



2020 Secretary of Defense Environmental Award Program USAG Fort Leonard Wood Cultural Resource Management – Large Installation

INTRODUCTION

US Army Garrison Fort Leonard Wood (FLW) is a 62,000-acre Installation Management Command training installation located in the heart of the Missouri Ozarks. Home to the Maneuver Support Center of Excellence, FLW has three gender-integrated initial military training brigades, and it serves as one of four reception stations for the US Army. Among the training institutions on the installation are the Non-Commissioned Officers' Academy (the largest in the Army), the US Army Engineer School, the US Army Military Police School and the US Army Chemical, Biological, Radiological and Nuclear School. Surrounded by the Mark Twain National Forest, the installation is part of a larger rural area known as the Salem Plateau or the Ozarks. This region is known for its rugged hills, deep ravines, karst geology, caves, sinkholes, and springs that have shaped the natural and the manmade landscape for millennia.

On an average day, FLW has over 11,000 service members in training, employs or hosts more than 13,000 military and civilian employees and contractors and supports over 10,800 Family members and about 60,200 retirees. Annually, FLW trains more than 80,000 service members and civilians—across all military services and all components. FLW provides 245 different courses for 26 different technical military occupational specialties.

BACKGROUND

This is the setting for the continuing discovery, interpretation, and conservation of cultural resources at FLW, resources that date from 8000 BC to the 1960's. FLW, with its limited access range and training areas covering a large portion of the installation, has heritage assets that have all but vanished on other lands. These assets are professionally managed, researched, and shared by FLW's Cultural Resources Management (CRM) team. At the center of FLW's CRM program is the Integrated Cultural Resources Management Plan (ICRMP) which was updated in FY18 and the companion environmental assessment (EA) that was completed in FY19. The ICRMP is current and valid through 2022. The Missouri State Historic Preservation Office (SHPO) and five federally-recognized consulting tribes reviewed the draft ICRMP and their comments were incorporated into the finalized plan.

ACCOMPLISHMENTS

Historic Buildings and Structures

- 🏠 The CRM program has always taken a proactive approach to inventory and evaluation of buildings and structures, surveying facilities in large groups according to their date of construction. As a result,
- ✂️ we have stayed ahead of the requirements to inventory facilities that have reached 50 years of age and to evaluate them for National Register of Historic Places (NRHP) eligibility. FLW recently completed the Section 110 inventory for all appropriate buildings and structures constructed prior to 1970. These facilities have been inventoried and evaluated for NRHP eligibility, and the Missouri SHPO has concurred with the determinations. Upon the completion of these requirements, the CRM team coordinated the findings with the real property office to ensure accurate coding of historic assets.

Historic Buildings, Districts, and Landscapes

- 3 NRHP-eligible historic districts
- 4 NRHP-eligible historic military landscapes
- 8 NRHP-eligible buildings
- 10 NRHP-eligible stonework structures

Historic Black Officers' Club Saved

- 🏠 After many years of consultation, the rehabilitation of Building 2101, FLW's WWII-era Black Officers' Club, was completed in FY19. The building is one of only two WWII-era Black Officers' Clubs surviving in the Army inventory. The rehabilitation was designed to preserve character defining features of the building, including original wood flooring, wood wainscot, and ceiling panels, while providing all the modern amenities needed for a 21st century facility.

"The significance of this project, this building, is that it is a tangible piece of the segregated Army experience. This building tells a story. It is an American Story. I look forward to the generations of future service members whose stories will start in the same place as our predecessors."

*MG Donna Martin
Commanding General
Maneuver Support Center of Excellence*

- 🏆 The work was completed in keeping with the Secretary of the Interior's Standards for Rehabilitation. Numerous meetings were held with consulting parties, including the SHPO, the Advisory Council on Historic Preservation (ACHP), the National Trust for Historic Preservation, and local chapters of the NAACP, culminating in a determination of no adverse effect to the historic property, with concurrence from all parties. The historic property is being adaptively reused as a classroom training facility in support of Garrison and mission requirements.



