave sections and edging the perimeter wall. Walkways also defined two elongated oval-shaped spaces that flanked the original entrance gate in the west wall: the northern space was the site of a rostrum (removed) and the south space was the site of the lodge and tool shed (extant) and garage and artillery displays (removed). Today, the walkways are covered in grass and illegible, which has allowed social trails to develop. Trees and shrubs once lined many of the walkways and dotted the lawns of the four grave sections, but most of this vegetation is gone.

The four quadrants of graves were arranged around the cemetery's focal point, a 110-foot tall flagpole set within a raised circular earthen mound, itself edged with a marl walkway. The flagpole and mound have been replaced with a much shorter flagpole located in the northern oval space.

Landscape Features:

Feature Name	CLI Feature ID	Feature Contribution	CRIS-HS Resource ID	Associated CRIS-AR ID	FMSS Record Type	FMSS Record Number	FMSS Exact Match
Four Burial Quadrants of Linear Graves	201621	Contributing					No

Landscape Characteristic Graphics:



Figure 27. View looking west at the main gate. A gravel walkway lined with trees once extended from the center double gate to a tall flagpole set within an earthen mound in the center of the cemetery. Compare this view with Figure 7. (OCLP 2022, DSC-0286)

Landscape Characteristic: Topography

Topography is the three dimensional configuration of the landscape surface characterized by features (such as slope and articulation) and orientation (such as elevation and solar aspect). Topographic changes in the form of interments began near the site in 1862, when the Union army buried over 600 dead. In 1866 the War Department selected the site's gently rolling terrain as suitable for establishment of Yorktown National Cemetery, whereupon thousands of new graves were prepared (including for many of the previous burials). Other topographic changes included grading the walkways, or "avenues," between the four grave sections and creating a circular earthen mound around the central flagpole. The local topography was altered later at the building sites for the lodge, tool shed, and garage. The site's topography has remained stable since then, except for removal of the central earthen mound.

Prior to its use as a cemetery, the site was likely used for agricultural uses, but the extent of such topographic changes is unknown. During the Revolutionary War, an earthwork or trench was built diagonally northwest-southeast through the site, which connected to Allied defenses just to the north and south. Additional research may determine the condition of this diagonal feature at the time of the Civil War.

Landscape Characteristic: **Vegetation**

Vegetation includes deciduous and evergreen trees, shrubs, vines, groundcovers, and herbaceous plants and plant communities, whether indigenous or introduced in the landscape. By April 1867, Yorktown National Cemetery was described as “tastefully laid out … with large grass plots, trees and shrubbery intermingling with a happy effect.” Historic photographs and maps from the 1870s through the 1930s show that vegetation matured into a diverse collection of evergreen and deciduous trees and shrubs set out along the walkways and scattered around the lawns in the four grave areas. However, the character, variety, and density of plantings decreased steadily in the 1960s and 1970s and has slowly continued since then. Vegetation at the cemetery today is dominated by lawns, with only a limited number of evergreen trees and shrubs (a single black walnut stands outside of the west cemetery wall, alongside Cook Road). (NR draft 2022, Sec.8: 94, quote in Philadelphia Inquirer, 8 April 1867)

A site map prepared in 1934, soon after the NPS assumed management, documented the cemetery’s extensive varieties of deciduous trees (catalpa, crepe myrtle, elm, horsechestnut, linden, maple, walnut) and shrubs (althea, forsythia, ornamental grass, spiraea, weigelia). None of these species are present within the cemetery walls today. The same map inventoried evergreen trees (arborvitae, cedar, fir, Norway spruce, pine) and shrubs (boxwood, Oregon grape holly, yucca). A few of these species remain.

Evergreen Plantings
Several varieties of evergreen trees and shrubs are present today. The most common tree in the cemetery is Eastern red cedar, of which there are four large specimens. Boxwoods are the most prominent evergreen shrub, growing in clusters or as single specimens, but some are dead or dying. Two clusters of yucca can be found in the cemetery, and there is one loblolly pine. English ivy can be found amongst some of the boxwoods (Figures 28, 29, 30). However, evergreen plantings growing within the primary walkways do not contribute as they would not have existed there historically.

Turf
Maintained lawns have long comprised the cemetery’s groundcover since its early establishment. The turf today ranges from good to fair condition, except in areas where social paths have compacted the turf (see Figures 28, 28, 30).

