

**FAIRFAX COUNTY PLANNING COMMISSION
LAND USE PROCESS REVIEW COMMITTEE
WEDNESDAY, OCTOBER 17, 2018**

PRESENT: James T. Migliaccio, Lee District, Chairman
Ellen J. Hurley, Braddock District, Vice Chairman
John C. Ulfelder, Dranesville District
John A. Carter, Hunter Mill District
Peter F. Murphy, Springfield District
Timothy J. Sargeant, Commissioner At-Large

ABSENT: James R. Hart, Commissioner At-Large

OTHERS: Mary D. Cortina, Commissioner At-Large
Julie M. Strandlie, Mason District
Jill G. Cooper, Director, Planning Commission
Jacob Caporaletti, Clerk, Planning Commission
Leanna O'Donnell, Planning Division, Department of Planning and Zoning (DPZ)
Laura Arseneau, Zoning Evaluation Division, DPZ
Denice Dressel, Heritage Resource Planner, DPZ
Fred Selden, Director, DPZ

ATTACHMENTS:

- A. Heritage Resource PowerPoint Presentation
- B. Heritage Resource Policy Plan (Amended Through April, 29, 2014)

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Chairman James T. Migliaccio called the meeting to order at 7:32 p.m. in the Board of Supervisors Conference Room, 12000 Government Center Parkway, Fairfax, Virginia, 22035.

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Fred Selden, Director, Department of Planning and Zoning (DPZ), stated that the purpose of the meeting was to provide background information on the standards, planning processes, and mechanisms that DPZ utilized for heritage resources in the County and the ongoing challenges associated with heritage resources.

Leanna O'Donnell, Planning Division, DPZ; Laura Arseneau, Zoning Evaluation Division, DPZ; and Denice Dressel, Heritage Resource Planner, DPZ, gave a PowerPoint Presentation on the County's Heritage Resource Strategy, a copy of which is included in Attachment A, with comments from Mr. Selden and multiple Committee members wherein the following topics were discussed:

- The guiding documents that delineated the County's policies for Heritage Resource, which included of the Heritage Resource Management Plan and the Policy Plan;
- The strategies for identifying, evaluating, and determining appropriate treatment for historic resources in the County;

- The ongoing and previously-completed historic resource surveys that had been conducted at various sites throughout the County;
- The extent to which historic resources were reflected in the County's Geotechnical Information Systems (GIS);
- The existing status of the County's Inventory of Historic Sites and the criteria for listing a site within that inventory;
- The depiction of historic resources within in the Comprehensive Plan;
- The process for obtaining and receiving feedback from residents on potentially historic sites;
- The usage of Historic Overlay Districts and how the boundaries of districts were determined;
- The role of the Planning Commission, the Board of Supervisors, the Architectural Review Board, and developers in maintaining the County's policies for historic resources;
- The role of staff in determining potential historic resources for sites scheduled for demolition and the timeframe for rendering appropriate determinations;
- The process for resolving issues between developers and staff on sites that were subject to significant redevelopment;
- The impact of the Silver Line Metrorail on efforts to preserve historic resources in transit station areas (TSA), such as Reston and Tysons;
- The challenges associated with preserving historic resources in areas planned for redevelopment;
- The efforts to determine whether existing buildings in TSAs were architecturally significant;
- The usage of plaques at historically significant sites;
- The instances in which sites had been identified as having historical significance and the methods staff utilized for evaluating and preserving those sites;
- The registries of historically significant sites that were maintained by the federal government and the State of Virginia;
- The coordination between staff and other organizations outside the County to preserve historic resources;
- The public outreach efforts that staff conducted to inform citizens of the County's historic resource policies;
- The possibility of mapping historic resources in conjunction with green space;
- The efforts to proactively identify historic resources prior to redevelopment on a site;
- The ongoing efforts by staff to integrate databases on historic resources with the County's GIS;
- The adaptive reuse of historically significant sites and the usage of tax credits to encourage such usage;
- The extent to which the State of Virginia had granted authority to the County to render determinations about historically significant sites; and
- The efforts of educational institutions to study historically significant sites.

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The meeting was adjourned at 8:33 p.m.
James T. Migliaccio, Chairman

An audio recording of this meeting is available in the Planning Commission Office, 12000 Government Center Parkway, Suite 330, Fairfax, Virginia 22035.

