



# COMMONWEALTH of VIRGINIA

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Secretary of Natural Resources

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May 11, 2015

Mr. Randy Steffey  
US Army Corps of Engineers  
803 Front Street  
Norfolk, VA 23510

**US Army Corps of  
Engineers  
Norfolk District Regulatory  
Office  
Received by: RLS  
Date: May 11, 2015**

Re: Surry-Skiffes Creek-Wheaton Proposed 500/230 kV Transmission Line and Switching Station  
Surry, Charles City, James City, and York Counties; City of Williamsburg  
DHR File No. 2011-2071

Dear Mr. Steffey:

The Virginia Department of Historic Resources (DHR) received on May 7, 2015 from the Army Corps of Engineers (Corps) the document entitled *National Register of Historic Places Eligibility of the Captain John Smith National Historic Trail, Washington-Rochambeau Revolutionary Route National Historic Trail, and Other Potentially Eligible Cultural Landscapes Within the Area of Potential Effect*. Thank you for your thoughtful consideration of these important resources.

The Corps recommends that the sections of the Captain John Smith Chesapeake National Historic Trail and Washington-Rochambeau Revolutionary Route National Historic Trail located within the Area of Potential Effects (APE) are not eligible for listing in the National Register of Historic Places. Based on the documentation provided and guidance from the Deputy Keeper of the National Register (December 22, 2014 letter to the Federal Highway Administration), DHR concurs that the trails, in their entirety within the APE are not eligible for National Register listing.

The Corps has identified a cultural landscape associated with the initial settlement of Jamestown that includes Jamestown Island, Hog Island, and their maritime approaches. This resource is bound on its southern (downstream) end by a line connecting Hog Island and Skiffes Creek and on its northern (upstream) end by the extents of the APE; however, the cultural landscape may extend further upstream. This cultural landscape is recommended by the Corps as eligible for listing in the National Register under Criteria A and D. Based on the documentation provided and guidance from the Deputy Keeper and applicable NPS National Register Bulletins, DHR concurs that the cultural landscape, as identified, is eligible for National Register listing.

These comments and those issued by DHR on May 1, 2015 recognize the Corps' completion of the identification of historic properties, as required by 36 CFR 800.4, for this undertaking. Please proceed to

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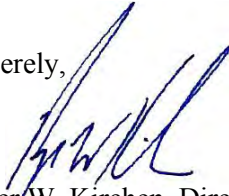
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apply the criteria of adverse effect, as codified at 36 CFR 800.5, and provide to DHR and other consulting parties the Corps' finding of effect when available. If you have any questions concerning these comments or our review of this undertaking, please do not hesitate to contact me at [roger.kirchen@dhr.virginia.gov](mailto:roger.kirchen@dhr.virginia.gov).

Sincerely,



Roger W. Kirchen, Director  
Review and Compliance Division

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U.S. Army Corps of Engineers,  
Norfolk District Regulatory Branch  
May 7, 2015

**Dominion Virginia Power Surry-Skiffes Creek-Wheaton  
Proposed 500/230kV Line  
NAO-2012-00080 / 13-V0408**

**National Register of Historic Places Eligibility of the  
Captain John Smith National Historic Trail,  
Washington-Rochambeau Revolutionary Route National Historic Trail,  
and Other Potentially Eligible Cultural Landscapes  
Within the Area of Potential Effect**

Synopsis: U.S. Army Corps of Engineers (USACE) is finalizing the identification phase of National Historic Preservation Act (NHPA) Section 106 compliance for permit consideration of the Dominion Virginia Power Surry-Skiffes Creek-Wheaton Proposed 500/230kV Line.

Consulting parties including the Virginia State Historic Preservation Office (SHPO) and the National Park Service (NPS) have suggested that all or parts of the Captain John Smith National Historic Trail (CAJO) and Washington-Rochambeau Revolutionary Route National Historic Trail (W3R-NHT) are eligible for inclusion as landscapes or historic districts in the National Register of Historic Places (NRHP). In addition, the USACE considered the presence of cultural landscapes within the project Area of Potential Effect (APE), based on comments from the consulting parties and guidance from the SHPO. For the purpose of the Dominion Skiffes Creek project, the review area of the two trails is limited to the APE, which is depicted on map titled "Indirect APE Map-Architectural Resources, Dominion Virginia Power, Surry-Skiffes Creek-Wheaton Proposed 500/230kV Line". The APE, in general, extends from just west of Jamestown Island, and includes portions of the James River downstream to the Pagan River near Smithfield, VA. The land based portion of the APE comprises primarily of an existing overhead utility right-of-way that extends generally from Skiffes Creek south to Hampton, Virginia.

The USACE has identified an eligible cultural landscape in the vicinity of Jamestown Island and Hog Island. For the purposes of this review, this historic site is recommended eligible under Criteria A and D. USACE finds that the CAJO and W3R-NHT trails do not meet criteria for NRHP eligibility due to the low number of documented historic properties associated with them and the compromised integrity of setting and feeling of many of the associated properties.

## **Jamestown Island-Hog Island Cultural Landscape Consideration**

**Historic Context:** The upstream section of the James River within the project APE was the scene of the initial English settlement in Virginia at Jamestown in 1607. English settlers, backed by the Virginia Company, explored what is now Virginia for a location in which to prosper. On May 12, 1607 a point of land at the mouth of Archer's Hope Creek (now College Creek), east of Jamestown, was examined in detail as a location for the new settlement by English explorers. Capt. Gabriel Archer recommended it as the point of settlement, but it was not possible to bring the ships close to the shore, and consequently Archer's Hope was rejected. The next day, the settlers arrived at an island in the James River and constructed James Fort on the banks of the river to protect the new settlement. The settlement became known as "Jamestown" and was the primary location of the first permanent English settlement. A secondary settlement was Hog Island, located to the southeast, across the James River.

Jamestown is currently listed on the National Register as part of the Colonial National Historical Park. Hog Island (090-0121) (was evaluated during a Phase I architectural survey conducted by Stantec Consulting Services Inc. (Stantec 2014). Stantec recommended Hog Island as eligible for listing on the National Register under Criteria A and D and USACE and VDHR concurred with this determination:

"Hog Island, a secondary settlement to Jamestown across the James River, was so named in 1608 when colonists found it an easy place to keep their hogs. The island served a dual function as it was also selected to support a fort. Documents state that a "blockhouse" was constructed on the island to "give us notice of any shipping" and was constructed from "clapboard and wainscot, and cut down trees" (Bohannon 1927:14). The manner in which communications were relayed to the fort remains a mystery as Hog Island can only be seen from Jamestown Island's extreme east end. The hogs on the island thrived and the colonies original stock of three pigs had grown to sixty by the end of 1608 (Hume 1994:232)."

