

**FY2000 SECRETARY OF DEFENSE**  
*ENVIRONMENTAL SECURITY AWARDS*

**CULTURAL RESOURCE MANAGEMENT**  
**INSTALLATION**



**XVIII AIRBORNE CORPS AND FORT BRAGG**  
**CULTURAL RESOURCE PROGRAM**

FORT BRAGG  
NORTH CAROLINA



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**INTRODUCTION**

Fort Bragg, established in 1918 as an artillery training camp in the Sandhills of North Carolina (see Figure 1), is one of the premier military training installations in the world. It is home of the U.S. Army’s only airborne corps, the Army’s largest support command, and the Army’s Special Forces Operations Command.

Soldiers at Fort Bragg train continuously to maintain combat readiness. As a result of this focus, Fort Bragg is one of the most utilized posts in the world. The annual training load includes over 10,000 live fire exercises, 190,000 aircraft operations, and 7,000 airborne exercises. Effective environmental programs, including Fort Bragg’s Cultural Resource Program (CRP), bridge responsible land use and property management with Fort Bragg’s readiness mission.

**MISSION**

The mission of Fort Bragg’s CRP is to facilitate the readiness training of the XVIII Airborne Corps and ensure compliance with the nation’s cultural resource laws. Extensive readiness training and land use pose a threat to cultural resource sites.

Complementing compliance efforts are stewardship efforts. Fort Bragg is a proactive steward of cultural resources; the CRP operates a comprehensive curation facility in the post cantonment area. A public education program is run from this location and exhibit space is devoted to area resources. The CRP also includes contracts for large-scale, planning-level survey and evaluation projects.

**CULTURAL RESOURCES OVERVIEW**

ALL RESOURCES:

- \* Total number of acres on Fort Bragg: **162,638**
- \* Number of acres surveyed by CRP to date: **43,432**

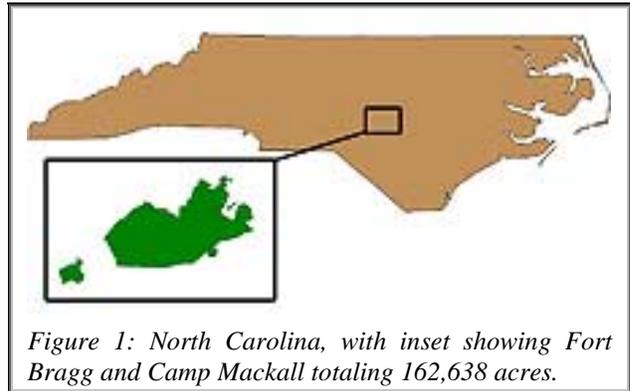


Figure 1: North Carolina, with inset showing Fort Bragg and Camp Mackall totaling 162,638 acres.

- \* Total number of archeological sites, historic structures, and historic cemeteries recorded on Fort Bragg: **3,152**

ARCHEOLOGICAL SITES:

- \* Archeological sites and historic structures managed by the CRP and considered eligible or potentially eligible for listing on the National Register of Historic Places (NRHP): **997**
- \* Sites protected pending further assessment: **395**
- \* Total number of prehistoric habitation or activity archeological sites: **2,480**
- \* Percentage of prehistoric sites from Paleoindian Period (12000-6000 B.C.): **less than 1%**
- \* Percentage of prehistoric sites from Archaic Period (6000-1000 B.C.): **21%**
- \* Percentage of prehistoric sites from Woodland Period (1000 B.C.-1700 A.D.): **29%**
- \* Percentage of undiagnostic (sites without dateable components) prehistoric sites: **49%**
- \* Number of historic habitation or activity archeological sites: **164**

HISTORIC BUILDINGS AND STRUCTURES:

- \* Total number of historic buildings and structures on Fort Bragg: **504**
- \* Percentage of historic buildings and structures considered contributing elements of the Old Post Historic District: **57%**



Figure 2: Prehistoric Artifacts

- \* Percentage of historic buildings and structures considered contributing elements to the Overhills Historic District: **17%**
- \* Number of individual historic structures eligible for the NRHP: **4**
- \* Number of individual historic structures listed on the NRHP: **1**

## **BACKGROUND**

### **MANAGEMENT PLAN**

Fort Bragg is currently operating under a Cultural Resource Management Plan (CRMP). The implementation of the CRMP ensured that Fort Bragg remained in compliance with Federal legislation and Army regulations that protect cultural resources. Under the CRMP, Army training was facilitated by an in-house “immediate-response” team.

