



May 14, 2021

TO: Chair Wheeler and Board of County Supervisors

FROM: Seth Hendler-Voss
Director, Department of Parks, Recreation and Tourism

Tom Smith
Director, Department of Public Works

RE: Draft Resolution to Budget and Appropriate funds for Historical Preservation and Interpretation at the Thoroughfare and Settlement Communities

The attached **working draft** resolution is included in your packet for **reference only** and may be modified based on further Board direction during the May 18, 2021, meeting. Staff is not seeking adoption of this resolution on May 18 because all budget items were required to be advertised as public hearings. The final resolution will be brought to the Board at a future meeting in June.

MOTION:

**June 8, 2021
Regular Meeting
Res. No. 21-**

SECOND:

RE: BUDGET AND APPROPRIATE \$765,000 FOR HISTORICAL PRESERVATION AND INTERPRETATION AT THE THOROUGHFARE AND SETTLEMENT COMMUNITIES AND CEMETERY DATABASE UPDATING- GAINESVILLE AND BRENTSVILLE MAGISTERIAL DISTRICTS

ACTION:

WHEREAS, the Board of County Supervisors desires to further research, preserve, and interpret the cultural resources within the Thoroughfare and Settlement communities; and

WHEREAS, staff recommends the County conduct architectural and archeological surveys for the Thoroughfare and Settlement communities, which will require \$120,000 in one-time contracted services costs; and

WHEREAS, staff identified the need to update the County's existing cemetery database by reconciling county records with those maintained by other entities at a one-time cost of \$5,000; and

WHEREAS, staff recommends the creation of public interpretive areas at the Settlement and Thoroughfare communities to tell their stories using the information collected during the survey work for a one-time cost of \$540,000; and

WHEREAS, staff recommends the creation of a full time Archeologist to manage the aforementioned survey contracts and later transition to manage a new Historic Communities Program at an ongoing cost of \$100,000 annually; and

WHEREAS, the Fiscal Year 2021 Third Quarter Revenue and Expenditures Report identifies a projected general revenue surplus of \$10.8 million and a projected net general fund operating surplus of \$9.0 million;

NOW, THEREFORE, BE IT RESOLVED that the Prince William Board of County Supervisors hereby budgets and appropriates \$765,000 for Fiscal Year 2021 for historical preservation and interpretation at the Thoroughfare and Settlement communities;

BE IT FURTHER RESOLVED that the Prince William Board of County Supervisors hereby budgets and appropriates all remaining funds from Fiscal Year 2021 to Fiscal Year 2022 and authorizes the Director of Finance to use the unspent funds for the purposes contained in this resolution in Fiscal Year 2022;

BE IT FUTHER RESOLVED that the Prince William Board of County Supervisors hereby authorizes the creation of an archaeologist position to support historical preservation and interpretation efforts in the community.

June 8, 2021
Regular Meeting
Res. No. 21-
Page Two

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

DRAFT

ATTEST: _____

Clerk to the Board



PRINCE WILLIAM
COUNTY

Preservation of Cemeteries and Historic Communities in Prince William County

May 18, 2021

Presentation Purpose



- Discuss policy and program solutions to increase the protection and preservation of cemeteries and historic communities within Prince William County
- Response to Four Board Directives:
 - Dir. 21-29 (April 6): Investigate the historical significance of the Thoroughfare community and the family gravesites that are located there.
 - Dir. 21-30 (April 29): Make recommendations on how to better research and preserve African American history and culture in Prince William County.
 - Dir. 21-34 (May 4): Explain how the situation in the Thoroughfare community and Scott family cemetery disturbance unfolded, How this ended up happening, and what the County is going to do to make sure this doesn't happen again.
 - Dir. 21-35 (May 4): Prepare a plan on how to implement a program, to include costs and head count, on how we are going to protect and preserve cemeteries, grave sites, and historic communities within Prince William County.

Presentation Outline



1. Scott Family Cemetery: Background, Timeline of Events, Lessons Learned, Corrective Action and Opportunities to Identify and Communicate Cemeteries.
2. Moving Ahead: Preserving and Protecting Prince William County Cemeteries and Historic Communities.
3. Researching and Preserving African American History and Culture in Prince William County.
4. Discuss action steps for implementation.

