

*Fairfax County Park Authority  
Cultural Resource Management Plan*



*Fairfax County Park Authority  
April 2012*



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## **Update** **2012**

The Cultural Resource Management Plan (CRM Plan) has now been in place since it was approved by the Park Authority Board on April 26, 2006. While much progress has been made, there is much more to do. The CRM Plan continues to guide the Park Authority in successful cultural resource stewardship.

In 2008, Museum Collections and Historic Preservation were transferred administratively to the Cultural Resource Management and Protection Section (now the Cultural Resource Management and Protection Branch) of the Park Authority. Historic Preservation issues had been addressed in the 2006 CRM Plan, however Museum Collections issues had not. To address this deficiency, a chapter has been prepared on the Museum Collections Element. Additionally, the appendices have been updated to reflect changes in policies, procedures, practice, regulations, standards, guidelines, and legislation that have been enacted since 2006. As part of this, the Cultural Resource policies have been updated. No additional substantive changes have been made to the CRM Plan at this time. The Agency will annually review the CRM Plan during the next five years. Should it seem advisable, staff will revise the Plan in 2017. Much of what remains to be done in the CRM Plan requires additional staff and funding. Existing staff will continue to make progress and add to the last five years of success.

## **Executive Summary**

A Cultural Resource Management Plan was developed for the Fairfax County Park Authority as part of its continuing effort to promote the culture of resource stewardship in the county and to continue in its mission to protect cultural resources for present and future generations. Implementation of the Plan has provided the tools, policies and practices to best manage and protect cultural resources both on parkland and county-wide lands. The Plan mandates the consideration of cultural resources in planning processes and calls for education to heighten staff and citizen awareness of these non-renewable resources.

In February of 2005, the Park Authority Board approved the development of a Cultural Resource Management Plan. The original Plan was divided into eleven (11) Element Chapters, each of which represents an important topic in Cultural Resource Management. For each Element, Issues are presented, and Strategies are proposed for each Issue. The Element Chapters are: Cultural Resource Planning; Archaeology; Civil War Sites; Archaeological Artifacts and Collections; Historic Buildings, Structures, Objects, and Traditional Cultural Properties; Fairfax County Historic Overlay Districts; Listings; Cemeteries; Cultural Landscapes; Human Impact on Cultural Resources; and Stewardship Education. The Plan also includes a Glossary of Terms and Appendices that present policies, regulations and laws that affect cultural resources. A draft copy of the Plan was completed in September 2005. The Plan was subject to extensive internal and external review, including public comment. All comments were considered by staff and were addressed and incorporated into the document, as appropriate. Comments were received from staff, cultural resource professionals, representatives of citizens' groups and individuals. The Plan was approved by the Park Authority Board on April 26, 2006. The 2012 update includes the addition of a Museum Collections chapter and update of the appendices and text references to reflect changes in mandates that address cultural resources that have been implemented since 2006.

The Plan presents a vision of how to manage and protect cultural resources within the county. We live in a county rich in history and cultural resources, but one that is dealing with the challenges of widespread development and a diverse population with varying needs. It is our imperative to manage and protect cultural resources, and also to make them viable and available to a broad-based community. The Plan formalizes practices, proposes policy and procedures, recommends initiatives, and proposes programs for the documentation, management, protection and interpretation of cultural resources. The Plan proposes and supports the stewardship initiatives that are already underway at the Park Authority and-benefits the Park Authority and county citizens by raising awareness of our heritage.

The 2012 Plan presents 54 Issues that are addressed by a total of 239 Strategies. The accomplishment of several of these tasks will require additional staffing and budget support. Details of how staff plan to address strategies will be contained in the annual Implementation Plans.

The Plan presented here is ambitious but is also doable, with vision and support. In order to accomplish the initiatives presented in the Plan, staff will need the continued support and cooperation of the Park Authority Board, County and Park Authority paid and volunteer staff,

friends groups and partner agencies. Certain initiatives proposed in the Plan require additional staff and funding, and these strategies can be funded using traditional funding sources, including bond funds and proffer funds. Other means that have been and continue to be explored for additional funding include grants, partnerships, cooperative agreements, and possibly an endowment. Staff works closely with universities, federal, state and other county agencies, friends groups and volunteers as partnering opportunities. Collaboration with these groups benefits both the Cultural Resource Management and Protection Section staff, and the county as a whole, by spreading these outreach programs to the public. Staff also works closely with the Grants Administrator and the Park Foundation to obtain and leverage funding.

The first years of implementation of the Plan focused on those initiatives that were accomplished without additional funding. The Stewardship Education initiative made it apparent that general audiences were less aware of cultural resources than of natural resources. In order to rectify this shortfall, every effort has been and will continue to be made to heighten awareness of cultural resources through public outreach, interpretation, and educational programs.

Fairfax County has an abundance of historic treasures. The Cultural Resource Management Plan provides the framework to fulfill the Fairfax County Park Authority's mission and ensure these cultural treasures are preserved for future generations. The documentation and protection of cultural resources maintains an important link to our heritage and enhances the quality of life for Fairfax County citizens.

## **Introduction**

The purpose of the Fairfax County Park Authority Cultural Resource Management Plan is to coordinate agency-wide efforts to achieve an important part of the Park Authority resource stewardship and preservation vision. (The CRM Plan complements the Natural Resource Management Plan, completed in FY 2004 and updated in FY 2009.) Because every Park Authority employee and every Fairfax County citizen can play a role in achieving this vision, the Cultural Resource Management Plan is written for a broad audience. Each of the Plan's 12 Elements includes a background section to introduce the topic, as well as the issues addressed and strategies proposed by the plan.

The Fairfax County Park Authority is the county's largest landowner, with more than 22,500 acres in 416 parks and, as such, much of the responsibility for preserving and protecting cultural resources county-wide rests with the Park Authority. The Park Authority holds this heritage as a public trust to preserve for current and future generations.

## **History of Cultural Resource Management and Protection in Fairfax County**

### **Branch**

The Fairfax County Park Authority has maintained a program in historic preservation since the mid-1960s after Sully and Colvin Run Mill were established as historic sites. Archaeology and cultural resource protection have been a formal component of the county government since 1978, when the Fairfax County History Commission initially sponsored County Archaeological Services. It operated as a component of the Heritage Resource Branch of the Office of Comprehensive Planning (which is now the Department of Planning and Zoning). Its primary mission was *"the identification, recording and mitigation of cultural resource sites located on parcels subject to rezoning and special exception plan review."* County Archaeological Services addressed archaeology only, with other specialties addressed by other preservation professionals in the Heritage Resource Branch. In 1987, the Fairfax County Park Authority Division of Historic Preservation established a Cultural Resource Management Office. Its primary mission was *"the identification, protection, management and interpretation of cultural resources located and preserved within parks and on potential parkland."*

In 1996, the Heritage Resource Branch was abolished and County Archaeological Services was transferred to the Resource Management Division of the Fairfax County Park Authority. A Memorandum of Understanding was drawn up at that time, which indicated that the Park Authority would continue to conduct the functions previously performed by County Archaeological Services, in addition to protecting cultural resources on parkland. County Archaeological Services staff continued to conduct county-wide plan reviews and conduct excavations on threatened sites. From 1996 through 2003, County Archaeological Services and Cultural Resource Protection continued to operate more or less independently of each other. In 2003, the two groups were consolidated to form The Cultural Resource Management and Protection Section. Section Staff still performed county-wide services, as well as managing and protecting cultural resources on parkland. In the summer of 2004, all members of the Cultural Resource Management and Protection Section staff were moved to the newly-renovated James Lee Center, where its offices, resource facility, labs and storage are now located. In the summer of 2008, Historic Preservation and Museum Collections were included administratively under

The Cultural Resource Management and Protection Section. Most recently, in 2011, The Cultural Resource Management and Protection Section became the Cultural Resource Management and Protection Branch.

The Cultural Resource Management and Protection Branch of the Fairfax County Park Authority is the entity that conducts archaeological and other cultural resource studies county-wide, and therefore is the primary steward of cultural resources in the county. Cultural Resources are defined as physical evidence of any past human activity identifiable through field survey, historical documentation or oral history. These include archaeological sites, historic buildings, structures, objects or districts, cemeteries and cultural landscape, as well as archaeological artifacts and museum objects.

### **Cultural Resource Management Planning in Fairfax County**

In the 1980s, the staff of County Archaeological Services recognized the need to establish a planning document that set forth research priorities for archaeological studies conducted in the county. A team was established that produced the *Heritage Resource Management Plan*. In 1988, the Fairfax County Board of Supervisors adopted the county's *Heritage Resource Management Plan*. The Plan embodied an approach that allowed for the protection and preservation of the county's significant heritage resources over the long term. The *Heritage Resource Management Plan* was developed as part of a 1980s cultural resource planning effort known as RP<sup>3</sup> (Resource Preservation, Protection and Planning) established by the National Park Service. The approach called for the establishment of a framework to evaluate resources and for the development of research priorities for cultural resources in a given area. The *Heritage Resource Management Plan* is part of the Comprehensive Plan and allows for consideration of cultural resources during the development plan review process; however, its scope is limited to archaeological resources only.

### **This Document**

The purpose of the Cultural Resource Management Plan is to develop or formalize methodologies for the identification, evaluation, management, protection, treatment and interpretation of cultural resources. The Plan addresses major topic Elements that the Park Authority has identified as central to its mission of preserving and protecting cultural resources, details Issues that affect each of these Elements, and then presents Strategies to address these Issues. The Plan is divided into 12 Element Chapters: (1) Cultural Resource Planning; (2) Archaeology; (3) Civil War Sites; (4) Artifacts and Collections; (5) Museum Collections; (6) Historic Buildings, Structures, Objects and Traditional Cultural Properties; (7) Fairfax County Historic Overlay Districts; (8) Listings; (9) Cemeteries; (10) Cultural Landscapes; (11) Human Impact on Cultural Resources; and (12) Stewardship Education.

## **Plan Element Cultural Resource Planning**

### **Background**

The Cultural Resource Management and Protection Branch's focus includes not only the identification of unknown resources but the protection, preservation and interpretation of our known resources. Cultural resources must be addressed early in the planning process, in the review of development plans, zoning change applications, and in the park development process.

Cultural resources in the county include prehistoric and historical archaeological sites; historic buildings, structures, objects and districts; Civil War sites; cemeteries and cultural landscapes. More than 3,600 Fairfax County archaeological sites have been registered with the Virginia Department of Historic Resources that serves as the State Historic Preservation Office for the Commonwealth of Virginia. In addition, 1500 more sites have been identified, including archaeological sites and architectural resources that need additional survey. More than 914 cultural resource sites have been identified on Fairfax County parkland; however, only a small percentage of the archaeological sites have been subject to a comprehensive survey. Surveys on parkland most often occur on an as-needed basis, through the Development Plan Review process, the Park Master Planning Process, or Capital Improvement Projects. Given many recent acquisitions and limited staffing, only a small fraction of parkland has been surveyed. Currently, there are 48 cultural resources in the county listed in the National Register of Historic Places, eight of which are on parkland. There are some 850 American Civil War sites, documented in the *Civil War Site Inventory*. *The Fairfax County Inventory of Historic Sites*, a listing of locally important historic architectural resources in the county, has 360 listed sites as of February 2011.

The Cultural Resource Management and Protection Branch employs volunteers; sponsors the Northern Virginia Chapter of the Archeological Society of Virginia; and works closely with the Friends of Fairfax County Archaeology and Cultural Resources (FOFA), Fairfax County History Commission, the Fairfax County Architectural Review Board and other similar agencies within the county. The Branch has more than 3 million archaeological artifacts, 4000 museum objects, a comprehensive archives and library of technical reports, historical background documents, maps, and photographs, ACCESS databases and EXCEL spreadsheets linked to shape files in GIS, and a cooperative data exchange with the Virginia Department of Historic Resources that are used to coordinate cultural resource information.

### **Issue 1 Heritage Resource Management Plan**

The *Heritage Resource Management Plan* was written in the mid-1980s and was adopted by the Board of Supervisors in 1988. The goal of the *Heritage Resource Management Plan* was to present comprehensive research priorities for the county. The Plan was developed based on the first 713 archaeological sites documented with the state when the pace of development was much greater. The *Heritage Resource Management Plan*, which at the time earned the "Outstanding Achievement Award" from the Washington Metropolitan Area Chapter of the American Planning Association, is outdated. It needs to be revised to bring it in line with current planning guidelines, new technologies, such as GIS, and vast amounts of new cultural resource data available, as well as to be consistent with current federal, state and local guidelines and best

practices. In addition, preservation priorities need to be reviewed. Because the *Heritage Resource Management Plan* is part of the Fairfax County Comprehensive Plan, any changes would have to be approved by the Fairfax County Board of Supervisors. Any *Heritage Resource Management Plan* amendments also would need to be a collaborative effort between the Park Authority and the Department of Planning and Zoning.

## ■ Strategies

- 1.1 Coordinate with the Department of Planning and Zoning to review and evaluate the *Heritage Resource Management Plan*. Special consideration should be given to Plan elements, such as the Study Units, to be consistent with currently accepted chronological designations and terminology used by the Virginia Department of Historic Resources.
- 1.2 Coordinate with the Heritage Resources element of the County Policy Plan Review to strengthen the ability to analyze new and existing sites, in order to determine treatment plans for all threatened cultural resources; and provide a framework for site-specific Area Plan amendments within the Comprehensive Plan that require updates.

## **Issue 2 Cultural Resource Surveys on Parkland**

Conducting cultural resource surveys on parkland is an important part of the park planning process and is done prior to land acquisition and during the Park Master Planning process. Cultural resource surveys allow planners and decision-makers to make informed land acquisition and land-use recommendations and decisions.

Cultural resource surveys currently utilize the following tools and methods:

1. GIS information and historical background documentation.
2. Pedestrian reconnaissance in the form of physical survey of the parcel.
3. Archaeological surveys including the excavation of limited, judgmentally placed shovel test pits, where appropriate. If needed, additional shovel test pits are systematically located at regular intervals on a grid. The area to be tested may be part or all of a parcel. All shovel test pits should be excavated to subsoil.
4. Architectural surveys that document and record all buildings and structures that are more than 50 years in age.
5. Identification of all other data resources to provide information that assures protection or preservation of important resources and provides guidance for resource impact mitigation prior to treatment or destruction.
6. Research findings are documented in a report to be on file with the Cultural Resource Management and Protection Branch and submitted to the Virginia Department of Historic Resources.

## **Land Acquisition**

Prior to land acquisition, parcels being considered for purchase should undergo cultural resource review, to allow better assessment of parcels slated for certain uses. Consultation with Cultural

Resource Management and Protection Branch prior to purchase will help determine use feasibility and/or resource-based uses and/or preservation and protection.

### **Park Master Planning**

The Park Master Planning process for individual parks includes the development of a General Management Plan and a Conceptual Development Plan. The General Management Plan includes a description of existing conditions and identifies generalized activity zones. The Conceptual Development Plan proposes a conceptual development scheme for the site. Sections describing cultural resources and potential effects on cultural resources are included in the Master Plan.

Cultural Resource assessments should be completed, either in-house or by consultants, as needed. GIS information should be reviewed to assess site potential. Historical background research should include a review of historic maps, secondary sources, title searches and other historical research, as needed. Documentation from field and archival/historical research should be reviewed in order to develop existing condition summaries and assess site potential. This information should be used to identify potential impacts and develop protection measures, as needed. Sources of background data include, but are not limited to, the Cultural Resource Management and Protection Branch archives, other Fairfax County archives, the Virginia Room of the Fairfax Regional Library and the Library of Congress.

### **■ Strategies**

- 2.1 Develop assessment procedures and guidelines for parcels slated for land acquisition prior to their acquisition. Assess parcels prior to their acquisition and provide results to appropriate Planning and Development staff to inform the decision process.
- 2.2 Assess potential properties slated for park development. Provide Cultural Resource Management and Protection Branch with enough lead time on upcoming Park Master Planning projects to allow for preparing necessary cultural resource documentation. Educate the public through these documents.
- 2.3 Include preparation of Cultural Landscape Reports in the Park Master Planning process, where appropriate.
- 2.4 Create criteria and procedures to prioritize cultural resource assessment and inventory projects.

### **Issue 3 Cultural Resource Surveys for Development Plan Review and Zoning Change Applications**

As part of the Development Plan Review process, Cultural Resource Management and Protection Branch staff reviews development plans and zoning change applications. Staff provides support and recommendations, as applicable, based on the individual plans. Staff utilizes GIS to determine previously identified resources and assess site potential by consulting predictive models. Where appropriate, staff conducts field reconnaissance to assess site conditions and archaeological potential. Upon completion of the assessment, staff makes written recommendations to Planning and Development for each plan review. Recommendations may

require that an outside cultural resource consultant be used for survey and background research, as needed. When archaeological or architectural projects are recommended, staff reviews reports and prepares documents that address these reports.

### ■ Strategies

- 3.1 Continue to participate in the development review process county-wide and improve coordination with Department of Planning and Zoning staff for review to streamline the process.
- 3.2 Improve the efficiency of GIS assessment through the fine-tuning of predictive models for archaeological site assessment and development review.

### **Issue 4 Capital Improvement Projects**

Capital Improvement Projects, which are done as part of park development, are usually funded through voter-approved bond referenda. Cultural resource assessments and historic site and structure evaluations are an important part of the capital improvement planning that informs the process and assists in the project definition, interpretation and cost estimation. During the Capital Improvement process, identification and evaluation of cultural resources is key to providing proper support. For instance, at Historic Huntley cultural resource studies included a Historic Structures Report, a Cultural Landscape Report and archaeological investigations. These studies provided the appropriate treatment information and foundation for planning, designing and conducting the stabilization and restoration projects. Proper treatment for these specialized sites allow for greater authenticity in future site interpretation.

### ■ Strategies

- 4.1 Continue to coordinate with appropriate Park Authority staff in planning and conducting Capital Improvement Projects.
- 4.2 When cultural resource studies are required, either hire limited-term exempt staff to supervise volunteers and interns or hire cultural resource consultants.
- 4.3 Work with volunteers, friends groups and the public to support these projects. The participation brought to projects by Friends' groups can augment staff skills.
- 4.4 Prepare condition assessments of historic structures on a periodic basis to identify capital improvement needs. Identify anticipated date of end of average life span for building components whose replacement would require capital improvement funds, e.g. roofs.

### **Issue 5 Coordination with Department of Planning and Zoning and Office of Land Development Services staff**

The Cultural Resource Management and Protection Branch and the Planning and Development Division work closely with Department of Planning and Zoning and Office of Land Development Services on development plan review and other issues. These departments need to continue to work together to ensure the consistency of requesting archaeological surveys where needed, in order to limit impacts to cultural resources.

Although the Cultural Resource Management and Protection Branch staff reviews plans generated by the Office of Land Development Services, staff cannot mandate that archaeology be conducted when significant sites are threatened as part of Office of Land Development Services cases. Staff can only request either that archaeology be done or that they be allowed to conduct salvage excavation that can result in the loss of information from potentially unique and significant sites.

### ■ Strategies

- 5.1 Develop a procedure to closely track proffers, which includes review of consultant reports by Cultural Resource Management and Protection Branch staff.
- 5.2 Develop policies to ensure cultural resource protection on “By Right” development that does not require any permitting or review.
- 5.3 Coordinate with staff from the Planning and Development Division, the Department of Planning and Zoning and the Office of Land Development Services, as appropriate, to develop county ordinances or Public Facilities Manual amendments to better protect cultural resources.
- 5.4 Ensure that proffer monies include adequate funds for all archaeological and other cultural resources studies to be conducted and ensure that reports generated from these studies are routed to the Cultural Resource Management and Protection Branch offices at the James Lee Center, where they can be reviewed by Cultural Resource Management and Protection Branch staff in a timely manner.
- 5.5 Coordinate closely with the Department of Planning and Zoning and the Office of Land Development Services to develop a program that will allow for mutual staff education and understanding of respective roles.

### **Issue 6 Coordination with Other Agencies**

Staff in other county agencies and in agencies beyond the county deal with cultural resource planning issues as part of their master planning process, in park development, private development and in stewardship education. Coordination with representatives from these agencies allows for the opportunity to share information and support while pursuing common goals.

### ■ Strategies

- 6.1 Network with staff from other county agencies and the Virginia Department of Historic Resources on a regular basis.
- 6.2 Develop a regional network of cultural resource professionals working in federal, state and local government agencies in the region and coordinate with them on a regular basis to share information and professional camaraderie on stewardship, education and interpretation.
- 6.3 Coordinate with the Fairfax County History Commission, historical societies, friends’ groups, archaeological associations and other agencies to share information.
- 6.4 Strategize with cultural resource professionals from the National Park Service, Bureau of Land Management, Fish and Wildlife Services and other federal agencies, as well as

- Virginia State Parks and the Northern Virginia Regional Park Authority to coordinate efforts for resource stewardship, compatible site interpretations and other purposes.
- 6.5 Coordinate closely with historic preservation groups, such as the National Trust for Historic Preservation, the National Preservation Institute and other federal, regional and local preservation organizations. Regularly participate in the Preservation Roundtable which is sponsored by the National Preservation Institute and provides a forum for historic preservation professionals to share ideas. Coordinate, where appropriate, with the Advisory Council on Historic Preservation.

### **Issue 7 Define and Develop Cultural Resource Management and Protection Branch Best Practices**

It is the role of the Cultural Resource Management and Protection Branch to define best practices for cultural resource management and protection in Fairfax County. This effort has not been formalized or initiated. Using best practices supports achievement of high quality of resource protection for the citizens of Fairfax County.

#### **■ Strategies**

- 7.1 Review and assess current practices for the management and protection of cultural resources and compare our practices with those of other agencies that deal with cultural resource issues.
- 7.2 Develop best practices for assessing, protecting, restoring, preserving and interpreting our cultural resources and implement these practices.
- 7.3 Review the findings of the Needs Assessment and examine how to address the needs while protecting cultural resources.

### **Issue 8 Review of Section 106, Section 4(f) and NEPA Documents**

During the course of a year, there are numerous federal projects that require cultural resource review. Projects that are conducted on federal lands, receive federal funding, or require federal permits are subject to Section 106 of the National Historic Preservation Act of 1966, as amended. Under Section 106, it is the responsibility of a federal agency to locate and identify and evaluate objects, structures, buildings, sites or districts that may be eligible for inclusion in the National Register of Historic Places. If such historic properties are found within a project area and will be adversely affected by the undertaking, they must be subject to mitigation measures, which may include data recovery or documentation, if the adverse effect cannot be avoided. For calendar year 2010, VDHR logged 133 Section 106 projects for Fairfax County. No one agency in the County is being notified of all Section 106 projects. The Department of Planning and Zoning, the Park Authority, the Fairfax County History Commission, and the Fairfax County Architectural Review Board each get notification of selected projects, but no single agency or commission gets notification of all the projects.

The National Environmental Policy Act (NEPA) stipulates that when a federal project is being considered, a series of alternatives must be examined to determine which will have the fewest

environmental impacts. Such projects address a variety of disciplines, including cultural resources. They identify existing conditions; discuss the various alternatives and their impacts; and, on the basis of looking at a series of components, identify a preferred alternative. During the course of a year, several NEPA projects must be reviewed.

For transportation projects, Section 4(f) of the Department of Transportation Act, addresses impacts to parklands and historic sites. Under Section 4(f), a study has to demonstrate that there is no prudent and feasible alternative to using the land and that the project includes all possible planning to minimize harm to the parkland and historic sites resulting from the use. During the course of the year, several 4(f) projects may be reviewed.

## ■ Strategies

- 8.1 Organize a meeting with representatives from the Fairfax County Park Authority, the Department of Planning and Zoning, the Fairfax County History Commission, the Fairfax County Architectural Review Board and the Virginia Department of Historic Resources to discuss and determine who should be the responsible party in the County to coordinate Section 106 review.
- 8.2 Coordinate with the Department of Planning and Zoning, the Planning and Development Division of the Park Authority, and other appropriate County or Park Authority agencies to ensure that the Cultural Resource Management and Protection Branch has the opportunity to comment on NEPA and 4(f) documents.

## **Plan Element Archaeology**

### **Background**

Archaeology is the scientific study of material remains of human culture from the past recovered through excavation. Archaeology includes the study of artifacts, features and soil strata that contain evidence of past human life and activities. Archaeologists analyze these remains, previous archaeological studies and other documentation, including that from related disciplines, to better understand past cultures.

Archaeology allows the Fairfax County Park Authority to document significant segments of Native American and post contact history of the county. The majority of what is known about Native American culture prior to the arrival of Europeans is based upon archaeological and ethnographic data. After the time of European settlement, most written history was comprised of documentation of people who were politically or socially well-placed or documentation of major political events. Native Americans, freed and enslaved Africans, indentured servants, women, children, and the lower classes have been poorly documented by traditional history. Many of these people did not leave their own written records and only appear in records that others wrote about them. Additionally, most people in the past did not describe their day-to-day life. Thus, it is not well-understood. In many cases the sole documentation of certain people or groups from the past is from the archaeological record. Archaeology allows us to more fully understand the history of Fairfax County and has allowed us to fill in many gaps in our knowledge.

The Cultural Resource Management and Protection Branch of the Fairfax County Park Authority conducts archaeology and cultural resource studies both on parkland and elsewhere in the county. As such, the Cultural Resource Management and Protection Branch is the primary steward of archaeological resources for the entire county.

The Cultural Resource Management and Protection Branch has inventoried thousands of Native American and historical archaeological sites in the county. More than 3600 sites have been registered with the Virginia Department of Historic Resources (the State Historic Preservation Office) and another 1500+ archaeological, architectural sites which are of county significance have been documented. Fairfax County contains a number of sites that are either eligible for or listed in the National Register of Historic Places. The use of archaeology and other related fields can provide significant information for the Cultural Resource Management and Protection Branch to determine relative significance of sites based on their integrity, presence of temporally and functionally diagnostic artifacts and other important factors. Referencing these characteristics, the Park Authority can provide up-to-date information for other county agencies when development is planned for a specific parcel. The totality of information provides a unique historic record used by the Park Authority to interpret the county's rich cultural heritage.

