

LSR (210-77)

JAN 19 1984

Memorandum

To Associate Regional Director, Planning and External Affairs,
Southeast Region

From Chief, Rivers and Trails Division, Southeast Region

Subject Trail of Tears Task Directive

Enclosed is the subject document for your review and comment. This preliminary document will be the basis for discussion at the Monday meeting scheduled in Washington. In addition, funding in FY 84 has been increased to \$1.5M.

Sharon C. Keene

Enclosure

SCKeene dlt 1/19/84:221-5838

TASK DIRECTIVE FOR THE TRAIL OF TEARS

Background

Study of the Trail of Tears route was authorized by Public Law 98-11 (March 1983). This potential national historic trail is based on the land and water route travelled by Eastern Cherokee Indians during their forced removal to Oklahoma in the fall of 1838. The route begins in northern Georgia and extends westward to Oklahoma passing through nine States and within the boundaries of three National Park Service Regions.

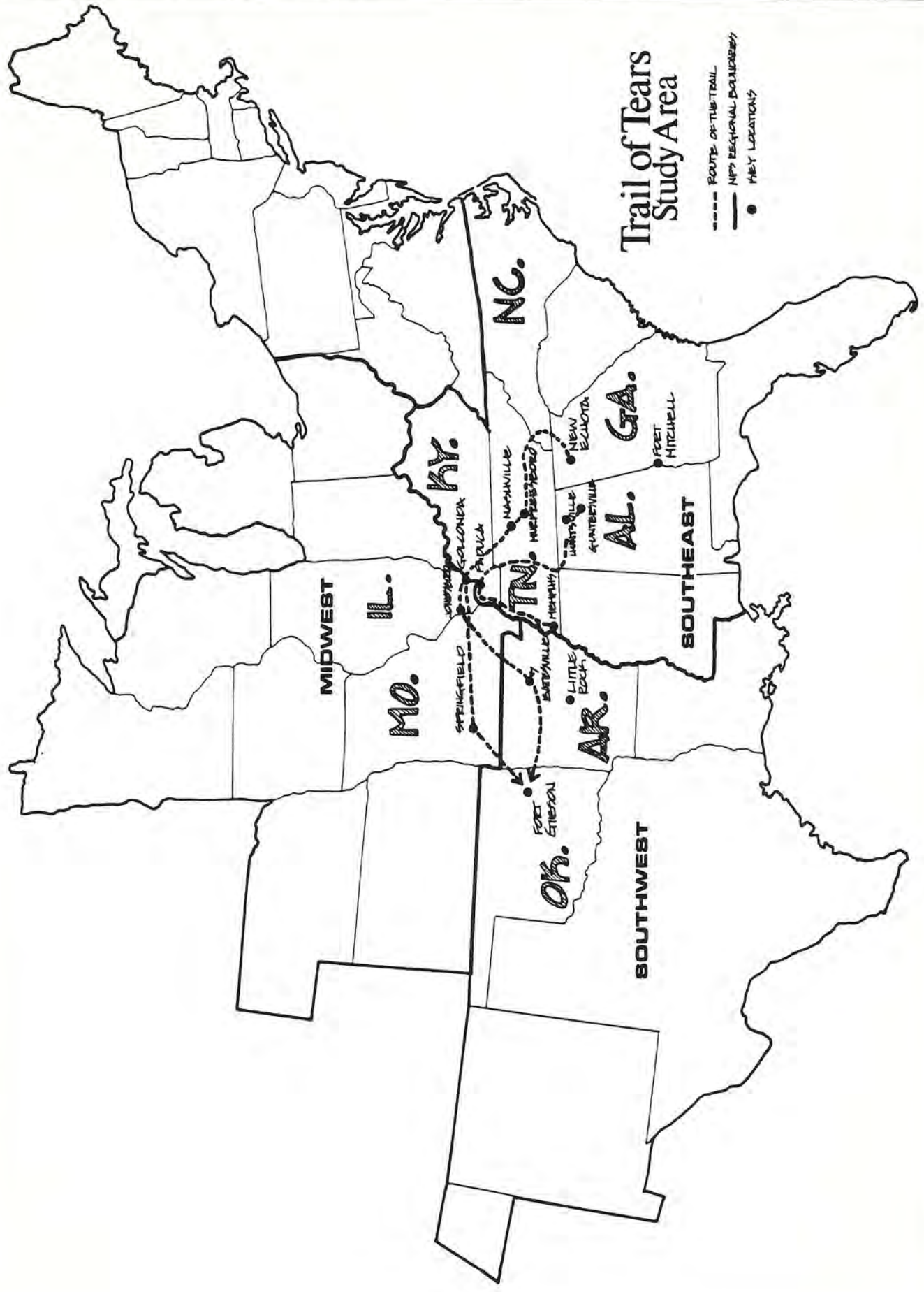
Planning History

There has been no Park Service planning for the potential national historic trail. However, voluminous information is available concerning removal of the five civilized Indian tribes from the Eastern United States to the west during the 1830's, and the one specific trip which became known as the Trail of Tears. The Trail of Tears within the State of Tennessee was designated as a component of the Tennessee Scenic Trail System in 1977. A thorough research and planning document on the subject was published by Tennessee Department of Conservation.

