PROGRAMMATIC AGREEMENT AMONG CHATTAHOOCHEE RIVER NATIONAL RECREATION AREA, NATIONAL PARK SERVICE, GEORGIA STATE HISTORIC PRESERVATION OFFICE, EASTERN BAND OF CHEROKEE INDIANS, AND THE MUSCOGEE (CREEK) NATION REGARDING THE UNDERTAKINGS IMPLEMENTED UNDER THE COMPREHENSIVE TRAILS MANAGEMENT PLAN HP-210330-002

WHEREAS, the Chattahoochee River National Recreation Area (CRNRA or Park) plans to implement a trails management plan (Comprehensive Trails Management Plan) to address trail construction and maintenance for developing and managing a parkwide trail system integrated with other recreational trails in the Atlanta metropolitan area; and

WHEREAS, most of the 64 miles of designated trail system in CRNRA consist of legacy social trails, utility corridors, and relic roads that were established before the national park, which lack connectivity to neighboring park trails, degrade water quality through erosion runoff, and damage plant habitat; and

WHEREAS, the CRNRA trail system would be redeveloped to improve its overall sustainability, protect the park's resources, and improve the visitor experience and circulation; and

WHEREAS, the overall mileage of designated trails available for public use in the park will increase substantially, and a focus will be placed on improving the quality of the trails to better serve visitors and achieve greater resource stewardship; and

WHEREAS, the National Park Service (NPS) has established Management Policies that stipulate that every "...proposed action will be evaluated to ensure consistency or compatibility in the overall treatment of park resources. The relative importance and relationship of all values will be weighed to identify potential conflicts between and among resource preservation goals, park management and operation goals, and park user goals. Conflicts will be considered and resolved through the planning process, which will include any consultation required by 54 U.S.C. § 306108" (Chapter 5.3.5, Treatment of Cultural Resources); and

WHEREAS, the CRNRA has determined that the Comprehensive Trails Management Plan and associated individual activities to be implemented under it constitute an Undertaking (36 CFR 800.16(y)), as defined by the National Historic Preservation Act (NHPA) of 1966 and the regulations implementing Section 106 (36 CFR Part 800) that has the potential to affect properties listed in or eligible for listing in the National Register of Historic Places (NRHP); and

WHEREAS, the CRNRA initiated Section 106 consultation with the Georgia State Historic Preservation Office (SHPO) and Absentee Shawnee Tribe, Alabama-Coushatta Tribe of Texas,

Alabama-Quassarte Tribal Town, Cherokee Nation, Coushatta Tribe of Louisiana, Eastern Band of Cherokee Indians, Kialegee Tribal Town, Muscogee (Creek) Nation, Poarch Band of Creek Indians, Seminole Nation of Oklahoma, Seminole Tribe of Florida, Shawnee Tribe, Thlopthlocco Tribal Town, and United Keetoowah Band of Cherokee Indians of Oklahoma on March 26, 2021; and

WHEREAS, the CRNRA has defined the Undertaking's area of potential effects (APE), shown in Appendix A, as the entire park, which encompasses 15 individual land units along the Chattahoochee River corridor; and

WHEREAS, the CRNRA contains numerous historic properties listed in or eligible for listing in the NRHP, although the entirety of the Park has not yet been systematically surveyed and some surveys may not meet professional standards. As such, there is the potential for previously undocumented sites that also may be listed in or eligible for listing in the NRHP. These properties are archaeological, historical, or of traditional and/or cultural importance to affiliated tribes and by their very nature, are non-renewable and of great worth to the American public; and

WHEREAS, the 2008 National Park Service (NPS) Nationwide Programmatic Agreement (NPA) provides for specific activities to utilize a streamlined review process, provided those undertakings meet certain requirements (see Section III. A of the NPA), and 36 CFR § 800.14(b) authorizes such Programmatic Agreements; and

WHEREAS, the development of this Programmatic Agreement by CRNRA is consistent with the intent and purposes of the NHPA and the 2008 NPS NPA and addresses the implementation of the Comprehensive Trails Management Plan at CRNRA; and

WHEREAS, in accordance with 36 CFR 800.6(a)(1), the CRNRA has notified the Advisory Council on Historic Preservation (ACHP) of the determination that effects on historic properties cannot be fully determined prior to approval of the undertaking with specified documentation, and the ACHP has chosen to not participate as a Signatory to this Programmatic Agreement; and