The location of archaeological sites is exempt from the Freedom of Information Act because of their sensitivity and to protect them from vandals and relic hunters. In order to protect them, the specific location of archaeological sites will not be depicted on general distribution maps.

Cultural Resource management and protection within the county is mandated by County and Park Authority policies. Policies that refer to treatment of Cultural Resources (including archaeology) may be found in the Fairfax County Park Authority Policy Manual and the “Cultural Resource Protection Policies” (*Policy Plan*, Heritage Resources, Objective 3, p. 4). The Fairfax County Park Authority Policy Manual Objectives include:

*“Objective 200: Protect and preserve significant and sensitive natural and cultural resources in accordance with adopted criteria and standards and adherence with natural and heritage resource management guidelines and Countywide Policy Plan obligations so that these resources may be handed on to future generations“*

Policy 203 describes the policy for the treatment of Cultural Resources on parkland and Policy 204 addresses the Park Authority’s responsibility for archaeology county-wide. (Text of these policies can be found in the Appendices.)

The “Cultural Resource Protection Policies” (*Policy Plan*, Heritage Resources, Objective 3) were designed to protect significant heritage (cultural) resources from degradation, or damage and destruction by public or private action. The goal is to:

*Policy a. Avoid adverse impacts on or destruction of significant heritage resources unless there is no prudent and feasible alternative, in which case, plan and carry out appropriate mitigation activities to minimize the adverse effect; and,*

*Policy b. Plan and undertake appropriate actions to retain and enhance significant heritage resources to be affected by public or private land use or development.*

These policies specifically refer to treatment of archaeology and cultural resources in the Park Authority and in the county. In addition, the Cultural Resource Management and Protection Branch follows the standards and guidelines set forth by the Virginia Department of Historic Resources and the National Park Service. (Full text of the County Policies and reference to state and federal policies can be found in the appendices. Web addresses for other pertinent regulations also can be found in the appendices.)

### **Issue 1 Geographic Information System (GIS) Assessment**

The Cultural Resource Management and Protection Branch updates and analyzes its archaeological site files utilizing the county’s GIS technology. Polygon shape files of site locations, integrated with multiple data sets, have allowed the Park Authority archaeologists to manage cultural resources with cutting-edge technology. Individual data sets include information specific to historic sites, Native American sites, Civil War sites, as well as an independent data set that merges site photographs and current site conditions. Through GIS, the Cultural Resource Management and Protection Branch has access to both topographic maps and many other data layers as well as aerial photography, thereby allowing the user to analyze the

topography of the property and existing conditions. Analysis of this combination of variables allows staff to complete quick cultural resource assessments for specific properties throughout the county. These assessments allow for the determination of the amount of disturbance that a particular property has undergone to show if a particular area contains an existing recorded site or sites, and to predict potential for sites, using predictive models for site location, based on topography, geology, hydrology, soil types and proximity to other sites in the vicinity. The Park Authority has digitized the negatives for historic aerial photographs of the county from the National Archives and Records Administration for the years 1937, 1943, and 1954. Analysis of early aerial photographs allows the archaeologist to identify and analyze buildings or anomalies in order to target specific areas for survey, thereby helping to save costs on comprehensive surveys.

For archaeological resources, accurate locational data is key to the success in learning about past building traditions, settlement patterns and past lifeways. Identifying and following trends on the landscape requires that resources are located on the ground. In addition, for management and physical preservation of these resources, it is important to know the environmental and human influences that might pose any adverse effects to specific resources. Locational data associated with features, combined with the power of GIS to integrate different data sources, allows preservationists to take advantage of these technologies in planning and researching cultural resources.

The Fairfax County Cultural Resource GIS project is linked to four separate databases. The first set is related to historical archaeological sites and their attributes. This database consists of chronological data, historic contexts, artifact types, county register numbers (for historic houses in the county) and other information. A second set contains prehistoric site information including diagnostic artifacts, lithic material types, integrity of sites, cultural affiliation and site type. Both of these data sets were created several years ago by archaeologists from Fairfax County.

The Park Authority has developed two additional data sets that provide additional data to the shape files. The third data set is the Archaeological Site Data Management set. This consists of a number of data, including site photographs, parcel numbers, detailed information on the park itself, integrity of the sites, types of disturbances, encroachments and other data that relate to park property. This particular data set was then linked to the shape files. The fourth data set was created as a result of a project to document Civil War sites in the county. It is a separate data set from the others due to the fact that it is a stand-alone Civil War project that provides additional data, including hyperlinked text files, that has been linked to the overall archaeological data. The resulting data set allows the GIS user quick access to locational data, as well as affiliation, dates of actions and site photographs.

The Cultural Resource Management and Protection Branch has digitized a three-dimensional view of the county for use as a predictive model for selective surveys of areas within a specified parcel that is undergoing development. While a model can be useful in predicting site location, it is only a model, and further testing will be required. These selected, high potential areas are tested along with moderate and low potential areas in order to determine the accuracy of the model. The current model portrays the county as a three-dimensional image with existing sites.

GIS projects that provide cultural resource data include the following data sets: Native American Sites; Historical Archaeological Sites; Architectural Sites; 1860 Land Ownership Map; Civil War Sites Inventory; Mills and Cemeteries.

GIS can make archaeological survey and documentation a more efficient and useful process in which archaeologists and planners can work together with other cultural resource managers. The methods that are used can proactively affect the preservation of sites and enhance the ability of cultural resource managers to understand and manage their resources. In the future, these technologies will play an increasingly critical role in capturing cultural resource data, maintaining that data, managing the resources themselves, and planning for the proper treatment of these resources. In addition, GIS becomes a powerful component not only during the initial planning of surveys, but in the interpretation of the sites themselves and the relationship between sites. It should be noted that the use of GIS technology cannot be used in place of field verification; rather, GIS is best utilized as a predictive tool that allows archaeologists to make early planning decisions. Predictions made using GIS must be verified through archaeological fieldwork.

## ■ Strategies

- 1.1 Continue to update existing GIS files. Every new site found in the county should immediately be placed in the appropriate shape file. Data associated with these shapes should be placed in linked databases.
- 1.2 Train all Cultural Resource Management and Protection Branch staff so they can access and create maps using existing GIS data. Cultural Resource personnel must be continually trained on software updates as they become available.
- 1.3 Completed digitizing the historic aerial photographs of Fairfax County (1937, 1943 and 1954) from National Archives and integrate images into GIS shape files to allow more accuracy in predicting site locations, as these early views of the county can allow the user to envision the county as it was in the early part of county history.
- 1.4 Completed geo-reference historic aerial photographs as a layer in GIS. Geo-referencing refers to placing markers into the shape file that can be recognized by the GIS project. This allows the historic aerial photographs to be linked precisely to other shape files that exist in the county database.
- 1.5 Establish additional links between GIS shape files and historic photos and/or documents.

## ***Issue 2 Survey and National Register Evaluation***

The goal of a Phase I archaeological survey is to locate and identify archaeological sites, thus establishing the presence or absence of archaeological sites. Prior to any fieldwork, historical background research must be conducted to develop a historic context for the site. Archaeological survey can be conducted utilizing a number of means including a pedestrian reconnaissance; surface examination of erosional zones; excavation of systematically placed shovel test pits; and the use of a backhoe to remove pavement or fill that might overlie intact archaeological surfaces. The excavation of shovel test pits allows for the excavation and documentation of sediments in order to recover artifacts or find features related to human occupation. Shovel test pits measure some 50 centimeters in diameter (as per the modified

VDHR guidelines), and should be excavated to culturally sterile subsoil (sediments that were deposited prior to any possible human occupation).

An archaeological survey of a property allows the Cultural Resource Management and Protection Branch to better understand and document who lived there in the past. The survey of a property allows for the compilation of a reasonably accurate inventory of sites. This information allows for informed management decisions, as well as providing for additional data in order to reveal the broader patterns of past human relationships to the Fairfax County landscape.

The goal of Phase II archaeological testing is to:

- determine site integrity (e.g. to ascertain whether a site is intact or disturbed),
- establish site boundaries (e.g. determine the vertical and horizontal extent of the site),
- establish cultural affiliation (e.g. what group or groups used the site during the time it was occupied), and
- assess the site as to its eligibility for inclusion in the National Register of Historic Places.

In the assessment of archaeological sites, the Cultural Resource Management and Protection Branch staff uses two broad criteria: National Register criteria and “public significance”.

National Register criteria for evaluation include:

*The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:*

- a) *That are associated with events that have made a significant contribution to the broad patterns of our history; or*
- b) *That are associated with the lives of persons significant in our past; or*
- c) *That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or*
- d) *That have yielded or may be likely to yield, information important in prehistory or history.*

Most National Register eligible archaeological sites are significant under Criterion d. (For additional information, see the Element on Listings).

Sites that do not meet the eligibility criteria for the National Register of Historic Places, but that are of considerable interest and concern to county residents, are considered to have “public significance.” The *Heritage Resource Management Plan* states:

*It is therefore important to evaluate county resources, especially those that don't meet the criteria for National Register eligibility, from the viewpoint of public values. For example, a remnant of a Civil War earthwork that has been subjected to relic-hunter activity retains little archaeological integrity and would probably not meet National Register criteria. The local community, however, may care very strongly for its "own piece of history".*

These sites, too, should be considered to have importance.

The significance of a site is evaluated in relation to its historic context. Evaluation of archaeological sites allows staff to assess sites as to their importance. This assists in the park planning process, in resource protection, in cultural resource management and in site interpretation. However, because parkland is only a small fraction of the 399 square miles of Fairfax County, human behavior and activities must be based on findings from the entire county. The Cultural Resource Management and Protection Branch has been assigned by the Board of Supervisors the mission of survey, evaluation and treatment recommendation for cultural resources throughout the county.

## ■ Strategies

- 2.1 Establish a long-range program for the archaeological survey of parkland.
- 2.2 Request that funding for archaeological survey and evaluation be included in future bond funding requests. Consider hiring additional staff or using consultants to achieve survey and evaluation goals.
- 2.3 Prioritize known sites on Park Authority lands that should be evaluated and begin a program for their evaluation.
- 2.4 Conduct necessary archaeological surveys and evaluate those resources. Make appropriate recommendations and maintain complete data sets for the county's cultural resources.
- 2.5 Set up partnerships and internships with universities, societies and agencies and continue to employ volunteers to assist in the survey and evaluation of sites on parkland.
- 2.6 Compile and keep current a listing of National Register eligible and listed archaeological sites in the county.
- 2.7 Established guidelines for conducting archaeological survey, testing and data recovery excavations to serve as a guide to county staff and consultants.
- 2.8 When appropriate, apply for National Register listing for qualified sites not on parkland, e.g. sites developers agree to protect in open space.

## **Issue 3 Protection and Treatment**

For sites that are eligible for inclusion in the National Register of Historic Places, or for sites that have public significance, a concerted effort should be made to ensure their preservation and protection. Archaeological sites are non-renewable resources. On parkland, all prudent and feasible alternatives should be explored to avoid adverse effects to significant sites. Every effort should be made to protect significant sites from impact. On non-park property, developers should be encouraged to preserve significant sites in open space areas.

In instances where significant sites cannot be avoided, plans for treatment must be undertaken. Treatment can include Phase III archaeological data recovery excavations and public outreach. Prior to the conduct of data recovery excavations, it is paramount that a research design be established to direct the research.

### ■ Strategies

- 3.1 Develop Standard Operating Procedures for development of research designs to establish clear and organized mitigation plans for all sites.
- 3.2 Identify data recovery projects where the fieldwork has been conducted by the county, but no technical report has been produced. Establish a year-round program using interns to complete outstanding reports.
- 3.3 Examine other agencies' approaches to site protection and update the Park Authority approach, as necessary.

### **Issue 4 Interpretation**

In general, archaeological sites are not adequately interpreted to the public. Deficiencies are demonstrated by the fact that the discipline is poorly understood by the public. The protection and survival of non-renewable archaeological resources is dependent upon the public becoming involved in resource stewardship. This can only be accomplished by the development of a knowledgeable constituency.

Archaeological resources are important to the county as they are essential components to our common cultural heritage. This heritage can bring all of the ethnic groups together. Archaeological resources are preserved or excavated in order to interpret the data for the public as well as the scientific community. This interpretation of our common cultural heritage is a fundamental mission of the Cultural Resource Management and Protection Branch.

### ■ Strategies

- 4.1 Encourage the dissemination of study results to the public through posters, public reports, brochures, web pages; local news shows and presentations to school children, senior citizens and the general public, as well as professional audiences. Exhibits should be prepared to be displayed at county offices, libraries, recreation centers, golf courses and other public buildings.
- 4.2 Encourage public visitation to archaeological sites by school children, senior citizens and the general public. Selected field projects on parkland should have a public involvement component to publicize the value of the archaeology to our common cultural heritage.
- 4.3 Recruit volunteers to assist with the interpretation of archaeological resources as part of the Cultural Resource Management and Protection Branch volunteer program.
- 4.4 Develop a program that embraces individual ethnic groups by providing multi-lingual public outreach programs. These can convey the county's heritage to all of its population by including all of its members.

- 4.5 Continue to develop the on-line museum and further examine the possibility of a county museum.
- 4.6 Establish an archaeology camp for children to get them interested in the stewardship of cultural resources at an early age.
- 4.7 Develop a school field-trip program to archaeology sites.

## **Plan Element Civil War Sites**

### **Background**

The Fairfax County Park Authority has a number of known Civil War sites on parkland. These include: Ox Hill Battlefield, Confederate Fortifications Historic Site (Union Mills), Mount Eagle, Freedom Hill Fort, Fort Willard, Sully Historic Site, Frying Pan Meeting House, Mt. Gilead, Lake Accotink Park, Wakefield Park, Manassas Gap Railroad, and the Centreville Military Railroad. These parks are treasured resources from the Civil War period and should be preserved and protected. They also provide a great opportunity to educate the public on the importance of Civil War history in Fairfax County.

Fairfax County's Civil War experience was a function of its strategic location within Confederate Virginia, but adjacent to the national capital in Washington, D.C. Railroads and turnpikes that were critical for moving troops passed through the county, and the outer forts built to protect Washington were located along the boundary between Federally occupied Alexandria and Fairfax County. Although massive battles were not fought in the county, important military actions were fought around Manassas/Bull Run, Ox Hill and Dranesville. Major encampments occupied the county, especially around Centreville, and numerous armed engagements were fought to control transportation corridors. Campaigns directed at Richmond and Washington surged through Fairfax County, affecting nearly every part of the county.

Because of the proximity of Fairfax County to Washington, D.C., it was the location of much activity by both Federal (Union) and Confederate troops. Each side believed that a stronghold in the county was in their favor for either offensive or defensive reasons. Both Federal and Confederate troops spent considerable time encamped within the county and marching through the county.

Manassas Junction was a key to the Confederate defense of northern Virginia. Its strategic value for defense lay in the junction of the Orange & Alexandria Railroad and the Manassas Gap Railroad. Extensive earthworks were erected near Centreville to protect Manassas Junction.

On April 17, 1861, the Virginia General Assembly passed the Ordinance of Secession. By May of 1861, Confederate troops were amassed at Manassas Junction while Federal troops occupied Arlington Heights and the City of Alexandria. In the following weeks, citizens of Fairfax County found themselves confronted with the uncertainty, fear, and excitement of war at their doorsteps. Fearing for the safety of their families, many citizens fled the region. Trapped between the opposing armies, farmers were unable to move their produce to markets. The area between the Federal forts on the outskirts of Alexandria and the Confederate forces assembling near Centreville became a no-man's land.

Anticipating a general movement on Manassas by Federal troops under command of Brigadier General Irvin McDowell, Brigadier General P.G.T. Beauregard spent June and the beginning of July preparing the Confederate army for the coming attack. Forced by political pressure for action, President Abraham Lincoln ordered an advance on Manassas Junction. According to

General McDowell's plan, the Federal army would move to Fairfax Courthouse and then to Centreville to oppose Confederate forces along Bull Run.

On July 16, the Federal army began its movement on Manassas Junction and advanced through Fairfax Courthouse and occupied Centreville on July 18, 1861. The army marched through Fairfax County on roads such as Little River Turnpike, Chain Bridge Road, and Columbia Turnpike. On the same day that Federal troops arrived in Centreville, 12,000 Confederate soldiers moved to reinforce Manassas from the Shenandoah Valley, leaving Federal General Patterson unaware of their departure.

During the First Battle of Manassas (Bull Run), Confederate reinforcements under the command of General Joseph Johnston traveled by rail over the Manassas Gap Railroad and were a decisive factor in the Confederate victory. This movement by rail was the first time in military history that a railroad was used to achieve strategic mobility (Faust 1986:47).

The Confederate victory at First Manassas cost the Confederacy 387 killed, 1,582 wounded, and 13 missing. The Federal rout cost the Federal army 460 killed, 1,124 wounded, and 1,312 missing, most of whom were captured.

From August 1861 through March 1862, Confederate forces occupied Fairfax County. In 1861, the Confederate defensive line, near Centreville, was thought to be impregnable by the Federal troops. The area was an armed camp with more than 32,000 troops supplied by a military railroad specially constructed from Manassas Junction. Meanwhile, the Federal troops were erecting a series of earthen fortifications for the defenses of Washington. These included forts, lunettes, redoubts and batteries, and fortified picket posts.

At least sixty-one small-scale demonstrations of force took place within Fairfax County during the fall and winter of 1861, at places like Pohick Church, Great Falls, Centreville, Bailey's Cross Roads, Little River Turnpike, Springfield Station, and Munson's Hill. One notable engagement took place at Dranesville on December 20, 1861, where Federal and Confederate foraging parties clashed. Brigadier General J.E.B. Stuart, with 150 cavalymen, 4 infantry regiments and an artillery battery, accompanied a foraging expedition as an escort. Brigadier General E.O.C. Ord, commanding the Federal forces, had been ordered to confiscate forage from local farmers. After a sharp fight, Stuart ordered a withdrawal of troops after making certain his wagons were safe. Stuart suffered 230 casualties and Ord lost 71 (Faust 1986:226). Stuart's withdrawal and the loss of so many men in a foraging expedition pointed to a Federal victory in this engagement.

In March 1862, the Confederates withdrew behind the Rappahannock River. Since the Confederates had moved out, the Federal troops were largely unopposed in Fairfax County. The Union Army of the Potomac moved via transport ships to the Virginia Peninsula and tried to capture Richmond, without success. In August of 1862, another Union army, the Army of Virginia, under General Pope, moved west, leaving their rear and supply base at Manassas Junction, unprotected. Stonewall Jackson's troops flanked Pope's army, captured the rail junction and burned Pope's supply trains. Reinforced with elements from McClellan's Army of the Potomac, General Pope ordered a concentration of forces against Jackson's veterans.

Located behind an abandoned railroad embankment, the Confederates repulsed six bloody assaults. After a massive counterattack by Major General James Longstreet, the Federal line crumbled. A year and month after the Battle of First Manassas, the Confederate Army won another victory on the banks of Bull Run, which were within one day's march of the hills that overlooked the Capitol (Faust 1986:94-95).

On August 31, after the second Federal defeat at Manassas (Bull Run), Federal troops regrouped on the fortified heights at Centreville. To flank the federal troops from their strong Centreville position, Confederate General Thomas "Stonewall" Jackson moved down Little River Turnpike west of Chantilly. The movement resulted in the September 1, 1862 Battle of Ox Hill (Chantilly). The battle was a vicious clash that occurred in a torrential downpour that added to the confusion of the fight. An understrength division led by Federal Brigadier General Isaac Stevens surprised and attacked the larger Confederate force as they were deploying their battle line. Stevens was supported by Major General Philip Kearny's division. The Battle of Ox Hill (Chantilly) cost Jackson's corps about 800 men, while the Federal troops sustained about 1300 casualties. Neither side gained much advantage but the Union lost two prominent generals, Brigadier General Isaac Stevens and Major General Philip Kearny.

By late 1862 and early 1863, picket posts, railroad guard camps, road junction sentinels, and early-warning lookouts were assigned throughout Fairfax County at Fairfax Station, Fairfax Courthouse, Union Mills, Dranesville, Vienna, and a host of other locations.

John Singleton Mosby and his elusive group conducted guerrilla operations in northern Virginia from January 1863 until the end of the war. His command was strictly disciplined, usually operating with 20 to 80 men who quickly dispersed when overpowered. He earned a reputation for tearing up Federal railroads and ambushing supply columns. On March 9, 1863, in one of his first major feats as a partisan, he and 29 men rode into Fairfax Courthouse and captured Federal Brigadier General Edwin H. Stoughton at the Truro Rectory. Mosby's activities in northern Virginia were so successful that Lt. General U.S. Grant gave orders to have him and his followers hanged without a trial if they could be captured. During the war, Mosby estimated that he kept at least 30,000 Federal soldiers away from the front (Cooling 1975:148-150; Faust 1986:514).

Robert E. Lee's surrender at Appomattox officially ended the war on April 9, 1865. The war ended in Fairfax the following day, when a skirmish broke out at Arundel's Tavern that ended in a Confederate retreat to the Occoquan. A group of Mosby's men met Federal cavalry. The exchange was brief. Mosby's men rode for Wolf Run Shoals. Here they avoided the Federal troops guarding the crossing into Prince William County. Mosby's men dispersed. The war was over; some went home, some never surrendered.

Although few decisive battles took place within the county, Fairfax County was the scene of numerous inconclusive engagements, skirmishes and chance encounters between Federal and Confederate troops monitoring the vaguely fixed front. More common than Confederate-Federal contact was the interaction between soldier and civilian, which defined the conflict as it played out in Fairfax County (Harrison 1998:133-163). What can be described as a cruel war of attrition was waged by soldiers on the unfortunate civilian inhabitants of Fairfax

County's no-man's-land and its occupied farms and towns. By the war's end, Fairfax County's antebellum rebound had been negated; the county was left agriculturally devastated with its infrastructure mostly destroyed.

Occupation of northern Virginia by both Federal and Confederate troops decimated the region. The area was devoid of trees. Wood was used for construction and to provide heating and cooking fires to the thousands of soldiers encamped in the county. In addition to denuding the landscape of trees, wooden fences and the wood from corduroy roads, as well as wood from dismantled outbuildings was commandeered. Livestock and crops were taken from farms to feed the soldiers. The War had a devastating effect on the county and region.

The withdrawal of troops and dismantling of forts and other defenses began in the summer of 1865, but the basic earthworks remained. Land scarred by trenches and battery emplacements and covered by campsites did not quickly return to fertility.

The Southern Claims Commission was established by the Federal government in 1870. A flood of claims from Fairfax County citizens was received and processed through the end of the century. Recovery would come in the 1890s. Until that time, perseverance, hard work and community spirit reestablished homes, businesses and churches that were devastated by the occupation and Civil War.

### **Issue 1 Civil War Sites Inventory**

In recognition of the importance of the rich Civil War history of the county, the Board of Supervisors funded the development of a Civil War Sites Inventory; that is, a list of Civil War events, locations, and sites within present-day Fairfax County. The purpose of this inventory was to facilitate better management of Fairfax County's Civil War cultural resources and to inform decisions about preservation planning and development. Two versions of the final report were produced: one for the use of cultural resource professionals and a second for public dissemination. The public version of the report excludes the precise location of Civil War sites, which are exempt from the Freedom of Information Act in order to protect them from relic hunters.

The Inventory, while not yet completed, is the first step in identifying the County's Civil War sites. Although this does not represent a comprehensive accounting of all Civil War sites in the county, thus far, 850 sites have been identified. The Inventory ranked sites as primary (exists today), secondary (existed, but was destroyed), and tertiary (anecdotal site).

### **■ Strategies**

- 1.1 Field check previously identified sites to determine whether they still exist and document their condition periodically.
- 1.2 Document "secondary sites" (those locations where sites were lost to development, but the location is still known, (as defined in the Civil War Sites Inventory) on a regular basis.

## **Issue 2 Additional Civil War Site Identification, Evaluation, Protection and Treatment.**

A need exists for additional identification, evaluation, protection and treatment of Civil War sites. The Cultural Resource Management and Protection Branch has a mandate to study, protect and treat Civil War resources both on parkland and county-wide. Because of the Memorandum of Understanding with the Office of Comprehensive Planning from 1996, the Park Authority has the responsibility, not only for cultural resources in parks, but on non-parkland, as well.

Every effort should be made to continue to expand the Civil War Sites Inventory. This can be accomplished both by updating the archaeological site files and the GIS layer developed for Civil War sites when sites are discovered as part of projects, and by formally continuing a systematic inventory of Civil War Sites.

### **■ Strategies**

- 2.1 Continue to add to the Civil War Sites Inventory to allow for protection and treatment of Civil War sites. New sites identified as part of the Development Review process should be added to the inventory.
- 2.2 Explore sources of additional funding to expand and add data to the Civil War Sites Inventory.
- 2.3 Identify endangered sites and resources; document, recommend and implement protection and preservation for the endangered sites.
- 2.4 Acquire important Civil War sites through the land acquisition process. Develop methodology to target specific sites.
- 2.5 Develop and implement standards for the management, protection, preservation, treatment, and interpretation of Civil War sites. Identify which sites have potential for interpretation and visitation and which sites should have restricted visitation to preserve cultural resources. Prioritize sites that should be slated for treatment plans.
- 2.6 Identify and evaluate Civil War sites on Park Authority lands. Prioritize Park Authority Civil War resources for protection and treatment.
- 2.7 Explore the possibility of applying conservation easements to Civil War sites. Partner with other public and private sector agencies and organizations (e.g. Northern Virginia Conservation Trust, Bull Run Civil War Roundtable, Chantilly Battlefield Association, Civil War Trails, Civil War Trust, among others) in order to establish protective easements for Civil War Sites that the Park Authority does not own.
- 2.8 Provide training to maintenance staff for protection and preservation techniques.
- 2.9 Develop treatment plans for sensitive Civil War sites, including the Centreville Military Railroad (as this was the world's first military railroad) and Fort Willard.

