

FY 2002



# Secretary of Defense

*Environmental Awards Army Nomination  
Cultural Resources Management-Installation*

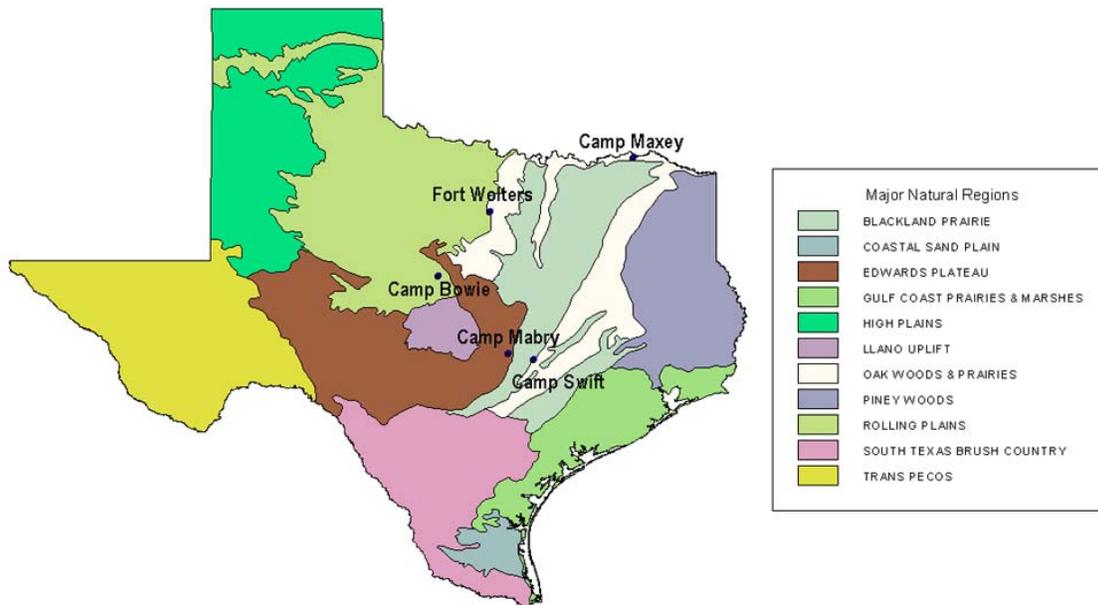


**Texas Army National Guard**

## INTRODUCTION

The **Texas Army National Guard** (TXARNG) is responsible for the stewardship of 55,000 acres of training lands at 10 sites throughout Texas. These Training Centers are located in seven of Texas' 12 natural regions. The diversity of TXARNG training lands in geography and biology provides a variety of training opportunities. It is the ultimate goal of the Environmental Resource Management Branch (ERMB) to protect, preserve, and enhance the environmental diversity and integrity of training lands while providing a realistic training environment and ensuring that the training requirements and force readiness goals are met.

## Texas Natural Regions



The number of archaeological sites designated as off-limits during training is being reduced by more than 25% per year through testing and mitigation. The plan is to mitigate 80% of existing off-limit areas by the year 2008.

TXARNG manages a variety of cultural resources, including prehistoric campsites and villages, late-1800s and 1900s historic homesteads and farmsteads, cemeteries, and World War I and World War II military structures and buildings.

## BACKGROUND

The TXARNG **Integrated Cultural Resources Management Plan** (ICRMP) was completed in 2002. The ICRMP covers all 55,000 acres of TXARNG training lands. Its major resources are **Camp Mabry Historic District** (placed on the National Register of Historic Places in 1996); **Camp Bowie Burned Rock Middens** (eligible for the NRHP); and **Antoine Aussieux Wine Cellar site at Camp Swift** (also eligible for the NRHP).