WHEREAS, pursuant to 36 CFR 800.2(c)(1), the SHPO has responsibilities under the NHPA to advise and assist the CRNRA in complying with its Section 106 responsibilities for proposed undertakings and is a Signatory to this Programmatic Agreement; and

WHEREAS, pursuant to the special relationship between the federal government and Native American tribes, and Section 101(d)(6)(B) of the NHPA (54 USC 302706(b)), 36 CFR 800.2(c)(2)(ii), the CRNRA is responsible for government-to-government consultation with federally recognized Native American tribes; and

WHEREAS, the CRNRA recognizes that the Absentee Shawnee Tribe, Alabama-Coushatta Tribe of Texas, Alabama-Quassarte Tribal Town, Cherokee Nation, Coushatta Tribe of Louisiana, Eastern Band of Cherokee Indians, Kialegee Tribal Town, Muscogee (Creek) Nation, Poarch Band of Creek Indians, Seminole Nation of Oklahoma, Seminole Tribe of Florida, Shawnee Tribe, Thlopthlocco Tribal Town, and United Keetoowah Band of Cherokee Indians of Oklahoma may have sites of religious and cultural significance on or off Tribal lands, and in meeting its Federal trust responsibility, the CRNRA has engaged in government-to-government consultation with the Tribes, and has invited the Tribes to enter into this agreement that specifies how the CRNRA will carry out Section 106 responsibilities, including the confidentiality of information; and

WHEREAS, the CRNRA will continue consultation with all Tribes regardless of their signature status unless a Tribe informs the CRNRA that they no longer wish to participate in consultation for this undertaking. The Muscogee (Creek) Nation and Eastern Band of Cherokee Indians are invited signatories to this agreement. The Cherokee Nation and The Shawnee Tribe responded to the NPS and will consult on undertakings using the standard 4-step process; and

WHEREAS, for the purposes of this Programmatic Agreement, "Consulting Parties" collectively refers to the Signatories, Invited Signatories, and Concurring Parties, and other invited parties regardless of their decision to sign this Programmatic Agreement; and

NOW, THEREFORE, the CRNRA and the SHPO, the Eastern Band of Cherokee Indians and The Muscogee (Creek) Nation agree that the undertaking shall be implemented in accordance with the following stipulations in order to consider the effect of the undertaking on historic properties.

STIPULATIONS

The CRNRA shall ensure that the following measures are carried out:

I. Area of Potential Effects

For the purposes of this Agreement, CRNRA in consultation with Consulting Parties defined the Area of Potential Effect (APE) to be the entire Chattahoochee River National Recreation Area (Appendix A). The individual activities described in the trails management plan will have specific APEs due to the nature of their action. The plan includes new trail construction, minor rerouting of existing trails, trail rehabilitation (closure), trail maintenance, installation of trail signs, passive trail monitoring efforts, and educational and administrative activities.

As activities in the trails management plan are implemented, CRNRA, in consultation with the Consulting Parties, will define and document the APE for individual activities based on their potential to alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the NRHP in a manner that would diminish integrity (36 CFR 60).

II. Identification and Evaluation of Historic Properties

To meet Federal responsibilities under Section 110 of the NHPA, the park conducted a comprehensive Historic Resource Study (2007) to identify historic contexts and determine the NRHP eligibility of above-ground cultural resources. A list of resources which received SHPO concurrence is included in Appendix B in addition to a comprehensive list (as of 2022) of cultural resource baseline documentation. The Park has conducted some archeological surveys,

but much of the APE is not surveyed. All ground-disturbing activities noted in the Comprehensive Trails Management Plan in areas not yet surveyed will be preceded by archaeological survey and testing in accordance with NPS-28 Cultural Resource Management Guidelines.

CRNRA shall make a reasonable and good faith effort to identify historic properties, including those of cultural and religious significance, located within the APE for each undertaking implemented under the trails management plan. CRNRA shall ensure that all work is conducted under the supervision of a cultural resource professional who meets the Secretary of the Interior's Professional Qualifications for the applicable discipline per Section 112(a)(1)(A) of the NHPA and at 36 CFR Part 800.2(a)(1) or be reviewed by Federal employees identified as a subject-matter experts (meeting the qualifications for the applicable discipline) as defined in Appendix E of NPS-28: Cultural Resource Management Guideline. Any undertaking that is determined to have no historic properties affected will be included in an annual report to the Consulting Parties and no additional requirements for Section 106 compliance will be needed.

