

FY12 SECRETARY OF DEFENSE ENVIRONMENTAL AWARDS

FORT BRAGG CULTURAL RESOURCES MANAGEMENT PROGRAM (TEAM)

INTRODUCTION



Fort Bragg, North Carolina was originally established in 1918 as a field artillery training camp and is now one of the most strategically vital military installations in the United States for the training and deployment of the airborne and special operations forces. More than 60,000 military personnel are stationed at Fort Bragg. Major commands include Forces Command (FORSCOM), US Army Reserve Command (USARC), US Army Special Operations Command, Joint Special Operations Command, the XVIII Airborne Corps and the 82nd Airborne Division.

Fort Bragg is also a geographically and demographically important post with a land area of 163,000 acres (225 square miles) and population of 157,000 individuals including 75,000 Family members and a civilian force of 15,800 federal personnel and 5,400 contractors.

The post is steeped in over 12,000 years of history comprising several prominent periods or themes: American Indian precontact sites, European settlement and rural industrial sites, historic Army sites, early 20th century architecture and historic cemeteries. Approximately 115,000 acres of the post are managed for cultural resources by the Fort Bragg Cultural Resources Management Program (CRMP). The program facilitates regulatory compliance with federal laws and Army regulations that collectively guide historic preservation and cultural resources management obligations and processes on federal lands managed and used by the Army. The program has evolved into a model Army program that strives to maintain the highest standards of professionalism and responsible yet proactive stewardship.

PROGRAM MANAGEMENT

The Fort Bragg CRMP implements several major components: National Historic Preservation Act (NHPA) Section 106 review, consultation, mitigation, resources monitoring, curation, outreach, information management (Geographical Information Systems or GIS) and compliance related research. The program mission is executed within the Environmental Division of the Directorate of Public Works and is guided by the Integrated Cultural Resources Management Plan (ICRMP) which was approved in 2007. The 2012 draft is currently in the staffing process. The ICRMP ensures compliance with federal law and Army regulations while supporting the Army mission by reducing management related impacts on military training, public works initiatives and other activities. The following objectives are established in the ICRMP:

- 1) continue historic property inventories and evaluation programs completed in advance of Army projects;
- 2) reduce government compliance costs by integrating support services contractors to assist with resource inventories and assessments;
- 3) complete privatization initiatives in model form for future applications;
- 4) develop monitoring initiatives to ensure stewardship of historic resources;
- 5) engage Soldiers and civilians in public outreach and cultural resources awareness activities to enhance stewardship practices;
- 6) incorporate research to accomplish effective historic property evaluations specifically to enhance National Register of Historic Places (NRHP) eligibility assessments of archaeological resources.

JUDGING CRITERIA



Program Management



Technical Merit



Orientation to Mission



Transferability



Stakeholder Interaction



Program Impact

PROGRAM MANAGEMENT (CONTINUED)

As of the submission of this nomination, Department of Defense (DoD) personnel included archaeologist and curator Dr. Linda Carnes-McNaughton and architectural historian Connie Barnett. Center for Environmental Management of Military Lands (CEMML) contractors included archaeologist and conservator Charles Heath, archaeologist and site monitor Joe Herbert and GIS specialist Jonathan Schleier. Oak Ridge Institute for Science and Education (ORISE) participants included preservation specialists Matthew Mirarchi and Daryl Armour. Team members specialize in several areas: NHPA Section 106 and Section 110 project management and assessment; database management; curation and collections management; archaeological artifact conservation; and public outreach.

The use of ORISE has saved \$180,000 in contracting costs for the installation. ORISE participant activities facilitate achievement of ICRMP objectives to minimize impediments to military training and enhance the civilian environment. The use of external contractors and CEMML contractors provides critical support to manage and monitor the resources identified on Fort Bragg.