Minutes by: Jacob Caporaletti
Approved on: March 7, 2019

Jacob Caporaletti

Jacob Caporaletti, Clerk to the
Fairfax County Planning Commission



Teresa Marie Wang

HERITAGE RESOURCES

INTRODUCTION

The land area of Fairfax County has been inhabited for nearly twelve thousand years. Evidence of the lives led by humans during those centuries exists in the many historic buildings and archaeological sites found throughout the county. These sites and buildings also tell the history of the built environment in the county, which includes Native American hunting camps and long-term settlements, the tidewater plantations of George Washington and George Mason, Civil and Spanish-American War campsites and training grounds, as well as the 20th century planned town of Reston and its 19th century counterpart Dunn Loring. Recording, preserving, and studying this evidence enriches the quality of life in Fairfax County by putting residents in touch with their heritage, providing residents and property owners with a sense of temporal stability and continuity, and instilling in both young and old a loyalty and commitment to place and community.

There are thousands of recorded heritage resources located in Fairfax County. Heritage resources are those sites or structures, including their landscape settings that exemplify the cultural, architectural, economic, social, political, prehistoric or historic heritage of the county or its communities. Some of these sites and structures have been; 1) listed in, or determined eligible for listing in, the National Register of Historic Places or the Virginia Landmarks Register; 2) determined to be a contributing structure or site within a district so listed or eligible for listing; 3) located within and considered as a contributing structure within a Fairfax County Historic Overlay District; or 4) listed in, or meeting the criteria for listing in, the Fairfax County Inventory of Historic Sites. These include historic buildings or other structures as well as historic period (post-1600s) and prehistoric (Native American, pre-1600s) archaeological sites. Most of these resources remain in private ownership and use while only a handful are on public lands or open to the public as museums. Additionally, 13 Historic Overlay Districts have been designated by the Board of Supervisors and are protected by special provisions of the county's Zoning Ordinance.

The county's History Commission determines if a site is eligible to be listed in the Inventory of Historic Sites, using the Inventory's set of criteria. Regardless of the status of the property in the county Inventory, to meet state and federal standards for tax credits, heritage resources must be listed in the Virginia Landmarks Register and/or in the National Register of Historic Places.

Heritage resources are vulnerable to damage and destruction from a variety of sources. For that reason, these resources are protected by federal, state, and local law. However, protecting heritage resources from damage or destruction and preserving them for continued use, enjoyment, and study by their owners or the public is a complex issue. Unprotected heritage resources--resources whose significance has not yet been evaluated and unrecorded resources on unsurveyed lands--are particularly vulnerable to loss due to a variety of factors. The most prevalent of these include inadequate survey or assessment of heritage resources during the earliest stages of project planning (especially for "by-right" development), construction on unsurveyed lands, increased land values that make it unprofitable to retain historic buildings, and vandalism, relic hunting, and neglect. The ability to protect and preserve the county's significant heritage resources successfully over the long term depends upon a comprehensive, systematic approach. Such an approach is embodied in the county's *Heritage Resources Management Plan (HRMP)* that was adopted by the Board of Supervisors in 1988.

In recognition of its comprehensive programs and activities supporting heritage resource preservation since the 1960s, Fairfax County has been recognized by the National Park Service and the Virginia Department of Historic Resources as a Certified Local Government. Local governments

that qualify for this special designation are entitled to participate as full partners in the national heritage resource preservation programs.

Strategies

One of the basic axioms of preservation as outlined in the *HRMP* is that heritage resources cannot be preserved or studied if they are unknown, unrecorded, and unevaluated. Therefore, the purpose of this chapter of the Policy Plan is to provide guidance to decision makers and members of the community in achieving a balance between the often conflicting goals of planning for necessary physical and economic growth while accepting responsibility for the stewardship of the county's fragile heritage resources. Plan objectives and policies for achieving this balance focus on these three strategies:

