

OVERVIEW OF THE FT. HUNTER LIGGETT HISTORIC PRESERVATION PLAN

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ABSTRACT

The Historic Preservation Plan (HPP) for Ft. Hunter Liggett Military Installation (FHL) comprises more than a promise to comply with federal historic preservation laws, rather it sets forth a cultural resources management program designed to integrate historic preservation into the daily operations of this active military training and testing post in central coastal California. Developed with full participation of Army representatives and benefitting from considerable public interest and input, the FHL HPP is the Army's plan for balancing its historic preservation obligations while maintaining land-use flexibility to support its primary military mission. The HPP is being implemented under a four-year term Programmatic Agreement subject to regular agency review and public scrutiny, and refinements are expected based upon its application. Discussed are key concepts applied in the FHL cultural resources management program and highlights (and pitfalls) of this challenging, nearly four year planning effort.

Introduction

Ft. Hunter Liggett (FHL) is a 165,000-acre Army installation located in southern Monterey County between the Salinas Valley and the coast south of Big Sur (Figure 1). These undeveloped lands encompass the San Antonio and Nacimiento Rivers. Its remoteness from dense population centers and its protected hill-bounded valley systems make it uniquely suited for military training and equipment testing and experimentation, e.g., of new tanks and non-eye-safe laser targeting systems. Freedom to stage real-life combat scenarios without land-use constraints is key to the success of the Army's military mission at FHL. This means the freedom to operate tanks across the landscape and to conduct maneuvers where soldiers literally "dig in" with their equipment—land uses which pose threats to preservation of the post's archaeological resources which are concentrated in the same river valleys and often, in the same strategic locations the military prefers to use. FHL's more than 50 years of military use has produced serious safety hazards, i.e., unexploded ordnance or "duds", which pose access constraints to archaeologists conducting fieldwork at FHL and to the Salinan and others interested in visiting the post's cultural resources.

The FHL Historic Preservation Plan (HPP) was developed under contract to satisfy the Army's historic preservation obligations under the National Historic Preservation Act (NHPA), the Archaeological Resources Protection Act (ARPA), and the Native American Graves Protection and Repatriation Act (NAGPRA) (Eidsness and Jackson 1994).

Why This Historic Preservation Plan is Unique

The FHL HPP is unique among HPPs for the following reasons:

First, the FHL HPP is *integrative* of the historic preservation concerns of many individuals and groups who hold widely different viewpoints, biases and agendas. Over the nearly 4-year period of its development, the technical team consisted of: Janet Eidsness, Tom Jackson, Brian Wickstrom, John Edwards, and others from BioSystems Analysis; Julia Costello for her historical archaeology expertise; the historic architectural team of Gilbert Sanchez and Daryl Allen; and land use planners and public meeting facilitators from EDAW, Inc.

Public participation in this planning effort was exceptional. It included formal organizations such as the long-established San Antonio Valley Historical Association and more recently formed Friends of Historic San Antonio Mission and the San Antonio Mission Preservation Coalition. Their memberships include individuals who have for decades served as local watchdogs hounding the Army to stop neglecting their historic preservation responsibilities ("Save the adobes!") and who were instrumental in getting the HPP going through the intervention of then-Congressman Leon Panetta, when the Army foreclosed on the Advisory Council on Historic Preservation's opportunity to comment when new military housing was constructed in the viewshed of the historic Mission San Antonio de Padua (a private in-holding located adjacent to the Cantonment, the Army's administrative center). More than 200 interested citizens are self-identified on the HPP mailing list. These folks were kept informed about progress on the HPP via newsletters and many participated in the five public workshops and meetings conducted for the FHL HPP.

During HPP development (1991-1994), the Salinan people emerged to express their concerns for protection of cultural resources important to their heritage. The area now known as FHL is considered by many Salinan people to be the heart of their ancestral homeland. An unprecedented 100 persons signed the list of Salinan descendants interested in cultural resources management at FHL, a list presented to the present post

Commander, LTC Thomas McNerney upon his arrival at FHL in late 1993. More than 600 persons are enrolled with the Salinan Nation, which is petitioning for Federal recognition as a sovereign tribe.

More than 30 individuals representing the interests of the Army and other military users of FHL actively participated in the development of the HPP through a series of meetings and briefings. Four drafts of the plan were reviewed and debated before the Public Review Draft was released. The post commander changed three times, with the major command shifting from Ft. Ord, California to Ft. Lewis, Washington. Ultimately, the Army had to choose what they could live with at FHL, among all the opinions and concerns and ideas expressed by the technical team, the public at large, the Salinan, and the various military users.