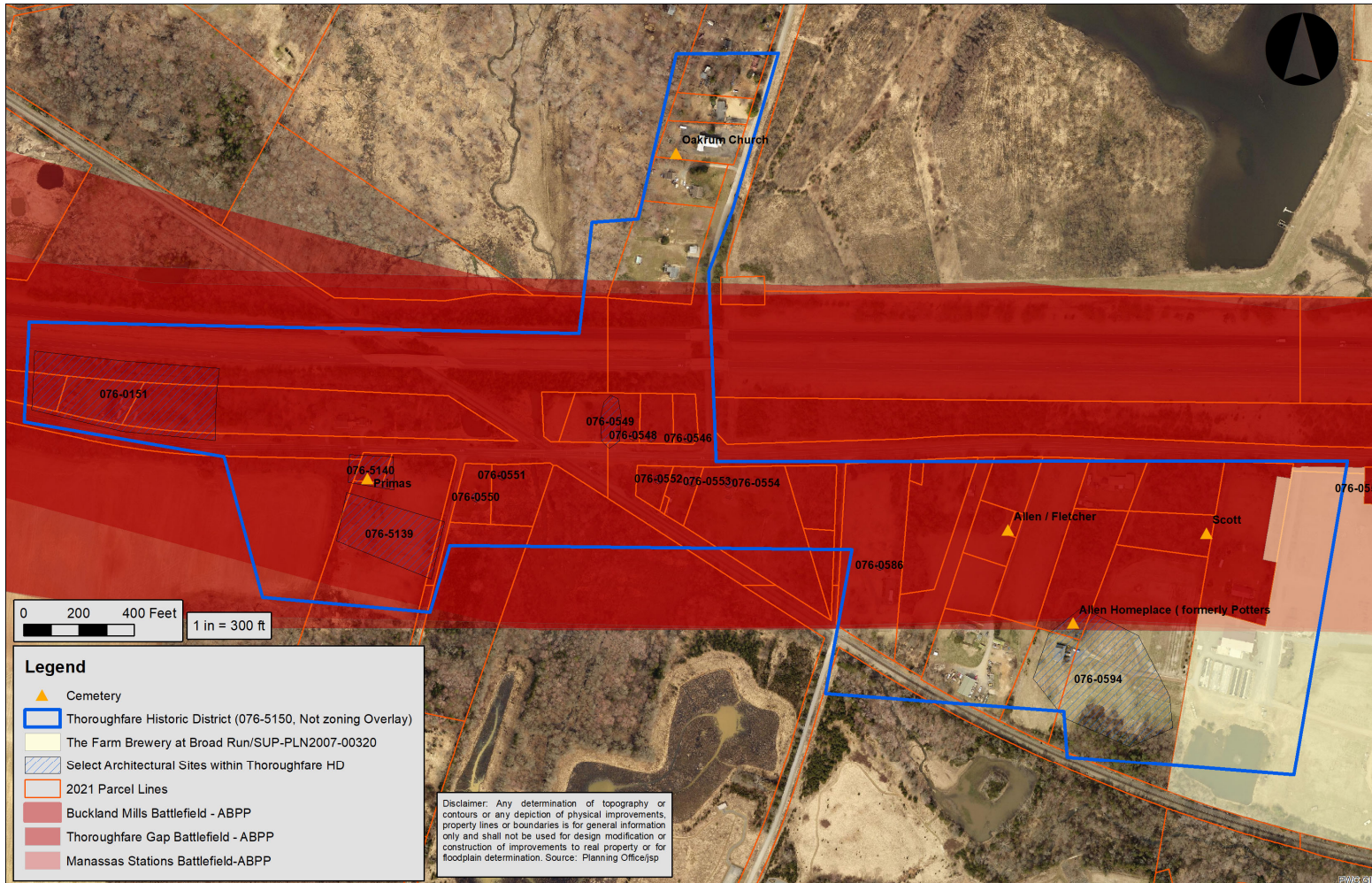


PRINCE WILLIAM
COUNTY

Scott Family Cemetery: Background, Timeline of Events, Lessons Learned, Corrective Action and Opportunities to Identify Cemeteries

