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COMMONWEALTH of VIRGINIA

Hugh C. Miller, Director

Department of Historic Resources

221 Governor Street
Richmond, Virginia 23219

TDD: (804) 786-1934
Telephone (804) 786-3111
FAX: (804) 225-4261

May 20, 1993

Ms. Kathleen Seefeldt, Chairman
Prince William County Board of Supervisors
1 County Complex Court
Prince William, Virginia 22192

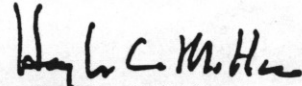
RE: Reconsideration of the Bristoe Station Battlefield
designation

Dear Supervisor Seefeldt:

Please find attached an executive summary of our Department's recommendation to the Board of Historic Resources regarding the Board's previous designation of the Bristoe Station Battlefield. You will see that we are recommending that the Board remove the state landmark designation, if that is what the property owners want.

We will be presenting this paper tonight at our public hearing in Prince William. We greatly appreciate the information and assistance which Mr. Mullen and his staff have provided to us throughout our study. If you or your colleagues on the Board have any questions about this matter, please let me know.

Sincerely,


Hugh C. Miller
Director

REPLACEMENT ITEM - 11B, Attachment A

MOTION:

May 18, 1993
Regular Meeting
Res. No. 93-

SECOND:

RE: Bristoe Station Battlefield

WHEREAS, the Prince William Board of County Supervisors adopted the Comprehensive Plan on February 12, 1991; and,

WHEREAS, the Plan is a dynamic document requiring review and possible modification through time; and

WHEREAS, a portion of said Plan included recommendations to initiate special planning studies for various areas of the County; and

WHEREAS, on August 6, 1991, the Board of County Supervisors authorized the preparation of a sector plan which included this area; and

WHEREAS, for various reasons the sector plan was not completed; and

WHEREAS, an appropriate approach to these special studies includes a Comprehensive Plan amendment process for the specific Chapters of the Plan; and

WHEREAS, the Sector Plan study contained reports, data and other information relevant to a Comprehensive Plan amendment; and

WHEREAS, it is desirable to identify the need for any special mitigation measures beyond those now called for in the Comprehensive Plan; and

WHEREAS, it is desirable to determine the appropriateness of the current land uses identified in the Long Range Future Land Use Map;

NOW, THEREFORE, BE IT RESOLVED that the Prince William Board of County Supervisors does hereby initiate Comprehensive Plan Amendment #93-018 for the area delineated on the attached map;

BE IT FURTHER RESOLVED that the reports, data, analyses, and other information prepared previously as part of the Bristoe Sector Plan submittal be utilized, to the extent possible, in preparing and evaluating this Comprehensive Plan Amendment.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

For information:

Planning Director




COUNTY OF PRINCE WILLIAM

1 County Complex Court, Prince William, Virginia 22192-9201
(703) 792-6830 Metro 631-1703, Ext. 6830 FAX (703)792-4758

PLANNING
OFFICE

Douglas L. James, A.I.C.P.
Director of Planning

TO: County Executive  DATE: May 6, 1993
FROM: Director of Planning SUBJECT: Comprehensive Plan Amendment
Bristoe Station Battlefield
(CPA 93-018)

Agenda Board of County Supervisors **May 18, 1993**

Title: Resolution initiating a Comprehensive Plan Amendment (CPA) for the Cultural Resources Chapter of the Comprehensive Plan for the Bristoe Station Battlefield (CPA 93-018) (see Attachment A).

Background: On August 6, 1991, the Board of County Supervisors initiated a CPA in the form of a Sector Plan, for a 4.5-square-mile area in the vicinity of Route 28 and Route 619. Due to a variety of reasons, the private sector, which was charged with creating the Sector Plan, was not able to complete the planning exercise, and on November 17, 1992, the Board rescinded its initiating resolution.

Although not completed, the Sector Plan exercise did result in the creation of data, and analysis thereof, that is reflected in this current request for initiation. For example, the land area covered by this request is smaller and much more focused upon the Battlefield and its immediate environs. This CPA is being undertaken by staff instead of the private sector, and the amendment language (**Attachment B**) is directed only toward the Cultural Resource Chapter of the 1990 Comprehensive Plan.

