

1 **3.9 CULTURAL RESOURCES**  
2

3 The ROI for cultural resources consists of McGregor Range, New Mexico. Cultural resources on  
4 McGregor Range include pueblos, numerous lithic and ceramic scatters, human burials, rock art,  
5 rockshelters, historic Native American sites, ranch and homestead structures, and military sites.  
6

7 **3.9.1 Definition of the Resource**  
8

9 Cultural resources are prehistoric or historic districts, landscapes, sites, buildings, structures, objects,  
10 artifacts, and other evidence of human use. These resources can be grouped into four major categories:  
11 archaeological resources, architectural resources, historic landscapes, and traditional cultural resources.  
12

13 Prehistoric and historic archaeological resources are locations where human activity measurably altered  
14 the earth or left deposits of physical remains (e.g., stone tools, bottles). To archaeologists, prehistoric  
15 archaeological resources pre-date the beginning of written records. In the Tularosa Basin and nearby  
16 areas, prehistoric resources are all Native American and range from isolated stone tools to pueblo sites.  
17 Historic resources are defined as those formed after the beginning of written records. Historic  
18 archaeological resources on McGregor Range include the remains of homesteads, ranches, a town site,  
19 farms, campsites, roads, fences, trails, dumps, and other features.  
20

21 Architectural resources include standing buildings, dams, canals, bridges, and other structures of historic,  
22 aesthetic, or scientific significance. In the McGregor Range area, architectural resources can include  
23 historic ranch and homestead structures, as well as World War II and Cold War-era military facilities,  
24 buildings, and structures.  
25

26 A historic landscape is a geographic area that includes related cultural and natural features and the spatial  
27 relationships among those features. Historic landscapes are generally 50 years or more in age and can  
28 include military installations with associated operations areas, as well as ranching landscapes, farming  
29 landscapes, industrial landscapes, and traditional landscapes. Historic vernacular landscapes are those  
30 modified by human activity to reflect traditions, customs, or values in the everyday lives of people.  
31 Ethnographic or traditional landscapes contain natural and cultural resources that a Native American tribe  
32 or other group defines as traditional cultural resources (e.g., settlements, religious sites, or geological  
33 features).  
34

35 Historic landscapes often form layers representing changes in how people used the land. A historic  
36 military landscape (including training areas, buildings, targets, and roads), for example, could overlay an  
37 earlier historic ranching landscape (including buildings, fences, grazing land, and stock ponds), each  
38 forming a distinctive layer of history on the land. More recent historic landscape layers often affect earlier  
39 layers, sometimes using the same resources (e.g., water, open land) or features constructed during earlier  
40 periods (e.g., roads).  
41

42 Traditional cultural resources are cultural resources associated with practices and beliefs of a living  
43 community that are rooted in its history, and are important in maintaining the continuing cultural identity of  
44 the community (Parker and King 1992; Parker 1993). In the McGregor Range area in southern New  
45 Mexico, these are usually associated with Native American groups, although other groups may also have a  
46 basis for defining traditional cultural resources. Native American traditional resources may include  
47 archaeological sites; locations of significant events; sacred areas; traditional sources of raw materials; and  
48 traditional hunting or gathering areas, each of which Native Americans may consider essential for the  
49 preservation of their culture. The Mescalero Apache have been identified as having traditional lands on  
50 McGregor Range. Although the Tigua Claim of 1822 extended into TA 8 on McGregor Range, the most  
51 recent Tigua Claim does not extend into other areas of Fort Bliss. Two other modern tribes, the

1 Comanche and Kiowa, have been identified as possible occasional visitors to the area in the past. Both  
2 have been long absent from the region and neither group has identified traditional cultural resources on  
3 McGregor Range. The Army plans to conduct a survey of traditional cultural resources in the area during  
4 1998 and 1999.

