

# Manassas Battlefields Viewshed Plan

## THE PLAN

Prepared for

**Prince William County**

Prepared by

**The Walker Collaborative**

With

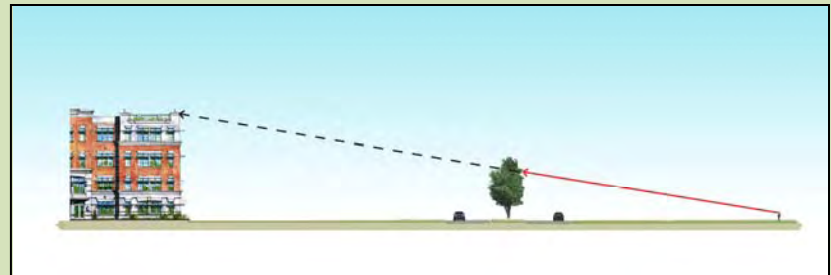
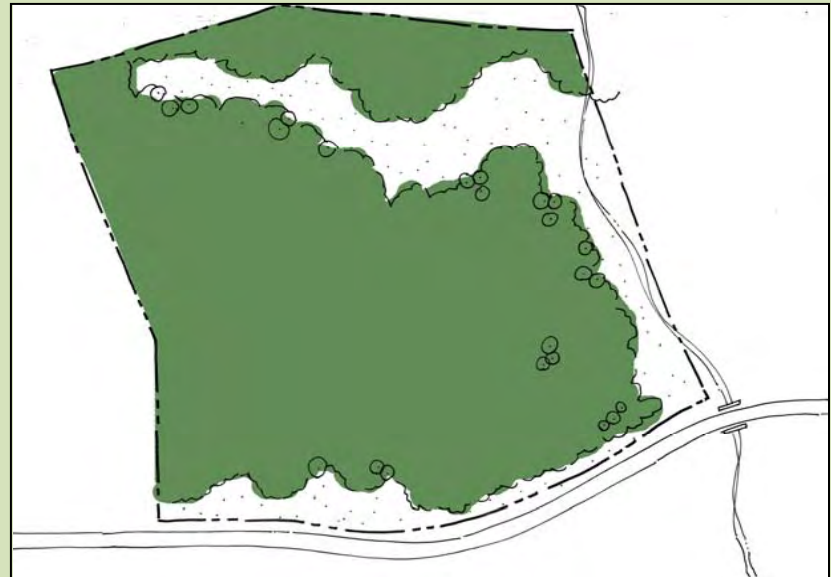
**History Associates, Inc.**

**Land Planning & Design Associates**

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## I. Project Overview

### Purpose

The First and Second Battles of Manassas, also known as “Bull Run,” were some of the most significant military engagements of the American Civil War. The first battle, fought on July 21<sup>st</sup>, 1861, involved nearly 70,000 men and resulted in a decisive Confederate victory. It was the first “major” battle in scale and it sobered up both sides to the realization that the war would last years rather than merely months, and at a high cost of lives. The second battle, fought on August 28-30, 1862, was extremely significant because it added to an important string of southern victories that kept lands between Richmond and Washington, DC, a contested region. It also gave Lee’s Army of Northern Virginia the confidence to launch its first campaign into northern soil, concluding with the army’s defeat at Antietam. Both battles resulted in significant casualty levels, particularly the second battle, and both resulted in the replacement of the Union commanders.

The Manassas National Battlefield Park, which is Prince William County’s single most important historic resource, encompasses 5,072 acres. However, the actual battlefield, as designated by the National Register of Historic Places, includes 6,400 acres of hallowed ground. Much of the privately-owned unprotected battlefield grounds, where both the First Manassas and Second Manassas battles were fought, are endangered by development that will forever

erase their historic value. Not only are unprotected lands threatened, but many of the viewsheds from within the protected lands are threatened by peripheral development. These viewsheds are critical to telling visitors the story of the two battles and for them to gain a full understanding and appreciation for the history. Similarly, protected viewsheds contribute substantially toward a positive visitor experience which, in turn, can be an important factor in future return trips. Not only is heritage tourism valuable for the sake of preserving and interpreting history, but numerous studies during the past decade have documented the tremendous fiscal and economic benefits to areas that attract heritage tourists. Battlefield tourism is clearly a key component of Prince William County’s regional economy. See the following page for more on the benefits of viewsheds protection.

