



## Arlington's Comprehensive Plan: Historic and Cultural Resources Plan Implementation Framework

Approved February 2024



# Implementation Framework

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**This is a companion document to Arlington's Comprehensive Plan: Historic and Cultural Resources Plan (the Plan). It describes the implementation approach for the goals and objectives of the Plan and includes a concise summary of the goals and matrixes that illustrate the timeline, cost, funding source, and responsible parties for implementing each objective or action. This is a working document; it should be considered flexible and be reviewed and adjusted as needed. The Historic Preservation Program (HPP) staff have responsibility for this document and will revise it when required.**

## Focus Areas

The Plan includes five distinct focus area categories: Community Engagement; Incentives for Preservation; Partnerships; Regulations; and Technology, Information, and Tools. Within these, the County seeks to expand existing priorities and establish new initiatives that will ensure a robust and equitable historic preservation program. Each goal also provides an Equity Aspiration, which describes how the goal will advance a more equitable historic preservation outcome for Arlingtonians. As the plan is implemented, it will be important to determine how and when to measure these outcomes.

**Community Engagement** refers to education and outreach activities. The proposed activities highlight various preservation initiatives and programs that aim to connect residents who have not traditionally participated in historic preservation with the program. Activities include an annual report and regular newsletter.

**Incentives for Preservation** are inducements to preserve historic resources. The objectives and actions outlined in this goal include honoring successful preservation efforts, providing financial motivations for preservation, and easing bureaucratic burdens for those willing to undertake historic preservation actions.

**Partnerships** describe the ways historic preservation can integrate with other County functions. With an overall focus on proactive and informed preservation policy, the objectives in this goal include incorporating historic preservation representatives and considerations into the various planning efforts of the County; the County agencies' capital budgets, inventories, and maintenance plans; the affordable housing and sustainability efforts; and the other County units with cultural elements, such as the Department of Parks and Recreation (DPR) and the Public Art Program.

**Regulations** focus on optimizing the Local Historic District designation process,

establishing flexible preservation tools, and elevating the protection of high-risk resources, including archaeological resources.

**Technology, Information, and Tools** help organize and share the foundational data that provide the basis for decision-making in preservation policy and regulation. Actions in this goal encompass updates to and expansion of the Historic Resources Inventory (HRI), historic resource surveys and studies, and establishing an archival program in the HPP.

## Resources

The County expanded its historic preservation efforts and therefore, its impact, following the adoption of the original Plan in 2006. This Plan, which is the update to the 2006 document, proposes a significant increase to existing efforts. With appropriate resources to support these aspirations, the HPP has an opportunity to expand its reach and to serve Arlington more equitably and robustly in the future. The estimated resources required to achieve the objectives herein encompass funding for various initiatives, including the Historic Preservation Fund, and three new positions in the HPP:

**An archaeologist** will oversee archaeology needs, including a new ordinance, plan, and review process, for the County and will provide ongoing archaeology expertise. Arlington

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County, like most local jurisdictions, originally passed its historic preservation ordinance at a time when archaeology was not considered an integral part of the historic preservation effort.

With the passage of time, a growing understanding of the significant cultural record held underground has led to more historic preservation programs adopting archaeology as a formal part of their practice. This is especially important for significant stories, people, and resources from the long past that may not be obvious at first glance but that are evidenced by rich resources below the earth. In Arlington, these include the stories of Native Americans, agriculture, the Antebellum era, and the Civil War, to name a few. This new position will:

- Develop recommendations for addressing abandoned cemeteries within County boundaries and include the surrounding community in assessing and addressing these properties.
- Generate an Archaeology Ordinance for adoption.
- Create an archaeology plan.
- Establish an archaeology review process for projects on County property.

**An archivist** will help coordinate records management, accessibility, and research for County information. Arlington County has records and archives pertaining to its

administrative and development history, often spread through various departments and without connection or coordination. When information and historical data are needed, there is no centralized organization system or source for accessing it. By organizing and making these records accessible as part of County records management, activities such as research, education, advocacy, and interpretation will be supported and streamlined. This work requires an archivist to manage, digitize, and make records accessible, as well as to oversee retention schedules for today's records. This new position will:

- Develop and staff a program for coordinated records management, accessibility, and research for historical information, both within the HPP archives and across County departments.
- Share Arlington's historic preservation data, information, and physical records within County departments and publicly.

**A cultural heritage planner** will coordinate cultural heritage elements of historic preservation. Arlington's cultural landscapes are more deeply understood and more visible as a historic preservation priority than ever before—and they are increasingly threatened by the overlapping pressures of land use and population needs. This plan recommends

increasing public education and building policies around cultural heritage and landscapes under the auspices of the HPP. This new position will accomplish the following:

- Conduct additional architectural and cultural surveys and studies.
- Work with neighborhood advocates to understand, interpret, and support preservation of the physical resources and cultural meaning of their parks and other public spaces.
- Develop recommendations for addressing abandoned cemeteries within County boundaries and include the surrounding community in assessing and addressing these properties.
- Serve as a support to DPR in preserving and interpreting the history and culture of historically significant elements of the County's parks, including the Civil War forts.

