

Cultural Resource Management Strategies

Planning Level Surveys

THE GOAL of planning level surveys is the identification of cultural features within the context of the installation cultural landscape(s). It is within the framework of the cultural landscape that individual cultural resources may be evaluated for contextual significance. Because people do not use the landscape at random (Hester et al. 1997), the unique geomorphological attributes of an installation landscape may be used to predict the types of cultural resources likely to be present. Functional site types will vary with major locational attributes. For example, domestic and agrarian sites (houses and farms), characteristically have water sources and are located near arable lands and transportation networks. Industrial sites (e.g., mills, tanneries, forges, and blacksmith shops), are often located in proximity to water power sources and to transportation networks. Commercial and public or institutional sites (e.g., stores, taverns, inns, schools, and churches) are usually situated near settlement concentrations with access to local and regional road systems.

This section describes the concepts of formal cultural resource assessments and predictive models as valid data sets, against which the planning level survey may be implemented. The strategies set forth in this section, when used in conjunction with the five-year planning guide provide the necessary input for attaining a detailed schedule for cultural resource surveys and assessments.

The Cultural Landscape Approach and Planning Level Surveys

The planning level survey, as an integral feature of the cultural landscape approach, provides a framework for understanding the entire land use history of an installation. The planning level survey includes the development of detailed historic contexts, as well as the identification of compliance requirements for specific installation projects and operations. Many project-driven compliance activities may involve procedures and technical review actions beyond those associated with the planning level survey, including field inventory of cultural resources, evaluation, treatment, and associated consultations with other federal and state agencies, Indian tribes, and other organizations. For information on these actions please consult the appropriate SOP in this ICRMP.

The planning level survey will utilize information relating to the geomorphological characteristics and features of the cultural landscape as the basis for identifying and interpreting the spatial interrelationships among the various types of cultural resources as they exist across the installation. Spatial interrelationships among cultural resources may be identified in terms of continuity and change in the patterns of human land use through time. Identification of land-use patterns may include analyses of land forms and natural resources, and the interrelationships of those spatial features with prehistoric and historic utilization of the landscape, including areas developed for military use and associated architectural features. Spatial analyses, particularly the use of Geographic Information System (GIS) data, provide the necessary analytic tools to reveal the patterns of prehistoric, historic, and military land use. The most common method of accomplishing meaningful spatial analysis within the context of the cultural landscape approach is by querying data that has been entered into a GIS database.

Procedures

Archeological field survey procedures and the inventory, evaluation, and mitigation of adverse effects on the built environment on Fort Bragg are functional elements of the installation-wide cultural landscape planning level survey. Phase I inventories are generally conducted for the purpose of complying with the NHPA, ARPA, or other federal and state laws

requiring identification of cultural resources. Phase II testing and evaluation of archeological sites or cultural resources are accomplished to determine eligibility of previously identified sites for inclusion in the NRHP. Phase III procedures involve mitigation of adverse effects on known archeological sites or historic buildings, landscapes, and other cultural resources that are included on, or are eligible for inclusion on, the NRHP. All activities are conducted IAW the cultural landscape approach discussed in the Management Plan section of this ICRMP.

Policies

All phases of cultural resource investigations, including reconnaissance and intensive archeological surveys as defined in the Secretary of the Interior's Standards and Guidelines for Preservation Planning, Identification, Evaluation, and Registration (48 FR 4471628), are covered in detail by SOPs in this ICRMP and more generally within this chapter. If the Fort Bragg Cultural Resources Manager decides to modify the stated procedures outlined herein or in SOP #5 for a particular project or application, the change will be coordinated with the North Carolina SHPO, either verbally or in writing, and documented in the project survey report. Where a conflict is found between this section and a statement of work in a contract or delivery order, the provisions of the contract or delivery order will apply, so long as the provisions of NHPA, ARPA, NAGPRA, and related federal and state laws are fully met and complied with. Any such change in field survey procedures will be documented and reported to the North Carolina SHPO.