Issue: Realizing that development interests are quite high on the part of the property owners within and around the Battlefield, this draft CPA attempts to accommodate development intensities, as reflected by the 1990 Comprehensive Plan, while being sensitive to the study area's historical significance. (Note: The boundary of the study area, as reflected by **Attachment C**, was initially created in 1988 by Office of Planning staff for a then existing process associated with nominating the Battlefield to the National Register of **Historic Places**.)

In order to obtain public input on this matter prior to Planning Commission review, **Attachment D** reflects the various civic, community, and business organizations from which input will be sought during a 90-day review period. All study area property owners will also be contacted for their input as well.



Recommendation: Adopt the Draft Board Resolution included in this report as Attachment A.

Staff: Tom Eitler
Office of Planning

Attachments:

- A - Draft BOCS Resolution
- B - Draft CPA
- C - Map of Study Area
- D - List of Business and Civic Organizations To Be Contacted

May 18, 1993

Draft Resolution

RE: Bristoe Station Battlefield

Whereas, the Prince William Board of County Supervisors adopted the Comprehensive Plan on February 12, 1991; and,

Whereas, the Plan is a dynamic document requiring review and possible modification through time; and,

Whereas, a portion of said Plan included recommendations to initiate special planning studies for various areas of the County; and,

Whereas, an appropriate approach to these special studies includes a Comprehensive Plan amendment process for the specific Chapters of the Plan; and,

Whereas, the Bristoe Station Battlefield is an area identified by the Plan for a special planning study,

Now, Therefore, Be It Resolved that the Prince William Board of County Supervisors does hereby initiate Comprehensive Plan Amendment #93-017 (Bristoe Station Battlefield) for the Cultural Resources Chapter for the area delineated in the attached map.

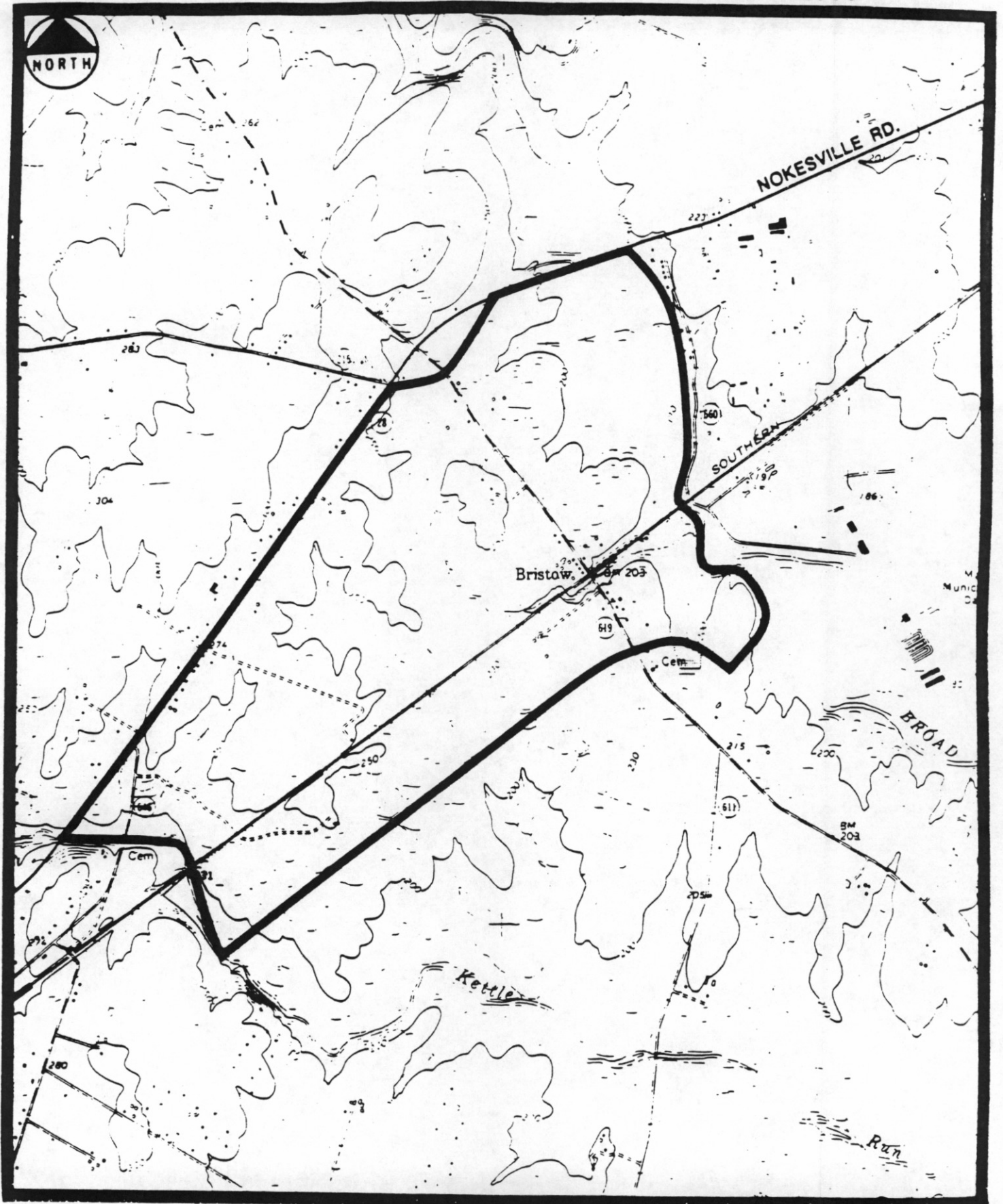
CR-Policy 6: Provide mitigation measures to be applied to all new development within the Bristoe Station Battlefield Area.