Because of threats to viewsheds such as those surrounding the Manassas National Battlefield Park, Congress passed legislation in 1988 directing the Secretary of the Interior to cooperate with state and county governments to promote and achieve visual protection for both the First and Second battles for Manassas. Consequently, it is the purpose of this plan to: identify the key viewsheds associated with these battlefields, both within and external to the national park; measure and analyze their significance; determine the extent of their threats; and craft a strategy to protect these important viewsheds for future generations. It is the goal of this plan to preserve the viewsheds of this significant area while fostering economically sustainable development. **This plan is not part of the NPS’s**

**landscape rehabilitation project, which began prior to this plan’s preparation.**

**Benefits Related to Viewsheds Protection**

The potential benefits of viewsheds protection can be split into two distinct categories: heritage tourism benefits and preservation benefits. Each topic is addressed below.

Benefits of Heritage Tourism

The National Trust for Historic Preservation has characterized heritage tourism as “traveling to historic and cultural attractions to learn about the past in an enjoyable way.” Real places are important to understanding history and culture. They provide an understanding of the diverse lifestyles, culture, architecture, and industries that shaped our country’s development. Through understanding the past, we enrich and evaluate the present, and plan for the future. It is usually more enlightening and pleasing to see these places as opposed to reading about them in history books. Heritage tourism is valuable for:

1. The historic preservation it generates,
2. The pride it instills in our communities, and
3. The economic opportunity and diversity it brings.

The relationship between preservation and tourism is a cycle. Preservation helps maintain a sense of place and gives a community

its distinct character. In today’s world of “big box” stores and fast food restaurants, as can be witnessed on Interstate 66, communities struggle to retain their identity. Landmarks, commercial areas, neighborhoods, and farms that represent our history are lost to the “progress” of sprawling development. But communities can put their assets to work to attract visitors, new businesses and residents and to instill community pride. Heritage tourism creates a diversified resource and preserves the places that make a community “home.” Interpretation tells the stories that are a community’s heritage for the enjoyment and inspiration of residents and visitors.

Tourism is the largest industry in most states, and many communities have pursued heritage tourism to strengthen and diversify their economic bases. In focusing on tourism, they often take a fresh look at the value of their historic sites and the historic character of their communities. They see the potential for these to attract visitors who spend money on food, lodging, and attractions and support local businesses. According to the National Park Service, over the past few years, visitors to the Manassas National Battlefield Park have ranged from roughly 600,000 to 750,000 annually. The Prince William County / Manassas Convention and Visitors Bureau cites the following statistics for their most current data (Virginia Tourism Corporation - 2005):

- Traveler Spending: \$419+ million
- Travel Industry Employees: 6,000+
- Travel Industry Payroll: \$112 million

A 2004 study of four battlefields by the Civil War Preservation Trust determined that the average age of Civil War battlefield visitors is 50 years old and the average annual household income is \$67,914 (*Blue, Gray, and Green: Why Saving Civil War Battlefields Makes Economic Sense*). This study found that these visitors have visited an average of seven battlefields, and 75% of them traveled to the area specifically to see the battlefield. Furthermore, the average Civil War battlefield visitor spends \$51.58 per day. While in the area near the battlefield, 72% of them stayed in paid accommodations and, on average, spent 2 to 3 nights in the community.

#### Benefits of Battlefield & Viewshed Preservation

“The Dollar\$ and Sense of Battlefield Preservation: The Economic Benefits of Protecting Civil War Battlefields,” the primer on this subject, documents the fiscal, cultural, and environmental benefits of preserving battlefields (Frances H. Kennedy & Douglas R. Porter, National Trust for Historic Preservation, *Information Series* - 1998). Whether preserved and open to the public or preserved by private owners dedicated to good stewardship, battlefields can contribute to the economic vitality, sustainability, and quality of life of a community in several key ways:

1. As income generators;
2. As open space; and
3. As fiscal assets.

As income generators, communities benefit from development of the site itself and required tourism infrastructure; new jobs and businesses created; visitor expenditures, including attractions, shopping, dining, gas, and lodging; the multiplier effect of secondary expenditures; and tax revenues. Open space benefits include preservation of farmland and the agricultural industry; opportunities for picnicking, walking, hiking, bicycling and other passive recreational activities at battlefield parks and along roads and trails in scenic areas; and the preservation of scenic areas and woods, meadows, wetlands and environmentally sensitive areas. As fiscal assets, battlefields may generate revenue and require relatively few services in return. In most communities, the cost/revenue comparison between new housing and open space illustrates that residential development is fiscally more expensive because the costs of services exceed the tax revenues generated. On the other hand, open space is typically a fiscal winner. Nevertheless, local governments often underestimate the costs of development and should carefully evaluate the costs.