TXARNG has a Cultural Resources Manager (CRM), Ms. Shellie Sullo, who coordinates all work and policies with installation representatives, state and Federal regulatory agencies, and Native American Tribes. Based at Camp Mabry in Austin, the Cultural Resources Manager plans, contracts, oversees, and

reviews all cultural resources work conducted at the installation. The Cultural Management Program also has an **Integrated Cultural Resources Management Plan Implementor** (ICRMPI), Mr. Michael P. Jordan, who provides guidance and training to all installation managers regarding the ICRMP. The ICRMPI ensures that all Standard Operating Procedures outlined within the ICRMP are understood and followed. The ICRMPI monitors sensitive cultural resources and creates site protection plans. All of this is coordinated with the Integrated Training Area Management (ITAM) personnel.

The Council of Texas Archaeologists provides the guidance within Texas, while the National Guard Bureau (NGB) Cultural Resources Committee assists in developing of NGB-specific guidelines. TXARNG has supported an agreement between the Adjutant General’s Department and the Texas Military Facilities Commission since 1995. This agreement is revised annually and meetings are conducted to ensure compliance.

**PROGRAM SUMMARY**

The basic objective of the TXARNG ICRMP is to integrate the legal requirements for historic preservation with the planning and accomplishment of military training, construction, and other mission-essential activities, as well as real property and land use decisions at TXARNG.

**The primary goal of the TXARNG ICRMP is to enhance military readiness through site testing.**

**Objective 1: Educate TXARNG staff about the responsibility to protect cultural resources.**

**Attainment:** Section 5.4 of the ICRMP identifies those individuals who are charged with achieving legal compliance for cultural resources and clearly enumerates their responsibilities. Section 5.8 establishes 18 Standard Operating Procedures (SOPs) to ensure that individuals involved in cultural resources management are aware of their responsibilities. In May 2002, the CRM provided training on the ICRMP for the Facility Managers, providing copies of the SOPs and reviewing those SOPs directly related to the Facility Managers’ duties.

**The TXARNG currently consults with the following tribes:**  
**The Alabama and Coushatta Tribes of Texas**  
**The Apache Tribe of Oklahoma**  
**The Caddo Tribe of Oklahoma**  
**The Comanche Tribe of Oklahoma**  
**The Kiowa Tribe of Oklahoma**  
**The Mescalero Apache Tribe of New Mexico**  
**The Tonkawa Tribe of Oklahoma**  
**The Wichita and Affiliated Tribes of Oklahoma**

**Objective 2: Develop mutually beneficial working relationships with Native American Tribes.**

**Attainment:** The CRM routinely seeks input from Native American Tribes regarding the management of archaeological sites on TXARNG property, thus ensuring that Native American concerns are considered during the decision-making process. As part of this effort, the CRM has provided tribal authorities with copies of archaeological reports and afforded them opportunities to comment on their content. In her effort to maintain open communication with tribal authorities, the CRM expanded her consultation efforts beyond the

limited scope of written correspondence. When dealing with especially sensitive issues, the CRM schedules face-to-face meetings with tribal representatives in Oklahoma and maintains regular contact with her counterparts by providing project updates over the telephone.

**Objective 3: Understand the roles and unique needs of all participants involved in the management of cultural resources and devise strategies to assist them in meeting those needs.**

**Attainment:** The CRM has visited all of the TXARNG training sites and met with each of the Facility Managers. These meetings provided a forum in which the Facility Managers could discuss any challenges they foresaw in performing their duties as outlined in the ICRMP. During these meetings, the need for a map depicting off-limits areas was identified. These maps were originally created in May 2002 and distributed by the CRM. Currently, the ICRMPI is collecting up-to-date GPS data on the location of archaeological sites that have been determined eligible or potentially eligible, and is developing a map depicting these for each facility. The locations depicted on these maps will not be identified as archaeological sites, but will be labeled environmentally sensitive locations. The maps will be provided to troops training at the facilities.