- **Identifying the Resource Base**-- Background information about the county's heritage resources -- its history, historic structures, and archaeological sites -- is presented in the *HRMP* which also provides countywide goals, guidelines, and recommendations for heritage resource preservation and stewardship. Current listings and research files in the Fairfax County Inventory of Historic Sites are maintained by the Department of Planning and Zoning (DPZ) and historic site locations are shown on the *Comprehensive Land Use Plan Map* and on the map titled *Inventory of Historic Sites*. Current listings of recorded archaeological sites are maintained by the Fairfax County Park Authority and by the Virginia Department of Historic Resources. Due to the sensitive nature of archaeological sites, access to records and exact locations of the sites is restricted.
- **Protecting and Preserving Significant Resources**-- Preservation programs should have a sound basis in field survey, provide economic and technical assistance, be coordinated with other community policies and ordinances, and operate with sound and explicit standards, criteria, and administrative procedures. One of the underlying aims in developing objectives and policies for heritage resources is to ensure that these issues are addressed as part of the preservation program for the county. Nearly all of the preservation activities that the county is authorized to carry out by enabling authority in the Virginia State Code have been included in the 1995 comprehensive revision of the Historic Overlay District section of the county's Zoning Ordinance.
- **Promoting Community Awareness and Involvement**-- Heritage resource preservation occurs, or doesn't occur, within the context of local community issues and concerns. It is important, therefore, that the local community is made aware of its heritage and becomes actively involved in the preservation of the heritage resources it values. A high level of active community involvement in preserving its own heritage has been shown to foster increased pride in the community, or "pride of place." County citizens are also interested in learning more about the history and prehistory of the county and of their communities as a way of linking past and future generations. A citizenry that is knowledgeable about the county's past increases the potential for the preservation of their valued heritage resources. This potential is recognized by those individuals and organizations who have already invested in homes and businesses in the county as well as those considering investment in the future.

Implementation

Fairfax County has numerous ordinances, regulations, policies, and procedures that have the potential for affecting the preservation of the county's significant heritage resources, either positively or negatively. The implementation of the objectives and policies outlined above may call for revisions to some of these regulatory and policy mechanisms, and the development of new standards and guidelines, in order to protect and preserve the county's heritage resources more effectively. These objectives and policies, plus associated regulatory revisions and standards, represent an integrated system of new initiatives. This creates a comprehensive countywide policy framework for

heritage resource preservation, where none previously existed. Additionally, there are many county, state, and federal agencies and private organizations that deal with or affect heritage resources and their preservation in some way. Successful, legally defensible, and conflict-free implementation of the objectives and policies for heritage resource preservation depends heavily upon careful integration of these objectives and policies with other county objectives, policies, and regulatory mechanisms, as well as close coordination among public agencies, private organizations, and citizens.

BOARD OF SUPERVISORS GOAL

Culture and Recreation - Fairfax County should also support and encourage the identification and preservation of its heritage resources for the aesthetic, social, and educational benefits of present and future citizens.

Fairfax County's goal for heritage resource preservation is contained in the broader goal entitled "Culture and Recreation". This goal recognizes that preservation of the county's heritage resources--its historic structures, landscapes, cemeteries, and its historic and Native American archaeological sites--serves a public purpose by (1) enhancing the quality of life through aesthetic diversity in the landscape, and (2) providing a sense of continuity with the county's historic and prehistoric past. This goal also recognizes that heritage resource preservation requires a commitment both from the public and private sectors and from the community.

COUNTYWIDE OBJECTIVES AND POLICIES

Objective 1: Identify heritage resources representing all time periods and in all areas of the county.

- Policy a. Identify heritage resources well in advance of potential damage or destruction.
- Policy b. Conduct systematic countywide field surveys to locate and document unrecorded heritage resources and to update information on resources identified in past surveys.
- Policy c. Maintain an up-to-date data base of the county's heritage resources.

Objective 2: Maintain a county Inventory of Historic Sites to recognize the value of significant heritage resources for preservation.

- Policy a. Evaluate heritage resources for listing in the county Inventory of Historic Sites according to established local, state and national criteria. The quality of significance in national, state, and local history, architecture, archaeology, 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 meet one or more of the following criteria:
 1. be associated with events that have made a significant contribution to the broad patterns of our history; or
 2. be associated with the lives of persons significant in our past; or

3. embody the distinctive characteristics of a type, period, or method of construction, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
4. have yielded, or may be likely to yield, information important in prehistory or history.

Policy b. Evaluate heritage resources for listing in the county Inventory of Historic Sites according to established public significance criteria. A heritage resource is 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 identity 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.

Objective 3: Protect significant heritage resources from degradation, or damage and destruction by public or private action.

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.