### 6 **3.9.2 Cultural Resource Management on McGregor Range**

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8 Fort Bliss shares use of portions of McGregor Range with two other agencies; the BLM, and the USFS,  
9 Lincoln National Forest. A 1990 MOU with the BLM regarding the McGregor Range withdrawal  
10 specifies that the proponent of an undertaking, whether the BLM or Fort Bliss, is responsible for permitting  
11 and oversight of cultural resource investigations performed as part of compliance with Section 106 of the  
12 NHPA. The MOU further stipulates that both the BLM and Fort Bliss will consult on undertakings  
13 involving cultural resources on McGregor Range; they will share information on completed projects; and,  
14 that the agencies will annually coordinate future projects.

15  
16 The co-use lands shared with the USFS are in the Sacramento Mountains foothills on the northern part of  
17 McGregor Range. A 1974 MOU between Fort Bliss and the USFS specifies that the USFS is responsible  
18 for administering all archaeological and paleontological activities in the co-use lands.

### 20 **3.9.3 Cultural Resources on McGregor Range**

21  
22 Since the 1920s, there have been hundreds of cultural resource studies on Fort Bliss and in the El Paso  
23 area. Investigators have identified more than 15,000 cultural resources on all Fort Bliss lands. The  
24 majority of the recent cultural resource surveys at Fort Bliss were undertaken either to provide baseline  
25 management information (under Section 110 of the NHPA), or to assess the effects of specific  
26 undertakings on cultural resources (under Section 106 of the NHPA).

27  
28 Approximately 30 percent of the 698,482 acres comprising McGregor Range have been surveyed for  
29 cultural resources. Investigators have identified more than 3,000 cultural resources on the range, the vast  
30 majority of which are prehistoric archaeological sites. Of these, 48 sites with prehistoric components, and  
31 54 sites with historic components have been determined eligible for nomination to the NRHP. Some sites  
32 contain both prehistoric and historic components. The majority of the remaining known cultural resources  
33 have been determined either not eligible for the NRHP or require further testing. Evaluation for eligibility  
34 is not complete for more than 3,000 sites.

35  
36 Cultural resources on McGregor Range are diverse and include scatters of Paleo-Indian; Archaic and  
37 Formative materials; rockshelters; rock art sites; historic ranching sites; historic Native American sites; the  
38 town site of Turquoise; several of Oliver Lee's pipelines; two reservoirs; railroad sites (U.S. Army,  
39 1997n); and military sites, including Cold War era Nike test sites. Five pueblos have been identified on  
40 McGregor Range. Taking into account recent surveys, known site densities, and topography, there could  
41 be as many as 6,000 archaeological sites on McGregor Range, and numerous architectural resources.  
42 Although no traditional cultural resources have been identified, they have the potential to occur. Table 3.9-  
43 1 summarizes known and projected resources on McGregor Range, by resource type and NRHP  
44 eligibility.

#### 46 **3.9.3.1 Prehistoric Archaeological Resources**

47  
48 Information provided by Fort Bliss, and supplemented with a search of the National Park Services listing  
49 of NRHP properties for Otero County, New Mexico, identified one NHRP-listed property on McGregor  
50 Range: Escondido Pueblo Ruin. As of July 1998, the Fort Bliss cultural resource database contained  
51

**Table 3.9-1. Cultural Resources on McGregor Range**

<i>Resource</i>	<i>Known Cultural Resources*</i>
<i>Total Prehistoric Archaeological Sites</i>	3,480
Eligible	48
Not Eligible	58
Evaluation not complete	3,374
<i>Total Historic Archaeological Sites</i>	199
Eligible	46
Not Eligible	131
Evaluation not complete	22
<i>Total Architectural Resources**</i>	224

\* Data compiled from Fort Bliss cultural resources database as of July 1998.

\*\* Includes Cold War and historic structures.

records of 3,480 prehistoric sites on McGregor Range. Forty-eight of these are considered eligible for the NRHP; 58 are not eligible; and evaluation is not complete for the remainder. The prehistoric sites on McGregor Range include several that have not been formally evaluated for NHRP eligibility but are considered by archaeologists to be important. These include, among others, Pendejo and Pintada rockshelters and McGregor pueblo. Fort Bliss has initiated work to develop formal National Register nominations for these and other significant prehistoric sites on McGregor Range.