## ACCOMPLISHMENTS

### *The Camp Mabry Historic District Maintenance and Treatment Plan*

- In 2001, the CRM oversaw the completion of the **Camp Mabry Historic District Maintenance and Treatment Plan**. This plan has served as a basis for requesting state and Federal funding for building improvements covering the entire historic district. Solid facts and figures concerning building deficiencies and realistic cost estimates generated during the completion of the plan resulted in substantial state funding. The TXARNG is one of only 13 state agencies benefiting from a portion (\$10 million over 6 years) of the \$850 million in general bonds approved by Texas voters during the November 2001 state election. This special bond election provided funds that were designated to conduct deferred maintenance and long-neglected repairs and improvements to buildings maintained by state agencies. The challenge overcome by TXARNG was extraordinary—acquiring funding for state-owned structures used by Federal personnel.
- Initiated in February 2000, the Camp Mabry Historic District Maintenance and Treatment Plan was completed in October 2001 with the submission of a two-volume study covering the condition of 26 historic buildings and structures designated within the Camp Mabry National Register Historic District. The Camp Mabry facilities included in the Historic District have supported education and training not only as a required military post function, but also housing the School of Automobile Mechanics, and serving as the training headquarters for the State Highway Patrol and the Department of Public Safety. The maintenance and treatment plan included descriptions of building deficiencies, corrective actions, and cost estimates. The plan also identified priorities and established a work plan that has already resulted in the restoration of all historic windows in five pre-WWII buildings between fall 2001 and spring 2002.
- The CRM initiated a collaborative effort for implementing the plan by arranging effective ongoing communication channels between all branches within the Command Group, the Facilities and Engineering Directorate, and the Training Directorate as a requirement of developing a phased plan for improvements to buildings. Through 2001 and 2002, this effort resulted in additional staff



**Figure 1: Camp Mabry Historic District WPA-era guard post.**

workspace and equipment, maximization of Federal matching funds, temporary relocation of staff during construction, and an efficient construction sequence.

### **Integrated Cultural Resources Management Plan**

- The **Integrated Cultural Resources Management Plan** (ICRMP) was completed in 2002 and will be revised in 2006. The installation has surveyed 95% of its training lands. Fifty percent of the historic buildings survey has been conducted, and the remaining sites are being evaluated.
- In 2002, an **Integrated Cultural Resources Management Plan Implementor** was added to the Cultural Resources Management staff. This staff member ensures that the procedures within the ICRMP are being followed. The ICRMPI's secondary function is to provide sensitive site monitoring and protection in conjunction with the ITAM coordinator.

### **University Partnerships**

- **Undergraduate and graduate students** at two major Texas universities have been given the opportunity to conduct archaeological research at several TXARNG sites. (See “Archaeological Resources” below.) For example, in the summer of 2002, both student volunteers and paid graduate students from Southwest Texas State University assisted with archaeological testing at Camp Mabry and Camp Swift. Students from the University of Texas at San Antonio conducted archaeological testing of the Burned Rock Middens at Camp Bowie between 2000 and 2002. This has contributed significantly to a growing body of knowledge, and greatly enhanced the universities' credibility within the scientific and academic communities.

### **Cultural Resources Survey**

- To determine future training needs, a **Cultural Resources Survey** was crafted by the CRM in January 2002 and distributed electronically throughout the organization. This survey polled individuals working within various related disciplines, such as maintenance, engineering, purchasing, and training, and the Training Directorate, to ascertain their basic understanding of cultural resources requirements, needs, and issues.

### **Camp Maxey Survey and Testing Projects**

- In 2002, the Camp Maxey Survey and Testing Projects produced a **6,000-acre database** that relates the depth of clay across northeast Texas to the location and ages of prehistoric occupation of the region. The site distribution data represents the **best-documented settlement pattern information** within an upland setting in northeast Texas.

### **Support of Military Readiness**

- Archaeological surveys identify **sites on training lands**. Knowing where the sites are allows Cultural Resources to coordinate with the Training Site Managers and the Plans Operations and Training Directorate in the early stages of planning for training.
- Site testing determines if a site is eligible for inclusion in the National Register of Historic Places. Testing can often “free up” areas once labeled as off-limits by determining NRHP eligibility. For example, the implementation of testing plans at Camps Bowie and Swift has reduced the number of off-limits areas at each facility. Prior to the testing, site protection measures had to be implemented for all the sites considered potentially eligible; these sites were off-limits during training. Testing has determined which of these sites are eligible for listing on the NRHP. A

number of the potentially eligible sites at each location were determined through testing to be ineligible. Site protection measures are no longer necessary at these sites, and training can resume in these areas. Thus, the **testing programs have increased the percentage of land available for training.**

