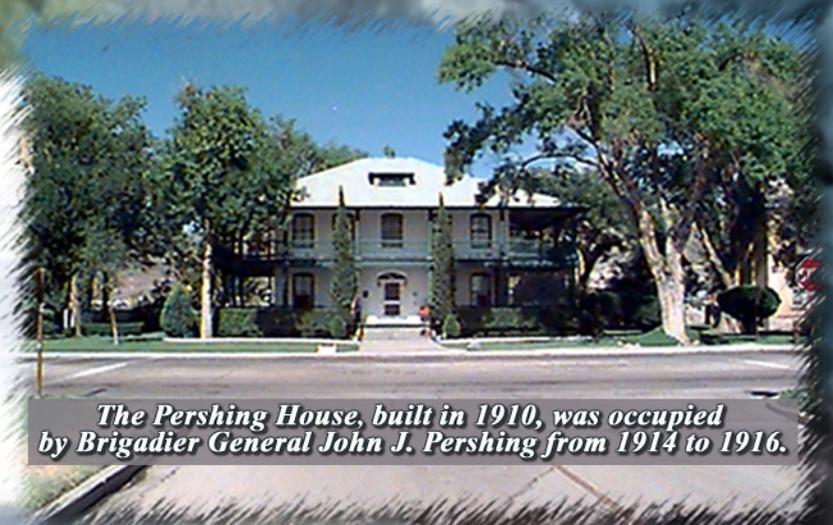
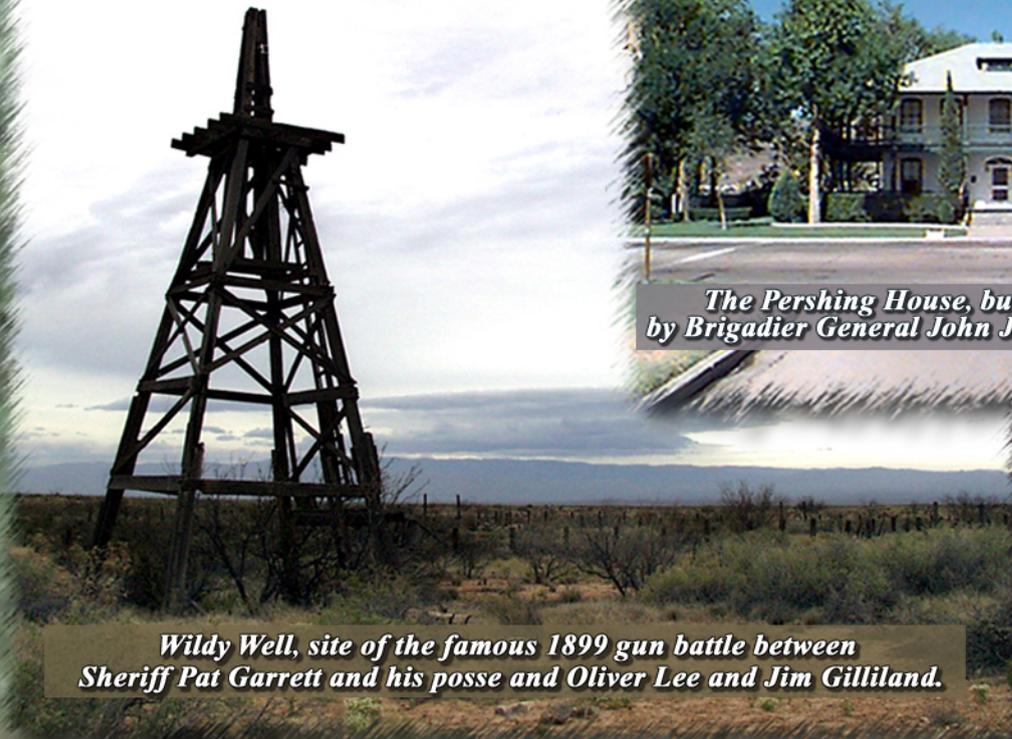


Secretary of Defense FY 2000 Environmental Security Awards Nomination

Cultural Resources Management—Installation



The Pershing House, built in 1910, was occupied by Brigadier General John J. Pershing from 1914 to 1916.