This level of interest leads to the second point: the FHL HPP is a *compromise*, the Army's good faith effort to meet the spirit and intent of Section 106. That is, to strike a balance, to fairly resolve the inherent conflict between the desire to fully protect and preserve FHL's cultural resources and the Army's need to use the land in an unrestricted manner in support of its military mission.

The third point is that this HPP is more than a promise to comply with Section 106, ARPA and NAGPRA; it prescribes the manner in which cultural resources will be managed in a custom-fitted cultural resources management program for this Army installation.

HPP Program Highlights

Highlights of the HPP programs are as follows. *Historic structures maintenance manuals* are provided for the two National Register listed properties, the William Randolph Hearst "Hacienda" and the José María Gil Adobe. These are practical hands-on, how-to guides, for example, for maintaining the rammed-earth cool house at the Gil Adobe site, or repairing tile flooring at the Hacienda, or designing a masonry wall there to hide unsightly modern features. In addition to spelling out those routine jobs which may be accomplished by regular Army maintenance personnel, the maintenance manuals also alert Army staff to when an historic preservation specialist must be called in for technical assistance.

An important management principal is the objective of protecting more complex archaeological sites and treating less complex sites. Archaeological sites are by far the most abundant cultural resource type at FHL. As of April 1995, approximately 27 percent of the post's land area has been systematically surveyed and a total of 492 archaeological sites have been recorded. The more complex sites (e.g., midden deposits) will be managed for the long-term, whereas less complex sites will be assessed and treated in the near-term. Field, analytical and documentation requirements are set forth in two HPP appendices for the identification and treatment of sparse lithic scatters, isolated bedrock milling sites, and sparse lithic scatters with bedrock mortars. Because such sites are generally

undatable and have low research potential, they may best be managed at FHL through systematic documentation.

Land use restrictions are imposed to protect archaeological sites, but overall, such restrictions are limited in the HPP. Individual sites with fragile surface features of significance are marked off limits and monitored regularly. These include such sites as melted adobe mounds, which can be destroyed in a single incident, e.g., by being run over by a tank. Land use regulations are imposed for three areas of the post where especially important archaeological sites are concentrated: for Stony Valley, where a unique concentration of Native American archaeological sites is present; for the Mission San Antonio area including its water system; and for the historic Jolon townsite.

Documented archaeological clearances are required for specific military actions, such as dig plans and demolitions testing plans, as well as for new development and maintenance actions. These require regular coordination between the military users and managers with the post's Cultural Resources Manager.

Cultural resources management actions are prioritized (or scheduled) according to a Risk-Treatment or Risk-Management Matrix. By analyzing military land use (Figure 2) and archaeological sensitivity at FHL (Figure 3), training areas are ranked by their potential risk of impacts on archaeological resources from military operations. There is high correspondence between the heaviest used military training areas and archaeological site density in the Nacimiento River valley.

Thus archaeological inventory surveys are scheduled in the near-term for higher risk training areas. Similarly, site assessment/treatment programs are to be applied per the risk-treatment matrix, for sites more subject to risk of on-going military operations.

For the HPP to be successfully operationalized, it is critical to inform the users and enforce the rules. Having an on-site Cultural Resources Manager (CRM) is crucial to the implementation and enforcement of the HPP. While the Commander of FHL is ultimately responsible for compliance, he/she delegates the responsibility for HPP implementation to a full-time trained professional. The CRM is ever-present to coordinate and perform the archaeological clearances, to monitor compliance with land-use regulations, to brief and to sensitize post staff and users to historic preservation requirements and benefits, to respond to the public and to the Salinan, and much more.

The Army's official FHL military user's manual integrates the historic preservation land-use regulations for Stony Valley, etc. and for marked sites, and requirements for archaeological clearances for dig plans, etc., informing user groups about the historic preservation rules before they arrive at the installation. Training videos are being developed for both military users and the permitted public (e.g., hunters). Memoranda of Agreement between the unit commanders and the FHL Commander are being signed, to ensure incoming users take responsibility for

their use of the post. Regular monitoring and reporting for compliance are accomplished.