Archaeologists and architectural historians maintain substantial involvement with internal agencies to expedite installation activities and maintain the integrity of cultural resources. National Environmental Preservation Act (NEPA) reviews and coordination with Engineering and Master Planning determine the potential effects of construction and related activities on cultural resources. Continuous interface with range support and Integrated Training Area Management ensures that military training does not adversely impact archaeological sites or historic structures and that cultural resources management restrictions on training lands are minimized. The CRMP partners with other Environmental Division branches to maintain archaeological resources as well. Archaeologists consistently collaborate with Fort Bragg Forestry in advance of each commercial timber harvest and sale to minimize disturbance to managed archaeological resources within each tract and avoid impacts on 50 percent of NRHP eligible sites. The program works with Fort Bragg Fish and Wildlife to educate hunters and anglers about their role in site protection, and they partner with Endangered Species and the Habitat Restoration Working Group which executes management practices to enhance the natural environment and ensure the survival of endangered species and protection of cultural resources sites.

The CRMP utilizes external programs to support installation cultural resources as well. The team has developed the first phase of a Long Term Archaeological Survey and Site Management Plan in concert with the US Army Corps of Engineers Construction Engineering Research Laboratory. This project will evaluate survey inventories with quantitative and qualitative landscape approaches. Models derived from component level analyses will inform the process of site selection for additional testing. Its acceptance by the State Historic Preservation Office (SHPO) and the Advisory Council on Historic Preservation could result in a cost effective alternate procedure for Section 106 compliance potentially transferable to other southeastern region installations, if the plan is successful.

The program has also developed significant guidelines for conservation, the development of historic contexts, identification and management of historic districts and geophysical studies on archaeological sites for studies funded under the DoD Legacy Resource Management Program. Studies on rural industries, DoD design guidelines and the use of ground penetrating radar on tar kiln sites are designed for use by multiple installations.



The Fort Bragg CRMP hosted students from the 2012 Army Community Services Youth Leadership Conference.





ACCOMPLISHMENTS FY11 TO FY12

The Fort Bragg CRMP accomplished notable achievements during this review period.

- The program completed an architectural survey of 133 facilities constructed between 1962 and 1972 for potential inclusion on the NRHP.
- A creative mitigation facilitated by the CRMP permitted the demolition of Lee Field House and provided a Historic American Buildings Survey (HABS) Level I documentation (drawings and digital modeling) project for two historic antebellum churches.
- Two Phase I inventory surveys totaling 4,750 acres reduced restrictions on training lands and maintained installation compliance with the NHPA.
- Program archaeologists facilitated the contracted repairs and restoration of 104 grave markers in 16 historic cemeteries following a tornado that severely damaged Fort Bragg.
- Two significant archaeological discoveries were made by DoD personnel: the Wilmore Cache of stone quarry blanks and an ancient Clovis point.
- The program expanded its partnerships with the Department of Defense Education Activity (DoDEA) and Army Community Services (ACS) by hosting the Youth Leadership Conference for a beautification project at Long Street Presbyterian Church.

HISTORIC BUILDINGS AND STRUCTURES

Fort Bragg has 348 historic buildings and landscapes: 299 in the Old Post Historic District (OPHD), 6 in the John F. Kennedy Special Warfare Center and School District (JFKSWCSD), 32 in the Pope Air Force Base National Register Historic District (PAFBHD) and 11 individual resources on Fort Bragg and its satellite installations.

The team completed an architectural survey of 133 properties built between 1962 and 1972 to determine NRHP eligibility in FY12. Four structures were determined to be NRHP eligible.



Historic properties are managed through the implementation of cooperative agreements signed by participating parties such as Programmatic Agreements (PAs), Memoranda of Agreement (MOAs) and Memoranda of Understanding (MOUs). These agreements continually provide for cost effective and appropriate maintenance and repair of historic structures on Fort Bragg. The *OPHD Design Guidelines* PA streamlines the Section 106 review process and the completion of projects that adhere to the PA. The *Residential Communities Initiative (RCI)* as amended, 2007 to 2060 PA privatized housing in the OPHD and the PAFBHD eligible for NRHP inclusion. This PA allows the CRMP to continually communicate with the private leasing company regarding Section 106 compliance. The contractor is thus financially responsible for the repair and maintenance of homes while adhering to Section 106 and Secretary of the Interior standards.

