

# Fairfax County Park Authority Cultural Resource Management Plan

Revised 2017



Prepared by:  
Archaeology and Collections Branch  
and  
Heritage Conservation Branch,  
Resource Management Division





## ACKNOWLEDGEMENTS

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## EXECUTIVE SUMMARY

A *Cultural Resource Management Plan* (CRM Plan) was developed for the Fairfax County Park Authority (FCPA) 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. The first CRM Plan was approved by the Park Authority Board on April 26, 2006. The original Plan was divided into eleven (11) Element Chapters, each of which represented an important topic in Cultural Resource Management. The Element Chapters were: 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. Each Element Chapter included issues and strategies to address these issues. Staff have been working since 2006 to implement the CRM Plan.

In 2008, Museum Collections Management and Historic Preservation were transferred administratively to the Cultural Resource Management and Protection Branch. Historic Preservation concerns were addressed in the 2006 CRM Plan, however Museum Collections was not included. In 2012, the CRM Plan was updated to address these issues in preparation for FCPA's American Alliance of Museums (AAM) Reaccreditation.

In 2017, the CRM Plan is being revamped to provide a more streamlined approach to archaeology and historic preservation. In 2016, with the hiring of a new Heritage Conservation Branch Manager, Cultural Resources was subdivided into two cooperative branches. The Heritage Conservation Branch is responsible for policies and regulations regarding historic buildings, ruins, structures, the Resident Curator Program and curatorial museum collections management for FCPA and countywide. The Archaeology and Collections Branch is responsible for archaeology on parkland and countywide including archaeological resources, cultural resource policies and regulations, cemeteries and archaeological collections. The current CRM Plan, which follows the format set forth by the Natural Resource Management Plan, provides guidance for the identification, evaluation, interpretation, and treatment of cultural resources in Fairfax County.

The 2017 CRM Plan is designed to implement the four recommendations set forth for cultural resources in the FCPA's 2017 Great Parks, Great Communities Parks and Recreation System Master Plan.

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## INTRODUCTION

### **PURPOSE AND VISION**

The purpose of this Cultural Resource Management Plan (CRM Plan) is to coordinate agency-wide efforts to achieve the cultural resource preservation mission of the Fairfax County Park Authority (FCPA) and implement agency Policies 203 (Cultural Resources), 204 (Countywide Archaeology) 205 (Historic Preservation) and 206 (Museum and Archaeological Collections). Furthermore, the CRM Plan can assist in supporting and furthering cultural resource management goals as outlined in Policies 102 (Park Planning), 103 (Park Development) and 208 (Sustainable Management) (*Policy Manual*, 2013).

The Cultural Resource Management goal in the Fairfax County Park Authority Great Parks, Great Communities Parks and Recreation System Master Plan is to ensure protection, conservation, preservation and interpretation of cultural resources, and recommendations may include the following:

- Establishing a suitable facility to preserve, expand, conserve and exhibit countywide collections
- Actively protecting, managing, and conserving the county's cultural and historic resources
- Expanding stewardship education, interpretation, community engagement and the use of technology
- Continuing to assess, implement and improve the Resident Curator Program

Several other local, state, and federal policies, laws and guidelines guide cultural resource management on FCPA properties. These include the Policy Plan Component of the Comprehensive Plan for Fairfax County (Fairfax County 2013), the Heritage Resource Management Plan (Chittenden *et al* 1988), Guidelines for Conducting Historic Resources Survey in Virginia (DHR 2011), and the National Historic Preservation Act (54 U.S.C. § 300101 *et seq.*).

### ***Fairfax County Park Authority Mission Statement***

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

### ***Fairfax County Park Authority Vision***

*“The Fairfax County Park Authority strives to inspire and sustain a passion for parks and leisure experiences that enhances our community's quality of life.”*

Fairfax County Park Authority serves as the county's largest landowner with more than 23,000 acres encompassing over 400 parks. Countywide responsibility for archaeological and museum resources and preserving Fairfax County's rich cultural heritage rests with the FCPA. FCPA landholdings contain a wealth of cultural resources spanning human habitation in this part of Northern Virginia. These resources include archaeological sites left by Native American hunters between 8000 and 15,000 years ago, Native American hunter gatherer societies between 3200 and 8000 years ago and Native American agricultural societies between 3200 and 400 years ago. The archaeological record of Fairfax County documents the arrival of European colonists, enslaved Africans and the development of a colonial society that produced several of our nation's founding fathers.