An Integrated Cultural Resource Management Plan (ICRMP) has been developed and the draft is under final review. Once adopted, it will be revised on a five-year cycle.

The ICRMP is designed to be integrated in the planning process for construction projects, training activities, and the renovation and rehabilitation of historic structures.

### MAJOR COMPONENTS OF THE ICRMP INCLUDE:

- \* Military mission statement identifying potential cultural resource impacts
- \* Investigation and curation standards
- \* Cultural resource compliance planning key for integration into other activities
- \* Evaluation criteria and management guidelines for NRHP eligible properties
- \* Applicable Army regulation and Federal legislation compilation
- \* Standards and guidelines concerning historic buildings and structures
- \* Priorities and recommendations for cultural resource compliance on Fort Bragg
- \* Seven new Standard Operating Procedures (SOPs) concerning cultural resource management and compliance
- \* Review of area cultural history and of previous cultural resource investigations on Fort Bragg
- \* Predictive site location models
- \* Standards for cooperative agreements between the CRP and the North Carolina State Historic Preservation Office (SHPO)
- \* Geographic Information System (GIS) standards and guidelines

On Fort Bragg, the major stakeholders in cultural resource compliance activities include: Readiness Business Center (RBC); Public Affairs Office; Construction Management Division; Facility Maintenance Division; Office of the Staff Judge Advocate; and constituent branches of the Environmental/Natural Resources Division (ENRD). The ICRMP streamlines coordination procedures with stakeholders to ensure compliance with all applicable statutes and agreements.

The Cultural Resources Manager reviews training activities, construction projects, and

the proposed maintenance, renovation, and rehabilitation of historic structures. Placement of the CRP within the ENRD facilitates close coordination on land management issues, including: endangered species habitat management, soil erosion control, firebreak maintenance, wetlands maintenance, prescribed burning program, and the timber harvesting program.

Both on-post and off-post, compliance activities are coordinated with the North Carolina SHPO in accordance with a Programmatic Agreement. The results of in-house compliance activities and all projects involving historic structures or districts are also coordinated with the SHPO on a contingency basis.

#### ***ORGANIZATION AND STAFFING***

Eight individuals staff the CRP. The Cultural Resources Manager, a contract employee, is responsible for management and general oversight of the program. The Collections Manager, also a contract employee, organizes, records, and curates all objects and documents resulting from cultural resource management activities on Fort Bragg, and maintains the Curation Facility. The majority of in-house inventories and evaluations are performed by four contract field archeologists and two Oak Ridge Institute for Science and Education (ORISE) fellows.

Large scale projects are performed by archeological contracting firms, whose services are procured in one of four ways:

- \* U.S. Army Corps of Engineers (COE), Savannah District
- \* Letter of Understanding (LOU) with the National Park Service (NPS)
- \* Public Works Business Center Contracting Branch
- \* U.S. Army Construction Engineering Research Laboratories (CERL)

All requests for contracted work are completed in accordance with budget restrictions and scope of work requirements.

Cultural resources management is integrated into all environmental review and resource protection programs, land use and Range Control programs (including the Integrated Training Area Management [ITAM] program), military maneuvers, and military and civilian construction projects at the planning, design and execution levels. In addition, the Cultural Resources Manager sits on the Soil Conservation Planning Board, is a member of the Habitat Management Area Working Group, and is part of the Residential Community Initiative Steering Committee. The Cultural Resources Manager also serves as Fort Bragg's Native American Graves Protection and Repatriation Act (NAGPRA) Liaison and representative to Federally recognized Native American Sovereign Nations.

#### **PROGRAM SUMMARY**

Due to the successful integration of the CRP into all levels of installation operations, planning and training, the Cultural Resources Manager has the ability to effect proactive compliance efforts to ensure the successful execution of the Army's cultural resources responsibilities. Support from military trainers on Fort Bragg demonstrates the success of this process. Fort Bragg also gives its support to accommodating Native American concerns over protected sites.