Given the significance of Jamestown there is no lack of Criterion A justification for identifying the portion of the James River immediately surrounding Jamestown and Hog Island an eligible cultural landscape. This landscape meets Criterion A for its association with early exploration and settlement, including the initial settlement of Jamestown by the Virginia Company during the early 17<sup>th</sup> century, and maritime approaches and departures in and around Jamestown and Hog Island. Criterion D is also appropriate as both Jamestown and Hog Island contain archeological sites related to this early settlement. The geographic areas of the river and immediate shorelines surrounding Jamestown and Hog Island are considered part of the cultural landscape. The James River and shorelines surrounding Jamestown and Hog Island form the core area of maritime uses and explorations during the initial settlement, prior to the establishment of Jamestown as an English colony.

Integrity: In addition to documented resources, USACE also evaluated the integrity of these resources, as well as the James River and its shoreline to help determine general boundaries of the cultural landscape.

Jamestown has been protected by the National Park Service and Preservation Virginia since the 1930's. Hog Island is also protected as a Wildlife Management Area by the Virginia Department of Game and Inland Fisheries, and while the focus is wildlife management rather than "free hog range", the landscape retains the overall setting of a large area of tidal wetlands. As protected sites, these areas will maintain their historic integrity as long as the protections by Virginia and the Federal government remain in place.

Norfolk District initially used desktop GIS as an initial evaluation to assess the integrity of the area. The GIS review categorized and quantified shoreline types on the section of the James River within the APE (Attachment A). The available satellite imagery was closely examined and polyline segments following the shorelines were plotted and labeled according to the following landscape types: Forest, Marsh, Agricultural, Park, Revetment, Residential, and Industrial. Only the forest and marsh types are similar to the shoreline conditions during the 17<sup>th</sup> century.

It should be noted that the GIS mapping only considered the current landscape, not zoning or development approved by localities. For example, a 3-mile stretch of the James River in Isle of Wight County contains the subdivision known as "Lawnes Point on the James." Most of this area is shown as "forest" on the mapping, but roads and other infrastructure are in place and the land has been subdivided. Future development will change this shoreline to "residential". Another detraction from the historic character of the James River landscape within the downstream portion of the APE is the presence of the James River Reserve Fleet (JRRF), commonly called the "Ghost Fleet." According to aerial photos, as of April 2014 there were 15 vessels moored there, however, during the April 28th boat trip, nine remaining vessels were counted. The Maritime Administration is making efforts to reduce the JRRF, there seems to be no plan to permanently eliminate it.

In order to verify integrity on-site, both USACE and VDHR conducted a boat trip on April 28, 2015 along the James River beginning at the southernmost boundary of the APE continuing upstream to a point between Jamestown Island, Hog Island, and Archers Hope. In addition, both parties visited Black Point at the eastern tip of Jamestown Island on May 4, 2015. Observations made from the river and multiple points on land find many sections of the James River near Jamestown and Hog Island to retain sufficient integrity to convey the appearance of the area during the early 17<sup>th</sup> century. The maritime approaches to Jamestown and between Jamestown and Hog Island convey the feeling and association with the significant historic event of the establishment of the settlement at Jamestown. Our desktop integrity evaluation concluded the presence of large segments of shoreline impacted by modern 20<sup>th</sup> century intrusions; however many of these areas in vicinity of the Jamestown-Hog

Island area, with exception of Kings Mill and Fort Eustis, were found to be low density intrusions that become relatively lost within the overall landscape.

Boundaries: The boundaries of this cultural landscape are depicted on Attachment B. The upstream boundary of the Jamestown Island-Hog Island Cultural Landscape was not fully evaluated past Black Point and was simply tied to the upper limits of the project APE. This landscape boundary may extend further upstream, but evaluation for the purpose of this review was not warranted. However, careful consideration was given to the downstream portion of the cultural landscape boundary, which is limited to those areas directly associated with early settlement at Jamestown and Hog Island and their maritime approaches. Continuing a boundary south of Skiffes Creek was found to be outside the limits of the early settlement era and would in turn include areas that no longer retain integrity associated with the early 17<sup>th</sup> century; such as Fort Eustis and Ghost Fleet.

Summary: The USACE finds that the cultural landscape in the vicinity of Jamestown Island and Hog Island is eligible for the National Register:

- a) The cultural landscape meets criterion A, due to the significant historic events associated with early exploration and settlement at Jamestown in the early 17<sup>th</sup> Century;
- b) The cultural landscape meets criterion D, due to the presence of archeological sites related to the early settlement;
- c) This cultural landscape retains integrity and has the ability to convey its significance.

### **Historic Triangle**

The “Historic Triangle” has also been raised by many as a potential cultural/historic landscape. The “Historic Triangle” has no specific Section 106 designation and appears to be used primarily to advertise the area to visitors. There are no definitive boundaries, although an advertising pamphlet contains a sketch which depicts the triangle north of the proposed transmission line. While Jamestown, Colonial Williamsburg, and Yorktown Battlefield are located within the “Historic Triangle”, the area also contains many residential and commercial buildings, shopping areas, hotels and condominiums for visitors, a regional airport, a railroad, schools and many other community facilities. Similar to much of the James River, the land is interspersed with both undeveloped and highly developed landscapes. The “Historic Triangle”, as a whole, contains too many intrusive elements to retain integrity as a cultural landscape.

### **Captain John Smith National Historic Trail**

The Captain John Smith Chesapeake National Historic Trail (CAJO) was designated by Congress in 2006 through an amendment to Section 5(a) of the National Trails System Act (16 U.S.C. 1244(a)) and is the first nationally designated water trail under the Act. The trail route extends throughout Chesapeake Bay and tributaries explored by Smith, and was further extended into four additional rivers considered as historic components of the CAJO by the Secretary of the Interior in May 2012. The stated purpose of the CAJO, per the National Park Service (NPS) documentation, is: "The purpose of the Captain John Smith Chesapeake National Historic Trail is to commemorate the exploratory voyages of Captain Smith on the Chesapeake Bay and its tributaries in 1607-1609; to share knowledge about the American Indian societies and cultures of the seventeenth century; and to interpret the natural history of the Bay (both historic and contemporary). Complementing the Chesapeake Bay Gateways and Watertrails Network, the Trail will provide new opportunities for education, recreation, eco-tourism, and heritage tourism in the Chesapeake Bay region. Commemoration alone does not support NRHP eligibility, although commemorative properties can be eligible under criteria consideration f, "if design, age, tradition, or symbolic value has invested it with its own historical significance" (36 CFR § 60.4(f)). The CAJO extends from Suffolk, Virginia, north to Cooperstown, New York, and includes many waterways, encompassing a total of over 3,800 miles. Extensions NPS has made to the CAJO into Pennsylvania and New York go far beyond the actual voyages of Smith.