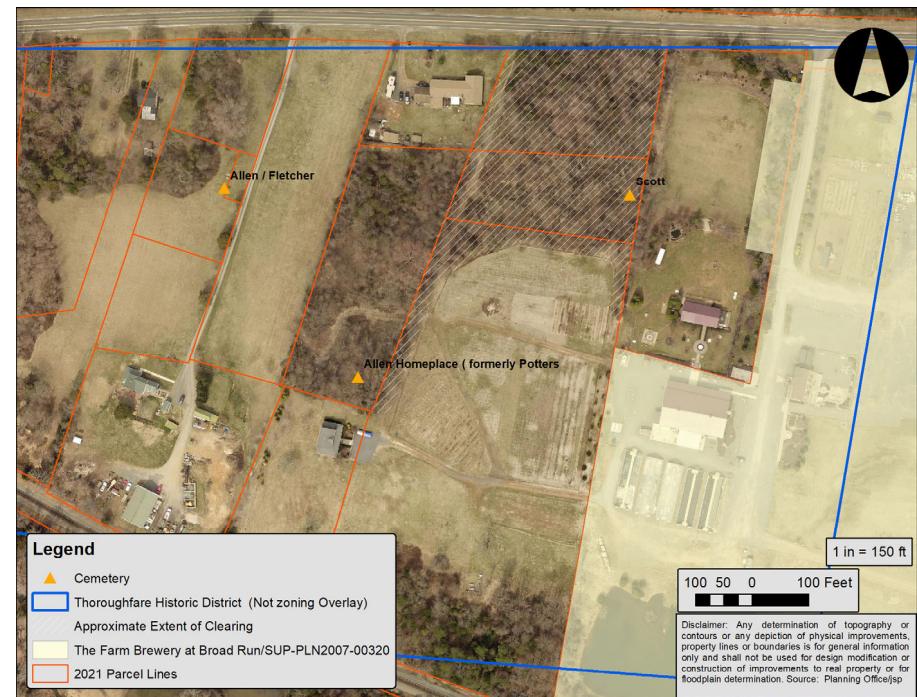
Thoroughfare Historic District

Virginia Department of Historic Resources (VDHR) #076-5150



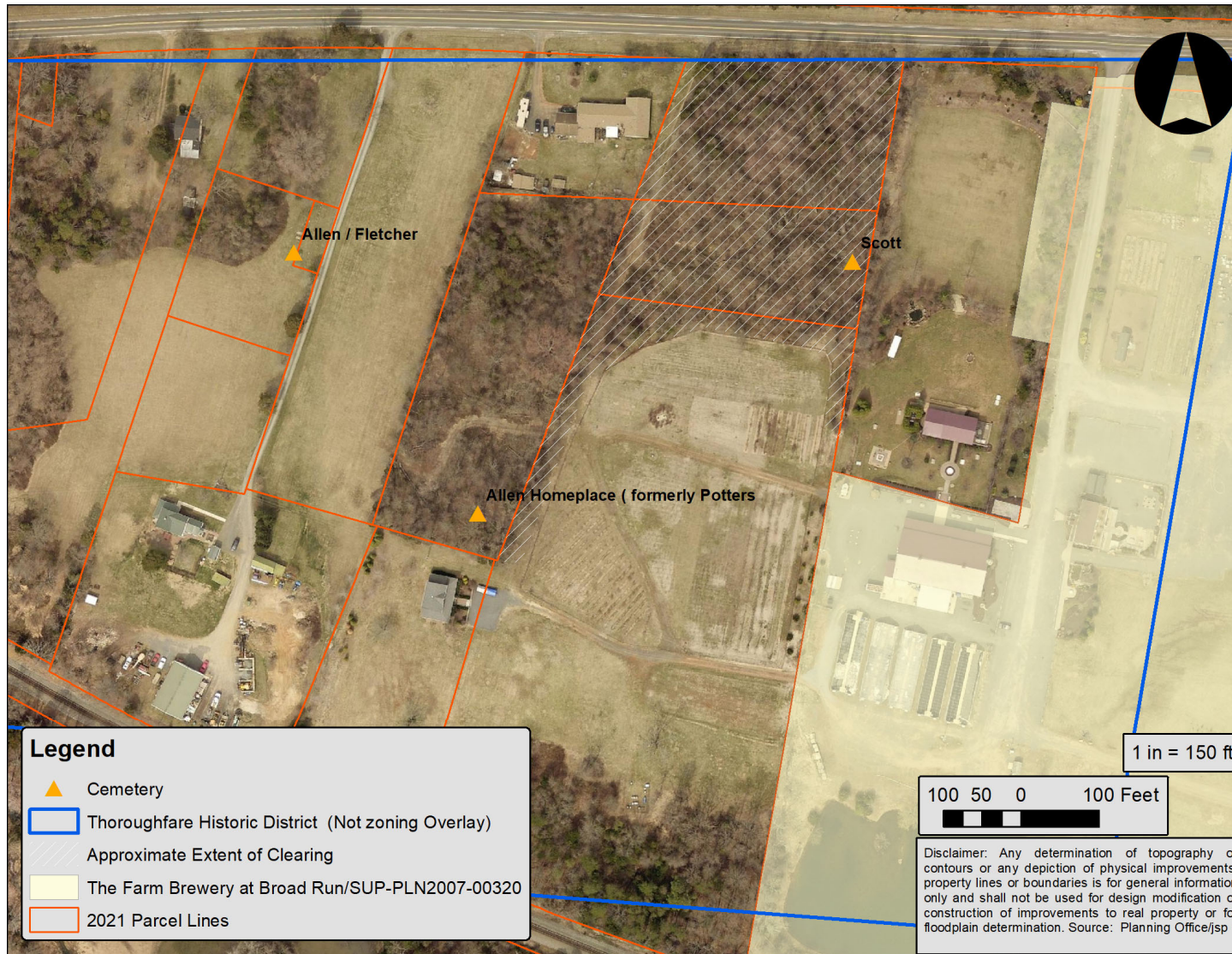
Scott Property History

- The property is a one-acre unimproved parcel that is zoned A-1.
- The prior owner of the property was James H. Scott, which he acquired by deed dated May 5, 1946, and recorded in the PWC Land Records in Book 122 at page 381 on November 13, 1946.
- James H. Scott died without a Will on or about July 21, 1970. Under Virginia law, Mr. Scott's heirs became the owners of the property.
- International Investments, LLC is the current owner of the property. International Investments purchased the property in 2020 through a judicial sale the County initiated to collect delinquent real estate taxes assessed against the property.