By applying regulations, the Cultural Resources Manager has the authority to make determinations of effects on significant cultural resources. If impacts are apparent, close coordination with the RBC and individual units typically resolves potential conflicts. Consultation with the SHPO is enacted for construction-related impacts. Protecting cultural resources while facilitating the Army mission is critical to the CRP's success. Fort Bragg's commitment to its cultural resources is underscored by the strong support of the North Carolina SHPO and close coordination with the Cherokee and Catawba Nations.

## **ACCOMPLISHMENTS**

### ***FY2000 HIGHLIGHTS***

#### **ARCHEOLOGY**

Throughout FY00, Fort Bragg CRP personnel teamed with colleagues across the Eastern United States to synthesize and discuss Sandhills archeology. Geomorphologists, geophysicists and archeologists involved in this dialogue will converge on Macon, Georgia in November to participate in a symposium at the Southeastern Archaeological Conference. Organized around Fort Bragg archeology and several area projects, this symposium will tackle important issues related to prehistoric land use, environment, and natural processes affecting artifact assemblages.

During the Summer 2000 field session, Phase II investigations were conducted by Fort Bragg CRP personnel on four prehistoric sites, with components ranging from the Early Archaic to the Late Woodland period. Additionally, a potentially significant mid-to-late nineteenth century farmstead site, the Howard House site, was investigated and mitigated. The site produced important architectural information and yielded the most diverse assemblage of post-Civil War materials yet recovered from any historic site on Fort Bragg.

#### **COMMUNITY OUTREACH**

Newspaper and television press releases relating to the Howard House investigation (Figure 3) prompted a number of Howard family descendants to contact CRP personnel. A site specific oral history project was initiated in August 2000 as a component of the public outreach mission. In response to continuing interest, an archeological exhibit on the site will be installed in the Cumberland County Headquarters Public Library.

A set of large format posters was designed to educate students and the public about archeology and the Army's commitment to cultural

resources. They incorporate a series of paintings by the artist Martin Pate illustrating prehistoric and historic lifeways in the Sandhills. The posters are available to the public, and a distribution plan is in place to circulate them to local schools and libraries. The posters compliment a Fort Bragg CRP brochure, released in early 2000.

Fort Bragg CRP staff participated in the Earth Day exposition at Pope Air Force Base in April 2000. An exhibit to raise public and military awareness of the Fort Bragg CRP mission was installed and operated by the staff, with the Monroe's Crossroads Civil War battlefield as the center piece of the exhibit.

The volunteer program continued throughout 2000. Military and civilian volunteers aided in archeological investigations and artifact cataloging and analysis.

In October 2000, Fort Bragg CRP will participate with the North Carolina Archaeological Society in the North Carolina State Fair. Fort Bragg archeology will be highlighted and educational materials produced by the CRP will be available to the public. The fair provides an excellent opportunity to share Fort Bragg's rich cultural heritage with a large public audience.

#### **HISTORIC BUILDINGS AND STRUCTURES**

In FY2000, the CRP initiated a five-year update of historic structures on Fort Bragg. This update addresses the potential significance of resources constructed between 1945 and 1950. Of particular importance is the "Old Post" historic district, determined eligible for the NRHP.

Overhills, an early 20<sup>th</sup> century Rockefeller family estate, was inventoried by the CRP in FY00. Review and analysis of this document is underway for inclusion into a master plan for the complex. Consultation and assistance by the CRP is planned to ensure proper utilization of the recently purchased property.



*Figure 3:  
Recent  
newspaper  
coverage for  
a 19<sup>th</sup> cen-  
tury historic  
farmstead  
excavation*

In addition to survey and evaluation projects, the CRP continued in FY00 to play an active role in consultation and adaptive reuse planning for the post's historic built environment. Any project that may potentially impact an historic property is first presented to the CRP for comment and consultation. This process ensures that the historic buildings and structures are not subjected to adverse affects.

The CRP regularly consults with the Public Works Contracting Branch and Housing Division and the Real Property Planning Office concerning the maintenance and preservation of historic structures. During FY00, the CRP collaborated with these two offices on five projects concerning historic buildings and structures.