**Information and Comments:** In reviewing the potential eligibility of the CAJO within the APE, Norfolk District Regulatory has considered numerous comments provided by consulting parties, including the following specific comments and letters:

- June 12, 2014 letter from the Virginia Department of Historic Resources (VDHR): "Finally, although not presented in the survey report, DHR strongly recommends the Captain John Smith Chesapeake Historic Trail as NRHP eligible".
- September 18, 2014 letter from the National Park Service with specific comments on the eligibility of the CAJO.
- November 10, 2014 Stantec letter with specific comments on the eligibility of the CAJO.
- February 13, 2015 letter from the Deputy Keeper regarding CAJO.
- March 11, 2015 letter from VDHR recommending consideration of the Deputy Keeper's comments on CAJO.
- April 17, 2105 letter from the ACHP recommending consideration of the Deputy Keeper's comments on CAJO.

In addition, on December 22, 2014, the Federal Highway Administration (FHWA) requested the Keeper of the National Register of Historic Places (Keeper) to provide a determination on the CAJO. The FHWA requested the Keeper determine whether the CAJO, "can be, in and of itself, a historic property type." The Keeper was also requested to review; a) a formal determination of eligibility as to whether CAJO as a whole is eligible for the National Register be provided in accordance with the provisions

of 36 CFR, Part 63, or b) if CAJO in its entirety is determined not to be eligible, if the portion of CAJO encompassed by the Central Susquehanna Valley Transportation Project (CSVT) Area of Project Effect (APE) is eligible for listing in the National Register in accordance with these same provisions. The Deputy Keeper responded in a letter dated February 13, 2015, which concluded that the documentation made available to date was insufficient for the Deputy Keeper to evaluate the historic significance and integrity of CAJO, either in whole or part. Therefore, no determination of eligibility was provided; however, the Deputy Keeper's letter did provide some guidance regarding review of the CAJO.

One comment made by the Deputy Keeper related to the issue of natural waterways: "The National Register of Historic Places has a longstanding policy that generally (emphasis Deputy Keeper) excludes natural waterways or bodies of water that were avenues of exploration or important as determinants in the location of communities or that were significant in the locality's subsequent economic development from the definition of "sites" (which along with districts, buildings, structures or objects comprise the five statutory property types that can be listed in the National Register). To include natural waterways or bodies of water in the definition of sites per se would mean that the National register would have to include large numbers of rivers, bays, lakes and bayous, etc., that were important in the exploration and development of major portions of this country. This would not be a practicable use of the National Register and would have the potential to overwhelm the evaluation and nomination activities of states, federal agencies and tribes."

The Deputy Keeper's letter continues: "Natural landscape features (including waterways such as bays, creeks, river, lakes, wetlands, etc.) are, however, often included within the boundary of districts and sites listed in, or eligible for listing in the National Register." "Landscapes included within the boundary may be considered contributing to the significance and integrity of a district of other National Register property types if they are described and justified as such in the documentation."

The Deputy Keeper's letter also commented on properties which may be associated with waterways and used to document the significance of waterways, and the particular CAJO-related historic resources. "While recognizing the important role that many natural waterways have played in our country's history, the properties considered most appropriate to document the significance of these waterways are usually a) districts, buildings, structures or objects built or used in association with the waterways, or b) sites that are significant for important historic events related to the waterways or that provide important information about a property's defined area of significance. In its 2011 *Comprehensive Management Plan and Environmental Assessment* for CAJO, the NPS identified seven types of CAJO-related historic resources 1) Smith Voyage Stops; 2) Evocative Landscapes with view of the Trail; 3) Indigenous Cultural Landscapes; 4) 17<sup>th</sup> Century American Indian Archeological Sites; 5) Historic American Indian Town Sites; 6) Landscape Features and Cultural Sites of Significance to modern American Indian tribes; 7) Smith Cross Sites. At least some of these resources, as well as



specific portions of the trail itself, may prove eligible for listing in the National Register, either individually or as integral, character-defining features of a larger site or district.”

The NPS 2011 Comprehensive Management Plan (CMP) and Environmental Assessment for the CAJO, identified the seven types of trail-related historic resources. The resources are depicted on the NPS map (Attachment C) titled, “Figure 2.7f: High Potential Historic Sites, High Potential Route Segments, and Other Trail Related Resources”. The actual CAJO Waterway Trail corridor, as shown on NPS maps, is located generally in the center of the James River. The NPS provided a description of these seven types of historic resources in their letter of September 18, 2014. The NPS description of the resources, and a list of any such resources located within the APE, as determined by reviewing the NPS Figure 2.7f noted above, are included below:

- (1) – *“John Smith voyage stops: Locations where Smith and his crew stopped during the 1607-1609 Voyages:”*
  - *Four mapped Voyage Stops at Jamestown Island*
  - *An “Other Voyage Stop” at the entrance to the Pagan River near Rescue, VA (south shore) (“Other Voyage Stop” includes all other voyage stops that do not meet criteria for designation as a high potential historic site in the CMP.)*
  
- (2) – *“Evocative landscapes: Visible shoreline generally evocative of the seventeenth century encompassing stretches where the shoreline is relatively free from intrusion by modern development and offers visitors an opportunity to vicariously share the experience of Smith and his crew. Such shorelines are primarily composed of wetland and forest vegetation.”*
  - *Four “Significant Voyage Stops within a Setting that is Highly Evocative of the 17th Century” at Jamestown Island*
  - *Visible Shoreline Generally Evocative of the 17th Century- NPS map shows numerous, scattered areas of the shoreline (in green) where GIS data indicates shoreline areas “primarily composed of forests and wetlands”.*
  
- (3) – *“Indigenous cultural landscapes: Landscapes generally encompassing cultural and natural resources that would have likely been associated with, and supported, the historic lifestyle and settlement patterns of American Indians and that exhibited their cultural or esthetic values at the time of early European contact”.*
  - *NPS map legends for indigenous cultural landscapes indicates “to be determined”. The NPS maps include broad “Focus Areas”: Jamestown and Powhatan Creek, Chippokes Plantation State Park and Hog Island Wildlife Management Area and Pagan River and Town of Smithfield, which include areas with “stories of American Indian cultures of the time”.*
  - *NPS maps of 17<sup>th</sup> century Native American Tribes within CAJO focus areas: Paspahegh, associated with Jamestown; Quiyoughcohannock, associated with Chippokes; and Warraskoyack associated with the Pagan River and Smithfield.*