MG Donna Martin, Ms. Sammie Whiting-Ellis, Mr. Robert Stanton, and COL Eric Towns celebrate the grand opening and memorialization of B2101, the Historic WWII-era Black Officers' Club.

- 🏆 The Historic Black Officers' Club contains a mural painted by African American Soldier and artist SSG Samuel Countee, who trained at FLW during WWII. Countee painted the 4ft by 10ft mural over the fireplace in one wing of the building. During the rehabilitation process, the mural was removed and conserved. After conservation, the mural was put on temporary display in the post museum, before being returned to its rightful place in the building once the rehabilitation work was complete.

Another key element of the property is the German POW-constructed stonework features found on the interior and exterior, including the fireplace, chimney, walkways, and retaining walls. POW-built stonework structures can be found in many locations on the installation, but B2101 is one of the best extant examples of German POW craftsmanship on post.

“The preservation of this magnificent building and certainly the restoration of the mural is fully in keeping with the letter and spirit of the National Historic Preservation Act. To that point, I want to commend the leadership of Fort Leonard Wood and all the consulting parties”

*Dr. Robert Stanton
Expert Member*

Advisory Council on Historic Preservation

ACHP Success Story!

The ACHP designated the rehabilitation of the Historic Black Officers' Club a “Section 106 Success Story” and the project is featured on their website. The project was awarded a “Preserve Missouri Award” in April 2019, after being nominated by the Missouri SHPO. In August 2019, a ribbon cutting ceremony was held and the building was memorialized for SSG Samuel Countee. The memorialization ceremony was hosted by the installation's Commanding General, MG Donna Martin, who was the keynote speaker. The other two speakers were Mr. Robert Stanton, Expert Member of the ACHP, and Ms. Sammie Whiting-Ellis, niece of SSG Countee.



Bill Hart, Executive Director Missouri Preservation; Steve Lynch, Missouri House of Representatives; and COL Eric Towns, Garrison Commander, display the Preserve Missouri Award for B2101, the Historic Black Officers' Club.

Archaeological Resources

FLW's archaeological resources range in age from 73 to 10,000 years old and include pre-Columbian

campsites, caves, rock shelters, rock burial mounds, and rock art, and historical farmsteads, community centers, schools, churches, and cemeteries. During FY19, a Phase I archaeological survey was conducted for 1,300 acres of installation lands and 330 acres leased from the State of Missouri. The work was accomplished through a cooperative agreement with the Missouri State University Center for Archaeological Research. Preliminary results indicate 12 new archaeological sites were identified. With completion of this Phase I survey, FLW has met their National Historic Preservation Act (NHPA) Section 110 obligations for survey for archaeological resources on their current land holdings. The only un-surveyed portions of the installation are heavily disturbed areas in the cantonment, which will be surveyed on an as-needed basis by in-house CRM personnel, and areas which have unexploded ordnance (UXO), which cannot be surveyed at the present time because of safety hazards.

Archaeological Sites

- 568 Archeological sites
 - 341 Sites evaluated for NHRP eligibility
 - 97 Sites determined to be eligible
 - 244 Sites determined to be not eligible
 - 227 Sites not yet evaluated
- 9 Native American Site Complexes
- 7 Gated Caves with burials/funerary objects
- 28 Burial mound locations

Site Monitoring and Protection

The FLW CRM program has had a Site Monitoring and Protection Plan in place since 1997. This includes gated cave sites which contain Native American Graves Protection and Repatriation Act (NAGPRA) remains and physical inspection of sensitive and significant sites on a regularly scheduled basis. CRM personnel visit more than 100 sites, including pre-Columbian caves, rock shelters, rock art and rock burial mounds, historical-era cemeteries, and 19th to early 20th century farmsteads and rural community remains, every six to eight weeks, with increased inspections during key times of the year, such as hunting seasons. While this system has worked for many years, in FY19, efforts began to update the monitoring protocols and better