- Between April 2001 and August 2002, the TXARNG ICRMP set forth SOPs for the installations' non-environmental staff, including soldiers, maintenance staff, project managers, and contractors. SOPs supplement regulations, but do not replace them. These SOPs instruct the reader in what to do, who to contact, and what should happen in response to an action or event. The ICRMP takes all responsible parties into account through a carefully laid-out process. Topics covered include inadvertent discovery of archaeological or human remains; routine maintenance; construction; and looting and treasure hunting. The ICRMP's SOPs give the non-environmental staff the tools they need to solve problems during training in the field until the Cultural Resources Program staff can respond.
- The Camp Mabry Maintenance and Treatment Plan has given the Texas Army National Guard Headquarters the ability to upgrade and monitor the condition of its facilities. This allows for future stationing of units at Camp Mabry, and enables the Facilities and Engineering Directorate to plan its budget, taking the facilities' immediate and long-term needs into consideration. It also provides for planning a building's maintenance needs, so that employees can be relocated to a temporary workspace without a loss of productivity.

### Commendations

- The Camp Mabry Historic District Maintenance and Treatment Plan has been commended by the Texas Historical Commissions Director Larry Oaks, and the plan is currently being used as a model in the development of the same type of study for Fort Sam Houston's Historic District.
- In February 2001, the Air Force Center for Environmental Excellence recommended the TXARNG CRM-created SOPs as a model for their own CRMP SOPs. The AFCEE Fact Sheet containing the recommendations can be viewed at <http://www.afcee.brooks.af.mil/ec/cultural/sopfactsheet.doc>.

### Program Breadth

#### Historic Buildings and Structures

**The Camp Mabry Historic District.** The most significant resource at the installation is the Camp Mabry Historic District, which is the **third-oldest active military facility in Texas.** Camp Mabry, located in Austin, is the headquarters of the Adjutant General's Department, the Texas Army National Guard, the Texas Air National Guard, and the Texas State Guard. It was founded in 1892 as the first permanent camp for the Texas Volunteer Guard (renamed the Texas National Guard in 1903). The main focus of the 220-acre Historic District is the parade ground (established in 1892) and surrounding buildings, walls, and gates (constructed 1915–1918 and 1936–1943). These



Figure 2: Building 10, Camp Mabry Historic District, built in 1917.

structures represent examples of varied architectural styles, including headquarters and barracks executed in the 19th-century “Quartermaster Standard” style, World War I Series 600 mobilization buildings, stone construction typical of both the Works Progress Administration and Civilian Conservation Corps/National Park Service styles, and World War II stone workshops.

- Twenty-six buildings are within the Camp Mabry Historic District. In January 2001, a **cyclical maintenance checklist** was developed for the Facilities and Engineering Directorate Maintenance Staff. This list identifies the elements within a building that should be monitored on a regular schedule (monthly/yearly) to ensure its proper maintenance and operations.
- Five buildings within the Camp Mabry Historic District are undergoing **drainage improvement** projects to protect their structural integrity. The wooden windows of these five buildings were rehabilitated in 2001 to improve their aesthetic quality and energy efficiency.

### Archaeological Resources

- During the award period, **128 TXARNG sites were recommended for testing, 89 sites were tested, and 22 sites were determined to be eligible** for National Register of Historic Places status. The CRM program policy is to protect sites in situ rather than to engage in data recovery efforts whenever possible. This policy was developed in consultation with Native American Tribes whose interests are in Texas, specifically in TXARNG training lands.
- The Texas State Historic Preservation Officer (SHPO) requires a State Antiquities Permit for any archaeological investigations conducted on State land. The archaeological investigations are funded with Federal dollars. Another agreement document was developed between TXARNG, the TMFC, and the SHPO that outlined the roles and responsibilities of the agencies.
- Undergraduate and graduate students at the University of Texas at San Antonio and Southwest Texas State University at San Marcos have been given the opportunity to conduct **archaeological research** at Camps Bowie, Mabry, Maxey, and Swift, as well as the L7 Ranch site in Crosby County, Texas.