- (4) – “*Historic American Indian town sites*: Historic American Indian town sites including, but not limited to, those mapped in *John Smith’s Chesapeake Voyages 1607 – 1609* (Rountree et al. 2007), *John Smith in the Chesapeake* (Haile 2008), and others”:
- *One mapped to the west of Jamestown Island (Mattapamient)*
  - *One mapped north of Smithfield, (Mathomauk, possibly 44IW0237- Basse’s Choice/Day’s Point)*
- (5) – “*Significant seventeenth-century American Indian archeological sites*: Sites listed on the National Register of Historic Places, or determined to be eligible for listing, which offer an opportunity to tell important stories of the native peoples who lived in the Chesapeake when John Smith arrived.”
- *One mapped to the west of Jamestown Island.*
- (6) – “*Landscape features and cultural sites of significance to modern American Indian tribes*: Sites which consultation or scholarly research has documented as culturally significant to modern Chesapeake Bay tribes, having an historical connection to a 17th century tribe and in proximity to the Smith voyage route.”
- *Indigenous Cultural Landscapes or Sites that are Culturally Significant to Modern Chesapeake Bay Tribes (NPS map-“to be determined”)*
- (7) – “*Cross sites*: Twenty-five general locations in proximity to the trail where Smith’s maps indicate that he or others placed a brass cross, marking the limits of their exploration. These sites are generally known on the basis of interpretation of Smith’s maps, his journal writings, and scholarly research.”
- *The only ‘Cross Site’ on the James River is at the falls*

Determination: A review of the information above indicates that the CAJO Trail Resources are clustered near Jamestown Island. The resources identified in the CAJO CPM located at or near Jamestown Island include four “voyage stops”, which were the beginnings and ends of the two voyages, an historic American Indian town site, and a seventeenth-century American Indian archeological site. In addition, Jamestown was a major starting and stopping point for Captain John Smith and his crew during many voyages. The voyage stops are located on Jamestown Island, which is already listed on the National Register of Historic Places. The two archeological sites located northwest of Jamestown Island are located outside the APE for direct effects, and as such, individual eligibility determinations are unnecessary for the purposes of this project.

The other trail-related resources identified by the NPS CMP are located much further downstream, at the edge of the Indirect APE near the Pagan River and Smithfield. An “Other Voyage Stop” at the entrance to the Pagan River near Rescue, VA is noted on the NPS CMP, but the NPS notes it does not meet CMP criteria for designation as a high potential historic site. One historic American Indian town site (archeological site) is also mapped north of Smithfield, however this is also located outside the APE for direct

effects, and as such, individual eligibility determinations are unnecessary for the purposes of this project.

The majority of the CAJO between Jamestown and the Pagan River, an approximate 16 mile stretch of river, is noted in the CMP as containing only “Evocative Landscapes” as trail-related historic resources. These evocative landscapes have no direct connection with the voyages of Captain John Smith and his crew, as there is no documentation that any significant events took place other than the crew sailing by these areas. Shorelines “generally evocative of the seventeenth century relatively free from intrusion by modern development” are certainly important from the standpoint of recreational use of the trail by visitors who “seek an opportunity to vicariously share the experience of Smith and his crew”. However, the majority of the shoreline characterized as evocative has no documented connection with the historic voyage and would therefore not meet National Register Criterion A.

In summary, the USACE finds that the CAJO, as a whole, within the APE is ineligible for inclusion in the National Register:

- a) the trail is a natural water body, which are generally excluded from listing in the National Register;
- b) the only trail-related historic resources identified in the CMP which might be eligible are located at Jamestown, not throughout the trail;
- c) evocative landscapes, which comprise the largest area of trail-related resources, have no significant historic events associated with the voyages of Captain John Smith apart from being along the route of the voyages.

### **Washington-Rochambeau Revolutionary Route National Historic Trail**

The Washington-Rochambeau Revolutionary Route National Historic Trail (W3R-NHT) was designated by Congress (PL 111-11) and signed into law by President Obama in March 2009 under Section 5(a) of the National Trails System Act (16 U.S.C. 1244(a)). The W3R-NHT passes through 10 states, including Virginia. Over 680 miles of land and water trails commemorate the routes taken by General Washington and General Rochambeau to and from the siege of Yorktown, a pivotal event in the War for Independence. The purpose of the W3R-NHT is to identify, preserve, interpret, and celebrate the French and American alliance in the War for Independence and celebrate the historic march of American and French allied forces in the years of 1781-1783.

Information and Comments: Norfolk District Regulatory Branch has considered comments received in part from the Section 106 NHPA Historic Property Identification process, given careful consideration to a letter dated February 13, 2015 from the Deputy Keeper of the National Park Service which provides some guidance on a similar trail, as well as researched trail related information outlined on the National Park Service (NPS) and National Washington-Rochambeau Revolutionary Route Association, Inc. (W3R-US) website's.

To date a Comprehensive Management Plan (CMP) for the W3R-NHT has not been completed; however a Draft Strategic Plan was developed in October 2010 and later updated in October 2011. From what we gather, this Strategic Planning is a continued work in progress, but is the first step in creating a CMP for the Trail. Our research has found it difficult to locate the boundaries established for the trail. The NPS is still in the process of defining the route(s) and has indicated that corresponding maps will be made available as the W3R-NHT progresses. In 2010, the National Park Service published nine maps detailing the network of land and water paths taken by the allied armies in 1781. Figure 9 “Detailed Map of the Potential National Historic Trail | Richmond to Yorktown” (Attachment D) shows the water and land routes used in Virginia. Information gathered from the NPS suggests that the water trail (Attachment E) is located generally in the center of the James River and comes ashore near College Creek, while the land route (Attachment F) follows Route 60 through Colonial Williamsburg and eventually becomes part Colonial National Historic Parkway leading into the Yorktown Battlefield Visitor Center. Based on this information, the water trail would fall within the corresponding APE, while the land based trail falls outside of the APE identified for this undertaking.

As discussed under the “Captain John Smith National Historic Trail” section above, the Deputy Keeper’s letter provided general guidance which was also used to assist with the decisions necessary for the W3R-NHT and its potential eligibility.

Since a CMP has not yet been developed for the W3R-NHT we are unable to use that as a resource for reference; however in October 2006 NPS completed a Resource Study & Environmental Assessment (EA) that was used by the Secretary of the Interior to address Congress and support a recommendation for designation as a NHT. This EA identified resources most directly associated with the events of the Washington Rochambeau Revolutionary Route and were divided into six categories; 1. Campsites and Bivouacs, 2. Historic Road Segments and Landscapes, 3. Buildings and Building Sites, 4. Archeological Resources, 5. Tombstones and Grave Markers, and 6. Plaques, Tablets, & Statues.