document the inspections. A fillable PDF form was created that can be completed in the field. The form documents the type and degree of disturbance, presence of significant features, such as rock art, and if there is evidence of an Archaeological Resources Protection Act (ARPA) violation. The newly established protocols will call for the creation of baseline photo-documentation of each site, with updated photographs taken each time disturbance is noted and/or annually, as appropriate. The CRM team is coordinating the effort with FLW's consulting tribes to prioritize site monitoring efforts based on risk. FLW's Conservation Law Enforcement Officers (Game Wardens) partner with the CRM team in site monitoring and protection measures. The CRM team has provided them with a "top 25" list of sensitive sites which they monitor as often as possible in the course of their duties. The CRM team conducts periodic field visits with the Game Wardens to familiarize them with sensitive sites.

Over the past few years, a significant pre-Columbian site complex, the Miller Cave Complex, has been vandalized with graffiti on the rock petroglyphs and cave walls. The Game Wardens have launched investigations and were able to charge several individuals who were punished through the Uniform Code of Military Justice. Both CRM and Game Warden personnel have increased monitoring efforts at the site.

In addition, in order to provide increased protection of the archaeological resources, as of 2019, the Miller Cave Complex now appears as its own recreational area in the installation's iSportsman platform and those entering the area are required to check in and out through the system and acknowledge their understanding that any vandalism in the area is punishable by law. This is codified in the FLW Hunting and Fishing Regulation (FLW 210-21), and those who fail to check in and out of the area can be ticketed. Game Wardens have also installed cameras at several locations near the cave complex and intensified their monitoring and enforcement efforts for recreational users. These combined efforts have curtailed the vandalism at the site.

Native American Program

For many years, FLW has worked in close cooperation and consultation with the Dhegihan-Siouan speaking peoples of the Kaw Nation, Omaha Tribe, Osage Nation, Ponca Tribe of Oklahoma, and Ponca Tribe of Nebraska. Early in FY18, FLW hosted a Tribal Consultation Meeting on the installation. Representatives from FLW's federally recognized consulting tribes participated in the three-day meeting, with a focus on NAGPRA compliance and repatriation. Updated Notices of Inventory Completion had been published several months before the FY18 meeting and consultation on post-1990 discoveries (discovered in the laboratory during artifact analysis) occurred during the meeting. However, both FLW and the tribes felt there was still the possibility that NAGPRA remains within the collection had not been properly identified. To remedy this situation, FLW implemented a collection review by qualified physical anthropologists from the US Army Corps of Engineers (USACE) Mandatory Center of Expertise for the Curation and Management of Archaeological Collections in late FY18. Approximately 40 additional human skeletal elements were identified during the collection review, most from sites which already contained NAGPRA items. FLW's willingness to conduct the collection review and proactive approach to accomplishing it quickly was much appreciated by the installation's consulting tribes.

Another topic of the November 2017 meeting was recent damage to a NRHP eligible pre-Columbian site from expansion of an existing trail through a



FLW's consulting Tribes and the CRM team pose for a photograph while visiting Wilson Cave during a consultation visit to FLW in FY18.

training area. FLW had consulted at length with its consulting tribes and the SHPO on the undertaking through the Section 106 process, but damage to the site still occurred during project implementation. While a difficult topic to discuss, the CRM team was open and honest about the situation with the consulting tribes and SHPO. Tribal representatives returned to FLW in January 2018 to visit the damaged site and to begin discussions about mitigation measures. In February 2019, FLW CRM team members and Garrison Commander, COL Eric Towns, traveled to Pawhuska, Oklahoma to meet with tribal representatives. The one-day meeting included presenting the results of the physical anthropologists' collection review, review of a draft Memorandum of Agreement for mitigation of the site damage noted above, discussion of a draft Comprehensive Agreement, and project updates. This was the first time a consultation meeting had been held at a location outside FLW. This, coupled with the presence of the Garrison Commander, reinforced FLW's commitment to honest and productive consultation and repairing and strengthening the trust relationship the installation shares with its consulting tribes.