### 3.9.3.2 Historic Archaeological Resources

As of July 1998, the Fort Bliss cultural resource database contained records of 199 historic archaeological sites (including mining and ranching features) on McGregor Range. Forty-six of these have been evaluated as eligible for the NRHP; 131 are considered not eligible; and evaluations are not complete for 21.

### 3.9.3.3 Historic Architectural Resources

Historic architectural resources on McGregor Range include ranching and homestead structures and Cold War-era military structures. Fort Bliss records identify 21 historic architectural resources (ranching and homesteading) for which Historic American Building Survey (HABS)/Historic American Engineering Record (HAER) documentation has been conducted. More than 200 Cold War-era buildings have been identified. These include:

- Firebee-Towbee Launch Site consisting of eight structures built in 1966;
- Radio-controlled Aerial Target (RCAT) Launch Site consisting of seven structures built in the late 1950s and early 1960s;
- Red-headed/Roadrunner Facility consisting of ten structures built in 1966;
- McGregor Range Camp consisting of about 150 structures built in the late 1950s to the mid-1960s;
- Meyer Small Arms Range consisting of 28 structures built in the early to mid-1960s.

1 3.9.3.4 Traditional Cultural Properties (TCPs)

2  
3 Detailed information on traditional beliefs, values, customs, sacred sites, and use areas is often not  
4 available, as Native Americans are reluctant to share such information with outsiders. However, the  
5 NHPA and EO 13007 require consideration of Native American concerns in the management of cultural  
6 resources. Fort Bliss has therefore consulted with, and will continue to consult with, Native American  
7 groups with traditional ties to the area.

8  
9 Since being contacted by Fort Bliss regarding their concerns (Bowman, 1997), the Tigua have not  
10 identified any specific areas on the installation as sacred. The present Tigua Claim area does not extend  
11 into Fort Bliss. Any potential concerns would most likely relate to cultural resources on the southern part  
12 of the installation because of its proximity to their reservation in El Paso.

13  
14 The entire area surrounding Fort Bliss falls within the traditional territory of the Mescalero Apache.  
15 Carmichael (1994) provides an overview of Mescalero Apache sacred features in the region. Generally,  
16 several types of topographic features have spiritual significance, including caves, springs, and certain  
17 mountain peaks. To a lesser extent, resource areas containing specific botanical and geological materials  
18 used in ceremonies are also considered important by the Mescalero. Consultation efforts related to other  
19 undertakings in the region have indicated that the Mescalero have concerns about resources on Fort Bliss.

20  
21 As part of its responsibilities under the NAGPRA, Fort Bliss has completed an initial inventory of all  
22 cultural remains found previously on Fort Bliss lands, including McGregor Range, that contain human  
23 remains or artifacts associated with these remains (U.S. Army, 1995f). A search of the site records and  
24 cultural materials collections housed at Fort Bliss and other facilities indicated that there are three  
25 recorded sites on McGregor Range that have or had either human remains or suspected human remains.  
26 In some cases, the human remains had been removed. As required by the NAGPRA, tribal groups with  
27 historic ties to the area (the Mescalero Apache, Comanche, Kiowa, and Tigua) were notified by letter of  
28 the materials and asked for their comments. Fort Bliss is currently in consultation with the Tigua  
29 (Marshall, 1998).

30  
31 **3.9.4 Evaluation of the Resources**

32  
33 Under federal law, impacts to cultural resources may be considered by agencies to be adverse if the  
34 resources have been determined to be significant. Significant resources are generally those that are  
35 eligible for inclusion in the NRHP under 36 CFR Part 60.4, *NRHP Criteria for Evaluation*; or, that are  
36 important to Native American or other traditional groups as outlined in EO 13007 and amendments to the  
37 NHPA. A cultural resource that has been determined eligible for inclusion in the NRHP is called a  
38 historic property. A historic property must usually be more than 50 years old, although exceptions can  
39 occur (Sherfy and Luce, n.d.). For example, more recent cultural resources on a military base may be  
40 considered significant if they are of exceptional importance in understanding the Cold War (1946 to 1989).