Wildy Well, site of the famous 1899 gun battle between Sheriff Pat Garrett and his posse and Oliver Lee and Jim Gilliland.

U.S. Air Defense Artillery Center and Fort Bliss, Texas

The rich history of Fort Bliss is evident throughout the post—from the buildings that were the earliest mess halls, barracks, and quarters in the Main Cantonment to the prehistoric campsites and pueblos and the remains of nineteenth- and twentieth-century ranches on the ranges in Texas and New Mexico. While supporting the military training mission, the cultural resources management program of the Fort Bliss Directorate of Environment, Conservation Division, protects and conserves the past for the future.

Introduction

One of only two posts located in two states, the U.S. Army Air Defense Artillery Center and Fort Bliss covers approximately 1.1 million acres in western Texas and southern New Mexico. Population averages about 13,100 military, 7,800 civilian dependents, and 6,500 civilians; transient military averages approximately 2,300.



Home to the U.S. Army Air Defense Artillery Center, Fort Bliss trains, deploys, and provides administrative support for forces of the Active Army, National Guard, Army Reserve, and other services. Throughout each year, the installation hosts joint and combined training exercises involving units from other installations, services, and allied nations. Fort Bliss annually hosts Roving Sands, the largest exercise in the continental U.S.

The installation's cultural resources management program is responsible for managing approximately 17,650 prehistoric and historical archaeological sites and more than 400 historical buildings and structures. Fort Bliss's Integrated Cultural Resources Management Plan (ICRMP) covers all installation acreage.

Background

Covering 1.1 million acres, Fort Bliss is one of only two posts located in two states.

Fort Bliss's current ICRMP includes the following components:

- ♦ Program history, players, and review of management and compliance responsibilities
- ♦ Management policy
- ♦ Projected schedule through FY00, including implementation alternatives
- ♦ Professional standards
- ♦ Standards and procedures for determining significance of cultural properties
- ♦ Procedures for compliance with the Native American Graves Protection and Repatriation Act (NAGPRA), American Indian Religious Freedom Act, Executive Order 13007, and the Archaeological Resource Protection Act

The plan outlined three main objectives for the last three years: making historic preservation compliance at Fort Bliss programmatic in nature, striking a balance between military training and cultural resources, and developing standard operating procedures (SOPs) for base operations that affect cultural resources. Each of these objectives was accomplished in full, as will be demonstrated in subsequent sections.

Because the current ICRMP will expire at the end of FY00, Fort Bliss is developing a new plan for FY01–05 in consultation with Texas and New Mexico state historic preservation offices (SHPOs) and the Western Region of the Advisory Council on Historic Preservation (ACHP). This ICRMP will be based on annual review of the total

ICRMP SOPs include:

- ♦ Archaeological site, landscape, Native American, and cultural properties clearance
- ♦ NHPA Section 106 compliance for construction modifications and for historical structures, landscapes, and other aboveground properties
- ♦ Archaeological survey standards
- ♦ Identification of historical structures, landscapes, and other aboveground properties for National Register eligibility
- ♦ Damage reporting for historical properties
- ♦ Accidental discovery of archaeological properties
- ♦ Mobilization and/or military training in anticipation of immediate deployment
- ♦ Public involvement
- ♦ Annual ICRMP status report

cultural resources program, with Fort Bliss assuming all review responsibilities for undertakings with determinations of *no historic properties affected* or *no adverse effect*. The plan will be implemented by programmatic agreement with Fort Bliss’s National Historic Preservation Act (NHPA) Section 106 partners, which include the Texas and New Mexico SHPOs, the ACHP, the interested public, and Native Americans.

Major Resource Features and National Register Status

The table below lists Fort Bliss’s National Register properties and most significant eligible properties.

Major Resource Features and National Register Status.