**The tables below describe the timeline, cost, funding source, and responsible parties for implementing each recommended objective or action.**

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## Community Engagement

Goal	Objective	Action (Where Applicable)	Timeline	Cost	Funding	Who Will Implement
Goal: Build understanding of Arlington's history, people, and historic places.	Objective: Highlight the diverse range of Arlington's populations and their associated historic places in proactive education and interpretation activities.		Ongoing	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, HALRB, community partners
	Objective: Conduct one outreach effort quarterly.		Ongoing	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, HALRB, community partners
Goal: Build support for preservation of Arlington's historic places.	Objective: Develop a regular "annual report"-style update on the impact and importance of historic preservation in the County.		Ongoing	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff
	Objective: Continue the HPP digital newsletter and expand its reach by assessing its audience, timing, and distribution methods.		Ongoing	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff
	Objective: Reach out to areas and communities in the County that typically have not participated in historic preservation activities to ensure equitable access to program services and incentives.		Ongoing	\$ moderate \$26K - \$100K, New Cultural Heritage Planner	Ongoing/permanent	Existing HPP staff, expanded HPP staff, HALRB

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## Incentives for Preservation

Goal	Objective	Action (Where Applicable)	Timeline	Cost	Funding	Who Will Implement
Goal: Provide incentives for preservation to residents, property owners, developers, and community organizations.	Objective: Recognize those already preserving Arlington's heritage through LHDs and preservation easements with historic markers, plaques, awards, and interpretive installations.		Ongoing	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, HALRB
	Objective: Support the needs of residents, developers, partners, and other constituents through financial incentives for preservation.	Action: Grow the Fund.	Short 1-3 years	\$\$ moderate \$26K - \$100K, (Requires regular fund administration/oversight)	One-time as needed to build the fund; Ongoing/permanent for regular administration of fund	Existing HPP staff, expanded HPP staff
		Action: Seek additional financial tools to expand local historic preservation benefits.	Long 7-10 years	\$\$\$ high >\$100K	Ongoing/permanent	Existing HPP staff, other County staff, consultants
	Objective: Pursue the provision of flexible zoning standards (to the extent permitted by law) for historic buildings undergoing rehabilitation or adaptive reuse.		Mid 4-6 years	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, other County staff
	Objective: Partner and coordinate with County departments and divisions to establish a menu of County-provided benefits available to owners of LHDs, recorded preservation easements, or historic properties under site plan or development review.		Mid 4-6 years	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, other County staff

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## Partnerships

Goal	Objective	Action (Where Applicable)	Timeline	Cost	Funding	Who Will Implement
Goal: Formalize and define the inclusion of historic preservation into other County planning and reviews.	Objective: Assess and adjust policies and processes in the County government structure to better position historic preservation for proactive, constructive, and consistent partnership with other functions.	Action: Require historic preservation analysis and recommendations to be included in all Sector Plans, Area Plans, and Countywide planning studies.	Short 1-3 years	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, other County staff
		Action: Include HPP staff and/or an HALRB representative in the biennial Arlington County Capital Improvement Plan.	Short 1-3 years	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, HALRB
		Action: In coordination with Arlington Public Schools (APS), develop an inventory of existing school buildings to document original dates of construction, significant/historical occurrences, historic and/or architectural features of note, completed and/or ongoing renovations.	Mid 4-6 years	\$ modest <\$25K	One-time	Existing HPP staff, other County staff, APS staff, HALRB
		Action: Establish opportunities for the HPP staff to provide technical expertise regarding ongoing maintenance and renovations at County-owned and APS-managed historic properties, as well as others that are publicly accessible.	Mid 4-6 years	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, other County staff, APS staff

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## Partnerships (continued)