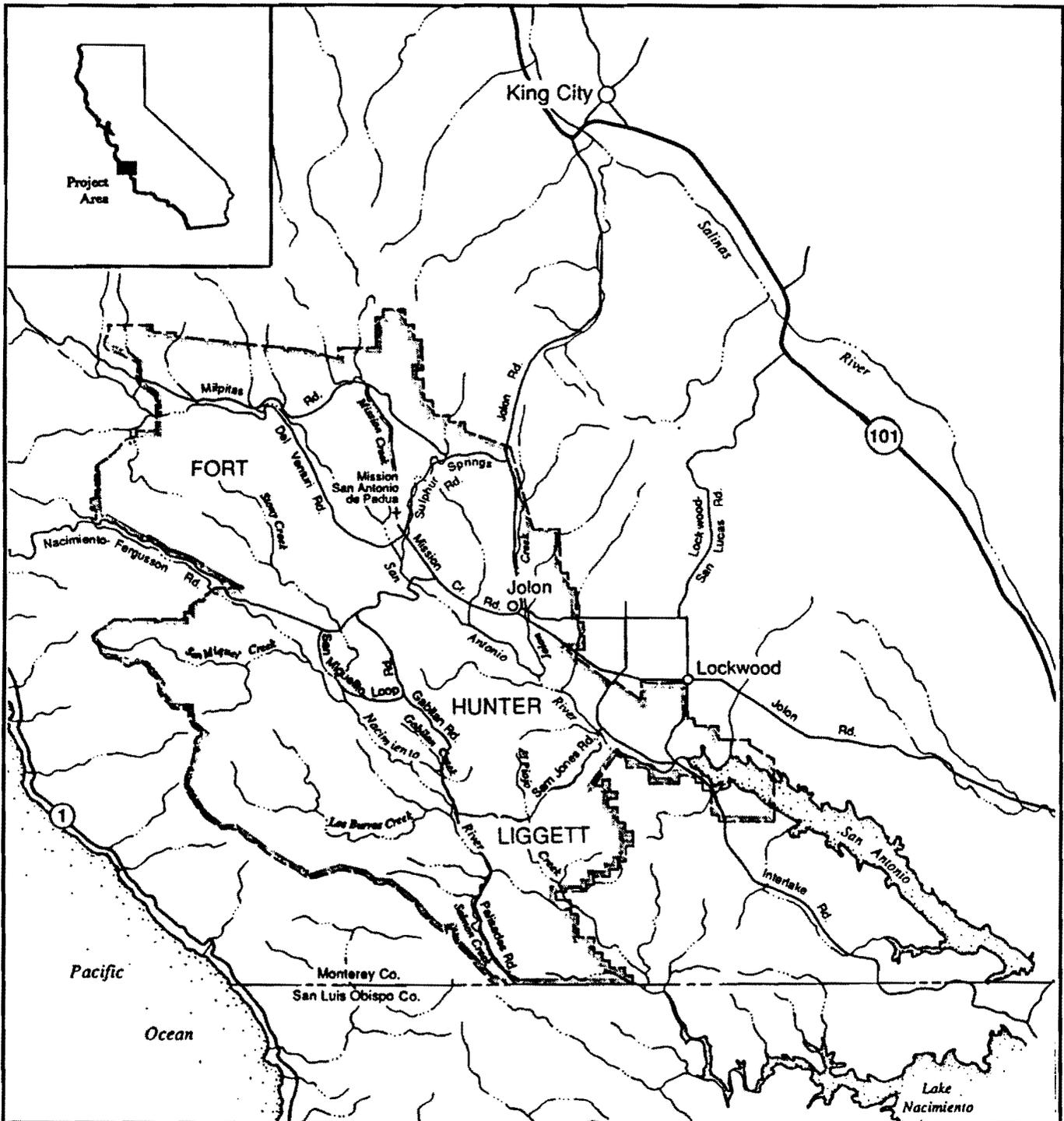
And finally, *the FHL HPP streamlines the compliance process*. This action is accomplished legally by adoption of a Programmatic Agreement among the Army, the California State Historic Preservation Officer (SHPO), and the Advisory Council on Historic Preservation (ACHP), with concurrence from the Salinan Indian Tribal Council, the Friends of Historic

San Antonio Mission, and other interested persons. Most of the day-by-day operations or "undertakings" at FHL are handled programmatically rather than by individual lengthy action-specific consultations under NHPA Section 106. Specific actions requiring standard Section 106 review are spelled out in the HPP. To be accountable to the review agencies and to the public, the Army's historic preservation program at FHL is documented in an annual report to SHPO and ACHP and made available to the interested public.

REFERENCE CITED

Eidsness, Janet P., and Thomas L. Jackson (principal authors)
1994 *Historic Preservation Plan Fort Hunter Liggett Military Installation, California* (2 volumes, 10 appendices). Prepared for the U.S. Army under

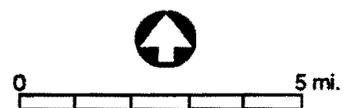
U.S. Army Corps of Engineers, Sacramento District, Contract No. DACA05-90-C-0175, by BioSystems Analysis, Inc., Santa Cruz.