**Camp Swift (Archaeological Testing, 2001–2002).** At Camp Swift, university researchers are addressing three primary issues:

1. **The Sandy Mantle.** Scientists continue to debate the issue of whether archaeological sites in the deep sands of east-central and eastern Texas are the result of in situ buried occurrences or “reconstituted” cultural stratigraphies. Since site significance is often linked directly to geological context in terms of National Register of Historic Places eligibility, this matter requires resolution. The problem has become increasingly important considering developments at the Texas Historical Commission, where sandy mantle sites are viewed as problem sites. With TXARNG’s support, the researchers are addressing this issue, which has far-reaching implications as to how the entire archaeological community and corroborating agencies such as the Texas National Guard will evaluate—and ultimately fund—future investigations for archaeological sites in these regions.



**Figure 3: Intact prehistoric hearth buried in deep sandy soils at Camp Swift Training Site. Photo courtesy of Southwest Texas State University Center for Archaeological Studies.**

2. **Depths of Archaeological Sites.** The potential for buried and intact cultural remains within various settings and soil types in east-central and east Texas is generally unknown. With TXARNG’s assistance, university researchers developed an extended reasoning predictive model for site significance based on soil types at Camp Swift and the surrounding region.
3. **Historic Site Integrity.** As with most other Texas Army National Guard properties, Camp Swift encompassed many farmsteads, homesteads, and commercial enterprises when lands were acquired for WWII training. University researchers evaluated those historic sites in relation to like properties with a similar cultural theme, within the same geographical area, and generally within the same time frame. TXARNG also encouraged additional thematic issues such as early frontier settlement, pre–Civil War and post–Civil War plantation or farming activities, unique group settlement patterns tethered by family relations, and industrial development.

**Camp Mabry (Southwest Texas State University, 2001–2002).** At Camp Mabry, university researchers addressed two major initiatives:

1. **Prehistoric Hunter-Gather Technology.** University researchers, under TXARNG direction, were able to examine how variations in stone tool–making technology allow researchers to interpret various migration patterns and day-to-day living.
2. **Modern Looting and Collecting from Archaeological Sites.** At Camp Mabry, researchers attempted to evaluate how disturbance of archaeological sites can influence our understanding of these sites. This scientific contribution showed that collecting artifacts from an archaeological site statistically skews any valid information that Cultural Resources Management would otherwise have been able to obtain.

**The L7 Ranch (SWTSU, 2001).** Two primary research initiatives were addressed by university students at the L7 Ranch:

1. **Historical Studies.** TXARNG has strongly supported detailed studies of historic sites along with associated archival research at all three of the above properties. The end result has been a stronger, more amiable relationship between the scientific community and local avocational historians.
2. **Prehistoric Intrusive Cultural Influences and Group Mobility.** Based on pieces of obsidian and pottery discovered during this survey, there is no question that cultural influences from Oklahoma,

as well as southern and northern New Mexico, were felt in the L7 Ranch area. Additionally, it appears that group mobility decreased through time, from around 2,000 years ago through the 19th century.

**Camp Maxey Survey and Testing Projects (University of Texas at San Antonio, 2001–2002).**

The Camp Maxey Survey and Testing Projects represent one of the most extensive survey and testing efforts in northeast Texas. The **100% pedestrian survey of the 6,000-acre facility**