Resource (Date Listed)	Significance
Listed Properties	
Fusselman Canyon Rock Art District (1976)	Formative period (A.D. 200–1400) rock art
Hot Well Pueblo (1976)	Largest prehistoric pueblo in Texas
Main Post Historic District (1997)	343 buildings constructed between 1892 and 1950
Pershing House (1987)	Built in 1910; occupied by Brigadier General John J. Pershing, 1914–1916
Sgt. Doyle Site (1976)	Large El Paso phase pueblo
Eligible Properties	
Bishop’s Cap Cave	Pleistocene megafauna and evidence of Paleoindian
McGregor Site	Large multicomponent pueblo and pithouse site
Pendejo Cave	Claims made of human occupation 50,000 years B.P.
Pintada Cave District	Caves and rock shelters with rock art and stratified Paleoindian to Formative period archaeological deposits
Turquoise Ridge Site	Large prehistoric village containing up to 15 pithouses
Wildy Well Site	Site of 1899 gun battle when Sheriff Pat Garrett and posse attempted to arrest Oliver Lee and Jim Gilliland for 1896 murder of Albert J. Fountain and son
William Beaumont General Hospital Historic District	64 buildings and structures built between 1921 and 1945; one of seven regional army general hospitals that operated between World War I and World War II
Exceptionally Significant Cold War Properties, Eligible	
Nike “Mike” AN/FPS-36 Radar and Control Building	Built in 1961 to ensure safe performance of missile firings at McGregor Range
Safeguard Missile Training Facility	Built in 1959 and modified in 1971; training ground for key personnel that operated the army’s only deployed antiballistic missile site

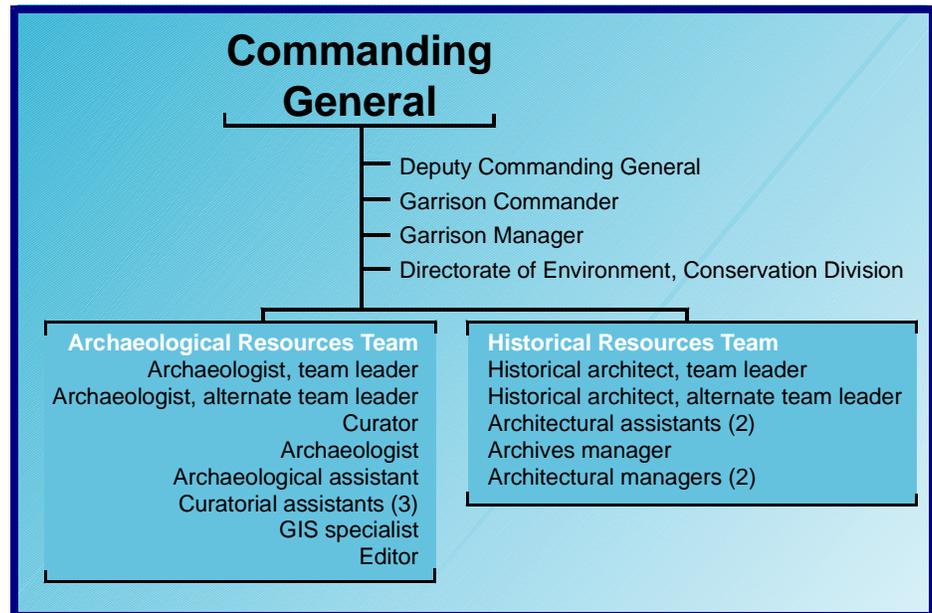


The Pershing House, listed on the National Register in 1987, was built in 1910 and occupied by Brigadier General John J. Pershing from 1914 to 1916.

Organization and Staffing

Fort Bliss's Directorate of Environment (DOE) consists of the Conservation Division and the Multimedia Division. The cultural resources management program resides within the Conservation Division, under the direction of the division chief.