**PLAN STRUCTURE**

*This CRM Plan revision* focuses on three themes. Each of these themes correlates directly to FCPA cultural resource management policies, specifically Policies 203, 204, 205, 206, and 208. Within each theme, the CRM Plan proposes a series of actions. These actions are those tasks that staff and partners must undertake to satisfy the broad policy supported by the respective themes.

Although the Archaeology and Collections Branch and the Heritage Conservation Branch of the Resource Management Division have the lead roles implementing the CRM Plan, all divisions, sites, and staff are responsible for implementation and for ensuring that FCPA policies and practices support cultural resource protection. Staff will report on accomplishments and plans to the Park Authority Board annually and also through quarterly stewardship updates.

There is broad recognition of the Park Authority's obligation and responsibility to protect and manage the cultural resources under its care. This commitment is prioritized in the provisions of the Great Parks, Great Communities Parks and Recreation System Master Plan, demonstrated by Park Authority cultural resource policies, and achieved through the implementation of the CRM Plan.

Implementation of the CRM Plan requires a commitment of significant resources, both in staff and funding. These needs will be defined for each action with the recognition that regular revision may be necessary to accommodate changes in policy, as well as the availability of staffing and funding.



## **Management Theme: Inventory and Planning**

### ***Understanding what we have***

Effective management and protection of **all** cultural resources, whether they are historic structures, archaeological sites, museum objects, or archaeological artifacts begins with an understanding of the broad scope of cultural resources for which the Park Authority has responsibility. The following actions address how the Park Authority collects cultural resource data in order to drive decision making in both park and countywide planning.

#### **1. Conduct inventories of historic structures, archaeological sites, and collections objects**

- a. Phase I archaeological investigations will be conducted in advance of park acquisition, planning projects, and management activities to identify and protect archaeological resources. Sites will be recorded with the State of Virginia as well as within an archaeological sites geodatabase built within the Fairfax County GIS infrastructure
- b. There are currently more than 50 historic structures on existing parkland which will be inventoried, evaluated and mapped in a historic resource geodatabase built within the Fairfax County GIS infrastructure. FCPA historic resources will be assessed periodically to ensure we are acting as good stewards of our properties.
- c. All archaeological and collections objects will be subject to biennial complete inventories as well as annual “spot” inventories. Collections data will be entered and maintained within the Re:Discovery database.

#### **2. Evaluate cultural resources**

- a. FCPA will evaluate both archaeological and architectural resources according to both National Register of Historic Places (NRHP) and public significance criteria. Although the overriding goal is to evaluate the significance of all cultural resources, it may be necessary to prioritize evaluations based upon threats to specific resources as part of the park planning process, based on the potential research value of a resource or other factors.
- b. Current conditions of architectural, archaeological, and collections objects shall be assessed in order to prioritize management of these resources.

#### **3. Planning**

- a. Continue to review countywide development plans for potential impacts to cultural resources. When within FCPA authority, require archaeological investigations prior to development. When not within FCPA authority (by-right development), recommend archaeological investigation prior to development.
- b. Participate in state and federal consultation for projects that might impact cultural resources in Fairfax County. When possible, secure proffers for projects with the potential to impact cultural resources not protected by local, state, or federal policies or laws.
- c. Participate in FCPA Master Planning

- i. Designate Resource Protection Zones and develop park maps defining areas where land disturbance shall be limited and access regulated based upon the sensitivity of the resources.
- ii. Ensure that cultural resource protection is integrated into all aspects of Park Planning including: land acquisition, planning, development, management, maintenance, community engagement, and interpretation.

**4. Create site-specific or resource specific planning documents**

- a. Heritage Conservation Branch will prioritize projects and provide Historic Structure Reports and Treatment Plans for FCPA historic resources that will
  - i. Include detailed historic information and architectural history details for each property.
  - ii. Guide the FCPA and/or Resident Curators in the rehabilitation and adaptive reuse of FCPA historic properties through treatment plans and recommendations
  - iii. Provide for future interpretation and proper stewardship.
  - iv. Assist in future budgeting for projects on historic properties.
  
- b. Archaeology and Collections Branch will provide archaeological reports that will
  - i. Include historic background and environmental data.
  - ii. Offer guidance as to whether further archaeological work is warranted.
  - iii. Provide full inventories of all artifacts collected, entered into the ACB's artifact database as well as Re:Discovery.
  - iv. Provide background for interpretation of archaeological sites.
  - v. Assist in future budgeting and planning.
  
- c. Both branches will create collection's planning documents that
  - i. Provide a prioritized list of collection's care projects to be completed.
  - ii. Offer guidance on future areas of need in acquisition, deaccession, conservation, and operations.
  - iii. Assist in the planning of exhibits at Park Authority Sites.

