



THE SECRETARY OF VETERANS AFFAIRS  
WASHINGTON

September 22, 2006



*Commemorating 75 Years of Service*

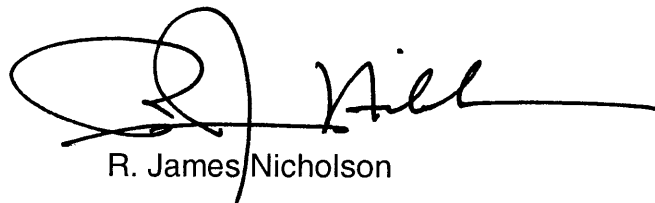
Mr. John L. Nau, III  
Chairman  
Advisory Council on Historic Preservation (ACHP)  
Old Post Office Building, Suite 809  
1100 Pennsylvania Avenue, NW  
Washington, DC 20003

Dear Mr. Nau:

I am happy to provide a copy of the Department of Veterans Affairs' (VA) "Preserve America" Report to comply with Section 3 of the President's Executive Order 13287.

We look forward to working with you in the future to improve, strengthen and identify opportunities within VA's historic preservation program. A copy of this letter and enclosure have been sent to Mr. John M. Fowler, Executive Director, Advisory Council on Historic Preservation.

Sincerely yours,



R. James Nicholson

Enclosure

# **Department of Veterans Affairs**

**Report to**

**The Advisory Council on Historic  
Preservation**

**In compliance with Section 3 of  
The President's Executive Order 13287  
"Preserve America"**

**September 2006**

# Department of Veterans Affairs

## Report to The Advisory Council on Historic Preservation In compliance with Section 3 of The President's Executive Order 13287, Preserve America

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### Department Overview:

#### Mission Statement

*"To care for him who shall have borne the battle and for his widow and his orphan."*

These words, spoken by Abraham Lincoln during his Second Inaugural Address, reflect the philosophy and principles that guide the Department of Veterans Affairs (VA) in everything we do, and are the focus of our endeavors to serve our Nation's veterans and their families.

#### Vision

We will strive to meet the needs of the Nation's veterans and their families today and tomorrow by: (1) becoming an even more veteran-focused organization, functioning as a single, comprehensive provider of seamless service to the men and women who have served our Nation; (2) cultivating a dedicated VA workforce of highly skilled employees who understand, believe in, and take pride in our vitally important mission; (3) continuously benchmarking the quality and delivery of our service with the best in business and use innovative means and high technology to deliver world-class service; and (4) fostering partnerships with veterans organizations, the Department of Defense and other federal agencies, state and local veterans organizations, and other stakeholders to leverage resources and enhance the quality of services provided to veterans.

#### Brief History of Veterans Care & Benefits

The United States has the most comprehensive system of assistance for veterans of any nation in the world. This benefits system traces its roots back to 1636, when the Pilgrims of Plymouth Colony were at war with the Pequot Indians. The Pilgrims passed a law which stated that disabled soldiers would be supported by the Colony.

The Continental Congress of 1776 encouraged enlistments during the Revolutionary War by providing pensions for soldiers who were disabled. Direct medical and hospital care given to veterans in the early days of the Republic was provided by the individual States and communities. In 1811, the first domiciliary and medical facility for veterans was authorized by the federal Government. In the 19th century, the Nation's veterans

assistance program was expanded to include benefits and pensions, not only for veterans, but also their widows and dependents.

President Abraham Lincoln honored the war dead through two authorizations. In an omnibus bill enacted July 17 1862, he was empowered "to purchase cemetery grounds, and cause them to be securely enclosed, to be used as a national cemetery for the soldiers who shall die in the service of the country." More than 65 of these national cemeteries were created in the next five years. Subsequently, the 39<sup>th</sup> Congress passed on February 22, 1867, the more detailed Act to establish and protect national cemeteries, articulating the responsible parties, funding, etc.

After the Civil War, Congress established the National Home for Disabled Volunteer Soldiers (NHDVS) (1865 – 1930) to care for veterans. Eleven branches were established nationwide, and represent the oldest VA-owned buildings by virtue of the NHDVS being a predecessor agency. Because domiciliary care was available at all veterans homes, incidental medical and hospital treatment was provided for all injuries and diseases, whether or not of service origin. Indigent and disabled veterans of the Civil War, Indian Wars, Spanish-American War, and Mexican Border period, as well as discharged regular members of the Armed Forces were cared for at these homes.

Congress established a new system of veterans' benefits when the United States entered World War I in 1917. Included were programs for disability compensation, insurance for service persons and veterans, and vocational rehabilitation for the disabled. By the 1920s, the various benefits were administered by three different Federal agencies: the Veterans Bureau, the Bureau of Pensions of the Interior Department, and the NHDVS.

The establishment of the Veterans Administration came in 1930 with the passage of Public Law 71-536, Consolidation of Government Bureaus Act, which Congress authorized the President to "consolidate and coordinate Government activities affecting war veterans." The three component agencies became bureaus within the Veterans Administration. Brigadier General Frank T. Hines, who directed the Veterans Bureau for seven years, was named as the first Administrator of Veterans Affairs, a job he held until 1945.

The VA health care system has grown from 54 hospitals in 1930, to include 156 hospitals and nearly 900 clinics. VA health care facilities provide a broad spectrum of medical, surgical, and rehabilitative care. The responsibilities and benefits programs of the Veterans Administration grew enormously during the following six decades. World War II resulted in not only a vast increase in the veteran population, but also in the large number of new benefits enacted by the Congress for veterans of the war. The World War II GI Bill, signed into law on June 22, 1944, is said to have had more impact on the American way of life than any law since the Homestead Act more than a century ago. Further educational assistance acts were passed for the benefit of veterans of the Korean Conflict, the Vietnam Era, Persian Gulf War, and the All-Volunteer Force.

In 1973, the Veterans Administration assumed another major responsibility when 82 national cemeteries were transferred to the Veterans Administration from the Department of the Army with enactment of Public Law 93-43, The National Cemeteries Act. The Agency was charged with the operation of this National Cemetery System,

including the marking of graves of all persons in national and State cemeteries (and the graves of veterans in private cemeteries, upon request) as well the State Cemetery Grants Program. The Department of Veterans Affairs was established as a Cabinet-level agency on March 15, 1989, as authorized by Public Law 100-527, the Veterans Affairs Act. In 1998, Public Law 105-368 renamed the National Cemetery System and elevated it to an administration under the control of an Under Secretary for Memorial Affairs, and parallel to the administrations for Veterans Benefits and Veterans Health.

### **Organization:**

VA has three Administrations, under which all VA property falls:

- **Veterans Health Administration**  
With 156 VA Medical Centers (VAMCs) nationwide, VHA manages one of the largest health care systems in the United States. VAMCs within a Veterans Integrated Service Network (VISN) work together to provide efficient, accessible health care to veterans in their areas. VHA also conducts research and education, and provides emergency medical preparedness.
- **National Cemetery Administration**  
NCA is responsible for providing burial benefits to veterans and eligible dependents. The delivery of these benefits involves managing 123 National Cemeteries and 33 soldiers'/Government lots nationwide, providing grave markers worldwide, administering the State Cemetery Grants Program that complements the National Cemeteries network, and providing Presidential Memorial Certificates to next of kin of deceased veterans.
- **Veterans Benefits Administration**  
VBA provides benefits and services to the veteran population through 55 VA regional offices. Some of the benefits and services provided by VBA to veterans and their dependents include compensation and pension, education, loan guaranty, and insurance.

# Types of Historic Properties

## Historic Properties and Buildings Overview

### VA Department-wide

Historic Properties: 179  
(officially listed or eligible for the National Register)  
    98 Formally Listed  
    81 Determined Eligible

Buildings: 1860± historic “contributing” buildings

Largest Federal Owners of Historic Buildings (based on sq. ft.):  
(According to sources at the Advisory Council on Historic Preservation)

1st Department of Defense (Army, Navy, Air Force)

2<sup>nd</sup> Department of Interior (National Park Service)

3<sup>rd</sup> U.S. Postal Service

4<sup>th</sup> Department of Veterans Affairs  
(Veterans Health Administration & National Cemetery Administration)

### Agency Summaries:

Veterans Health Administration (VHA): 84 historic districts

25 Listed on the National Register

59 Determined Eligible for the National Register

1640± Contributing buildings

Note that there are some property locations counted more than once (five are counted twice for different resource reasons and Milwaukee, for example, is counted three times – once for Listed pre-historic archaeological site, once for Listed Ward Memorial Theater, and once for remainder for Eligible NHDVS historic district).

VHA has surveyed 100 percent of its land holdings for above-ground significance. Almost all properties have been evaluated and most have received a formal status as to their eligibility for listing on the National Register. In the

early to mid-1980's VA sought and received concurrences from all applicable State Historic Preservation Officers that the remaining VA medical centers do not meet criteria for listing on the National Register of Historic Places. Only two exceptions to that are known: St. Cloud, MN and Menlo Park, CA; these need further evaluation.

These properties are typically medical centers in campus-like settings, with multiple buildings on many acres of manicured and landscaped land, either near or in the downtown areas of the cities for which they are named. Principle buildings are often clustered on or near the highest part of the site.

#### National Cemetery Administration (NCA): 109 Historic Districts

- 9 Designated as National Historic Landmarks
- 79 Listed on the National Register of Historic Places  
includes 59 Civil War-era cemeteries nominated under a thematic/multiple property nomination and 4 individual monuments.
- 21 Determined eligible for National Register of Historic Places.
- 28 Potentially Eligible for National Register of Historic Places  
these are excluded from total counts of historic properties, but they appear in the table of historic cemeteries.

Contributing features include:

- 103+ Buildings (lodges and other buildings).
- 56+ Structures (enclosure walls, rostrums, arches).
- 1009+ Monuments and Memorials.
- 119+ Landscape features (cannon, tablets).

NCA has surveyed 100 percent of its land holdings for above-ground significance. The Keeper of the National Register of Historic Places has determined that all national cemeteries are national shrines and potentially eligible for the Register. The remaining cemeteries are considered "potentially eligible" and are treated as "historic" for management purposes; these need further evaluation and documentation.

The typical national cemetery ranges from two to several hundred acres of flat or rolling lawn. VA's older cemeteries are enclosed with ornamental stone, brick, or metal fences, and are accessed by monumental entrance gates. New cemeteries typically have metal fence elements accenting the entrance but are not fully enclosed. The cemeteries contain Government and privately installed gravestones, memorials, monuments, roads, walkways, ornamental artillery, and cast-metal plaques. Many retain superintendent lodges (combination office and dwelling), including 18 Victorian lodges designed by General Montgomery Meigs that were erected during the 1870s.

Veterans Benefits Administration (VBA): No historic properties, however VBA does have buildings located on VAMC sites that are historic.

## Agency Overviews and Inventories of Historic Properties

### Veterans Health Administration (VHA):

#### VHA Mission Statement

The mission of the Veterans Health Administration is to serve the needs of America's veterans by providing primary care, specialized care, and related medical and social support services. To accomplish this mission, VHA needs to be a comprehensive, integrated health care system that provides excellence in health care value, excellence in service as defined by its customers, excellence in education and research, and needs to be an organization characterized by exceptional accountability and by being an employer of choice.

The Office of the Under Secretary for Health provides oversight of the Veterans Health Administration (VHA), the largest integrated health care provider in the nation. In addition to the oversight responsibilities regarding VHA's field facilities and the 21 Veterans Integrated Service Networks (VISNs) that manage their activities, the office exercises oversight of VHA program responsibilities headquartered in VA Central Office.

#### List of Historic VA Medical Centers

<u>VAMC LOCATION</u>	<u>National Register Status*</u>	<u>Thematic Group**</u>	<u>Archeology Y/N</u>	<u>Date Built</u>
Albuquerque, NM	NR	Architecture	N	1932
Alexandria, LA	NR	Arch. Set	N	1929
Amarillo, TX	DOE	Arch. Set	N	1939
American Lake, WA	DOE	Arch. Set	Y	1923
Asheville, NC	NR	History	N	1931
Augusta (LD), GA	DOE	B-18-20, Arch.	N	1913
Batavia, NY	DOE	Arch. Set	N	1932
Bath, NY	DOE	NHDVS & Set	N	1877
Battle Creek, MI	DOE	Arch. Set	N	1924
Bay Pines, FL	DOE	Arch. Set	Y	1924
Bay Pines, FL	NR	Indians Mounds	Y	
Bedford, MA	DOE	Arch. Set	N	1928
Biloxi (BD), MS	DOE	Arch. Set	N	1932
Biloxi (GD), MS	DOE	Arch. Set	N	1923
Boise, ID	NR	Fort	Y	1863



<u>VAMC LOCATION</u>	<u>National Register Status*</u>	<u>Thematic Group**</u>	<u>Arche- ology Y/N</u>	<u>Date Built</u>
Brockton (WRD), MA	DOE	Arch. Set	N	1943
Bronx, NY	Pot. Elig.	Chapel	N	
Canandaigua, NY	DOE	Arch. Set	N	1932
Cheyenne, WY	DOE	Architecture	N	1932
Chillicothe, OH	DOE	Arch. Set	Y	1923
Cincinnati (FTD), OH	NR	Fort N	1890	
Cleveland (BD), OH	Pot. Elig.	Bldg. 62	N	1846
Coatesville, PA	DOE	Arch. Set	N	1930
Columbia, SC	DOE	Arch. Set	N	1932
Dallas, TX	DOE	Arch. Set	N	1940
Danville, IL	NR	NHDVS	Y	1898
Dayton, OH	NR	NHDVS	Y	1867
Des Moines, IA	DOE	Arch. Set	N	1933
Fayetteville, AR	DOE	Arch. Set	N	1933
Fayetteville, NC	DOE	Arch. Set	Y	1939
Fayetteville, NC	NR	Conf. Brstwks.	Y	1865
Ft. Harrison, MT	DOE	Fort	Y	1892
Ft. Howard, MD	DOE	Fort & A. Set	Y	1943
Ft. Meade, SD	NR	Fort	Y	1891
Hampton, VA	DOE	NHDVS & Set	Y	1870
Hines, IL	DOE	Arch. Set	N	1922
Hot Springs, SD	NR	NHDVS	Y	1907
Huntington, WV	DOE	Arch. Set	N	1932
Indianapolis (CSRD), IN	DOE	Arch. Set	N	1931
Kerrville, TX	Pot. Elig.	Historic Arch.	N	
Knoxville, IA	DOE	Bldg. 27 & 28	N	1905
Leavenworth, KS	NR	NHDVS	Y	1884
Lebanon, PA	DOE	Arch. Set	Y	1947
Lexington (LD), KY	DOE	Arch. Set	N	1930
Lincoln, NE	DOE	Arch. Set	N	1929
Little Rock (NLRD), AR	NR	Fort & Set	N	1896
Long Beach, CA	NR	Indian Village	Y	Unk.
Lyons, NJ	DOE	Arch. Set	N	1929
Manchester, NH	NR	Bldg. 11	N	1888
Marion, IL	DOE	Arch. Set	N	1940
Marion, IN	NR	NHDVS	Y	1889