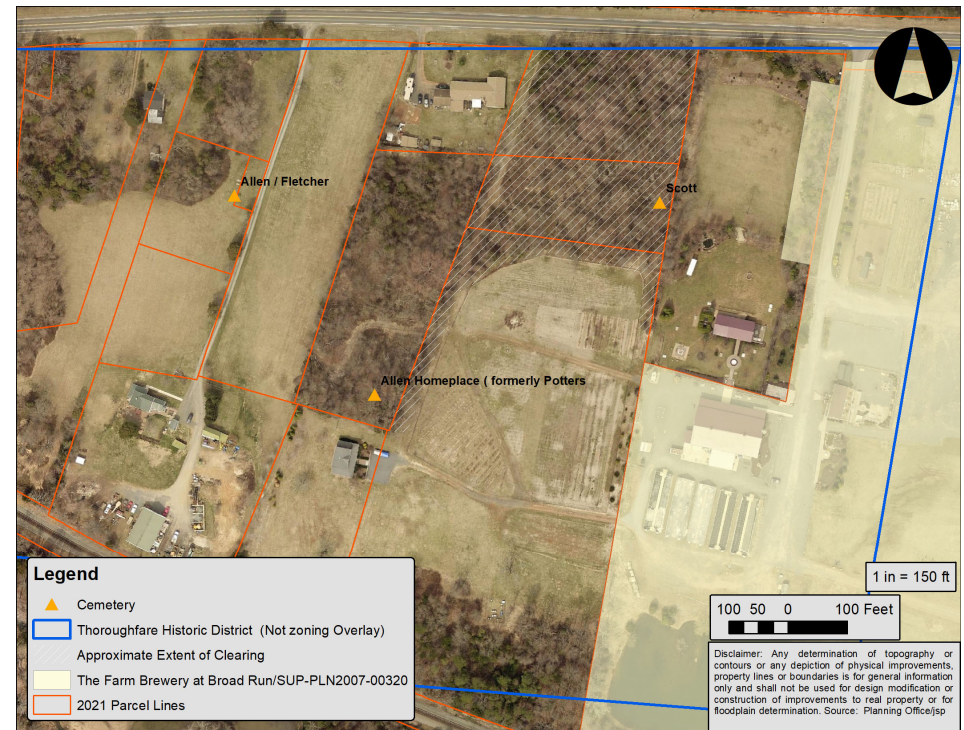
Larger map on next slide

Scott Property Map



Scott Cemetery

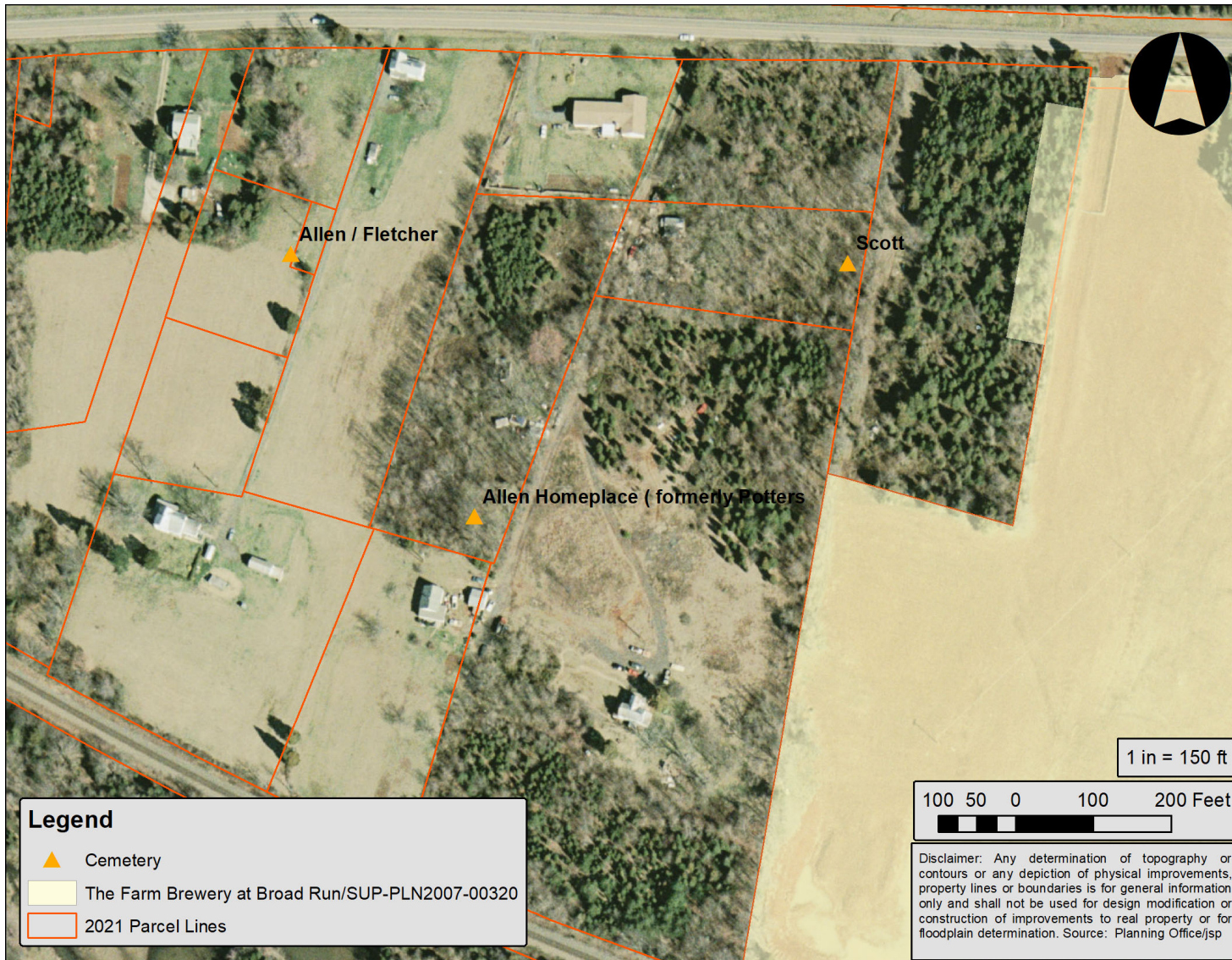
- The Scott Cemetery was identified during the PWC Historical Commission's Countywide survey effort completed in 2001.
- The size was estimated at 35 feet by 75 feet.
- The number of estimated burials was 75 – 100.
- Burials were unmarked and marked with fieldstones.
- No inscribed stones were observed or reported.
- This cemetery is locally known as Scott but nobody could remember any burials in the last 30-40 years (i.e. 1960s or 1970s).