STANDARD OPERATING PROCEDURES

Under the ICRMP (completed in FY00), seven new SOPs will be implemented to aid in Cultural Resource Compliance:

- \* Inadvertent Discovery of Archeological Deposits
- \* Reporting Damage to Archeological Sites
- \* Consultation and Notification Procedures with the NC SHPO
- \* Maintenance, Repair, Alteration and Demolition of Historic Buildings
- \* Cultural Landscape Management
- \* Maintenance of Historic Cemeteries on Fort Bragg
- \* Protecting Cultural Resources During Off-Post Training

**ACCOMPLISHMENTS FY97-99**

SURVEY AND EVALUATION: ARCHEOLOGICAL RESOURCES AND HISTORIC BUILDINGS AND STRUCTURES

- \* Established contractual relationship with NPS for inventories and evaluations
- \* 2,739 acres surveyed in CY97
- \* 7,520 acres surveyed in CY98
- \* 4,963 acres surveyed in CY99
- \* Facilitation of over 100 training activity requests for cultural resources inventory in FY97, 200 in FY98 and 100 in FY99
- \* 10 archeological sites evaluated for NRHP eligibility in FY97, 50 in FY98; 65 in FY99
- \* 216 archeological sites potentially eligible for the NRHP
- \* Overhills historic structure/landscape inventory in FY97
- \* 89 of 145 historic structures on the Overhills property are contributing elements of a NRHP eligible district
- \* Consultation in future use planning for the Overhills property
- \* Of a total of 534 historic structures, 289 recommended as contributing elements of the Old Post Historic District (Figure 4)
- \* Sandy Grove Church, two log cabins (c. 1923) at Camp Mackall, and Fort Bragg's 1918 power plant and water plant are eligible for the NRHP

NATIVE AMERICAN CONSULTATION

- \* Consultation with the Cherokee of Oklahoma and North Carolina, and the Catawba of South Carolina concerning Executive Order 13007, the American Indian Religious Freedom Act (AIRFA) of 1978, and the Native American Graves Protection and Repatriation Act (NAGPRA) of 1991
- \* SOPs implemented in 1998
- \* Cooperative Agreements in development to implement and formalize the SOPs in full compliance with AIRFA and NAGPRA

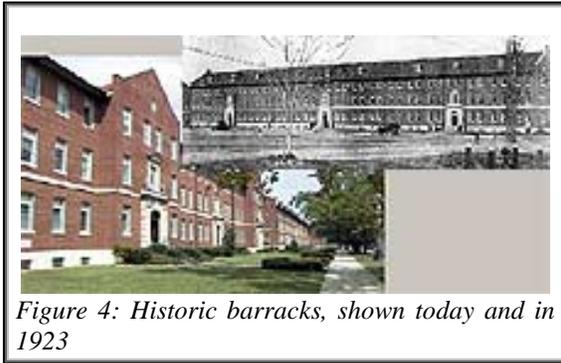


Figure 4: Historic barracks, shown today and in 1923

#### CURATION AND COLLECTIONS MANAGEMENT

- \* Collections accessioned according to North Carolina SHPO Guidelines
- \* Artifact, site, reference and survey information entered into ARGUS database
- \* Library, lab, and exhibit room are open to the public; collections available for researcher use
- \* *The Battle of Monroe's Crossroads* exhibit installed with paintings, interpretive text, and artifacts from the 1865 battle
- \* Prehistoric stone tool technology exhibit unveiled, displaying lithic tools and production explanations for a 14,000-year span of prehistory
- \* Prehistoric ceramics exhibit displaying pottery development, tools and manufacturing techniques completed
- \* Three exhibits installed in the Throckmorton Public Library on Fort Bragg: one concerning the Overhills Historic District, one concerning the Longstreet Church (a NRHP property), and a third showcasing the 1865 Battle of Monroe's Crossroads in a number of large paintings

#### COMMUNITY OUTREACH

- \* Inception of volunteer program, FY97
- \* Job shadowing program with local high school
- \* Civil War battle staff ride development
- \* McNair Elementary School Nature Trail archeology exhibit (Figure 5)
- \* School classroom instruction program