Action Strategies

1. Recognize the Bristoe Station Battlefield Area as delineated in Figure 4 of this Chapter.
2. Require a General Development Plan to be submitted for all rezoning and special use permit applications within the area.
3. Require applicants to submit Phase I archaeological surveys as part of the rezoning and special use permit submission package. If necessary, require additional surveys as outlined in the Phase I report. Use said studies in the formulation of General Development Plan and design of the site.
4. Encourage development that is located, situated, and buffered so as to maintain a high degree of the existing physical and visual integrity while still recognizing the appropriate development as outlined in the Long Range Future Land Use Plan Map. Discourage uses that detract from the existing visual integrity along the frontages of Rt. 619 and Rt. 28.
5. Encourage new construction that is compatible to the historic buildings (i.e., Glee Hall) located in the Bristow hamlet with regard to size, scale, color, and materials.
6. Encourage the retention of existing trees and vegetation. Employ significant vegetative and structural buffering along roadways within the area.
7. Encourage the use of the lower end of the planned density range, mixed use development, cluster, and large lot approaches for development within the area.
8. Require a 25-foot buffer adjacent to known cemeteries in the area.
9. Encourage all individual development proposals to provide open space for use as an interpretive historical setting related to the history of the Bristoe Station Battlefield.

Bristoe Station Battlefield Study Area

1" = 2000'



Mr. Kenneth Cleaveland
Chief Executive Officer
Northern Virginia Building
Industry Association
12600 Fair Lakes Circle
Suite 260
Fairfax, Virginia 22066

NAIOP - Prince William Council
c/o Mr. John Norman
Norman Realty
9317 Grant Avenue
Manassas, VA 22110

Ms. Debbie Jones
Executive Vice President
Prince William County-Greater
Manassas Chamber of Commerce
P.O. Box 495
8963 Center Street
Manassas, VA

Northwest Prince William
Civic Association
c/o Mr. Richard Hefter
5595 Pageland Lane
Gainesville, VA 22065

Central Prince William
Civic Association
c/o Mr. Henry Bibber
10839 Quail Creek Lane
Manassas, VA 22110

Save the Battlefield Coalition
c/o Ms. Betty Rankin
12895 Livia Drive
Catharpin, VA 22018