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.

Policy c. Establish additional Historic Overlay Districts as appropriate to protect and preserve significant heritage resources.

Policy d. Assure that the county's regulatory mechanisms are compatible with the protection, retention, and enhancement of significant heritage resources.

Policy e. Coordinate activities affecting heritage resources among county agencies and with other public agencies and private organizations.

Policy f. Acquire significant heritage resources, when feasible, to incorporate them into the county's park system for purposes of resource protection and public education and enjoyment.

Policy g. Promote the use of open space/conservation easements to preserve heritage resources. Encourage property owners to place easements on their properties, working with the county, a local non-profit land trust and/or a state or national entity authorized to hold easements for the purpose of heritage resource preservation.

Policy h. Ensure that each heritage resource for which the county considers holding an easement meets the minimum standard of being listed in the county Inventory of Historic Sites.

Objective 4: Promote and encourage the protection and preservation of significant heritage resources.

Policy a. Provide a variety of incentives and assistance to encourage heritage resource protection and preservation.

Policy b. Recognize quality preservation projects and activities in county awards program.

Objective 5: Increase the levels of public awareness of and involvement in heritage resource preservation.

Policy a. Provide information on the county's heritage resources and heritage resource preservation activities for public education and enjoyment, through interpretive facilities, displays, publications, public presentations, the electronic media, and state and county historical site markers.

Policy b. Promote active public participation in heritage resource preservation activities.

HERITAGE RESOURCES

Department Of Planning And Zoning

PLANNING COMMISSION

Land Use Process Review Committee

October 17, 2018

LEANNA O'DONNELL

LAURA ARSENEAU

DENICE DRESSEL

1

AGENDA: PROGRAM OVERVIEW

STRATEGIES

- IDENTIFICATION
- EVALUATION
- TREATMENT
- EDUCATION/OUTREACH

TOOLS

- SURVEY
- INVENTORY
- HODs
- COMPREHENSIVE PLAN
- TAX CREDITS
- EASEMENTS
- PROGRAMS

2

THE NATURE OF RESEARCH

Department of Psychology, University of Toronto

What is research?

Research is a systematic and controlled investigation of a problem or question.

Research is a process of discovery.

Research is a process of learning.

Research is a process of problem-solving.

Research is a process of inquiry.

Research is a process of exploration.

Research is a process of discovery.

Research is a process of learning.

Research is a process of problem-solving.

Research is a process of inquiry.

Research is a process of exploration.

RESEARCH DESIGN

What is research design?

Research design is a plan or blueprint for the study.

Research design is a process of planning.

Research design is a process of organization.

Research design is a process of coordination.

Research design is a process of integration.

Research design is a process of synthesis.

Research design is a process of analysis.

Research design is a process of evaluation.

Research design is a process of interpretation.

Research design is a process of communication.

Research design is a process of documentation.

Research design is a process of dissemination.

Research design is a process of implementation.

Research design is a process of monitoring.

Research design is a process of evaluation.

Research design is a process of interpretation.

Research design is a process of communication.

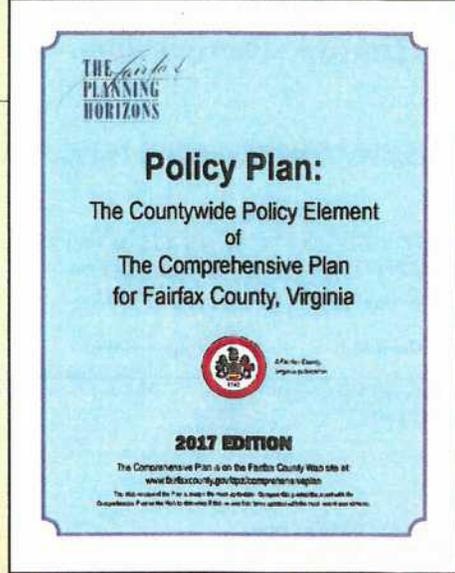
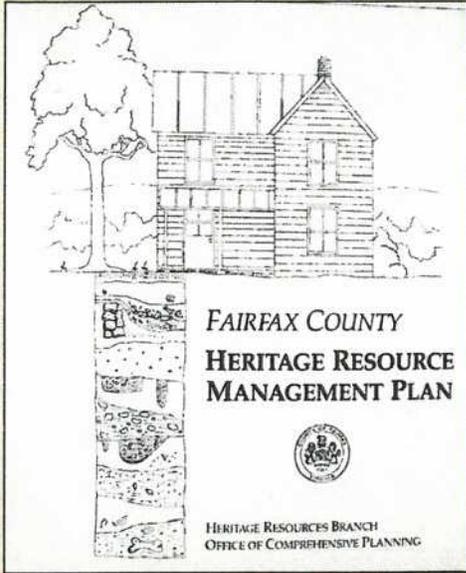
Research design is a process of documentation.