Field Survey Methods

Field surveys determine whether or not archeological deposits are present in the project survey area and provide assessments of the site's potential to provide information significant to our knowledge of prehistory or history. All site information collected in the field is recorded in bound field notebooks that are retained as part of the permanent site documentation. Site locations are recorded on USGS 7.5 minute quadrangle maps. Each site datum is recorded using Trimble® compatible GPS field recorders linked to realtime receivers. New sites are reported to the North Carolina SHPO by completing and submitting a North Carolina Archeological Site Inventory (ASI) form. Previously recorded sites in a project area that are not relocated are recorded on an unrelocated site

form available from the Collections Manager and submitted to the Cultural Resources Manager. Diagnostic cultural materials recovered from the site are returned to the Fort Bragg Artifact Curation Facility for processing, cataloguing and long term curation. Non-diagnostic materials are recorded *in situ* but may not be collected unless required for a specific study or to protect the resources.

The physical condition of the survey area surface will determine the type of inventory procedure. Heavily disturbed areas will be subject to a limited number of tests to confirm disturbance and depth of disturbance. If cultural materials are found, shovel testing will be systematically conducted within the project survey area, regardless of the amount or degree of surface disturbance.

Phase I Archeological Survey Procedures

A records and literature search will precede all fieldwork. This search will obtain background information on the known and anticipated distribution of archeological sites, geological, and biological histories and the pre-historical and historical contexts of the survey area. Documentary sources should include site lists, files and maps, published and unpublished archeological, geological, and biological reports, as well as historical and personal accounts. Standard archeological research and archeological survey reports specific to Fort Bragg are on file in the Fort Bragg Artifact Curation Facility. For a complete discussion of Phase I archeological inventory field and post-field procedures, see the SOPs in Part II of this ICRMP.

Phase II Archeological Testing and Evaluation Procedures

Phase II evaluations determine site significance relative to NRHP criteria. The two principal characteristics of an archeological site that serve as the basis for NRHP eligibility are site integrity and the likelihood that the site will contain information important to prehistory or history. Fort Bragg archeological site research questions focus on regional significance. The information potential of a site is referenced to research questions that are interpreted within the contexts of Fort Bragg and the prehistory of North

Carolina sandhills and coast. For buildings, structures and/or landscapes, NRHP evaluations may additionally include architectural integrity and associations with historically important people or events. Research questions that guide evaluations on these classes of cultural resources focus on regional as well as national significance.

Phase II testing will be used to conduct a formal evaluation of significance IAW 36 CFR § 800.4(c). If Phase II testing and evaluation indicates that a cultural resource does not meet the criteria for nomination to the NRHP, the North Carolina SHPO will be so advised by written report. All cultural resources determined eligible for nomination to the NRHP will be identified to the Installation Commander as protected properties. Based on HQDA (USAEC) guidance, formal nomination of eligible properties will not be conducted. Cultural resources determined not eligible for NRHP will not be afforded further protection.

Phase III Mitigation

Mitigation is undertaken when all other alternatives for site or cultural resource preservation have been exhausted. The magnitude of data recovery will be specific to the cultural resource. Because of the complexity of mitigation procedures, a detailed research design, including methods for discovery, collecting, analyzing, recording, preserving and documenting cultural resource information will be completed, in consultation with the North Carolina SHPO, prior to initiation of the data recovery project. In the event that Native American human remains or cultural items are likely to be present, the data recovery project will comply with the requirements set forth in NAGPRA and SOP #4 of this ICRMP.

Archeological Strategies

Archeological Survey Planning

Surveys are generally based on the need to clear land for mission activities such as training, forest management, endangered species habitat improvement, and construction. Due to the relatively large number of identified archeological sites on Fort Bragg that will require Phase II evaluation, and because testing of these sites must include development of specific historic and industrial contexts to guide site evaluations, separate

sections have been created within the ICRMP to address Phase II evaluation strategies (see Part II).