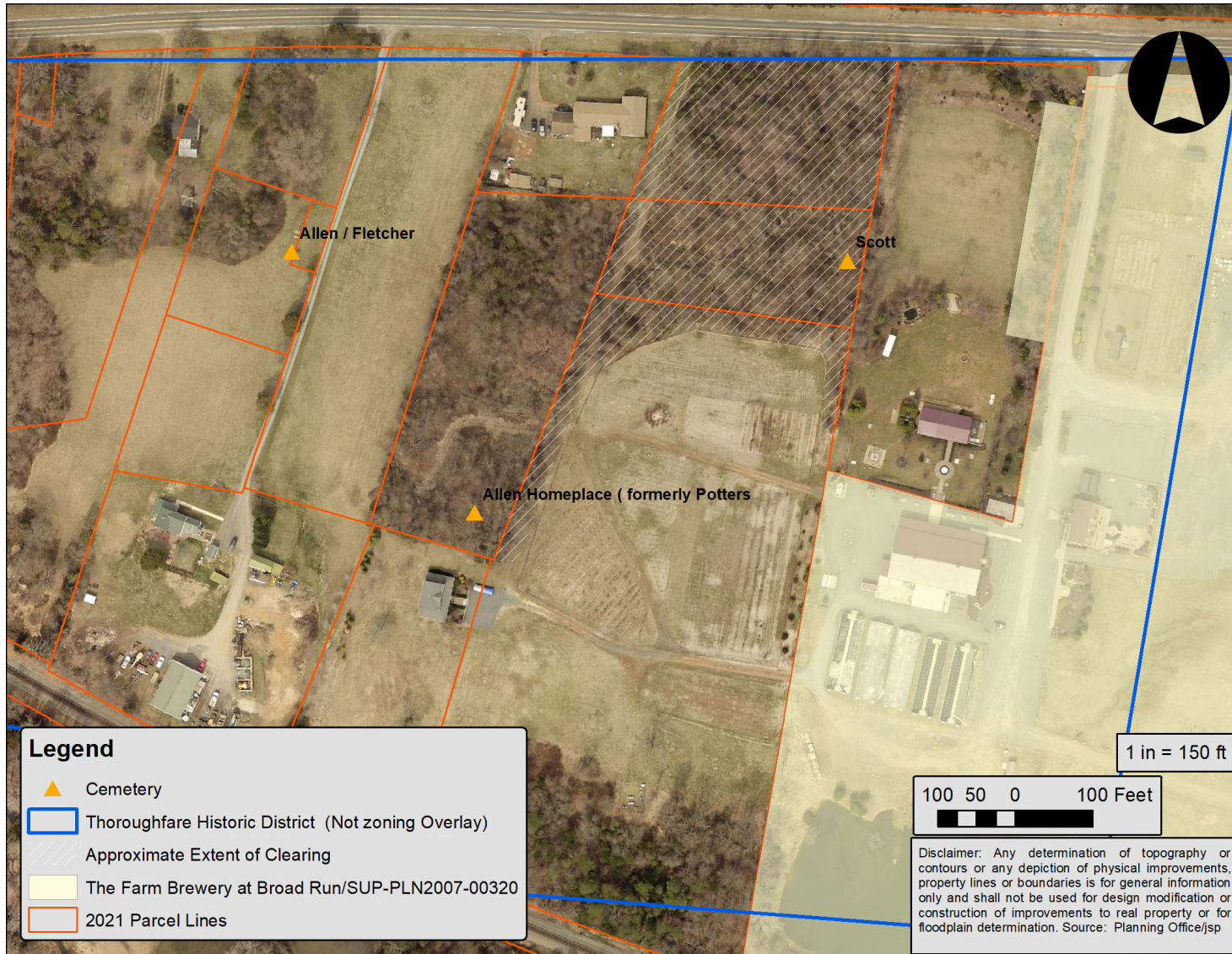
1937 Aerial



2000 Aerial



2019 Aerial



Scott Aerial Photo May 13, 2021



12

Photo courtesy of Roger Snyder

Tax Sale



SOUTHEASTERLY VIEW ACROSS SUBJECT FORM INGRESS/EGRESS EASEMENT NEAR
ITS NOTHWESTERN CORNER.

- Tax payments stopped in 1994. Finance initiated tax sale in 2017.
- No record of cemetery in real estate database, title search of Circuit Court land record deeds or independent appraisal of property. Cemetery headstones were not readily observed or identifiable due to the condition of the property.
- PWC Court appointed an independent commissioner of sale.

Tax Sale



**NORTHEASTERN VIEW ACROSS SUBJECT FROM INGRESS/EGRESS EASEMENT FROM
NEAR ITS SOUTHWESTERN CORNER.**

- Notice of the delinquent taxes and the property's eligibility for a judicial tax sale was provided to all known and located heirs. Notice was provided via newspaper publication to all unknown heirs. Received several questions about property from heirs. The judicial sale process was explained. No heirs disclosed the existence of the cemetery.

Scott Property – Tax Sale



- Property sold at judicial auction in July 2020, confirmed by PWC Circuit Court in August 2020, and PWC Court confirmed distribution of sale proceeds in December 2020.
- Excess funds from the sale are being held by the PWC Circuit Court. The heirs should consult with their own private attorneys for legal advice on the funds.

Land Disturbance

- Received complaint about land disturbance on this and adjacent parcels on March 22, 2021.
- Site Inspector inspected site on March 23, 2021 and determined land disturbance was over 2500 sq. ft. without a permit.



Facing south from John Marshall Highway at GPIN: 7198-92-5283

Land Disturbance

- Violation notice issued by Property Code Inspector on March 26, 2021 on this and two adjacent parcels. Told to
 - immediately stop all land disturbance activity,
 - install erosion controls, and
 - obtain land disturbance permit.



Facing south from John Marshall Highway at GPIN: 7198-92-5283

Land Disturbance

- Property owner has indicated their intent to plant sunflowers and corn on property and claims agricultural exemption from requirement to obtain land disturbance permit and install erosion controls.