- \* Oral History Project, FY99
- \* Recordation of 27 historic cemeteries on Fort Bragg and report dissemination to the public
- \* Ongoing relationship with descendants of parishioners of two historic churches for annual events and history projects

#### STANDARD OPERATING PROCEDURES

Under the previous CRMP, five SOPs were implemented between FY97-99:

- \* Section 106 Compliance
- \* Evaluation Standards for National Register Eligibility
- \* Archeological Resources Protection Act of 1979 Implementation
- \* Native American Graves Protection and Repatriation Act Implementation
- \* Phase I and Phase II Archeological Field Procedures

#### **PROGRAM IMPROVEMENTS FY97-99**

The CRP has pursued its mission aggressively over the past six years with 95% of inventoried acreage completed since 1994. In addition to reducing cultural resource constraints on training lands, these intensive efforts have resulted in the documentation of sites potentially NRHP eligible. The first archeological evaluations were initiated in 1997. To date, 149 potentially eligible archeological sites have been tested and evaluated.

A large part of the success of the CRP is due to the innovative incorporation of contract personnel and ORISE research fellows into a coherent and vital program.

A public awareness and education program has successfully introduced Fort Bragg cultural resources to local classrooms, and brought volunteers and students in to participate in excavations.

Other program improvements include the development of a Curation Facility from which the public outreach program is run, and an Oral History project conducted

through East Carolina University. Additional research projects in progress include paleoenvironmental and geomorphological studies of the reservation which will aid in creating an archeological sensitivity model for archeological inventory.

Fort Bragg has efficiently begun the process of identifying, evaluating, and protecting significant cultural resources through the use of cutting edge science and technology. Applications such as remote sensing, ceramic thermoluminescence dating, ceramic compositional analysis, lithic sourcing, Geographic Information System (GIS) development, digital imaging, geomorphologic evaluation, and phytolith analysis, result in cost savings and the generation of a database of archeological and environmental information that facilitates military training. Fort Bragg's commitment to ensure compliance with its cultural resources management responsibilities is underscored by its willingness to maximize the use of these technologies.

## **CONCLUSION**

When initiated in FY94, the CRP consisted of one person faced with the daunting task of bringing Fort Bragg into compliance with Federal historic preservation legislation and Army regulations. This was to be done without a base of operations and on a limited budget.

At that time, minimal inventory and evaluations had been completed, there was no historic structures and landscapes inventory, and guidelines for resource management had not been delineated. Over the past six years (and especially during the past three years), the CRP has worked to organize and implement a program beneficial to both the needs of the Army and cultural resources management legislation.

The CRP faced a number of challenges at its inception. The program's involvement with various activities on post that could impact cultural resources required establishing a system of coordination between the CRP and these offices. The CRP met this challenge through both administrative and coordination changes within Public Works and between Public Works and other offices. During this period of administrative change, the CRP also aggressively pursued inventories, evaluations, and identifications of archaeological sites and built environment resources while reducing the amount of cultural resource restrictions on training lands.

In contrast, the CRP in FY00 consists of four full-time contracted employees, two part-time contracted employees, and two full-time interns housed in a purpose-built curation facility. Over 40% of the installation has been inventoried; 149 archeological evaluations have been completed, and historic structures and landscapes inventories have been finalized. More importantly, management structures and procedures have been established to coordinate between the CRP and other on-post activities such as Range Control, Housing, Real Property, and the Construction Management Division. Further agreements between the CRP and the NC SHPO, and between the CRP and Native American tribes ensure a well-rounded pro-



*Figure 5: Nature Trail Construction*

gram that will continue to excel, with or without the current staff makeup. The program's success is highlighted by continued intensive military training, expanding awareness of local and regional history, and a positive response from community outreach efforts.

The CRP looks to the future in planning for the sustained management of Cultural Resources on Fort Bragg. Given stable funding levels, the archeological inventory will be completed within 10 years, and the archeological evaluations are projected for completion five years after that.

Historic structures inventories are current, and have a planned 5-year update cycle. The ICRMP will be finalized within 6 months and implemented, allowing for the use and enforcement of 7 new SOPs.

In 1994, Fort Bragg made a commitment to cultural and historic resources by initiating a CRP. Continued development and improvement of the program has resulted in one of the most outstanding programs in the Army.