<u>VAMC LOCATION</u>	<u>National Register Status*</u>	<u>Thematic Group**</u>	<u>Arche- ology Y/N</u>	<u>Date Built</u>
Miles City, MT	DOE	Art Moderne	N	1951
Milwaukee, WI	DOE	NHDVS	Y	1867
Milwaukee, WI	NR	Theater B-41	Y	1888
Milwaukee, WI	DOE	Rock Reef	Y	1837
Montgomery, AL	DOE	Arch. Set	N	1939
Montrose, NY	DOE	Arch. Set	Y	1949
Mountain Home, TN	DOE	NHDVS	N	1903
Murfreesboro, TN	DOE	Arch. Set	Y	1939
Newington, CT	DOE	Arch. Set	N	1930
North Chicago, IL	NR	Dewey House	Y	1914
Northampton, MA	DOE	Arch. Set	N	1923
Northport, NY	DOE	Arch. Set	N	1927
Perry Point, MD	DOE	Arch. Set	Y	1919
Perry Point, MD	NR	Mill & Mansion	Y	1750
Pittsburgh (Aspinwall Div.), PA	DOE	Arch. Set	N	1925
Prescott, AZ	NR	Fort	Y	1863
Roseburg, OR	DOE	Arch. Set	N	1933
Salem, VA	DOE	Arch. Set	Y	1933
San Francisco, CA	DOE	Arch. Set	N	1934
Sheridan, WY	NR	Fort	N	1898
Shreveport, LA	DOE	Archeology only	Y	
Sioux Falls, SD	DOE	Architecture	N	1920
St. Cloud, MN	DOE	Arch. Set	N	1923
Togus, ME	DOE	NHDVS	N	1866
Togus, ME	NR/NHL	Bldg. 1	N	1869
Tomah, WI	DOE	Arch. Set	N	1946
Tucson, AZ	DOE	Architecture	Y	1928
Tuscaloosa, AL	DOE	Arch. Set	N	1931
Tuskegee, AL	DOE	History	N	1923
Waco, TX	NR	Arch. Set	N	1932
Walla Walla, WA	NR	Fort	Y	1856
W. Los Angeles (BD), CA	DOE	Arch. Set	N	1920
W. Los Angeles (WD), CA	DOE	NHDVS	N	1888
W. Los Angeles (WD), CA	NR	Bldgs. 20 & 66	N	1890
White River Junction, VT	DOE	Arch. Set	N	1938
Wichita, KS	DOE	Arch. Set	N	1933

\* **NR** = Listed on National Register of Historic Places

**NHL** = National Historic Landmark

**DOE** = Determination of Eligibility for the National Register of Historic Places

These designations are official from the Keeper of the National Register of Historic Places, National Park Service, and Department of Interior.

**Pot. Elig.** Potentially eligible for listing on the National Register of Historic Places. These properties have not received official certificates from the National Park Service, but are generally considered by VA and State Historic Preservation Officers to be historically significant and require preservation. They need additional evaluation and documentation.

**NOTE:** For all of these designations, the VA must comply with Sections 110 and 106 of the National Historic Preservation Act of 1966, for all projects and property management decisions that may affect the historic districts.

**\*\* Arch. Set** One of about 50 properties nationwide that serve as part of the VA's Architectural Set, a thematic, multiple property nomination to the National Register. They share a common prototype floor plan, campus siting/landscaping, and overall health care design strategy; the exterior facades differ regionally by architectural style.

**NHDVS** One of eleven branches of the National Home for Disabled Volunteer Soldiers, established after the Civil War in 1867 by Congress to care for disabled veterans.

### **Typical Components of a Historic Medical District:**

- Entire property – property line is historic district boundary
- All early features are “contributing”
  - Principal hospital patient buildings
  - Recreation Buildings
  - Quarters
  - Engineering and Support Buildings
  - Flag Pole
  - Original/mature landscaping and hardscape features
  - Other Buildings as mentioned under NHDVS, below

### **Listing by Resource Type and/or Establishment Date:**

VHA properties fall into several distinct categories:

- National Home for Disabled Volunteer Soldiers – 11 former Branches
- Architectural Set Properties
- Architectural Design
- Unusual or Odd Properties
- Former Military Properties

**National Home for Disabled Volunteer Soldiers:** Most buildings remaining from use by the VA’s predecessor agency, The National Home for Disabled Volunteer Soldiers (1865 – 1930). In particular, the following building types are most significant:

- Theaters
- Chapels
- Libraries
- Bandstands
- Barracks
- Mess Halls
- Unique Quarters, especially the Commandant’s/Director’s
- Administration/Headquarters buildings
- Odd or unique buildings, like former morgues, greenhouses, etc.

Those sites are:

The Eastern Branch	Togus, ME	1867
The Northwestern Branch	Milwaukee, WI	1867
The Central Branch	Dayton, OH	1867
The Southern Branch	Hampton, VA	1870
The Western Branch	Leavenworth, KS	1885
The Pacific Branch	Santa Monica (LA), CA	1888
The Marion Branch	Marion, IN	1888
The Danville Branch	Danville, IL	1898
The Mountain Branch	Johnson City, TN	1901

The Battle Mountain Sanatorium	Hot Springs, SD	1902
The Bath Branch (formerly New York State Soldiers & Sailor Home, est. 1877)	Bath, NY	1929

**Architectural Set:** The buildings from 50 properties nationwide that serve as part of the VA's Architectural Set, a thematic, multiple property nomination to the National Register. They share a common prototype floor plan, campus siting/landscaping, and overall health care design strategy; the exterior facades differ regionally by architectural style, many in fanciful revival styles. Each location varies, but the most important buildings on those sites tend to be:

- Principal, main, large building, generally with a cupola or other tower structure in the middle near the traditional main entrance; also usually has a large front yard with vista from the public street
- Recreation Hall
- Director's Single Quarters; duplex staff quarters

Those sites are:

<b>VAMC Location</b>	<b>Architectural Style</b>	<b>Date</b>
Alexandria, LA	French Colonial Revival	1929
Amarillo, TX	Spanish Colonial Revival	1939
American Lake, WA	Spanish: Neo-Pico	1923
Batavia, NY	Georgian Colonial Revival	1932
Bath, NY	Georgian Colonial Revival	1938
Battle Creek, MI	Georgian Colonial Revival	1924
Bay Pines, FL	Churrigueresque	1924
Bedford, MA	Georgian Colonial Revival	1928
Biloxi (BD), MS	Late Southern Colonial Revival	1932
Biloxi (GD), MS	Spanish Colonial Revival – Spanish Baroque	1923
Brockton (West Roxbury), MA	Georgian Colonial Revival	1943
Canandaigua, NY	English Tudor - Jacobethan	1932
Chillicothe, OH	Georgian Colonial Revival	1923
Coatesville, PA	Georgian Colonial Revival	1930
Columbia, SC	Georgian Colonial Revival	1932
Dallas, TX	Georgian Colonial Revival	1940
Des Moines, IA	Georgian Colonial Revival	1933
Fayetteville, AR	Georgian Colonial Revival	1933
Fayetteville, NC	Georgian Colonial Revival	1939
Fort Howard, MD	Georgian Colonial Revival	1943
Hampton, VA	Georgian Colonial Revival	1937
Hines, IL	Georgian Colonial Revival	1922
Huntington, WV	Georgian Colonial Revival	1932

<b>VAMC Location</b>	<b>Architectural Style</b>	<b>Date</b>
Indianapolis (CSR), IN	Georgian Colonial Revival	1931
Lebanon, PA	Georgian Colonial Revival	1947
Lexington (LD), KY	Georgian Colonial Revival	1930
Lincoln, NE	Georgian Colonial Revival	1929
Little Rock (NLRD), AR	Georgian Colonial (demolished?)	
Lyons, NJ	Georgian Colonial Revival	1929
Marion, IL	Egyptian Revival	1940
Montgomery, AL	Georgian Colonial Revival	1939
Montrose, NY	Georgian Colonial Revival	1949
Murfreesboro, TN	Federal Revival	1939
Newington, CT	Georgian Colonial Revival	1930
Northampton, MA	Georgian Colonial Revival	1923
Northport, NY	Georgian Colonial Revival	1927
Perry Point, MD	Georgian Colonial Revival	1919
Pittsburgh (AD), PA	Georgian Colonial Revival	1925
Roseburg, OR	Georgian Colonial Revival	1933
Salem, VA	Georgian Colonial Revival	1933
San Francisco, CA	Art Deco	1934
St. Cloud, MN	Georgian Colonial Revival	1923
Sheridan, WY	Georgian Colonial Revival	1945
Tomah, WI	Georgian Colonial Revival	1946
Tuscaloosa, AL	Georgian Colonial Revival	1931
Waco, TX	Italian Renaissance Revival	1932
W. Los Angeles, CA	Spanish Colonial Revival	1920
White River Junction, VT	Georgian Colonial Revival	1938
Wichita, KS	Georgian Colonial Revival	1933

**Architecturally Important:** Four sites were built within the timeframe of the Architectural Set, but prototype design was not used. Noted for outstanding revival architecture influenced by host community. Main buildings, courtyard areas, theaters, and quarters at:

<b>VAMC Location</b>	<b>Architectural Style</b>	<b>Date</b>
Albuquerque, NM	Pueblo Revival Style	1932
Cheyenne, WY	Prairie Style	1932
Sioux Falls, SD	Gothic Revival	1948
Tucson, AZ	Spanish Mission Style	1928

**Unusual Sites or Buildings:**

<b>VAMC Location</b>	<b>Architectural Style</b>	<b>Date</b>
Ashville, NC	Old Oteen Hospital Buildings, #1 & Quarters	1931
Augusta (Lenwood), GA	Three Old Convent/Hotel Bldgs.	1913
Brockton, MA	Quarters Building 60	
Bronx, NY	Chapel	
Cleveland (Brecksville), OH	Quarters Building 62	1846

**Unusual Sites or Buildings (continued):**

<b><u>VAMC Location</u></b>	<b><u>Architectural Style</u></b>	<b><u>Date</u></b>
Hines, IL	Checkerboard Airfield Lindbergh Supply Depots	
Knoxville, IA	2 Bldgs. School for Blind & Home for Inebriates	1905
Lebanon, PA	Pennsylvania Dutch Farm Houses	1935
Manchester, NH	Gothic Stone Tower	1888
Minneapolis, MN	Fort Snelling Quarters	
North Chicago, IL	Dewey House	1914
Paris, France	Pershing Hall	1880
Perry Point, MD	Mansion and Mill	1750
Salem, VA	Mount Airy Estate Home and Pool	1835
Togus, ME	Governor's House National Historic Landmark	1865
Tomah, WI	17 Indian School Buildings	
Tuskegee, AL	Black History Buildings	1923

**Former Military Posts:** The most important buildings at these sites vary depending on the nature, layout and history of the site, but typically barracks buildings, quarters, mess halls, etc., are important.

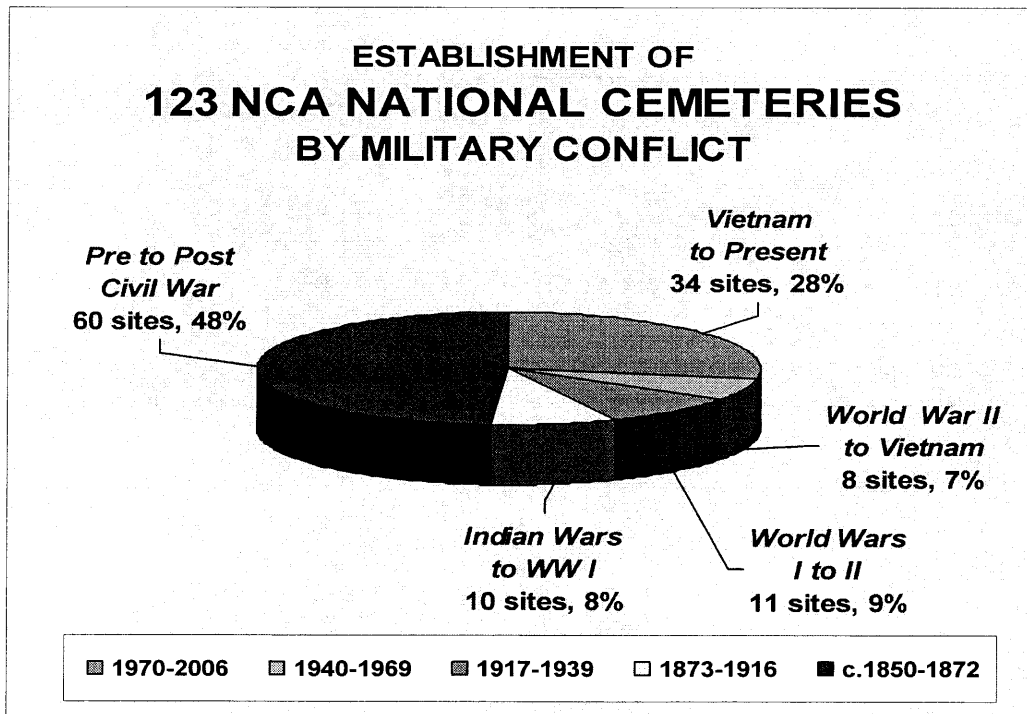
<b><u>VAMC Location</u></b>	<b><u>Original Military Name</u></b>	<b><u>Date</u></b>
Boise, ID	Fort Boise	1863
Cincinnati, OH	Fort Thomas	1890
Fort Harrison, MT	Fort Harrison	1892
Fort Howard, MD	Fort Howard	1899
Fort Lyon, CO	Fort Lyon	1860s
Fort Meade, SD	Fort Meade	1891
Little Rock (NLRD), AK	Fort Logan Roots	1896
Minneapolis, MN	Fort Snelling	1921
Prescott, AZ	Fort Whipple	1863
Sheridan, WY	Fort MacKenzie	1898

## National Cemetery Administration

### MISSION

The National Cemetery Administration (NCA) honors veterans with final resting places in national shrines and with lasting tributes that commemorate their service to our nation. NCA has the responsibility for administering 123 national cemeteries. In addition to its national cemeteries, NCA manages 33 small historic sites that are associated with the Civil War; these fall into the categories of soldiers' and Government lots, Confederate lots, and monuments. More than 70 percent of the national cemeteries managed by NCA are technically historic and 100 percent of its soldiers'/Government lots are potentially eligible for or listed on the National Register of Historic Places. Two national cemeteries—Arlington and the U.S. Soldiers' and Airmen's Home—are still administered by the Army (Department of Defense). Fourteen national cemeteries are maintained by the National Park Service (Department of the Interior). Today, all together, there are 139 national cemeteries in the United States and Puerto Rico.