All property owners within CPA study area

Carr Cemetery
10509 Bristow Rd.
Manassas, VA

Frank M. Winslow Jr.
11895 Nokesville Rd.
Bristow, VA 22013

Gloria Russell Moxley
4356 Blagden Ave., N.W.
Washington, D.C. 20011

First American Bank, NA
1751 Pinnacle Drive
McLean, VA 22102

Daniel C. & Barbara L. Beard
10726 Bristow Rd.
Bristow, VA 22013

New Hope Baptist Church
10909 Bristow Rd.
Bristow, VA 22111

Milton C. & Lillian M. Rollins
8315 Lee Ridge
Warrenton, VA 22186

Ralph A. Rollins
P.O. Box 728
Bristow, VA 22013

Reginald Herbert Robertson
P.O. Box 790
Alexandria, VA 22313

Veronica Rollins
P.O. Box 708
Bristow, VA 22013

Bascom S. &
Callie G. Clayborne
Box 757
Bristow, VA 22013

Philip E. Rollins
10722 Bristow Rd.
Bristow, VA 22013

Cindy L. Lykins
10704 Bristow Rd.
Bristow, VA 22013

James A. &
Claudette C. Braswell
14705 Cambridge Drive
Upper Marlboro, MD 20772

William K. Bolt
7509 Gary Rd.
Manassas, VA 22110

Albert M. Rollins
10708 Bristow Rd.
Bristow, VA 22013

Alfred A. Wallace
P.O. Box 737
Bristow, VA 22013

George L. &
Marion E. Cooperrider
11909 Colvin Lane
Nokesville, VA 22123

Emma L. Faxon
108 Blue Ridge Ct.
Durham, NC 27703

Samuel M. Jones
14504 Lee Highway
Gainesville, VA 22065

James B. Robeson
9119 Church St
Manassas, VA 22110

Joseph F. Rollins
10722 Bristow Rd.
Bristow, VA 22013

Thomas C. & Helen L. Pearson
10823 Bristow Rd.
Bristow, VA 22111

Mark A. & Agnes E. Thomas
12163 Nokesville Rd.
Bristow, VA 22013

Piedmont Federal Savings Bank
P.O. Box 31
Manassas, VA 22110

Dorothy J. Spencer
10827 Bristow Rd
Bristow, VA 22013

Dorothy E. Holmes
12159 Nokesville Rd.
Bristow, VA 22013

AWOW
8516 Bucyrus Court
Manassas, VA 22110

Wilson B. & Lillie M. Smith
Box 755
Bristow, VA 22013

Herman J. & Hazel M. Thomas
12153 Nokesville Rd.
Bristow, VA 22013

Reese Clint Hoffman
12143 Nokesville Rd.
Bristow, VA 22013

Charles W. Rector
1445 NY Ave., N.W.
Washington, D.C. 20005

Larry M. & Delrease L. Thomas
8643 Burnside Ct.
Manassas, VA 22111

Charles L. & Ester V. Butler
1445 Northgate Rd.
Washington, D.C. 20012

Sara Brown
12163 Nokesville Rd.
Bristow, VA 22013

Kitty Dorsey
12163 Nokesville Rd.
Bristow, VA 22013

S. A. Pickney
12163 Nokesville Rd.
Bristow, VA 22013

Frances Tyler Estate
12163 Nokesville Rd.
Bristow, VA 22013

Allen G. & Martha E. Mauck
11105 Bristow Rd.
Bristow, VA 22013

William F. Cook
P.O. Box 733
Bristow, VA 22013

Philip E. Rollins
10722 Bristow Rd.
Bristow, VA 22013

Thomas P. Rollins
10504 Bristow Rd.
Bristow, VA 22013

EXECUTIVE SUMMARY

BRISTOE STATION BATTLEFIELD STUDY

PART I

OVERVIEW

SB514 passed by the General Assembly in 1992 changed the rules for state historic landmark designation. Historic property can no longer be formally designated a landmark if the property owner objects, or in the case of a historic district, a majority of the owners object. The reform of the Commonwealth's state landmark designation process assures that there can no longer be any state-dictated historic districts imposed on unwilling property owners in Virginia.

In passing that law, the General Assembly required that the Virginia Board of Historic Resources reconsider its previous designation of the Bristoe Station Battlefield by July 1, 1993. That reconsideration is now scheduled for 10:00 a.m. in Senate Room A of the General Assembly Building on June 23, 1993. The Board will hold a public meeting and public comment will precede any action by the Board.