III. Continuing Section 106 Consultation

The CRNRA will continue Section 106 consultation for undertakings implemented under this Comprehensive Trails Management Plan that do not meet IV and V of this PA. These undertakings will follow the process identified in 36 CFR Part 800 as applicable, as planning continues.

- A. If any new activities are proposed that are outside the scope of this undertaking, or if the APE is modified, the CRNRA will consult on amending this Programmatic Agreement or follow the 36 CFR Part 800 consultation process or the NPS NPA, as applicable.
- B. Projects noted in the plan that will include additional consultation include the development of a new trail system in Bowmans Island East unit, all Greenway construction, construction of new restroom facilities, additional parking in Hewlett Field supported by the Cultural Landscape Report, construction of a viewing structure at Gold Branch, stonework at Allenbrook, and the development of trails connecting Johnson Ferry North and Hyde Farm. Other projects that may overlap with trail plan recommendations but will be led by another Federal agency (Roswell Gateway, Abbotts Greenway, etc.) will follow 36 CFR Part 800.

IV. NPS Nationwide Programmatic Agreement

Several of the individual activities included in the Trails Management Plan are the same as streamlined activities in the NPS NPA (2009). (Stipulation III.C). To meet criteria for Streamlined Review, undertakings must have a determination of eligibility, not cause an adverse effect, and include review of a Cultural Resource Management Team. The two streamlined activities in the NPS NPA that address trail-related undertakings directly are Streamlined Activity #2 and Streamlined Activity #3: "

2. Rehabilitation and/or Minor Relocation of Existing Trails, Walks, Paths, and Sidewalks: The Streamlined Review Process may be used for undertakings proposed on existing non-historic trails, walks, paths, and/or sidewalks that are located within previously disturbed areas and do not exceed the depth of the previous disturbance. The Streamlined Review Process may also be used for undertakings proposed on existing historic trails, walks, paths, and/or sidewalks, provided that the proposed undertaking is conducted in accordance with an approved treatment plan (such as a historic structure report, cultural landscape report, or preservation maintenance plan). If the project activities include ground disturbance, archeological monitoring may be appropriate throughout the ground disturbing activities, in accordance with any recommendation of the CRM Team. When monitoring is recommended, members of any appropriate Federally recognized Indian Tribes or Native Hawaiian organizations may be invited to participate in monitoring. This streamlined activity includes the following undertakings, as well as others that are comparable in scope, scale, and impact: a. In-kind regrading, graveling, repaving, or other maintenance treatments of all existing trails, walks and paths within existing disturbed alignments. b. Minor realignment of trails, walks, and paths where the ground is previously disturbed as determined by a qualified archeologist. c. Changing the material or color of existing surfaces using materials that are recommended in an approved treatment plan or in keeping with the cultural landscape. d. Construction of water bars following the recommendations of an approved treatment plan or in keeping with the cultural landscape.

Repair/Resurfacing/Removal of Existing, Roads, Trails and Parking Areas: The 3. Streamlined Review Process may be used as follows: a. Existing roads, trails, parking areas, and associated features that have been determined not eligible for the National Register in consultation with the SHPO/THPO, may be repaired or resurfaced in-kind or in similar materials as long as the extent of the project, including staging areas, is contained within the existing surfaced areas. The repair or resurfacing cannot exceed the area of the existing road surface and cannot exceed the depth of existing disturbance. b. Existing roads, trails, parking areas, and associated features, that have been determined eligible for the National Register in consultation with the SHPO/THPO, may be repaired or resurfaced in-kind. The project, including staging areas, cannot exceed the area of the existing surface and cannot exceed the depth of existing disturbance. c. Existing surfaced areas may be expanded, or new surfaces constructed if the extent of new surfacing can be demonstrated to occur on land that has been disturbed by prior excavation or construction and has been shown not to contain buried historic properties. New or expanded surface may not be an addition to, or continuation of, existing surfaces that are listed in or eligible for the National Register and all project activities, including staging areas, must be located in non-historic areas to be eligible for streamlined review. d. Existing surfaced areas may be removed if the surfaced area is not a historic property, it is not located within a historic property and all project activities, including staging areas, will occur on land that has been disturbed by prior excavation or construction and has been shown not to contain buried historic properties."

For undertakings in the Comprehensive Trails Management Plan that meet these criteria, CRNRA will use the NPS NPA and include documentation in the annual report and no additional requirements for Section 106 compliance will be needed.