Facing south from John Marshall Highway at GPIN: 7198-92-5283

Approximate Location Scott Cemetery



Facing north from southeast corner of Scott Cemetery Parcel (GPIN: 7198-92-4968)

Land Disturbance Definition/Exemptions (Examples of when no permit is required)



- Land disturbances of less than 2500 square feet.
- Agricultural Definition (“bona fide agricultural purposes”) – Code of Virginia
 - Tilling, planting harvesting of agricultural, horticultural, or forest crops
 - Livestock and feedlot operations
 - Construction of terraces, desilting basins, ponds, land drainage etc.
 - Agricultural engineering applications, and
 - Clearing of land for bona fide agricultural purposes.

Cemetery Disturbance



- County Archaeologist became aware of cemetery disturbance on April 10 and notified police and property owner on April 14, 2021. The Police opened a criminal investigation.
- Staff held video call with property owner on April 29, 2021, to discuss cemetery disturbance, land clearing violations and zoning issues.
- County Archeologist, property owner, and property owner's archaeological consultant met on May 3, 2021, to review scope of work for archeological investigation.
- Property owner has verbally committed and is taking steps to resolve the cemetery disturbance and obtain necessary approvals and permits.

Police Investigation



- Police Officers responded to call for service relating to the alleged destruction of a cemetery on April 14, 2021. The Officers were unable to determine that a grave site existed at the location - no tombstones or other obvious signs of a cemetery were observed.
- Detectives were assigned to conduct a follow up investigation into the matter on April 16, 2021. Detectives contacted the County Archaeologist who provided documents related to the property.
- Detectives responded to The Farm Brewery on April 20, 2021 and met with management. Witnesses showed detectives an area that had been recently cleared and referred to as the Scott Cemetery. During further discussion with the property owner, he stated numerous times that he did not know the site held a cemetery. Detectives walked the property and did not notice anything that could easily be identified as grave sites.
- The information was provided to the Commonwealth's Attorney's office for investigation on April 20, 2021.
- On May 7, 2021, County was notified that the Commonwealth's Attorney has made a determination that, as of this time, there is no evidence of willful intent on the part of the property owner to desecrate gravesites and therefore no criminal charges would be filed.

Cemetery Database/Access

County
Cemetery
Database



Scott
Cemetery

Restoration of Cemetery



- Working with property owner and Thoroughfare community to restore, fence and properly mark cemetery.
- Access to cemeteries is required and location of permanent access and easements will be determined by property owner in coordination with the community.
- County is committed to working with the property owner and community to “make it right”; opportunities for community and volunteer participation.

Restoration of Cemetery



- Action steps in discussion with property owner and community
 - Submit cemetery and burial delineation Scope of Work for approval.
 - Conduct archaeological fieldwork:
 - Define limits of cemetery (remote sensing & machine excavation)
 - Identify individual burials, and
 - Map individual burials.
 - Determine final access and easements.
 - Cemetery restoration and fencing.
 - Installation of sign.

Opportunities to Better Identify and Communicate Cemeteries



- Include additional information about potential cemeteries in real estate database.
- Add step to process of tax sale to check County cemetery database.
- Expand GeoRule or flags for potential cemeteries in County EnerGov system
 - Currently in place for most plan submittals – building, site plan, lot grading plans.
 - Expand to include land disturbance permits and alleged violations.
 - Will not address issue if property owners proceeds with land disturbance without or with no requirement for a permit.

Opportunities to Better Identify and Communicate Cemeteries



- Increase education and notifications to property owners of potential for cemeteries and historic properties (Part 2 of presentation).
- Establish voluntary program to identify, delineate, and properly mark cemeteries and historic properties on site (Part 2 of presentation).
- Encourage property owners to consult with private attorney to file cemetery documentation in PWC Circuit Court land records to provide public notification to all.

Questions and Discussion



PRINCE WILLIAM
COUNTY

Moving Ahead: Preserving and Protecting Prince William County Cemeteries and Historic Communities



Preservation of Cemeteries and Historic Communities



Preservation work requires a sustained effort and a network of stakeholders

Accomplishments to date:

- Bristoe Station Battlefield Cemetery,
- Blackburn-Atkinson Cemetery at Rippon Lodge,
- The Settlement oral history and historic designation,
- Batestown oral history, and
- Brentsville Centre.

Projects underway:

- Berea Cemetery, and
- "Lost Communities" tour.

Preservation of Cemeteries and Historic Communities



Opportunities

- Conduct archeological survey for the Thoroughfare Community (\$60K OTC).
- Conduct architectural survey for structures within the Settlement and Thoroughfare Communities (\$60K OTC).
- Develop interpretive areas in the Thoroughfare and the Settlement (\$500K OTC).
- Expand interpretation opportunities for the Buckhall Community (\$150K Ongoing + \$1.5M OTC).
- Expand interpretation opportunities for the Neabsco Ironworks area (\$500K OTC).