Frequent communication between the CRMP team and other public works agencies fosters a collaborative professional environment that promotes creative mitigation, adaptive reuse, energy efficiency and retention of the integrity of these historic structures.



Creative mitigation was required prior to the 2012 demolition of the Lee Field House (1951). Per the MOA, HABS documentation was completed prior to demolition, and the Army funded a documentation project for two antebellum churches: Long Street Presbyterian Church (1847) and Sandy Grove Presbyterian Church (1854). Documentation is currently in progress for standard HABS Level I drawings. Large scale photography for each structure and digital modeling of each church will be available for future Internet access by the public.



Lee Field House (1951) was the first modernist building on Fort Bragg. It was demolished in 2012.

HISTORIC BUILDINGS AND STRUCTURES (CONTINUED)

Two brick garages and a former dry cleaning facility in the OPHD are examples of adaptive reuse completed in FY11. The renovations of each building included historically appropriate interior and exterior alterations that maintained structural integrity and complemented existing historic fabric. Adherence to OPHD guidelines expedited the review process, and SHPO consultation was unnecessary. The buildings were converted into administrative and support facilities for FORSCOM personnel. The brick garages (1934) collectively became one of the first Leadership in Energy and Environmental Design (LEED) Silver certified renovations of historic Army properties in October 2011.

Through effective use of the *OPHD Design Guidelines*, the CRMP has identified creative options for meeting modern standards while maintaining the valuable historic fabric of OPHD structures. A study was completed in 2011 to maximize energy efficiency, reduce costs and still maintain the historic integrity of selected OPHD structures. Americans with Disabilities Act (ADA) accessibility standards have been reconciled with historically appropriate treatments to maximize facility access and facilitate the Army mission. Implementation of the *OPHD Design Guidelines* abridged the Section 106 process and required minimal SHPO consultation - saving time and costs. The program has identified 34 buildings for ADA compatibility assessment in conjunction with SHPO. These buildings include the Main Post Chapel and the American Red Cross.

ARCHAEOLOGICAL RESOURCES

In FY10 through FY12, the program inventoried or contracted to inventory 4,750 acres and procured funding to evaluate 35 archaeological sites using Phase II methods on the installation. The team manages 131 NRHP eligible archaeological sites and 426 potential NRHP eligible precontact and historic era archaeological sites. 88 percent of eligible lands have been surveyed. The Encroachment Condition Report and Module - which is designed to identify and map all environmental constraints and restrictions placed on training lands - calculated that only 0.69 percent of operational lands are currently restricted due to the presence of cultural resources.

Once identified, sites are evaluated and then marked and monitored. Program archaeologists use a variety of studies to evaluate site significance: a lithic sourcing study of precontact stone tools, a clay sourcing study of precontact pottery materials, a precontact landscape study and a historical rural industries study. The use of contextual studies in the evaluation process curbs the accumulation of NRHP eligible sites predicted to yield redundant data and thus reduces the number of sites requiring further management and their associated costs. Eligible and potentially eligible site boundaries are posted. Boundary information is maintained in a GIS database that is accessible to range support, forestry and other pertinent agencies. Development projects or training exercises can thus be planned to avoid adverse effects on archaeological sites and can thus be executed with few cultural resources management restrictions or excessive impediments to military maneuvers.

Two significant finds enhanced our knowledge of the earliest people to inhabit this area in FY11. A forester grading a firebreak road discovered a cache of Archaic era stone quarry blanks. Soldiers conducting combat engineering training on a landing zone discovered a complete Clovis point dating to 11,000 B.C. Discoveries of this nature are possible only through continued education about the importance of these resources and conservation.



The Wilmore Cache and a Clovis point were found in FY11.



ARCHAEOLOGICAL RESOURCES (CONTINUED)



The repair of existing archaeological resources was a major project for Fort Bragg cultural resources in 2011 and 2012. Several of the 27 historic cemeteries on post suffered extreme damage to grave markers in the wake of a tornado in April 2011. One hundred and four grave markers in 16 separate cemeteries have been restored.