These economic benefits translate into fiscal benefits for state and local governments. According to the U.S. Travel Data Center, every dollar of business sales to visitors generates an average of 7.3 cents in state and local tax revenue (Kennedy and Porter, pg. 4). Unlike residential and even some commercial lands, open space typically generates more tax revenues than it demands in public expenditures. In Culpeper County, Virginia, farm, forest and open space lands generate \$1.9 million in annual public revenues, while

requiring only \$350,000 in public expenditures (Kennedy and Porter, pg. 5).

### **Study Area**

The study area for this plan extends geographically far beyond the national park boundaries and even beyond the ABPP study area boundaries. It is a product of the specific viewsheds identified for documentation and planning. Based upon the ten (10) “Key Public Vantage Points” and the fifteen (15) “Historically Based Viewsheds,” both of which are defined and identified later in this plan, the map on the following page illustrates this project’s general study area. Specifically, it delineates the “core” combat areas and the broader “study area” of the NPS American Battlefield Protection Program (see page 7-9 of the Background Study for more detailed maps and definitions for these areas).

### **Project Funding & Management**

#### Funding

This planning project was funded by a grant from the Department of the Interior, National Park Service, American Battlefield Protection Program (Grant No. GA-2255-06-007) to Prince William County. The County’s budget for the consultant services to perform the planning work was \$60,000, which included \$54,300 for professional fees and \$5,700 in expenses.