## **Issue 3 Use of GIS**

The Fairfax County Cultural Resources group updates and analyzes the Civil War Sites Inventory GIS layer, when sites are discovered as part of the Master Planning process, Capital Improvement Projects, and other cultural resource studies. As new information is gathered, this

will be added to the GIS database and information about each site will be linked to the GIS shape file.

## ■ Strategy

- 3.1 Continue to update existing GIS files. Every new site that is found in the county should be immediately placed in the appropriate shape file. Data behind these shapes is placed in the linked databases.

## ***Issue 4 Interpretation***

As the steward of Civil War resources, it is paramount that we interpret these resources to the public. This allows the public to learn about county history and to enjoy and take an interest in protection of these resources to preserve them for future generations.

## ■ Strategies

- 4.1 Prepare brochures interpreting the Civil War in the county with time lines and locations of events. Print the brochure and post it on the Park Authority's ResOURces Online website.
- 4.2 Expand the Cultural Resource section on the ResOURces Online website to include Civil War information.
- 4.3 Prepare Civil War exhibits for display in various county public centers, such as libraries, schools and other places with public access.
- 4.4 Coordinate with other agencies (such as the Northern Virginia Regional Park Authority, State Parks and National Park Service) and jurisdictions (such as Alexandria and Prince William County) for regional Civil War interpretation. Work cooperatively to develop multi-jurisdictional events and mutually advertise each other's upcoming events.
- 4.5 Prepare educational lectures or presentations for the public and school groups.
- 4.6 Incorporate important Fairfax County Civil War sites into the Civil War Trails network as a framework for interpretation.
- 4.7 Explore the possibility of establishment of a Civil War or archaeological museum for Fairfax County.

## ***Issue 5 Freedom of Information Act Exemption***

Civil War sites are frequently damaged or destroyed by recreational ground-disturbing activities and artifact collecting. To protect these resources from willful damage, site-location information is restricted to designated Fairfax County personnel and to other land-use specialists or researchers only as authorized by the Fairfax County Park Authority. These products include the Civil War Sites Inventory; data tables created from, or in support of, the inventory; the GIS site location map layer; maps created showing that layer; Virginia Department of Historic Resources archaeological site forms; Fairfax County Archaeological Site Management Data Forms; and photographs of archaeological sites.

Restriction of site-location information is authorized by the Virginia Freedom of Information Act, 2.2-3705. Subsection 36 of the act exempts the public body responsible for records

containing information on the specific site location of significant historic and archaeological sites from disclosing such information if disclosure would jeopardize the continued existence of these significant historic and archaeological sites.

## ■ Strategy

- 5.1 Inform the public about the Freedom of Information Act-Exempt nature of the location of sensitive Civil War sites.

## **Issue 6 Categorization and Prioritization**

Civil War Sites that are currently in the Civil War Sites Inventory and those to be added should be categorized and prioritized in order of importance. The original Civil War Sites Inventory was set up to identify existing sites, destroyed sites and sites where activities were alleged to have occurred. It is of major importance to protect those sites that still exist and to preserve the history associated with sites that have been destroyed. Ranking should include elements derived from the criteria developed by the Civil War Sites Inventory. Sites can be evaluated using these criteria, as primary (sites that still exist; secondary (sites that once existed, but are now destroyed) and tertiary (sites with anecdotal evidence).

## ■ Strategies

- 6.1 Develop criteria for the ranking of Civil War sites based upon importance and integrity. Use archaeological site criteria for protection of sites. After further evaluation, sites can be documented as events, actions, or simply as anecdotal sites.
- 6.2 Define the type of site as an earthwork, structure or an archaeological site. Employ preservation and protection methods and treatments based on site type.

## **Issue 7 Protection**

Relic hunting on Civil War sites destroys non-renewable resources that are part of the legacy for future generations in the county. The taking of historic or prehistoric artifacts from beneath or above the ground or disturbing the ground for the purpose of locating artifacts or using or possessing a metal or mineral detector on park property is illegal (Section 15.1-1232 (q) Code of Virginia.) There is a need to discourage relic hunting in order to protect Civil War (and other) sites. *Title 15.1 of the Code of Virginia was recodified and renumbered effective December 1, 1997.*

## ■ Strategy

- 7.1 Reactivate previously designed programs. Modernize and reprint “Don’t Pocket the Past” posters to make the public aware that relic hunting on parkland is illegal. Involve the public with the “CAPP Program (Cultural Artifact Protection Program)”. Educate the public on the importance of leaving artifacts and features *in situ* (undisturbed context of artifacts or features).
- 7.2 Work with other park professionals to relocate recreational activities in order to protect Civil War sites from damage.

7.3 Continue the dialogue with relic hunters that was initiated as part of the Civil War Sites Inventory. Educate relic hunters as to the importance of context in reference to artifacts.

## **Plan Element Archaeological Artifacts and Collections**

### **Background**

The Cultural Resource Management and Protection Branch collects, preserves and interprets three dimensional objects, artifacts, and data related to the artifacts. An artifact is defined as any object made, modified or used by people. Another term used for artifacts is “material culture”. Archaeological Collections differ from Museum Collections in a number of ways. Archaeological Collections are usually comprised of artifacts acquired as the result of archaeological excavation; only a small number are the result of donation. Management and care of these objects follows the State Curation Standards as defined by the Virginia Department of Historic Resources, rather than by American Association of Museum standards which govern museum collections. The Artifacts and Collections Element addresses only archaeological artifacts and collections. The Museum Collections Section was first part of the Division of Historic Preservation, later due to restructuring it was transferred to the Resource Stewardship Section of the Resource Management Division. Most recently, in 2008, the administration of Museum Collections Management was transferred to the Cultural Resource Management and Protection Section, now the Cultural Resource Management and Protection Branch. The care and treatment of museum collections in the Park Authority is mandated by Policy 206. All aspects of the documentation and care of museum collections follow the best practices for the Museum field. *Provenance* (ownership history) is important for museum objects, whereas *provenience* (where it is found) is important for artifacts. In contrast to museum objects, only a small percentage of artifacts are exhibited and the majority of artifacts has no monetary value and is temporally diagnostic in nature.

Artifacts are important in interpreting the past only in relationship to the context in which they were found. Therefore, it is imperative that the context information follows the artifact from the field to storage. At the beginning of an archaeological study, a grid system is established across the site to accurately map where excavations are located and artifacts are found. All excavations (shovel test pits or excavation units) are given a unique number or “address” relating to the grid. Field notes are recorded for each excavation describing soil conditions and artifacts, to interpret what is found. When artifacts are recovered from a context, they are bagged together according to where they are found both horizontally and vertically (*provenience*). This way, archaeologists know the exact location where artifacts were found on a site. Artifacts are then deposited in bags that have been labeled with the *provenience* information.

### **Artifact Collections**

Collections are acquired as a result of archaeological projects conducted either through the efforts of the Cultural Resource Management and Protection Branch staff and volunteers or by consultant archaeologists, hired by developers to fulfill archaeological studies mandated by proffer conditions for rezoning. Material culture is accepted into the collection only with proper documentation, including the excavation records. Almost all the objects in the collection are from Fairfax County. Most of the small number of objects/collections that are from outside the geographic boundaries of the county are from adjacent counties and serve as comparative examples for understanding larger issues in the culture area. The staff also maintains a Type

Collection of unprovenienced artifacts that lab staff can use for comparative purposes to help identify artifacts.

The meaning of the term preservation, for this purpose, is expanded to encompass organization of the collection and the ancillary information. When artifacts are brought in from the field they are assigned a discrete Accession Number from the survey, excavation or transfer of material to the collection. An accession number consists of a two number designation for the calendar year and a three number designation for the accession that is sequential. For example, the third accession received in the year 2005 would be indicated as 05 – 003. After cleaning, labeling and inventory, the collection is bagged by provenience and stored in acid-free boxes in numerical order by its accession number.

Artifacts are brought in from the field and washed. Artifacts from a location (provenience) are bagged together and are catalogued according to this provenience. Artifacts are washed, labeled with a catalogue number that describes where it was found, and described according to material and manufacture. The catalogue information is recorded on a form and the information is entered into an ACCESS database. Objects are stored in plastic bags, placed in boxes and stored in the archaeological collections facility. Field notes from the site are stored with the artifacts.

The archives contain the written information about the collection and cultural resources that may be known, but have not yet been subject to systematic study. This includes documents, maps, and technical reports. Paper files and bound volumes are located in the archives/library. Computer supported files, such as GIS layers, are resident on the county server. The reports are organized by Tax Map squares. Photographs and slides are housed separately. The park files are organized alphabetically by the name of the park. These files contain notes, memoranda, plans, and correspondence relating to the park.

### **Interpretation**

The Cultural Resource Management and Protection Branch is not equipped with a dedicated exhibit space, other than a small exhibit case at James Lee Center. Although not a high traffic area during the day, the case is located in the lobby in front of the 250 seat theater and generates visitation before and after performances.

The Cultural Resource Management and Protection Branch has designed, prepared and installed table top exhibits in county buildings and in the Board of Supervisors' Offices. Exhibit space is assigned to this section on the first floor of the Government Center, just outside the entrance to the Board of Supervisors Auditorium. Exhibits are designed, prepared and installed by this section, showcasing Cultural Resources in Fairfax County.

### **Issue 1 Storage Space**

The most pressing Collections issue is space to house the growing collection of ca. 3 million artifacts. As part of the rehabilitation of the James Lee School and the creation of the James Lee Community Center, a compactor storage system was installed in the basement. When the rehabilitation was planned the artifact collection was contained in ca. 950 artifact boxes. By the

time the rehabilitation of the building was completed, the collection had grown to about 1,100 boxes. This increase was due to the completion of several large field projects with very high artifact yields and the integration of the collection that had previously been housed at the Park Authority Lewinsville House facility (ca. 170,000 + items). The James Lee Center's storage space is now filled to capacity in 2011.

In 2006, there were about 40 accessions of non-Fairfax County material, many of which were from bordering counties of Prince William, Loudoun and Arlington. They provided comparative material from the same culture area. Since that time, these materials have been deaccessioned and returned to their appropriate repositories. Branch The collection storage space and furniture in the James Lee Center are excellent. However, the building lacks climate control in the collections area. As a consequence, one of the most important criteria for collections is not being met.

### ■ Strategies

- 1.1 Study current collections policy and determine if certain classes of materials should be documented and discarded, rather than stored. Modify collections policy, as appropriate.
- 1.2 Acquire additional new compactor units to accommodate about 250 additional boxes. This would provide some much needed growth space.
- 1.3 Explore deaccessioning as a means to promote expanded curation.
- 1.4 Deaccession artifact collections that are not from Fairfax County.
- 1.5 Assess what would be required to have the artifact storage area climate controlled. Upon obtaining an estimate, examine the possibility of grant funding.

### **Issue 2 Consolidation of Collections**

The Park Authority Cultural Resource Protection Group and County Archaeological Services, formerly managed as separate entities within the Resource Stewardship Branch, were consolidated in February 2003 and moved into the newly renovated James Lee Center in May 2004. Although the move and initial consolidation were successfully completed, there are still two sets of files and collections representing more than 27 years of work that need to be consolidated. This is a time consuming and labor-intensive proposition.

In addition, the archaeological collections are currently catalogued using an ACCESS database system. More than 3 million artifacts have been catalogued already using earlier databases (Dbase) that were transferred into ACCESS. Currently, the archaeological cataloging system and database being used on the Colchester project has been modified to meet the needs of the project.

### ■ Strategies

- 2.1 Seek funding to hire a staff person(s) or a consultant to assist in the consolidation of the collections and associated notes and files and maintain artifact catalogue as new collections are added.

2.2 Transfer the artifact cataloging forms to the updated archaeological cataloging database.

### **Issue 3 Staffing**

Collections Management is a very time-consuming endeavor. In the past, the Cultural Resource Protection Group and County Archaeological Services each had a staff position responsible for Collections/Data Management. Due to a realignment of the Branch and staffing changes, these Collections/Data Management positions were eliminated. At present, many important collections management functions are not being conducted because of the lack of staff to conduct the work. In order to most expediently improve the efficiency of archaeological collections management, additional staffing is required. Functions that remain largely undone include the reboxing of old collections, the examination of certain materials in the collections to determine if they could be stored elsewhere, and the monitoring of metal objects to determine if they remain stable. In addition, the transfer of the archaeological collections to the updated cataloging system is impossible without a long-term committed laboratory staff person. Other areas such as the development of exhibits, brochures and interpretative information can only be minimally addressed by a staff that is overextended. In fact, all aspects of collections management, including the care of site files and other documentation, would benefit from the presence of a collections manager.

#### **■ Strategy**

3.1 Request that a full-time permanent position for a laboratory supervisor at the Heritage Resource Specialist II level be created to conduct all laboratory activities. The transfer to the updated cataloging system can be done only with additional staff.

### **Issue 4 Documentation**

Historical documentation is gathered when working on specific projects, whether for an archaeological investigation, historic structure report, cultural landscape report, interpretive plan, land development study, or in preparation of an event. Documentation includes, but is not limited to reports, photos, oral histories, HABS survey forms, chain of titles, and maps. Copies of such documentation for archaeological sites and other selected cultural resource projects are curated at the James Lee Center.

#### **■ Strategies**

4.1 Submit copies of cultural resource reports to the Fairfax County Regional Library, Virginia Room and to VDHR for their libraries.

4.2 Provide scanned copies of selected photographs to the Fairfax County Regional Library, Virginia Room and the Historic Collections Section.

### **Issue 5 Exhibit and Display**

Only a small fraction of the archaeological artifacts in the collections at James Lee are exhibited. Although the majority of the artifacts are not museum quality, it is important to set up exhibits to

show the public that the value of the artifacts is not just being intact, but what meaning artifacts transmit. Since there is not a County Museum, it is imperative to look for other opportunities for display and exhibit.

### ■ Strategies

- 5.1 Continue to partner with the Fairfax Regional Library, Fairfax City and other agencies to develop an on-line museum. Look for grant funding and money from other sources.
- 5.2 Develop a prioritized list of potential locations for exhibits and subjects for exhibits. Set a schedule for the installation of such exhibits.
- 5.3 Continue to work with Fairfax City to develop joint exhibits.

## **Plan Element Museum Collections**

### **Background**

Museum Collections Management collects, preserves and interprets three dimensional objects, associated with Park Authority historic properties and their residents or users and the general history of Fairfax County in support of the Park Authority mission. Museums collect objects modified or used by people. Another term used for museum objects is “material culture”. Museum Collections typically are comprised of whole objects, acquired through legal processes of gift, loan, purchase, or exchange. Most individual historic objects have some intrinsic aesthetic value; are assigned a corresponding market value; and, thus, insured through a special fine arts policy. The care of Museum Collections subscribes to the American Association of Museum guidelines. Provenance (ownership history) is important for museum objects.

As early as 1974, the Park Authority established a Collections Policy for Museum Collections and Operations. By 1979, Sully Historic Site was accredited by the American Association of Museums. Subsequent reviews were conducted in 1990 and 2002 and expanded to include Colvin Run Mill and Green Spring Garden Park, as well as Sully. Currently, documentation is being prepared for the re-accreditation of these sites and the inclusion of Frying Pan Farm Park and the Archaeological Collections. The Museum Collections Section was first part of the Division of Historic Preservation, later due to restructuring it was transferred to the Resource Stewardship Section of the Resource Management Division. Most recently, in 2008, the administration of Museum Collections Management was transferred to the Cultural Resource Management and Protection Branch.

Museum Collections are on exhibit at our historic sites, including Sully Historic Site, Colvin Run Mill, Green Spring Garden Park, Frying Pan Farm Park, and are in special exhibits in government buildings and libraries. In furnished period rooms, gallery, case, and panel exhibits, our museum collections promote the understanding and appreciation of Fairfax County material and cultural heritage.

The Museum Collections Management provides access for research and interpretation. Staff provides programming, presentation and interpretative demonstrations to citizens, thus promoting stewardship awareness to citizens and visitors.

Policy 206 sets forth best practices for the preservation of Museum Collections as per the American Association of Museums Code of Ethics (1993). The Policy states that collections are to be protected, secure, unencumbered, cared for, accounted for and documented.

### **Acquisitions**

Materials and objects of historic significance may be acquired through gift, purchase, bequest, exchange, or other transactions whereby title of ownership is transferred to the Fairfax County Park Authority. In acquiring historic collections, each proffered gift or potential purchase shall be evaluated individually in terms of its support of the Scope of Collections, its authenticity, condition, quality, the foreseeable needs of the collection, and the ability of the Fairfax County

Park Authority to care for the object or material in a manner consistent with professional museum standards.

All donations of historic objects are considered outright and unrestricted gifts to be used at the sole discretion of the Fairfax County Park Authority. Donors must certify that they have clear title of ownership to proffered gifts. Acquisitions shall include full literary rights, property rights, copyrights, patents and trademarks.

Accessioning is the formal process used to accept and record an item as a collections object. The Collections staff shall submit a written recommendation to acquire an object or material for approval to the Cultural Resource Management and Protection Branch Manager, the Resource Management Division Director, and the Park Authority Director. No other staff member, volunteer, or other persons associated with the Fairfax County Park Authority may obligate the Authority to accept or purchase any object or material.

### **Loans**

Loans are temporary assignments of collection objects to or from the Authority which do not involve a change of ownership and which are for stated purposes, such as exhibition or research. All loan activities shall be conducted in a manner that respects the protection and preservation of cultural resources. All loans extended to or from the Fairfax County Park Authority shall be for stated and specific periods of time. Loans to the Authority shall be appropriate to the Scope of Collections and shall be given the same level of care as provided to the Authority's own collections. Lenders must certify that they hold full and clear title to the objects or are the duly authorized agent of the owner.

The Collections Staff monitors all loans and specifies conditions for their exhibition, interpretive use, protection and care. Any and all restrictions and specific conditions accompanying a loan to or from the Authority shall be so stated on the Authority's appropriate Loan Agreement form. Written approval of the Authority's appropriate loan agreement by the Cultural Resource Management and Protection Branch Manager and the Resource Management Division Director is required to finalize all loans.

Loans from the Fairfax County Park Authority will be made only to those institutions able to provide objects the proper care and protection required during transport and exhibition and through all phases of the loan period. Loans from the Fairfax County Park Authority shall be made only to other museums for educational, interpretive or research purposes.

### **Cataloging**

Each object in the museum collections and all records pertaining to that object shall be given its own unique accession number. Each type of collection shall use a numbering system that is distinct from all the others. A permanent record of accessions with their documentation, including all legal instruments, agreements, conveyances, research and descriptive catalog records pertaining to each acquisition and loan in the Museum Collection shall be maintained by the Collections Staff. These records shall be kept according to professional museum standards

and updated regularly through annual inventory, periodic reappraisal, research and other appropriate means to provide a record of the current status of each object in the collection. Duplicate catalog records are deposited in a separate, secure location.

### **Insurance**

All Museum Collection acquisitions and all objects covered by formal loan agreement with the Fairfax County Park Authority shall be insured through a museum fine arts policy, unless specifically stated in writing as otherwise insured. All outgoing loans shall be insured by the borrower, unless specifically stated in writing as otherwise insured. Objects or materials that are not accessioned are not covered by Fairfax County Park Authority insurance.

The Park Authority shall make every attempt to maintain current fair market values for the objects in the Museum Collection by assigning estimated values at the time of accession and by employing a certified appraiser to conduct reappraisals of the collection every ten years.

### **Access**

The Park Authority's collections and related information are made accessible to the public through its exhibits and programs and to researchers by appointment. Access to the collections and their related records for research and educational purposes by scholars, students and the public is monitored by the Collections Staff.

### **Deaccessioning**

Deaccessioning is the formal process of permanently removing accessioned objects and materials from the Museum Collection. This process shall be measured and deliberate, following the procedures set forth in Museum Collections Management Manual.

Before an object is recommended for deaccessioning, all reasonable efforts shall be made to ascertain that the Authority is legally free to do so; if one or more of the following criteria are met:

- The object or material is not relevant or useful to the stated purposes of the Fairfax County Park Authority or is outside the Scope of Collections as stated above.
- The object or material has failed to retain its identity or authenticity, and has deteriorated beyond usefulness or practicable conservation.
- The object or material has been lost or stolen and remains lost for longer than five inventories of the complete collection.
- The object or material duplicates other objects or materials in the collection.

Each object must be individually recommended for deaccessioning in writing on the Park Authority's Deaccession and Disposal form and include the object's source, estimated market value, reason for recommending deaccessioning and suggested method of disposal.

The Cultural Resource Management and Protection Branch Manager may approve the deaccessioning of an object from the Museum Collection for transfer to another Fairfax County Park Authority collection when it more properly meets the criteria of the other collection.

### **Ethics and Museum Collections**

The Fairfax County Park Authority subscribes to the “Code of Ethics for Museums” adopted by the American Association of Museums.

Thus, the Authority ensures that:

- Collections in its custody support its mission and public trust responsibilities.
- Collections in its custody are protected, secure, unencumbered, cared for and preserved.
- Collections in its custody are accounted for and documented.
- Access to the collections and related information is permitted and regulated.
- Acquisition, disposal and loan activities are conducted in a manner that respects the protection and preservation of natural and cultural resources and discourages illicit trade in such materials.
- Acquisition, disposal and loan activities conform to its mission and public trust responsibilities.
- Disposal of collections through sale, trade or research activities is solely for the advancement of the museums mission. Proceeds from the sale of nonliving collections are to be used consistent with the established standards of the museum’s discipline, but in no event shall they be used for anything other than acquisition or direct care of collections.
- The unique and special nature of human remains and funerary and sacred objects is recognized as the basis of all decisions concerning such collections.
- Collections-related activities promote the public good rather than individual financial gain.

### **Issue 1 Staffing**

In 2008, Collections Management was transferred to the Cultural Resource Management and Protection Branch. At that time, the Museum Collections Manager retired and the Collections are being managed by a single staff person. The Collections Needs Assessment Report (FCPA Project 475098-632) prepared by Aiken and Ramer in 2003 identified the necessity to maintain staffing level (2.5 positions at that time) to meet basic operational functions. In addition, the report recommended an increase in staffing as growth of the collections occurs. With only a single staff person, the employment of volunteers or interns is counterproductive because of time management.

## ■ Strategies

- 1.1 Cross train site staff to assume some site-related museum collections responsibilities.
- 1.2 Provide site staff with access to editing the artifact records in the Rediscovery collections management computer program.
- 1.3 Research grant funding opportunities to fund a limited term exempt position to work with the museum collections.
- 1.4 Request that a new permanent position be created to meet this need.

## ***Issue 2 Collections Facility***

In 2003, the Park Authority commissioned a Collections Needs Assessment Report (FCPA Project 475098-632) prepared by Aiken and Ramer. The report analyzed data to identify a critical need to establish a multi-purpose facility. Some of the major concerns identified during the site survey included overcrowded storage conditions, inappropriate environmental controls, insufficient administrative and storage space; insufficient space and equipment for conservation treatment, artifact photography, exhibit preparation, object decontamination, and equipment storage. Some of the facilities technical requirements include stringent levels of environmental control for collections storage; building-wide security and fire protection and specialized electrical plumbing, and fume extraction systems.

## ■ Strategies

- 2.1 Identify funding sources to construct a collections facility with adequate storage space that conforms to the standards of the American Association of Museums and the recommendations of the Collections Needs Assessment.
- 2.2 Improve the quality of the permanent collection. Deaccession items that do not meet the criteria for the Scope of Collections. Where appropriate, transfer items to other collections.
- 2.3 Consolidate the storage spaces currently in use.
- 2.4 Explore ways to implement best practices for environmental control and monitoring of museum collections.

## ***Issue 3 American Association of Museums Accreditation***

American Association of Museums (AAM) accreditation of an institution signifies that it fulfills its obligation to the public as set forth in its mission. AAM accreditation recognizes the museum's commitment to excellence, accountability, high professional standards and commitment to continued institutional improvement. AAM accreditation ensures that collections are being dealt with in a manner that is acceptable to the museum community at large. Accreditation demonstrates that the museum has undergone a rigorous process of self-assessment and review by peers.

## ■ Strategies

- 3.1 Ensure Museum Collections meets American Association of Museums Collections Stewardship expectations for an accredited museum.
- 3.2 Support sites seeking subsequent review and those seeking first time accreditation.

#### ***Issue 4 Education and Advocacy***

It is imperative to educate Park Authority and County staff and the public as to the role of Museum Collections in Agency Stewardship. This is essential to the support and implementation of Museum Collections' goals. Park Authority and Resource Stewardship missions are supported by maintaining professional standards for Museum Collections stewardship. This critical issue will continue to be addressed through a broad range of activities including meetings with staff, formal and informal staff training, collections stewardship committee, publications and reports to the Park Authority Board.

#### **■ Strategies**

- 4.1 Raise the awareness of Museum Collections through VIP tours, updating and enhancement of the website, distribution of the brochure and poster, development of interactive elements, and other activities.
- 4.2 Conduct staff training for site staff and other county staff dealing with museum objects, as well as members of the Park Authority Board and agency directors.
- 4.3 Integrate Museum Collections into the Stewardship Education Team.
- 4.4 Develop interpretive exhibits for display both at Park Authority sites and in other county facilities.
- 4.5 Improve and expand relationship within the Park Authority and other County agencies by working with other staff outside of the Resource Management Division.
- 4.6 Provide technical assistance in-house, to members of the museum and historical community and to the general public.
- 4.7 Provide an outreach program comprised of presentations, displays and special exhibits.
- 4.8 Engage the Friends of Fairfax County Archaeology and Cultural Resources in support of and advocacy for Museum Collections.