Cultural resources managers participate in the directorate's National Environmental Policy Act (NEPA) review board, ensuring that cultural resources issues are properly addressed in NEPA documentation. The multidisciplinary nature of the board with its army and directorate representatives contributes to efficient and holistic consideration of the environmental effects of army decision making.



The cultural resources management program resides in the Conservation Division of the Directorate of Environment.

Program Summary

Outstanding cultural resources management program features of the preceding three fiscal years include:

- ♦ **Automated training area request review process with 24-hour turnaround**
- ♦ **Inventory and evaluation compliance ahead of 50-year calendar for all property types**
- ♦ **Comprehensive Section 106 plan review capabilities**
- ♦ **Concurrence stamp in lieu of review correspondence with Texas SHPO**
- ♦ **Historical property database**
- ♦ **Prioritized maintenance and repair procedures for historical properties**
- ♦ **SOPs for all areas of construction authority to reduce adverse effects in routine and small project procedures**
- ♦ **Commanding general adoption of comprehensive approach to revitalization for historical army family housing and historical operations/maintenance facilities**
- ♦ **Historical landscape management plan**
- ♦ **Comprehensive desk reference to facilitate NAGPRA compliance**

Accomplishments

Overall Cultural Resources Management

In the last three years, Fort Bliss began identifying project needs sequentially, building one compliance program component on another to create a comprehensive program. DOE personnel began participating in master planning and budgeting activities to ensure that cultural resources SOPs are recognized. The NEPA board began playing a crucial role in interactions between the Conservation Division and project proponents. Additionally, project consultants now work on site, participating in day-to-day historical preservation activities while they research and develop specific surveys and reports.

In 1999, Fort Bliss began preparing final draft forms of 30-40 National Register nominations. These will be completed and submitted for army review in the first quarter of FY01.

Historical Buildings and Structures

In 1996 and 1997, Fort Bliss inventoried and evaluated all properties constructed at its main cantonment before 1951, including those at William Beaumont General Hospital. In 1999, the installation identified all NRHP-eligible Cold War era (1946-1989) properties at the main post and ranges. Both state SHPOs have accepted a Cold War multiple property context document, leaving only late twentieth-century base operations (BASOPs) facilities to be evaluated when they reach 50 years of age.

Maintenance and Repair. Responding to the commanding general's initiative, in FY00 architects convinced garrison managers to restore roofs on some of the oldest buildings to their original long-lasting materials. **The metal roofs, projected to last sixty years, represent a savings of about \$17,150 per 3,500-square-foot building over replacing fiberglass shingles four times in the same life span.**

During the past three years, architects have developed a maintenance and repair plan that details priority repairs for historical buildings. Handbooks are also being developed that standardize repair procedures for every construction authority, tenants, and building managers.

Handbooks for tenants cover carpentry, painting, electrical work, plumbing, and landscaping. The maintenance and repair plan and the handbooks educate users and project managers and

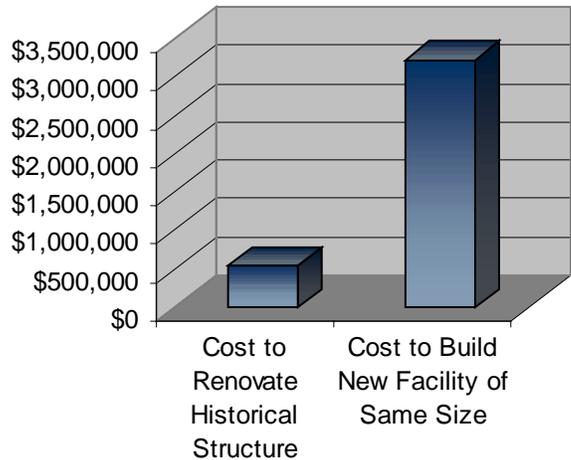
reduce the burden of completing comprehensive compliance reviews.