41  
42 To be considered eligible for inclusion in the NRHP, prehistoric and historic archaeological resources,  
43 architectural resources, historic landscapes, and traditional cultural resources must meet one or more of  
44 the criteria outlined in 36 CFR Part 60.4. Significant resources are those:

- 45  
46 a. that are associated with events that have made a significant contribution to the broad patterns of our  
47 history; or  
48  
49 b. that are associated with lives of persons significant in our past; or

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- 1 c. that embody the distinctive characteristics of a type, period, or method of construction; represent the  
2 work of a master; possess high artistic values; or represent a significant and distinguishable entity  
3 whose components may lack individual distinction; or,  
4  
5 d. that have yielded, or may be likely to yield, information important in prehistory or history.  
6

7 To be listed in or determined eligible for listing in the NRHP, a cultural resource must meet at least one of  
8 the above criteria and must also possess integrity. Integrity is defined as the authenticity of a resource's  
9 historic identity, as evidenced by the survival of physical characteristics that existed during the resource's  
10 historic or prehistoric occupation or use. The NRHP recognizes seven aspects or qualities that, in various  
11 combinations, define integrity: location, design, setting, materials, workmanship, feeling, and association.  
12 Integrity of location means that the cultural resource has not been moved. Integrity of design, materials,  
13 and workmanship means that the resource's original building materials, plan, shape, and design elements  
14 remain intact. Integrity of setting means that the surrounding landscape remains largely as it was during  
15 the resource's period of significance. Integrity of feeling and association means that the resource retains  
16 a link to an earlier time and place and is able to evoke that era.  
17

18 Cultural resources are first identified through field surveys and inventories that provide a description of the  
19 resource and recommendations for its eligibility to the NRHP. Fort Bliss reviews eligibility  
20 recommendations and determines the resource's eligibility. These determinations are reviewed by the  
21 State Historic Preservation Office(r) (SHPO), who can either concur or not concur with the  
22 determinations. Disagreements are resolved by the final decision maker, the Keeper of the National  
23 Register. The NHPA and 36 CFR Part 60.4 provide detailed guidance on this process. In addition to the  
24 procedures discussed above, evaluation of prehistoric archaeological resources, traditional cultural  
25 resources, and historic landscapes is explained in more detail below.  
26

#### 27 3.9.4.1 Evaluation of Prehistoric Archaeological Sites 28

29 As part of its continuing cultural resource management efforts, Fort Bliss issued *Significance Standards*  
30 *for Prehistoric Archaeological Sites at Fort Bliss* (Abbott et al., 1996). This document presents one  
31 method of quantitatively evaluating the integrity and significance of a site or group of similar sites. It  
32 provides a basis for more consistent evaluations of NRHP eligibility based on explicit local research  
33 domains and data needs. Similar standards are not available for historic archaeological sites. The seven  
34 research domains for prehistoric cultural resources are:  
35

36 Chronometrics. Chronometric data, such as radiocarbon dates, are used to determine the age of sites and  
37 to understand changes in settlement, subsistence, and other aspects of prehistoric human behavior.  
38

39 Geoarchaeology. Geoarchaeology at Fort Bliss involves five processes (aeolian, alluvial fan, arid  
40 lacustrine, slope formation, and soils) that affect how people used the environment and how archaeological  
41 sites are formed.  
42

43 Paleoclimate. This research domain is concerned with how the environment in southern New Mexico and  
44 west Texas changed through time.  
45

46 Technology. The technology research domain is concerned with how prehistoric tools were made, used,  
47 and discarded.  
48

49 Settlement Systems. The study of settlement systems is concerned with where people lived and how  
50 mobile they were.  
51

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1 Subsistence. This domain is concerned with how people obtained and processed plants and animals for  
2 food.