Goal	Objective	Action (Where Applicable)	Timeline	Cost	Funding	Who Will Implement
Goal: Formalize and define the inclusion of historic preservation into other County planning and reviews.	Objective: Assess and adjust policies and processes in the County government structure to better position historic preservation for proactive, constructive, and consistent partnership with other functions.	Action: Seek a formal historic preservation review process (similar to the federal Section 106 review) for County-owned buildings to ensure the County is modeling best practices in historic preservation, such as avoidance and mitigation.	Mid 4-6 years	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, expanded HPP staff, other County staff
		Action: Engage community members in defining historic preservation priorities through the Arlington Neighborhoods Advisory Committee by identifying preservation concerns, goals, and desired landmarks in annual or biennial planning, as well as in the development of individual Arlington Neighborhoods Plans and recommendations.	Long 7-10 years	\$\$ moderate \$26K - \$100K, New Cultural Heritage Planner	Ongoing/permanent	Existing HPP staff, expanded HPP staff, other County staff, HALRB
Goal: Integrate historic preservation with other, complementary priority initiatives.	Objective: Increase partnership between affordable housing and historic preservation efforts in the County at commission and staff levels.	Action: Enable greater density in appropriate ways to preserve/expand affordable housing in historic multi-family and on larger lot residential properties.	Ongoing	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, other County staff
		Action: Develop an architectural guidebook for adding preservation-sensitive density to various property types in Arlington, such as large single-family residential lots and multi-family garden apartments.	Long 7-10 years	\$\$\$ high >\$100K	One-time	Existing HPP staff, other County staff, consultants

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## Partnerships (continued)

Goal	Objective	Action (Where Applicable)	Timeline	Cost	Funding	Who Will Implement
Goal: Integrate historic preservation with other, complementary priority initiatives.	Objective: Increase partnership between affordable housing and historic preservation efforts in the County at commission and staff levels.	Action: Provide information on financial incentives available for rehabilitation of historic properties that can bolster affordable housing funding incentives.	Ongoing	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, other County staff
	Objective: Provide support for retrofitting historic properties for improved energy efficiency by promoting and allowing efforts to integrate better building techniques and technologies and researching new energy efficient products.		Long 7-10 years	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, other County staff
	Objective: Formalize structures and processes for supporting the role of trees, vegetation, and landscape design in historic neighborhoods and landscapes.		Ongoing	\$ modest <\$25K	Ongoing/permanent	Existing HPP staff, other County staff
Goal: Explicitly address cultural landscapes in Arlington.	Objective: Develop short- and long-term recommendations for addressing maintenance and development encroachment issues at cemeteries and burial grounds (as permissible by law) within County boundaries.		Long 7-10 years	\$\$\$ high >\$100K, New Archaeologist and Cultural Heritage Planner and extensive historic research	Ongoing/permanent	Expanded HPP staff, other County staff, consultants
	Objective: Work with the DPR, the Public Art Program, and neighborhood advocates to understand, interpret, and preserve or enhance the physical historic resources and cultural meaning of County parks and other public spaces.		Long 7-10 years	\$\$ moderate \$26K - \$100K, New Cultural Heritage Planner	Ongoing/permanent	Expanded HPP staff, other County staff

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## Regulation

Goal	Objective	Action (Where Applicable)	Timeline	Cost	Funding	Who Will Implement
Goal: Assess and improve the LHD designation process.	Objective: Evaluate the LHD designation process to strengthen the possibility of alignment between the HALRB's recommendations and the County Board's decisions to support said recommendations.		Short 1-3 years	\$ modest <\$25K	One-time	Existing HPP staff, other County staff, HALRB
	Objective: Ensure LHD and other designation decisions utilize those legal requirements in the state enabling legislation (Section 15.2-2306) or Arlington County Zoning Ordinance (ACZO) (Section 11.3.4).		Short 1-3 years	\$ modest <\$25K	One-time	Existing HPP staff, other County staff, HALRB
	Objective: Align the LHD designation process and structure with national benchmarks and strong legal protection by seeking legislative changes at the state level.		Long 7-10 years	\$ modest <\$25K	One-time	Existing HPP staff, other County staff, HALRB, legal consultants
Goal: Increase flexibility of the County's historic preservation tools: allow and encourage protection of structures with meaning beyond architecture and of places that are neither a single building nor a complete large neighborhood, but rather in-between in size.	Objective: Pursue the establishment of "Neighborhood Heritage Districts," which are overlay districts that provide broader protections to preserve the overall physical character of neighborhoods, focused on scale, rhythm/layout, broad materials, or other features in general.		Mid 4-6 years	\$ moderate \$26K - \$100K, New Cultural Heritage Planner	One-time to establish, then ongoing/permanent to administer	Existing HPP staff, expanded HPP staff, other County staff, HALRB, consultants
	Objective: Pursue the establishment of "micro-districts," which are modestly sized LHDs with the same type of detailed design guidelines, to preserve smaller areas of concentrated historic resources.		Mid 4-6 years	\$ moderate \$26K - \$100K	One-time to establish, then ongoing/permanent to administer	Existing HPP staff, other County staff, HALRB, consultants

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## Regulation (continued)