Landscape Features:

Feature Name	CLI Feature ID	Feature Contribution	CRIS-HS Resource ID	Associated CRIS-AR ID	FMSS Record Type	FMSS Record Number	FMSS Exact Match
Evergreen Plantings	201627	Contributing					No
Evergreen Plantings, in Primary Walkways	201628	Noncontributing – Incompatible					No
Turf	201630	Contributing					No

Landscape Characteristic Graphics:



Figure 28. View looking northeast at an Eastern red cedar and a Loblolly pine. (OCLP 2022, DSC-0115)



Figure 29. View looking north at yuccas near the center of the cemetery and a boxwood shrub (image right). (OCLP 2022, DSC-0297)



Figure 30. View looking southeast at a boxwood tree and English ivy near the center of the cemetery. (OCLP 2022, DSC-0331)

Landscape Characteristic: Circulation

Circulation refers to the spaces, features, and applied material finishes that constitute systems of movement in a landscape. Circulation in the cemetery has changed considerably during the historic period. Beginning in the 1870s, walkways, or “avenues,” constructed with a hardened mixture of local gravel, clay, and silt – known as marl – were built as the primary circulation feature, formally defining the borders of the four grave sections, paralleling the interior face of the cemetery wall, and forming the elongated oval-shaped areas flanking the main gate in the west wall. There were no formal paths within the interiors of the four grave sections, with lawns serving as the surface for informal circulation. Today, the primary walkways are covered in grass and indistinguishable from the lawns that surround the graves. The absence of clear circulation routes has encouraged development of social trails, especially through the interior of the northern grave sections. Current circulation within the cemetery is intended primarily for pedestrians, with vehicular uses limited to park maintenance staff. A gravel parking lot is located north of the cemetery.

Primary Walkways
Historic photographs from 1876 through a site plan from 1934 indicate marl walkways, or “avenues,” divided the four quadrants of graves and intersected at a circular marl walkway surrounding the original central flagpole. Marl walks also paralleled the four interior faces of the cemetery wall and defined the elongated oval areas at the west edge of the cemetery. By 1970 these walkways featured grass surfaces. Future research may determine if the gravel surfaces were removed and planted with grass, or if grass was allowed to overspread the gravel. Today a short section of this walkway system, from the pedestrian gate in the north wall to the orientation wayside, is actively used but its historic dimensions are not visible. Despite the change in surface material and loss of some of the defined edges, the primary walkway system through the grounds is still perceptible and is a contributing feature (Figure 31).

Social Trails
Lacking a discernable walkway system, social paths have developed from the orientation wayside to the two upright grave markers in the northwest quadrant and to the wayside at the center of the cemetery. These paths diminish the historic character and reverence of the cemetery (Figure 32).

Concrete Walkways at Lodge/Main Gate
A scored concrete walkway parallels the north, west, and south sides of the Lodge, and extends west through the south pedestrian gate at the main gate (Figure 33). Addition research is recommended to determine the history of this feature.

Landscape Features:

Feature Name	CLI Feature ID	Feature Contribution	CRIS-HS Resource ID	Associated CRIS-AR ID	FMSS Record Type	FMSS Record Number	FMSS Exact Match
Primary Walkways	201632	Contributing					No
Social Paths	201635	Noncontributing – Incompatible					No
Concrete Walkways at Lodge/Main Gate	201636	Undetermined					No

Landscape Characteristic Graphics:



Figure 31. View looking south from one of the primary walkways that was originally surfaced in gravel. Note the earthen social trail heading east through the graves from the orientation wayside, "Yorktown National Cemetery/Directory." (OCLP 2022, DSC-0102)



Figure 32. View looking east at a social path in the northwest grave section. (OCLP 2022, DSC-0100)



Figure 33. View looking north at part of the concrete sidewalk at the lodge. (OCLP 2022, DSC-0276)

Landscape Characteristic: Buildings and Structures

Buildings are elements constructed primarily for sheltering any form of human activity in a landscape, while structures are elements constructed for functional purposes other than sheltering human activity. The superintendent's lodge, perimeter wall, and tool shed are extant historic features in the landscape and contribute to the cemetery's historical significance. A garage built by the NPS in ca.1935 along the southwest portion of the cemetery wall was removed in 1963-1970.