Additionally, to restore stable life-cycle costs after years of deferred maintenance, Fort Bliss employed the Whole Neighborhood Revitalization approach developed by the army. This approach, which relies on congressional funding, was designed to systemize determinations of the appropriate repairs and modernization needed to upgrade army housing units and surrounding neighborhoods. Using this approach, architects are working with post engineers and tenant organizations to coordinate rehabilitation of all historical properties on Fort Bliss.



Workmen installing reproduction metal shingles. The 1893 Queen Anne style officers' quarters now serve as distinguished visitors' quarters.

Rehabilitation. In 1999, the 32nd Army Air Missile Defense Command consolidated operations in a single historical building. Spending about \$20.50 per square foot to renovate the 26,802-square-foot interior, the organization acquired a state-of-the-art facility for approximately \$100 per square foot less than for new facilities—a savings of about \$2.7 million. Although the building’s exterior was not renovated, this project preserved army history and cost-effectively provided the unit with an excellent location on post.



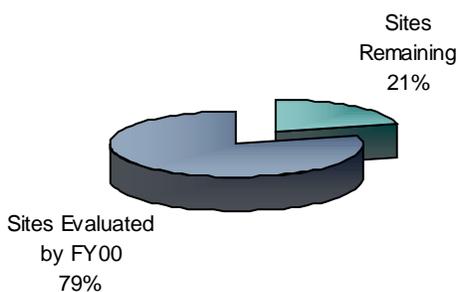
By renovating a historical building and consolidating operations there, rather than building a new facility, the 32nd Army Air Missile Defense Command saved about \$2.7 million.

Adaptive Use. In FY97 and FY98, the DOE adapted two historical buildings to serve as its office, curatorial, and lab facilities. Built in 1939 as horse stables for the 1st Cavalry, these 600-foot-long brick structures were converted to Nike missile training school classrooms and rocket laboratories in the late 1950s. The DOE completed its move into the new facilities in FY98.

Other Historical Building Management Actions. The Historical Resources Team reviews new construction projects adjacent to historical properties to prevent adverse effects to the properties. As part of NHPA obligations, they also archive architectural drawings and enter them in a historical properties database. The team plans historical properties landscape management and determines historical paint colors for buildings being returned to original colors.

Archaeological Resources

Inventoried and Evaluated Sites. Fort Bliss has more than 17,000 recorded prehistoric archaeological sites and 650 historical archaeological sites. Two prehistoric sites and one archaeological district are listed on the NRHP (see table on page 3).



By FY00, 79% of all recorded prehistoric and historical sites at Fort Bliss will have been evaluated.

Sixty percent of all recorded sites at Fort Bliss have been inventoried. Evaluations of 1,500 sites will be completed by the end of FY00, when a total of 14,000 evaluations will be forwarded to Texas and New Mexico SHPOs for concurrence. Concurrent mitigation of eligible sites and testing of sites with undetermined eligibility has begun, and all new survey projects on post must complete compliance evaluations.

Data Recovery. Data recovery efforts have focused on sites most impacted by military training. Training information is gleaned from reviews of training requests by cultural resources personnel. These data are entered into a GIS for impact analysis.

Site Protection. The DOE maintains a range liaison office that regularly patrols the range for artifact hunters. This effort is supported by the famous Fort Bliss U.S. Army Combined Arms Support (USACAS) battalion “range riders”—cowboys who patrol the installation boundaries.

During the last three years, the senior archaeologist began reviewing all training requests to ensure compliance, suggesting alternatives when adverse effects are anticipated, and working with military unit representatives to ensure training is not constrained. This customer-friendly process, normally done within 24 hours, has been incorporated into the Fort Bliss Range Command’s SOP.

Research Initiatives. FY98–FY00 archaeological research involved the following initiatives:

- ♦ Using GIS to build and maintain cultural resources data layers; training requests are entered into database to track cumulative impacts
- ♦ Using near-surface geophysical remote sensing assessment for potential and cost effectiveness of magnetic surveys conducted with a fluxgate gradiometer, for nondestructive evaluations of prehistoric and historical archaeological sites
- ♦ Presenting research results at professional conferences

Native American Program

For sites of traditional and cultural importance, Fort Bliss consults with the Tigua Indians of Ysleta del Sur Pueblo and the Mescalero Apache tribe, the two federally recognized Native American tribes in western Texas and southern New Mexico. The installation has identified four traditional cultural properties in consultation with the Mescalero Apache. These sites are in remote areas and are protected from military training.