Determination: Although these resources are all significant in developing interpretive programs for the W3R-NHT, only the first four are property types on which NRHP nominations are based, and the last two are cited by NRHP guidance as generally not considered eligible or contributing. One “known campsite” for the W3R-NHT is documented as being present within the APE. We do not have enough information on its exact location but from what information we do have, it would appear it is near College Creek where the troops made landfall (“Archer’s Hope”). None of the three other categories potentially contributing to eligibility are specifically referenced, listed, or mapped within the APE for this undertaking. However, our research indicates there may be resources associated with W3R-NHT within the APE (Attachment G):

- 1) Trebell's Landing (047-5307) was associated with the siege at Yorktown in 1781, however, the VDHR Architectural Survey Form notes that the Primary Resource (pier/boat ramp) is no longer extant. While Trebell's Landing is considered potentially eligible under Criterion D, it has not been surveyed archaeologically to determine its individual eligibility under that criterion. Historical documentation of the events associated with Trebell's Landing may be its most important contribution as a discreet resource along the trail; however, evaluation of the site in October 2014 recommended that it did not retain the landscape features associated with the period of significance to be individually eligible under Criterion A.
- 2) Fort Boykin (046-0095/44IW0020) is listed on the National Register. It is an archeological site which consists of the remains of a Civil War fortification, including earthworks and a ditch. It is located atop a bluff overlooking the James River and was instrumental during the Revolutionary War in defense of the James River. It was named after Major Francis Boykin, who was a local merchant who served on General George Washington's staff (information from Isle of Wight County, Historic Resources website). It is located within a Historical Park, a facility of the Isle of Wight County Parks and Recreation. The site retains resources associated with the Civil War, but there are no indications of extant features from the Revolutionary War. As with Trebell's Landing, historical documentation of the events associated with Revolutionary War may be its most important contribution as a discreet resource along the trail.
- 3) Fort Crafford (121-0027/44NN0070) is the site of a Confederate fort built in 1861. It was listed on the NRHP in 1974. Fort Crafford served as the 'anchor' position on the James River for a line of defenses that stretched across the Peninsula to Yorktown. Although Fort Crafford was never in direct action, its presence proved to be a strategic factor slowing Gen. McClellan's development of the Peninsula Campaign. An 18<sup>th</sup> century house stood at the site, built after Carter Crafford's acquisition of the property in 1749, and was used as headquarters for the fort. The house stood until 1925 when the Army sold it to the College of William and Mary, which needed the bricks to repair the Wren Building at the college. According to the VDHR survey form it is believed that the site was also used for a fortification during the Revolutionary War, although this is not referenced. Crafford operated a ferry from adjacent Mulberry Point across the river to Isle of Wight County in the late 18<sup>th</sup> century.
- 4) Battle of Green Spring took place at Green Spring Plantation in James City County. Green Spring was a colonial era plantation developed by Royal Governor Sir William Berkeley in Virginia near the northwest tip of Jamestown Island, southwest of Williamsburg. On July 6, 1781, American and British forces collided in the last major battle of Virginia prior to the Siege of Yorktown as forces planned to cross the James River in route to Portsmouth. Areas of the original battle field have been impacted and encroached on by modern 20<sup>th</sup> century

development. Only approximately 200 acres have been preserved and are now part of the Colonial National Historic Park and fall inside the boundaries of Governors Land Archaeological District (047-0082 & 44JC0637). Based on available information, W3R-NHT Route does not appear to include this resource despite its connection and contribution to the Revolutionary War.

- 5) Yorktown Battlefield (099-5241 & 44YO0220) {099-5283 associated with Civil War} has ties to both Revolutionary and Civil War events; however W3R-NHT only commemorates the Revolutionary War. During the Revolutionary War, French and Continental forces eventually converged on Yorktown by land and water in October 1781. The James River was used solely as a mode of transportation during the revolutionary period. The core engagement area from the best information available is located inland away from the James River, but rather more adjacent to the York River. The Battle, known as the Siege of Yorktown, was the last major Revolutionary War battle and is the site where the British surrendered. Portions of the Battlefield and its overall landscape have been impacted by modern residential and commercial development, I-64 as well as other major transportation corridors, forested areas, reservoirs/lakes, and other water courses. The portion of Yorktown Battlefield within the APE is an American Battlefield Protection Program study area for the Civil War battle, and is not considered a core area or identified as potentially NRHP eligible for either battle.

In summary, the USACE finds that W3R-NHT, as a whole, within the APE, is ineligible for inclusion in the National Register:

- a) the trail is a natural water body, which are generally excluded from listing in the National Register;
- b) potential trail-related historic resources, as they exist today, have limited links with the W3R;
- c) potential trail-related historic resources are widely scattered throughout the APE and not within close proximity to each other or the trail as to form a distinct site or district.

### **Summary**

For the purposes of this project, the USACE has identified a NRHP eligible cultural landscape in the vicinity of Jamestown Island and Hog Island. The cultural landscape is eligible under Criteria A and D for the reasons noted above. The cultural landscape site extends upriver past Jamestown Island to the upstream edge of the APE and downstream to Hog Island and Skiffes Creek.

Based on the information outlined above we cannot support a recommendation for individual eligibility for either CAJO or W3R-NHT within the project APE. As described by the NPS, National Historic Trails are part of the National Trail System which seeks to provide for the ever-increasing outdoor recreational needs of an expanding population

and promotes the preservation of, public access to, travel within, enjoyment, and appreciation of the open-air, outdoor areas, and historic resources of the United States. Further consideration of this aspect of the two trails will be addressed in the "Recreation" section of the Norfolk District's NEPA document for this project.

### References

Bohannon, A.W.

1927 *Old Surry: Thumb-Nail Sketches of Places of Historic Interest in Surry County, Virginia*. Surry County Historical Society, Surry, VA.

Hume, Ivor Noel

1994 *The Virginia Adventure: Roanoke to James Towne, an Archaeological and Historical Odyssey*. University Press of Virginia, Charlottesville, VA.

Santec, Inc.