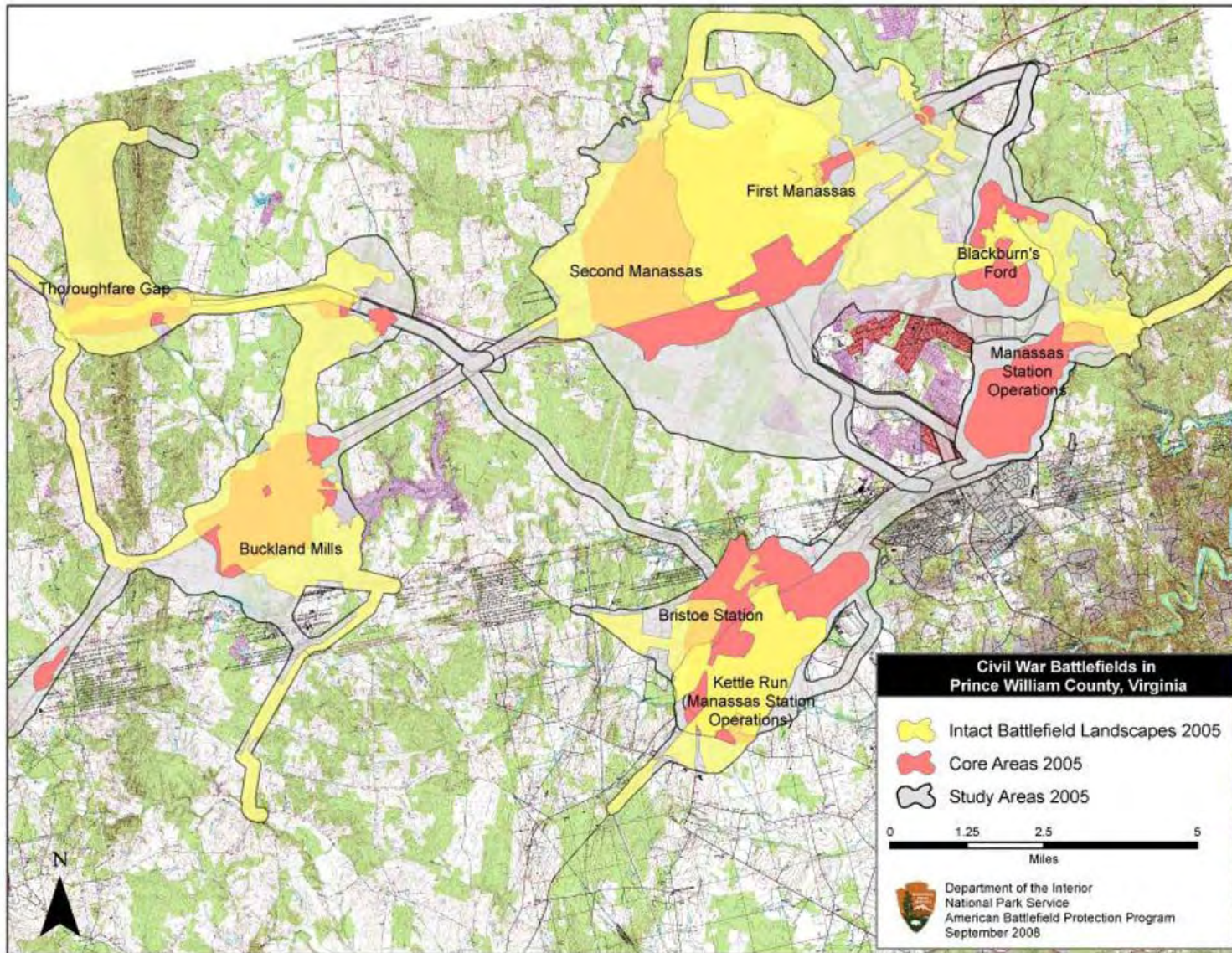
#### Management

This project was managed by Prince William County’s Planning Office and closely supported by key staff with the Manassas National Battlefield Park. Also, the NPS’s American Battlefield Protection Program was highly involved through its staff review of the project’s various work products.

Based on the recommendation of the County’s consultant and the ABPP staff, County and NPS staff consulted to form a project Steering Committee. This committee is comprised of representatives of public agencies and private organizations within the affected jurisdictions, including those having knowledge of the area’s Civil War-related historic resources and an understanding of historic preservation and land conservation strategies. The purpose of the Steering Committee is to:

- 1) Provide guidance to the consultant team
- 2) Assist in the identification of viewsheds for analysis
- 3) Review project products, and
- 4) Communicate with the members’ respective constituent communities.

### Study Area Map



Source: National Park Service

The committee includes representatives from County agencies from Prince William, Fairfax, and Loudon counties, as well as representatives from the park, ABPP, and local preservation and conservation-related organizations.

**Methodology**

Based upon the approved Work Plan for this project, the following is a summary of the seven (7) step process employed for this plan:

Task 1.0 Finalize the Project Work Plan

As the first step of the project, the consultant team finalized the project work plan. The work plan addressed the following issues:

- Statement of purpose
- Project tasks
- Expenses associated with each task
- Responsible parties for each work component
- Plan document outline
- Schedule for completion of each task

Task 2.0 Project Initiation

This task constituted the consultant team's first trip to the study area and included the following sub-tasks over the course of one (1) day:

*Task 2.1 Steering Committee Kick-Off Meeting*

The Project Team met with the County staff and project Steering Committee to get acquainted, review the project scope and schedule, and discuss the Committee's ideas and expectations for the project.

*Task 2.2 Study Area Windshield Tour*

Following the Task 2.1 meeting, the consultant team, County staff and interested Steering Committee members boarded vehicles and toured the study area. Periodic stops were made to examine key views.

*Task 2.3 Follow-Up Preliminary Field Work*

After the Task 2.2 tour was completed, members of the consultant team followed up with additional field work to map, photograph and otherwise begin documenting existing conditions as a prelude to the more rigorous Task 3.0 research.

*Task 2.4 Public Kick-Off Meeting*

This meeting included the following components:

- Introduction of the consultant team, County staff and Steering Committee
- Overview of the project purpose
- Overview of the scope of work
- Solicitation of the public's ideas
- Summary of the project's next steps

Task 3.0 Research, Field Survey & Analysis

*Task 3.1 Research*

The research phase of this project was split into two segments, as follows:

#### HISTORIC RESEARCH

The consultant team secured maps, imagery, studies, and other relevant material pertaining specifically to “the prominent Public Vantage Points” selected by the National Park Service’s Manassas unit. Information collected included:

- Historic and contemporary maps
- Historic and contemporary photographs and illustrations
- Historic accounts of landscape features and battle events
- Inventories and studies of historical and archeological resources