## **Plan Element Historic Buildings, Structures, Objects and Traditional Cultural Properties**

### **Background**

Cultural Resources that fall under the jurisdiction of the Park Authority include buildings, structures, objects and traditional cultural properties that are important in history, architecture, engineering or culture.

### **Issue 1 Survey**

The goal of a survey is to inventory all buildings, structures, objects and/or traditional cultural properties in a given area. Such a survey allows for the identification of these resources and provides the opportunity to monitor these resources. Survey should result in the recording of newly discovered historic buildings, structures, objects and traditional cultural properties on the GIS layers designed for this purpose. Additionally, those properties that meet the criteria should be nominated for inclusion in the Fairfax County Inventory of Historic Sites. The Planning Division of the Department of Planning and Zoning has updated the Inventory as of February 2011. The Inventory represents both a listing of properties and an assessment of local significance.

### **■ Strategies**

- 1.1 Coordinated with the Planning Division of the Department of Planning and Zoning to ensure that the guidelines for architectural survey are posted on the county website with links to the Park Authority website.
- 1.2 Ensure that all objects in the county are identified. To date, known objects include the District of Columbia Boundary markers, the Centreville Marker, Willoughby Newton Boundary Stone, and the markers at Ox Hill Battlefield Park. Every effort should be made to inventory any other objects that may exist in the county.
- 1.3 Initiate a program to survey historic buildings, structures, objects, and traditional cultural properties on parkland.
- 1.4 Ensure that the location of all historic buildings, structures, objects, districts and traditional cultural properties are mapped in GIS and are hyperlinked to databases containing information about these resources. Specify whether the resources are listed in the Fairfax County Inventory, the Virginia Landmarks Registry or the National Register. Make a separate layer for architectural resources.

### **Issue 2 Evaluation**

A building, structure, or object can be considered significant at the county, state or federal level. Properties can be listed in the Fairfax County Inventory of Historic Sites, the Virginia Landmarks Register and the National Register of Historic Places. The listing process is detailed in the Register Listing Element Chapter of this document. Existing buildings on parkland that are listed in the National Register include Sully, Green Spring and Historic Huntley; Manassas Gap Railroad is listed in the Virginia Landmarks Register. Currently in Fairfax County, there are 48

cultural resources listed in the National Register of Historic Places. Other resources, however, may not have been evaluated because (1) they are not associated with illustrious people; (2) they were less than 50 years old when the previous survey of an area was conducted; or (3) they dated to the 20<sup>th</sup> century.

## ■ Strategies

- 2.1 Initiate a program to evaluate buildings, structures, and objects identified on parkland as result of the survey proposed in Strategy 1.3.
- 2.2 Develop a prioritized list of properties that should be nominated to the National Register of Historic Places and begin necessary documentation.

## ***Issue 3 Protection and Treatment***

It is the mandate of the Fairfax County Park Authority to manage and protect cultural resources both on parkland and county-wide. The Cultural Resource Management and Protection Branch supports the Planning Division of the Department of Planning and Zoning, the Fairfax County Architectural Review Board and the Fairfax County History Commission regarding the protection of historic buildings, structures, objects, traditional cultural properties and historic districts county-wide. **Fairfax County Park Authority follows the Secretary of the Interior's Standards and Guidelines for the Treatment of Historic Properties as stated in Park Authority Policy 205 Historic Preservation.**

In some cases, undertakings have adverse effects on historic structures. In these cases, mitigation measures must be developed. In the case of a visual effect to a structure, the mitigation might include planting to act as a screen or the maintenance of a wooded area as a buffer. In the case of direct effects, mitigation might include recording of a building, structure or object as per the Historic American Buildings Survey/Historic American Engineering Record.

## ■ Strategies

- 3.1 Follow the Secretary of the Interior's Standards for the Treatment of Historic Properties for the care of National Register eligible buildings, structures, objects, and traditional cultural properties.
- 3.2 Develop a prioritized list of buildings and structures that should be subject to Historic Structures Reports. Implement Historic Structures Reports as funding is available.
- 3.3 Establish open-ended contracts for studies of historic buildings, similar to those in place for archaeology and cultural landscape reports.
- 3.4 Ensure that historic structures are not endangered through incompatible use.
- 3.5 Coordinate with Virginia Department of Historic Resources and Fairfax County Americans with Disabilities Act Coordinator to ensure the most appropriate and sensitive application of the Act on historic properties to both provide access and to preserve the integrity of historic properties.
- 3.6 Provide training for appropriate personnel regarding the treatment and maintenance of historic buildings and structures.

- 3.7 Conduct annual facility assessment reports and request funding to perform required maintenance activities. Implement a cyclical maintenance plans for all historic structures.
- 3.8 Work with land acquisition staff to identify properties containing important historic buildings, structures, objects or traditional cultural properties for acquisition. If a property is acquired and requires significant repair or stabilization, efforts must be made to limit vandalism, utilize historically accurate materials and methods for treatment and preservation, arrange for police monitoring, and hire appropriately trained contractors.
- 3.9 Work with appropriate county staff and the Northern Virginia Conservation Trust to encourage property owners to establish conservation easements on important historic properties.
- 3.10 Explore the possibility of county tax credits for historic properties.
- 3.11 If National Register-eligible buildings, structures or objects are to be subject to adverse effects as a result of construction activities and avoidance is not a feasible alternative, Historic American Buildings Survey/Historic American Engineering Record documentation should be conducted including the appropriate historical documentation, measured drawings and large format photography.
- 3.12 Establish a program to allow organizations and industries to “Adopt a Historic Building or Structure” program to encourage the community to support the preservation of important historic structures.
- 3.13 Seek and set aside funding for the protection and treatment of historic buildings, structures and objects.
- 3.14 Explore the feasibility of creating and implementing a Resident Curator program.

#### **Issue 4 Interpretation**

Currently staffed sites such as Sully Historic Site have active interpretation programs that include tours, living history, special programs, exhibits, interpretative brochures and signage. Generally speaking, historic buildings, structures and objects in unstaffed parks are not subject to interpretation. Part of our mandate is to provide educational opportunities for our diverse public about the rich array of history represented by the historic buildings, objects and structures in the county.

#### **■ Strategies**

- 4.1 Develop an interpretive plan template to be implemented for cultural resource interpretation as funding allows.
- 4.2 Elevate public awareness of history through the interpretation of historic buildings, structures, objects and districts in both staffed and unstaffed parks. This should include the preparation of exhibits, interpretative signs, brochures, posters, publications and information available on the Park Authority website. A prioritized list should be made for the development of interpretative materials.
- 4.3 Utilize reconstruction based on historical and archaeological documentation in order to interpret other aspects of historic properties. Limit the use of reconstruction to cases

where it is imperative to interpretation. Any reconstruction should be based upon exhaustive historical and archaeological documentation.

- 4.4 Conduct historical research and collect oral histories as a preliminary step in interpretation.
- 4.5 Provide copies of reports, brochures, posters and other promotional material to the Virginia Room of the Fairfax Regional Library and local schools.
- 4.6 Include heritage tourism proposals as a component of Interpretative Plans. Partner with the Visitor's Bureau, Convention Authorities and Economic Development personnel to disperse historical information to attract additional tourism funds.

### ***Issue 5 Traditional Cultural Properties***

There are traditions that develop around historic events that have occurred in an area. Although they may be based on anecdotal evidence and are not always fully accurate, they still have value and thus need to be recorded. These resources are called Traditional Cultural properties. A local example of this is Mosby's Rock, where John Singleton Mosby was supposed to have exchanged information with local spies.

#### **■ Strategy**

- 5.1 Record and transcribe oral history accounts that document traditional cultural properties. These tapes and transcriptions should be housed in the Virginia Room of the Fairfax Regional Library and transcriptions should be made available on the website.

## **Plan Element Fairfax County Historic Overlay District**

### **Background**

The Fairfax County Department of Planning and Zoning describes Historic Overlay Districts as follows:

*Historic Overlay Districts are established when the Fairfax County Board of Supervisors adopts an amendment to the County's Zoning Ordinance. Any citizen, neighborhood organization, or County agency may propose establishing a district, which may consist of a single property or group of related properties. First, recommendations in the form of a research and planning report are prepared by professional staff of the Department of Planning and Zoning. The report is reviewed by the Fairfax County History Commission and Architectural Review Board, then forwarded to the Planning Commission and the Board of Supervisors for public hearings and final action.*

*Historic Overlay Districts usually include more than just the historic "core" and that is why the ARB reviews plans for new development as well as changes to existing properties within the district. This is because historic buildings or sites lose their cultural and aesthetic significance to the citizens of the County -- and economic value to owners -- if inappropriate changes are made to either the building or its environs. Even if the property is owned by a public agency, a private preservation organization, or a sympathetic and knowledgeable private individual, it may be vulnerable if, for example, nearby development blocks a view or poorly designed buildings are constructed next door.*

Quoting directly from Section 7-201 of the Fairfax County Zoning Ordinance:

*Historic Overlay Districts are created for the purpose of promoting the general welfare, education, economic prosperity, and recreational pleasure of the public, through the identification, preservation, and enhancement of those buildings, structures, neighborhoods, landscapes, places, and areas that have special historical, cultural, architectural, or archaeological significance and which have been officially designated by the Board of Supervisors.*

*Regulations within such districts are intended to protect against destruction of or encroachment upon such areas, structures, and premises; to encourage uses which will lead to their continuance, conservation, and improvement in accordance with the following purposes:*

- 1. To preserve and improve the quality of life for residents of the County by protecting and preserving familiar visual elements in the district.*
- 2. To promote tourism by protecting heritage resources attractive to visitors to the County and thereby supporting local business and industry.*

3. *To promote the upkeep and rehabilitation of significant older structures and encourage appropriate land use planning and development that will enhance both the economic viability and historic character of the district.*

4. *To educate residents of the County about the heritage resources within the district and to foster a sense of pride in this heritage.*

5. *To foster local heritage resource identification and preservation efforts and to encourage the nomination by their owners of qualified properties for listing on the National Register of Historic Places and the Virginia Landmarks Register.*

6. *To prevent, within the district, the encroachment of new buildings or structures, and additions or attachments, which are architecturally incongruous with the visual and historic character of the district.*

7. *To ensure that new development within the district is appropriate and that new structures are well designed.*

Historic Overlay Districts function as a county planning tool, because they regulate the type and scope of development in the districts. The Fairfax County Architectural Review Board reviews development projects proposed for the historic overlay districts and acts in either an advisory capacity or a decision-making capacity dependent upon the application type. As required by the Zoning Ordinance, all applications for rezoning, special exceptions, special permits, variances, sign permits, or other construction permits, as well as all site plans, subdivision plats, and grading plans for properties within Historic Overlay Districts must be submitted to the Architectural Review Board for review. Sign and Building Permits require approval by the Architectural Review Board before their issuance. The Architectural Review Board's recommendations are then forwarded to the appropriate county agencies for their review and implementation.

**Historic Overlay Districts in Fairfax County, as of 2010, and the year they were established by the Board of Supervisors, include:**

***Bull Run Stone Bridge***- Located on the grounds of Manassas National Battlefield Park, the stone arch bridge over Bull Run was a strategic crossing point during the two major Civil War battles fought nearby. Established 1972

***Centreville*** - This crossroads village developed in the late eighteenth century and was occupied by both Union and Confederate troops during the Civil War. Established 1986

***Colvin Run Mill*** - The mill, built in the 1820s, and surrounding buildings were an active part of the agricultural economy of the Fairfax County throughout the nineteenth and early twentieth century. Colvin Run Mill is a Park Authority property. Established 1972

**Dranesville Tavern** - The tavern, built circa 1823, was a popular stopping place for those traveling the busy Leesburg and Georgetown Pikes during the nineteenth and twentieth centuries until its closing in 1968. Dranesville Tavern is a Park Authority property. Established 1972

**Huntley** - The house, completed circa 1826, was the summer home of Thomson F. Mason, grandson of George Mason. Huntley is a Park Authority property. Established 1976

**Lake Anne Village Center** - This award-winning cluster of residential and commercial structures was the heart of the Reston community when constructed in the mid-1960s. Established 1983

**Langley Fork** - This crossroads village includes residential, school, and church structures dating from the early nineteenth century. Established 1980

**Mount Air** - The main house, built about 1830, was lost to fire in 1992, but the house cellar, outbuildings and landscaped grounds remain. Mount Air is a Park Authority property. Established 1984

**Pohick Church** - The building was constructed between 1762 and 1772, with the first use of the building in the latter year. Both George Mason and George Washington had pews and attended services at Pohick Church. Established 1970

**Robey's Mill** - The house and mill were built in the mid-nineteenth century. The mill served local farmers until 1906. Established 1980

**St Mary's Church** - The first Roman Catholic Church in Fairfax County was built in 1858. It was used by Clara Barton as a hospital after the Civil War battles of Second Manassas and Chantilly (Ox Hill). The district includes portions of the nineteenth century railroad community of Fairfax Station. Established 1972

**Sully** - The house was built in 1794 for Richard Bland Lee who was the first U.S. congressman from Northern Virginia. He was also the uncle of Robert E. Lee. Sully is a Park Authority property. Established 1970

**Woodlawn Plantation and the Pope/Leighey House** - Woodlawn was built in 1805 on land owned by George Washington. The property was given by Washington as a wedding gift to his nephew Lawrence Lewis. The district also includes the Woodlawn Friends Meeting House of about 1853, the Washington Grist Mill reconstructed in 1932, and the Pope/Leighey house designed in 1942 by Frank Lloyd Wright and moved to the site in 1964. Established 1971

Currently, there are three additional proposed Historic Overlay Districts and a proposed expansion to the existing Centreville Historic District. These are:

**Indian Springs - Cranford Church** - *The Indian Springs Farm/Cranford Church area is at the crossroads of Mason Neck. Old Colchester Road, originally known as the King's Highway, was used as the early mail road from Alexandria to Williamsburg. During the American Revolution, the route was used by George Washington and the Comte de Rochambeau to move American and French troops to engage the British at Yorktown. Several military encampments relative to that movement have been identified along its corridor. Old Colchester Road probably follows Indian trails and was the first of a series of parallel north/south routes in tidewater Fairfax County including today's Richmond Highway and Interstate Route 95.*

**Lebanon** - *The land, patented in 1657 by John Gosnell, was part of the original land grant from Thomas, 6<sup>th</sup> Lord Fairfax, to John Williams. In 1792, William Fitzhugh acquired the land and sold it to a Georgetown syndicate. Between 1807 and 1827, a local planter, Thomas Bates, purchased it. The date of the house is unknown although some say that the earliest portion dates to the 1730s. The name "Lebanon" has Biblical connotations related both to Methodism and to the cedars that lined the road leading to the house.*

**Town of Colchester** – *Colchester grew around a ferry crossing, first owned and operated by George Mason II in 1684. The Town of Colchester was chartered in 1753, and platted in 1754 on twenty-five acres of land owned by Peter Wagener. Buildings soon lined both sides of Old Colchester Road between its intersection with Furnace Road and the Occoquan River. It was a center of commerce, first for tobacco and then for the flour trade, and merchants and innkeepers, attracted by the activity of a growing port town, set up businesses. It was the location of the Occoquan tobacco warehouse, several stores and ordinaries, and the residences of local workers, factors, and other businessmen.*

## **Issue 1 Inform the Public about Implications of Development in Historic Overlay Districts**

Property owners often are not aware that they reside in a Fairfax County Historic Overlay District. They do not realize what this means and what procedures they need to follow if they are making modifications to their property.

### **■ Strategies**

- 1.1 Inform public how Historic Overlay Districts are established. Explore ways to inform the residents that they live in Historic Overlay Districts. Work with homeowners associations and realtors to notify residents of Historic Overlay District designation by mail, email, newsletter articles and through information disseminated in the Park Authority's *ParkTakes*, *ResOURces Newsletter*, and on the county website.
- 1.2 Coordinate with the Fairfax County Architectural Review Board and the Department of Planning and Zoning to develop a set of Standard Operating Procedures for development in Historic Overlay Districts. Publish and distribute to residents and developers and put it on the county website.

- 1.3 Completed development of policies and procedures to require archaeology in Historic Overlay Districts prior to the filing of development plans at the inception of the project.
- 1.4 Seek funding to reprint documentation on each of the Historic Overlay Districts, as well as to make the information available electronically. This would include the rules and regulations to be followed for each district. Develop a prioritized list (schedule) for the reprinting effort.
- 1.5 Verify the accuracy of the historic district designation in GIS for all parcels within historic districts. Coordinate corrections with appropriate agency.

### **Issue 2 *Establish Additional Historic Overlay Districts to Protect Important Historic Properties***

Historic Overlay Districts are buffers that have been established to protect important cultural resources from impacts resulting from neighboring development. The establishment of a Historic Overlay District requires recommendation from the Fairfax County Architectural Review Board, the Planning Commission, and approval by the Fairfax County Board of Supervisors. Historic Overlay Districts are proposed by the community, Board of Supervisors, Architectural Review Board or Fairfax County History Commission. Historic Districts are proposed and approved by the Fairfax County Architectural Review Board. In Historic Overlay Districts, development plans for surrounding properties must be approved by the Fairfax County Architectural Review Board. Development pressures may make it difficult to establish additional Historic Overlay Districts.

#### **■ Strategies**

- 2.1 Coordinate closely with the Planning Division of the Department of Planning and Zoning and with the Fairfax County Architectural Review Board to establish a prioritized list of future potential Historic Overlay Districts.
- 2.2 Assist Department of Planning and Zoning and the Fairfax County Architectural Review Board in the establishment of a regular assessment of the historic properties and archaeological sites within the historic districts.

### **Issue 3 *Zoning Ordinances Affecting Archaeological Sites within Historic Districts***

To further the purpose and intent of the Historic Overlay Districts and to aid in the identification and protection of historic and/or archaeological resources located within or in the vicinity of any Historic Overlay District, the following shall be required:

When a rezoning, development plan, special exception, special permit or variance application is requested for a property located wholly or partially within or contiguous to a Historic Overlay District, involving 2500 square feet or more of land disturbing activity, the Cultural Resource Management and Protection Branch is to be consulted to determine the potential of the property to yield significant archaeological resources. Submission of an Archaeological Survey Data Form is required, containing:

- A. Tax map, parcel number, street address and Magisterial District of the site.
- B. One copy of the current Fairfax County Zoning Section Sheet or Sheets covering the area within at least a 500 foot radius of the proposed use, with the boundaries of the subject site outlined in red, showing the existing zoning classification for all land appearing on the map.
- C. A Description of the proposal to include the type of application and proposed use, and a graphic drawn to scale showing the dimensions of all existing buildings and the distances of buildings from property lines.

The CRMP Branch shall respond to the applicant in writing within fifteen business days from the date of receipt of the completed Archaeological Survey Data Form as to the probability for the property to yield no, low, or medium to high archaeological resources.

If the property is found to have no potential to yield significant archaeological resources, then the applicant shall submit the Archaeological Survey Data Form along with the comments from the CRMP Branch in conjunction with the request for rezoning, development plan, special exception, special permit or variance application.

If the property is found to have a low, medium or high probability to yield significant archaeological resources, then a Phase I Archaeological Survey shall be conducted by a qualified archaeological consultant, meeting the Professional Qualification Standards established by the Secretary of the Interior. The applicant shall notify the CRMP Branch at least five working days before commencement of the field work. A detailed report of the survey results shall be provided to the CRMP Branch prior to any rezoning, development plan, special exception, special permit or variance application acceptance.

When determined by the CRMP Branch that the report meets the submission requirements, the CRMP Branch shall indicate such on the Archaeological Survey Data Form and such Form shall be submitted by the applicant in conjunction with the rezoning, development plan, special exception, special permit or variance application.

## ■ Strategy

- 3.1 Continue to review applications for rezoning, development plan, special exception, special permit or variance in Historic Overlay Districts where Archaeological Survey Data Forms are required.

See 7-200 Historic Overlay Districts in the Appendices.

## **Plan Element Listings**

### **Background**

In Fairfax County, there are three levels of significance that can be attributed to cultural resources: listing in the Fairfax County Inventory of Historic Sites, the Virginia Landmarks Register and the National Register of Historic Places. Properties that are locally significant are listed in the Fairfax County Inventory of Historic Sites. Properties that are of State significance are listed in the Virginia Landmarks Register and those that meet National Register eligibility criteria are listed in the National Register of Historic Places. Cultural resources include archaeological sites, cultural landscapes, standing structures, historic districts and objects.

The National Register of Historic Places, established in 1966 and managed by the National Park Service, is the official list of buildings, structures, sites, objects and districts that embody the historical and cultural foundations of the nation. There are more than 80,000 historic resources of all kinds listed nationwide and there are more than 1.4 million contributing buildings in historic districts. Examples of National Register individually listed buildings include Sully and Huntley. The Alexandria Old and Historic District is an example of a National Register Historic District. Forty eight publicly and privately owned properties in Fairfax County are listed in the National Register of Historic Places. Of those resources, eight are located on county parkland.

The National Park Service describes National Register evaluation process as:

*The National Register's standards for evaluating the significance of properties were developed to recognize the accomplishments of all peoples who have made a significant contribution to our country's history and heritage. The criteria are designed to guide State and local governments, Federal agencies, and others in evaluating potential entries in the National Register.*

#### National Register Criteria for Evaluation

*The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:*

- A. That are associated with events that have made a significant contribution to the broad patterns of our history; or*
- B. That are associated with the lives of persons significant in our past; or,*
- C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or*

*D. That have yielded, or may be likely to yield, information important in prehistory or history.*

The Virginia Landmarks Register, also established in 1966 and managed by the Virginia Department of Historic Resources, is the state's official list of properties important to Virginia's history. The state utilizes the same criteria to evaluate resources for inclusion in its register. Periodically, the department publishes an updated edition of *The Virginia Landmarks Register*, a book that contains a photograph and description of each property on the register.

The Fairfax County Inventory of Historic Sites recognizes resources that are locally significant, by using the National Register criteria, but also by recognizing it is possible that it qualifies under the public significance criteria. A heritage resource may be significant to the public if it meets one or more of the following criteria:

1. It possesses information on or represents any aspect of heritage considered important by a discrete population, ethnic group, or community; or
2. It has the potential to serve, or already serves, as a focus of community density and pride; or
3. It retains characteristics that are potentially useful in educating the public about the past and how it is studied; or
4. It enables the exhibit and display of objects, ruins, or stabilized restored structures for public education and enjoyment.

Once the applicant determines the site eligible under one of the above criteria, he or she can then fill out the application and submit it to the Fairfax County Department of Planning and Zoning for consideration. Once appropriate staff is satisfied with the application, they will present it to the History Commission at its monthly meeting. The History Commission will review the application and vote on whether or not to add it to the Inventory.

### **Issue 1 *Modifications to the Fairfax County Inventory of Historic Sites***

The Fairfax County History Commission granted funding to the Department of Planning and Zoning to update the Fairfax County Inventory of Historic Sites in FY2006. The goal of this project was to verify the current status of listed properties, to evaluate the available documentation and to conduct additional research and re-photograph properties currently listed, and to add new properties to the inventory, as time allows. While this was an ambitious exercise, there are additional properties that meet the criteria for inclusion in the inventory that are not listed because either they are not known or the staffing has not been available to include these resources as part of the Inventory. In addition, the number of cultural resources other than architecture listed in the Inventory is very limited and consideration must be given to whether other resources (e.g., archaeological sites, cemeteries, objects, battlefields or cultural landscapes) should be included in the inventory.

### **■ Strategies**

- 1.1 Partner with Department of Planning and Zoning to devise a strategy (through the use of grant funding, volunteers, and interns) to keep the inventory current and to expand the inventory to include properties that are not already listed.
- 1.2 Establish a team with the Department of Planning and Zoning to explore the possibility of expanding the Inventory to include other categories of resources, such as cemeteries, objects, battlefields, cultural landscapes.
- 1.3 Inform the Department of Planning and Zoning of previously identified buildings that may not be listed in the Inventory that have been identified by cultural resource studies, so they can be added to the Inventory.
- 1.4 Work with the Department of Planning and Zoning to develop ways to identify additional resources that should be assessed (surveyed or identified as to their possible inclusion in the Inventory.)
- 1.5 Continue to update the GIS databases and mapping along with coordination among Virginia Department of Historic Resources, Department of Planning and Zoning and Park Authority.
- 1.6 Worked with the Department of Planning and Zoning to post the Inventory on the county website with links to the Fairfax County Park Authority's *ResOURces Online* website. Explore other ways to disseminate the Inventory to the public, and inform residents of the county of its stewardship benefits.

## **Issue 2 *Nominations to Virginia Landmarks Register***

Currently, there are 46 resources from Fairfax County listed in the Virginia Landmarks Register. While this listing is often a step on the way to National Register listing, it is important because it provides the property with a certain honorary status. The listing itself has a positive impact for the county.

### **■ Strategies**

- 2.1 Compile and maintain a current list of Virginia Landmarks in the county to be posted on *ResOURces Online* on the Park Authority website.
- 2.2 Explore additional properties that can be included on the Virginia Landmarks Register. Consult with the Virginia Department of Historic Resources regarding the listing of additional properties. Develop a prioritized list and schedule for completion of nominations.
- 2.3 Expand communications with the Virginia Department of Historic Resources (the State Historic Preservation Office for the Commonwealth of Virginia).
- 2.4 Promote Landmarks Register properties for heritage tourism.

## **Issue 3 *National Register of Historic Places Listing***

Currently, there are 48 cultural resources listed in the National Register of Historic Places in Fairfax County with eight National Register properties on Fairfax County parkland. Listing in the National Register of Historic Places implies that the property is of considerable significance either historically, architecturally or for what it can contribute to our knowledge of history or prehistory or as a contributing resource to a National Register Historic District. National

Register listing provides both an honorary status to the property and some level of protection. In light of the current changes occurring at the National Park Service and the discussions over whether properties that are eligible but not listed in the National Register of Historic Places will be given the same level of protection, it is imperative to list eligible properties. Should such a decision be made, it would be a change of policy.