Research design is a process of dissemination.

Research design is a process of implementation.

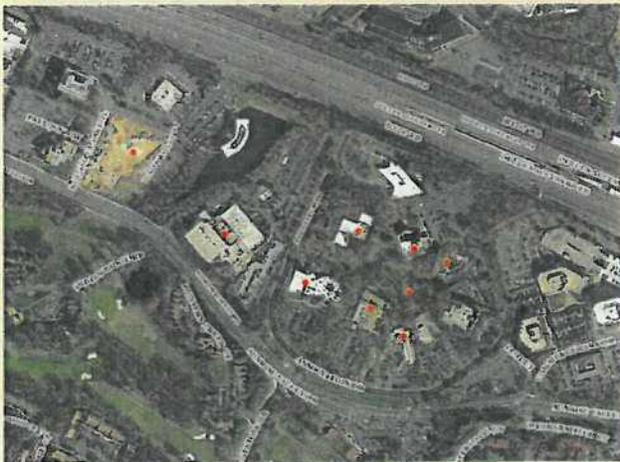
Research design is a process of monitoring.

HERITAGE RESOURCES GUIDING DOCUMENTS



3

IDENTIFICATION: SURVEY



Reston TSA Survey



Merrifield Survey

4

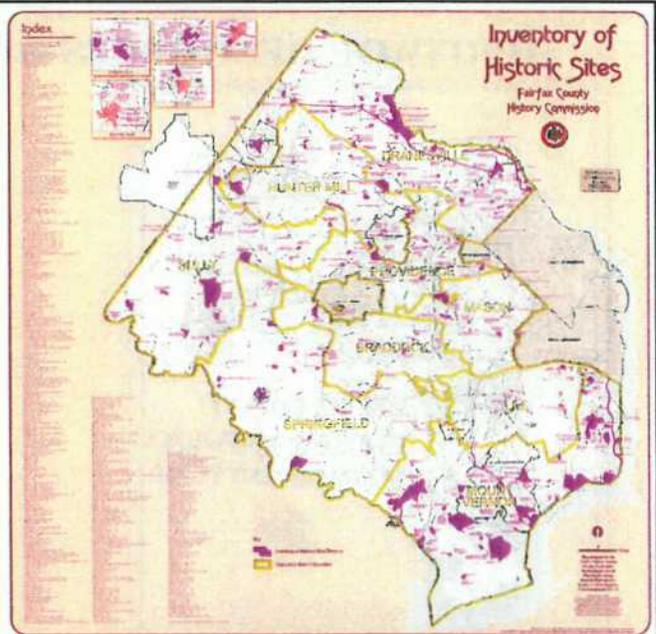
EVALUATION/TREATMENT: INVENTORY LISTING & History Commission

FAIRFAX COUNTY COMPREHENSIVE PLAN, 2017

FIGURE 4
MOUNT VERNON PLANNING DISTRICT
INVENTORY OF HISTORIC SITES
(Inventory as of February 7, 2018)

Name	Location	Planning Sector	Parcel Number	Date
Mount Vernon High School, Original, N,V	8333 Richmond Hwy Alexandria	MV7 ((1)) 5A	101-4	1939

N National Register of Historic Places
V Virginia Landmarks Register



5

TREATMENT: COMPREHENSIVE PLAN

FAIRFAX COUNTY COMPREHENSIVE PLAN, 2017 Edition AREA IV
Mount Vernon Planning District, Amended through 7-31-2018