More than 3.2 million Americans, including veterans of every war and conflict—from the Revolutionary War to the Gulf War—are honored by burial in VA's national cemeteries. More than 300 recipients of the Medal of Honor are buried in VA's national cemeteries. In addition to providing a gravesite and a grave liner, VA opens and closes the grave, provides a headstone or marker, a Presidential Memorial Certificate, a U.S. Flag, and perpetual care for the grave at no cost to the veteran's family.





## NCA STATISTICS

- NCA currently maintains more than 2.7 million gravesites at 123 national cemeteries in 39 states and Puerto Rico, as well as in 33 Soldiers' lots and monument sites.
- There are more than 16,000 acres within established installations in NCA. Just over half are undeveloped and—with available gravesites in developed acreage—have the potential to provide more than 3.6 million gravesites.
- Of the 123 national cemeteries, 63 are open to all interments; 21 can accommodate cremated remains and family members of those already interred; and 39 are closed to new interments, but may accommodate family members in already occupied gravesites.
- Of the more than 93,000 interments conducted in FY 2005, 72.6 percent were in the 20 busiest national cemeteries: Riverside (CA), Calverton (NY), Florida, Fort Snelling (MN); Jefferson Barracks (MO), Fort Sam Houston (TX), Willamette (OR), Fort Logan (CO), National Memorial Cemetery of Arizona, Houston (TX), Fort Rosecrans (CA), Dallas-Fort Worth (TX), San Joaquin Valley (CA), Tahoma (WA), Massachusetts, Abraham Lincoln (IL), Long Island (NY), Indiantown Gap (PA), Puerto Rico, and Ohio Western Reserve, National Cemeteries.
- As of September 30, 2005, eight national cemeteries each contained more than 100,000 occupied gravesites, collectively accounting for 38 percent of all NCA gravesites maintained: Long Island (NY), Calverton (NY), Fort Snelling (MN), Jefferson Barracks (MO), Golden Gate (CA), Riverside (CA), Willamette (OR), and Fort Sam Houston, (TX), National Cemeteries.
- Over 8.8 million people visited VA national cemeteries in Fiscal Year 2005.

## National Cemetery Administration Historic Resources—Overview

NCA listed properties include 66 Civil War-era sites; among them are 59 Civil War-era cemeteries nominated under a single thematic multiple-property nomination, and four individual monuments. In 1981, the Keeper of the National Register of Historic Places determined that all national cemeteries are national shrines and potentially eligible for that designation.

Although 100 percent of NCA's land holdings were surveyed for above-ground significance approximately 10 years ago, within the past four years, NCA has begun re-surveying its properties dating to 1965 or earlier. All cemetery properties established prior to 1956—in some cases the date of the earliest burials, if the dates are different—are considered “potentially eligible” and are treated as “historic” for the purpose of federal management. Cemeteries that were technically under the jurisdiction of the National Homes for Disabled Volunteer Soldiers-turned-VHA medical facilities have been designated as national cemeteries. NCA has deferred any action to pursue nomination of any former National Home cemetery that has not yet been listed in the National Register, until the completion of the NPS Special Study of VA's National Homes for Disabled Volunteer Soldiers.<sup>1</sup>



Jefferson Barracks N/C.

### A. Description of District Components – National Cemeteries



Entrance gates, Alexandria (VA) N/C.

The typical national cemetery ranges from two to several hundred acres of flat or rolling lawn organized by burial sections. The late 19<sup>th</sup> century cemetery layouts reflect a variety of design influences, but they generally reflect militaristic, orthogonal square or rectangular origins. In other cases, the plans are irregular in shape and follow the natural topography. The national cemeteries established during or immediately after the Civil War, by the 1880s, were enclosed with permanent stone and brick walls or cast-iron fences. The largest and most active cemeteries feature monumental cast-iron gates emblazoned with military iconography such as flags, artillery, and shields. Smaller cemetery properties were accessed by simpler metal gates. Akin to this, the landscapes were enhanced by ornamental cannon, cast-iron tablets displaying relevant orders, popular verse, and the Gettysburg Address. Over the years,

<sup>1</sup> This 18-month NPS Special Study about National Home for Disabled Volunteer Soldiers commenced November 2005. The study, procured through an Interagency Agreement, will evaluate the 11 homes and determine which warrant designation as National Historic Landmarks (NHL). Thereafter, NCA will conduct the necessary research to nominate the cemeteries located at the others to the National Register.

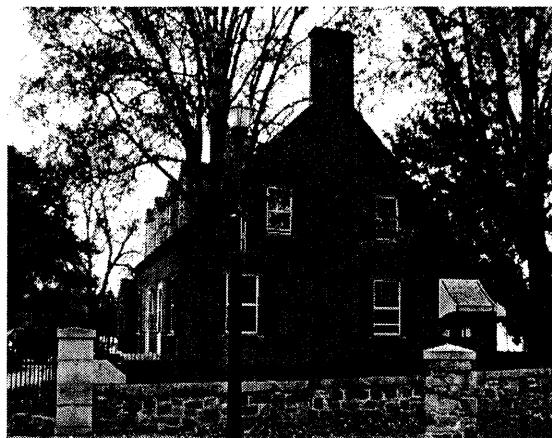
while some cemeteries grew in size through the addition of land or larger new properties, many of the characteristic 19<sup>th</sup> century elements disappeared.



**Former lodges at Fort Leavenworth N/C, 1905, and Cypress Hills N/C, 1887.**

The most prominent building in any national cemetery originating in the 19<sup>th</sup> century is the superintendent's lodge, which served as office and residence for the disabled veteran hired to this position. The first permanent lodges erected in the national cemeteries were significant as much for the picturesque design as for their designer. General Montgomery Meigs, Army Quartermaster during and long after the Civil War, is credited with these Mansard-roofed Victorian stone or brick buildings, which were erected during the 1870s. About 50 of these are believed to have been erected; 18 Meigs lodges remain today. In addition to these, a smaller number of unique or localized vernacular designs appeared, as at Santa Fe and some western forts.

During the 20<sup>th</sup> century, many of these "antiquated" lodges were replaced. Starting in the 1920s and continuing through the early 1940s, many Meigs lodges were razed and replaced with an array of modern Colonial Revival models echoing popular American residential trends, including Georgian, Dutch, Spanish, and Cape Cod variations. New national cemeteries built during this period were provided with the same types of lodges. Approximately 24 of these Colonial Revival-style lodges are extant. During the years leading up to World War II, new cemeteries were built with a Moderne or Neoclassical appearance, characterized by symmetry, clean lines, and a larger scale than seen previously built in light limestone. At the same time, all cemeteries required maintenance or service buildings such as garages, sheds, oil and gas houses,



**Dutch Colonial Revival lodge, 1928, City Point (VA) N/C, and Cape Cod style lodge at Annapolis N/C, 1940.**

<b>Locations of Meigs Lodges</b>	<b>Date</b>	<b>Material</b>
Alexandria, VA	1871	Stone
Beverly, NJ	1879	Brick
Camp Nelson, KY	1875	Brick
Cold Harbor, VA	1870	Stone
Culpeper, VA	1872	Stone
Cypress Hills, Brooklyn, NY *	1887	Brick
Finn's Point, NJ	1877	Stone
Fort Harrison, VA	1871	Stone
Fort McPherson, NE	1876	Brick
Fort Scott, KS	1876	Brick
Glendale, VA	1874	Brick
Jefferson City, MO	1870	Ashlar Stone
Keokuk, IA	1870	Brick
Lebanon, KY	1870	Brick/Stone
Loudon Park, MD *	1880	Brick
Mobile, AK	1881	Stucco
Mound City, IL *	1880	Brick
Port Hudson, LA	1879	Brick
Richmond, VA	1870	Brick
Seven Pines, VA	1874	Brick
Staunton, VA	1871	Stone
Winchester, VA *	1871	Stucco/Half Timber

\* = Architectural style other than Second Empire



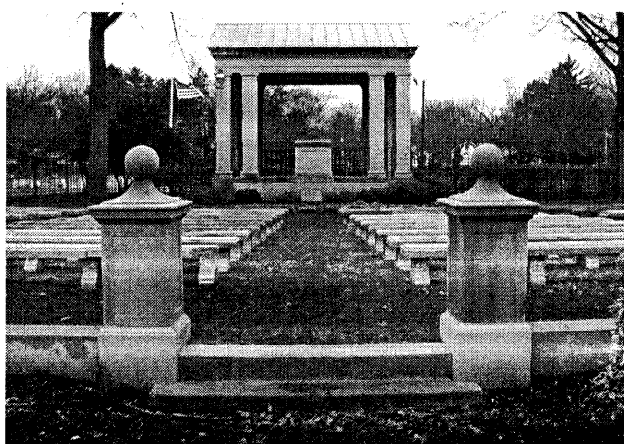
**The Meigs lodge at Port Hudson N/C, which is part of a National Historic Landmark Site.**

restrooms, or a combination of functions. Many of these generic and plain buildings erected in the 1930s-40s are extant throughout the system.

The national cemeteries were home to another familiar form, rostrums, the raised roofed platforms used for public events. The first version of a rostrum to appear in the national cemeteries had a 16-foot diameter octagonal masonry base with a metal roof. Rostrums were installed systematically from about 1890 to 1910. Those remaining today are universally missing the roof component. There are a few variants on the rostrum, including vernacular rectangular platforms in the West, and a low, open stucco design found in California. However, the last and most ornate generation of rostrums is the array of Neoclassical temple forms that were stylish right before World War II. These were very formal rectangular or semicircular structures made of stone, and are integral to other features including walls or amphitheaters. Generally, rostrums were discontinued as a cemetery element after mid-century.



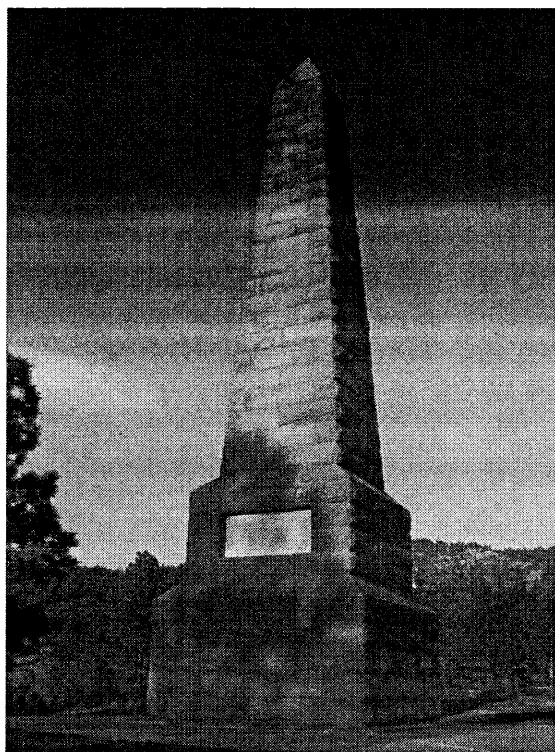
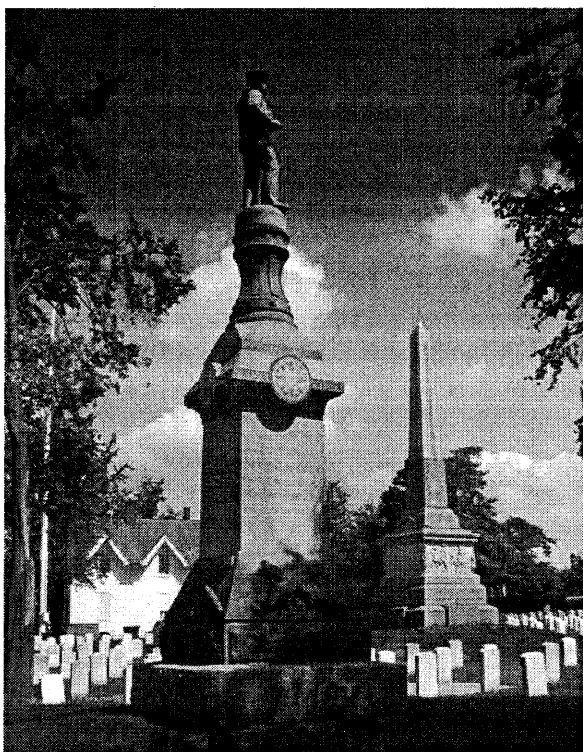
Victorian rostrum, c. 1890, at Richmond N/C (above) and 1939 rostrum and amphitheater in foreground, at Beverly N/C.