Curation

Since 1997, FLW has curated their archaeological and NAGPRA collections and records with the University of Missouri-Columbia (MU) Museum Support Center. MU currently curates 238 cubic feet of archaeological collections and 32 linear feet of records for FLW at their state-of-the-art facility, which is fully compliant with 36 CFR 79 requirements. As one of the first agencies in the region to partner with the MU for curation purposes, FLW enjoys a cost-effective and reasonable per box fee paid at the time of delivery, with no follow-on annual fees. Housing FLW artifacts at the MU facility is substantially less expensive than maintaining a curation facility at FLW and makes the collection available to a wider audience for research purposes. MU maintains an online, searchable inventory of their holdings and the artifact collections are available for use by faculty, students, and other qualified researchers. The Museum Support Center makes special accommodations for NAGPRA collections in a separate room, allowing for appropriate storage and inspection of these

sensitive items, which is appreciated by FLW's consulting tribes. FLW CRM team members visit the curation facility at least once a year to inspect the collection and have developed a productive working relationship with Museum Support Center personnel.


Awareness and Education

The CRM program takes every opportunity to raise awareness about cultural resources and historic preservation efforts on the installation, and to educate the military and civilian community on historic preservation laws and practices. In the past two years, cultural resources personnel have presented several times at quarterly Environmental Quality Control Committee (EQCC) meetings, on topics including an overview of the FLW CRM program, ARPA and NAGPRA compliance, the Army's trust responsibility to consult with Native American tribes, and the prehistoric occupation of the FLW lands. CRM personnel also participate in the quarterly Environmental Compliance Officers (ECO) course, presenting a 30-minute block of instruction on FLW's historic properties, compliance with major historic preservation laws and regulations, the project review process, and the ECO's role in that process.



Ms. Stephanie Nutt shows some archaeological artifacts to students at the 2019 Earth Day Fair.

In FY18 and FY19, the CRM program was invited to present professional development sessions to the US Army Engineer School Directorate of Environmental Integration and to the installation's Staff Judge Advocate (SJA) team on two separate occasions. Working closely with the SJA environmental attorney, CRM personnel developed presentations on

 ARPA and the NHPA. The presentations were followed with field trips to key historic properties to reinforce the topics covered in the slides.

Outreach to students and youth is also very important to the CRM program. Program personnel have developed a number of lesson plans and presentations geared to a kindergarten through 5th grade audience and present to local schools whenever possible. Participation in the FLW Child and Youth Services




Cultural Resource Awareness and Education


- *Earth Day 2018 and 2019*
- *Environmental Compliance Officer Training*
- *Environmental Quality Control Committee presentations*
- *Presentations for School Age Services*
- *Presentations to local schools*
- *Installation Driving Tour Brochure*
- *ARPA and NHPA Training for game wardens, Staff Judge Advocate's office, and Directorate of Environmental Integration*
- *Presentations for County Historical Society*
- *Television interview: OzarksWatch, Ozarks Public Television Station*

School Age Center summer camps has become an annual activity, offering students the opportunity to learn more about archaeology and Native American rock art through hands-on activities.


Community Relations

In the past two years, the CRM program has participated in the Environmental Division's Earth Day event and the Child and Youth Services Community Fun Fair, offering over 1,100 students, their families, and other community members the opportunity to learn more about the archaeology and history of the region and view artifacts recovered from the FLW lands.

 During the rehabilitation of the WWII-era Black Officers' Club multiple articles were published in the

 post newspaper, The Guidon, and other media outlets, raising public awareness about the preservation of the nationally-significant property. Numerous community groups toured the building during the 18-month rehabilitation process, learning the specifics of the building and historic preservation procedures and techniques in general.



 CRM program personnel routinely coordinate outreach and awareness activities with local historical groups. An annual Pulaski County history publication has published a number of feature articles about the archaeology and history of FLW, most recently in the 2019 edition with an article about the installation's WWII POW Camp site, written by a CRM team member.