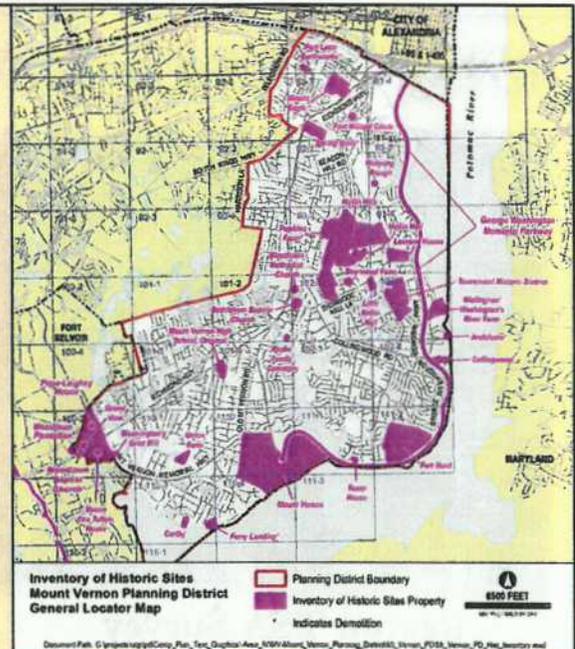
Overview

"In those areas where significant heritage resources have been recorded, an effort should be made to preserve them for the benefit of present and future generations. If preservation is not feasible then the threatened resources should be thoroughly recorded and, in the case of archaeological resources, the data recovered in accordance with countywide policies."

FAIRFAX COUNTY COMPREHENSIVE PLAN, 2017 Edition AREA IV
Richmond Highway Corridor Area, Amended through 5-1-2018
Community Business Centers Page 66

Overall Vision

"Numerous historical sites are located within or in proximity to the Richmond Highway Corridor. Notable sites include...the **Gum Springs Community** (emphasis added), and the **Pride of Fairfax** (emphasis added)... The vision unites the historical resources and ecological attributes of the corridor by establishing a cohesive series of vibrant, well-connected places that embrace the corridor's legacy, celebrate its environmental features, and strengthen the greater Richmond Highway community."



6

HISTORIC OVERLAY DISTRICTS - 2017
FAIRFAX COUNTY, VA
Historic Overlay Districts current to December 2017
Map prepared by Planning Division,
Department of Planning & Zoning

TREATMENT:

Historic Overlay Districts (HOD) & Architectural Review Board (ARB)

- Have historic, architectural, archaeological, or cultural significance
- The ARB is a regulatory authority that reviews building permits, site plans and rezoning actions on properties in the Historic Overlay Districts

14 Historic Overlay Districts

<ol style="list-style-type: none"> 1. Bull Run Stone Bridge 2. Centreville 3. Colvin Run Mill 4. Dranesville Tavern 5. Huntley 6. Lake Anne Village Center 	<ol style="list-style-type: none"> 7. Langley Fork 8. Mount Air 9. Pohick Church 10. Robey's Mill 11. Saint Mary's Church 12. Sully 13. Woodlawn 14. Former Lorton Prison (under MOA)
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7

HERITAGE RESOURCES REVIEW PROCESSES

PLANNING STUDIES

- Review area for previously identified heritage resources and provide comment on existing conditions
- Conduct windshield survey to identify any potential heritage resources not previously recorded
- Conduct preliminary research to evaluate surveyed sites for their potential significance
- May add language to Plan text

PLAN AMENDMENTS, REZONINGS, SPECIAL PERMITS, OR SPECIAL EXCEPTIONS

- Consult GIS data layer for potential heritage resources:
 - ✓ Inventory properties
 - ✓ Properties in HODs
 - ✓ Surveyed sites
- If identified heritage resources are impacted then staff reviews and provides comment on the case - may lead to a Plan language, proffers, or development conditions.

BY-RIGHT DEMOLITION INVENTORY PROPERTIES (NOT IN HOD)

- Permit Review branch contacts heritage resource staff
- Consultation with property owner regarding the history of the property
- Photo-documentation requested

8

CASE STUDY – TREATMENT: DOCUMENTATION

BOYD'S PIANO SHOP (c. 1910)