Sensitivity Determination

Research studies have shown that sustained military vehicular maneuvers, and subsequent surface erosion, is a principal cause of surface damage to archeological sites on military training lands. Mechanized Brigades, Aviation Battalions, Combat Engineer Battalions, and most supporting units require continual training in gunnery and field mobility exercises to maintain combat readiness. These training exercises involve heavy off-road track and wheeled vehicles, engineer exercises, and the employment of both direct and indirect fire ordnance. Typically the exercises occur at or near the same locations over extended periods of time, although recent Integrated Training Area Management (ITAM) policies have reduced the cumulative physical effect of vehicular movement on military training areas. Areas of highest disturbance tend to be localized around centers of greatest activity such as the main roads, live-fire ranges, drop zones, firing points, and the cantonment area. Some areas started as minimally disturbed areas but not monitored in the past and became increasingly disturbed.

Evaluations of archeological sites data (both prehistoric and historic) have indicated that a large number of Fort Bragg sites are located in close proximity to streams as well as along a transitional elevation contour between lowlands and uplands. There are sites however that occur elsewhere that cannot currently be captured using standard predictive criteria. Consequently, all environmental zones can be considered archeologically sensitive.

Cultural Resources Inventory

The cultural resources inventory is both an existing database of documented cultural resources, as well as a comprehensive assessment of the scope of properties within the installation boundaries that may be historically significant, but have not yet been assessed for potential eligibility for nomination to the National Register of Historic Places. Cultural resources located on Fort Bragg fall into six principal categories: (1) Prehistoric archeological sites (2) Historic period Native American

archeological sites (3) Historic European-American and African-American archeological sites (4) Nonmilitary industrial archeological sites (5) Pre-WWII military buildings and features and (6) WWII-era and post-WWII military buildings and features. Cultural resources may be districts (e.g., groups of related buildings, sites, structures), sites (archeological sites), buildings (quarters and non-quarters, such as administrative buildings), structures (e.g., bridges and other such engineered structures in which people do not live or work), objects, (e.g., historic tanks and cannons), and traditional cultural properties (e.g., Native American plant gathering areas), that have been formally determined to be eligible for listing in the National Register of Historic Places by Fort Bragg with concurrence by the State Historic Preservation Officer, or by written determination of the Keeper of the National Register, National Park Service.

Archeological Inventory

Summary

Inventories of approximately 50,187 acres (42,955 acres since 1994) of Fort Bragg has identified a total of 2,821 archeological sites representing every period of human occupation from the Paleoindian period to the present (ca. 1950). More than:

- 2,465 prehistoric sites
- 166 historic sites
- 190 historic/prehistoric sites
- 1,099 prehistoric isolates (less than 6 artifacts)
- 69 historic isolates
- 16 historic/prehistoric isolates

have been recorded, while more than 140 archeological evaluations have been completed since 1997. One data recovery to mitigate the adverse effects of road construction to an archaeological site has been conducted.

Historic Buildings and Structures

Initial surveys of all historic resources on Fort Bragg have identified 510 historic resources (buildings, structures and landscapes) in two NRHP-eligible districts plus seven individual resources:

- 301 contributing resources in the proposed Old Post historic district (209 of which are historic Army Family Housing units)
- 79 non-contributing resources in the proposed Old Post historic district
- 57 contributing resources in the proposed Overhills historic district
- 53 non-contributing resources in the proposed Overhills historic district
- 6 NRHP-eligible, stand alone resources on Fort Bragg and Camp Mackall
- 1 NRHP listed structure on Fort Bragg (Long Street Church, constructed circa 1850).

A complete list of all historic buildings and structures can be found in Appendix VIII : *Historic Resources Inventory*

Old Post District

In FY96 Fort Bragg conducted a survey of historic structures and prepared an NRHP nomination for the Old Post Historic District and other individual historic buildings. The NRHP nomination was updated in 2000 and re-written in a Historic Structures Report format and a new, separate NRHP nomination for the Old Post Historic District completed. The earliest resources in the district were built in 1918 for the establishment of Camp Bragg, but the majority of the structures date to the re-design of the post into a permanent cantonment from 1926-1938.

The 1926 design for the newly designated “fort” relied heavily on Beaux-Arts planning aesthetics and practices. Although the post plan was revised a number of times from 1926-1933, the core Beaux-Arts concepts of symmetry, order, and high-style architectural detailing remain evident in the finished campus. Georgian Revival-style barracks dating to 1927 are graciously complimented by Spanish Colonial-styled family housing units and utilitarian structures embellished with high-style elements. A massive building campaign from 1940-1941 added 2800 more buildings to the Fort Bragg cantonment, most of which have since been demolished. Some of the resources from this period remain as contributing resources within the district and serve as a visual reminder of wartime mobilization efforts.