A smattering of unique or architecturally outstanding buildings is located throughout the national cemeteries. Former chapels are located at Los Angeles, Leavenworth, Golden Gate and Houston, and others likely existed elsewhere but have been removed. In 1978, a contemporary chapel was donated to Jefferson Barracks National Cemetery. Los Angeles also contains the only NCA columbaria housed in a building, which was constructed in 1941 by the Works Progress Administration.



Former chapel buildings at Los Angeles N/C, 1940, and Leavenworth N/C, 1920.



**Civil War monuments at Loudon Park N/C, and Battle Mountain Monument, 1914, at Hot Springs N/C.**

The largest category of historic resources found at NCA properties are monuments or memorials. These commemorative features are, with rare exception, donated to the agency by veterans' organizations or similar patriotic groups. NCA completed its first comprehensive inventory of memorials in December 2005, and reported a total of 840 objects. This category of resource is unusual in that immediately upon acceptance and installation of a monument or memorial, VA classifies it as "historic" regardless of age. Interestingly, the bulk of these—669 monuments—were installed since 1973, when responsibility for the national cemeteries shifted from the Army to VA.

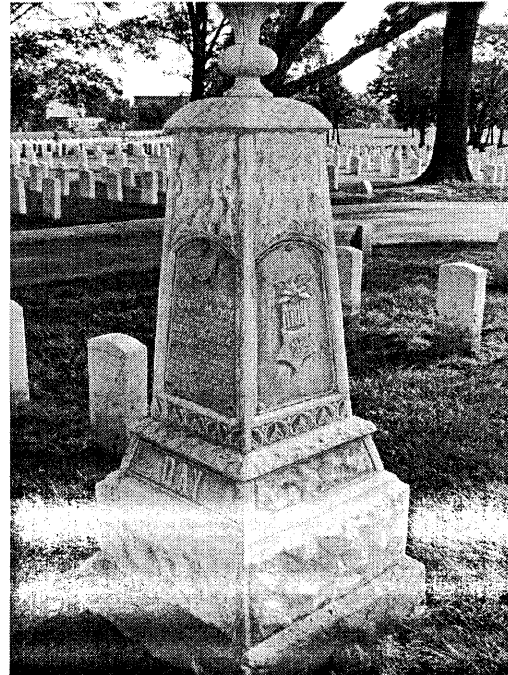
An unusual collection of memorial structures also represent some of NCA's oldest and most significant holdings, 169 stone cenotaphs designed by early architect Benjamin Latrobe are located at Congressional Cemetery in Washington, DC. These cenotaphs were erected between the 1830s and 1875. They were intended to mark the graves of legislators and dignitaries who died while in the capital city. Some mark human remains, but most do not, and thus are true cenotaphs. These have been inventoried and assessed as a group due to their collective significance, and they are not included in NCA's monument inventory.



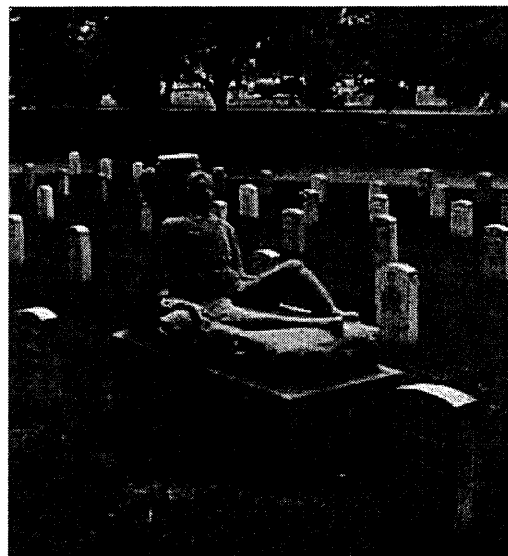
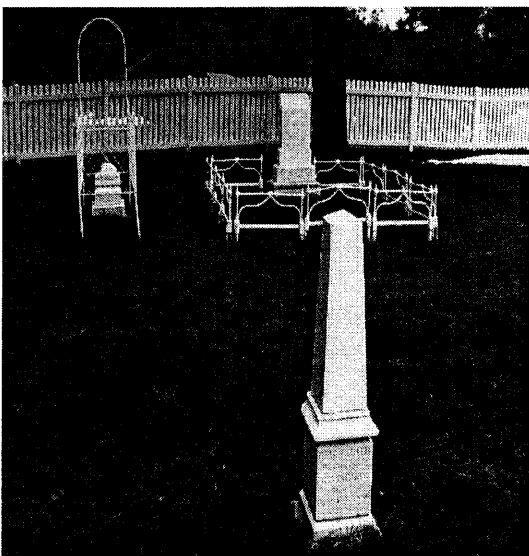
**Cenotaphs at Congressional Cemetery.**



National cemeteries contain many thousands of Government-provided headstones and markers, as well as thousands of un-inventoried unique and privately provided gravestones. These can reflect an era earlier than Army or NCA management. Collectively, they represent popular forms and materials utilized in private cemeteries throughout the 19<sup>th</sup> and early 20<sup>th</sup> centuries: the iconography of death, obelisks and grave fencing, tree-like Woodmen of the World imagery, and new technology such as cast zinc.



***Clockwise from left top: Dick marker, 1816, Beaufort N/C; Day marker, 1899, Jefferson Barracks N/C; O'Leary marker, 1901, Santa Fe N/C, and mid 19<sup>th</sup> century graves, Fort Meade N/C.***

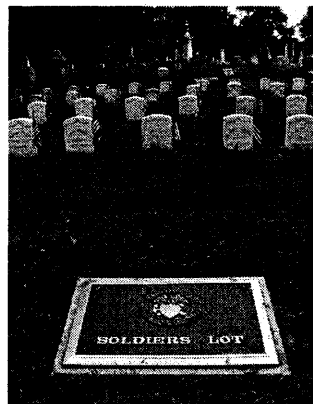




## **B. District Components - Soldiers' Lots, Government Lots, Confederate Lots**

Soldiers Lots are generally lots historically reserved for veterans in private or municipal cemeteries, or burials once affiliated with a military post; NCA has 22 of these. NCA has two Government Lots—Congressional Cemetery and a U.S. Naval plot in Mount Moriah Cemetery in Philadelphia—once affiliated with U.S. Government activities. NCA has jurisdiction over nine Confederate lots or monuments, most of which originated as burial grounds developed as part of Union prisons during the Civil War.

Collectively, these types of burial grounds are much smaller and simpler than national cemeteries; however they do share some common elements. They contain graves, but not necessarily individual gravestones; a single memorial or monument is common. Other standard elements may include a flagpole, a bronze plaque showing the property as belonging to VA, boundary fixtures, and fencing.



**Above:**  
Confederate  
Stockade  
Cemetery,  
Johnson's Island,  
Ohio.

**Left:** Baxter  
Springs  
Cemetery S/L,  
Kan., and Albany  
Rural S/L, NY.

### **Typical Components of a Historic Cemetery District:**

The property line of each cemetery property is conterminous with the boundaries of the historic district boundaries.

All national cemetery historic districts typically contain the following “contributing” features:

- Enclosure/perimeter walls with gates (entrance, postern)
- Lodges
- Rostrums
- Landscape features (i.e., plaques, ornamental artillery, internal fencing)
- Monuments and memorials
- Flag pole and patio areas
- Headstones and markers – Government provided and private

National cemetery historic districts may also contain rare “contributing” features:

- Columbaria building
- Chapels
- Monumental arches (former entrance gates)

Soldiers’/Government lot historic districts may contain “contributing” features:

- Monuments and memorials
- Landscape features (i.e., ornamental artillery, fencing, flagpole)
- Headstones and markers – Government provided

### **List of Historic National Cemeteries and Soldiers Lots**

NAME OF CEMETERY	LOCATION	NATIONAL REGISTER STATUS	THEME	ARCHEOLOGY	DATE ESTABLISHED	DATE OF FIRST BURIAL
Albany Rural S/L	Albany, NY	NR	Civil War Related		1862	1841
Alexandria N/C	Pineville, LA	NR	Civil War		1867	1867
Alexandria N/C	Alexandria, VA	NR	Civil War		1862	1862
Allegheny Cem. S/L	Pittsburgh, PA	NR	Civil War Related		1875	1844
Alton N/C	Alton, IL	Pot. Elig.	Civil War Related		1948	1862
Annapolis N/C	Annapolis, MD	NR	Civil War		1862	1862
Ashland Cem. S/L	Carlisle, PA	Pot. Elig.	Civil War Related		1865	1863

NAME OF CEMETERY	LOCATION	NATIONAL REGISTER STATUS	THEME	ARCHEOLOGY	DATE ESTABLISHED	DATE OF FIRST BURIAL
Balls Bluff N/C	Leesburg, VA	NR-NHL	Civil War		1868	1838
Baltimore NC	Baltimore, MD	DOE	Former Estate		1936	1936
Barrancas N/C	Pensacola, FL	NR	Civil War		1868	1838
Bath N/C	Bath, NY	DOE	NHDVS		1879	1879
Baton Rouge N/C	Baton Rouge, LA	NR	Civil War		1867	1867
Baxter Springs S/L	Baxter Springs, KS	Pot Elig	Civil War Related		1869	1863
Bay Pines N/C	St. Petersburg, FL	DOE	Other		1933	1933
Beaufort N/C	Beaufort, SC	NR	Civil War		1863	1863
Beverly N/C	Beverly, NJ	NR	Civil War		1864	1864
Biloxi, N/C	Biloxi, MD	NR	VAMC		1934	1934
Black Hills N/C	Sturgis, SD	NR	Military		1948	1878
Camp Butler N/C	Springfield, IL	NR	Civil War		1862	1862
Camp Chase Confed.	Columbus, OH	NR	Civil War Related		1879	1862
Camp Nelson N/C	Nicholasville, KY	NR	Civil War		1866	1863
Cave Hill N/C	Louisville, KY	NR	Civil War		1863	1861
Chattanooga N/C	Chattanooga, TN	NR	Civil War		1867	1863
City Point, N/C	Hopewell, VA	NR	Civil War		1866	1866
Cold Harbor N/C	Mechanicsville, VA	NR	Civil War		1866	1866
Confederate Stockade	Sandusky, OH	NR-NHL	Civil War Related		1862	1862
Confed. Mound/Oakwood	Chicago, IL	Pot. Elig.	Civil War Related		1866	1866
Congressional Cem. S/L	Washington, DC	NR	Famous Burials		1808	1808
Corinth N/C	Corinth, MS	NR-NHL	Civil War		1866	1866
Crown Hill N/C	Indianapolis, IN	NR	Civil War		1866	1866
Crown Hill Confed.	Indianapolis, IN	NR	Civil War Related		1931	1931
Culpeper N/C	Culpeper, VA	NR	Civil War		1967	1967
Cypress Hills N/C (3 tracts)	Brooklyn, NY	NR	Civil War		1870/ 1884/	1848

NAME OF CEMETERY	LOCATION	NATIONAL REGISTER STATUS	THEME	ARCHEOLOGY	DATE ESTABLISHED	DATE OF FIRST BURIAL
					1941	
Danville N/C	Danville, VA	NR	Civil War		1866	1866
Danville N/C	Danville, IL	NR	NHDVS		1898	1898
Danville N/C	Danville, KY	NR	Civil War		1862	1862
Dayton N/C	Dayton, OH	NR	NHDVS		1867	1867
Eagle Point N/C	Eagle Point, OR	Pot. Elig.	Other		1952	1952
Evergreen S/L	Southgate, KY	Pot. Elig.	Civil War Related		1950	1892
Fayetteville N/C	Fayetteville, AR	NR	Civil War		1867	1867
Finn's Point N/C	Salem, NJ	NR	Civil War Related		1875	1837
Florence N/C	Florence, SC	NR	Civil War	Y	1865	1864
Forest Hill Cem. S/L	Madison, WI	Pot. Elig.	Civil War Related		1862	1861
Forest Home Cem. S/L	Milwaukee, WI	NR	Civil War Related		1863	1850
Forest Lawn Cem. S/L	Omaha, NE	Pot. Elig.	Civil War Related		1887	1889
Fort Bayard N/C	Fort Bayard, NM	NR-NHL	Military		1922	1866
Fort Bliss N/C	Fort Bliss, TX	Pot. Elig.	Military		1939	1848
Fort Crawford S/L	Prairie du Chien, WI	Pot. Elig.	Military		1904	1816
Fort Gibson N/C	Fort Gibson, OK	NR	Civil War		1868	1831
Fort Harrison N/C	Richmond, VA	NR	Civil War		1866	1866
Fort Leavenworth N/C	Fort Leavenworth, KS	NR	Civil War		1862	1827
Fort Logan N/C	Denver, CO	DOE	Military		1950	1889
Fort Lyon N/C	Fort Lyon, CO	DOE	Military		1867	1867
Fort McPherson N/C	Maxwell, NE	DOE	Military		1873	1867
Fort Mackinac Post S/L	Mackinac Island, MI	NR-NHL	Military		1814	1814
Fort Meade N/C	Sturgis, SD	NR	Military		1878	1878
Fort Rosecrans	San Diego, CA	DOE	Military		1934	1902