To assist the Board in its reconsideration, the General Assembly required that the Department of Historic Resources conduct a study of various questions pertaining to the battlefield designation. The Assembly provided that the study be undertaken in consultation with the Board of Supervisors of Prince William County and with owners of property within the designated district.

Consultation with County officials to date has included correspondence with the Board of Supervisors and County Administration on the purpose and approach of the study, continuous exchange of information related to the progress of the study, analysis of information supplied by the County on the place of the designated area in current and future community planning, and consultation in planning this public hearing.

Consultation with property owners to date has included writing every one of the thirty-six property owners of record within the designated area and soliciting their comments on the full range of questions before the Department for study. To that invitation, the Department received 4 letters of comment from property owners. Consultation will also include the Department's sponsorship of this public hearing, a full transcript of which will be made and presented to the Board of Historic Resources in advance of the Board's formal reconsideration of its 1990 designation.

EXECUTIVE SUMMARY

BRISTOE STATION BATTLEFIELD STUDY

PART II

What Conclusions Does the Department Draw from Its Findings?

While the Department believes the Board's 1990 designation was based on accurate historical research, it acknowledges that there remains adamant opposition to the designation among property owners within the battlefield.

While consultation with local residents has failed to identify any workable alternative designation or agreement on preservation strategies, the Department affirms that land-use planning for preservation is the province of the local government.

The Department commends Prince William County for acknowledging the importance of historic resources in community planning and encourages the County in its efforts to develop planning strategies that are sensitive in some measure to the battlefield.

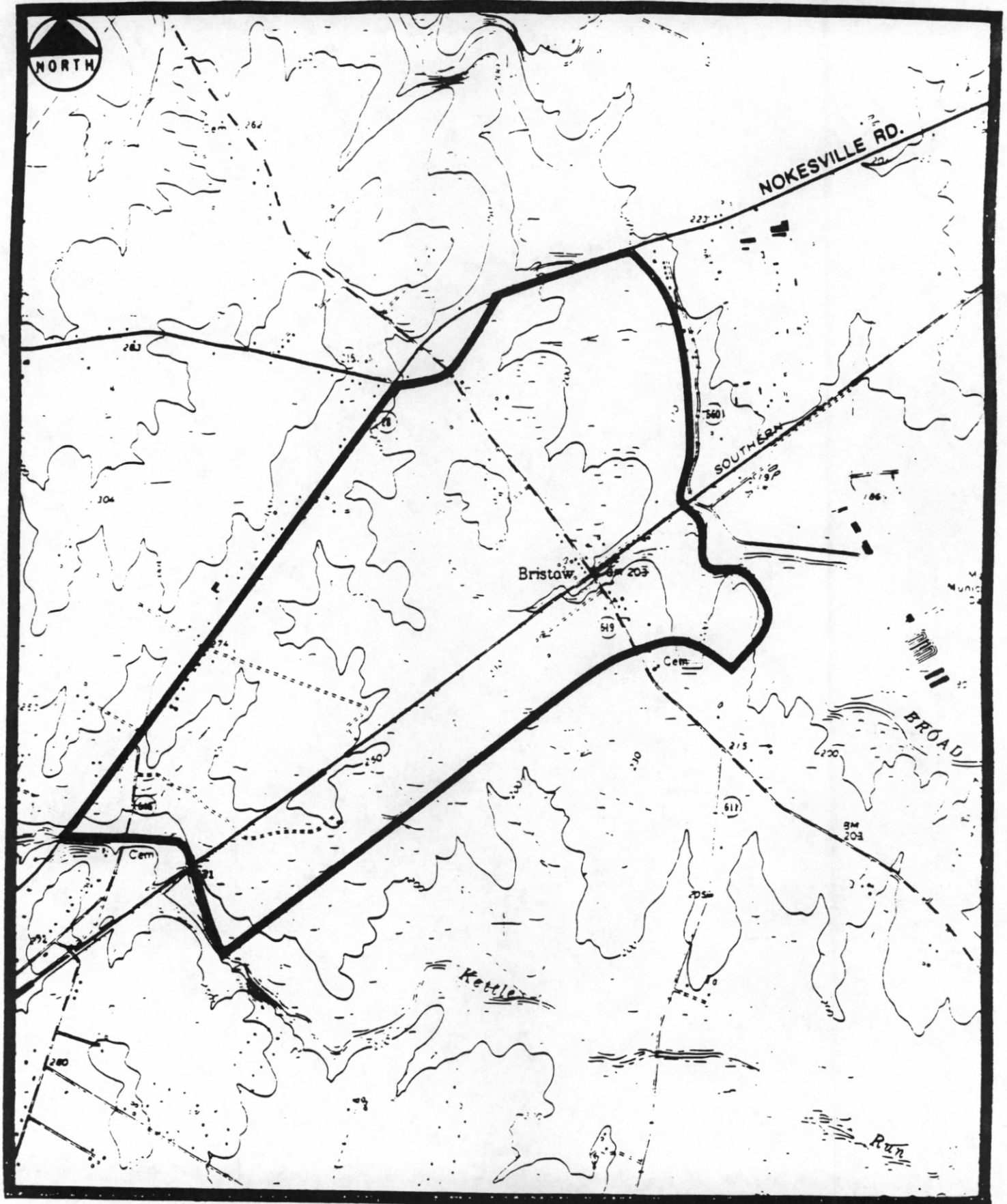
The proposed establishment of a sector plan for the Bristow/Linton Hall area would appear to present a timely opportunity to develop appropriate goals, objectives and performance criteria for preservation and development within the battlefield and the larger sector of which it is an important element.