The consultant team conducted research in several repositories with the aim of securing the most relevant documents for the most accessible repositories first. After a detailed internet foray and a brief round of telephone inquiries, the consultant team began its research within the holdings of the Manassas National Battlefield Park and Prince William County. The consultant team also worked with Virginia’s Department of Historic Resources, the Virginia Historical Society, and the Prince William County Library System to secure additional relevant materials and studies. To fill gaps in image and cartographic resources, the consultant team used The Library of Congress, The National Archives, and the National Park Service’s Harper’s Ferry Center. Additional images and battle documentation was found at the US Army Military History Institute,

The Western Reserve Historical Society, Dayton History, and other repositories as they were identified through inquiries.

#### PUBLIC POLICY & DEVELOPMENT TRENDS

In addition to historic research, the consultant team reviewed existing public policy that impacts growth and development near the battlefields, such as the local comprehensive plans, transportation plans, zoning, and development regulations. As a key Federal policy impacting the study area, the NPS General Management Plan for the park was reviewed. Real estate development trends were also researched using readily available quantitative data, as well as through interviews with County planning staff and local real estate professionals.

#### *Task 3.2 Field Survey*

The consultant team conducted multiple site visits to:

- Secure from the NPS the list of ten (10) prominent Public Vantage Points, and document and analyze their 360 degree viewsheds using photography, field notes and GIS mapping
- Visit, photograph, and GIS map fifteen (15) additional viewsheds considered historically significant (both within and external to the park)
- Further understand battle actions as needed

As part of the site visits described above and subsequent work, the consultant team assembled the GIS-based field survey according to the specifications and formats prescribed by Prince William County.

This survey was overlaid with historic and modern maps and finalized into a deliverable product. Rather than being a distinct task, analysis was an ongoing occurrence throughout the research phase of Task 3.0.

Task 4.0 Presentation of Findings

As part of a one (1) day trip by the consultant team to the study area, the following two meetings occurred:

*Task 4.1 Steering Committee Meeting*

The consultant team met informally with the County staff and project Steering Committee prior to the public meeting to discuss the project findings up to this point.

*Task 4.2 Public Meeting*

This evening meeting included the following components:

- Summary of the project purpose and scope
- Presentation of findings to date
- Public discussion
- Summary of the project's next steps

Task 5.0 Preparation of the Plan

As stated.

Task 6.0 Plan Presentation & Revisions

Following the draft plan's preparation and submission to the County for review, the following three steps occurred:

*Task 6.1 Meeting with Steering Committee*

The consultant team met with the Committee and County staff to discuss the details of the draft plan.

*Task 6.2 Draft Plan Presentation*

Using Powerpoint, the consultant team presented the plan in a single presentation targeting a broad range of stakeholders, as well as the general public. The presentation encouraged an in-depth discussion of the plan's contents for potential revisions.

*Task 6.3 Plan Revisions*

Following the Steering Committee meeting and the public presentation, final revisions were made that considered all comments. As with the initial draft produced in Task 5.0, the County submitted to the consultant team a single "red lined" mark-up of the plan that served as a composite of all comments.

Task 7.0 Compliance & Final Program Performance Report

*Task 7.1 Compliance*

In preparing this plan, the consultant team followed all standards contained in applicable Federal documents, such as the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*, the *Secretary of the Interior's Standards and Guidelines for Cultural Landscapes*, and similar publications. The consultant team also provided necessary copies to Federal, state and local agencies

that were involved in the review process, and made itself available to answer any questions that such agencies had.

#### *Task 7.2 Final Performance Report*

At the conclusion of the project, the consultant team submitted a report describing the following:

- Project accomplishments
- Quantifiable project outputs and products
- Computations of the cost per unit of project outputs
- Reasons why any goals or objectives were not met
- Other pertinent information



*Consultant team and public officials touring the study area*

#### **Viewsheds Selection Method**

Although there are many scenic and aesthetically appealing views in the vicinity of the Manassas battlefields, not all views are historically significant and related to the Civil War battles of Manassas. This study focuses on those views that are demonstrably related to the battles, in that they contain Key Terrain, Obstacles, act as Cover and/or Concealment, provide Observation and/or Fields of Fire, and served as an Avenue of Approach and/or Retreat

As it is not feasible to preserve every historically significant viewshed, and given the finite amount of funding and time to study and document these viewsheds, the study team divided them into two classes to aid in prioritization: Public Vantage Points (PVPs) and Historically Based Viewsheds (HBVs). The primary distinction between these two classes of viewsheds is that the PVPs were subject to more detailed documentation and analysis than the HBVs, primarily because they generally shared a higher degree of integrity at the start of the study.