Lodge
The first building associated with Yorktown National Cemetery was temporary housing for the superintendent, built around the time of the cemetery's establishment in 1866. The location or design of this wood structure is not known. In 1867 the Act to Establish and to Protect National Cemeteries directed the Secretary of War to provide superintendents at all national military cemeteries with permanent housing. Based on plans by Quartermaster General of the Army Montgomery C. Meigs, Yorktown's lodge was constructed in 1872 as a one-story, masonry, inverted L-shaped building with a hipped roof. Located at the west edge of the cemetery and adjacent to the main gate, the building was enlarged in 1874 with the addition of a half story under a slate-covered mansard roof. A small rear kitchen addition was built by 1934. The front porch was screened in at an unknown date.

Designed in the Second Empire style, the building features pedimented dormers, two brick chimneys, and is surrounded by a modillioned cornice. The walls are random ashlar, light-colored rubblestone except two one-story frame additions that are clad in clapboard. The primary entrance is in the northwest interior angle of the building and is sheltered by a hip-roof, screened porch. The porch is wood-frame and has a screen door with carved wood elements. Fenestration consists of six-over-six sash on the first story and two-over-two sash in the dormers and the frame additions. The building is currently vacant (Figures 34, 35). (NR draft 2023, Sec.7: 18)

Wall
The 1867 Act also included stipulations for enclosing every national cemetery with a substantial stone or iron fence. Quartermaster General Meigs filed plans in 1870 for a prototype flat-top stone wall approximately 5 feet tall with dividing pilasters and coping stones. By 1877 walls of stone or brick with iron gates for the main entrances were built at all Virginia national cemeteries. The brick inclosure wall at Yorktown National Cemetery replaced an earlier picket fence. Yorktown's cemetery wall is approximately 3 feet tall and is constructed of common bond brick divided into double-paneled spans by slightly taller brick piers (Figure 36). The original access point into the cemetery was through a gate in the middle of the west wall, next to the lodge. Additional gates were created in the north wall and south wall at later dates (see Small-Scale Features). (NR draft 2023, Sec.7: 17)

Tool Shed
The War Department built a one-story, brick tool shed in 1894, at the south end of the south oval space. The building was altered by 1934 to include restrooms. The structure is a rectangular-shaped, side-gable structure with square slate shingles and exposed rafter tails. All openings have a segmental brick arch and stone sills. The entrance is centered in the west elevation and consists of an arched, double-leaf, wood-paneled door flanked by single six-over-six sash windows. The north side has a single window, and the south elevation has two single, wood-paneled doors. The building is now used for storage (Figure 37). (NR draft 2023, Sec.7: 18)

Landscape Features:

Feature Name	CLI Feature ID	Feature Contribution	CRIS-HS Resource ID	Associated CRIS-AR ID	FMSS Record Type	FMSS Record Number	FMSS Exact Match
Yorktown National Cemetery Lodge	201641	Contributing	006888		Location	54700	Yes
Yorktown National Cemetery Tool Shed	201644	Contributing	081936		Location	54703	Yes
Yorktown National Cemetery Wall	201648	Contributing	081935		Location	494912	Yes

Landscape Characteristic Graphics:



Figure 34. View looking southeast at the lodge. (OCLP 2022, DSC-0130)



Figure 35. View looking northeast at the lodge. (OCLP 2022, DSC-0277)



Figure 36. View looking southwest at exterior face of the cemetery wall. (OCLP 2022, DSC-0342)



Figure 37. View looking northeast at the tool shed. The rear elevation of the lodge is in the background. (OCLP 2022, DSC-0143)

Landscape Characteristic: Views and Vistas

A view is the expansive and/or panoramic prospect of a broad range of vision that may be naturally occurring or deliberately contrived. A vista is a controlled prospect of a discrete, linear range of vision, which is deliberately contrived. Views and vistas were key considerations in the design of Yorktown National Cemetery but have been diminished by the removal of the central flagpole, placement of grave markers at grade, the loss of vegetation and primary gravel walkways that framed views, and use of the north pedestrian gate as the primary entrance.

View looking east from Main Gate
The four quadrants of graves were arranged around a tall central flagpole that served as the cemetery's focal point. The most impactful first impression was from the main gate at the west wall: here, the foreground was historically framed by vegetation to the north and the Lodge to the south, while the marl walkway lined with trees and above-ground grave markers focused the view to the flagpole. The integrity of this character-defining view is diminished due to the loss of the original flagpole, as well as loss of vegetation, marl walks, and the above-ground grave markers (see Figure 27). Similar views of the flagpole were likely abundant from the cemetery's other primary walkways.