OTC=One-time Costs

Preservation of Cemeteries and Historic Communities



Opportunities (cont.)

- Create a Historic Communities Program (\$200K Ongoing + \$300K OTC).
- Create Cemetery Preservation Program (\$200K Ongoing).
- Delineate and restore Purcell Cemetery (\$25K OTC).
- Update County cemetery database (\$5K OTC).
- Complete Bushy Park House renovation and program (\$150K Ongoing + \$400K OTC)

OTC=One-time Costs

Preservation of Cemeteries and Historic Communities



Total Estimated Costs

	Annual	One-time
Update County cemetery database		\$5,000
Thoroughfare Community architectural survey		\$30,000
Thoroughfare Community archeological survey		\$60,000
Throughfare and the Settlement Interpretive areas	\$40,000	\$500,000
Settlement Community architectural survey		\$30,000
Historic Communities Program Phase 1 (1 FT Archeologist)	\$100,000	
Buckhall Community Interpretive Opportunities	\$150,000	\$1,750,000
Neabsco Ironworks Interpretive Opportunities		\$500,000
Historic Communities Program Phase 2 (Archeology Lab and non-salary operating costs)	\$100,000	\$300,000
Cemetery Preservation Program (Incl 1 FT Archeologist)	\$200,000	
Purcell Cemetery		\$25,000
Complete Bushy Park House Renovation (Includes 1 FT Preservationist)	\$150,000	\$400,000
	\$740,000	\$3,600,000

Budget Timeline



Budget Amendment to FY21 Operating Budget (all OTC):

Hire Intern County cemetery database (\$5K OTC)

Contract out Thoroughfare Community architectural survey (\$30K OTC)

Contract out Thoroughfare Community archeological survey (\$60K OTC)

Contract out Settlement Community architectural survey (\$30K OTC)

Hire FT Archeologist to manage survey contracts in year FY21 and stand-up the Historic Communities Program in FY23 (\$100K Ongoing)

Develop Thoroughfare and Settlement Interpretive areas (\$540K OTC)

FY23 Operating Budget

Stand-up Historic Communities Program (\$100K Ongoing + \$300 OTC)

Stand-up Cemetery Preservation Program (\$200K Ongoing)

Thoroughfare and The Settlement Interpretive areas (\$40K Ongoing)

FY23 6-year CIP (and 5-year plan for associated operating expenses):

FY23 FY24 Renovate Purcell Cemetery and Complete Bush Park House (\$425K OTC + \$150K Ongoing)

FY25 Buckhall and Ironworks Community Interpretive Opportunities (\$2.25M OTC + \$150K Ongoing)

OTC= One-time costs

Questions?





PRINCE WILLIAM
COUNTY

Researching and Preserving African American History and Culture in Prince William County

Researching and Preserving African American History and Culture



Work completed to date

- African American History Trail (2021).
- Restoration of Lucasville School (2007).
- Restoration of Barnes House Historic Site in (2018).
- Ben Lomond – Virtual Reality Slave Quarter exhibit (2020).
- 19th Century African American Experience exhibit in the Brentsville Jail Museum (2021).
- The Settlement and Batestown oral histories (2018, 2019).
- Annual Juneteenth program.
- Enslavement and Emancipation Conference (2012) .
- Brentsville Courthouse and Rippon Lodge are listed on the Underground Network to Freedom Program.

Researching and Preserving African American History and Culture



Projects Underway

- Traveling exhibit on Desegregation of PWC schools and the Courageous Four.
- Courageous Four historic marker at Fannie Fitzgerald Elementary School.
- African American specific lessons and field trip programs this summer for PWCS.
- Public Defender's Virtual Education Program.

Researching and Preserving African American History and Culture



Opportunities

- African American History Trail Phase 2 (\$10K Ongoing + \$50K OTC).
- Fully program Barnes House Historic Site and Lucasville School regularly (\$210K OTC).

OTC=One-time costs

Preservation of Cemeteries and Historic Communities



Total Estimated Costs

	Ongoing	One-time
African American History Trail Phase 2	\$10,000	\$50,000
Barnes House Historic and Lucasville School Site Programming	\$210,000	
	\$220,000	\$50,000

Budget Timeline



FY 23 Operating Budget:

Open Barnes and Lucasville School (\$210K Ongoing)

FY 23 6-year CIP (and 5-year plan for associated operating expenses):

FY23 Expand African American History Trail (\$10K Ongoing + \$50K OTC)

OTC= One-time costs

Questions?