In December 1999, Fort Bliss completed its NAGPRA inventory and continues to consult with tribes on these issues. The post quickly notifies tribes when human remains are inadvertently discovered on the installation. In the last three years the notification period has been decreased to less than 24 hours.



Mescalero Apache tribal members collecting and processing agave from mountains on Fort Bliss.

Fort Bliss actively works with Native Americans to arrange access to sacred sites and traditional cultural properties. Mescalero Apache tribal members annually collect agave from natural stands on the mountainous fringes of the installation. Agave, traditionally used in subsistence and tribal ceremonies, is not available on the Mescalero, New Mexico, reservation.

Curatorship

Local and state repositories operate at capacity and lack funding and personnel to adequately rehabilitate collections to bring them into 36 CFR 79 compliance. Thus, Fort Bliss rose to the challenge and gathered more than a million archaeological artifacts and their associated site files, photographs, and field records, as well as historical architectural drawings and photographs of post facilities, into one state-of-the-art curatorial facility on post. This facility is, appropriately, housed in a renovated historical structure.

Until 1996, collections from excavations conducted on Fort Bliss from the 1930s to the 1960s were housed at numerous off-post facilities—none of which met 36 CFR 79 requirements. Additionally, because of poor record-keeping by the facilities, irreplaceable artifacts and collections were lost or suffered irreparable damage. By the end of 2000, Fort Bliss had negotiated with and received important collections from Texas, Colorado, Arizona, and California repositories. All collections are managed in accordance with 36 CFR 79 guidelines and to Association of American Museums standards.

Having demonstrated that it can rehabilitate, house, and ensure compliance for archaeological collections more inexpensively than other state and local institutions, Fort Bliss is working toward establishing the Curatorial Facility as a regional repository for federal collections.

Cultural Resources Awareness and Education

The cultural resources program sponsors or participates in several educational courses. A Senior Commanders Course, taught quarterly for new senior and field grade commanders and directors, develops awareness of environmental stewardship and compliance requirements. Additionally, the Environmental Compliance Officer Training Course includes historical architecture and archaeology modules for training Fort Bliss units to the battery/company level, and the Unit Commander's Course presents a module designed to raise the environmental awareness of new commanders and senior enlisted leaders.

A Soldier's Card provides information on environmental issues and emergency points of contact for soldiers in the field, and the Environment Quality Control Committee comprehensively describes the Fort Bliss cultural resources program for command group and major subordinate commanders.

The cultural resources program supports the Garrison Command and affiliated organizations for American Indian Heritage Month, Women's History Month, Black History Month, and Armed Forces Day and is a proponent for New Mexico Heritage Preservation Week and Texas Archeological Awareness Month. It also participates in programs such as the Rio Grande Work-Study Project (summer interns) to attract and educate students interested in archaeology and architecture.

Additionally, the Curatorial Facility is a registered site at Army Community Services and encourages volunteers (active duty and family members) to work with the collections and learn about Fort Bliss archaeology. Artifact processors in the Curatorial Facility are graduate students from local universities.



Archaeological Resources Team Leader James E. Bowman demonstrates archaeological techniques to visitors from the Main Post Child Development Center during Earth Day open house.

The facility is also a designated field trip site for the El Paso Independent School District. Earth Day celebrations showcase the collections, and a “mock dig” allows youngsters and adults to experience “hands-on” archaeology.