V. Streamlined Review Activities for the Comprehensive Trails Management Plan

There are several routine and recurrent activities that will have limited or no potential to affect historic properties or unevaluated cultural resources. As a result, portions of implementing the Comprehensive Trails Management Plan that meet this criterion would not require archaeological or historic resources survey and no further consultation with the SHPO, Tribes, other Consulting Parties, or the public will be required. These activities include educational strategies for visitor use management (developing partnerships, press releases, public events, social media, text for status announcements), increasing law enforcement presence, removing existing signage and hazardous rebar and modern debris, clearing (with no ground disturbance) encroaching vegetation along existing trail corridors, replacing existing signage in-kind in the same location, formalizing the volunteer program, cleaning existing culverts and paved surfaces, and redistributing existing parking (repainting existing lots and designating boat parking in existing lots).

Appendix C includes a list of additional streamlined criteria at CRNRA and would be included in an annual report to Consulting Parties (see Section VII of this Programmatic Agreement). No additional Section 106 compliance will be needed.

VI. Avoidance and Minimization

The CRNRA determined that it cannot fully determine that effects on historic properties prior to approval of the Trails Management Plan undertakings. The CRNRA will seek to avoid adverse effects to all types of historic properties, with input from the SHPO, Tribes, and Consulting Parties received during annual consultation meetings and comments during standard Section 106 consultation for all undertakings. Avoidance measures for historic properties may include (but are not limited to) rerouting trail alignments, fencing known sites for protection during construction, monitoring of construction near site areas within a buffer zone, or placing infrastructure outside of site boundaries.

- A. Measures to avoid or minimize potential adverse effects from the undertakings may include, but are not limited to, those that are designed to prevent trail use such as changing the trail or destination location, installing closure signs or physical barriers, and conducting site stabilization efforts. Additional mitigation measures could include historical research, interpretation, photographic documentation, intensive recording, periodic monitoring, and archaeological excavation. Trail and destination designation decisions will also be revisited as necessary.
- B. The CRNRA will continue to dedicate available staff, funding, and other resources to proactively promote and enforce responsible trail uses and ethics. Such efforts will include continuing to support campaigns to reduce vandalism and unauthorized collections of archaeological resources.

VII. Reporting

Each year following the execution of this Programmatic Agreement until it expires or is terminated, the CRNRA shall provide all parties to this Programmatic Agreement a summary

report detailing work undertaken pursuant to its terms. Such report shall include a summary of how this Programmatic Agreement has been implemented during the preceding year; projects completed that met Stipulations III and IV of the Programmatic Agreement, survey work and findings related to the undertaking in the CRNRA's efforts to carry out the terms of this Programmatic Agreement, NPS' assessment of the effectiveness of this Programmatic Agreement, and any recommendations NPS may have for improving the Programmatic Agreement. CRNRA will host an annual consultation meeting virtually or in-person to review report findings and implementation of this Programmatic Agreement.

VIII. Inadvertent Discoveries

- A. If previously unrecorded and/or buried cultural resources are discovered during any portion of a project, or additional unexpected impacts to known resources, work within at least 100 feet will immediately cease, and an assessment will be made by a cultural resource specialist qualified in the applicable discipline in consultation with Parties. The CRNRA will notify SHPO and Tribes and work in that area will not resume until the resources can be identified and documented and an appropriate path forward or mitigation strategy developed and implemented in consultation with SHPO and, as appropriate, Tribes.
- B. In the unlikely event that human remains, funerary objects, sacred objects, or objects of cultural patrimony are discovered during any portion of the project, provisions outlined in the Native American Graves Protection and Repatriation Act (NAGPRA) and the ACHP's Policy Statement Regarding Treatment of Burial Sites, Human Remains and Funerary Objects will be followed. Notification to SHPO and Tribes will occur within 48 hours.

IX. Review and Comment Process

The CRNRA will submit documentation related to the undertaking (e.g., survey reports, Determinations of Eligibility, findings of effect, research design plans, data recovery reports, annual reports, etc.) to the Consulting Parties as applicable for a 30-calendar day review and comment. There may be times when a review of less than 30 calendar days will be requested. If a party does not comment on a submittal during the 30-calendar day period, or other agreed upon review period, as requested, the CRNRA will follow-up by telephone or e-mail with the party. If, after such reasonable and good faith efforts to reach an unresponsive Consulting Party, there has still been no response, the CRNRA will proceed to the next step prescribed by 36 CFR Part 800, the NPS NPA, or this PA as applicable.

X. Communication among Parties to this Programmatic Agreement

Electronic mail (e-mail) may serve as the official correspondence method for all communications regarding this Programmatic Agreement and its provisions.