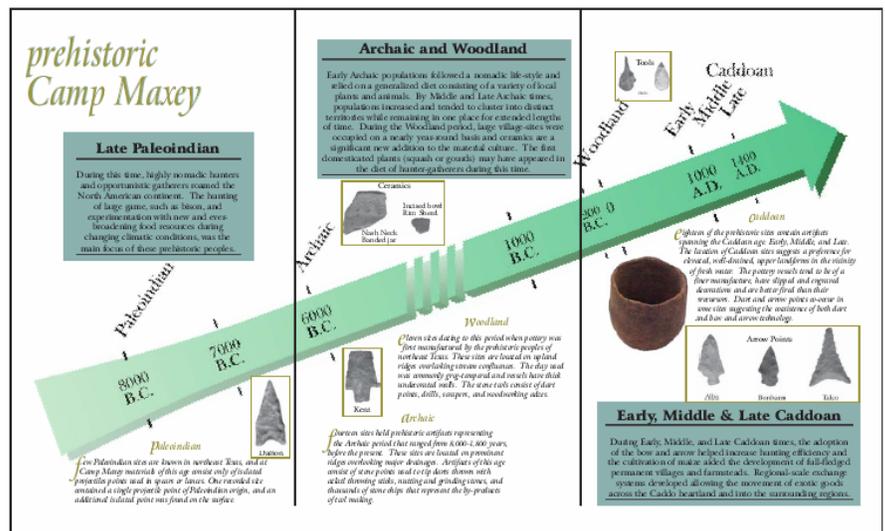


Figure 4: Prehistoric Camp Maxey brochure.

documented a total of 100 archaeological sites, with components ranging from the late Paleo-Indian to the Late Prehistoric Period. The site distribution data represents the best-documented settlement pattern information within an upland setting in northeast Texas. The perspective on land use strategies gained from the survey project provides a valuable complement to the existing knowledge of Late Archaic through Late Prehistoric land use strategies that have formerly focused on river-bottom contexts.

- Testing efforts focused on a total of 36 sites that included low and moderate artifact density sites. Documenting assemblage variability between short- and longer-term sites produced information on changes in raw material procurement covering approximately 2,500 years. Five archaeological sites have been identified that have substantial research potential and should be protected from disturbance. The combined results of the survey and testing projects have made **significant contributions to regional archaeology**, and have the potential to lead to additional specific research projects over the next few years.
- Public interpretation efforts include:
  - **Camp Mabry Walking Tour**
  - ***A History of Camp Bowie, Brown County, Texas—Brochure***
  - ***A History of Camp Maxey, Lamar County, Texas—Brochure***
  - ***The Pre-History of Camp Maxey, Lamar County, Texas—Brochure***
  - ***A History of Fort Wolters, Parker, and Palo Pinto Counties, Texas—Brochure***
  - ***A History of Eagle Mountain Lake, Tarrant County, Texas—Brochure***
- TXARNG’s CRM program specifies a minimum collection strategy in all CRM contracts, collecting only diagnostic artifacts for further study. This strategy is to ensure that the majority of the site retains its integrity (possibly for future investigations) and to minimize curation costs.

### Native American Program

Since 1999, the TXARNG CRM has consulted with local Native American tribes regarding cultural resources surveys, testing projects, and other environmental plans, as well as issues pertaining to the Native American Graves Protection and Repatriation Act.



Figure 5: Caddoan ceramic vessel, Camp Maxey archaeological testing artifact.

- Artifacts recovered from two of the installation’s facilities have been identified as Cultural Items affiliated with two tribes. Traditional Cultural Places surveys have been scheduled for future CRM projects.
- Native Americans have access to TXARNG installations if requested and upon verification of tribal membership.

### Curation

All artifacts collected and curated under TXARNG contracts must be stored and prepared in accordance with 36 CFR 79. **TXARNG has 96 cubic feet of artifacts, photographs, and records** currently curated or in preparation for curation. These artifacts are being stored at the Texas Archaeological Research Laboratory at the University of Texas at Austin. Because the TXARNG cultural resources program’s office space, staff, and budget are exceptionally limited, the resources are not available to create a

curatorial facility in-house. Having TXARNG's collections at one central repository is preferable at this time.

- TXARNG includes collections management provisions in all contracts. Following the collections management policy set forth by the Texas Historical Commission for collections on state-owned land and 36 CFR 79 for collections on both state and Federal lands, the management of collections is addressed from the inception of a project to the finish.

### Cultural Resources Awareness and Education

The CRM program presents a **Cultural Resources Awareness Training Component** at the Annual Environmental Awareness Training Brief before summer annual training. This awareness training is for military personnel at the training sites. In May 2002, annual training was conducted at Camp Bowie.

- The TXARNG CRM program has presented lectures to county historical societies near TXARNG training sites.
- As an environmental awareness initiative, requirements are added into contracts for the creation of **educational brochures** to be distributed to soldiers and the public regarding the history and archaeology of the TXARNG training sites.