Legend

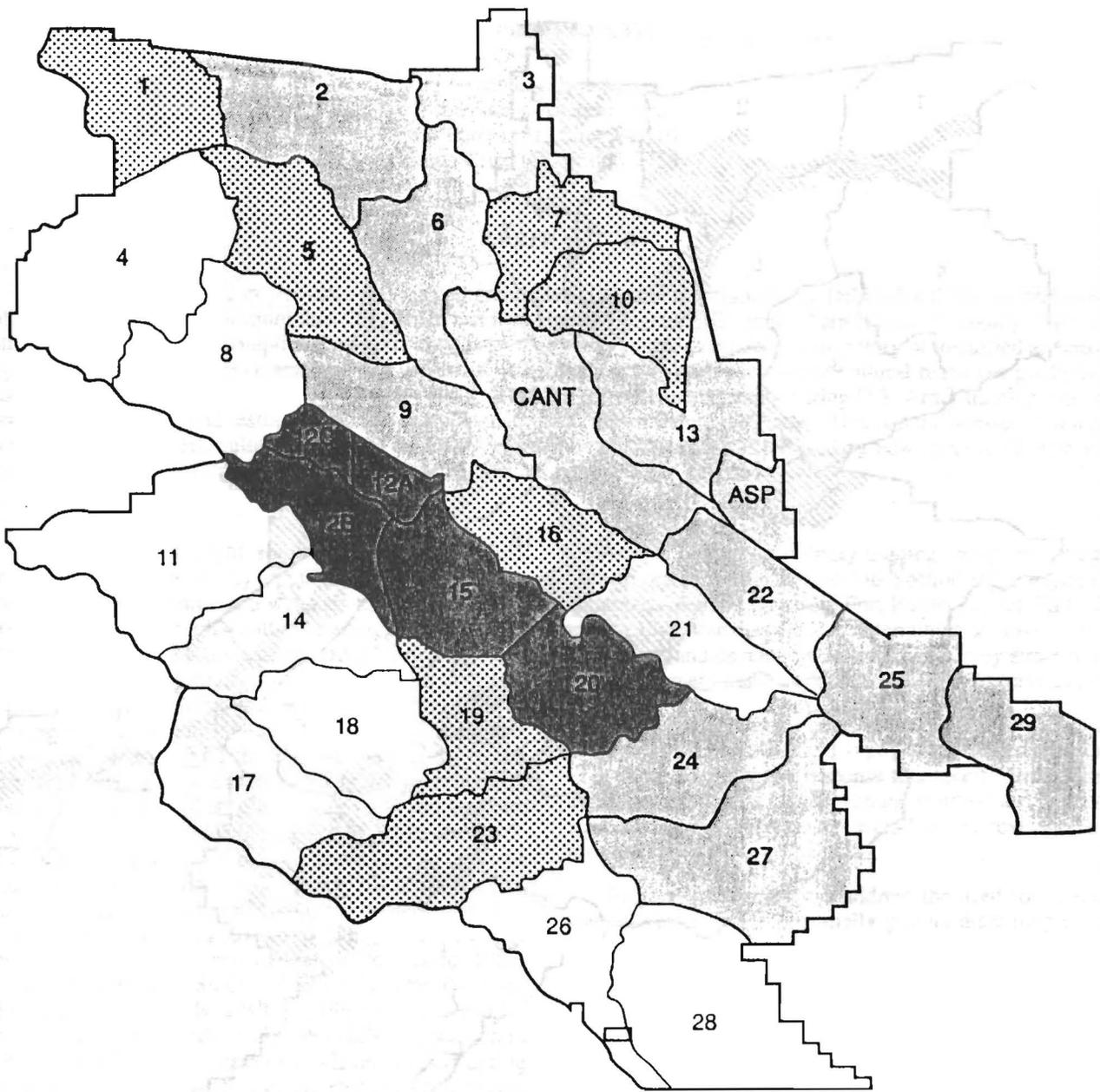
 Military installation boundary

Figure 1 Regional location map.



Source: Defense Mapping Agency's Ft. Hunter Liggett Military Installation Map, 10/85.

Prepared by BioSystems Analysis, Inc.