XI. Curation

The CRNRA shall ensure that all artifacts, samples, and records resulting from the undertaking are curated in accordance with applicable federal and state laws, including 36 CFR Part 79, except as determined through consultations with Tribes.

XII. Confidentiality

To the maximum extent allowed by federal and state law, the CRNRA will maintain confidentiality of sensitive information regarding historic properties that could be damaged through looting or disturbance, and/or to help protect a historic property to which a Tribe attaches religious or cultural significance. However, any documents or records the CRNRA has in its possession are subject to the Freedom of Information Act (FOIA) (5 U.S.C. 552 et. seq.) and its exemptions, as applicable. The CRNRA will evaluate whether a FOIA request for records or documents would involve a sensitive historic property, or a historic property to which a Tribe attaches religious or cultural significance, and if such documents contain information that the CRNRA is authorized to withhold from disclosure by other statutes including Section 304 of the NHPA, as well as the Archaeological Resources Protection Act. If this is the case, then the CRNRA will consult with the Keeper and the ACHP regarding withholding the sensitive information. If a Tribal-sensitive property is involved, the CRNRA will also consult with the relevant Tribe prior to making a determination in response to a FOIA request.

XIII. Dispute Resolution

Should any signatory to this Programmatic Agreement object at any time to any actions proposed or the manner in which the terms of this Programmatic Agreement are implemented, the CRNRA shall notify the signatories and concurring parties of the objection and consult with such parties to resolve the objection. If the CRNRA determines that the objection cannot be resolved, the CRNRA will forward all documentation relevant to the dispute, including the CRNRA proposed resolution, to the ACHP. The ACHP will be requested to provide the CRNRA with its advice on the resolution of the objection within 30 calendar days after its receipt of the relevant documentation. Before reaching a final decision on the dispute, the CRNRA shall prepare a written response that takes into account any timely advice or comments regarding the dispute from the ACHP and any signatories and concurring parties and provide them with a copy of this written response. The CRNRA will then proceed according to its final decision. If the ACHP does not provide its advice regarding the dispute within 30 calendar days, the CRNRA may make a final decision on the dispute and proceed accordingly, after preparing its written response that consider any timely advice or comments and provide the signatories, concurring parties, and the ACHP with a copy of such written response. The CRNRA's responsibility to carry out all other actions subject to the terms of this Programmatic Agreement that are not the subject of the dispute remain unchanged.

XIV. Amendments to the Agreement

This Programmatic Agreement may be amended when such an amendment is agreed to in writing by the signatories. An amendment may be executed in counterparts, each of which shall be deemed an original and all of which together shall constitute one and the same instrument.

The amendment will be effective on the date a copy signed by the signatories is provided to the ACHP.

XV. Termination

If any signatory to this Programmatic Agreement determines that its terms will not or cannot be carried out, that party shall promptly consult with the other signatories to attempt to develop an amendment to the Programmatic Agreement that would avoid termination. If after 30 calendar days (or another time period agreed to by all signatories) an amendment cannot be agreed upon, any signatory may terminate the Programmatic Agreement upon written notification to the other signatories. Once the Programmatic Agreement is terminated, and prior to work continuing on the undertaking, the CRNRA must either (a) execute a Programmatic Agreement pursuant to 36 CFR § 800.6 or (b) request, take into account, and respond to the course of action it will pursue.

XVI. Agreement Duration

This Programmatic Agreement will expire if its terms are not carried out within fifteen (15) years from the date of its execution, unless before its expiration the signatories agree in writing to an extension for carrying out its terms. In the event of expiration before completion of all stipulations, the CRNRA shall comply with 36 CFR Part 800 or the NPS Nationwide Programmatic Agreement as applicable, with regard to this undertaking that otherwise would have been covered by this Programmatic Agreement.

EXECUTION

Execution and implementation of this Agreement by the CRNRA, SHPO, The Muscogee Nation and Eastern Band of Cherokee Indians, filing with the ACHP, and subsequent implementation of its terms evidence that the CRNRA has taken into account the effects of this undertaking on historic properties and afforded the ACHP an opportunity to comment.