## **Management Theme: Management and Protection**

### ***Cultural resources are non-renewable***

Once cultural resources have been identified, it is incumbent on the FCPA to effectively manage and protect these resources through a variety of means at their disposal including research, preservation strategies, information technology, ongoing care using qualified staff, and mitigation of threats. The following actions address how the Park Authority manages its cultural and fiscal resources, with the understanding that cultural resources are non-renewable.

#### **1. Address deferred maintenance and care of resources**

- a. Deferred maintenance is a major concern with FCPA's historic resources. Many of the structures are vacant and reflect years of deferred maintenance. Although resources are limited, the Heritage Conservation Branch (HCB) must continually explore and implement creative solutions to protect and conserve these historic treasures of Fairfax County.
- b. Archaeology and Museum (ACB) collection's staff shall continue to rehouse objects, perform collection's care activities to maintain the integrity of collection's objects, and deaccession those objects that do not conform to the collections management policy.

#### **2. Address threats to resources**

- a. Archaeological and historic resources face numerous natural and man-made threats. These include but are not limited to: park development, encroachment, neglect, and environmental conditions.
  - i. Continued participation in agency and County planning teams, including thorough review and site visitation, which are necessary components in assessing the potential threat from development on archaeological and historic resources and in relaying to park planners and agency leadership the steps necessary to comply with park policy and, if applicable, state and federal policies and laws.
  - ii. Enforcement of encroachment or other illegal uses of parkland must be addressed. Encroachment onto parkland constitutes a potential threat to cultural resources. Activities such as relic hunting, vandalism, creating unauthorized trails, and using trails for unauthorized activities (motorized vehicles such as 4-wheelers and motorbikes) have the potential to damage or destroy cultural resources. This activity must be discouraged through public awareness and education.
- b. Natural forces, in particular erosion, threaten numerous previously recorded archaeological and historic sites. Likewise, these forces also threaten areas with moderate to high potential for previously unrecorded archaeological resources. Staff will:
  - i. Identify potential threats to known resources as well as to those locations with moderate to high archaeological potential.
  - ii. Assess the severity of the threat to resources, prioritize those resources which are of the greatest concern, and develop plans to mitigate the threat to those
  - iii. Work in coordination and consultation with the Natural Resource Branch as well as other entities within the county such as DPWES to try to mitigate or eliminate natural threats whenever possible.

### 3. Collections Management and Storage

The existing archaeological and museum collections spaces are currently operating at approximately 125 percent capacity and are not aligned with the standards set forth by the American Alliance of Museums (AAM).

- a. A new combined collection's facility will be planned, as budgeted in the 2016 bond.
- b. Current archaeological and museum collections spaces will be improved to the extent to which they can be in order to meet AAM standards.
- c. Archaeology and Museum collections will only accept and retain items and collections meeting current Scope of Collections, as defined in Policy 206.
- d. Staff will identify, assess, and if warranted, deaccession collections not meeting curation standards. If appropriate, deaccessioned materials can be integrated into the archaeological type collection, educational collection, and/or made available to sites for display and/or programming.

### 4. Resident Curator Program

The Resident Curator Program (RCP) is administered by HCB and is designed to preserve FCPA's historic properties by offering long-term leases to qualified tenants who agree to rehabilitate and maintain these historic resources. Curators will agree to conform with guidelines in the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Enabling legislation:

In January 2011, the General Assembly amended Va. Code Ann. § 15.2-2306 authorizing localities to develop resident curator programs. The Code enables localities to create, by ordinance, "a resident curator program such that private entities through lease or other contract may be engaged to manage, preserve, maintain, or operate, including the option to reside in, any such historic area, property, lands, or estate owned or leased by the locality." The Board of Supervisors adopted the Resident Curator Program Ordinance in 2014, establishing a Resident Curator Program in Fairfax County. There are two minimum qualifications for a property to be considered for the Resident Curator Program. First, it must be publicly owned; and second, it must be listed on the Fairfax County Inventory of Historic Sites.