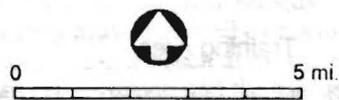


Legend

- | | |
|------------------|-------------------------|
| 15 Training Area | CANT = Cantonment |
| Very high risk | ASP = Ammo Supply Point |
| High risk | |
| Moderate risk | |
| Low risk | |

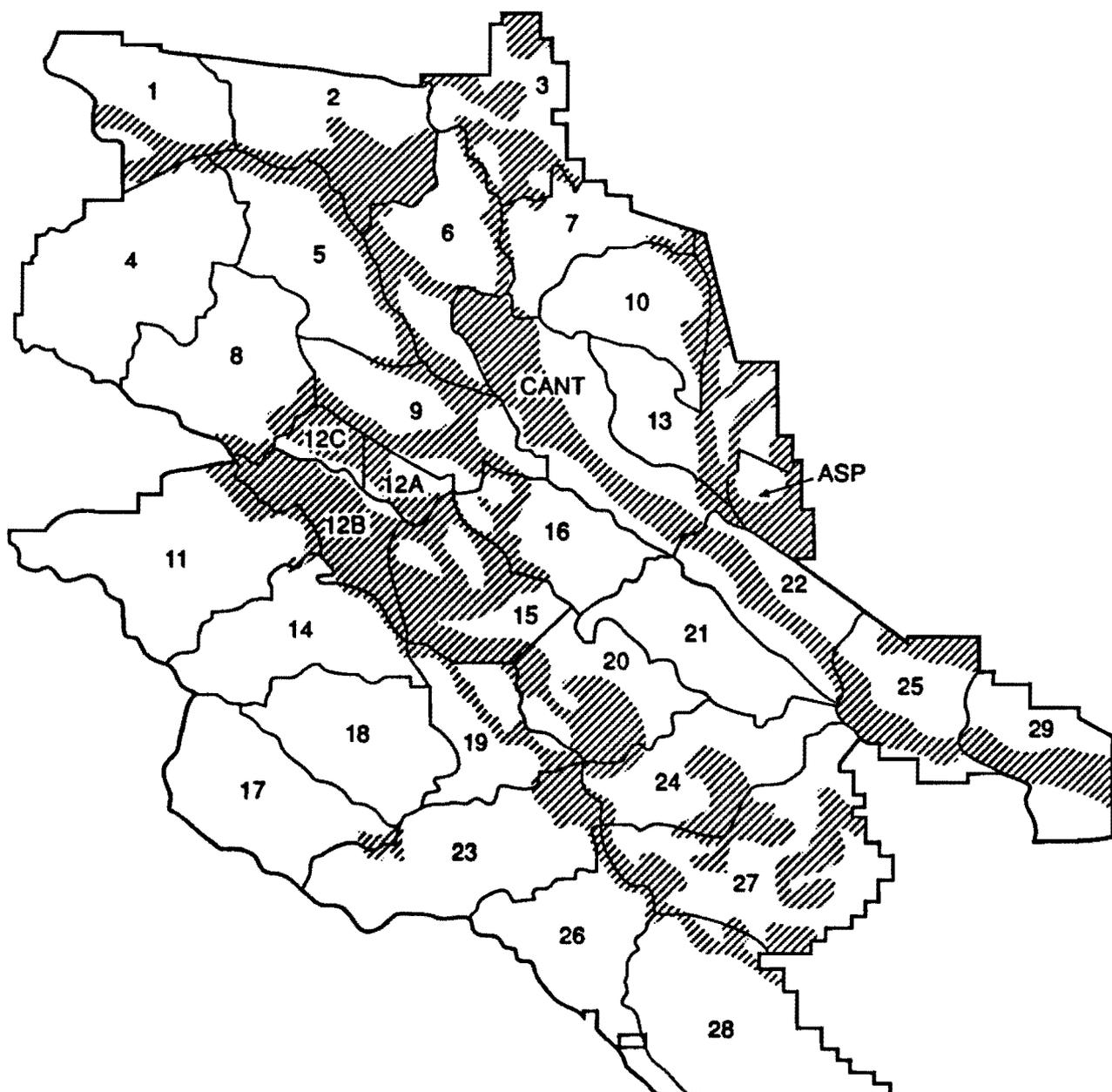
Note: Training Area 12C boundary is proposed.

Figure 2 Archeological impact risk assessment of Training Areas.



Base map: Defense Mapping Agency's Ft. Hunter Liggett Military Installation Map, 10/85.

Prepared by BioSystems Analysis, Inc.

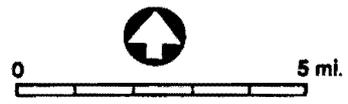


Legend

- 12 Training Area
-  High archeological sensitivity
-  Low archeological sensitivity

Note: Training Area 12C boundary is proposed.

Figure 3 Predicted archeological sensitivity of Training Areas.



Base map: Defense Mapping Agency's Ft. Hunter Liggett Military Installation Map, 10/85.

Prepared by BioSystems Analysis, Inc.