While the Department cannot recommend any alternate designation to the Board for its consideration, the Department recommends that the Board take the opportunity of its reconsideration to remove the state historic landmark designation from the Bristoe Station Battlefield, if that is what the property owners want.

In order for the Board to "reconsider" its previous designation, the Department, in accordance with the new Code provisions, has notified all the property owners affected by the designation and afforded them the opportunity to register their objection to the designation. Assuming that a majority of the owners file such an objection, the proper action for the Board will be simply to withdraw its previous designation. No further action by the Board is necessary or appropriate.

Bristoe Station Battlefield Study Area

1" = 2000'



EXECUTIVE SUMMARY

BRISTOE STATION BATTLEFIELD STUDY

PART III

A. Documentation on the Location and Significance of the Events of October 14, 1863.

Property owners raised several major concerns about the findings of the Board's previous designation of the Bristoe Station Battlefield: 1) The importance of the battle itself on the level of state and national significance; 2) the boundaries of the district; and 3) the inclusion of areas in which the physical attributes of the battlefield have changed over time.

In seeking to respond to these concerns, the Department has closely examined the following: 1) The research methodology and sources on which the Board's previous finding was based; 2) all additional documentary information made known to the Department by property owners; and 3) any other pertinent documentary information which was not considered at the time of the Board's previous designation of the battlefield.

Based on this background research and examination, the Department finds that:

The Battle of Bristoe Station was a significant episode of the Civil War. The events of October 14, 1863 had a major influence on the outcome of a campaign that involved over 100,000 soldiers from both armies. The Board's finding of significance is supported by the preponderance of objective evidence and primary sources, including contemporary battle reports. The current boundaries accurately encompass the salient events of the battle.

The integrity of the 1,162-acre battlefield is best described as in fair condition, compared to other surviving Civil War battlefields of its level of significance in the nation. While the cultural landscape has changed over time, the designated area overall retains sufficient integrity to convey authentically an understanding of the battlefield's significance, location, setting, and historical associations. In sum, the Department found no indication that the designation was flawed due to any error of fact.

B. The Meaning, Effect, and Scope of the Designation

Based on its consultation with property owners to date, the Department found that:

There is no better understanding of what designation means at Bristoe Station than existed in 1990. The passage of time has not resulted in converting previous opponents to supporters of the designation as it exists today. At Bristoe Station, there remains a complete absence of a constituency for designation of the battlefield among the owners of the designated land. There is no indication of any consensus or support for the designation of some smaller area of the battlefield.