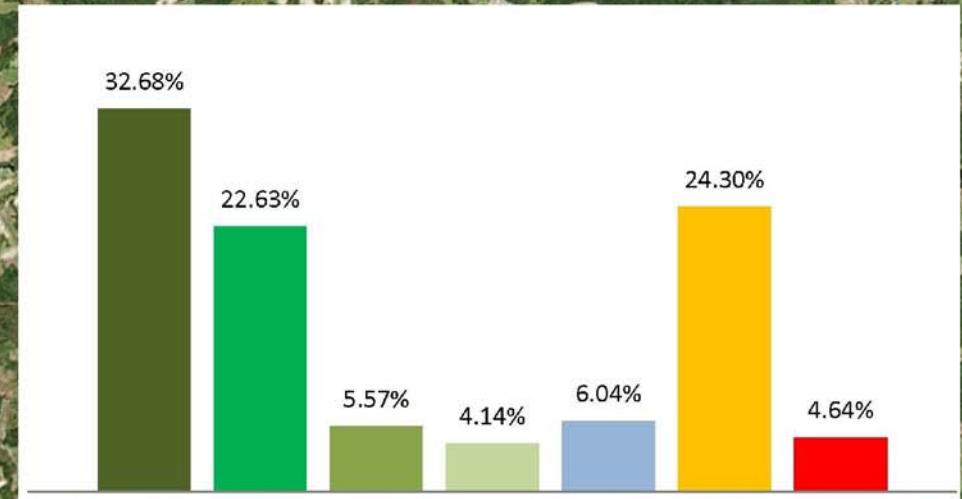
2014 Addendum to the Phase I Cultural Resources Survey of the Proposed Dominion Virginia Power Skiffes Creek to Surry 500 kV Transmission Line in James City, Isle of Wight and Surry Counties, Virginia. Santec Inc., Glen Allen, VA.



# James River Shoreline Landscapes

## Landscape Types

- Forest
- Marsh
- Park
- Agricultural
- Revetment
- Residential
- Industrial



PROPOSED POWER LINES

Being Developed

Ghost Fleet

Attachment A

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community





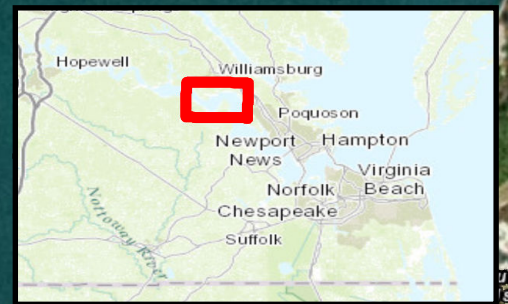
**ATTACHMENT B**

**Dominion Power  
 Surry-Skiffes Creek 500 kV Transmission Line  
 James River Crossing**

- Jamestown Island-Hog Island Cultural Landscape
- - - Open Boundary Tied to Limits of APE
- Proposed Route

0 0.5 1 2 Miles

Map: COL\_Dominion\_Map  
 Date: 5/5/2015





**Figure 2.7f:**  
**High Potential Historic Sites, High Potential Route Segments, and Other Trail Related Resources<sup>1,2</sup>**  
 Lower Bay (5 of 5)

**C**

**High Potential Historic Sites**

- Significant Voyage Stops within a Setting that is Highly Evocative of the 17th Century
- ▲ Significant 17th Century American Indian Archeological Sites (including sites listed on or determined eligible for the National Register of Historic Places)
- ✱ Indigenous Cultural Landscapes or Sites that are Culturally Significant to Modern Chesapeake Bay Tribes (to be determined)
- Sites along the Voyage Routes that are Highly Evocative of the 17th Century<sup>3</sup>

**High Potential Route Segments**

- ▭ Rappahannock River
- ▭ James River

**Other Trail-Related Resources**

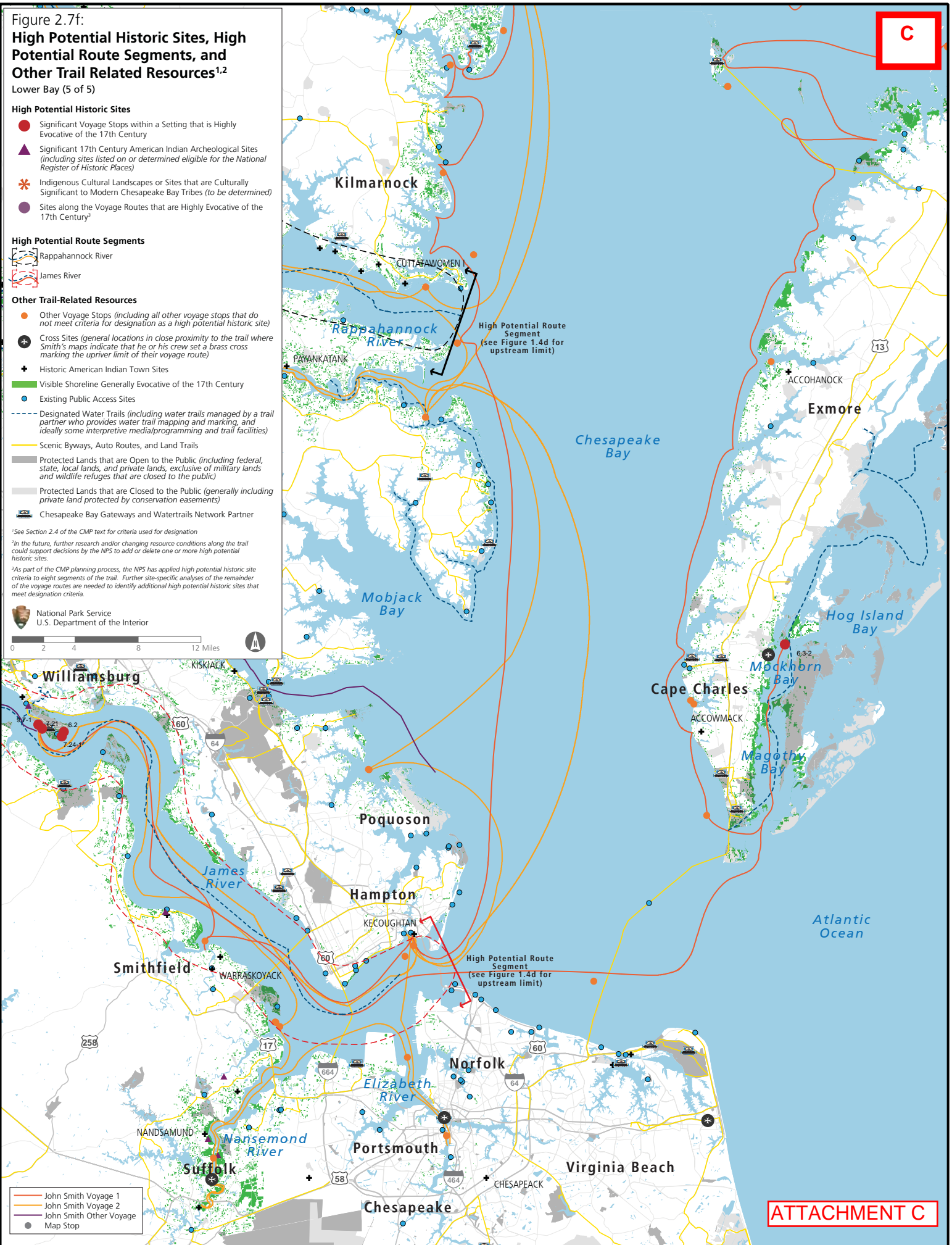
- Other Voyage Stops (including all other voyage stops that do not meet criteria for designation as a high potential historic site)
- ⊕ Cross Sites (general locations in close proximity to the trail where Smith's maps indicate that he or his crew set a brass cross marking the upriver limit of their voyage route)
- ⊕ Historic American Indian Town Sites
- ▭ Visible Shoreline Generally Evocative of the 17th Century
- Existing Public Access Sites
- - - Designated Water Trails (including water trails managed by a trail partner who provides water trail mapping and marking, and ideally some interpretive media/programming and trail facilities)
- ▭ Scenic Byways, Auto Routes, and Land Trails
- ▭ Protected Lands that are Open to the Public (including federal, state, local lands, and private lands, exclusive of military lands and wildlife refuges that are closed to the public)
- ▭ Protected Lands that are Closed to the Public (generally including private land protected by conservation easements)
- ▭ Chesapeake Bay Gateways and Watertrails Network Partner