Views of Grave Markers
Historically the evenly-spaced grave markers stood above ground in evenly-spaced rows. The row arrangements remain intact today, but the visual presence of the grave markers has been diminished since they were laid flush with the ground in 1934 and ca.1940 (see Figure 32). Nonetheless, these views remain character-defining features of the landscape.

Landscape Features:

Feature Name	CLI Feature ID	Feature Contribution	CRIS-HS Resource ID	Associated CRIS-AR ID	FMSS Record Type	FMSS Record Number	FMSS Exact Match
View looking east from Main Gate	201650	Contributing					No
Views of Grave Markers	201652	Contributing					No

Landscape Characteristic: Small Scale Features

Small-scale features are elements that provide detail and diversity for both functional needs and aesthetic concerns in the landscape. Contributing feature includes the main gate within the cemetery wall, but not the two smaller gates. Features removed during the historic period include the cast and wrought iron rostrum (1894-ca.1934), original iron flagpole at the center of the cemetery (1877-1934/1940s), and artillery displays (ca.1892-1934/1940s).

Grave Markers
In 1867 the Act to Establish and to Protect National Cemeteries directed that each grave would be marked with a small headstone or block. On March 3, 1873, Congress appropriated $1 million for the erection of "durable" stones at each grave in the national cemeteries. The Secretary of War drew up specifications for two types of stones: a small upright headstone for graves of known soldiers and a low square post for graves of the unknown. They were to be polished white marble or granite with curved tops and an inscription of raised letters inside a recessed shield indicating the name (if known), state regiment, and grave number. Each stone was to measure 10 inches wide by 4 inches thick and be installed with 12 inches above the ground and 24 inches below the ground. The 6-inch-square white marble posts, a new type of grave marker in military cemeteries, included only the grave number inscribed on the top surface and another number noting the number of

interments if more than one. These were to be installed with only 4 inches aboveground.

The first grave markers at Yorktown were upright wooden military headboards. In 1876 or 1877 Vermont marble headstones were erected. In 1934, to streamline maintenance work and create a uniform lawn-style landscape, the NPS laid (all but two of) the original markers flush with the ground. The markers were replaced with new marble markers in ca.1940, also set flush with the ground. Today, most of grave markers are 2-by-1-foot, engraved marble stones set flush with the ground. Many have sunken below grade while some have been lifted above ground in awkward angles by tree roots. Several markers are obscured within vegetation. Two grave markers stand above ground in the northern portion of the northwest quadrant (Figures 38, 39, 40, 41).

As the grave markers are laid flat instead of standing upright, as a whole they do not contribute to the historic design or character of the Yorktown National Cemetery cultural landscape as it relates to National Register Criterion C in the area of Landscape Architecture, for the period 1866-1933. In the table below the grave markers are evaluated as non-contributing. It is important to note that the graves themselves are a contributing resource under Criterion A in the area of Military, for the period 1866-Present.

Main Gate
Original access to the cemetery was through sets of wrought iron gates in the center of the west cemetery wall. Today this gate consists of a center, double-leaf, wrought iron gate for vehicles flanked by single, wrought iron pedestrian gates, all hung on square, granite posts with tapered tops (see Figure 27). (NR draft 2023, Sec.7: 17)

Service Gate
In ca.1935 the NPS built a small garage to house equipment, wood, and coal. One of the double-paneled spans of the south cemetery wall, which abutted the south side of the garage, was removed to create a garage door. The garage was demolished in 1963-1970, but the opening in the wall was retained for maintenance access. Today, this service entrance features a double-leaf, picket gate, painted brick red (Figure 42). This feature is noncontributing under Criterion C, but does not appreciably detract from the cemetery's historic character. (NR draft 2023, Sec.7: 17-18)

Pedestrian Gate
Around 1956 a small opening was cut in the center of one of the north cemetery wall's double-paneled spans to create direct pedestrian access between the cemetery and the visitor parking lot just to the north of the cemetery. Today this opening features an iron gate supported by brick piers that are slightly taller than the wall's original piers (Figure 43). This feature is noncontributing under Criterion C, but does not appreciably detract from the cemetery's historic character. (NR draft 2023, Sec.7: 18)

New Flagpole
Situated at the west end of the cemetery, in the middle of what once was an elongated oval space north of the lodge, is a flagpole lit by a small floodlight (see Figure 31). This 30-foot pole replaced the 100-foot pole at the center of the cemetery, sometime between 1934 and the early 1940s. As the flagpole feature was removed from its original central location and replaced by a shorter pole at the west edge of the property, the current flagpole does not contribute to the historic character of the Yorktown National Cemetery landscape. (CLR 2009: 194)

Original Flagpole and Guy Wire Footing Remnants
Five concrete footings embedded in the grass at the center of the cemetery are likely remnants of the original iron flagpole, which was set within a circular earthen mound at the intersection of the cemetery's primary walkways that separated the four burial quadrants. Four footings for the guywires that stabilized the flagpole also remain. These features are evaluated as undetermined pending confirmation of their function and use (Figure 44).