The National Park Service describes the following with regard to National Register listing:

*Listing in the National Register honors a historic place by recognizing its importance to its community, State or the Nation. Under Federal law, owners of private property listed in the National Register are free to maintain, manage, or dispose of their property as they choose provided that there is no Federal involvement. Owners have no obligation to open their properties to the public, to restore them or even to maintain them, if they choose not to do so.*

The benefits of National Register listing are:

*Owners of properties listed in the National Register may be eligible for a 20% investment tax credit for the certified rehabilitation of income-producing certified historic structures such as commercial, industrial, or rental residential buildings. This credit can be combined with a straight-line depreciation period of 27.5 years for residential property and 31.5 years for nonresidential property for the depreciable basis of the rehabilitated building reduced by the amount of the tax credit claimed. Federal tax deductions are also available for charitable contributions for conservation purposes of partial interests in historically important land areas or structures.*

- *Consideration of historic values in the decision to issue a surface mining permit where coal is located in accordance with the Surface Mining Control Act of 1977; and*
- *Qualification for Federal grants for historic preservation, when funds are available.*

## ■ Strategies

- 3.1 Compile a list of properties in the county listed in the National Register of Historic Places and post this listing on *ResOURces Online*. Provide a link to the National Register of Historic Places website.
- 3.2 Identify properties on parkland that have been determined eligible for, but not listed in the National Register. Develop a prioritized list for completion of nominations.
- 3.3 Work with other historic preservation professionals and agencies in the county to develop a listing of non-park properties that have been determined eligible for, but not listed in the National Register. Develop a plan for completion of nominations. Identify methods and explore sources of staffing and funding for completing nominations.

- 3.4 Coordinate with the Fairfax County Architectural Review Board and the Fairfax County History Commission to streamline the nomination review process with emphasis on procedure and timeline.
- 3.5 Provide training for staff, interest groups, friends' groups, volunteers, Fairfax County Architecture Review Board and History Commission members about the National Register nomination process.
- 3.6 Coordinate with the Virginia Department of Historic Resources and National Register of Historic Places to ensure success of the nomination process. Knowledge of why nominations are accepted or rejected will make our efforts most time and cost effective.
- 3.7 Prepare educational materials and implement training programs to educate citizens about the positive effects of National Register listing.
- 3.8 Examine what tax credits are available for National Register listing at the state and federal level. Explore if there is any possibility of providing tax credits at the county level.
- 3.9 Continue to ensure that National Register eligible properties are treated in the same way as those that are listed in the National Register to provide for their protection.

## **Plan Element Cemeteries**

### **Background**

In order to effectively manage and protect historic cemeteries, their existence, location and contents must be documented. Currently, there are more than 400 known cemeteries in Fairfax County, 35 of which are located on parkland. As the primary preservation agency in the county, the Park Authority is mandated to protect and preserve historic cemeteries, whether located on parkland or other public lands and, when requested, on privately-owned property.

In Fairfax County, as elsewhere in Virginia, settlement in the colonial period was characterized by dispersed farms or plantations. The cultivation of tobacco and later, grains, required large tracts of land, which necessitated most of the population living at some distance from churches. Because of the early settlement patterns with few nucleated villages, only those residents who lived closest to the churches buried their dead in churchyards. The establishment of family cemeteries on farms or plantations was the most common burial pattern and continued throughout the 19<sup>th</sup> century. When the land holdings passed out of a family, family cemeteries often fell into disuse and were forgotten.

In the early years of settlement, many graves were unmarked, or marked with wooden grave markers or fieldstones. Knowledge of burial locations was often lost after one or two generations, when wooden markers deteriorated and family members were no longer around. Field stones often were not recognized as grave markers. When cemeteries were abandoned, formal stone markers often fell over or became overgrown after land passed out of family hands. Thus, the locations of the cemeteries often were forgotten. In other circumstances, the inscriptions on gravestones were eroded by weather and time, as stones sometimes sink, break and wear down, making identification of the burial difficult, if not impossible. Though many family cemeteries have eventually disappeared from the landscape, they are not always absent from the historic record. Through the archival and archaeological process, lost cemeteries may again be identified and restored.

Both federal and state laws relate to the treatment of cemeteries as historic resources. The Virginia Antiquities Act (Code of Virginia, Section 10.1-2305) sets forth the procedures to follow when a cemetery is discovered and threatened with destruction. The Act provides guidance as to the documentation and treatment of historic cemeteries and human remains from cemeteries in Virginia, including in Fairfax County.

National Register Bulletin 41, Guidelines For Evaluating and Registering Cemeteries and Burial Places provides technical assistance to researchers wishing to list a cemetery in the National Register of Historic Places. Cemeteries that derive their significance as archaeological sites are eligible under Criterion (d):

- (d) that have yielded, or may be likely to yield, information important in prehistory or *history*.

Ordinarily cemeteries or graves of historical figures, as well as certain other properties are not considered eligible for the National Register of Historic Places. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within one of the categories, known as Criteria Considerations. The Criteria Consideration that applies to cemeteries is Criteria Consideration (d).

- (d) *A cemetery which derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events.*

### **Issue 1 Development**

Although the rapid rate of development has slowed at present, Fairfax County continues to grow, as developers continue building homes, office buildings and commercial properties. Such development is contributing to the destruction of some cemeteries. Yet, surprisingly, this same activity also may lead to their identification and preservation. Policy initiated by the Board of Supervisors mandates that land developers mark known cemeteries on the conceptual plans prior to the commencement of work. In doing so, the developer provides a modicum of awareness of these highly significant and unique cultural resources, with the information being routed to the Fairfax County Park Authority and Office of Zoning. However, protection is not always assured with this singular approach. County regulation regarding construction and development must be broadened. The 1991 to 1995 Fairfax County Zoning Ordinance specified a survey of parcels under development for evidence of burial places. A return to this ordinance is highly desirable.

Information intended to protect known cemeteries may not be disseminated to the appropriate on-site staff member nor are unknown cemeteries included within the present Board of Supervisors' cemetery regulation.

Several Virginia statutes have been developed to protect human burial places. Per Code of Virginia § 18.2-126, *Violation of Sepulture*, it is a felony to disinter or disturb any human body or body part that has been deposited in any burial. Either a permit from the Department of Historic Resources or a court order is required to move or disturb a burial. Code of Virginia § 10.1-2305, *The Virginia Antiquities Act*, requires the possession of a permit from DHR to conduct any type of archaeological investigation or recovery of human remains or any associated artifacts from any burial anywhere. The county government must continue to enforce or strengthen where need be, existing laws and regulations aimed at the identification and avoidance of cemeteries or both.. It is necessary for local County Boards and Commissions to lobby the Board of Supervisors to heighten public recognition in support of protection for cemeteries that are valued, not only as cultural resources, but also as spiritual places.

The destruction of cemeteries also can occur as the result of county, state and other public sector development. Public utilities, school construction, and park and recreation agencies and other maintenance-performing utility companies need to be required to adhere to policies established for private development. County-owned lands under development need to be included in the identification of cemeteries. These lands may be owned by the Park Authority, Board of

Supervisors, County Water Authority, Department of Public Works and Environmental Services or other agencies.

## ■ Strategies

- 1.1 Research local ordinances regarding the treatment of cemeteries in other counties. Determine if state law is sufficient to protect cemeteries. Develop draft ordinance language for cemetery protection, if research suggests that it is a necessary addition and if it has worked in other localities.
- 1.2 Develop guidelines for the treatment of cemeteries that may be impacted by development, whether the zoning is “by right,” special exceptions, special permit or rezones. Guidelines should address the need to determine the presence or absence of burials beyond fenced boundaries of cemeteries.
- 1.3 Ensure that known cemeteries are protected during construction by the use of fencing. Preferably, a temporary chain link fence set in concrete blocks should encircle a cemetery. If this is not a feasible option, a plastic fence, a minimum of four feet in height should be erected to prevent construction equipment from infringing upon the cemetery.
- 1.4 Ensure that a 50-foot buffer is maintained around a cemetery within a development.
- 1.5 Update and release the video, *Saving our Past*, made to make development professionals aware of small private cemeteries.

## **Issue 2 Protection**

Relic hunting, vandalism, human erosion, maintenance and natural erosion all can contribute to the eventual loss of cemeteries. Vandalism is generally a thoughtless spontaneous activity, while relic hunting is a planned activity with the purpose of collecting artifacts or human bones. It is a Class 4 felony under the Virginia Antiquities Act to willfully remove bones or defile a cemetery or grave plots. This Code is under-enforced in Fairfax County.

It is not the intent of the Park Authority to protect cemeteries through acquisition process but rather through other means such as historic easements, partnerships, technical assistance, state and federal government grants or by bringing attention to the cemetery by listing it in the Fairfax County Inventory of Historic Sites or National Register of Historic Places.

## ■ Strategies

- 2.1 Provide public awareness of cemetery protection through lectures, posters, bookmarks, exhibits and wayside signs.
- 2.2 Propose that the current relic hunting law carry a Class 2 penalty in place of the present Class 4 misdemeanor.
- 2.3 Continue entering data in the Archaeological Management Database that provides baseline data of site changes over time. Establish a schedule of site visits to document cemetery condition, including information about relic hunting, vandalism, human erosion or environmental erosion.
- 2.4 Provide training for Park Authority maintenance staff who work with cemeteries. Training should assist staff in identifying coffin furniture and bones that may be brought

to the surface by animals; these should provide guidance so staff members do not remove fieldstones or artifacts from cemeteries.

- 2.5 Work with appropriate groups to facilitate the removal of ground hogs and other burrowing animals from cemeteries to prevent further disturbance.
- 2.6 Establish an “Adopt a Cemetery” program to promote cemetery preservation.

### **Issue 3 Identification and Documentation**

Cemeteries in Fairfax County include churchyards, private burial grounds and small family graveyards. Family graveyards are most often at risk. Information and location of some of the cemeteries may be found in the land and tax records, or in probate documents and lawsuit depositions. Other cemeteries have been documented in *Cemeteries of Fairfax County, Virginia* by Brian A. Conley of the Virginia Room, Fairfax County Public Library (1994). Cemeteries can be located through field surveys and review of historic and topographic maps and aerial photographs.

#### **■ Strategies**

- 3.1 Update the cemetery layer in GIS that accurately reflects the location of cemeteries in the county. This layer should be hyper-linked to data files that record information about each cemetery.
- 3.2 Document all newly identified cemeteries, as to their location, dimensions and gravestone information. Include this information in databases and files.
- 3.3 Develop a predictive model for cemetery locations by identifying attributes, including environmental considerations, family religious background, proximity to a churchyard and distance from the main house, that govern the siting of cemeteries.
- 3.4 Encourage developers or consultants to use CAD and GIS to produce cemetery maps. Such programs can be used for defining cemetery perimeters, overlaying various period maps and preparing distribution maps and visual models.
- 3.5 Use a combination of archival research, remote sensing and ground-truthing to ascertain the presence of grave shafts through archaeological surveys and cautious and limited excavations.
- 3.6 Document all gravestones before erosion and vandalism destroys the lettering and shape. Repair gravestones on park property, where possible.
- 3.7 Evaluate cemeteries to identify the benefits or detriments of interpretation. Develop self-guided tours of county cemeteries including a map, website listing identifying where historic luminaries are buried and other information to assist researchers doing family histories.
- 3.8 Coordinate with the Fairfax County Regional Library to update the listing of cemeteries and grave marker transcripts that is on the Fairfax County Library Virginia Room website.

### **Issue 4 Cemetery Management and Guidelines**

The County Park Authority, in order to manage and protect cemeteries, should develop a “best management practice” for the successful prevention of cemetery destruction. It is not the Park

Authority's intent to acquire cemeteries through land acquisition but to provide technical assistance to property owners to encourage those who hold an easement to cemeteries to maintain their cemeteries or allow others to do so.

## ■ Strategies

- 4.1 Partner with Area Maintenance Crews and/or park staff to monitor cemeteries on parkland. Encourage staff to report any vandalism or relic hunting to the police and the Cultural Resource Management and Protection Branch. Establish a Park Watch program to ensure care of cemeteries.
- 4.2 Include Section 10.1-2211 of the Code of Virginia in the management policy and guidelines, to provide for appropriations for "extraordinary maintenance, renovation, repair, or reconstruction" in cemeteries which are on the state list of Confederate cemeteries and graves.
- 4.3 Educate the public with mandatory law, 10.1-2305 of the Code of Virginia, which makes it unlawful for an individual to remove human skeletal remains from an unmarked human burial without first receiving a permit.
- 4.4 Post Section 10.1-2211 of the Code of Virginia on the Cultural Resource website. This Section was formulated to disburse funds for use in reinterment of graves of Civil War veterans through the Department of Historic Resources.
- 4.5 Follow the provisions of the Native American Graves Protection and Repatriation Act should any Native American graves be discovered.

## **Plan Element Cultural Landscapes**

### **Background**

The Park Authority is committed to the identification, evaluation, treatment, protection and interpretation of cultural landscapes as part of its initiative to record, document, inventory and assess its cultural and natural features. Cultural Landscape Reports have become an important component of the interdisciplinary study of cultural resources, as they allow for the interpretation of these resources in the context of the historic landscape they occupied. Cultural landscapes are cultural resources that require definition, monitoring and management.

Cultural landscapes include those associated with historic sites, such as Sully Plantation; designed landscapes, such as Green Spring Gardens; historic vernacular landscapes, such as Colvin Run Mill; and ethnographic landscapes, containing a variety of natural and cultural resources, such as Scotts Run Nature Preserve.

Cultural Landscape Reports add to the physical and cultural understanding and meaning of the resource under evaluation. They provide the backdrop to human interactions with the environment. Landscapes have evolved according to a complicated array of social, economic, natural and cultural events. A landscape is an artifact of historic properties and sites: a captured thought reflected in human behavior.

Most historic properties have a cultural landscape component that is integral to the significance of the resource. A historic property consists of all cultural resources – landscapes, buildings, archaeological sites and collections.

Landscapes evolve from and are dependent upon natural resources. It is these interconnected systems of land, air and water, vegetation and wildlife that have dynamic qualities that differentiate cultural landscapes from other cultural resources such as historic structures. Thus their documentation, treatment and ongoing management require a comprehensive, multidisciplinary approach.

### **Issue 1 Definition, Importance and Benefits of Cultural Landscape Reports**

A Cultural Landscape Report documents the history of a cultural landscape, identifies materials and features in the landscape, documents changes in the landscape over time, identifies the period of significance, and proposes methods for the treatment of the landscape.

Cultural landscapes fall into four categories, each of which has common threads.

**Historic Designed Landscape**--a landscape that was consciously designed or laid out by a landscape architect, master gardener, architect or horticulturist according to design principles, or an amateur gardener working in a recognized style or tradition. The landscape may be associated with a significant person(s), trend or event in landscape architecture, or may illustrate an important development in the theory and practice of landscape architecture. Aesthetic values play a significant

role in designed landscapes. An example of an historic designed landscape is Green Spring Gardens, which was designed by Beatrix Farrand.

**Historic Vernacular Landscape**--a landscape that evolved through use by the people whose activities or occupancy shaped that landscape. Through social or cultural attitudes of an individual, family or a community, the landscape reflects the physical, biological, and cultural character of those everyday lives. Function plays a significant role in vernacular landscapes. They can be a single property such as a farm or a collection of properties, such as a district of historic farms along a river valley. Examples include rural villages, industrial complexes, and agricultural landscapes. Lanes Mill Archaeological Site and Colvin Run Mill are examples of Historic Vernacular Landscapes.

**Historic Site Landscape** -- a landscape that is significant for its association with a historic event, activity, or person. Examples include battlefields and homes of people important in history. Sully Historic Site and Ox Hill Battlefield fall into this category.

**Ethnographic Landscape** -- a landscape containing a variety of natural and cultural resources that associated people define as heritage resources. Examples are contemporary settlements, religious sacred sites and massive geological structures. Small plant communities, animals, subsistence and ceremonial grounds are often components. Scotts Nature Preserve is a good example of this type of cultural landscape.

## ■ Strategies

- 1.1 Develop criteria to determine which Park Authority properties require Cultural Landscape Reports and develop a priority list. Implement a program to complete Cultural Landscape Reports for these properties using bond funding.
- 1.2 Produce Cultural Landscape Reports for African-American sites on parkland. Grist Mill Park is the site of living quarters for enslaved peoples once owned by George Washington. The Odrick historic site is another African-American site, where a freeman was able to own land soon after the Civil War. These sites and other similar sites would benefit from a Cultural Landscape Report.
- 1.3 Develop a timetable to update existing Cultural Landscape Reports, so that they can be viewed as living documents.

## **Issue 2 Treatment and Maintenance Plans for Cultural Landscapes**

Cultural landscapes exist wherever historic properties exist including in parks, on private property and in historic districts. Because most historic properties have a cultural landscape component that is essential to the significance of the resource, a Cultural Landscape Report is an important research product and treatment tool. Once the report is complete, the challenge of implementing the Treatment and Maintenance plans of a historic landscape begins.

## ■ Strategies

- 2.1 Establish criteria to identify those properties with resources that require treatment plans. Treatment plans include instruction for the protection, management and interpretation objectives for the property as a whole, identification of the period(s) of significance, evaluation of integrity and assessment of the condition of individual landscape features.
- 2.2 Work to incorporate Cultural Landscape Reports into the Master Planning process for priority properties. Include recommendations for resource protection zones in Cultural Landscape Reports as a map graphic.
- 2.3 Determine the level of complexity required of each Cultural Landscape Report. Treatment plans can range from simple, inexpensive preservation actions, to complex large-scale projects. Treatment should be executed at the appropriate level, reflecting the condition of the landscape with repair work identifiable upon inspection or indicated in the interpretative information. Seek funding to implement treatment plans.

## ***Issue 3*** Participants

The completion of a Cultural Landscape Report requires a diverse team of scholars to provide the specialized research required in the study. This includes historic preservation professionals, historic architects, landscape planners and designers, archaeologists and other specialists depending upon the research problems at hand. They also require support from the community, county boards and commissions, the county government and the Park Authority staff.

## ■ Strategies

- 3.1 Identify appropriate specialists to work on each Cultural Landscape Report project. These specialists may include GIS computer specialists, cultural and natural geographers, archaeologists, anthropologists, soil scientists, dendrochronologists and historians, among others.
- 3.2 Participate in training that can be obtained through the National Park Service and other organizations.
- 3.3 Present the results of the Cultural Landscape Reports in staff and public presentations and published manuscripts. Make Cultural Landscape Reports available on *ResOURCES Online*.
- 3.4 Identify sources of funding for Cultural Landscape Reports, including bond funding, proffer funding and other county funding. Grants from state and federal sources, while difficult to obtain, are nonetheless a possible source for funds. Encourage developers to fund Cultural Landscape Reports.
- 3.5 Enlist the support of the Board of Supervisors, the Fairfax County Architectural Review Board, the Fairfax County History Commission and the Fairfax County Planning Commission for the production of Cultural Landscape Reports.
- 3.6 Coordinate with the staff of the Natural Resource Management and Protection Branch and horticultural specialists from Green Spring Gardens on the development of Cultural Landscape Reports.
- 3.7 Coordinate the monitoring and enforcement of cultural landscape protection with Department of Planning and Zoning, Department of Public Works and Environmental

Services, Virginia Department of Transportation and federal agencies (Fort Belvoir, Coast Guard, Bureau of Land Management, National Park Service).

#### **Issue 4 How to Use**

Cultural Landscape Reports identify components of a historic landscape and as such they define an important, previously ignored cultural resource. The historic landscape is made up of various components which when integrated and studied, form a Cultural Landscape Report that can provide guidance to many concerns of park management. The Cultural Landscape Report provides a context in which to evaluate and interpret the other cultural resources.

#### **■ Strategies**

- 4.1 Use the Cultural Landscape Report as a tool to allow for informed decisions about the development of a property. The Cultural Landscape Report identifies both what elements are important components of the cultural landscape and what elements are not. This can be used in the placement of parking and other potential infringements on the cultural landscape.
- 4.2 Develop an inventory of plants used on a property to assist reconstruction of garden features to the period of significance for the property. Use paleoethnobotanical information to provide information about cultivars used on a property.
- 4.3 Use the data collected as part of the Cultural Landscape Report to anticipate the need for future research such as archaeology, pollen analysis, search for rare plants or contextual historical research.
- 4.4 Provide maintenance staff training.

#### **Issue 5 Treat Big Trees as Cultural Resources**

Big trees are a valuable cultural resource since older trees were a part of the historic landscape. Big trees are trees that are large for their species and generally correlate to being old trees. The location and growth pattern of big trees provides information about historic land use and settlement. For example, big trees with a spreading crown were grown in an open space environment, often near a home site.

The Fairfax County Department of Public Works and Environmental Services (DPWES), Urban Forestry Division, maintains a Big Tree Registry. A *Fairfax County Big Tree Registry: Big Tree Nomination Form* is available on the DPWES website.

The Virginia Big Tree Database is maintained by the Virginia Forestry Association, Virginia Department of Forestry, and the Virginia Tech College of Natural Resources. There are currently 30 Fairfax County big trees listed on the database.

#### **■ Strategies**

- 5.1 Add a Big Tree layer to GIS.

- 5.2 Coordinate with Department of Public Works and Environmental Services and Natural Resource Management and Protection Branch staff to share information about big trees and develop promotional and educational materials.
- 5.3 Identify big trees and nominate them for Big Tree registries.

## **Plan Element Human Impact on Cultural Resources**

### **Background**

One of the greatest threats to cultural resources is the impact of human activities including development, relic hunting and vandalism, human erosion, natural hazards and encroachments. This impact can occur anywhere cultural resources exist, on or off parkland.

Within the County's parks, the Park Authority must attempt to strike a balance between cultural resource management and protection and the ability of citizens to use parks. This can be accomplished if staff responsible for Cultural Resource Management and Protection works in close partnership with other park staff to develop alternative areas for active recreation use, thereby minimizing the impact to cultural resources. While there are instances when a park cultural resource area is restricted or partially restricted to visitation, a balance must be achieved between resource management and protection and visitation. This involves early intervention in the placement of trails and other structures that could potentially impact cultural resources in areas where there will be the least impact. In the case of earthworks, the installation of elevated boardwalks can minimize impact to these fragile constructions.

### **Issue 1 Development**

In an area subject to development, cultural resources are often threatened; and there has been a significant loss of resources county-wide as a result. Although the Cultural Resource Management and Protection Branch reviews development plans as part of the rezoning change and permit application processes as a means of mitigating adverse effects, cultural resources are also threatened by By-Right development. *[By-Right development means that the developer does not have to go through the rezoning, special exception, or special permit process because the property is already zoned for the proposed use. Because there is no rezoning involved, by-right development is subject solely to the requirements of applicable local codes and ordinances (i.e. the Zoning Ordinance, Public Facilities Manual, etc.). There are no public hearings required on a by-right development proposal and there is no opportunity to negotiate conditions or proffers.]*

Development also brings more people into the county, which translates into more park users. The increased park use causes a strain on the resources. Threats take the form of increased impacts on resources by noise and vibration, light, and visual intrusion. With the advent of cellular phone technology, the construction of cell towers has compromised viewsheds of significant resources. Cell towers are not the only problems for viewsheds. Changes in land use and the construction of large-scale buildings can have an adverse effect on cultural resources. Acid rain and pollution cause adverse effects to architectural resources, grave markers and other objects. Run-off and erosion have the potential to affect the integrity of archaeological sites. Resources have been compromised by the construction of roadways, sidewalks and trails.

Site preservation is limited by the amount of available funding. This situation makes the need to instill the value of cultural resources stewardship throughout the Park Authority to include both staff and park users. While Heritage Tourism heightens the awareness of cultural resources, the

increased visitation may have an adverse effect on them. In addition, a buy-in on the need to protect and manage cultural resources must be achieved throughout the citizenry so that a balance can be achieved between such stewardship and development.

## ■ Strategies

- 1.1 Continue the implementation of the Stewardship Education Initiative for Park Authority staff, citizens, developers, Park Authority Board and Board of Supervisors members in order to foster an appreciation of cultural resources. Identify these resources as an important component of the quality of life in the county. Make sure to convey to citizens the value of cultural resources and their role in preservation of the resources. Partner with Fairfax County Schools to educate children and parents.
- 1.2 Strengthen Park Policies to protect cultural resources. Review the process of strengthening cultural resource policy county-wide.
- 1.3 Work actively with developers to build partnerships. Examine programs that provide incentives for landowners and developers who promote good stewardship of cultural resources. Make use of the conservation easements programs (Department of Planning and Zoning, Park Authority and Northern Virginia Conservation Trust partners) and tax incentives for the protection of cultural resources whenever possible. Consider an awards program for citizens and developers who protect cultural resources.
- 1.4 Continue to develop a program to market cultural resource stewardship. This can include the distribution of the extant Fairfax County historic tour maps and brochures to a variety of citizens' groups, including homeowners associations; the development of programs for the county's local television channel; and the installation of increased interpretative signage and exhibits at interpretive sites.
- 1.5 Use regional historic events and programs to educate the citizenry. Look for the ways in which Fairfax County cultural resources can be related to the historic events.