<sup>1</sup>See Section 2.4 of the CMP text for criteria used for designation

<sup>2</sup>In the future, further research and/or changing resource conditions along the trail could support decisions by the NPS to add or delete one or more high potential historic sites.

<sup>3</sup>As part of the CMP planning process, the NPS has applied high potential historic site criteria to eight segments of the trail. Further site-specific analyses of the remainder of the voyage routes are needed to identify additional high potential historic sites that meet designation criteria.

National Park Service  
 U.S. Department of the Interior



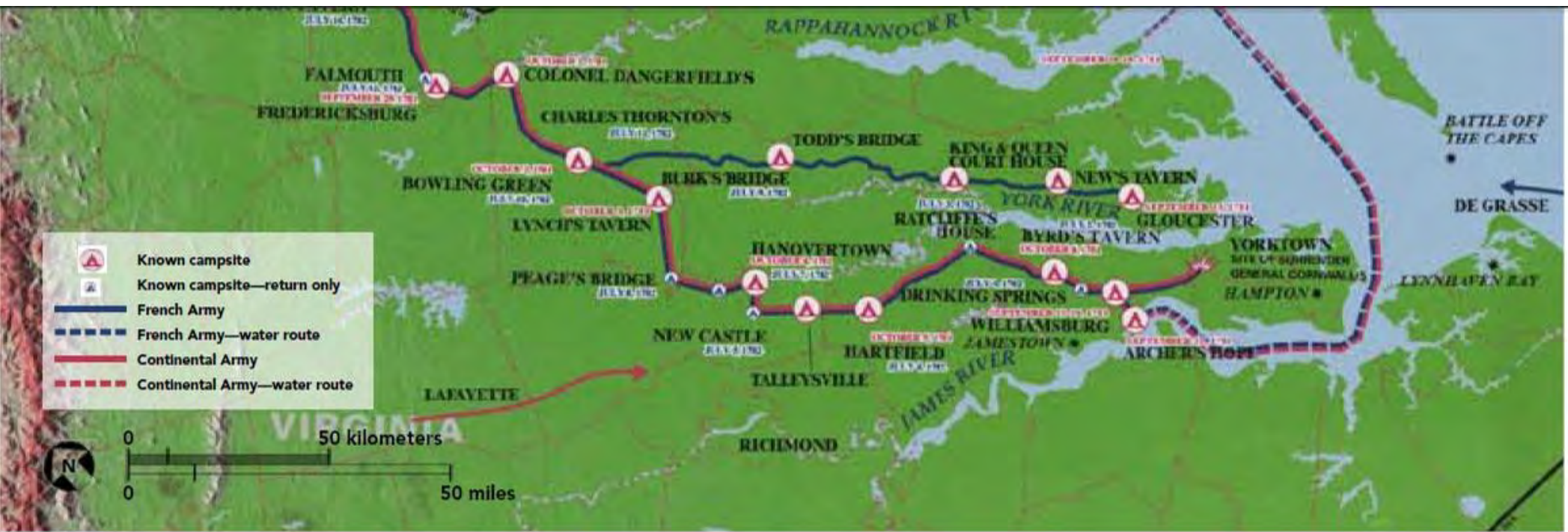
- John Smith Voyage 1
- John Smith Voyage 2
- John Smith Other Voyage
- Map Stop