3  
4 Cultural Interaction. This domain asks how prehistoric people in the Fort Bliss area interacted with people  
5 in neighboring areas.

6  
7 3.9.4.2 Native American Consultation and Evaluation of TCPs

8  
9 For this LEIS, TCPs are defined as traditional cultural resources that are eligible for inclusion in the  
10 NRHP. Legislatively, TCPs were recognized in the 1992 amendments to the NHPA. These amendments  
11 grew out of passage of the AIRFA and the NAGPRA.

12  
13 Evaluation of a TCP's significance uses the standard NRHP evaluation criteria, with several key  
14 conditions. These are: (1) the property must have been important to maintaining traditions for at least 50  
15 years; (2) the property must be described and its significance documented; and (3) the property must have  
16 a boundary (Parker and King, 1992; Parker, 1993). Although some traditional cultural resources may not  
17 fulfill the criteria for significance under 36 CFR 60.4, they may still be of significance to Native American  
18 groups. For example, under EO 13007 there is no requirement that a sacred site be over 50 years old.

19  
20 Consultation with interested tribal groups is required as part of any action that might affect TCPs, sacred  
21 sites, or access to certain areas. The *April 29, 1994 Memorandum on Government-to-Government*  
22 *Relations with Native American Tribal Governments*, issued by the President, requires the development  
23 of effective day-to-day working relationships with sovereign tribal governments. The memorandum  
24 stipulates that:

- 25  
26 • The head of each executive department and agency shall be responsible for ensuring that the  
27 department or agency operates within a government-to-government relationship with federally  
28 recognized tribal governments.
- 29  
30 • Each executive department and agency shall consult, to the greatest extent practicable and to the  
31 extent permitted by law, with tribal governments prior to taking actions that affect federally recognized  
32 tribal governments. All such consultations are to be open and candid, so that all interested parties may  
33 evaluate for themselves the potential impact of relevant proposals.
- 34  
35 • Each executive department and agency shall assess the impact of federal government plans, projects,  
36 programs, and activities on tribal trust resources and assure that tribal government rights and concerns  
37 are considered during their development of such plans, projects, and activities.
- 38  
39 • Each executive department and agency shall take appropriate steps to remove any procedural  
40 impediments to working directly and effectively with tribal governments on activities that affect the  
41 trust property and/or government rights of the tribes.

42  
43 Several laws and regulations address the requirement of federal agencies to notify or consult with Native  
44 American groups, or otherwise consider their interests when planning and implementing federal  
45 undertakings. Legal mandates requiring consideration of Native American interests include:

- 46  
47 • **National Historic Preservation Act of 1966.** The NHPA requires agencies to consult with Native  
48 American tribes if a proposed federal action may affect properties to which they attach religious and  
49 cultural significance.

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- 1 • **American Indian Religious Freedom Act of 1978.** AIRFA sets the policy of the U.S. to “protect  
2 and preserve for Native Americans their inherent right of freedom to believe, express, and exercise  
3 the traditional religions of the American Indian . . . including but not limited to access to sites, use  
4 and possession of sacred objects, and the freedom to worship through ceremonies and traditional  
5 rites.”  
6
- 7 • **ARPA of 1979.** ARPA requires issuance of a permit to conduct archaeological excavation or  
8 collection on federal land. ARPA states, “If a permit issued under this section may result in harm to,  
9 or destruction of, any religious or cultural site, as determined by the federal land manager, before  
10 issuing such permit, the federal land manager shall notify any Indian tribe which may consider the site  
11 as having religious or cultural importance.”  
12
- 13 • **Native American Graves Protection and Repatriation Act of 1990.** Among other things,  
14 NAGPRA requires federal agencies to consult with tribes concerning the discovery and disposition of  
15 Native American human remains and certain types of cultural items on federal land.  
16
- 17 • **EO 13007, Indian Sacred Sites.** EO 13007, issued on May 24, 1996, requires that in managing  
18 federal lands, agencies must accommodate access and ceremonial use of sacred sites and must avoid  
19 adversely affecting the physical integrity of these sites.  
20