The buildings today function as administrative offices, family housing and community, commercial and recreational facilities and are interspersed with open green spaces to give the appearance of a campus. Since their construction, they have been well maintained and retain most of their exterior architectural integrity.

Other Historic Structures

Other structures whose historical integrity has been maintained include:

- Two Presbyterian churches built in the mid-nineteenth century and currently used for annual church reunions and other special events
- A log cabin at Camp Mackall built in 1923 or 1924 by the Barber Steamship Co.
- The water plant, built in 1918, one of the earliest surviving water plants in North Carolina
- The power house, constructed in 1934. Both the water plant and powerhouse maintain their original use.

Overhills

The U. S. Army purchased the 10,546 acre Overhills estate from the Rockefeller family in 1997 for use as training lands and a development buffer zone. Currently, low-impact military training takes place on the property. Subsequent to the purchase of the estate, architectural and archaeological surveys were conducted to assess the property's level of significance for NRHP eligibility.

The architectural survey identified a NRHP-eligible district encompassing 5700 acres of the estate. Of the 110 resources inventoried, 50 structures and buildings and 7 landscape features were deemed contributing to the district, while 53 structures and buildings were identified as non-contributing elements of the district.

The period of significance for the proposed Overhills district begins c. 1906 when a group of wealthy northern sportsmen acquired 20,000 acres of land for a hunt club and resort. The period of significance ends in 1938, when the Rockefeller heirs to the estate began selling parcels of the

property, thus transforming it from an exclusive sporting club to a private family retreat.

In its architectural and landscape elements, the proposed Overhills historic district clearly represents the emergence of exclusive hunt preserves and seasonal country retreats in North Carolina and other parts of the south during the late 19th and early 20th centuries. While permanent improvements to the tract began c. 1906, development intensified during the 1910s and 1920s, first under the partnership of William Kent and James Francis Jordan, who formed the Overhills Country Club. Later development in the 1920s took place largely as a result of the partnership of William Averell Harriman and Percy Avery Rockefeller. Overhills took shape as a winter haven for the rich, providing such recreational diversions as fox hunting, polo, golf, game hunting, horseback riding, and swimming for its elite clientele. The property subsequently functioned as the private winter retreat of the Rockefeller family until its sale in 1997.

The proposed district also has horticultural significance for its association with the J. Van Lindley Nursery Company. During the first quarter of the 20th century, the Lindley Nursery Company was one of the largest nurseries in the south. In 1911, the company purchased 650 acres adjacent to the Overhills tract for additional nursery fields. During its operation, the Lindley Nursery grew to 1224 acres, surpassing the company's main headquarters gardens in Pomona, North Carolina. The land and nursery operation was sold to the Rockefellers in 1932 for use as a sanitarium, and as a result of their care, the majority of the nursery buildings survive intact. Almost all of the Lindley sites across the south have been destroyed in time, leaving the Lindley Nursery on Overhills the largest and most intact collection of resources associated with the company.

The 5700-acre proposed Overhills district also has architectural significance. The property includes a variety of architectural styles applied to resort, residential and utilitarian structures and buildings. From the architect-designed, Colonial Revival "Croatan" main house built in 1929 to the vernacular, double-pen, log hunting lodge dating to the earliest days of the estate, the Overhills property encompasses an impressive inventory of buildings representative of the evolution of an early 20th century southern resort.

Fort Bragg is currently undertaking a variety of assessments on the property to finalize future use plans for the historic structures, buildings, and landscape features located there. In the interim, a small staff of Military Police reside in a non-contributing building on the property to enforce security, and the buildings have been padlocked to minimize unauthorized entry and vandalism. The CRP has consulted with other stakeholders in the Overhills development process to enforce the importance of the property and its resources. Any use plans of the property will involve at a minimum the preparation of a MOA with the NCSHPO.