The William McArthur headstone was one of 104 grave markers that were damaged and restored following a tornado in 2011.



NATIVE AMERICAN PROGRAMS



Fort Bragg works toward building and maintaining relationships with 10 federally recognized American Indian tribes. The *Nation-to-Nation Communication 2008 to 2010* MOUs actively guide formal communication between Fort Bragg and the nations of Tuscarora, Chickasaw, Catawba and Thlopthlocco Tribal Town. The Nations are consulted to participate in any endeavor that may affect resources of interest to Native Americans.



To facilitate Nation to Nation collaboration and interpretations of the past, the team developed the documentary and Internet site *Voices of the Sandhills* in 2011 and 2012. The project features interviews with Native Americans and descendant families who lived in the Fort Bragg area. The project corresponds to eighth grade curricula and was disseminated to local schools and libraries via NC LEARN.

Catawba potters are a descendant group featured in the Voices of the Sandhills documentary developed by Fort Bragg.



CURATION



Fort Bragg maintains an artifact curation facility which houses collections of artifacts and records associated with archaeological sites and historic properties that are curated in accordance with federal regulations 36 CFR 79 and AR 200 -1. The curation team catalogs and conserves artifacts and records through Section 106 and 110 assessment and clearance of projects. Collections encompass materials recovered through survey and research, donations and public outreach projects such as Earth Day archaeological digs.

Partnerships and crafted scopes of work with contractors allow for the storage of select collections off site where they are maintained to curatorial standards. A transfer of a collection to the State Archives in Raleigh has restored 384 cubic feet of storage space and has provided greater public access to this valuable legacy of land use records.

As required by 36 CFR 79, an electronic database is used to manage 300,000 records of artifacts and 600 linear feet of documents. Personnel are thus able to retrieve records in a more efficient and expeditious manner for report preparation and comparative studies. Portions of this data are shared with contractors and other researchers on a request basis as appropriate.

CURATION (CONTINUED)

To increase public access to records, the team has partnered with a statewide digitization and digital publishing program housed in the North Carolina Collection at the University of North Carolina at Chapel Hill. The Digital Heritage Center provides cultural institutions throughout the state the opportunity to digitize and disseminate information by providing Internet access to their collections. The team has contributed the first documents pertaining to Fort Bragg history by utilizing this innovative and free service. The contributions provide a unique opportunity for Fort Bragg families and area residents to have direct access to documents related to Sandhills settlers and their descendants.

Requests for the loan of artifacts by local government and non-government museums has also increased public exposure of collections. In 2012 the team partnered with USARC to showcase the Battle of Monroe's Crossroads and other Civil War era materials in the new USARC facilities at Fort Bragg.

Curation practices at Fort Bragg were transferred to another installation in 2012. Fort Stewart modeled its own facility on curation information - lab manuals, collections policies, curation guidelines and conservation protocol - that the post received from the Fort Bragg CRMP.

CULTURAL RESOURCES AWARENESS AND EDUCATION

Fort Bragg excels in public outreach efforts to comply with Section 106 of the NHPA and Preserve America (Executive Order 13287). Public outreach is a team endeavor among DoD personnel, contractors and volunteers who strive to drive the mission forward.

The program has produced 14 publications and related educational materials. Four of those publications contain new research material prepared during the reporting period: *Overhills Oral History* and interactive DVD, *Main Post Cemetery History*, *Pope Air Force Base History* and *Rural Industries of the Sandhills*. *The 1996 Cemetery Survey of Fort Bragg* is now in its eighth edition and was revised to include new and corrected data. Team members also published articles and contributed to publications on recent research related to cultural resources on Fort Bragg including historic cemeteries, Tuscarora settlement, regional 18th and 19th century ceramics and precontact period pottery. These latter publications lend significantly to local scientific knowledge about these resources and the cultural periods of settlement they represent. Publications of this nature continue to demonstrate Fort Bragg leadership in regional studies as well as cultural resources management and stewardship.