NAME OF CEMETERY	LOCATION	NATIONAL REGISTER STATUS	THEME	ARCHEOLOGY	DATE ESTABLISHED	DATE OF FIRST BURIAL
N/C						
Fort Sam Houston, N/C	San Antonio, TX	DOE	Military		1937	1926
Fort Scott N/C	Fort Scott, KS	NR	Civil War		1862	1862
Fort Smith N/C	Fort Smith, AR	NR	Civil War		1867	1819
Fort Snelling N/C	Minneapolis, MN	DOE	Military		1939	1870
Fort Winnebago S/L	Portage, WI	Pot. Elig.	Military		1862	1835
Glendale N/C	Richmond, VA	NR	Civil War		1866	1866
Golden Gate N/C	San Bruno, CA	Pot. Elig.	Other		1938	1941
Grafton N/C	Grafton, WV	NR	Civil War		1867	1867
Green Mount Cemetery S/L	Montpelier, VT	Pot. Elig.	Civil War Related		1866	1865
Hampton N/C	Hampton, VA	NR	Civil War		1866	1866
Hampton VAMC N/C	Hampton, VA	DOE	NHDVS		1898	1898
Hot Springs N/C	Hot Springs, SD	NR	NHDVS		1930	1907
Jefferson Barracks N/C	Saint Louis, MO	NR	Civil War		1866	1827
Jefferson City N/C	Jefferson City, MO	NR	Civil War		1867	1861
Keokuk N/C	Keokuk, IA	NR	Civil War		1862	1861
Kerrville N/C	Kerrville, TX	Pot. Elig.	Other		1943	1943
Knoxville N/C	Knoxville, TN	NR	Civil War		1863	1863
Lake Side Cem. S/L	Port Huron, MI	Pot. Elig.	Civil War Related		1881	1881
Leavenworth N/C	Leavenworth, KS	NR	NHDVS		1930	1886
Lebanon N/C	Lebanon, KY	NR	Civil War		1867	1867
Lexington N/C	Lexington, KY	NR	Civil War		1863	1861
Little Rock N/C	Little Rock, AR	NR	Civil War		1868	1868
Long Island N/C	Farmington, NY	Pot. Elig.	Other		1936	1936
Los Angeles N/C	Los Angeles, CA	DOE	NHDVS		1930	1889
Loudon Park N/C	Baltimore, MD	NR	Civil War		1862	1861

NAME OF CEMETERY	LOCATION	NATIONAL REGISTER STATUS	THEME	ARCHEOLOGY	DATE ESTABLISHED	DATE OF FIRST BURIAL
Marietta N/C	Marietta, GA	NR	Civil War		1866	1866
Marion N/C	Marion, IN	NR	NHDVS		1930	1888
Memphis N/E	Memphis, TN	NR	Civil War		1867	1867
Mill Springs N/C	Nance, KY	NR-NHL	Civil War		1862	1862
Mobile N/C	Mobile, AL	NR	Civil War		1865	1865
Mound Cem. S/L	Racine, WI	DOE	Civil War Related		1868	1852
Mound City N/C	Mound City, IL	NR	Civil War		1864	1864
Mound City S/L	Mound City, KS	DOE	Civil War Related		1874	1864
Mount Moriah S/L	Philadelphia, PA	DOE	Civil War Related		1878	1862
Mount Moriah Naval S/L	Philadelphia, PA	DOE	Civil War Related		1977	1864
Mount Pleasant S/L	Augusta, ME	Pot. Elig.	Civil War Related		1862	1853
Mountain Home N/C	Mountain Home, TN	DOE	NHDVS		1903	1903
Nashville N/C	Madison, TN	NR	Civil War		1866	1866
Natchez N/C	Natchez, MS	NR	Civil War		1866	1866
Nat'l Memorial/Pacific N/C	Honolulu, HI	NR	WWII; Natives	Y	1948	1949
New Albany N/C	New Albany, IN	NR	Civil War		1862	1862
New Bern N/C	New Bern, NC	NR	Civil War		1867	1867
North Alton Confed.	North Alton, IL	DOE	Civil War Related		1867	1855
Oakdale Cem. S/L	Davenport, IA	Pot. Elig.	Civil War Related		1866	1862
Oakwood Confed. Mound	Chicago, IL	Pot. Elig.	Civil War Related		1866	1866
Philadelphia N/C	Philadelphia, PA	NR	Civil War		1862	1862
Point Lookout Conf.	St. Mary's County, MD	Pot. Elig.	Civil War Related		1874	1864
Port Hudson N/C	Zachary, LA	NR-NHL	Civil War		1866	1863

NAME OF CEMETERY	LOCATION	NATIONAL REGISTER STATUS	THEME	ARCHEOLOGY	DATE ESTABLISHED	DATE OF FIRST BURIAL
Prescott N/C	Prescott, AZ	NR	Fort, Settlers	Y	1931	1864
Prospect Hill C. S/L	Brattleboro, VT	Pot. Elig.	Civil War Related		1864	1862
Prospect Hill C. S/L	York, PA	Pot. Elig.	Civil War Related		1868	1862
Puerto Rico N/C	Bayamon, PR	NR	Other		1948	1943
Quincy N/C	Quincy, IL	Pot. Elig.	Civil War Related		1899	1862
Raleigh N/C	Raleigh, NC	NR	Civil War		1871	1865
Richmond N/C	Richmond, VA	NR	Civil War		1866	1866
Rock Island N/C	Rock Island, IL	NR	Civil War		1863	1815
Rock Island Confed.	Rock Island, IL	NR	Civil War Related		1863	1863
Roseburg N/C	Roseburg, OR	Pot. Elig.	Other		1932	1897
Salisbury N/C	Salisbury, NC	NR	Civil War		1865	1863
San Antonio N/C	San Antonio, TX	NR	Civil War		1867	1867
San Francisco N/C	"Presidio", S.F., CA	NR-NHL	Military		1884	1850
Santa Fe N/C	Santa Fe, NM	DOE	Settlers		1875	1868
Seven Pines N/C	Sandston, VA	NR	Civil War		1866	1866
Sitka N/C	Sitka, AK	DOE	Military		1924	1890
Springfield N/C	Springfield, MO	NR	Civil War		1867	1867
St. Augustine N/C	St. Augustine, FL	NR-NHL	Military		1881	1839
Staunton N/C	Staunton, VA	NR	Civil War		1866	1866
Togus N/C	Togus, ME	DOE	NHDVS		1936	1866
Union Confederate Mon.	Kansas City, MO	Pot. Elig.	Civil War Related		1912	1863
Willamette N/C	Portland, OR	Pot. Elig.	Other		1950	1951
Wilmington N/C	Wilmington, NC	NR	Civil War		1867	1867
Winchester N/C	Winchester, VA	NR	Civil War		1866	1866

NAME OF CEMETERY	LOCATION	NATIONAL REGISTER STATUS	THEME	ARCHEOLOGY	DATE ESTABLISHED	DATE OF FIRST BURIAL
Wood N/C	Wood, WI	DOE	NHDVS		1871	1867
Woodland Cem. S/L	Cleveland, OH	NR	Other		1863	1863
Woodlawn S/L	Ayer, MA	Pot. Elig.	Other		1918	1918
Woodlawn N/C	Elmira, NY	NR	Civil War Related		1874	1864
Woodlawn Confed. Mon.	Terre Haute, IN	Pot. Elig.	Civil War Related		1952	1863
Zachary Taylor N/C	Louisville, KY	NR	Other		1928	1829



## **Abbreviations**

**Civil War:** One of 59 national cemeteries established during/due to the Civil War by Union forces for the burial of soldiers lost in battle. Nomination theme.

**Civil War Related:** Cemeteries established during/after the Civil War to inter Union or Confederate soldiers.

**Confed.:** Confederate lots

**DOE:** Determination of Eligibility for the National Register of Historic Places.

**Military/Settlers:** Cemeteries created as a result of the pioneers migrating to the western territories. Most are on/near forts or posts built and staffed to defend settlers from the Native Americans.

**Mon.:** Monuments/Memorial

**NR:** Listed on National Register of Historic Places

**NHDVS:** One of 11 branches of the National Home for Disabled Volunteer Soldiers established in 1867 for disabled veterans. Each branch had a cemetery, which was integrated into National Cemetery System in 1973. Nomination theme.

**NHL:** National Historic Landmark

**Pot. Elig:** Potentially eligible for listing on the National Register of Historic Places. These properties have not received official certificates from the NPS, but they are 50 years old or more and are considered by VA and State Historic Preservation Officers to be historically significant and require preservation. They need additional evaluation and documentation.

**S/L:** Soldiers' and Government lots

## Chronological List of National Cemeteries

Cemetery	Location	Year Estab.	First Burial	Acres
Alexandria	Alexandria, VA	1862	1862	5.5
Annapolis	Annapolis, MD	1862	1862	4.125
Antietam <sup>1</sup>	Sharpsburg, MD	1862	1862	N/A
Camp Butler	Springfield, IL	1862	1862	52.98
Cypress Hills	Brooklyn, NY	1862	1848	18.197
Danville	Danville, KY	1862	1862	0.31
Fort Leavenworth	Fort Leavenworth, KS	1862	1827	36.10
Fort Scott	Fort Scott, KS	1862	1862	21.76
Keokuk	Keokuk, IA	1862	1861	22.65
Loudon Park	Baltimore, MD	1862	1861	5.24
Mill Springs	Nancy, KY	1862	1862	6.3
New Albany	New Albany, IN	1862	1862	5.46
Philadelphia <sup>2</sup>	Philadelphia, PA	1862	1862	13.32
Soldiers Home <sup>3</sup>	Washington, DC	1862	1862	N/A
<b>Established from 1862 to 1872 for the re-interment of Civil War dead, soldiers who died while held prisoner and soldiers who died in hospitals.</b>				
Beaufort	Beaufort, SC	1863	1863	33.1
Cave Hill	Louisville, KY	1863	1861	4.108
Gettysburg <sup>4</sup>	Gettysburg, PA	1863	1863	N/A
Knoxville	Knoxville, TN	1863	1863	9.83
Lexington	Lexington, KY	1863	1861	0.75
Rock Island	Rock Island, IL	1863	1815	66.81
Beverly	Beverly, NJ	1864	1864	64.55
Mound City	Mound City, IL	1864	1864	10.5
Andersonville <sup>4</sup>	Andersonville, GA	1865	1865	N/A
Arlington <sup>3</sup>	Arlington, VA	1865	1865	N/A
Balls Bluff	Leesburg, VA	1865	1865	4.630
Florence	Florence, SC	1865	1864	24.948
Fredericksburg <sup>4</sup>	Fredericksburg, VA	1865	1865	N/A
Mobile	Mobile, AL	1865	1865	5.24
Salisbury <sup>5</sup>	Salisbury, NC	1865	1863	63.545
Stones River <sup>4</sup>	Murfreesboro, TN	1865	1865	N/A
Camp Nelson	Nicholasville, KY	1866	1863	30.2
City Point	Hopewell, VA	1866	1866	6.66
Cold Harbor	Mechanicsville, VA	1866	1866	1.43

<b>Cemetery</b>	<b>Location</b>	<b>Year Estab.</b>	<b>First Burial</b>	<b>Acres</b>
Corinth	Corinth, MS	1866	1866	20.00
Crown Hill	Indianapolis, IN	1866	1866	1.37
Danville	Danville, VA	1866	1866	3.5
Glendale	Richmond, VA	1866	1866	2.1
Fort Harrison	Fort Harrison, VA	1866	1866	1.549
Hampton	Hampton, VA	1866	1866	27.071
Jefferson Barracks	St. Louis, MO	1866	1827	331
Marietta	Marietta, GA	1866	1866	23.256
Nashville	Madison, TN	1866	1866	64.5
Natchez	Natchez, MS	1866	1866	25.72
Poplar Grove <sup>4</sup>	Petersburg, VA	1866	1864	N/A
Port Hudson	Zachary, LA	1866	1863	19.883
Richmond	Richmond, VA	1866	1866	9.74
Seven Pines	Sandston, VA	1866	1866	1.9
Staunton	Staunton, VA	1866	1866	1.146
Vicksburg <sup>4</sup>	Vicksburg, MS	1866	1866	N/A
Winchester	Winchester, VA	1866	1866	4.88
Yorktown <sup>4</sup>	Yorktown, VA	1866	1866	N/A
Alexandria	Pineville, LA	1867	1867	8.23
Battleground <sup>4</sup>	Washington, DC	1867	1864	N/A
Baton Rouge	Baton Rouge, LA	1867	1867	7.690
Chattanooga	Chattanooga, TN	1867	1863	120.93
Culpeper	Culpeper, VA	1867	1867	29.467
Dayton <sup>7</sup>	Dayton, OH	1867	1867	98.196
Fayetteville	Fayetteville, AK	1867	1867	14.144
Fort Donelson <sup>4</sup>	Dover, TN	1867	1867	N/A
Fort Lyon <sup>6</sup>	Fort Lyon, CO	1867	1867	51.896
Fort Smith	Fort Smith, AK	1867	1819	22.33
Grafton	Grafton, WV	1867	1867	3.21
Jefferson City	Jefferson City, MO	1867	1861	2.01
Lebanon	Lebanon, KY	1867	1867	14.83
Memphis	Memphis, TN	1867	1867	44.15
New Bern	New Bern, NC	1867	1867	7.68
San Antonio	San Antonio, TX	1867	1867	3.66
Shiloh <sup>4</sup>	Shiloh, TN	1867	1867	N/A
Springfield	Springfield, MO	1867	1867	18.12
Wilmington	Wilmington, NC	1867	1867	5.065
Barrancas	Barrancas, FL	1868	1838	94.94
Chalmette <sup>4</sup>	Chalmette, LA	1868	1868	N/A
Fort Gibson	Fort Gibson, OK	1868	1831	48.31