C. Current and Future Land Use

Based on information provided by the County regarding current and future land use within the designated Battlefield, the Department found that:

The cultural resources component of the Prince William comprehensive plan includes policies for enhancing and disseminating information on the county's resources, for ensuring that development proposals take significant cultural resources into account, and for establishing a "Historic Resource Management Overlay" for areas of the county where cultural resources are known to exist but are ill-defined or are suspected to exist. The battlefield is identified as an area where a Historic Resource Management Overlay is applicable. This designation calls for any applicant for rezoning to address various policies and action strategies related to the preservation or development of the resource.

The future land use component of the plan divides the area of the Bristoe Station battlefield into two sections, which are generally in accordance with present use and zoning. To the west of Bristow Road, the area of the battlefield is planned to remain rural in character and is designated Agricultural/Estate. The A/E designation is intended to protect agricultural areas of the county and to provide for very large-lot residential development. The area of the battlefield to the east of Bristow Road is designated Light Industrial/Flex, meaning light manufacturing business parks or sites, with some associated commercial or retail functions. The comprehensive plan identifies the battlefield as an area requiring more intensive planning efforts than are possible in the general comprehensive planning process. As a result, a "sector plan" is anticipated for the area in the future. Development of such a plan is now underway.

D. Meeting Current and Future Transportation Needs

Regarding the ability of transportation planners to meet the current and future community transportation needs within the designated area, the Department found:

The County's plans do not regard the current state designation as placing any major obstacle in the way of meeting its current or future transportation needs. While consultation with VDOT on its ability to meet current and future transportation needs within the area is continuing, the Department's role in review of VDOT projects is advisory only.

The County's proposed long range road network within the area of the battlefield is based on the assumption of buildout at expected future land uses (A/E and LIF) at median densities. Route 28 and Bristow Road, proposed as primary arterials, are expected to handle significant volumes of traffic. The comprehensive plan proposes the realignment of Vint Hill Road to provide for a safer intersection at Route 28 and Linton Hall Road. The plan also identifies the need for a new Route 28 collector road, to be located less than one-quarter of a mile from Route 28. It also provides for bike and trail connections to the new commuter rail station. The County puts the burden on applicants for rezoning to show that the existing and future

roadway network proposed by the applicant is capable of handling the increased traffic volumes that would be generated by the proposed land uses.

E. Development and the 106 Review Process

The Department's consultation with the County and property owners found that:

According to the County, there are no planned capital improvements within the Bristoe Station Battlefield in the near future. The County does foresee possible federal involvement in the expansion of parking facilities serving commuter rail traffic. Proposed development which may be approved by the County in the future will not be subject to the 106 review process, if federal funding, a federal permit or other federal assistance is not involved.

Property owners expect that the intersection of Routes 28/619 will become an important community node for development in the future. The County expects that light industrial and related development in the area east of Bristow Road will be encouraged by the proximity of the area to the Manassas Airport and commuter rail. Such development would meet community goals for job creation and a stronger tax base. The County assumes that higher density of development in this rural area of Prince William is inevitable, unless a third party steps in to purchase the land from the current property owners at fair market value for the purpose of preserving the battlefield.

F. Is There a Consensus on How Much of the Battlefield Should be Preserved or How that Preservation Should be Accomplished?

Prince William's comprehensive plan identifies a number of local planning tools which could be used effectively to ensure that the most significant areas within the battlefield are preserved and interpreted. Work now underway to develop a sector plan for the Bristow/Linton Hall area presents an excellent opportunity for the County and interested property owners to consider the full range of preservation and development options for the battlefield.

While there appears to be a common recognition by the County and property owners that a dynamic and workable plan could tie together diverse community needs, the Department believes that there is as yet no identifiable consensus on how much of the Bristoe Station Battlefield should be preserved or how that preservation should be accomplished.

CR-Policy 6: Provide mitigation measures to be applied to all new development within the Bristoe Station Battlefield Area.

Action Strategies

1. Recognize the Bristoe Station Battlefield Area as delineated in Figure 4 of this Chapter.
2. Require a General Development Plan to be submitted for for all rezoning and special use permit applications within the area.
3. Require applicants to submit Phase I archeological surveys as part of the rezoning and special use permit submission package. If necessary, require additional surveys as outlined in the Phase I report. Use said studies in the formulation of General Development Plan and design of the site.
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In passing that law, the General Assembly required that the Virginia Board of Historic Resources reconsider its previous designation of the Bristoe Station Battlefield by July 1, 1993. That reconsideration is now scheduled for 10:00 a.m. in Senate Room A of the General Assembly Building on June 23, 1993. The Board will hold a public meeting and public comment will precede any action by the Board.