Thematic displays and public exhibits of cultural resources are also a valuable component of cultural resources education. Two static exhibits were completed during the review period. One exhibit showcases the prehistory and history of the Linden Oaks community. The other exhibit honors the 555th Parachute Infantry Battalion for Black History Month. The team also maintains an Internet site that serves as a continuous and dynamic media presence. The site provides the community with accurate and accessible information about Fort Bragg history.

COMMUNITY RELATIONS

Active participation in school programs provides a connection between the community and Fort Bragg cultural resources. In 2012 the program expanded its partnership with DoDEA and ACS. Personnel participated in Patriot Day at Gordon Elementary School and The Amazing Race at Shughart Elementary School. The team also supported the ACS Youth Leadership Conference. Students from regional schools participated in a beautification project of Long Street Presbyterian Church and cemetery.

Access to family archives and escorted tours of historic sites and structures provide a sense of place and history to Soldiers and civilians. Descendant groups are among the most prominent visitors.



COMMUNITY RELATIONS (CONTINUED)

These descendants can trace their heritages to early Fort Bragg land owners and ancestors who are interred on the installation. The team supported the Long Street Presbyterian Church descendant congregation reunion in June 2012 with church access and history. The team also provided an artifact display featuring a donated 1826 Gaelic Bible and an 1850s Scottish hat badge discovered on archaeological investigations.

Volunteers provide outstanding support to program initiatives. The program supports the Warrior Transition Battalion by inviting wounded combat Soldiers to participate in projects while in recovery. Other volunteers range from students to civilian personnel. The team hosted the Sons of Union Veterans of the Civil War (SUVCW) in 2012. The SUVCW volunteers participated in a beautification project at Monroe's Crossroads Civil War site.

Joe McKay is a seventh generation descendant of founding members of Long Street Presbyterian Church. The descendant congregation holds an annual reunion at the site. McKay and his wife attended the 2012 event.



MISSION ENHANCEMENT

Program initiatives reduce management related restrictions for the 82nd Airborne Division and other military personnel. Cultural resource restrictions have been eliminated in 15,000 acres of the cantonment as a result of refined area calculations and archaeological survey. The Fort Bragg CRMP has reduced the area of DoD management obligations on the installation from 121,000 acres to 115,000 acres as of 2011. The total amount of eligible land surveyed for archaeological resources is 88 percent, and only 0.69 percent of operational lands are currently restricted due to the presence of cultural resources.

CULTURAL RESOURCES COMPLIANCE

Fort Bragg CRMP initiatives are guided by federal regulations including 36 CFR 79 and cultural resources management policies such as NHPA and the Archaeological Resources Protection Act (ARPA).

Regulatory agencies provide considerable review and guidance on projects from many levels. The Fort Bragg CRMP continuously interfaces with state, federal and non-governmental agencies such as SHPO, the National Parks Service and the ACHP. These continued interactions evolve as the regulations generated from various military and civilian stakeholders evolve over time. Personnel also interface with Fort Bragg legal authorities such as the Staff Judge Advocate to review compliance documents and to file damage assessment reports and seek resolutions. Regular interactions with other organizations on the installation ensure that archaeological sites and historic properties are not inadvertently damaged by training, construction or other activities.

CONCLUSION

The Cultural Resources Management Team is critical to military success at Fort Bragg. Through mission-oriented management of historic sites, protection of archaeological resources, curation, stakeholder interaction and outreach services, the team achieves the Army Triple Bottom Line of Mission, Environment and Community and supports the Fort Bragg environmental policy. They ensure compliance with cultural resources management regulations on training lands and thus minimize impediments to training. The CRMP encourages responsible use of mission essential resources by engaging the community and promoting stewardship. Through their many initiatives, the Fort Bragg CRMP team preserves the past in order to share the Fort Bragg legacy with present and future generations of Soldiers, civilians and their Families ... the Right Way ... the Green Way ... All the Way.