The viewshed selection process began in August 2007 when the consultants prepared some draft viewshed selection criteria. On August 28<sup>th</sup> the consultants tested out both the criteria and a preliminary viewsheds candidate list that substantially exceeded the 25 total viewsheds that would ultimately be selected for study. This testing was conducted with the Steering Committee during a morning meeting, as well as with the general public during the project “kick-off” meeting held during the evening. Final selection of the list of

Public Vantage Points was reviewed by the Steering Committee and approved by park staff in November 2007. The Steering Committee completed its review of viewsheds in December, during which it assigned a preliminary rank of weak, medium, or strong to each viewshed according to its integrity and historical significance. The location and proximity of viewsheds was also considered to avoid duplicating too much viewshed land. For example, it was realized that much of the viewshed associated with Buck Hill included large portions of Henry Hill and Matthews Hill viewsheds. The ranked list of 20 viewsheds was transmitted to the consultant, who inspected each viewshed, determined the final rank, and finalized the list of viewsheds included in the study. In all, 10 of the 20 viewsheds were recommended for inclusion in the study by the Steering Committee. A similar and parallel process was conducted to narrow down the list of Historically Based Viewsheds to 15, and many of those viewsheds included candidates not ultimately selected for the PVPs. The final list for both viewshed categories is presented at right. More information on the selection criteria is provided in this report's Background Study.

**Studied Viewsheds**

A detailed explanation of how the various viewsheds were selected for study is provided in Chapter II of the Background Study of this plan. The studied viewsheds were split into two categories: Public Vantage Points (PVPs) and Historically-Based Viewsheds (HBVs). The former category featured a more in-depth analysis for each

viewshed than the latter. Below is a list of all studied viewsheds, which are mapped on page 12.

Public Vantage Points

- Matthews Hill
- Henry Hill
- Van Pelt
- Brawner House
- Deep Cut
- Sudley
- Stuart's Hill
- Artillery Position
- Chinn Ridge
- Portici

Historically-Based Viewsheds

- Stone Bridge Overlook
- Stone Bridge
- Pittsylvania
- Robinson House
- J. Dogan House
- High Point along Sudley Road
- Groveton
- W. Lewis House
- Pageland
- Mayfield Fort
- Centreville Heights
- Signal Hill
- Thoroughfare Gap
- Battery Heights
- Bristoe Battlefield

**Use of Geographic Information Systems**

"Geographic information systems are a special class of information systems that keep track not only of events, activities, and things, but also of where these events, activities, and things happen or exist." (Geographic Information Systems and Science by Paul A. Longley, Michael F. Goodchild, David J. Maguire and David W. Rhind. Published by John Wiley & Sons, Ltd; 2005).

The extent of the GIS data model used for this viewsheds project was developed as a result of the selection of the ten Public Vantage Points (PVPs) and the fifteen Historically Based Viewsheds (HBVs). The study area includes Prince William County and portions of three adjacent counties. With the exception of the point layer associated with the locations of the PVPs and HBVs, the data layers included in the model were obtained from county and Federal sources. The GIS format was prescribed by Federal geodatabase requirements per standards of the NPS.




The PVP and HBV point layer was obtained by “GPS’ing” the sites with a Trimble Geo XH unit. “GPS - Acronym for Global Positioning System; A system of geosynchronous, radio-emitting and receiving satellites used for determining positions on the earth. The orbiting satellites transmit signals that allow a GPS receiver anywhere on earth to calculate its own location through triangulation. Developed and operated by the U.S. Department of Defense, the system is used in navigation, mapping surveying, and other applications in which precise positioning is necessary.” ([A to Z GIS An Illustrated Dictionary of Geographic Information Systems](#); ESRI Press; 2006).