#### 21 3.9.4.3 Evaluation of Historic Landscapes 22

23 Like other cultural resources, historic landscapes are evaluated for significance using NRHP criteria. On  
24 McGregor Range, there is the potential for the presence of two types of historic landscapes – rural historic  
25 landscapes and historic military landscapes. All layers of a landscape can be important historically. Their  
26 importance depends on the historical context within which they were constructed and on the integrity  
27 retained by the individual landscape layer.  
28

29 Rural Landscapes. A rural historic landscape may qualify for listing on the NRHP as a historic site or  
30 district. It is defined as a “geographical area that historically has been used by people, or shaped or  
31 modified by human activity, occupancy, or intervention, and that possesses a significant concentration,  
32 linkage, or continuity of areas of land use, vegetation, building and structures, roads and waterways, and  
33 natural features” (McLelland and Keller, 1995).  
34

35 Rural landscapes are not usually professionally designed. Rather, they are the result of activities  
36 associated with farming, ranching, industry, transportation, migration, or conservation of resources. A  
37 rural area may contain one or more rural historic landscapes as well as other historically significant  
38 properties.  
39

40 Rural historic landscapes are identified through the tangible evidence they contain of the activities of the  
41 people who used the land. The physical evidence for rural historical processes includes transportation  
42 networks (e.g., stock trails, roads, railroads), boundary demarcations (e.g., fences, irrigation ditches,  
43 roads), vegetation related to land use (e.g., introduced plants), buildings, structures and objects, clusters  
44 (e.g., groupings of buildings, fences, or other features), archaeological sites, and small-scale elements (e.g.,  
45 cattle gates, abandoned machinery) (McLelland and Keller, 1995).  
46

47 The Oliver Lee Circle Cross Ranch is potentially eligible for inclusion in the NRHP. The BLM  
48 administers a large portion of the former ranch, some of which was withdrawn to the Army in 1957, for  
49 the formation of McGregor Range. The BLM has proposed an undertaking to rebuild selected range  
50 improvements on the Otero Mesa portion of McGregor Range. Past Fort Bliss and BLM projects have  
51 located and recorded historic range improvement features on McGregor Range, such as fences and

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1 pipelines, as historic sites. New Mexico SHPO NRHP eligibility concurrence determinations generally  
2 were not made for features such as fences, without a demonstration that they could be related to a larger  
3 historical context (BLM, 1997b). BLM has conducted preliminary research which will help in determining  
4 whether a rural historic landscape is eligible for inclusion in the NRHP.

5  
6 Vegetation and land use history are important in evaluating the integrity of agricultural landscapes.  
7 Introducing irrigation, for example, may affect integrity of design in a rural landscape if there is a shift  
8 from cattle grazing to planting of fruit trees. Other changes that may reduce the integrity of a landscape  
9 include widening and resurfacing roads; changing land use and management; introducing new land uses  
10 like recreational areas, landfills, or utilities; abandoning historic buildings; replacing or altering bridges,  
11 barns, and other features; and removing fences and other boundary markers.

12  
13 Military Landscapes. A historic military landscape reflects the traditions and history of military activity in  
14 an area as it is expressed in the relationships among the buildings, structures, and grounds of an  
15 installation. A military landscape is typically associated with historically important persons or events; or is  
16 an important indicator of the broad patterns of history; or represents a significant example of design or  
17 construction (Loechl et al., n.d.).

18  
19 Military landscapes are identified by the evidence they provide of: military mission in the siting and layout  
20 of installations and facilities; military cultural values in building placement and landscape design; a high  
21 degree of similarity of structure design within and among installations; restricted access; and, clearly  
22 defined borders (Loechl et al., n.d.). Military landscapes undergo regular change as the military mission  
23 changes.

24  
25 Land use history and setting are used to evaluate the integrity of a military landscape. Integrity can be  
26 affected by the relocation of buildings or roads; changes in landscape design; and the loss of important  
27 topographic features, vegetation, spatial relationships, original materials, or workmanship.