Community Relations

Cultural resources management initiatives are presented to the public in several ways, including:

- ◆ Public forums at Fort Bliss and in Alamogordo and Las Cruces, New Mexico, including presentations on historical architecture and prehistoric/historical archaeology
- ◆ Brochures describing historic districts and significant archaeological undertakings
- ◆ Open houses and demonstrations for Armed Forces Day, Earth Day, Texas Archeology Awareness Month, and New Mexico Heritage Preservation Week
- ◆ Earth Day luncheon hosted by the commanding general and planned and implemented by cultural resources management team members with others from DOE

Cultural Resources personnel participate in numerous organizations and academic institutions, including:

Archaeological Society of New Mexico
Chihuahuan Desert Research Institute
Council of Texas Archeologists
El Paso Archaeological Society
Laboratory for Environmental Biology, El Paso Centennial Museum, University of Texas at El Paso
Mountain, Desert, and Coastal Forensic Anthropology
National Trust for Historic Preservation Forum
North American Society of Oceanic Historians
Society for American Archaeology
Society of Vertebrate Paleontology
Texas Archeological Society

Environmental Enhancement

During the last three years, cultural resources personnel have dedicated themselves to educating military and civilian personnel, as well as the surrounding communities, about Fort Bliss's colorful history and the importance of preserving it. This education—provided through the new Curatorial Facility on post, descriptive brochures, and events such as Earth Day activities and public forums—has increased the community's appreciation for and desire to protect Fort Bliss's heritage and environment. Additionally, the post has made significant strides in restoring and renovating several historical properties over the last three years, ensuring it remains true to its history. These activities are conducted under new guidelines and approaches, such as SOPs for construction and handbooks for historical preservation, that ensure repairs and upgrades do not harm historical characteristics.

Moreover, by proactively meeting NHPA obligations, cultural resources personnel are integrating compliance procedures into the installation's daily operations. Successful partnerships forged with military counterparts have created an atmosphere in which NHPA compliance is easy for all soldiers to embrace as their personal and organizational duty.

Mission Enhancement

Cultural resources personnel have successfully made more of Fort Bliss's land available for mission activities while meeting compliance requirements. At present, only 2% of Fort Bliss training areas is restricted from vehicular traffic. A training area request review process, typically performed within 24 hours, significantly expedites environmental review. Because of the enhanced educational program for trainers and the improved review process, **more than 325 training area requests were reviewed in FY99 with no mission constraints due to archaeological concerns.**

Cultural Resources Compliance

Interaction with Agencies and Community. The cultural resources program sponsors information exchanges for interested parties:

- ♦ Workshop, ACHP "Working with Section 106," for cultural resource managers from federal, state, and local agencies, Native American tribes, and private consulting firms
- ♦ Dialogue, past approaches, and future directions of post cultural resource management, for Texas and New Mexico SHPOs and private consultants
- ♦ Class, Native American cultural communications, for all DoD

Budget. In FY98, the program received \$1.3 million; in FY99, \$1.6 million; and in FY00, \$1.6 million. The ICRMP includes a five-year project-by-project budget directly tied to implementation, which is included in the

installation's annual environmental budget submission. The plan allows the installation to remain in compliance and spreads needed work over five years. In addition, it reduces future compliance obligations by completing an aggressive evaluation program expected to reduce by two-thirds the number of potentially eligible properties requiring management.

Enforcement. Compliance is enforced in numerous ways discussed elsewhere in this nomination, including ICRMP SOPs, Section 106 review, work order review, NEPA board and coordinator, training area request review process, and range riders and military police patrolling the range.

Management Successes. Architects have only late twentieth-century BASOPs facilities remaining to evaluate. Because this is such recent historical subject matter and the program is ahead of most on inventory and evaluation obligations, Fort Bliss will be creating the context and criteria for these evaluations.

The Fort Bliss cultural resources management program has entered the new millennium with superior teamwork that supports the installation's mission while protecting post resources. Innovative agreements with state SHPOs and cooperative management programs with installation units have produced post-wide interest in and awareness of Fort Bliss's heritage. Consequently, enthusiasm for preservation and conservation has increased, the physical environment of the post has improved, and the ability of cultural resources personnel to broaden the preservation mission has been enhanced.