The viewshed maps were produced with ESRI’s Arcmap 9.2 using the Spatial Analyst extension Viewshed tool. Both vegetation and non-vegetation viewshed maps were produced for each site. The

point locations of each viewshed were those obtained from the GPS field study using an altitude of 1.778 meters (5’10”) above the ground based upon the average height of a modern man. The raster used to produce both the vegetation and non-vegetation viewsheds was a National Elevation Dataset (NED) raster downloaded from the USGS National Map Seamless Server. The vegetation viewsheds were obtained from a vegetation layer Shapefile that combined vegetation layers from the four counties and edited to include some of the most recent battlefield alterations per the NPS landscape rehabilitation project. Only forest areas were selected from the vegetation Shapefile. The forest areas were converted to a raster with a value representing the average 40-foot height of the surrounding forest areas. The resulting raster was summed with the NED raster and used to produce the vegetation viewsheds. The maps were exported in jpeg format for inclusion in the report.



In short, the GIS and GPS were used in combination to produce visibility maps for each of the PVPs. The areas highlighted on the maps as being visible are based upon the view of a 5’10” person and an average vegetation height of 40’. The visible areas indicate the surface of the land as is. Thus, if a building were placed on some areas not presently indicated as being visible, the additional height might cause them to become visible.

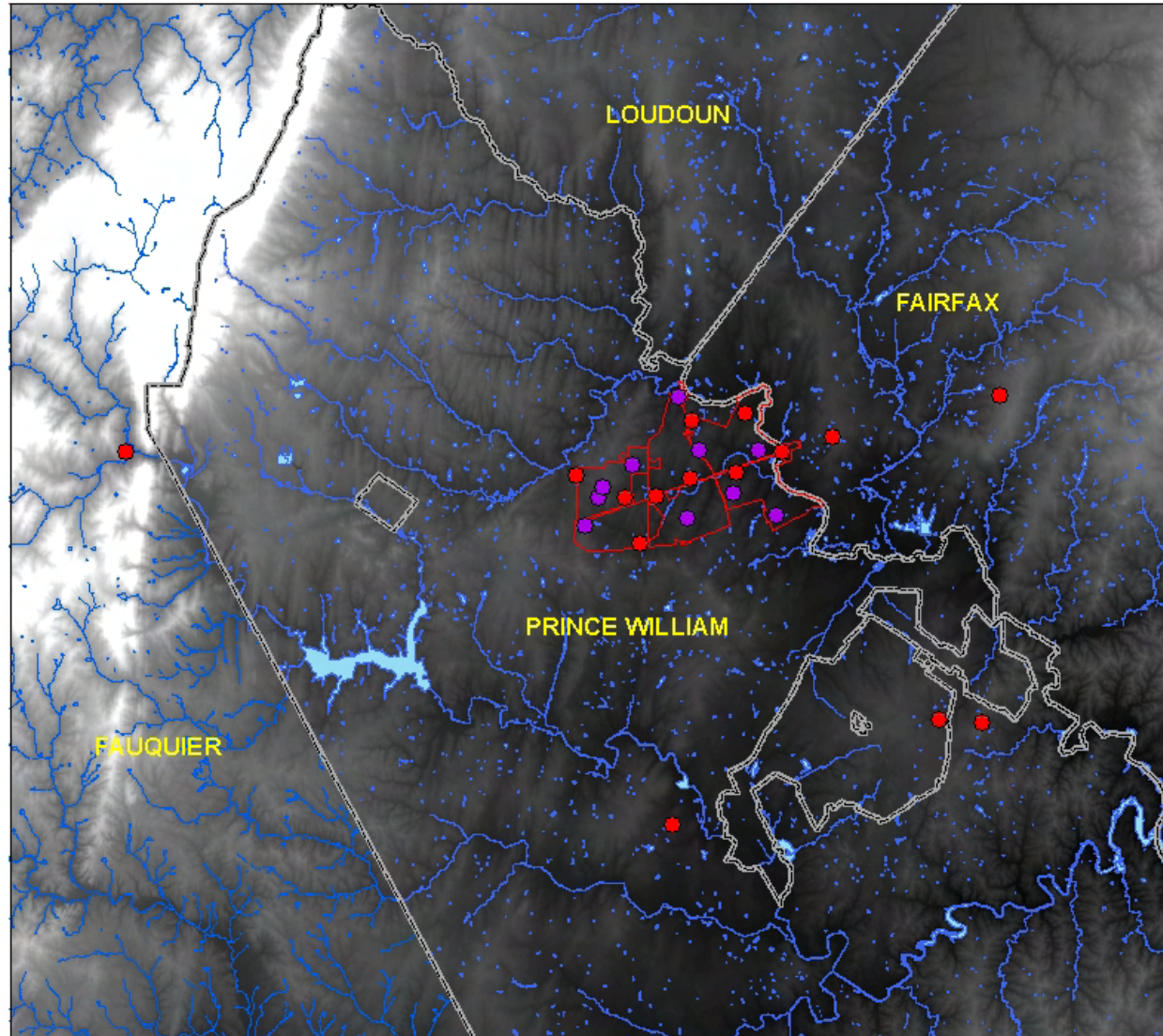
**Legend**

-  MNBP Boundary
-  County Boundaries
-  Lakes & Rivers

**Viewsheds**

**Type**

-  Historically Based Viewsheds
-  Public Vantage Points



Map by TM Danninger, May 28, 2008



**Project Time-Line**

Although the schedule for this project has been periodically pushed back, the updated time-line is provided on the following page per the February of 2008 revisions. In addition to the various meeting dates

indicated in this time-line, the Board of County Supervisors was updated on the project on May 13 and June 8, 2007. Deliverables are shown below in parenthesis ( ).