## **Issue 2 Relic Hunting/Vandalism**

Relic hunting is a major problem on historic and Native American archaeological sites throughout the United States. It is so prevalent that the National Park Service initiated a database called LOOT that documents cases of looting on parkland. Looting or relic hunting on federal land is a violation of the Archaeological Resource Protection Act (ARPA) as per Section 470ee, (d). Similarly, relic hunting is illegal on Fairfax County parkland as per the stipulations of

Appendix 7 Park Authority Policy Regulations §1.08 Historic Artifacts, Features and Man-Made Objects which states:

*No person shall damage, disturb or remove any historic artifacts, historic features or other man-made objects from a park without the express written permission of the Park Authority. For the purposes of these regulations, "historic artifacts" are any material remains that give physical evidence of human occupation, habitation, use or activity; and "historic features" include, but are not limited to, walls, fence lines, cellars, fire pits, mill races, trenches, tent*

*platforms, quarries or any other man-made arrangement of materials or the trace thereof.*

And, §1.13 Metal Detectors, which states:

*No person shall use a metal detector or similar device within a park without the express written permission of the Park Authority.*

And, §1.15 Protection of Park Property, section C. Excavation, which states:

*No person shall make any excavation by tool, equipment, blasting or other means in a park without the express written permission of the Park Authority or in accordance with the terms of an existing easement duly recorded in the appropriate jurisdiction's land records.*

The Code of Virginia supports Park Policy:

*"The taking of historic or prehistoric artifacts from beneath or above the ground or disturbing the ground for the purpose of locating artifacts or using or possessing a metal or mineral detector on park property is illegal. (Section 15.1-1232 (q) Code of Virginia).\**

\* Title 15.1 of the Code of Virginia was recodified and renumbered effective December 1, 1997.

Numerous incidences of looting and vandalism occur on parkland. These include relic hunting and metal detecting. There are relic hunting associations that are organized around detecting Civil War artifacts, historic bottles or other artifact types. Whereas the archaeological community discourages relic hunting in all cases because it destroys the context of the artifact recovered, relic hunting on private land with owner permission is not illegal.

Vandalism is another serious threat to cultural resources. Vandalism and theft -- whether it is the wanton destruction or defacing of property as malicious mischief or "harvesting" the historic fabric of abandoned buildings in the form of doorknobs, mantles and other architectural elements -- is a direct threat to cultural resources. Part of the solution to the problems of relic hunting and vandalism is to correct citizens' lack of understanding as to the threat caused by relic hunting. In addition, citizens often lack a sense of ownership regarding county cultural resources. Fairfax County parkland is particularly threatened by relic hunting. Without anti-relic hunting signage posted, Fairfax County police will not assist. There is no Park Police force to supplement their efforts. In addition, criminal and gang activities in parks increase the likelihood of vandalism.

## ■ Strategies

2.1 Implement a program to educate the public about relic hunting and vandalism. The National Park Service publicizes their anti-relic hunting program and is able to use this as a deterrent to relic hunting and vandalism. Establish a Park Watch program.

2.2 Encourage a program of community policing. Enlist *Friends* groups to protect the resources in parks. Enlist the members of the Northern Virginia Chapter of the

- Archeological Society of Virginia to assist in site protection. Institute an “Adopt a Park” program that allows groups to participate in the protection of cultural resources.
- 2.3 Reissue the *Don't Pocket the Past* posters, as well as the brochures and bookmarks designed to educate the public, discourage relic hunting and develop a related marketing campaign.
  - 2.4 Install No Relic Hunting signage at all parks.
  - 2.5 Implement the previously conceived “Save-A-Site” program that encourages private property owners in the area who are interested in protecting archaeological sites on their property.

### **Issue 3 Human Erosion**

Human erosion is a significant impact that must be taken into consideration by the Park Authority. Human erosion can destroy archaeological sites, especially those that are fragile. An example of a site that could be threatened by human erosion is the Confederate Fortifications Historic Site (formerly known as Union Mills). This property contains earthworks and a series landscape features that could easily be eroded away or destroyed by foot traffic. Measures must be taken at sites with such fragile resources to provide visitor opportunities that will not impact resources.

Human erosion can occur to historic buildings when they are used for storage or office space. These buildings were not constructed to bear the weight of filing cabinets, map cases, photocopy machines and other heavy office equipment which can have an adverse effect throughout the building. Additionally, the vibrations inherent to modern office equipment can negatively affect the structural integrity of the historic building. Building use should be considered before it is used for such purposes.

Erosion caused by water is a considerable impact to archaeological resources. Impervious surfaces and channelized streams cause fast runoff that result in erosion. Mountain biking can cause significant impact to earthworks or other ephemeral earthen features, as can hiking and equestrian trails. The proposed locations of trails must be reviewed and assessed as to their potential to compromise archaeological resources.

Maintenance activity can cause an impact on sensitive cultural resources. For example, in a muddy context, where the bedrock is close to the surface, merely driving a bulldozer over a site can destroy archaeological deposits. Using heavy equipment to uproot trees can negatively affect sites. Damage to historic buildings and structures can be caused inadvertently as a result of maintenance and development activities. Environmental conditions such as the presence of mold, mildew and rot can adversely affect the integrity of cultural resources.

Another type of human impact on parkland is encroachment by property owners who live adjacent to parkland. Although encroachment is an issue that largely affects natural resources, encroachments can impact cultural resources as well. Encroachments that cause ground-disturbing activity, such as weeding, certain planting and construction activities can compromise cultural resources. The Park Comprehensive Plan and Strategic Plans recognize the need for greater emphasis on addressing encroachments. Community members often are unaware of the

damage caused by encroachments and, they often believe that their activities are beneficial, assisting an overtaxed Park Authority staff with their jobs. Education is key in preventing further encroachments.

Agency conflicts between the protection of cultural resources and active recreation must be minimized if not resolved. Balance can be achieved most effectively, if all involved meet early and often and proactively look for solutions that cause the least impact to cultural resources.

### ■ Strategies

- 3.1 Continue to follow the Secretary of the Interior's Standards and other federal regulations (the National Historic Preservation Act; the Antiquities Act; the Native American Graves Protection and Repatriation Act; the Archaeological Resource Protection Act; the National Environmental Policy Act; Section 4(f) of the Department of Transportation Act) and state and local regulations and policies as they apply to cultural resources.
- 3.2 Develop Standing Operating Procedures for maintenance of historic sites.
- 3.3 Elevate walkways and trails over sensitive resources on Civil War Sites.
- 3.4 Partner with the staff of the Natural Resource Management and Protection Branch to identify encroachments that are a threat to cultural resources. Assist appropriate staff in the program to combat encroachments.
- 3.5 Provide rotating access to certain sites with sensitive archaeological resources. If the properties are only open part of the year, this could be considered a preservation approach. For truly rare sites, consider restricting access to the most sensitive resources.
- 3.6 Minimize the effects on historic buildings when they are used as offices. Carefully consider the placement of equipment where it will have the least impact on the structure.
- 3.7 Investigate the concept of mothballing properties when there is not money for their restoration.

### **Issue 4 *Natural Hazard and Human Action Disaster Impact***

Natural disasters such as floods, tornadoes, hurricanes, blizzards and other "acts of God" can have a serious destructive impact on cultural resources. We must also consider the possibility of terrorist attacks on buildings and the damage that terrorists' weapons might cause to buildings, structures, sites and artifact collections, in the wake of the Pentagon bombing in September 2001. The Code of Federal Regulations was revised in 2004 to address emergency situations for federal historic properties (36CFR800.12)

### ■ Strategies

- 4.1 Review 36CFR800.12 Protection of Historic Properties: Emergency Situations. Establish criteria to identify sites that require special plans. Initiate Emergency Planning in order to prepare for Natural Disasters and to avert adverse effects to cultural resources. Review the work that the Collections Section has done to develop disaster planning for the Resource Management Division as part of this project.
- 4.2 Implement Disaster Planning to allow staff to secure resources, where possible.

## **Plan Element Education**

### **Background**

In order to promote cultural resource stewardship, it is essential that Fairfax County staff and citizens understand what cultural resources are and appreciate why they are important. Generally speaking there is a broader public understanding of natural resources and their enhancement of quality of life than that of cultural resources. Thus, the challenge is to both create and sustain public awareness and concern for cultural resources. Awareness is key to an appreciation of the value of the resources and support for cultural resource protection. Currently, an agency-wide Stewardship Education program does exist, as was mandated by the Natural Resource Management Plan. This program also applies to cultural resources as they are addressed in the Cultural Resource Management Plan. This program is underway in-house to educate Park Authority staff and is to be implemented to address a broader audience. As part of the general program, a “Primer” has been developed and a basic education exercise is being presented to all staff.

It is the duty of the Park Authority to instill a culture of stewardship. As defined by the Park Authority:

*Stewardship is the careful, responsible and sustainable management of the natural and cultural resources entrusted to the Park Authority by the citizens of Fairfax County for present and future generations.*

This is important for the protection of cultural resources for future generations. A public who is knowledgeable about and appreciates cultural resources will protect them, will provide fiscal support for them, and will vote for referenda for their management.

It is the mission of the Park Authority to:

*...assist citizens in the protection and enhancement of environmental values; diversity of natural and cultural heritage to guarantee that these resources will be available to both present and future generations.*

The Cultural Resource Management and Protection Branch will educate the public with the Park Authority mission in mind.

In addition to the Agency-wide Stewardship Education program, the Cultural Resource Management and Protection Branch staff conducts other educational programs and produces information to be posted on websites, interpretative signs, brochures and other educational materials. Educational programs include presentations to elementary school students, with laboratory and field visits; design and implementation of courses for senior citizens; direction of high school and college internships; and training of volunteer staff. In addition, the Cultural Resource Management and Protection Branch provides training for other Park Authority staff. The Cultural Resource Management and Protection Branch has a current volunteer staff of more than 50 people.

## **Issue 1 Providing Stewardship Education**

The target audience for Cultural Resource Stewardship Education includes Park Authority staff, the Director's Leadership Team, the Park Authority Board, other county staff, the Board of Supervisors and the public, including both county residents and visitors. Different programs must be developed for different audiences, although the message of stewardship will remain consistent.

Stewardship Education serves a number of purposes:

- Knowledgeable citizens can assist in protecting cultural resources threatened by development.
- Citizens who have a sense of ownership of the resources are more likely to protect them, and can act as advocates for cultural resource protection.
- Informed citizens can act as our eyes and ears, serving as community "watchdogs," since there is not enough Park Authority staff to oversee all resources on a constant basis.
- Citizens can notify the Park Authority staff of encroachments onto parkland, inform Park Authority staff if they observe artifacts or other archaeological remains, and note and report relic hunting activities.

This knowledge and involvement instills a sense of civic pride. Informed citizens have an interest in cultural resources. They will support cultural resource-related referenda, volunteer as docents and on archaeological sites, and support programs.

Since our audience is diverse in age, in cultural background, in knowledge base and in technological experience, it is important to look for a variety of ways to present cultural resources to our many publics. Because part of our audience is transient and of various cultural backgrounds, it is a challenge to instill a "sense of place" that directly associates the population with a group of sites and material cultures. Part of our job will be to make the history of Fairfax County one that is not just honoring the American heroes who crowd this area, but also the multiple pasts of many immigrants, soldiers, tradesmen, and other ordinary people who also make up this history. It is our job to connect the dots for people between the material culture remains of a region and the personal histories of a diverse audience. Some cultural resource education programs have been less than successful because they do not make their purpose relevant to the audience. The first decade of the 21st-century is the digital media age. Television news formats present information to the public using quick visuals and sound bites. Many people communicate and obtain information via instant messaging, text messaging and social media which employ 140 character messages. For people who are used to these means of communication and who are, in addition, busy and multi-tasking, the hope is that they will take away from an exhibit, display, interpretative sign or program at least one clear message.

Because of this, all available options and media must be considered to communicate our message to the public.

## ■ Strategies

- 1.1 Ensure that all full-time, seasonal employees and volunteers are provided with training in the stewardship of cultural resources.
- 1.2 Develop stewardship messages and use them. The means to convey these messages is evolving. As well as the use of interpretive wayside signage, exhibits and displays, and brochures, recent technological innovations, such as websites, QR codes, social media, podcasts and smartphone apps assist in the interpretation of unstaffed sites. Use existing media and incorporate other technological developments into future interpretive efforts.
- 1.3 Continue to develop and implement programs to educate staff, boards and citizens (including students and seniors as well as visitors) about cultural resources.
- 1.4 Increase the number of Cultural Resource volunteers and continue to enhance the volunteer experience with opportunities to conduct fieldwork and laboratory analysis on a variety of sites. Expand the range of volunteer opportunities to include volunteer experience in GIS, cultural landscape study, oral history, historical research, architectural study, collections research and other areas of specialty. Becoming involved can help establish a sense of place for those who are new to the county.
- 1.5 Establish archaeological field school(s) either for teachers or college students. A field school for teachers would help with their recertification. A field school for students could be arranged in cooperation with a university so participants could get college credit. A field school for teachers can show them how to bring the message of cultural resource preservation back to their classroom and could link the class to the Virginia required Standards of Learning.
- 1.6 Establish the Save-a-Site program, which was previously proposed by Park Authority Cultural Resource staff, to encourage landowners to preserve sites on their own property. The program included incentives and assistance for the landowners and formal recognition of their achievement.
- 1.7 Educate the public about encroachments on parkland and their impact on cultural and natural resources. Develop a constituency who will “adopt” parks adjacent to their homes and participate in caring for those parks.
- 1.8 Work with the Park Foundation to approach corporations, businesses and Chambers of Commerce to support geographically relevant cultural resources.
- 1.9 Develop approaches for a minimum of two levels of understanding in any audience: those who have or desire understanding of cultural resources already, and those for whom the information is new. For those people who have knowledge or want to know more, it is important to provide them with better tools to spread the message to others; those who are unfamiliar with cultural resources must be provided with a basic level of understanding.
- 1.10 Work with various public and private agencies in order to establish a program to bring the idea of cultural resources to a broader audience. Since the area is transient and the community is diverse, there is a need to “Make our history your history.”
- 1.11 Coordinate with local Chambers of Commerce and other agencies and organizations to promote heritage tourism.
- 1.12 Explore funding sources to develop a variety of stewardship education programs.
- 1.13 Partner with local social studies and science teachers to determine what might be appropriate for inclusion in their programs that would conform to the Standards of

Learning. Look at curriculum guides developed for Ellanor C. Lawrence Park and another developed by the Resource Stewardship Branch to determine if they should be implemented and updated or expanded. Make local schools and after-school programs aware of the curricula. Recommend the National Park Service's *Teaching With Historic Places* as a guide.

- 1.14 Arrange with the county's local television channel to replay spots and interpretive videos about cultural resources produced over the years. Produce additional spots to be aired on the county channel.
- 1.15 Partner with organizations within Fairfax County with similar missions such as Mt. Vernon and Gunston Hall, to share educational resources and learn about their strategies.
- 1.16 Engage the community on a local or neighborhood level to adopt sites in order to promote stewardship. Encourage volunteers to be caretakers of sites, in order to watch for vandalism, relic hunting and other detrimental effects to sites. The "Adopt a Site" program should be publicized in order to garner additional volunteers.
- 1.17 Develop a community service program for high school students interested in obtaining service hours. Identify specific programs available both at park headquarters, in the local parks, and that can be accomplished from home for students without transportation. (e.g. transcribing historical documents) Post opportunities on the website.

## **Appendix I Glossary**

**Accessioning.** The formal process used to accept and record an item as a collections object.

**Archaeology.** Archaeology is the scientific study of material remains of human cultural from the past recovered through excavation.

**Archaeological Site.** A location where evidence of past human occupation remains below the ground.

**Artifact.** Objects made or used by people

**Buffer.** Graduated mix of land uses, building heights or intensities designed to mitigate potential conflicts between different types or intensities of land uses; may also provide for a transition between uses. A landscaped buffer may be an area of open, undeveloped land and may include a combination of fences, walls, berms, open space and/or landscape plantings. A buffer is not necessarily coincident with transitional screening.

**Building.** A building is a structure created to shelter any form of human activity, such as a house, barn, church, hotel, or similar structure. Building may refer to a historically related complex such as a courthouse and jail or a house and barn.

**“By-right” Development.** By-Right development means that the developer does not have to go through the rezoning, special exception, or special permit process because the property is already zoned for the proposed use. Because there is no rezoning involved, by-right development is subject solely to the requirements of applicable local codes and ordinances (i.e. the Zoning Ordinance, Public Facilities Manual, etc.). There are no public hearings required on a by-right development proposal and there is no opportunity to negotiate conditions or proffers. Use that is permitted in a given zoning district without the need for any additional review or approval.

**Cultural Landscape.** A geographic area (including both cultural and natural resources and the wildlife or domestic animals therein), associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values. There are four general types of cultural landscapes, not mutually exclusive: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes.

**Cultural Landscape Report.** A report that documents a cultural landscape identifies a period of significance for that landscape and recommends treatment for preservation of the landscape.

**Cultural Resource.** Cultural Resources are physical elements associated with past human occupation. These include archaeological sites; historic buildings, structures, objects or districts; traditional cultural properties; cemeteries; and cultural landscapes.

**Deaccessioning.** The formal process of permanently removing accessioned objects and materials from the Historic Artifact Collection

**Diagnostics.** Artifacts that are recognized and understood as to manufacturing technique and in a style that allows for identification and their placement in a typology for which time ranges have been established

**Feature.** Something made or used by man that is so large or complex that it cannot be conveniently be brought back to the lab for study, for example a brick-lined cellar.

**Fire Cracked Rock.** Rock that is cracked by heating with fire. This can be the result of stone being used to line a hearth or campfire or stone used in 'stone boiling' for cooking food. Rocks (cobbles) were placed in a fire. When they were sufficiently heated, they were transferred in to a container of liquid which caused it to heat. The rapid expansion and contraction of the stones caused them to fracture and they were disposed and became part of the archaeological record.

**Fairfax County Historic Overlay District.** Historic Overlay Districts are entities established by the Fairfax County Board of Supervisors that include historic properties and acreage around them. The purpose of the Historic Overlay District is to protect the historic resources contained therein.

**Historic District.** (See National Register Historic District)

**Historic Site.** A historic site is a property significant for its association with a historic event, activity or person.

**Historic Structures Report.** A historic structures report consists of documentation for a building, structure or group of buildings and structures of recognized significance for the purpose of recording and analyzing the property's initial construction and significant alterations through time through historical, physical and pictorial evidence; documentation of the performance and condition of the buildings architectural components and overall structural stability; identification and appropriate course of treatment; and documentation of the alterations made through that treatment.

**Integrity.** The authenticity of a property's historic identity, evinced by the survival of physical characteristics that existed during the property's historic or prehistoric period. The seven qualities of integrity as defined by the National Register Program are location, setting, feeling, association, design, workmanship, and materials.

**National Register Historic District.** A district is a geographically definable area, urban or rural, possessing a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united by past events or aesthetically by plan or physical development. A district may also comprise individual elements separated geographically but linked by association or history.

**National Register of Historic Places.** The National Register of Historic Places, established in 1966 and managed by the National Park Service, is the official list of structures, sites, objects, and districts that embody the historical and cultural foundations of the nation.

**Object.** An object is a material thing of functional, aesthetic, cultural, historical or scientific value that may be, by nature or design, movable yet related to a specific setting or environment

**Park Comprehensive Plan.** Constructs the framework for the Park Authority's governance, including the Park Classification System. The Park Comprehensive Plan also defines Stewardship and the direction for implementing the Park Comprehensive Plan by identifying strategies that are planning and development, based on the countywide needs assessed in the Park Comprehensive plan.

**Phase I.** Archaeological survey, the goal of which is to determine the presence or absence or archaeological resources. Phase I archaeological survey may include shovel testing at regular intervals; examination of plowed fields or erosional zones; or the excavation of backhoe trenches in deeply buried contexts to remove fill that overlays the ground surface from the past.

**Phase II.** Archaeological testing, comprised of the excavation of square or rectangular test units and shovel tests to determine site integrity (is the site intact or disturbed); site boundaries; cultural affiliation (what period does it date to and who might have lived there) and an evaluation of the site's eligibility for inclusion in the National Register of Historic Places.

**Phase III.** Archaeological Data Recovery Excavations to document a site. This level of study includes a research design that spells out what is proposed for the site.

**Preservation.** Preservation focuses on the maintenance and repair of existing historic materials and retention of the property's form as it has evolved over time. (Protection and stabilization are included in this treatment.) This treatment option places a high premium on the retention of all historic fabric through conservation, maintenance and repair. It reflects a building's continuum over time, through successive occupancies, and the respectful changes and alterations that are made. This treatment option is the first choice, where possible.

**Proffer.** A written condition, which, when offered voluntarily by a property owner and accepted by the Board of Supervisors in a rezoning action, becomes a legally binding condition which is in addition to the zoning district regulations applicable to a specific property. Proffers are submitted and signed by an owner prior to the Board of Supervisors public hearing on a rezoning application and run with the land. Once accepted by the Board, proffers may be modified only by a proffered condition amendment (PCA) application or other zoning action of the Board and the hearing process required for a rezoning application applies. See Sect. 15.2-2303 (formerly 15.1-491) of the Code of Virginia.

**Provenance.** Provenance is the ownership history of a museum object.

**Provenience.** Provenience is the horizontal and vertical location where an archaeological artifact is found on a site.

**Public Significance.** Public Significance is the evaluation of county resources, especially those that don't meet the criteria for National Register eligibility, from the viewpoint of public values. For example, a remnant of a Civil War earthwork that has been subjected to relic-hunter activity

retains little archaeological integrity and would probably not meet National Register criteria. The local community, however, may care very strongly for its “own piece of history”.

**Rehabilitation.** Acknowledges the need to alter or add to a historic property to meet continuing or changing uses while retaining the property’s historic character. This treatment option for historic structures emphasizes the retention and repair of historic materials, but more latitude is provided for replacement because it is assumed the property is more deteriorated prior to work than a property where preservation is the selected treatment option. (Preservation and Rehabilitation standards both focus attention on the preservation of those materials, features, finishes, spaces, and spatial relationships that, together, give a property its historic character.) This treatment option is the second choice, where possible.

**Reconstruction.** Recreates vanished or non-surviving portions of a property for interpretive purposes. This treatment option establishes limited opportunities to re-create a non-surviving site, landscape, building, structure, or object in all new materials. This treatment option is the fourth choice.

**Resource Management Area (RMA):** That component of the Chesapeake Bay Preservation Area comprised of lands that, if improperly used or developed, have a potential for causing significant water quality degradation or for diminishing the functional value of the Resource Protection Area. See Fairfax County Code, Ch. 118, Chesapeake Bay Preservation Ordinance.

**Resource Protection Area (RPA):** That component of the Chesapeake Bay Preservation Area comprised of lands at or near the shoreline or water's edge that have an intrinsic water quality value due to the ecological and biological processes they perform or are sensitive to impacts which may result in significant degradation of the quality of state waters. In their natural condition, these lands provide for the removal, reduction or assimilation of sediments from runoff entering the Bay and its tributaries, and minimize the adverse effects of human activities on state waters and aquatic resources. New development is generally discouraged in an RPA. See Fairfax County Code, Ch. 118, Chesapeake Bay Preservation Ordinance.

**Restoration.** Restoration depicts a property at a particular time in its history, while removing evidence of other periods. This treatment option focuses on the retention of materials from the most significant time in a property's history, while permitting the removal of materials from other periods. This treatment option is the third choice, where possible.

**Significance.** For historic properties, significance usually can be equated with National Register eligibility. The meaning or value is ascribed to a cultural resource based upon the National Register criteria for evaluation. It normally stems from a combination of association and integrity.

**Site.** A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself maintains historical or archeological value regardless of the value of any existing structure.

**Site Plan.** A detailed engineering plan, to scale, depicting the development of a parcel of land and containing all information required by Article 17 of the Zoning Ordinance. Generally, submission of a site plan to Department of Public Works and Environmental Services for review and approval is required for all residential, commercial and industrial development except for development of single family detached dwellings. The site plan is required to assure that development complies with the Zoning Ordinance.

**Special Exception (SE)/Special Permit (SP).** Uses, which by their nature, can have an undue impact upon or can be incompatible with other land uses and therefore need a site specific review. After review, such uses may be allowed to locate within given designated zoning districts if appropriate and only under special controls, limitations, and regulations. A special exception is subject to public hearings by the Planning Commission and Board of Supervisors with approval by the Board of Supervisors; a special permit requires a public hearing and approval by the Board of Zoning Appeals. Unlike proffers which are voluntary, the Board of Supervisors or BZA may impose reasonable conditions to assure, for example, compatibility and safety. See Article 8, Special Permits and Article 9, Special Exceptions, of the Zoning Ordinance.

**Stewardship.** Stewardship is the careful, responsible and sustainable management of the natural and cultural resources entrusted to the Park Authority by the citizens of Fairfax County for present and future generations.

**Strategic Plan.** Strategic Plans provide direction for implementing the Park Comprehensive Plan by identifying strategies which are well defined in scope and achievable within successive five year time frames. The strategic planning element focuses attention on the external and internal environments within which the Park Authority will operate during the identified time period, including the political, economic, social and technological forces and trends which may be expected to influence the agency's decisions and ability to achieve stated objectives. Within this context and time frame, Strategic Plans identify priorities for land acquisition, resource management and park site planning and development, based on the countywide needs assessed in the Park Comprehensive Plan. Action Agendas for the Stewardship and Recreation Services Programs identify additional priorities for operations, maintenance and public programming. These priorities are then translated into the adopted Capital Improvement Program and phased through annual budget and staffing plans.

**Structure.** A structure is a work made up of interdependent and interrelated parts in a definite pattern of organization. Constructed by man, it is often an engineering project large in scale.

**Survey.** A study to inventory what cultural resources are present in an area.

**Traditional Cultural Property.** Traditional Cultural Properties are defined as eligible for inclusion in the National register of Historic Places because of their association with cultural practices or beliefs of a living community that a) are rooted in that community's history, and b) are important in maintaining the continuing cultural identity of the community.

**Treatment.** Treatment is work carried out to achieve a particular historic preservation goal. For an archaeological site, treatment may be preservation in place or data recovery excavation. For a building, it may be preservation or Historic American Buildings Survey/Historic American Engineering Record documentation.

## **Appendix II Policy and Regulatory Background**

### **County Policies and Regulations**

#### **Park Authority Mission Statement**

To set aside public spaces for and assist citizens in the protection and enhancement of environmental values, diversity of natural habitats and cultural heritage to guarantee that these resources will be available to both present and future generations. To create and sustain quality facilities and services which offer citizens opportunities for recreation, improvement of their physical and mental well-being, and enhancement of their quality of life.