Culverts
A round cast-iron grate covers a culvert inlet at the northwest corner of the cemetery, next to the cemetery wall. The location of the culvert outlet is presumably west of the wall, but its location is

not known. Cemetery maps from 1892 and 1934 suggest other drains at the southwest corner and in the main walkway next to the lodge, but further research is needed. The drains likely operated in conjunction with brick gutters that lined some of the marl walkways. There are also culverts west of the west cemetery wall that convey stormwater along the ditch that parallels Cook Road. The history of these drainage features requires future research.

Cast-Iron Planter
This feature is currently just south of the lodge, but its history is unknown. The planter possibly appears on a 1934 cemetery map, but until a better quality image of the map can be found this feature is evaluated as undetermined (see Figure 35).

Stockade Fence at Lodge
Two sections of four-foot high wood stockage fencing arranged in an L-shape conceal a small utility area on the south side of the Lodge (see Figure 35). The fence is not historic but generally inconspicuous in the landscape.

Waysides (2)
There are two contemporary waysides within the cemetery walls. A double-sided orientation wayside, “Yorktown National Cemetery/Directory,” stands just west of the northwest quadrant (see Figure 31). The “Bivouac of the Dead” wayside stands near the center of the cemetery (see Figure 44). There are also two waysides just outside of the cemetery’s north wall, near the pedestrian gate, devoted to Slabtown/Uniontown.

Landscape Features:

Feature Name	CLI Feature ID	Feature Contribution	CRIS-HS Resource ID	Associated CRIS-AR ID	FMSS Record Type	FMSS Record Number	FMSS Exact Match
Yorktown National Cemetery Wall: Main Gate	201654	Contributing	081935		Asset	494912	Yes
Yorktown National Cemetery Wall: Service Gate	201655	Noncontributing – Compatible	081935		Asset	494912	Yes
Yorktown National Cemetery Wall: Pedestrian Gate	201656	Noncontributing – Compatible	081935		Asset	494912	Yes
Yorktown National Cemetery Grave Markers	201657	Noncontributing – Compatible	006887		Asset	53424	Yes
New Flagpole	201658	Noncontributing – Compatible					No
Stockade Fence at Lodge	201659	Noncontributing – Compatible					No
Wayside: “Bivouac of the Dead”	201660	Noncontributing – Compatible					No
Wayside: “Directory/Yorktown National Cemetery”	201661	Noncontributing – Compatible					No
Original Flagpole and Guy Wire Footings	201662	Undetermined					No
Culverts	201663	Undetermined					No
Cast-Iron Planter	201664	Undetermined					No

Landscape Characteristic Graphics:



Figure 38. A typical grave marker at Yorktown National Cemetery. (OCLP 2022, DSC-0166)



Figure 39. View of a grave marker upended by tree roots. (OCLP 2022, DSC-0305)



Figure 40. A few of the cemetery's grave markers are obscured by vegetation. (OCLP 2022, DSC-0334)



Figure 41. Two grave markers at Yorktown stand above grade. (OCLP 2022, DSC-0257)



Figure 42. View of the service gate in the south cemetery wall. (OCLP 2022, DSC-0149)



Figure 43. View of the pedestrian gate in the north cemetery wall. (OCLP 2022, DSC-0266)



Figure 44. View looking west at one of the guy-wire footings (image foreground) and the original flagpole footing (image center). In the background is the "Bivouac of the Dead" wayside. (OCLP 2022, DSC-049)

Landscape Characteristic: Archeological Sites

Archeological sites are the locations of ruins, traces, or deposited artifacts in the landscape and are evidenced by the presence of either surface or subsurface features. Only sites identified in approved National Register documentation are identified in this report.