To assist the Board in its reconsideration, the General Assembly required that the Department of Historic Resources conduct a study of various questions pertaining to the battlefield designation. The Assembly provided that the study be undertaken in consultation with the Board of Supervisors of Prince William County and with owners of property within the designated district.

Consultation with County officials to date has included correspondence with the Board of Supervisors and County Administration on the purpose and approach of the study, continuous exchange of information related to the progress of the study, analysis of information supplied by the County on the place of the designated area in current and future community planning, and consultation in planning this public hearing.

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In order for the Board to "reconsider" its previous designation, the Department, in accordance with the new Code provisions, has notified all the property owners affected by the designation and afforded them the opportunity to register their objection to the designation. Assuming that a majority of the owners file such an objection, the proper action for the Board will be simply to withdraw its previous designation. No further action by the Board is necessary or appropriate.

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Based on this background research and examination, the Department finds that:

The Battle of Bristoe Station was a significant episode of the Civil War. The events of October 14, 1863 had a major influence on the outcome of a campaign that involved over 100,000 soldiers from both armies. The Board's finding of significance is supported by the preponderance of objective evidence and primary sources, including contemporary battle reports. The current boundaries accurately encompass the salient events of the battle.

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The future land use component of the plan divides the area of the Bristoe Station battlefield into two sections, which are generally in accordance with present use and zoning. To the west of Bristow Road, the area of the battlefield is planned to remain rural in character and is designated Agricultural/Estate. The A/E designation is intended to protect agricultural areas of the county and to provide for very large-lot residential development. The area of the battlefield to the east of Bristow Road is designated Light Industrial/Flex, meaning light manufacturing business parks or sites, with some associated commercial or retail functions. The comprehensive plan identifies the battlefield as an area requiring more intensive planning efforts than are possible in the general comprehensive planning process. As a result, a "sector plan" is anticipated for the area in the future. Development of such a plan is now underway.

D. Meeting Current and Future Transportation Needs

Regarding the ability of transportation planners to meet the current and future community transportation needs within the designated area, the Department found:

The County's plans do not regard the current state designation as placing any major obstacle in the way of meeting its current or future transportation needs. While consultation with VDOT on its ability to meet current and future transportation needs within the area is continuing, the Department's role in review of VDOT projects is advisory only.

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roadway network proposed by the applicant is capable of handling the increased traffic volumes that would be generated by the proposed land uses.

E. Development and the 106 Review Process

The Department's consultation with the County and property owners found that:

According to the County, there are no planned capital improvements within the Bristoe Station Battlefield in the near future. The County does foresee possible federal involvement in the expansion of parking facilities serving commuter rail traffic. Proposed development which may be approved by the County in the future will not be subject to the 106 review process, if federal funding, a federal permit or other federal assistance is not involved.

Property owners expect that the intersection of Routes 28/619 will become an important community node for development in the future. The County expects that light industrial and related development in the area east of Bristow Road will be encouraged by the proximity of the area to the Manassas Airport and commuter rail. Such development would meet community goals for job creation and a stronger tax base. The County assumes that higher density of development in this rural area of Prince William is inevitable, unless a third party steps in to purchase the land from the current property owners at fair market value for the purpose of preserving the battlefield.

F. Is There a Consensus on How Much of the Battlefield Should be Preserved or How that Preservation Should be Accomplished?

Prince William's comprehensive plan identifies a number of local planning tools which could be used effectively to ensure that the most significant areas within the battlefield are preserved and interpreted. Work now underway to develop a sector plan for the Bristow/Linton Hall area presents an excellent opportunity for the County and interested property owners to consider the full range of preservation and development options for the battlefield.

While there appears to be a common recognition by the County and property owners that a dynamic and workable plan could tie together diverse community needs, the Department believes that there is as yet no identifiable consensus on how much of the Bristoe Station Battlefield should be preserved or how that preservation should be accomplished.