#### **Park Authority Policies Related to Cultural Resource Management**

The Park Authority Policy Manual provides guidance to both the Park Authority Board and staff in the decision making process. The following is a brief presentation of the objectives and policies applicable to cultural resources.

**Objective 100** provide(s) local park lands and programs for the conservation of environmental and cultural resources, recreational facilities needed for current and future citizens, and seek maximum citizen participation in the planning and development process.

**Policy 101** establishes a countywide park planning framework for the acquisition and development of public parks and for the conservation of significant cultural resources. This policy also requires the agency to balance resource stewardship with the provision of recreational services, suggests that land adjacent to existing parks be acquired whenever feasible to enhance resource protection, and calls for the interpretation and educational programs to increase citizen understanding and protection of environmental, cultural and horticultural resources.

**Policy 101.1** sets forth land acquisition criteria for recreational development. The policy sets forth the minimum acreage of parkland required per 1000 population and the accepted driving times to reach the various park types. Both homeowner association lands and school sites may be used to meet the standards. This policy also requires that the Park Authority develop criteria for the acquisition and/or protection of cultural resource sites.

**Policy 101.2** establishes the guidelines and mandates participation in the county's development review process. The intent is to mitigate the adverse impact of development on parklands and encourage the dedication of land for park use.

**Policy 101.3** defines greenways as linear open space corridors. These corridors include parks, areas of significant cultural or natural resources, residential communities, commercial centers, and transit areas. Trails and sidewalks provide the connectivity among various greenway and cultural resources components. The policy also identifies the stream valleys for acquisition and includes the provisions of the 1973 Stream Valley Park Plan which became the basis of Fairfax County's environmental quality corridor (EQC) system.

**Policy 102** sets forth a hierarchy of plans within the park planning process. The Park Comprehensive Plan identifies the counties long range needs (10-15 years) for cultural resource

protection. The Strategic Plan implements the Park Comprehensive Plan. It sets forth the priorities to be implemented within a five year period. For land acquisition, resource management, planning and development. Fiscal plans identify the funding sources and requirements needed to implement the strategic plan priorities. In addition to the system-wide plans, the park planning process provides for a hierarchy of plans for the development of individual parks. This includes the preparation of General Management Plans, Conceptual Development Plans and Project Implementation Plans. Each plan provides an increasing level of detail.

**Policy 103** sets for the park planning and development process for individual parks. General Management Plans define the park's purpose, classification, and management framework. The site's cultural and natural assets and physical constraints are incorporated into the management zones. Conceptual Development plans provide for the location and conceptual design of development within the management zones. Project Implementation Plans define the specific development details, identify the phasing and contain cost estimates. The policy notes the desirability of reviewing park master plans at least every ten years.

**Policy 103.1** requires park development criteria and standards be established in the Park Classification System. Development is to be predicated on responsible stewardship and perpetuation of all cultural and natural resources.

**Objective 200** Protect and preserve significant and sensitive natural and cultural resources in accordance with adopted criteria and standards and in adherence with natural and heritage resource management guidelines and Countywide Policy Plan obligations so that these resources may be handed on to future generations.

### **Policy 203 Cultural Resources**

In support of its mission to preserve and protect cultural resources on parkland, the Fairfax County Park Authority shall, in accordance with guidelines outlined in the Park Comprehensive Plan (2011), Objective 3:

- *Determine the significance and appropriate preservation options for cultural resources that are proposed for inclusion in the integrated park system in accordance with the criteria for the U.S. Department of Interior National Register of Historic Places and the Fairfax County Criteria for Public Significance.*
- *Protect significant cultural resources, including archaeological sites, historic properties, buildings, structures, districts, landscapes, cemeteries and artifacts from degradation or damage and destruction.*
- *Consider alternatives, in addition to fee-simple acquisition of cultural resources, such as the establishment of protective easements, to ensure preservation, stabilization, restoration and appropriate site planning and development.*

- *Coordinate preservation of significant cultural resources with County, municipal, regional, state and federal agencies to ensure effective and consistent management and protection of these resources.*

In order to carry out its role as the primary steward of Fairfax County's cultural resources, it shall be the policy of the Park Authority to identify, evaluate, preserve, and interpret cultural resources located on parkland, as well as countywide (as discussed in Policy 204), according to federal, state and local laws and regulations.

#### Identification

The Park Authority shall conduct a preliminary cultural resource survey of archaeological resources, historic buildings, structures, and objects, cemeteries, landscapes and traditional cultural properties before a property is acquired by the Park Authority as part of the land acquisition process. If a cultural resource survey is not performed prior to acquisition of a property, one is to be completed as part of the Master Planning process or Capital Improvement process for park development.

#### Evaluation

Once cultural resources have been identified, the Park Authority shall evaluate them based on the National Register criteria for evaluation of significance and on the county's criteria for public significance. Public significance is the designation of a cultural resource, especially those that don't meet the criteria for National Register eligibility, from the viewpoint of public values.

The evaluation process assists in park planning, in resource protection and treatment, in cultural resource management and in site interpretation. The evaluations will be incorporated by the Park Authority into strategic and long range planning, general management planning, and operational planning, including the integration with land management and the facility design process.

#### Preservation

The preservation of cultural resources is central to the Park Authority's mission. Using the information collected from the identification and evaluation processes, the Park Authority can identify potential impacts to cultural resources and develop protection and treatment measures as part of the park development process.

In park development projects, all prudent and feasible alternatives will be explored to avoid adverse effects to these sites. In order to preserve and protect cultural resources, they must be taken into consideration early in the park planning, development and capital improvement process. Should there be no prudent and feasible alternative, the Park Authority shall require mitigation of cultural resources that are adversely affected.

Park development and the granting of easements, permanent or temporary, shall consider the degree to which cultural resources will be affected by the undertaking; alternative plans for the protection or mitigation of those cultural resources must be presented as part of the development proposal. The development of parks will be restricted to permitted activities within

the Cultural Resource Protection Zones, as defined by the approved park plan. Parks without an approved park plan will be managed to ensure the protection of cultural resources located there.

#### Interpretation

Part of the Park Authority's mandate is to provide educational opportunities for the diverse County citizenry about the rich array of history represented by the archaeological sites, historic buildings, objects, structures and landscapes in the county. As the primary steward of the county's cultural resources, the Park Authority has an obligation to interpret these resources for the public.

#### Best Practices

Cultural resource management will reflect federal, state, and local laws, Park Authority policy and regulations, cultural resource management stewardship obligations, and approved park plans. Cultural resource management will be conducted using current professional standards and guidelines, and best practices.

#### Protection

The taking of historic or prehistoric artifacts from beneath or above the ground or disturbing the ground for the purpose of locating artifacts or using or possessing a metal or mineral detector on park property is illegal. (Section 15.1-1232 (q) Code of Virginia).\*

*\* Title 15.1 of the Code of Virginia was recodified and renumbered effective December 1, 1997.*

*NOTE: Cultural resources are identified as "heritage" resources in the Fairfax County Comprehensive Plan.*

### **Policy 204 Countywide Archaeology**

Consistent with the Park Authority's long standing cultural resource stewardship mission, in accordance with guidelines outlined in the Fairfax County Heritage Resource Management Plan (Fairfax County Board of Supervisors, 1988), and the Park Authority's Cultural Resource Management Plan, and in recognition of the need to provide a broader cultural context for cultural resources, it is Park Authority policy to:

1. Serve as the countywide representative to ensure compliance with all federal, state and local laws and ordinances which are meant to identify, evaluate, document and/or preserve cultural resources as part of the development review process both on parkland and countywide.
2. Protect, conserve, and where feasible, recover threatened archaeological resources not otherwise protected by federal, state, regional or county laws, guidelines or ordinances through an active partnership with volunteers, friends' groups, and avocational and professional archaeologists.
3. Serve as the central repository for all archaeological collections recovered for Fairfax County, including the artifacts themselves, supporting documentation, and all reports. These collections include materials generated by county staff, university programs, and other professional archaeologists, including those from federal and state agencies and archaeological consultants.

4. Develop and implement a range of public outreach activities to educate county citizens and visitors about the history and archaeology of the county as part of the larger stewardship education initiative.

### **Policy 205 Historic Restoration**

Following the Secretary of the Interior's Standards for the Treatment of Historic Properties, the Park Authority policy on historic preservation requires that treatment of historic properties shall be performed according to the following philosophical principles. These principles are to apply to all historic landscapes, buildings, sites, structures, objects and districts.

- A. The Secretary of the Interior's Standards for the Treatment of Historic Properties states:

*There are Standards for four distinct, but interrelated, approaches to the treatment of historic properties--preservation, rehabilitation, restoration, and reconstruction.*

- a. **Preservation** focuses on the maintenance and repair of existing historic materials and retention of the property's form as it has evolved over time. (Protection and stabilization are included in this treatment.)
  - b. **Rehabilitation** acknowledges the need to alter or add to a historic property to meet continuing or changing uses while retaining the property's historic character.
  - c. **Restoration** depicts a property at a particular time in its history, while removing evidence of other periods.
  - d. **Reconstruction** recreates vanished or non-surviving portions of a property for interpretive purposes.
- B. Generally, it is better to preserve than rehabilitate, better to rehabilitate than restore, better to restore than reconstruct. Where feasible, deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a feature, every effort shall be made to have the new feature match the old in design, color, texture, and other visual qualities and, where possible, materials. It is better to retain the original work of several periods than to return the entire feature or structure to a single period through new work.
  - C. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided. In new work, every reasonable effort shall be made to use materials, methods and quality of construction to replicate features, finishes, construction techniques and examples of craftsmanship that characterize a property. No changes should be made that create a false sense of historic development, such as adding conjectural features or architectural elements from other buildings. Replacement of missing features shall be substantiated by documentary, archaeological, physical or pictorial evidence.
  - D. When undertaking any project that results in ground-disturbing activity, the Park Authority shall consider the effects on potentially significant archaeological resources. Such resources shall be documented and, if feasible, protected. If there is no prudent

and feasible alternative to disturbing these resources, mitigation measures shall be developed and implemented.

- E. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment. New additions and adjacent or related construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.
- F. Modern uses shall be compatible with the protection of the historic structure.

### **Policy 206 Museum and Archaeological Collections**

The Fairfax County Park Authority shall collect, preserve, exhibit, interpret and, where appropriate, make available for research, museum objects, archaeologically-derived artifacts and other material culture. The Park Authority shall ensure that collections under its stewardship are protected, secure, unencumbered, cared for, accounted for and documented, and shall plan for their future needs and growth. Acquisition, loan, deaccessioning and disposal activities shall be conducted in a manner that respects the protection and preservation of cultural resources and discourages and prevents illicit trade in such materials. Collections-related activities shall promote the public's understanding and appreciation for our past over financial gain.

The Park Authority shall subscribe to the American Association of Museums (AAM) "Code of Ethics for Museums" as it applies to museum collections, the Museum Collections Policy, and all collections management procedures. The Park Authority shall maintain detailed guidelines and procedures for the management and care of the museum collections and archaeological collections in respective conformity to the professional standards established by the AAM and Virginia Department of Historic Resources (VDHR) State Collections Management Standards when addressing the Scope of Collections, acquisitions, loans, deaccessioning and disposal, and shall revise those guidelines and procedures as needed to comply with current professional standards and guidelines.

The Park Authority shall collect objects, archival materials, architectural and archaeologically-derived artifacts, and other material culture and reference materials in support of the Park Authority mission. Museum objects and materials shall be associated with or represent at least one of the following categories: the history of the county's historic structures, sites and parks; the history of individuals residing in or businesses operating at those historic structures, sites and parks; the cultural origins connected with those historic structures, sites and parks; and the history, growth and development of Fairfax County. Where possible, original objects shall be collected, but where appropriate, reproductions may be acquired to support interpretation. Museum collections shall be classified as follows: museum objects, archival materials, architectural fragments, and educational items (other material culture conforming to the scope of collections).

Archaeological artifacts are the result of archaeological studies conducted on parkland and county-wide. Archaeological Collections include prehistoric and historical artifacts and associated materials and documentation. The Archaeological Collections consists of artifacts

excavated by or for the Park Authority and the County, artifact donations from excavations conducted as a result of the recommendations of development plan review, and those collections housed by the Park Authority for federal agencies with property in Fairfax County. All records pertaining to the Archaeological Collections are maintained by the Archaeological Collections Manager.

Acquisition of museum objects can be through gift, purchase, bequest, exchange, or other transactions whereby title of ownership is transferred to the Park Authority. Board members and staff are discouraged from collecting privately in competition with the Park Authority, and the Park Authority shall not purchase museum objects from Board members, staff or volunteers.

The Park Authority will not knowingly accept any artifact or museum object that has been stolen or illegally exported from its country of origin or whose recovery involved destruction of historic properties or archaeological sites, structures, objects for the purpose of their acquisition. All donations of museum objects are considered outright and unrestricted gifts to be used at the sole discretion of the Park Authority and shall include full literary rights, property rights, copyrights, patents and trademarks. The Park Authority assumes no responsibility for the appraisal of objects or materials offered as gifts, and no staff member may reproduce objects from the Park Authority collections for private sale or gain. Loans from the Park Authority shall be made only to institutions able to provide the appropriate level of care and security to the lent object, and shall be made only for educational or research purposes.

A museum object or archaeological artifact may be recommended for deaccessioning if no restrictions prohibit its removal and if at least one of the following criteria is met: (1) it is not relevant or useful to the stated purposes of the Park Authority or is outside the Scope of Collections; (2) it has failed to retain its identity or authenticity, and has deteriorated beyond usefulness or practicable conservation; (3) it has been lost or stolen and remains lost for longer than five inventories of the collection; or (4) it duplicates other objects or materials in the collection (for museum objects). Disposal of objects in either collection through sale, exchange or research activities is solely for the advancement of the Park Authority mission. No Park Authority Board member, staff or their immediate families or representatives may acquire any deaccessioned object. Proceeds from the sale of museum objects shall be used only for acquisitions or direct care of collections. The Park Authority shall maintain a permanent record of each museum object or archaeological artifact accessioned with its documentation, including all legal instruments, agreements, conveyances, research and descriptive catalog records. Museum acquisitions and loans shall be insured through a museum fine arts policy, unless specifically stated in writing as otherwise insured, and every attempt shall be made to maintain current insurance values for these objects. Outgoing loans shall be insured by the borrower, unless specifically stated in writing as otherwise insured. Objects left in temporary custody shall not be covered by Park Authority insurance, and all unclaimed or undocumented property shall become property of the Park Authority, in accordance with the procedures detailed in the Code of Virginia, Title 55, Chapter 11.2 Property Loaned to Museums, Sections 55-210.31 through 55-210.38

**Object 300** insures the long term protection, preservation and sustainability of park resources.

**Policy 301** states that the Park Authority shall protect lands and facilities that it owns as a public trust and shall resist any effort to encroach upon or destroy and park, historical site, natural area or recreational facility. It requires the agency to enlist the aid or the citizenry in support of this policy.

**Policy 303** indicates that the citing of telecommunications facilities on parklands is only permitted when there are no prudent alternative sites. Proposed sites should not adversely impact any cultural or natural resources. The policy requires that the revenue from telecommunication facilities be used solely at the park site where the facility is located during the initial license term.

**Policy 304** regarding regional stormwater management facilities requires the Park Authority to limit the placement of such facilities on parkland unless there is no feasible and prudent alternative, and unless the facilities will not adversely affect significant cultural and natural resources.

**Policy 305** on sustainable management practices states that park lands shall be protected from vandalism, dumping of debris, and unauthorized uses including encroachments, and removal of artifacts, minerals or damaging of cultural features.

### **Fairfax County Park Authority Strategic Plan**

The Fairfax County Park Authority Strategic Plan: 1996-2000, adopted by the Park Authority Board in April 1996, authorized the preparation of an agency-wide cultural resources management plan. The Park Comprehensive Plan had previously provided general guidelines for the preparation of a cultural resources management plan.

The Fairfax County Park Authority Strategic Plan: 1996-2000, adopted by the Park Authority Board in September 2001, and was updated in 2003 for the years 2002-2006. This five year plan directed resources to the agency's critical work. Six categories of stewardship issues were identified. Four of these categories were related to cultural resource management. These included:

- Preserving open space
- Protecting park resources
- Expanding resource management
- Resolving encroachments

These management issues were addressed in the Cultural Resources Management Plan.

The Strategic Plan also presents seven values that "describe the essence of our organization," the first of which is called Enhancing Stewardship: "We are the stewards for a wonderfully rich community trust of natural and cultural resources. We will provide the leadership to expand awareness, appreciation and protection of this heritage.

**The Fairfax County Park Authority Balanced Score Card Strategic Plan: 2006-2010, adopted by the Park Authority Board in November 2006,** advances the Cultural Resource Management Plan as the Park Authority's principle strategic tool to use to best fulfill its role as steward of the county's cultural resources, and warns against not implementing the plan:

“If we fail to implement the Natural Resource Management Plan and Cultural Resource Management Plan, we risk loss of credibility with our citizens and partners, continued degradation of resources, and potential impact on other operations in competition for funding. If we do not act, our forests will not regenerate, our water and air will continue to degrade, our important clues to our past will be lost, and our residents will no longer be able to enjoy the beauty of these resources.”

## **Fairfax County Comprehensive Plan, 2011 Edition Policy Plan Parks and Recreation, Amended through 6-20-05**

### **Objective 3: Protect and preserve significant cultural resources on parklands.**

- Policy a: Determine the significance and appropriate preservation options for cultural resources that are proposed for inclusion in the integrated park system in accordance with the criteria for the U.S. Department of Interior National Register of Historic Places and the Fairfax County Criteria for Public Significance (See Objective 2, Policies a. and b. in the Heritage Resources section.)
- Policy b: Protect significant cultural resources, including archaeological sites, historic properties, buildings, structures, districts, landscapes, cemeteries and artifacts from degradation or damage and destruction.
- Policy c: Consider alternatives, in addition to fee-simple acquisition of cultural resources, such as the establishment of protective easements, to ensure preservation, stabilization, restoration and appropriate site planning and development.
- Policy d: Coordinate preservation of significant cultural resources with County, municipal, regional, state and federal agencies to ensure effective and consistent management and protection of these resources.

## **Appendix 1: Park Classification System**

### **D. RESOURCE-BASED PARKS**

#### Purpose

This classification includes parks that primarily preserve, protect, and interpret natural and/or cultural resources.

#### Location and Access

The location for Resource-based Parks is determined by the location of the specific resources. Size and access can take many forms depending on the setting and type of resources. Access to stream valleys is primarily by trails; however trailheads with parking should be strategically located along trail routes. Management plans should give consideration to the resource and allow public use only as it is compatible with resource protection.

#### Character and Extent of Development

Resource-based Parks are selected for inclusion in the park system because of their exemplary natural and/or cultural features and are acquired, identified and preserved for stewardship and

protection. Protection and stewardship of unique natural and cultural resources provide a variety of public benefits. These parks provide educational and interpretative opportunities relative to environmental and cultural resources. These lands may offer opportunities to restore degraded areas and to protect, increase and restore biodiversity of species that may inhabit these areas. In addition, passive recreation opportunities and facilities are also appropriate at these parks. Development which does not adversely affect resources and which enhances awareness of the resource values is appropriate. Development of public sites should include opportunities for public education and enjoyment. Interpretive (educational) facilities and structures may include visitor centers, nature centers, orientation kiosks, nature watching stations, demonstration areas, preserved buildings and gardens, hiking, biking and equestrian trails as designated. To the extent that they do not adversely impact the resources themselves, support amenities may also be developed such as picnicking areas, restrooms, signs, benches and parking. Trails and trail connections are a significant feature at these parks, especially along stream valleys and often serve as Countywide trail connections.

Stream valleys are a predominant physiographic feature of Fairfax County and comprise the core of the County's Environmental Quality Corridor (EQC) system. Parks located in and along the stream valleys encompass those segments of EQCs planned for public parkland and comprise the core elements of a greenway network that links areas notable for significant natural and cultural resources with residential and employment areas throughout the County. They may vary in size and character from steeply sloped corridors with cascading streams to broad floodplains; all are treated as sensitive environmental areas. Trails within stream valleys should be located to be sensitive to environmental conditions. In addition to trails, seating areas, small picnic and open play areas, landscaping and interpretive structures may also be developed, if they do not adversely impact the EQC or ecological functions.

The user experience at Resource-based Parks will be varied. These parks support nature, horticulture and history programs as well as more casual interests such as gardening, nature watching and appreciation of local, regional, state and national history. Settings for quiet contemplation are appropriate in these parks. Visitors may frequent these parks on a regular or occasional basis.

The Area Plans element of the Comprehensive Plan delineates the park classifications of all park sites in the County. The specific types of facilities and support amenities, such as parking, lighting and restrooms, to be developed at each Resource-Based Park is determined by the managing agency with public participation through its Park Planning and Development process. <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/policyplan/parksrec.pdf>

## **7-200 HISTORIC OVERLAY DISTRICTS**

### **7-210 Archaeological Survey Requirements**

To further the purpose and intent of the Historic Overlay Districts and to aid in the identification and protection of historic and/or archaeological resources located within or in the vicinity of any Historic Overlay District, the following shall be required:

1. The Fairfax County Park Authority shall be consulted concerning the probability of a rezoning, development plan, special exception, special permit or variance application property to yield significant archaeological resources when such property involves 2500 square feet or more of land disturbing activity and is located wholly or partially within or contiguous to a Historic Overlay District.

2. At the time of consultation with the Fairfax County Park Authority, the following information shall be submitted on the Archaeological Survey Data Form provided by the County:

A. Tax map, parcel number, street address and Magisterial District of the site.

B. One (1) copy of the current Fairfax County Zoning Section Sheet(s) at a scale of one inch equals five hundred feet (1" = 500'), covering the area within at least a 500 foot radius of the proposed use, showing the existing zoning classification for all land appearing on the map. If more than one (1) Zoning Section Sheet is required to cover the area, such sheets shall be attached so as to create an intelligible map. The boundaries of the subject site shall be outlined in red thereon.

C. Description of the proposal to include type of application and proposed use, and a graphic drawn to scale showing the dimensions of all existing buildings and the distances of buildings from property lines.

3. The Fairfax County Park Authority shall respond to the applicant in writing within fifteen (15) business days from the date of receipt of the required information set forth in Par. 2 above as to the probability for the property to yield no, low, or medium to high archaeological resources and whether a Phase I Archaeological Survey shall be performed and a report of the survey results submitted to the County for review as part of the submission requirements for a rezoning, development plan, special exception, special permit or variance application. If required, the Phase I Archaeological Survey results shall include the information contained in Par. 6 below.

4. If the Fairfax County Park Authority determines that the application property has no potential to yield significant archaeological resources, then the applicant shall submit the Archaeological Survey Data Form with comments from the Fairfax County Park Authority in conjunction with the submission of the rezoning, development plan, special exception, special permit or variance application.

5. If the Fairfax County Park Authority determines that the application property has a low probability or a medium to high probability to yield significant archaeological resources, then the following shall be required:

A. A Phase I Archaeological Survey shall be conducted by a qualified archaeological consultant meeting the Professional Qualification Standards established by the Secretary of the Interior and shall include the following:

- (1) For suspected military sites, a walkover survey with shovel testing and/or remote sensing and ground truthing.
- (2) For suspected cemetery sites, remote sensing and ground truthing
- (3) For all other sites, a walkover survey with shovel testing.
- (4) When shovel testing is conducted on property with low probability to yield significant archaeological resources, the shovel testing shall be performed every fifty (50) feet. When shovel testing is conducted on property with medium to high probability to yield archaeological resources, the shovel testing shall be performed every twenty (20) feet.

The applicant shall notify the Fairfax County Park Authority at least five (5) working days prior to the time the field work is to be done.

B. A report of the survey results from Par. A above shall be provided to the Fairfax County Park Authority prior to any rezoning, development plan, special exception, special permit or variance application acceptance. The report of the survey results shall include the information contained in Par. 6 below along with the Archaeological Survey Data Form with comments from the Fairfax County Park Authority.

6. Two (2) copies of the survey results for the Phase I Archaeological Survey shall be provided to the Fairfax County Park Authority in a report which shall include:

A. Name and location of the project to include tax map number, street address and Magisterial District.

B. Name, address, phone number, organizational affiliation and professional qualifications of the person preparing the report.

C. One (1) copy of a topographic map at a scale of one inch equals five hundred feet (1" = 500'), covering the area within at least a 500 foot radius of the proposed use. The boundaries of the subject site shall be outlined in red thereon.

D. Project description to include the proposed use, the existing and proposed structures and parking, identification of the existing structures that are to remain, the limits of clearing and grading and vehicular access into the site.

E. A concise history of the area surrounding the property to provide a historic context and a more specific history of the property. This history shall include historic photographs, if available, and historic maps with the project area outlined.

F. Description of any previous archaeological studies that have been conducted in the vicinity of the project to include any such studies contained in the Fairfax County Park Authority files.

G. A listing of all books, maps, manuscripts, websites, personal communication and other resources cited in the study, including the title, author, date, place of publication and publisher.

H. A site map illustrating the project boundaries and the boundaries of where all archaeological survey work was performed, location of all shovel tests where artifacts were found (positive shovel tests), location of all shovel tests where artifacts were not found (negative shovel tests) and the area where the archaeological survey work was conducted in either square feet or in acres.

I. Profile drawings of selected representative shovel test pits. One (1) profile shall be required for each change of stratigraphy.

J. A written description of the survey findings shall include:

- (1) The date of site work;
- (2) Staff involved in the site work, including professional certifications and college degrees;
- (3) Methodology used in the archaeological survey work;
- (4) The number of archaeological sites that were recorded according to the resource type (Native American, Civil War, etc.) with trinomial site numbers obtained from the Virginia Department of Historic Resources;
- (5) List of artifacts recovered;
- (6) If there were any areas of the application property that were not tested, an explanation as to why those areas were not tested; and
- (7) Identification of areas with the potential to contain intact archaeological resources.