Partnerships

A notable accomplishment by the CRM team is the cultivation of partnerships with universities, Missouri Department of Natural Resources, Missouri State Historic Preservation Office, and other organizations both public and private. Students from regional universities have chosen FLW sites for their thesis and dissertation research, have conducted Phase I survey work on specific site locations, and have assisted with curation of artifacts. Members of the Missouri Archaeological Society have conducted avocational archaeological research on rock art sites. It is through these partnerships that so much has been discovered and accomplished by FLW's CRM program.



Mission Enhancement

 The CRM program works closely with DPW project planners, USACE Resident Office project managers, range and training area managers and military organizations to facilitate quick project reviews and historic property protection measures in support of the military mission. Mission related projects are reviewed for potential impacts and avoided, minimized, or mitigated as needed. This consideration helps ensure mission projects are not delayed by unforeseen issues. For example, during FY18 the CRM team conducted an in-house Phase I archaeological survey of a small un-surveyed parcel where a new rappelling tower was planned. This seemed the most efficient and cost-effective means to accomplish the project. Soldiers from the brigade



constructing the tower assisted with the field work, providing both labor and heavy equipment for deep trenching at the project location. This partnership allowed for a quick turn-around on the project.



Natural Resources personnel assist with a Phase I archaeological survey.

Preserving our heritage enhances the mission because it is in everyone’s interest to know and understand our collective history. This knowledge informs our future decisions. It is in this history, that we find our identity, and it is through sharing this history that we communicate to our current forces and civilian workforce that what FLW does for the nation is important and will be remembered and honored.

Cultural Resources Compliance

The Missouri SHPO and the installation’s five federally recognized consulting tribes are FLW’s primary external stakeholders. FLW consults with them formally in compliance with NHPA and NAGPRA. Other external stakeholders, such as the Advisory Council, are consulted as appropriate. In addition to formal consultation, FLW regularly communicates with its external stakeholders, keeping them updated about on-going projects and site monitoring efforts, and seeking their input and guidance when needed.

In the past two years, the CRM team has worked to improve internal coordination efforts with project managers, to ensure cultural resources compliance. An unlikely partnership developed between the CRM team and the USACE Resident Office during the lengthy design and rehabilitation process for the

WWII-era Black Officers’ Club. Due to the sensitive and complex nature of the project, CRM and USACE team members worked side-by-side for more than two years. As this project progressed, all involved became more knowledgeable about their respective roles and learned how to better work together. This close working relationship has transferred to other projects and expanded to include the NEPA team as well, thus better facilitating current and future project reviews and implementations.

SUMMARY

The FLW CRM team routinely interacts with a variety of external stakeholders when working through the Section 106 process, consulting on Native American issues, and coordinating and facilitating surveys and evaluations. This interaction is governed by standard operating procedures outlined in the ICRMP. The team enjoys an excellent working relationship with multiple stakeholders based on years of professional interaction and high-quality cultural resources products. Teamwork, partnerships, and stakeholder relationships are keys to the success of the FLW CRM program. With the help of our partners and our stakeholders, the CRM team will keep on discovering, protecting, and sharing FLW’s heritage well into the future.

The CRM Team

Ms. Stephanie Nutt, Cultural Resources Program Coordinator (Texas State University). Ms. Nutt holds a B.A. and M.A. in Anthropology and has over 25 years of cultural resource management experience.

Mr. Joe Proffitt, Natural Resources Specialist (Texas State University). Mr. Proffitt holds a B.S. in Forest Management and has over 25 years of experience including specialized training in investigating Archaeological Resources Protection Act (ARPA) violations.

Mr. Kenton Lohraff, Chief, Natural Resources Branch, Cultural Resources Manager. With a B.S. in Fisheries and Wildlife and a M.S. in Biology, Mr. Lohraff has over 25 years of experience in natural and cultural resources management.

Mr. Charlie Neel, Chief, Environmental Division. With a B.S. in Chemical Engineering and M.S. in Business Administration, Mr. Neel has over 30 years of environmental management experience with the Army.