SIGNATORIES:

National Park Service

Date:_____

Ann Honious, Superintendent Chattahoochee River National Recreation Area

Georgia State Historic Preservation Office

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Date: September 20, 2022

Jennifer Dixon, Deputy State Historic Preservation Office

INVITED SIGNATORIES:

Eastern Band of Cherokee Indians

Richard Sneed, Principal Chief

Date: <u>December 12, 2022</u>

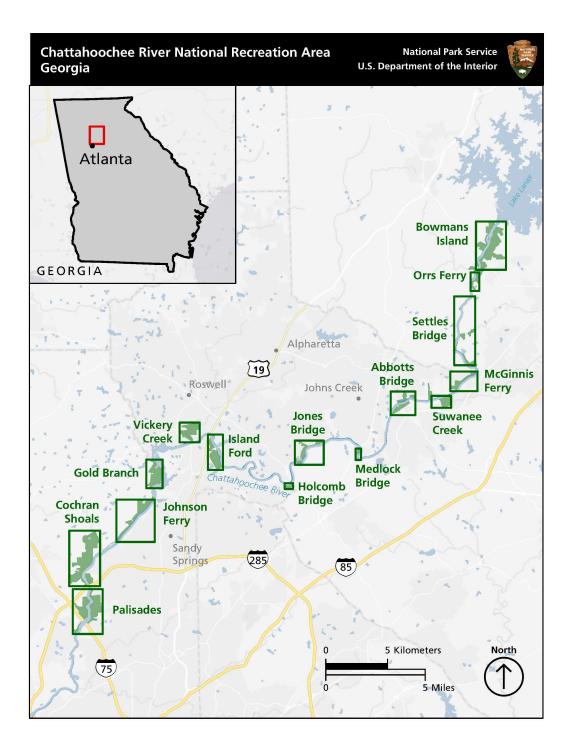
Muscogee (Creek) Nation

David Hill, Principal Chief

Date: December 8, 2022

APPENDIX A

Area of Potential Effect



APPENDIX B

Chattahoochee River National Recreation Area Resources Determined Eligible during 2007 *Historic Resource Study*

Akers/Banner Mill
Allenbrook
Ivy/Roswell Mill
Sope Creek Ruins Historic District NRIS 73000619
Collins-Yardum House
Hyde Farm
Island Ford Lodge Historic District NRIS 16000747
George Power House NRIS 01000720
Jones Bridge (demolished in 2017)
Settles Bridge
Fish weirs (in river)
John Rogers House
Scribner Company
Johnston's River Line redoubts (outside CRNRA boundaries) NRIS 73000618
Civil War Rifle Pits

Additional Cultural Resource Documentation

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APPENDIX C

Undertakings Eligible for Streamlined Review Process (in addition to those specified in the 2008 Nationwide Programmatic Agreement)

- 1. Archaeological monitoring and Phase I testing for unsurveyed areas.
- 2. During dry weather conditions, repair, maintenance, rehabilitation, and widening of existing trails, paths, sidewalks, and driveways that have been previously surveyed under existing Georgia standards within the last 15 years that have no historic properties. This includes trailheads and access to proposed trail segments. Trail repair includes minor grading (creating knicks and turnpikes) and adding rock armoring to manage water across trails.
- 3. The removal of vegetation (to maintain trail corridor height) and hazard trees. Vegetation clearing includes overhanging limbs, debris, fallen trees, and invasive plants and must follow CRNRA Best Management Practices, including cutting stumps above ground level and (when possible) leaving cut trees in place for wildlife habitat.
- 4. Removal of non-historic, non-contributing materials and structures (e.g., boat launch ramps, fences and gates, signs, kiosks, trail structures) in order to restore natural conditions which does not include ground disturbance.
- 5. Resurfacing, striping, repair, and maintenance of existing roads, road corridors, and parking lots. Work includes installation, repair, maintenance, and replacement of non-electric traffic control devices, guardrails, non-historic culverts, road delineators, and other minor non-historic features on existing roads, road corridors, and parking lots.
- 6. Maintenance or alteration of existing facilities (including replacement in-situ) less than 50 years old where there will be no ground disturbance (e.g., administrative structures, recreation structures, boat launch ramps). Those over 50 years old will be subject to consultation.
- 7. Restoration of native vegetation. Non-ground disturbing broadcast seeding, no-till seeding, and spreading mulch for establishment of vegetation.
- 8. Trash and debris clean-up for any instances of recent trash dumps that are less than 50 years of age. The clean-up and removal of dumps less than 45 years old requires no survey. If a potential historic resource is found during this activity it should be reported to CRNRA cultural resources personnel and included in the annual report (Stipulation VII).
- 9. Repair, maintenance, and in-kind replacement of non-historic signs, bulletin boards, wayside exhibits, barbecue grills, trash cans, picnic tables, and other minor features.