### Community Relations

The CRM encourages community interest and involvement through events such as the annual spring meeting of the **Council of Texas Archaeologists**, held at Camp Mabry since 2000. Ms. Sullo is an active member of the Council of Texas Archaeologists, where she serves on the Native American Relations Committee. Because of her expertise in the field, Ms. Sullo was an advisor for the fall 2002 symposium on **Native American Consultations and Sacred Properties** aimed at cultural resource personnel from other state agencies and universities who are required to consult with Native American tribes.

- The CRM initiated a program of **collecting oral histories** from families that once lived on homesteads and farmsteads located on several TXARNG training sites. This is being expanded to involve all training sites. In addition, public reports will be distributed to the local communities where the training sites are located.



**Figure 6: During an oral history of Camp Swift, members of the Scott family visit a family cemetery with TXARNG CRM Shellie Sullo in January 2002.**

### Environmental Enhancement

Since 2002, the ICRMP has provided personnel with a clear and concise summary of their roles and responsibilities. Furthermore, the establishment of SOPs has clarified what had been at times a somewhat confusing process. This has had a streamlining effect. Consequently, personnel are now able to perform their duties more efficiently and devote more time to other responsibilities.

Provisions within the Integrated Cultural Resource Management Plan ensure that Native American concerns are given a high priority. This focus on Native American consultation has allowed tribes to play an active role in the decision-making process and has fostered an open working relationship between the tribes and the Texas Army National Guard.

- **Archaeological test excavations** conducted under the auspices of the ICRMP have enhanced our knowledge of the archaeological record in Texas. Research on the prehistory of central and east Texas has been of interest to a wide audience, including both academics and the general public.
- The Camp Mabry Maintenance and Treatment Plan has proven to be an indispensable **tool for personnel** involved in the management of structures at Camp Mabry. Maintenance staff has found the plan a useful reference in their work and contract managers have found that the plan enables them to communicate more clearly with contractors responsible for the rehabilitation of historic buildings.

The Austin public has also benefited from the implementation of the plan. Maintenance and rehabilitation projects carried out under the Maintenance and Treatment Plan ensure that the historical feel of Camp Mabry is preserved and enhanced for the numerous visitors to the National Register District.

### **Mission Enhancement**

The TXARNG has **cleared 95% of the training lands for military activities** through the site-testing program. The TXARNG has also assisted in gaining funding to repair buildings within the Camp Mabry Historic District through the development of a Maintenance and Treatment Plan to create a safe and pleasant work environment at the TXARNG headquarters.

### **Cultural Resources Compliance**

Cultural resources awareness training throughout the installation has helped to ensure that cultural resources are taken into consideration by encouraging the staffing of projects through the appropriate environmental channel. The establishment of a good working relationship with facility managers throughout the installation has afforded the TXARNG CRM the ability to **enforce legal protections** of sensitive cultural resources.

## **CONCLUSION**

The Texas Army National Guard ICRMP has the enormous responsibility of **stewardship over 55,000 acres of training lands throughout Texas**, a state second in size only to Alaska. Through the testing and mitigation efforts of the TXARNG ICRMP team, the installation has been progressively reducing the number of archaeological sites designated as off-limits by more than 25% each year, steadily marching toward the **goal of mitigating 80% of off-limit areas** by the year 2008. The completion of the ICRMP in 2002 **has facilitated monetary, technical, and cultural improvements** throughout the installation. In November 2001, TXARNG was **awarded \$10 million** in state funds for the Camp Mabry Historic District and Maintenance Plan, initiated in early 2000. In 2002, an **Integrated Cultural Resources Management Plan Implementor** was added to the TXARNG staff to ensure cultural resources management procedures are followed, as well as to provide sensitive site monitoring and protection. Such innovations have **greatly enhanced relations** with local Native American Tribes, university researchers, and residents living near the TXARNG historic sites. Ultimately, TXARNG cultural resources management staff supports its mission to enhance military readiness through site mitigation by carefully **identifying, studying, and maintaining the historic and cultural significance** of the TXARNG sites.