<b>Cemetery</b>	<b>Location</b>	<b>Year Estab.</b>	<b>First Burial</b>	<b>Acres</b>
Little Rock	Little Rock, AK	1868	1868	31.687
Raleigh	Raleigh, NC	1871	1865	6.95
Wood <sup>7</sup>	Wood, WI	1871	1867	50.145
<b>Established from 1873 to 1973. Many were originally post cemeteries at frontier forts; 21 were at National Homes or VA medical facilities.</b>				
Fort McPherson	Maxwell, NE	1873	1867	20
Woodlawn	Elmira, NY	1874	1864	10.54
Finn's Point	Salem, NJ	1875	1837	4.59
Santa Fe	Santa Fe, NM	1875	1868	78.57
Fort Meade <sup>8</sup>	Sturgis, SD	1878	1878	1.9
Bath <sup>8</sup>	Bath, NY	1879	1879	28.877
Little Bighorn <sup>4</sup>	Crow Agency, MO	1879	1879	N/A
St. Augustine	St. Augustine, FL	1881	1839	1.36
San Francisco	San Francisco, CA	1884	1850	28.34
Danville <sup>8</sup>	Danville, IL	1898	1898	34.05
Hampton VAMC <sup>8</sup>	Hampton (VAMC), VA	1898	1898	0.030
Quincy	Quincy, IL	1899	1862	0.45
Mountain Home <sup>8</sup>	Mountain Home, TN	1903	1903	41.35
Andrew Johnson <sup>4</sup>	Greenville, TN	1906	1906	N/A
Fort Bayard <sup>8</sup>	Fort Bayard, NM	1922	1866	18.783
Sitka	Sitka, AK	1924	1890	4.3
Zachary Taylor	Louisville, KY	1928	1829	15.93
Hot Springs <sup>8</sup>	Hot Springs, SD	1930	1903	8.65
Leavenworth <sup>8</sup>	Leavenworth, KS	1930	1886	128.75
Los Angeles <sup>8</sup>	Los Angeles, CA	1930	1889	114.47
Marion <sup>8</sup>	Marion, IN	1930	1888	45.07

<b>Cemetery</b>	<b>Location</b>	<b>Year Estab.</b>	<b>First Burial</b>	<b>Acres</b>
Prescott <sup>8</sup>	Prescott, AZ	1931	1864	15.35
Roseburg <sup>8</sup>	Roseburg, OR	1932	1897	4.14
Bay Pines	Bay Pines, FL	1933	1933	27.297
Biloxi <sup>8</sup>	Biloxi, MS	1934	1934	54.114
Fort Rosecrans	San Diego, CA	1934	1902	77.49
Baltimore	Baltimore, MD	1936	1936	72.227
Togus <sup>8</sup>	Togus, ME	1936	1866	31.18
Long Island	Farmingdale, L.I., NY	1936	1936	364.72
Fort Sam Houston	San Antonio, TX	1937	1926	154.73
Golden Gate	San Bruno, CA	1938	1941	161.55
Fort Bliss	Fort Bliss, TX	1939	1848	82.149
Fort Snelling	Minneapolis, MN	1939	1870	436.3
Kerrville <sup>8</sup>	Kerrville, TX	1943	1943	1.704
Alton	Alton, IL	1948	1862	0.48
Black Hills	Sturgis, SD	1948	1878	105.9
National Memorial Cemetery of the Pacific	Honolulu, HI	1948	1949	111.54
Puerto Rico	Bayamon, PR	1948	1943	108.24
Fort Logan	Denver, CO	1950	1889	213.99
Willamette	Portland, OR	1950	1951	269.35
Eagle Point <sup>8</sup>	Eagle Point, OR	1952	1952	43.42
Houston <sup>8</sup>	Houston, TX	1963	1965	419.2
<b>National cemeteries established after 1973 that are maintained by the National Cemetery Administration.</b>				
Calverton	Calverton, NY	1976	1978	1045.0
Indiantown Gap	Annaville, PA	1976	1982	677.1
Massachusetts	Bourne, MA	1976	1980	749.29
Riverside	Riverside, CA	1976	1978	922.18

<b>Cemetery</b>	<b>Location</b>	<b>Year Estab.</b>	<b>First Burial</b>	<b>Acres</b>
Quantico	Triangle, VA	1977	1983	726.58
Fort Custer	Augusta, MI	1982	1982	770.4
Fort Richardson <sup>9</sup>	Fort Richardson, AK	1984	1942	39.01
Fort Mitchell	Phoenix City, AL	1987	1987	279.37
Florida	Bushnell, FL	1987	1988	512.94
West Virginia	Pruntytown, WV	1987	1988	89.65
National Memorial Cemetery of Arizona <sup>10</sup>	Phoenix, AZ	1989	1979	225
San Joaquin Valley	Gustine, CA	1992	1992	322
Tahoma	Kent, WA	1997	1997	158.29
Saratoga	Schuylerville, NY	1999	1999	351.66
Abraham Lincoln	Elwood, IL	1999	1999	982.3
Dallas-Fort Worth	Dallas, TX	2000	2000	638.42
Ohio Western Reserve	Rittman, OH	2000	2000	273.09
Fort Sill	Elgin, OK	2001	2001	391.27
Natl. Cemetery of the Alleghenies	Bridgeville, PA	2005	2005	292.10
Great Lakes	Holly, MI	2005	2005	544.31
Georgia	Canton, GA	2006	2006	774.89

**Chronological List of Soldiers' and Government Lots  
and Confederate Sites**

<b>Cemetery</b>	<b>Location</b>	<b>Year Estab.</b>	<b>First Burial</b>	<b>Acres</b>
<b>Soldier's Lots reserved for soldiers in private or municipal cemeteries maintained by the National Cemetery Administration.</b>				
Fort Mackinac Post	Mackinac Island, MI	1814	1814	0.252
Fort Winnebago	Portage, WS	1862	1835	2
Albany Rural	Albany, NY	1862	1841	0.16
Forest Hill	Madison, WS	1862	1861	0.360
Mt. Pleasant	Augusta, ME	1862	1853	0.086
Forest Home	Milwaukee, WS	1863	1850	0.038
Woodland	Cleveland, OH	1863	1863	0.1
Prospect Hill	Brattleboro, VT	1864	1862	0.034
Ashland	Carlisle, PA	1865	1863	0.198
Green Mount	Montpelier, VT	1866	1865	0.01
Oakdale	Davenport, IA	1866	1862	0.1
Mound	Racine, WS	1868	1852	0.263
Prospect Hill	York, PA	1868	1862	0.085
Baxter Springs	Baxter Springs, KS	1869	1863	0.714
Mound City	Mound City, KS	1874	1864	0.263
Allegheny	Pittsburgh, PA	1875	1844	0.232
Mt. Moriah	Philadelphia, PA	1878	1862	0.254
Lake Side	Port Huron, MI	1881	1881	0.174
Forest Lawn	Omaha, NE	1887	1889	0.039
Fort Crawford	Prairie du Chien, WI	1904	1816	0.59
Woodlawn	Ayer, MA	1918	1918	0.024
Evergreen	Southgate, KY	1950	1892	0.126

**Government Lots**

Mt. Moriah Naval	Philadelphia, PA	1977	1864	.254
Congressional	Washington, DC	1808	1808	0.45

**Confederate Cemeteries and Plots in Private Cemeteries**

Confederate Stockade	Sandusky, OH	1862	1862	1.22
Rock Island Confederate	Rock Island, IL	1863	1863	2.8
Confed. Mound/Oak	Chicago, IL	1866	1866	1.58
North Alton Confederate	Alton, IL	1867	1855	3.95
Point Lookout	St. Mary's County, MD	1874	1864	1.03
Camp Chase Confederate	Columbus, OH	1879	1862	1.84

Cemetery	Location	Year Estab.	First Burial	Acres
<b>Soldier's Lots reserved for soldiers in private or municipal cemeteries maintained by the National Cemetery Administration.</b>				
Crown Hill Confederate <sup>12</sup>	Indianapolis, IN	1931	1931	0.016
Union Confed. .. <sup>13</sup>	Kansas City, MO	1912		0.0
Woodlawn Cem. Confederate Monument <sup>14</sup>	Terre Haute, IN	1952		0.045

### Notes

(1) Antietam National Cemetery is administered by the U.S. Department of the Interior. The cemetery was established in 1862; title to the land was transferred to the War Department in 1877.

(2) Union Soldiers who died in hospitals near Philadelphia were buried in seven cemeteries. These soldiers were disinterred and moved to the present location in 1885.

(3) U.S. Soldiers' and Airmen's Home and Arlington National Cemeteries are administered by the U.S. Army.

(4) National cemeteries administered by the U.S. Department of the Interior.

(5) The remains of 11,700 unknown Union soldiers are buried at Salisbury National Cemetery.

(6) Fort Lyon, the military post, was established in 1867. Remains buried in the post cemetery were moved to Ft. McPherson National Cemetery when the Army closed the post in 1887. In 1906, the cemetery was reactivated when the U.S. Navy established a tuberculosis hospital for sailors and marines at the site. In 1922, the Veterans Bureau (predecessor of VA) assumed operation of the Fort Lyon Hospital and Cemetery.

(7) Wood Cemetery was established on the grounds of the Northwest Branch National Asylum for Disabled Volunteer Soldiers and Dayton was established on the grounds of the asylum's central branch. The Veterans Administration assumed administration of both the facility and cemetery in 1930. It did not become a national cemetery until 1973, when VA assumed responsibility for the National Cemetery Administration.

(8) Administered by the VA beginning in 1973 when most national cemeteries under the Army were transferred to VA, some national cemeteries technically date to this year, although they were created much earlier. Most of these cemeteries were on the grounds of National Homes.

(9) Previously an Army post cemetery, reserved for active duty military personnel and their families.

(10) National Memorial Cemetery of Arizona was established as a State Veterans Cemetery in 1979. It was transferred to the Department of Veterans Affairs in 1989 and became a national cemetery.

(11) The site of Congressional Cemetery was set aside as a burial ground by the Vestry of Christ Church in 1808. In 1817, the church reserved 100 gravesites for the interment of members of Congress. In total, there are 806 NCA-owned sites, including



469 gravesites, additional sites marked by cenotaphs. Burials include 9 Native American delegates and 45 Confederate soldiers.

(12) The remains of 1,616 Confederate POWs who died at Camp Morton in Indianapolis during the Civil War were originally buried in Greenlawn Cemetery. In 1931, their remains were reburied in Crown Hill Cemetery.

(13) Monument in Union Cemetery for 15 Confederate POW unknowns who died in Kansas City.

(14) Monument in Woodlawn Cemetery was erected in memory of 11 Confederate POWs who died in Terre Haute and whose graves in the cemetery cannot be identified.

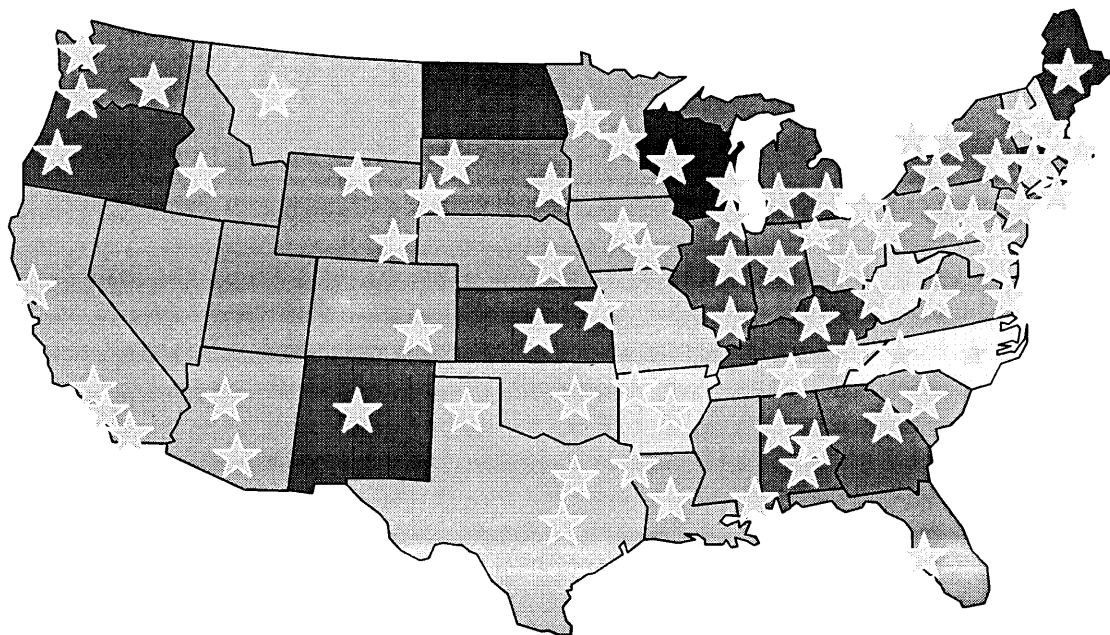
#### **Veterans Benefits Administration:**

VBA owns or controls only one known historic building and it is generally joined in the listings for all VHA property, as it sits isolated in the middle of VHA property at the medical center at Hines, Illinois. It is Building 21, used for storage. Formerly it was one of two buildings that served as airplane hangers at the Checkerboard Airfield, from where Charles Lindbergh inaugurated airmail postal service from Chicago to St. Louis. Because the lone VBA building sits in the middle of a medical center campus, adjacent to its twin VHA building, the building is included in all data related to VHA. The remainder of this report will refer only to National Cemetery and Medical Center properties.