According to the 2022 draft National Register, no archeological sites have been identified at Yorktown National Cemetery. However, outside of the cemetery archeological projects were undertaken on former military features. Beginning in 1934, laborers from the park's CCC camps assisted the NPS with extensive archeological investigations that contributed significantly to the understanding of the development of the Village of Yorktown and of the military works constructed during the American Revolution and Civil War (including the First Allied Siege Parallel and the Second Allied Siege Parallel). Many of the findings of the archeological investigations at the military emplacements confirmed the accuracy of battle maps drawn by French and American engineers during the American Revolution or by Union Army surveyors during the Civil War. (NR draft 2022, Sec.8: 203)

In preparation for the American Bicentennial in 1976, selected battlefield sites were archeologically surveyed. Research objectives were to locate and define military resources, compare American and French fortifications, analyze the accuracy of French battle maps, and recover artifacts associated with the 1781 Siege of Yorktown. Among sites excavated as part of this effort were the Grand French Battery and portions of the Second Allied Siege Parallel that were within the Slabtown neighborhood. (NR draft 2022, Sec.8: 204)

Condition

Assessment Interval (Years): 10

Next Assessment Due Date: 09/29/2033

Condition Assessment and Impacts

Condition Assessment: Fair

Assessment Date: 09/29/2023

Condition Assessment Explanatory Narrative:

The condition of Yorktown National Cemetery is “fair.” The property shows clear evidence of minor disturbances and deterioration by natural and/or human forces, and some degree of corrective action is needed within 3-5 years to prevent further harm to its cultural and/or natural values. If left to continue without the appropriate corrective action, the cumulative effect of the deterioration of many of the landscape characteristics will cause the property to degrade to a poor condition.

Primary issues at Yorktown include gravestones that are sunken or have heaved, overgrown vegetation that is obscuring some gravestones, dead or dying vegetation, and earthen social paths that have compacted turf.

Impacts

Type of Impact: Pollution

Other Impact:

External or Internal: External

Impact Narrative: Air pollution is causing damage to cemetery walls, gravesite markers, and other materials through contact with acid rain (wet deposition) and sulfur dioxide gas from combustion. While wet deposition contributes partly to the deterioration of materials from acidification, sulfur dioxide gas is the main contributor to deterioration of stone, paint, and some metals. (FD 2018: 46)

Date Identified: 05/01/2022

Type of Impact: Structural Deterioration

Other Impact:

External or Internal: Internal

Impact Narrative: Many grave markers have sunken below grade while some have been lifted to awkward angles by tree roots. Several markers are obscured within vegetation.

Date Identified: 05/01/2022

Type of Impact: Vegetation/Invasive Plants

Other Impact:

External or Internal: Internal

Impact Narrative: Some of the current vegetation is overgrown, diseased, or dying. The two main grass walkways are blocked in places by overgrown plants.

Date Identified: 05/01/2022

Type of Impact: Visitation

Other Impact:

External or Internal: Internal

Impact Narrative: Due to the lack of clear pedestrian circulation routes, social paths have developed through the cemetery, mainly in the northwest quadrant, and to a lesser extent, the northeast quadrant.

Date Identified: 05/01/2022

Treatment

Stabilization Measures

Treatment Documents

Treatment Type: Undetermined

Treatment Completed: No

Document Type: General Management Plan

Title:

IRMA Link:

Narrative:

The park's 1993 General Management Plan did not specifically address the Yorktown National Cemetery. However, it did propose a reassessment of historical significance of the Yorktown Battlefield: "Consideration also needs to be given to other aspects of Yorktown history; for example, the role of Yorktown in the Civil War and the use of Revolutionary War defenses in that conflict." (GMP 1993: 29)

The park's 2018 Foundation Document categorized the Yorktown National Cemetery as one of several "other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes." (FD 2018: 16)

The park has requested funding for two projects: "Prepare Cultural Landscape Report and Treatment Plan for the Yorktown National Cemetery" in 2024 (PMIS 222254) and "Develop and Implement a Preservation Maintenance Plan for Yorktown National Cemetery" in 2023 (PMIS 333104).

A complete cemetery rehabilitation is proposed for 2027 in the project, "Rehabilitate Yorktown National Cemetery Complex" (PMIS 315567). Work will include aligning, leveling and/or resetting over 1,500 headstones to their upright positions, restoration of appropriate plantings and grasses, as well as rehabilitation of the brick perimeter wall and gates. The Lodge building will be fully restored including rehabilitating the slate/metal roof, rehab of 18 exterior windows and three doors, interior rehab of electrical and plumbing services, and replacement of HVAC components. The Tool Shed will be restored at the same time, replacing the roof and rehabilitating all wooden windows and doors.

Approved Treatment Costs

Cost Narrative:

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