K. Recommendations for additional archaeological work or recommendations that no further work is required shall be made and such recommendations shall be supported by archaeological evidence.

L. An Executive Summary statement which includes information from Paragraphs 6J(1), 6J(2), 6J(4) and 6J(6) above, and the recommendations from Par. 6K above.

7. When determined by the Fairfax County Park Authority that the report meets the submission requirements, the Fairfax County Park Authority shall indicate such on the Archaeological Survey Data Form and such Form shall be submitted by the applicant in conjunction with the rezoning, development plan, special exception, special permit or variance application.

## **State Regulations and Guidelines**

### **Guidelines for Conducting Cultural Resource Surveys in Virginia**

[http://www.dhr.virginia.gov/review/Survey\\_Manual\\_Web.pdf](http://www.dhr.virginia.gov/review/Survey_Manual_Web.pdf)

### **The Virginia Antiquities Act (Code of Virginia, Section 10.1-2300 et seq.)**

<http://leg1.state.va.us/cgi-bin/legp504.exe?000+cod+TOC100100000230000000000000>

#### **§ 10.1-2300. Definitions.**

As used in this chapter, unless the context requires a different meaning:

"Field investigation" means the study of the traces of human culture at any site by means of surveying, sampling, excavating, or removing surface or subsurface material, or going on a site with that intent.

"Object of antiquity" means any relic, artifact, remain, including human skeletal remains, specimen, or other archaeological article that may be found on, in or below the surface of the earth which has historic, scientific, archaeological or educational value.

"Person" means any natural individual, partnership, association, corporation or other legal entity.

"Site" means a geographical area on dry land that contains any evidence of human activity which is or may be the source of important historic, scientific, archaeological or educational data or objects.

"State archaeological site" means an area designated by the Department in which it is reasonable to expect to find objects of antiquity.

"State archaeological zone" means an interrelated grouping of state archaeological sites.

"State-controlled land" means any land owned by the Commonwealth or under the primary administrative jurisdiction of any state agency. State agency shall not mean any county, city or town, or any board or authority organized under state law to perform local or regional functions. Such land includes but is not limited to state parks, state wildlife areas, state recreation areas, highway rights-of-way and state-owned easements.

(1977, c. 424, § 10-150.3; 1984, c. 750; 1988, c. 891, § 10.1-900; 1989, c. 656.)

#### **§ 10.1-2301. Duties of Director.**

The Director shall:

1. Coordinate all archaeological research on state-controlled land and in state archaeological sites and zones;

2. Coordinate a survey of significant archaeological sites located on state-controlled land, and upon request, survey and officially recognize significant archaeological sites on privately owned property;
3. Identify, evaluate, preserve and protect sites and objects of antiquity which have historic, scientific, archaeological or educational value and are located on state-controlled land or on state archaeological sites or zones;
4. Protect archaeological sites and objects located on state-controlled land or on state archaeological sites or zones from neglect, desecration, damage and destruction;
5. Ensure that archaeological sites and objects located on state-controlled land or on state archaeological sites or zones are identified, evaluated and properly explored so that adequate records may be made;
6. Encourage private owners of designated state archaeological sites to cooperate with the Commonwealth to preserve the site; and
7. Encourage a statewide archaeological education program to inform the general public of the importance of its irreplaceable archaeological heritage.

(1977, c. 424, §§ 10-150.2, 10-150.8; 1984, c. 750; 1988, c. 891, § 10.1-901; 1989, c. 656.)

**§ 10.1-2302. Permit required to conduct field investigations; ownership of objects of antiquity; penalty.**

A. It shall be unlawful for any person to conduct any type of field investigation, exploration or recovery operation involving the removal, destruction or disturbance of any object of antiquity on state-controlled land, or on a state archaeological site or zone without first receiving a permit from the Director.

B. The Director may issue a permit to conduct field investigations if the Director finds that it is in the best interest of the Commonwealth, and the applicant is a historic, scientific, or educational institution, professional archaeologist or amateur, who is qualified and recognized in the area of field investigations or archaeology.

C. The permit shall require that all objects of antiquity that are recovered from state-controlled land shall be the exclusive property of the Commonwealth. Title to some or all objects of antiquity which are discovered or removed from a state archaeological site not located on state-controlled land may be retained by the owner of such land. All objects of antiquity that are discovered or recovered on or from state-controlled land shall be retained by the Commonwealth, unless they are released to the applicant by the Director.

D. All field investigations, explorations, or recovery operations undertaken pursuant to a permit issued under this section shall be carried out under the general supervision of the Director and in a manner to ensure that the maximum amount of historic, scientific, archaeological and

educational information may be recovered and preserved in addition to the physical recovery of objects.

E. If the field investigation described in the application is likely to interfere with the activity of any state agency, no permit shall be issued unless the applicant has secured the written approval of such agency.

F. Any person who violates the provisions of this section shall be guilty of a Class 1 misdemeanor.

(1977, c. 424, § 10-150.5; 1984, c. 750; 1988, c. 891, § 10.1-903; 1989, c. 656.)

**§ 10.1-2303. Control of archaeological sites; authority of Director to contract.**

A. The Commonwealth of Virginia reserves to itself, through the Director, the exclusive right and privilege of field investigation on sites that are on state-controlled land. The Director shall first obtain all permits of other state agencies required by law. The Director is authorized to permit others to conduct such investigations.

B. All objects of antiquity derived from or found on state-controlled land shall remain the property of the Commonwealth.

(1977, c. 424, §§ 10-150.4, 10-150.6; 1984, c. 750; 1988, c. 891, § 10.1-904; 1989, c. 656.)

**§ 10.1-2304. Designating archaeological sites and zones.**

The Director may designate state archaeological sites and state archaeological zones on private property or on property owned by any county, city or town, or board or authority organized to perform local or regional functions in the Commonwealth provided that the Director secures the express prior written consent of the owner of the property involved. No state archaeological site or zone located on private property may be established within the boundaries of any county, city or town which has established a local archaeological commission or similar entity designated to preserve, protect and identify local sites and objects of antiquity without the consent of the local governing body. Field investigations may not be conducted on a designated site without a permit issued by the Director pursuant to § [10.1-2302](#).

(1977, c. 424, § 10-150.7; 1984, c. 750; 1988, c. 891, § 10.1-905; 1989, c. 656.)

**§ 10.1-2305. Permit required for the archaeological excavation of human remains.**

A. It shall be unlawful for any person to conduct any type of archaeological field investigation involving the removal of human skeletal remains or associated artifacts from any unmarked human burial regardless of age of an archaeological site and regardless of ownership without first receiving a permit from the Director.

B. Where unmarked burials are not part of a legally chartered cemetery, archaeological excavation of such burials pursuant to a permit from the Director shall be exempt from the requirements of §§ [57-38.1](#) and [57-39](#). However, such exemption shall not apply in the case of human burials within formally chartered cemeteries that have been abandoned.

C. The Department shall be considered an interested party in court proceedings considering the abandonment of legally constituted cemeteries or family graveyards with historic significance. A permit from the Director is required if archaeological investigations are undertaken as a part of a court-approved removal of a cemetery.

D. The Board shall promulgate regulations implementing this section that provide for appropriate public notice prior to issuance of a permit, provide for appropriate treatment of excavated remains, the scientific quality of the research conducted on the remains, and the appropriate disposition of the remains upon completion of the research. The Department may carry out such excavations and research without a permit, provided that it has complied with the substantive requirements of the regulations promulgated pursuant to this section.

E. Any interested party may appeal the Director's decision to issue a permit or to act directly to excavate human remains to the local circuit court. Such appeal must be filed within fourteen days of the Director's decision.

(1989, c. 656.)

**§ 10.1-2306. Violations; penalty.**

It shall be unlawful to intentionally deface, damage, destroy, displace, disturb or remove any object of antiquity on any designated state archaeological site or state-controlled land.

Any person who violates this section shall be guilty of a Class 1 misdemeanor.

(1977, c. 424, § 10-150.10; 1988, c. 891, § 10.1-906; 1989, c. 656.)

Add the following Virginia statutes concerning human burials:

**§ 18.2-126. Violation of sepulture; defilement of a dead human body; penalties.**

A. If a person unlawfully disinters or displaces a dead human body, or any part of a dead human body which has been deposited in any vault, grave or other burial place, he is guilty of a Class 4 felony.

B. If a person willfully and intentionally physically defiles a dead human body he is guilty of a Class 6 felony. For the purposes of this section, the term "defile" shall not include any autopsy or the recovery of organs or tissues for transplantation, or any other lawful purpose.

(Code 1950, § 18.1-243; 1960, c. 358; 1975, cc. 14, 15; 1995, c. 306.)

**§ 10.1-2211. Disbursement of funds appropriated for caring for Confederate cemeteries and graves.**

A. At the direction of the Director, the Comptroller of the Commonwealth is instructed and empowered to draw annual warrants upon the State Treasurer from any sums that may be provided in the general appropriation act, in favor of the treasurers of the Confederate memorial associations and chapters of the United Daughters of the Confederacy set forth in subsection B of this section. Such sums shall be expended by the associations and organizations for the routine maintenance of their respective Confederate cemeteries and graves and for the graves of Confederate soldiers and sailors not otherwise cared for in other cemeteries, and in erecting and caring for markers, memorials, and monuments to the memory of such soldiers and sailors. All such associations and organizations, through their proper officers, are required after July 1 of each year to submit to the Director a certified statement that the funds appropriated to the association or organization in the preceding fiscal year were or will be expended for the routine maintenance of cemeteries specified in this section and the graves of Confederate soldiers and sailors and in erecting and caring for markers, memorials and monuments to the memory of such soldiers and sailors. An association or organization failing to comply with any of the requirements of this section shall be prohibited from receiving moneys allocated under this section for all subsequent fiscal years until the association or organization fully complies with the requirements.

B. Allocation of appropriations made pursuant to this section shall be based on the number of graves, monuments and markers as set forth opposite the association's or organization's name, or as documented by each association or organization multiplied by the rate of \$5 or the average actual cost of routine maintenance, whichever is greater, for each grave, monument or marker in the care of a Confederate memorial association or chapter of the United Daughters of the Confederacy. For the purposes of this section the "average actual cost of care" shall be determined by the Department in a biennial survey of at least four properly maintained cemeteries, each located in a different geographical region of the Commonwealth.

**For Frequently Asked Questions about Cemetery Preservation**

[http://www.dhr.virginia.gov/homepage\\_general/faq\\_cem\\_presv.htm](http://www.dhr.virginia.gov/homepage_general/faq_cem_presv.htm)

***Federal Regulations, Guidelines and Policies.***

**Protection of Historic Properties (36CFR Part 800)**

<http://www.achp.gov/regs.html>

**Section 800.12 Emergency situations.**

(a) Agency procedures. The agency official, in consultation with the appropriate SHPOs/THPOs, affected Indian tribes and Native Hawaiian organizations, and the Council, is encouraged to develop procedures for taking historic properties into account during operations which respond to a disaster or emergency declared by the President, a tribal government, or the Governor of a State or which respond to other immediate threats to life or property. If approved

by the Council, the procedures shall govern the agency's historic preservation responsibilities during any disaster or emergency in lieu of Sec. Sec. 800.3 through 800.6.

(b) Alternatives to agency procedures. In the event an agency official proposes an emergency undertaking as an essential and immediate response to a disaster or emergency declared by the President, a tribal government, or the Governor of a State or another immediate threat to life or property, and the agency has not developed procedures pursuant to paragraph (a) of this section, the agency official may comply with section 106 by:

(1) Following a programmatic agreement developed pursuant to Sec. 800.14(b) that contains specific provisions for dealing with historic properties in emergency situations; or

(2) Notifying the Council, the appropriate SHPO/THPO and any Indian tribe or Native Hawaiian organization that may attach religious and cultural significance to historic properties likely to be affected prior to the undertaking and affording them an opportunity to comment within seven days of notification. If the agency official determines that circumstances do not permit seven days for comment, the agency official shall notify the Council, the SHPO/THPO and the Indian tribe or Native Hawaiian organization and invite any comments within the time available.

(c) Local governments responsible for section 106 compliance. When a local government official serves as the agency official for section 106 compliance, paragraphs (a) and (b) of this section also apply to an imminent threat to public health or safety as a result of a natural disaster or emergency declared by a local government's chief executive officer or legislative body, provided that if the Council or SHPO/THPO objects to the proposed action within seven days, the agency official shall comply with Sec. Sec. 800.3 through 800.6.

(d) Applicability. This section applies only to undertakings that will be implemented within 30 days after the disaster or emergency has been formally declared by the appropriate authority. An agency may request an extension of the period of applicability from the Council prior to the expiration of the 30 days. Immediate rescue and salvage operations conducted to preserve life or property are exempt from the provisions of section 106 and this part.

### **Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation**

[http://www.cr.nps.gov/local-law/arch\\_stnds\\_0.htm](http://www.cr.nps.gov/local-law/arch_stnds_0.htm)

### **National Historic Preservation Act of 1966 (as amended)**

<http://www.achp.gov/NHPA.pdf>

### **Section 106**

The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the

case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking.

**The Secretary of the Interior's Professional Qualification Standards (48 FR 44716)**

[http://www.cr.nps.gov/local-law/Prof\\_Qual\\_83.htm](http://www.cr.nps.gov/local-law/Prof_Qual_83.htm)

**The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitation, Restoring and Reconstructing Historic Buildings**

<http://www.cr.nps.gov/hps/tps/standguide/index.htm>

**The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes**

[http://www.nps.gov/history/hps/hli/landscape\\_guidelines/index.htm](http://www.nps.gov/history/hps/hli/landscape_guidelines/index.htm)

**Transportation Act**

**DECLARATION OF PURPOSE AND SECTION 4(F), AS AMENDED**

This Act became law on October 15, 1966 (Public Law 89-670), 49 U.S.C. 303 (formerly 49 U.S.C. 1651(b)(2) and 49 U.S.C. 1653f). Public Law 90-495 (August 23, 1968) amended section 4(f) to its most commonly known form which is presented here. Public Law 97-449 (January 12, 1983) re-codified the Act from 49 U.S.C. 1651 to 49 U.S.C. 303. Congress has amended this Act three other times. The description of the Act, as amended, tracks the language of the United States Code except that (following common usage) we refer to the "Act" (meaning the Act as amended) rather than to the "subchapter" or the "title" of the Code. 49 U.S.C. 303, Policy on lands, wildlife and waterfowl refuges, and historic sites.

**Section 4(f)**

[http://www.cr.nps.gov/local-law/FHPL\\_DOTAct.pdf](http://www.cr.nps.gov/local-law/FHPL_DOTAct.pdf)

It is hereby declared to be the policy of the United States Government that special effort should be made to preserve the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites.

49 U.S.C. 303(b) The Secretary of Transportation shall cooperate and consult with the Secretaries of the Interior, Housing and Urban Development, and Agriculture, and with the States, in developing transportation plans and programs that include measures to maintain or enhance the natural beauty of lands crossed by transportation activities or facilities.

49 U.S.C. 303(c) The Secretary may approve a transportation program or project (other than any project for a park road or parkway under section 204 of title 23) [of the United States Code, "Federal Lands Highways Program"] requiring the use of publicly owned land of a public park, recreation area, or wildlife and waterfowl refuge of national, State, or local significance, or land of an historic site of national, State, or local significance (as determined by Federal, State, or local officials having jurisdiction over the park, area, refuge, or site) only if— (1) there is no prudent and feasible alternative to using that land; and (2) the program or project includes all

possible planning to minimize harm to the park, recreation area, wildlife and waterfowl refuge, or historic site resulting from the use.

### **National Environmental Policy Act of 1969 (Portions, as Amended)**

[http://www.cr.nps.gov/local-law/FHPL\\_NtlEnvirnPolcy.pdf](http://www.cr.nps.gov/local-law/FHPL_NtlEnvirnPolcy.pdf)

This Act became law on January 1, 1970 (Public Law 91-190), 42 U.S.C. 4321 and 4331-4335 and has been amended once. The description of the Act, as amended, tracks the language of the United States Code except that (following common usage) we refer to the “Act” (meaning the Act, as amended) rather than to the “subchapter” or the “title” of the Code. [42 U.S.C. 4321, Congressional declaration of purpose]

#### **Section 2**

The purposes of this Act are: To declare a national policy which will encourage productive and enjoyable harmony between man and his environment; to promote efforts which will prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man; to enrich the understanding of the ecological systems and natural resources important to the Nation; and to establish a Council on Environmental Quality. [42 U.S.C. 4331, Congressional declaration of national environmental policy]

#### **Section 101**

(a) The Congress, recognizing the profound impact of man’s activity on the interrelations of all components of the natural environment, particularly the profound influences of population growth, high-density urbanization, industrial expansion, resource exploitation, and new and expanding technological advances and recognizing further the critical importance of restoring and maintaining environmental quality to the overall welfare and development of man, declares that it is the continuing policy of the Federal Government, in cooperation with State and local governments, and other concerned public and private organizations, to use all practicable means and measures, including financial and technical assistance, in a manner calculated to foster and promote the general welfare, to create and maintain conditions under which man and nature can exist in productive harmony, and fulfill the social, economic, and other requirements of present and future generations of Americans.

(b) In order to carry out the policy set forth in this Act, it is the continuing responsibility of the Federal Government to use all practicable means, consistent with other essential considerations of national policy, to improve and coordinate Federal plans, functions, programs, and resources to the end that the Nation may—

(1) fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;

(2) assure for all Americans safe, healthful, productive, and esthetically and culturally pleasing surroundings;

(3) attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences; Preservation of historic, cultural, and natural heritage

(4) preserve important historic, cultural, and natural aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity and variety of individual choice;

(5) achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and

(6) enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

(c) The Congress recognizes that each person should enjoy a healthful environment and that each person has a responsibility to contribute to the preservation of the environment.

[42 U.S.C. 4332, Cooperation of agencies, reports, availability of information, recommendations, international and national coordination of efforts]

## **Section 102**

The Congress authorizes and directs that, to the fullest extent possible:

(1) the policies, regulations, and public laws of the United States shall be interpreted and administered in accordance with the policies set forth in this Act, and

(2) all agencies of the Federal government shall—

(A) utilize a systematic, interdisciplinary approach which will insure the integrated use of the natural and social sciences and the environmental design arts in planning and in decision making which may have an impact on man's environment;

(B) identify and develop methods and procedures, in consultation with the Council on Environmental Quality established by Section 202 of this Act [42 U.S.C. 4341-4347], which will insure that presently unquantified environmental amenities and values may be given appropriate consideration

in decision making along with economic and technical considerations; Environmental impact statements, etc.

(C) include in every recommendation or report on proposals for legislation and other major Federal actions significantly affecting the quality of the human environment, a detailed statement by the responsible official on—

(i) the environmental impact of the proposed action,

(ii) any adverse environmental effects which cannot be avoided should the proposal be implemented,

(iii) alternatives to the proposed action,

(iv) the relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity, and

(v) any irreversible and irretrievable commitments of resources which would be involved in the proposed action should it be implemented.

Consultation with agencies having special expertise prior to making any detailed statement, the responsible Federal official shall consult with and obtain the comments of any Federal agency which has jurisdiction by law or special expertise with respect to any environmental impact involved. Copies of such statement and the comments and views of the appropriate Federal, State, and local agencies, which are authorized to develop and enforce environmental standards, shall be made available to the President, the Council on Environmental Quality and to the public as provided by section 552 of title 5 [of the United States Code], and shall accompany the proposal through the existing agency review processes; (Remainder of section 102(D) omitted)

(E) study, develop, and describe appropriate alternatives to recommended courses of action in any proposal which involves unresolved conflicts concerning alternative uses of available resources;

(F) recognize the worldwide and long-range character of environmental problems and, where consistent with the foreign policy of the United States, lend appropriate support to initiatives, resolutions, and programs designed to maximize international cooperation in anticipating and preventing a decline in the quality of mankind's world environment;

(G) makes available to States, counties, municipalities, institutions, and individuals, advice and information useful in restoring, maintaining, and enhancing the quality of the environment;

(H) initiate and utilize ecological information in the planning and development of resource-oriented projects;

(Remainder of paragraph omitted)

### **Section 103**

(42 U.S.C. 4333, Conformity of administrative procedures to national environmental policy, omitted)

### **Section 104**

(42 U.S.C. 4334, Other statutory obligations of agencies, omitted) 42 U.S.C. 4335, Efforts supplemental to existing authorizations

### **Section 105**

The policies and goals set forth in this Act are supplementary to those set forth in existing authorizations of Federal agencies.

(Remainder of Act omitted)

### **Native American Graves Protection and Repatriation Act (As Amended)**

[http://www.cr.nps.gov/local-law/FHPL\\_NAGPRA.pdf](http://www.cr.nps.gov/local-law/FHPL_NAGPRA.pdf)

### **36 CFR Title 36 Part 60—National Register of Historic Places Federal Program Regulations**

<http://www.cr.nps.gov/nr/regulations.htm>

### **36 CFR Part 800—Protection of Historic Properties**<http://www.achp.gov/regs-rev04.pdf>

### **Archaeological Resource Protection Act (ARPA) as per Section 470ee**

[http://www.nps.gov/history/local-law/FHPL\\_ArchRsrcsProt.pdf](http://www.nps.gov/history/local-law/FHPL_ArchRsrcsProt.pdf)

## **National Register Bulletin 41, Guidelines for Evaluating and Registering Cemeteries and Burial Places**

<http://www.cr.nps.gov/nr/publications/bulletins/nrb41/>

### **National Trust for Historic Preservation Guidelines.**

In any attempt to reconcile these divergent claims and motives for preservation and restoration there must be an informed and experienced guide. The following make up a brief guide:

1. The restoration of old and historic buildings requires the professional knowledge and special skill of trained and competent architects, historians, archaeologists, landscape architects, museumologists and experienced craftsmen.
2. No final decision as to a course of restorative action should be taken until (a) reasonable efforts have been made to exhaust the archaeological and documentary evidence as to the form and gradual changes of the monument, and (b) efforts that have been made to secure the record of such evidence, by drawings, photographs, notes and transcripts should be kept, and originals or copies made available to students in appropriate central libraries and where possible, published. In no case should evidence offered by the structure itself be destroyed or covered up until it has been fully recorded. Sample specimens of physical evidence should also be preserved. All changes proposed should be studied in drawing and specification form to ensure thorough communication between laymen, architect and craftsmen.
3. In the treatment of surviving old buildings it is generally better to preserve than repair, better to repair than to restore, better to restore than to reconstruct. It is also advisable, before initiating a project, to consider carefully the possibility that once begun it may lead to "creeping reconstruction." There is the possibility that repair may lead to restoration and thence to reconstruction. Reconstruction is frequently acceptable and advisable if the entire structure is not available; it is deplorable when a structure survives in its entirety.
4. It is ordinarily better to retain genuine old work of several periods rather than to arbitrarily "restore" the whole, by new work, to its aspect at a single period. This applies to work of periods later than those now admired, provided it represents a genuine creative effort, or is a part of the life's history of the building. In no case should our own artistic preferences or prejudices lead us to modify, on aesthetic grounds, work of a past period representing other tastes. Truth is not only stranger than fiction; it is more varied and more interesting. However, it should be recognized that it is sometimes essential to remove later work in order to obtain evidence of the structure pertaining to an earlier and more important period. No surviving old work should be removed or rebuilt for structural reasons if any reasonable additional trouble and expense would suffice to preserve it.
5. Every reasonable additional care and expense is justified to approximate in new work, the materials, methods and quality of old construction. But new work should be permanently identified and great discretion should be used in simulating old materials with modern materials. If old materials from other buildings are used in a restoration, their source and use should be permanently recorded. The use in an appropriate manner of old materials and details of the

period and character is commendable when those materials are otherwise doomed to loss or destruction and their use is thereby an act of preservation. In securing materials for restoration work there should be no demolition or removal of buildings where there is a reasonable prospect that they will remain intact or as historic ruins on their own site. Where missing features are to be replaced without sufficient evidence as to their own original form, careful study should be made of other surviving examples of the period and region and precedents found for the replacement.

6. The nature of preservation and restoration work is such that it generally involves more time than would be expected in new construction. Many of the most important problems are unsuspected until the fabric is opened up.

7. When for educational or preservation purposes it is deemed necessary for a building to be removed to another site, its restoration should be guided by sound restoration principles as outlined above.

8. Complete reconstruction for educational purposes should also follow the above principles, with the caveat that any but a reconstruction based on the most substantial of evidence is a sham.

9. When an historic building survives into modern times, fortunately in its original use, it is important to retain all its principle features with only minor modification for modern use. When an historic building ceases to be used for its original purpose other uses should be sought to perpetuate its life.

Only modern uses should be adopted which are consistent with the preservation of the building's outstanding values. In such cases, limited compromise with restoration standards may be justified, especially in the interior, in order to obtain such conveniences as are necessary to modern life.

Since our needs and capabilities are always expanding, important or interesting features that cannot be restored at the moment should be covered over and protected to await future treatment.

Only a limited number of historical buildings, and even exceptional buildings, are important enough to be preserved solely for exhibition. These buildings must be cared for and restored with the utmost fidelity to the highest professional restoration standards.

The above guidelines are not intended to be dogmatic and inflexible, but rather to provide the Authority a firm foundation for its own work. They are broad enough that other points of view can be accommodated, but they are specific enough that the difference is clear between good and bad preservation.

I see these guidelines as forming the underpinnings of one of the best and most admirable programs in the nation, and certainly in the metropolitan area. As the parklands themselves preserve and protect natural resources, so historic preservation protects manmade resources. By means of historic preservation, we can better maintain the cultural ecology of our community and help to create an environment that is a joy to live in. As this environment grows and changes

its cultural ecology must be balanced. The evidences of our past must be preserved to explain and enrich both the past and the present.