Goal	Objective	Action (Where Applicable)	Timeline	Cost	Funding	Who Will Implement
Goal: Seek preservation for high-risk and underrepresented historic and cultural resources and landscapes.	Objective: Prioritize application of historic preservation tools to the highest risk and least protected resources.		Ongoing	\$\$ moderate \$26K - \$100K, New Cultural Heritage Planner	Ongoing/permanent	Existing HPP staff, expanded HPP staff, HALRB
Goal: Establish an Archaeology Program for Arlington County.	Objective: Develop and adopt an Archaeology Ordinance within the current historic preservation sections of the ACZO, to include standards for regulatory oversight for archaeological resources and where that regulation would occur.		Short 1-3 years	\$\$ moderate \$26K - \$100K, New Archaeologist	One-time to establish, then ongoing/permanent to administer	Existing HPP staff, expanded HPP staff, other County staff, HALRB, consultants
	Objective: Develop an archaeology plan.		Mid 4-6 years	\$\$ moderate \$26K - \$100K, New Archaeologist	One-time to establish, then ongoing/permanent to administer	Existing HPP staff, expanded HPP staff, other County staff, HALRB, consultants
	Objective: Develop an archaeology review process for projects on County property, including archaeological monitoring and mitigation policies.		Mid 4-6 years	\$\$ moderate \$26K - \$100K, New Archaeologist	One-time to establish, then ongoing/permanent to administer	Existing HPP staff, expanded HPP staff, other County staff, HALRB, consultants

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## Technology, Information, and Tools

Goal	Objective	Action (Where Applicable)	Timeline	Cost	Funding	Who Will Implement
Goal: Expand and improve the usability of the Historic Resources Inventory (HRI).	Objective: Make corrections to Phase 1 of the HRI.	Action: Audit and address inconsistencies	Short 1-3 years	\$\$ moderate \$26K - \$100K	One-time	Existing HPP staff, consultants
		Action: Update data on existing listings.	Short 1-3 years	\$\$ moderate \$26K - \$100K	One-time	Existing HPP staff, consultants
	Objective: Update the County Board-adopted HRI Goals and Policy Objectives to provide clearer policy requirements for HRI-listed properties.		Short 1-3 years	\$\$ moderate \$26K - \$100K	One-time	Existing HPP staff, other County staff, HALRB, consultants
	Objective: Provide accessible Geographic Information Systems mapping connectivity to the HRI to enable wider usage by other County departments that carry out land use functions.		Short 1-3 years	\$\$ moderate \$26K - \$100K	One-time	Existing HPP staff, other County staff, consultants
	Objective: Develop a Phase II of the HRI.	Action: Integrate findings from architectural surveys completed since the original approval of the HRI list in 2011, and include eligible resources omitted from the original HRI field survey.	Mid 4-6 years	\$\$\$ high >\$100K	One-time	Existing HPP staff, consultants
		Action: Prioritize the survey of modernist-era resources, commercial and institutional buildings, and County-owned buildings, including schools owned and operated by APS.	Mid 4-6 years	\$\$\$ high >\$100K	One-time	Existing HPP staff, other County staff, consultants, APS staff
		Action: Prioritize the survey of resources associated with communities who are missing from the County's historic record and that could highlight aspects of cultural heritage.	Mid 4-6 years	\$\$\$ high >\$100K	One-time	Existing HPP staff, consultants

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## Technology, Information, and Tools (continued)

Goal	Objective	Action (Where Applicable)	Timeline	Cost	Funding	Who Will Implement
Goal: Improve and expand the County's historic preservation information systems, including archival collections and information sharing.	Objective: Conduct additional architectural and cultural surveys and studies.		Mid 4-6 years	\$\$\$ high >\$100K, New Cultural Heritage Planner	One-time consultant money per large survey/study, then ongoing/permanent to administer	Existing HPP staff, expanded HPP staff, consultants
	Objective: Complete the African American Multiple Property Documentation heritage survey begun in 2016, which establishes a historical contextual framework for African American history in Arlington and documents specific buildings, places, and neighborhoods for potential inclusion in the National Register of Historic Places (NRHP).		Mid 4-6 years	\$\$ moderate \$26K - \$100K, New Cultural Heritage Planner	One-time	Existing HPP staff, expanded HPP staff
	Objective: Identify and pursue outlets for sharing Arlington's historic preservation data, information, and physical records within County departments and publicly.		Ongoing	\$\$ moderate \$26K - \$100K, New Archivist	Ongoing/permanent	Existing HPP staff, expanded HPP staff, other County staff
	Objective: Establish an archival program within the HPP to coordinate records management, accessibility, and research for historic information, both within the HPP archives and across County departments, and to provide a more formalized archival records management functional Countywide.		Mid 4-6 years	\$\$\$ high >\$100K, New Archivist	Ongoing/permanent	Existing HPP staff, expanded HPP staff, other County staff, consultants
	Objective: Inventory and integrate the risks for historic properties—including overlapping climate change and development pressure—into historic preservation information systems.		Long 7-10 years	\$\$ moderate \$26K - \$100K, New Cultural Heritage Planner	Ongoing/permanent	Existing HPP staff, expanded HPP staff, other County staff

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