### 5. Documentation and Data Recovery

- a. Should there be a proposed action where impacts to a significant resource cannot be avoided, measures should be developed to mitigate the adverse effects of the undertaking. When mitigation measures are employed, it normally indicates destruction of all or part of a significant resource. Accordingly, it is the least preferable alternative. However, if there is no prudent and feasible alternative, then mitigation plans will be developed and approved by the FCPA for sites of local, public significance and by VDHR and ACB or HCB for NRHP eligible resources. The *Guidelines for Conducting Historic Resources Survey in Virginia* (VDHR 2011) will serve as the baseline for methodological standards.
  - i. Mitigation measures may consist of:
    - 1) Data recovery excavation of archaeological sites

- 2) Documentation of architectural sites or landscape features in accordance with Historic American Buildings Survey (HABS), Historic American Engineering Record (HAER) or Historic American Landscapes Survey (HALS)
- 3) Other alternative or “creative” mitigation, as agreed to by ACB, HCB, and/or VDHR, as appropriate.

**6. Tririga (Park Authority Maintenance Management System)**

- a. The Park Authority utilizes the Tririga software program to track general maintenance and total cost of ownership (TCO) for all structures. Heritage Conservation Branch receives prior notification of maintenance work requests involving historic buildings and must approve the request before it is assigned to the Park Operations Division to complete.
- b. The ACB will be notified of maintenance work requests involving ground disturbance and must approve work requests before they are assigned to the Park Operations Division to complete.
- c. With continual data of maintenance work requests and recorded property inspections, budgets and TCO can feasibly be determined for each historic structure the Park Authority maintains.

**7. Maintain Professional/Technical Staff**

Both federal law (36 CFR 800, Appendix A) and state guidance (VDHR 2011) define minimum educational qualifications and experience levels for cultural resource management professionals. AAM addresses qualifications for museum professionals. In order to carry out the provisions set forth in the CRM Plan, the FCPA will maintain adequate professional staff.

## **Management Theme: Stewardship Education**

### ***History matters***

Education of the value of the county's cultural resources is a vital part of not only the Park Authority mission, but also in creating good stewards of our shared past. As such, the following actions provide guidance for providing stewardship education to a variety of stakeholder groups. Participation on project and agency teams provides the dual benefit of instructing team members in the importance of cultural resource interests and inspires new advocates to advance cultural resource stewardship.

#### **1. Partnerships**

- a. Cultivate mutually beneficial partnerships with local, state, and federal agencies, boards, and organizations; advocational and Friends' groups; and educational institutions.
- b. Maintain and support volunteer and internship programs within each branch.
- c. Engage with landowners and developers to secure proffers and/or access for the conduct of cultural resource investigations of threatened sites not protected under local, state, and/or federal policies and laws.

#### **2. Outreach and Education**

- a. Provide educational opportunities at multiple grade levels through programming at sites as well as summer camps.
  - i. Coordinate with Fairfax County schools to provide age-appropriate talks for students in partial fulfillment of the Virginia Standards of Learning (SOLs).
- b. Engage local and regional institutions of higher learning for internship opportunities that will promote the FCPA countywide heritage conservation efforts and for the conduct of potential field school sites.
  - i. Particular consideration should be given to threatened sites not protected under local, state, and/or federal policies and laws.

#### **3. Training**

- a. Conduct regular staff training to ensure understanding of current application of appropriate local, state, and federal policies and laws in the review process for all affected FCPA staff.
- b. Train technical staff in current best practices and emerging technologies being tested and employed in cultural resource investigations.
- c. Provide interpretive training to equip staff with the tools necessary to better engage a broad range of professional individuals, organizations, and institutions.

#### **4. Public Outreach Tools**

- a. Continue providing content for FCPA website and social media including Twitter, Facebook, and various blogs.

- i. Provide Historic Structure Reports, Archaeological Reports (with site location data redacted), and artifact or object collections information in a publicly accessible format, such as .pdfs on the RMD website or accessible databases.
  - ii. Provide interpretation such as web maps, 3-D visualizations, and other interpretive tools on the RMD website.
- b. Continue to offer technical expertise at public hearings and meetings as well as through public comment solicitations.
- c. Provide opportunities for the public to tour properties and sites in unstaffed parks through open houses, special tours, and other events.