## Resource Distribution

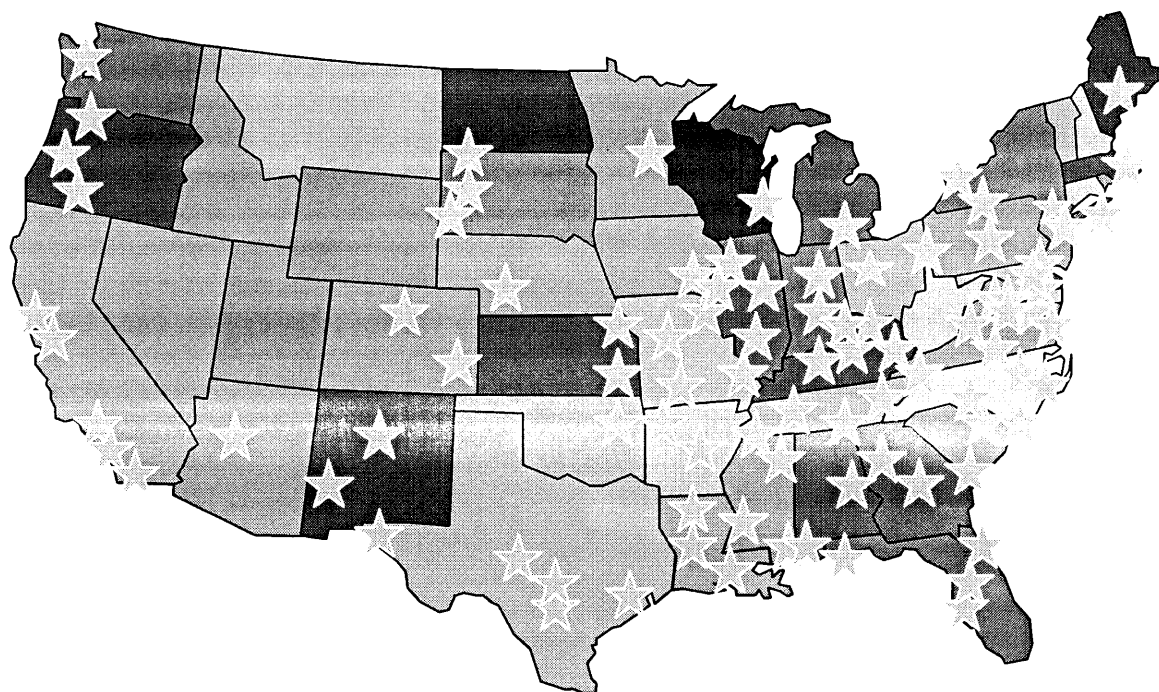
**VA's Historic Medical Center Districts are all over the continental United States:**

84     Historic Districts  
31     Archeological Sites  
1640+ Historic Buildings



**VA's Historic National Cemeteries and Soldiers'/Government Lots are in the United States and Puerto Rico:**

- 88 Historic Districts (9 are National Historic Landmarks)
- 159+ Historic Buildings and Structures
- 1009+ Monuments and Memorials
- 119+ Landscape features (cannon, tablets)



**Note: Soldiers'/Government Lot locations are not shown.**

## **Reporting and Systems Methodology**

### **Inventory and Evaluations:**

Since 1973, VA has taken a close look at properties and evaluated them against National Register of Historic Places criteria for listing. VA appointed a Historic Preservation Officer in 1973. Originally, letters were sent to every facility, asking them to assess their properties and send in their self-assessments, along with facility histories. Thematic patterns immediately emerged. By follow-up letters, facilities were required to photograph every structure on their property, keyed to site plans. In the late 1970s, an architect was added to the staff to evaluate the historic buildings and develop the thematic groups of historic properties. After cursory documentation all apparent historic properties had been submitted to the respective State Historic Preservation Officers and the Keeper of the National Register of Historic Places, VA had a healthy and comprehensive list of “eligible” properties.

To assist with planning and management of facilities, VA’s Historic Preservation Office followed up with documentation and analysis on the remaining VA-owned properties, to confirm that these properties were not historic and did not meet criteria for listing on the National Register. So, by the mid-1980s, VA had “negative determinations of eligibility” on the remainder of properties. The result greatly helped planners. Projects at those sites did not require any further compliance actions. Staff efforts and planning focused on the legally “historic” properties.

In 2001, NCA added the first of three professional historians who assist with the identification and evaluation of VA’s cemeterial historic resources. Over the last 4 years, re-survey and evaluation of existing and newly “historic” features has been undertaken by NCA.

### **Assessments:**

Through the years, various facility management studies and reports have added to the body of information that VA has on the properties. Occasionally, a previously “ineligible” property would emerge with a significance that would qualify it for “listing.” These reports also consistently gave feedback on the existence and status of the inventoried historic buildings. These studies included:

- Facility Development Plans
- Five Year Plans
- Facility Condition Assessments
- Capital Asset Reporting Plans
- Capital Asset and Realignment for Enhanced Services

In all cases, these studies reported on the existing condition of the buildings, the future needs for continuing to use the structures, the estimated costs to bring buildings up to standards and codes, and options for use or reuse. VA was and continues to be very pro-active in studying the properties.

### **Today and Future:**

A few properties have now reached the age of 50, and will be evaluated. See Section **"Future Compliance with Sections 110 and 111."**

### **Annual Heritage Asset Report as part of Financial Statement to Congress:**

All historic properties, with lists of individual historic buildings, are listed on the VA website: [http://www.va.gov/facmgt/historic/Inventory\\_Home.asp](http://www.va.gov/facmgt/historic/Inventory_Home.asp)

Every VHA facility is required to review their listing annually and report by e-mail the changes or discrepancies to the Federal Preservation Officer. Verified changes are made to the website and master Capital Asset data base. A Summary Report is included as VA's "Heritage Assets" in the Department's Annual Financial Report to OMB.

### **General Conditions and Management Needs:**

#### **Veterans Health Administration**

All historic properties are actively used as medical centers; however, many of the listed or eligible properties have vacant buildings that have been identified during the recent Capital Asset Realignment for Enhanced Services (CARES) process. In general, all occupied and used historic buildings are in excellent condition. The standout buildings that typically are vacant and have no or little use in today's medical care environment are those stand-alone buildings that completed the old National Home communities and provided residents with full amenities. It could be said that these buildings have suffered varying amounts of neglect, sustained vacancies, and patterns of deferred maintenance. These include:

- Chapels
- Theaters
- Recreation Halls
- Mess Halls
- Barracks
- Bandstands
- Greenhouses
- Libraries
- Quarters
- Odd structures acquired in a variety of ways: Scottish watchtower, mill, military post gates, barracks, etc.

These structures are masterpieces of revival architecture and are some of the most valued historic treasures owned by the Department. However, as these buildings no longer serve a role in today's health care model, many are vacant and unused. Without a dedicated purpose to supplement medical care, they don't receive preservation

funding through the priority process in formulating the construction budget. They represent VA's most endangered buildings.

## **Future**

There is a huge amount of current and anticipated downsizing, as medical care shifts from inpatient to outpatient care. The larger tertiary care hospitals, especially the historic campus models, are no longer the primary method of providing medical care to veterans; the large mega-structure modern hospitals are still used, but not fully, to care for only the most critical of patients, while the older historic campuses, with scattered smaller buildings, are not useful for today's programs, other than supplemental. Today, the focal point for that care is getting more and more widespread into smaller communities, closer to the veterans. VA is opening dozens of community-based clinics in small towns and rural areas, to have outpatient doctor's care within a few miles of the veterans.

VA is, and will be, working with preservation stakeholders, community groups, and other interested parties to best determine, discuss, and negotiate issues relating to the restructuring of facilities in the CARES process. The Enhanced Use leasing program, allows VA to lease properties or portions of property, for up to 75 years, to a private developer or non-profit organization who may employ adaptive reuse of VA's vacant historic buildings to benefit veterans.

## **Budgeting and Funds:**

All VA construction and maintenance projects compete for Congressional funding. Projects are submitted for prioritization, which is based on factors that favor benefits to the veteran, whether through medical care, benefit services, or burial benefits; it does not favor preservation for preservation's sake. Alternative funding to conventional Authorization/Appropriation may be a potential option to assist preserving under-utilized, but treasured buildings, structures, objects and historic landscapes.

## **National Cemetery Administration:**

National Cemetery properties are well maintained and serve as national shrines to our Nation's veterans. More than half of these are still active, but many of the oldest cemeteries are closed due to lack of burial space. The grounds are mowed and headstones/markers are cleaned, raised, and realigned as needed. Such work is frequently accomplished by contractors rather than employees. Damaged, illegible or deteriorated headstones are replaced in-kind as needed. A new "retro-style" headstone was introduced in 2004 that closely replicates the Civil War/Spanish-American War headstone. This headstone is smaller in size and with a recessed shield/raised inscription field. These headstones help preserve and enhance the appearance of historic cemetery landscapes.

Meigs-designed lodges and the subsequent generations—such as Georgian, Dutch Colonial and Spanish Colonial, and Neoclassical forms—lodges are well maintained according to their current function and occupancy. Historic lodges are frequently

occupied by tenants who pay minimal rent and take little responsibility for repairs; while others have been renovated for use as a residence or an NCA office. Some are vacant and holding up to deterioration in various degrees of success. These features have suffered varying amounts of neglect, sustained vacancies, and patterns of deferred maintenance. Regardless of its condition, a lodge or another building that is not viably occupied may be jeopardized if the land it occupies is desirable for additional grave sites. Four historic lodges are currently slated for demolition in the coming years, and another is slated to be studied for potential adaptive use or demolition.

The Civil War-era cemeteries have additional inherent maintenance burdens. Many are enclosed with original brick or stone walls with notoriously shallow foundations and monumental cast-iron gates, which require ongoing rehabilitation. Hundreds of commemorative monuments/memorials date from the early 19<sup>th</sup> century to present, made of diverse materials; similarly, hundreds of private headstones exist in the cemeteries. Made of bronze, granite, sandstone, limestone, marble, zinc, etc., these objects represent a conservation challenge to NCA due to their age and fragility. Their condition ranges from excellent to poor. Currently, NCA replaces failing or seriously damaged private headstones with a standard Government headstone if a descendent cannot be located to fund a replacement in-kind. Elsewhere across the cemetery landscapes, once-common 19<sup>th</sup> century features have been removed over the years—inverted cannon, plaques with General Orders and verse—reducing the integrity of the overall historic landscape.

Contributing features include:

- Enclosure/perimeter walls with gates (entrance, postern).
- Lodges and Maintenance Buildings
- Rostrums
- Landscape features (plaques, ornamental artillery, internal fencing)
- Monuments and memorials
- Flag pole and patio areas
- Headstones and markers – Government provided and private
- Columbaria building
- Chapels
- Monumental arches (former entrance gates)

## **Reporting Mechanisms**

### **Capital Asset Inventory Data Base (CAI):**

VHA's Office of Facilities Management maintains the Department's listing of all facilities, buildings, monuments, etc. Every VHA facility has one person designated to make changes to the data base to ensure it is up-to-date. The exception to that procedure is that only the Federal Preservation Officer has the ability to change any fields in the historic information section of the data base. This ensures that someone does not arbitrarily delete historic status of a building or facility. This data base was integrally used with the CARES studies. NCA staff assists with updating the CAI for VA's cemeterial resources. It is important to note that NCA manages its own resources and data for their historical inventory, but both Administrations utilize the same database to eliminate duplication and prevent errors.

### **CARES Studies:**

Capital Asset Realignment for Enhanced Services (CARES) Phase II has been completed. Phase III, which is the final decisions of resource realignment, is still being developed. CARES is a national study of all future facility needs based upon the most recent projections from current and historical veteran data and was combined with medical care usage to assess whether current medical facilities were aligned to meet future health care needs of veterans for the next 20 years. As part of the data gathering, the conditions of buildings were noted in great detail. That data is the basis for the general summary conclusions of their current general condition.

All future facility management decisions will be made based on the results from CARES. Programs may be shifted from one location to another. Larger facilities may be downsized; some facilities may be closed. All actions of this nature are handled through the construction project process. Projects are submitted up to 5 years in advance, weighted and scored by central planning staff, and submitted in annual budgets to Congress for funding.



## **Fulfillment of Section 110 Responsibilities**

All historic properties, with lists of individual historic buildings, are listed on the VA website: <http://www.va.gov/facmgt/historic/InventoryHome.asp>

### **Property Surveyed for Buildings and Structures**

In the 1980's, VA sought and received Determinations of Eligibility or Negative Determinations of Eligibility on almost all VA owned property. The status of only two medical center campuses remains unresolved: Menlo Park, California, and St. Cloud, Minnesota.

While VA recognizes the statutory requirement to convert the Determinations of Eligibility to formal National Register nominations, at the present, there is not an ongoing effort to do this. This is due to lack of staff and funds. Staff time is more focused on encouraging the preservation of the already identified historic resources. However, whenever there is a major construction or Enhanced Use lease project at an "eligible" site, we try to build into the mitigation measures a stipulation that project funds or lessee funding be used to prepare a formal nomination for that property. This is done through local facility interest and/or through central office contracting with preservation consultants; for Enhanced Use lease projects, the developer may be required to prepare the nomination documents. VA does plan to begin a program to seek listing of sites in the future.

VA professional staff traveled to sites and surveyed hundreds of acres within VA's holdings. Additionally, using document research and topography maps, properties or areas that had a higher likelihood of containing archaeological resources were identified. Using this information, VA hires an archaeologist to conduct field research and/or to be present for ground-disturbing activities to ensure a historical site is preserved.

### **NCA Photographic Documentation**

For the past two years, NCA has been funding the photographic documentation of its historic cemeteries with permanent, high-quality images, per Section 110 of the National Historic Preservation Act of 1966. The cemeteries are prioritized according to significance (NHLs, NR listed), period of construction (Civil War, soldiers' home), geography, and integrity. The 5" x 7" large-format images meet the standards of the Heritage Documentation Program of the National Park Service, and will become part of the Historic American Landscapes Survey Collection at the Library of Congress. Nearly 1,000 black-and-white views have been completed based at 55 national cemeteries/soldiers' lots, which represents more than 35 percent of NCA's sites.

## **Compliance with Section 111 for Properties Leaving VA Control**

16 U.S.C § 470h-3, Lease or Exchange of Federal Historic Property. 16 USC § 470h-3(a), Authorization, Consultation with Advisory Council.

### **Ensuring Preservation:**

When transferring properties outside of VA control, through transfer of deed or lease, VA adds a covenant to the deed or lease that essentially transfers the basic Federal preservation requirements to the new owner or lessee – basic consultation with the SHPO on future undertakings. Leases, the dispute resolution would re-involve VA.

For Enhanced Use Lease projects, where a developer takes over control of the property for up to 75 years, VA transfers the Federal preservation responsibilities over to the lessee.

VA has used the EU process to successfully use the adaptive reuse process for historic buildings. This has occurred at Marion, IN; Leavenworth, KS; and Dayton, OH. The exterior of the buildings were not modified. All EU's are subject to the Section 106 process.

## **Future Compliance with Sections 110 and 111**

### **Nominations to the National Register:**

Continue efforts to have “eligible” properties nominated to the National Register of Historic Places. This is typically added as a mitigation measure in negotiated agreements for projects at VHA properties. That is the primary means of obtaining funding. The bulk of NCA’s eligible properties have been nominated to the National Register. A list of prioritized sites yet to be nominated includes some 19<sup>th</sup> century sites and a thematic group of cemeteries developed between the two World Wars. Currently there is no systematic process for funding these nomination projects.