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<u>Task</u>	<u>Time-Frame</u>	<u>Dates</u>
1.0: Finalize the Project Work Plan (Project Work Plan)	Weeks 1-2 Week 2	Aug. 1 – 10, 2007 Aug. 10, 2007
2.0: Project Initiation	Weeks 3-5	Aug. 13 – 31, 2007
2.1: Steering Committee Kick-Off Mtg.	Week 5	Aug. 28, 2007
2.2: Study Area Windshield Tour	Week 5	Aug. 28, 2007
2.3: Follow-Up Preliminary Field Work	Week 5	Aug. 28, 2007
2.4: Public Kick-Off Meeting (GIS Base Map / PowerPoint Pres.)	Week 5 Week 5	Aug. 28, 2007 Aug. 28, 2007
3.0: Research, Field Work & Analysis	Weeks 31-44	Feb. 25 – May 30, 2008
3.A: Review of Project Sched. by ABPP	Weeks 31-44	Feb. 25 – May 30, 2008
3.1: Research	Weeks 31-44	Feb. 25 – May 30, 2008
3.2: Field Work	Weeks 31-44	Feb. 25 – May 30, 2008
(Historic Summaries / Digital Images / Elec. Files / Sum. of Policies & Trends)	Week 44	May 30, 2008
4.0: Presentation of Findings	Weeks 45-47	June 2 – June 20, 2008
4.A: Submission of PowerPoint for Review	Week 45	June 5, 2008
4.1: Steering Committee Meeting	Week 47	June 19, 2008

<u>Task</u>	<u>Time-Frame</u>	<u>Dates</u>
(PowerPoint Presentation)	Week 47	June 19, 2008
<i>5.0: Preparation of the Plan</i>	Weeks 48-59	<i>June 23 – Sept. 12, 2008</i>
(First Draft Plan)	Weeks 48-51	June 23 – July 18, 2008
5.A: 60-Day Review Period by Client	Weeks 52-59	July 21 – Sept. 30, 2008
5.B: 30-Day Revision Period by Consultants	Weeks 60-63	July 21 – Sept. 30, 2008
5.C: Submission of Revised Draft Plan	Weeks 73-74	December 8-19, 2008
<i>6.0: Plan Presentation &amp; Revisions</i>	Weeks 81-84	<i>February 2009</i>
6.A: Submission of PowerPoint for Review	Weeks 81-84	February 2009
6.1: Meeting with Steering Com.	Weeks 81-84	February 2009
6.2: Draft Plan Presentation to the Public	Weeks 81-84	February 2009
6.3: Plan Revisions	Weeks 85-89	March 2009
6.B: 60-Day Review Period by Client	Weeks 90-98	April – May 2009
6.C: 30-Day Revision Period by Consultants	Weeks 95-98	May 2009
(Final Copies of the Plan, GIS Data, PowerPoint Presentation, Etc.)	Weeks 99-102	June 2009
<i>7.0: Compliance &amp; Final Program Report</i>	Weeks 99-102	<i>June 2009</i>
7.1: Compliance	Weeks 99-102	June 2009
7.2: Final Program Report	Weeks 99-102	June 2009
(Copies of the Report)	Weeks 99-102	June 2009