## GUIDANCE AND SUPPORTING DOCUMENTATION

### FEDERAL

#### National Park Service

- 2016 The Treatment of Historic Properties. United States Department of the Interior. Washington D.C. <https://www.nps.gov/tps/standards.htm>. (Accessed April 1, 2016).
- n.d. Secretary of the Interior's Standards and Guidelines, Qualifications Standards for Archaeology and Historic Preservation. 36 CFR Part 61. United States Department of the Interior. Washington D.C. [https://www.nps.gov/history/local-law/arch\\_stnds\\_0.htm](https://www.nps.gov/history/local-law/arch_stnds_0.htm). (Accessed April 1, 2016).
- n.d. Secretary of the Interior's Standards and Guidelines, Qualifications Standards for Archaeology and Historic Preservation. 36 CFR Part 61, Appendix A. As Amended. [https://www.nps.gov/history/local-law/arch\\_stnds\\_9.htm](https://www.nps.gov/history/local-law/arch_stnds_9.htm). (Accessed April 1, 2016).
- n.d. Secretary of the Interior's Standards for the Treatment of Historic Properties <https://www.nps.gov/tps/standards/four-treatments/treatment-guidelines.pdf>
- n.d. Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Historic Properties, Cultural Landscapes, and Sustainability: <https://www.nps.gov/tps/standards/four-treatments/landscape-guidelines/index.htm>  
<https://www.nps.gov/tps/standards.htm>

### STATE

- 2012 Virginia Code Ann. § 15.2-2306(A)(4) (2012) and as amended. (37-14-125.): <http://law.lis.virginia.gov/vacode/title15.2/chapter22/section15.2-2306/>
- Virginia Department of Historic Resources (DHR)
- 2011 *Guidelines for the Conduct of Historic Resources Survey in Virginia*. Prepared by the Department of Historic Resources. Richmond, Virginia. [http://www.dhr.virginia.gov/pdf\\_files/Survey%20Manual-RevOct.2011Final.pdf](http://www.dhr.virginia.gov/pdf_files/Survey%20Manual-RevOct.2011Final.pdf). (Accessed April 1, 2016)
- 2011 Virginia Department of Historic Resources State Collections Management Standards. Prepared by the Department of Historic Resources. Richmond, Virginia. [http://www.dhr.virginia.gov/pdf\\_files/Collections%20Mgmt%20Standards%2016june2011.pdf](http://www.dhr.virginia.gov/pdf_files/Collections%20Mgmt%20Standards%2016june2011.pdf). (Accessed April 1, 2016).

### LOCAL

#### Fairfax County

- 2013 *Policy Plan: The Countywide Policy Element of the Comprehensive Plan for Fairfax County, Virginia*. Heritage Resources. Fairfax County Department of Planning and Zoning. <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/policyplan/heritage.pdf>. (Accessed March 19, 2016).

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Comprehensive Planning, Fairfax, Virginia.

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2017 Great Parks, Great Communities Parks and Recreation System Master Plan. [In Preparation].

2016 Parks Count! Needs Assessment

2013 Policy Manual. Fairfax County Park Authority. Fairfax, Virginia.  
<http://www.fairfaxcounty.gov/parks/parkpolicy/park-policy-manual.pdf>. (Accessed April 1,  
2016).

2012 Cultural Resource Management Plan. Fairfax County Park Authority. Fairfax County, Virginia.  
<http://www.fairfaxcounty.gov/parks/gmp/crmpfinal.pdf>. (Accessed April 1, 2016).

Fairfax County Resident Curator Ordinance:

[https://www.municode.com/library/va/fairfax\\_county/codes/code\\_of\\_ordinances?nodeId=THC  
OCOFAVI1976\\_CH125RECUPROR\\_ART1GEPR\\_S125-1-6PROR](https://www.municode.com/library/va/fairfax_county/codes/code_of_ordinances?nodeId=THCOCOFAVI1976_CH125RECUPROR_ART1GEPR_S125-1-6PROR)

## **FCPA CRMP Revision Timeline**

June 16, 2017 - 75% Draft of CRM Plan to LT

July 3, 2017 – Board Package including 75% Draft CRM Plan with LT comments incorporated and presentation to Cindy Walsh

July 10, 2017 - Board Package including 75% Draft CRM Plan with LT comments incorporated and presentation to Director's Office

July 26, 2017 – 75% Draft CRM Plan and presentation to Resource Management Committee

July 28 – August 31, 2017 Park Authority Board Comment period

September 13 – Information Item to Committee of the Whole and Park Authority Board ahead of Public Comment Period

September 18, 2017 – Draft CRM Plan posted on the internet

September 18, 2017 – to October 13, 2017 – Public Comment Period

September 18, 2017 – to October 13, 2017 – Two stakeholder meetings

October 13, 2017 – November 3, 2017 – Incorporate comments; finalize

November 13, 2017 - Board Package, Action Item, including CRM Plan with comments incorporated and presentation to Cindy Walsh

November 20, 2017 - Board Package, Action Item, including CRM Plan with comments incorporated and presentation to Director's Office

December 6, 2017 – RMD Committee

December 13, 2017 – PAB for Approval

Publish and Disseminate before Winter Holiday