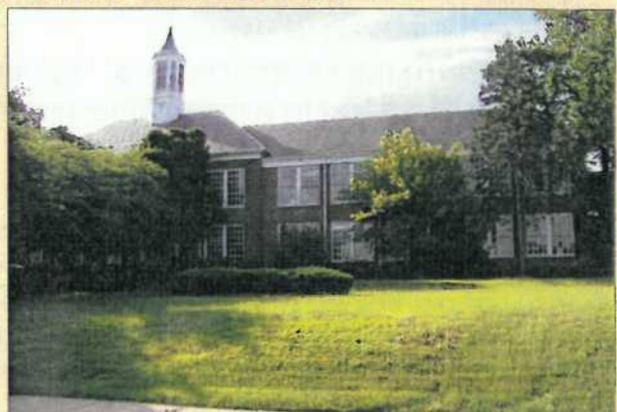
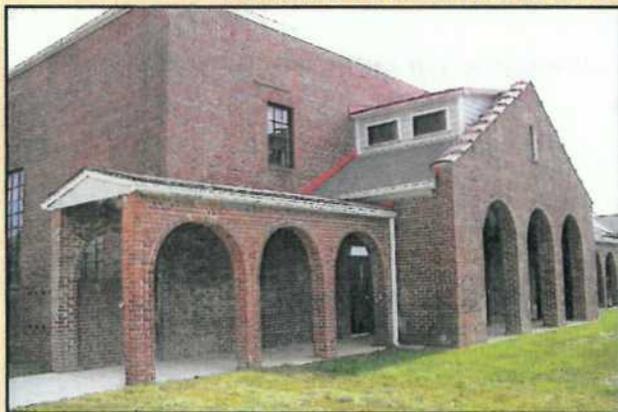
Merrifield Suburban Center

- IDENTIFY
- EVALUATE
- TREATMENT
- EDUCATION/OUTREACH



9

**TREATMENT: NATIONAL REGISTER LISTING
FEDERAL AND STATE
REHABILITATION TAX CREDITS**

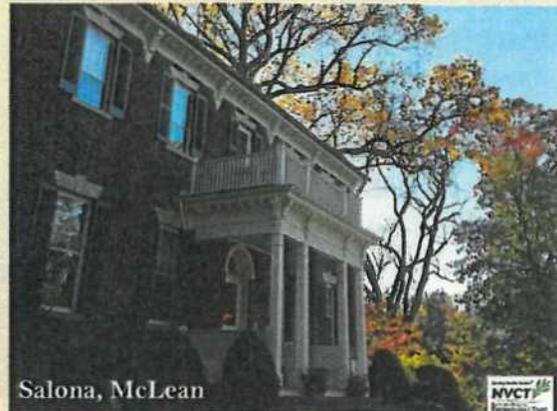


10

TREATMENT: EASEMENTS



Oak Hill, Annandale



Salona, McLean

11

CASE STUDY – TREATMENT: PRESERVATION SILAS BURKE HOUSE

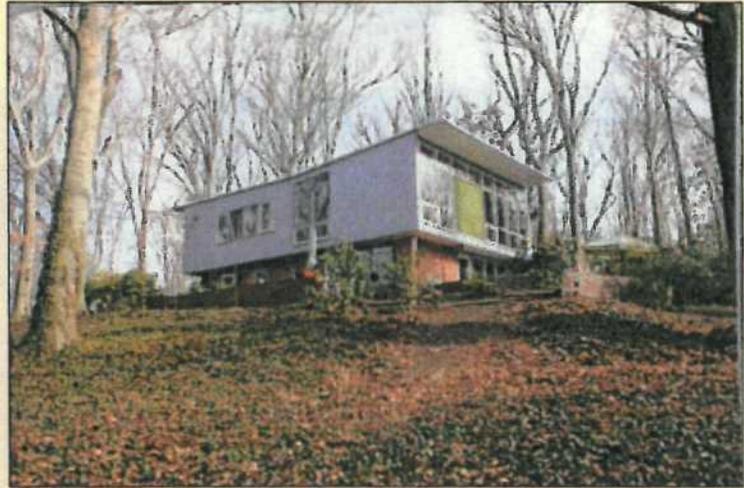
- IDENTIFY
- EVALUATE
- TREATMENT
- EDUCATION/OUTREACH



12

EDUCATION/OUTREACH

- Presentations to county staff, Boards, Authorities, and Commissions
- Enrichment of online visual presence through GIS layer
- Increased visibility through presentations to the community
- Video with Channel 16 - Inventory nomination process
- Mailing to Inventory property owners for 50th Anniversary
 - Inventory brochure
 - NVCT information
 - Possible plaque program



13

Thank You
Questions/Discussion

14