### **National Park Service Partnership:**

In 2005, VA entered into an Interagency Agreement with the National Park Service, Midwest Region, for the NPS to conduct a National Landmark Study of the 11 VA properties - former branches of the National Home for Disabled Volunteer Soldiers. Properties deemed worthy will be nominated for Landmark status. This study will increase knowledge of the properties, raise public and employee awareness and assist management in decision-making. The draft was received on July 10, 2006.

### **Archaeology:**

Enlist the services of an archaeologist to continue surveying VA property, ranking the probability of finding resources, and conducting more intensive testing on potential sites.

### **Increase knowledge of potential historic properties:**

Re-evaluate buildings that have turned 50 years old since 2005, including the post World War II era buildings.

### **World War I-II: National Cemeteries**

New national cemeteries were officially established between the World Wars, though in some cases they were not constructed until after World War II. Some of these were largely components of VA National Homes (with burials dating to the late 19<sup>th</sup> century) that were later separated from VHA and assigned to NCA. Several expansive new cemeteries were designed to serve a growing population of veterans in urban locations: California, New York, Texas, Florida, and the Midwest. This was the second generation of nationwide planning for national cemeteries.

<b>Cemetery Name</b>	<b>Location</b>	<b>Acreage/Burial Units</b>	<b>Date Est.</b>
Fort Bayard	Fort Bayard, NM	<u>18.8 / 3,520</u>	1922
Sitka	Sitka, AK	<u>4.3 / 1,014</u>	1924
Zachary Taylor	Louisville, KY	<u>15.9 / 13,267</u>	1928
Hot Springs	Hot Springs, SD	<u>8.6 / 1,483</u>	1930
Leavenworth	Leavenworth, KS	<u>128.7 / 29,167</u>	1930
Los Angeles	Los Angeles, CA	114.470 / 84,714	1930
Marion	Marion, IN	45.070 / 7,797	1930
Prescott	Prescott, AZ	15.350 / 3,145	1931
Roseburg	Roseburg, OR	4.140 / 3,159	1932
Bay Pines	Bay Pines, FL	27.297 / 21,558	1933
Biloxi	Biloxi, MS	54.114 / 13,639	1934
Fort Rosecrans	San Diego, CA	71.340 / 83,695	1934
Baltimore	Baltimore, MD	72.227 / 43,806	1936
Togus	Togus, ME	31.180 / 5,372	1936
Long Island	Farmingdale, L.I.NY	364.720 / 324,108	1936
Fort Sam Houston	San Antonio, TX	154.738 / 102,784	1937
Golden Gate	San Bruno, CA	161.550 / 136,130	1938
Fort Bliss	Fort Bliss, TX	82.149 / 39,556	1939
Fort Snelling	Minneapolis, MN	436.300 / 158,883	1939

<b>Cemetery Name</b>	<b>Location</b>	<b>Acreage/Burial Units</b>	<b>Date Est.</b>
Kerrville <sup>8</sup>	Kerrville, TX	1.704 / 462	1943
Alton	Alton, IL	0.480 / 522	1948
Black Hills	Sturgis, SD	105.900 / 17,806	1948
National Memorial Cemetery of the Pacific	Honolulu, HI	111.540 / 44,249	1948
Puerto Rico	Bayamon, PR	108.240 / 41,530	1948

After World War II, the construction of National Cemeteries waned along with the Army's interest in the business of cemetery management. One anomaly to cemetery construction at this time is the facility that VHA, not the Army, built in Houston starting in 1964. This was the first new VA cemetery not physically attached to a medical center.

## **Contribution to Community Economic Development – Tourism**

VA properties have limited potential for community economic development or heritage tourism.

### **National Cemeteries**

Tourist Interest at National Cemeteries: A few of VA's unique national cemeteries have tourism interest, principally the National Memorial Cemetery of the Pacific in Honolulu, Hawaii. Resting within the crater of a dormant volcano, it has memorials and famous burials relating to World War II, and has a fabulous overlook area on the rim of the volcano that overlooks downtown Honolulu and Pearl Harbor below. Many of the NCA's historic Civil War-era cemeteries are closed. However, they are popular stops for Civil War enthusiasts and some communities have included National Cemeteries in heritage tours. In past years, limited interpretive signage has been provided by State, Federal and private-interest entities at some cemeteries. Due to the absence of staff at many historically significant properties, NCA is planning to pursue Agency-sponsored interpretive signage at such cemeteries.

### **VA Medical Centers:**

Self-contained Campuses: Most VA medical centers are self contained campuses within or on the outskirts of larger communities – cities and towns. They are typically fenced and now, more and more, manned with security measures, that discourage free interaction with the community.

Security: VA management does not typically seek to bring unnecessary visitors on to the campus. Staff, patients, and patient visitors are welcome, in addition to vendors providing services and support. VA does not typically produce events designed to bring the public on to the facility grounds. When there is an event, it is well controlled. A few medical centers have developed Museums or other historical displays. They welcome interested visitors who learn about their resources, but do not actively seek "tourists" or ever envision becoming a tourist destination. Flocking tourists would not be proper in a medical healing environment.

Budgets: VA does not have discretionary funds to assist with community development outside of VA programs. Funds are channeled to the primary mission of medical care for veterans.

While VA does not discourage visitors to its campuses, cemeteries or medical centers, most come to receive services or to visit a patient or gravesite. Twenty-first century security concerns have dramatically altered the open campus concept. Matching security requirements with community interaction and potential community economic development will be a challenge as VA moves to become a more integral part of the community.

## **Programs and Policies to Promote Preservation Partnerships**

### **American Veterans Heritage Center:**

VA has established a collaborative relationship with a non-profit group, the American Veterans Heritage Center, advocating the preservation of first, the Dayton VA medical center as a former branch of the NHDVS, the ten other NHDVS branches and ultimately, all historic properties in VA stewardship.

### **Interagency Agreement with the National Park Service**

Interagency Agreement between VA and the National Park Service for a Landmark Study in which:

- National Park Service agrees to conduct National Landmark Study of the 11 VA properties – former branches of the National Home for Disabled Volunteer Soldiers
- VA obtains Benefits:
  - Formalizes a beneficial relationship – with long-term potential
  - Public relations benefits.
  - Increases knowledge of property; assists in management decision making
  - No cost to VA (NPS staff travel is subsidized by the American Veterans Heritage Center).

### **NPS Portal**

VA has also assisted in the funding and management for the NPS Portal, which is an expanding web-based data base search engine that focuses on easily and conveniently locating world wide historic preservation information. It is a good and valuable historic library at any person's fingertips and will encourage future nationwide historic preservation efforts.

### **National Preservation Stakeholders Agreement on CARES**

VA has drafted a Memorandum of Understanding (MOU) with preservation stakeholders for integrating the Secretary's CARES Decisions. This document will be developed further and be used as a tool to work in partnership with organizations outside of VA such as, the National Park Service, National Conference of State Historic Preservation Officers, and the Advisory Council on Historic Preservation. Because the decisions have not been finalized or presented to the public the MOU has not been finalized.

### **Enhanced Use Lease Program**

Enhanced Use Lease Program is a program of partnerships and represents the best opportunities for revitalizing and reusing historic buildings or properties that are currently or projected to be vacant or under-utilized.

VA's Enhanced-Use Leasing authority is the Department's unique asset management program. The program, initially authorized in 1991 (38 U.S.C. 8161, et seq.), was modified in 2005 and re-authorized until 2011. Initial results include significant cost savings, substantial private investment, new long-term sources of revenues as well as jobs or tax revenues for the local, state, and Federal sectors.

The program provides VA with a proven method of leveraging VA's diverse real estate portfolio and market position to:

- Realign under-performing property to produce assets capable of yielding "highest and best" return to veterans, taxpayers, and the Government.
- Implement business goals and objectives.

VA land and buildings traditionally have been acquired and managed as operating overhead burdening the bottom line. In contrast, Enhanced-Use program and products are designed to allow VA activities to:

- Manage and develop VA property holdings as a portfolio of assets.
- Generate local revenue, maximize value, minimize costs, and maintain competitiveness.
- Provide security needed to attract outside investments.
- Realign under-used property to increase operational returns without going through complex and time consuming "excess" property regulations and procedures.
- Acquire needed facilities, space, or services otherwise unaffordable or unavailable
- Link real estate activities to strategic goals

### **Mound City National Cemetery**

NCA established an Enhanced Use Lease with the Mound City National Cemetery Preservation Commission, which received federal, State and local grants totaling \$959,324 to renovate the caretaker's lodge at Mound City (Illinois) National Cemetery. This collaboration will accomplish the following:

- Renovate the lodge into an interpretive/visitor center, which began in 2004.
- Provide veterans and tourists with an awareness of the cemetery's importance.
- Establish a 25-year lease agreement to provide for the preservation of VA historic assets.



## **NCA Specific Documentation with the National Park Service**

- NCA is partnered with the NPS's National Center for Preservation Technology & Training for a two-year materials conservation and treatment analysis of marble Government-issued headstones to identify the appropriateness of headstone cleaning agents and their delivery. The purpose of the interagency agreement is to develop a scientifically founded maintenance policy that will minimize damage to 19<sup>th</sup> century headstones. The findings will benefit national cemeteries under the jurisdiction of the NPS and Department of Army, as well as managers of private cemeteries containing Government-issued headstones.
- NCA has funded a one-year pilot documentation study of Alexandria (Virginia) National Cemetery using Geographic Information System/Global Positioning System, to be done by the NPS. All trees and man-made features, historically and extant, will be located and mapped, including more than 4,000 headstones. All buildings, structures, and objects will be photographed; all historic maps, text, and photographs will be consolidated and appropriate data contents and graphic files will be available for the purpose of strengthening all historic and contemporary data for planning purposes. The purpose of the project is to demonstrate the value of this technology for cemetery resource management, regardless of the site's age.

The National Park Service's Richmond National Battlefield Park is a long-term tenant of the lodge at Glendale National Cemetery, Richmond, Virginia, through a revocable permit for the period 1990-2015. The NPS uses the lodge, with a separate restroom building, as an interpretive office. NPS has renovated the restrooms and installed handicapped access to the lodge.

## **Additional NCA Partnerships with Private Organizations**

### **Los Angeles National Cemetery**

Over several years, through Memorandum of Understandings, NCA has partnered with the Los Angeles-based Veterans Park Conservancy, a non-profit organization, to realize facility improvements at the Los Angeles National Cemetery. NCA has worked with this organization to install a new iron enclosure fence and to fund an Historic Structure Report (HSR) on the historic Chapel/Administration building; now they are planning to fund the rehabilitation of that building. The proposed rehabilitation would include:

- Replacement of antiquated systems (heat, air, wiring).
- Rehabilitation of chapel space and its features.
- Rehabilitation of administration space.

In three locations, NCA has entered into agreements with tenant organizations whose missions include cemetery, community historic preservation, or local tourism.

- Keokuk, IA - Revocable license, 1999-2019, to the Keokuk Historic Preservation Committee, City of Keokuk, to renovate structure into a welcome center.
- Mobile, AL - Lease to the Friends of Magnolia Cemetery.
- Richmond, VA - Lease to Richmond Discoveries, Inc., heritage tourism organization.

## **Policies and Procedures for Compliance with Section 110 and 111**

VA has a master policy, Directive 7545, Cultural Resource Management, that mandates compliance with all Federal preservation requirements, establishes responsibilities, and directs each affected program and facility to have a trained “Cultural Resources Management Officer (CRMO)” who is in a position to influence decision-making about the resource and to develop a preservation plan for the facility or program. The goal is to decentralize the preservation process and accountability, as well as infuse preservation into the local facility’s management culture.

This policy was modeled after a draft policy developed by a consultant to the Department of Defense’s Legacy Program in the early 1990’s. The companion Handbook 7545, Cultural Resource Management Procedures, gives details on how to implement the policy. The handbook not only shows how to comply with the National Historic Preservation Act and implementing regulations, but a whole host of other statutes, as well. The Appendices provide sample documents for assistance. A re-look at these documents shows that the policies are adequate.

While field managers have no direct accountability for ensuring compliance, VA’s Federal Preservation Officer provides consultative services and advice on a case-by-case basis.

Plans are underway to improve accountability. Amendments to Directive 7545, as well as separate orders, will require facilities to report the name of their CRMO official. Facilities will also be required to report the training received CRMO, communicate with headquarters more frequently, submit an annual report on Section 106 and other compliance activities, and to develop and share their preservation plan, which will be further defined.

## **Future Planning Efforts**

**‘As stewards of many historic treasures VA is responsible for ensuring that the most important ones are there for future generations’**

### **Historic Preservation Program’s Accomplishments – Last 12 Months:**

- Met with National Preservation Stakeholders for Future Policy Guidance
- Drafted a Memorandum of Understanding (MOU) with preservation stakeholders for integrating the Secretary’s CARES Decisions (pending policy decisions)
- Trained Capital Asset Managers, at field locations, in what is required for projects and sites that have historic properties or buildings
- Developed a comprehensive list of properties most affected by CARES
- Responded to need for a historic preservation succession plan by bringing in new staff to train and assist with the program
- Obtained Secretary’s signature on an Interagency Agreement between VA & The National Park Service – Landmark Study

### **Planned Future Actions:**

#### **Develop a Strategic Vision to Address CARES Recommendations**

Address implementing a vision that recognizes the important properties and buildings in VA’s capital inventory

Use a mix of internal and external resources to study the important sites to invest in; and evaluate the list of “Hot Historic Properties from CARES” based on the results of CARES. Consider using consultants to objectively validate the list.

Develop inventory of excess historic buildings based on approval of CARES report.

Incorporate Section 106 compliance (consultation and negotiations with preservation stakeholders) requirements into implementation plans. Actively seek “preservation stakeholder” assistance to find uses for excess historic buildings or agree on disposition: Work with the following preservation and veterans stakeholders.

Develop an MOU with partnering organizations, the National Park Service-National Register of Historic Places and the Advisory Council on Historic Preservation.