**ATTACHMENT C**









# THE Washington-Rochambeau REVOLUTIONARY ROUTE

NATIONAL PARK SERVICE—U.S. DEPARTMENT OF THE INTERIOR



OCTOBER 2006

ATTACHMENT E

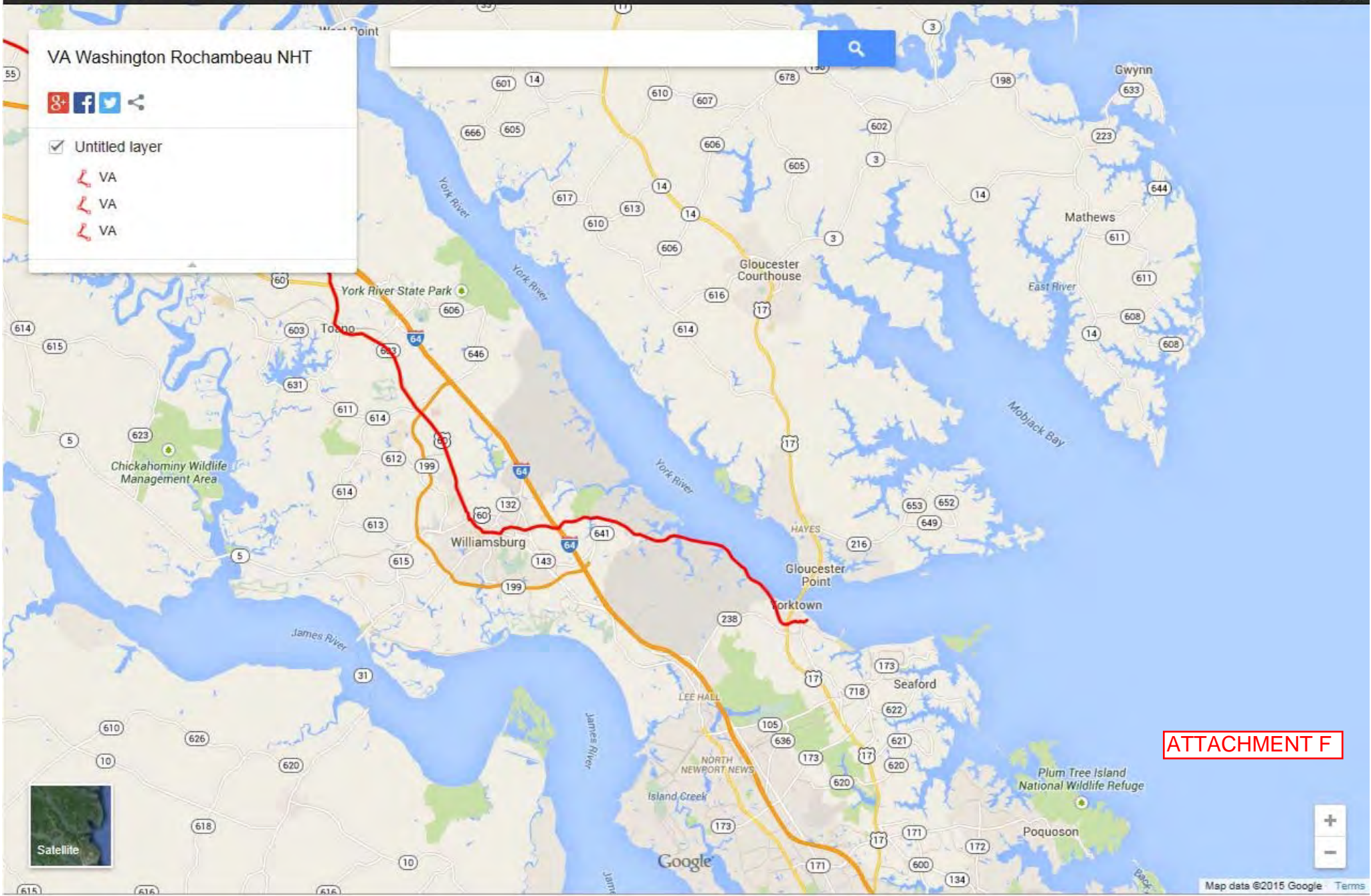


VA Washington Rochambeau NHT



Untitled layer

- VA
- VA
- VA

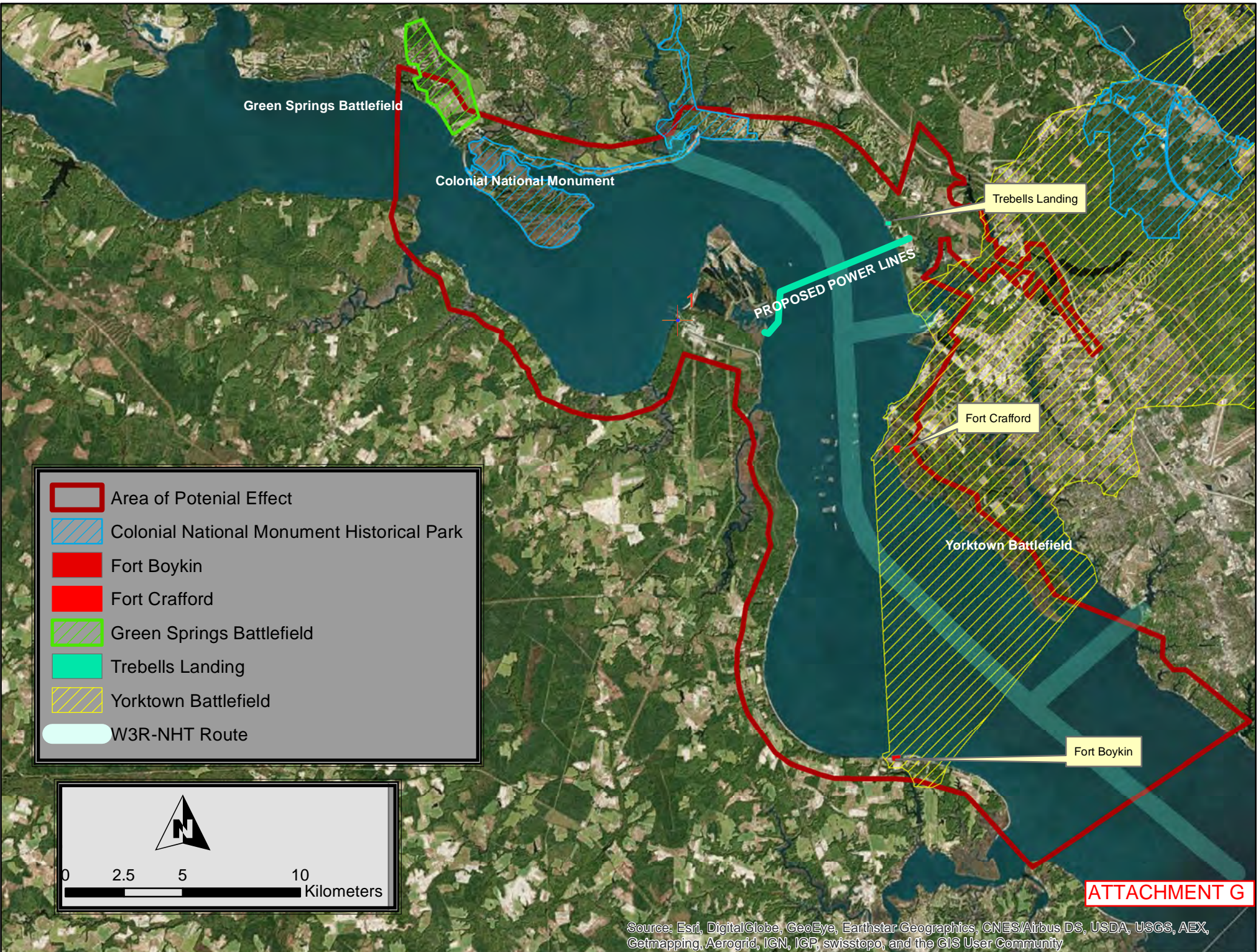










ATTACHMENT F

Satellite


Google





	Area of Potential Effect
	Colonial National Monument Historical Park
	Fort Boykin
	Fort Crafford
	Green Springs Battlefield
	Trebells Landing
	Yorktown Battlefield
	W3R-NHT Route

0 2.5 5 10 Kilometers



**ATTACHMENT G**

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community