The popular outdoor drama, "Unto these Hills," produced each summer in Cherokee, North Carolina deals primarily with the Indian removal and the Trail of Tears. Sites and events associated with the Indian removal have received increasing interest, study, and commemoration in recent years.

Trail of Tears Study Area

- ROUTE OF THE TRAIL
- NPS REGIONAL BOUNDARIES
- KEY LOCATIONS



Issues and Alternatives

There are two primary issues to be addressed in a national historic trail study:

1. Does the Trail of Tears route meet the criteria for national historic trails established by the National Trails System Act, Public Law 90-543, as amended? (Is it eligible for designation?)
2. Is designation of the Trail of Tears route as a national historic trail feasible and desirable?

Historians from the Southeast and Southwest Regions will develop the appropriate historical data to assure sufficient study report information is available to the National Park System Advisory Board in making a determination on national historical significance. Feasibility and desirability questions will be addressed through public involvement, State participation and NPS inter-regional coordination.

In addition to the two primary issues, the scope of this study, nine States and three NPS Regions, will present a challenging, possibly time consuming study coordination role for the Southeast Region.

Alternatives to be investigated in the study include:

1. Identification and commemoration of a cross-country route and/or a highway route which follows the Trail of Tears.

2. Consideration of creative management alternatives involving Federal, non-federal, and/or private interest in establishing the historical trail.
3. Identification and recognition of trail-related cultural resources and existing historical sites which would complement the trail.

Scope of Work

1. Develop information on the historic significance of the route and on eligibility for designation based on national trail criteria.
(Determining of the historic significance of the trail route by the National Park Service Advisory Board will be coordinated during the draft report review period.)
2. Identify the location of the historic route and determine land use and land status of areas crossed by the trail.
3. Evaluate potential development of the trail on the historic route or on existing trails in area of the route.
4. Evaluate the potential for interpretation of the historic event along the route.
5. Determine the interests of land owners/managers in developing and administering trails or interpretive programs and facilities on the route.
6. Estimate costs of trail development and operation.

7. Determine and as appropriate develop required environmental compliance documentation
8. Evaluate the level of general public interest in the trail.

Public Involvement

Active public participation in the study process will be sought. An official notice of the study start will be sent to known trail interest, public agencies, and the media. Public workshops will be held as soon as practical in each of States through which the trail route passes. Special emphasis will be given to meeting locations in areas of greatest historical significance or citizen interest such as in north Georgia, western North Carolina, east Tennessee, and Oklahoma.

Following the gathering of background information and completion of public workshops, an array of plan alternatives will be developed for public review and comment. Public response to these alternatives will largely determine the nature of the conceptual plan presented in the study report.

The Secretary's draft report then will be prepared and circulated for formal review by the public and other interested entities. Comments received on the draft report will be considered in preparing the Secretary's final report to be transmitted to Congress.

Environmental Compliance

The study will include the completion of an environmental assessment, which will be integrated into the study report.

Proposed Coordination

1. A Study Working Group should be established with involvement from at least:

- SERO study team (3 people)
- One planner each from the Midwest and Southwest Regions (2 people)
- One WASO Planning and Special Studies staff member (1 person)

Working Group Tasks:

- Task Directive
- Coordinate research
- Coordinate public involvement/public meetings
- Coordinate review of information brochures, news releases, and draft study documents

2. NPS field personnel (parks) should have study input with either the State Coordinator (9 States) or another park superintendent, if more appropriate, serving as a field coordinator.

Tasks:

- Assist with public contacts
- Assist with workshops/public meetings
- Assist with research, if appropriate
- Assist with State Government coordination
- Media special feature contacts

3. A public advisory committee should be established to include at least one person per State (9 people minimum).

Tasks:

- Assist with research
- Assist with mailing lists
- Assist with public involvement

Members should come from historical organizations, educational institutions or the general public.

4. A State Government contact group should be established from the natural or cultural resources areas - possibly both. SHPO's, DOT or DNR planners should be included as designated by the Governor's Office.

Tasks:

- Coordination with State and local governments
- Contact lists
- State involvement and planning alternatives
- Public contacts
- Possible research
- State policy direction/decisions

Funding Requirements

The Rivers and Trails Division, Southeast Region, has lead responsibility for the Trail of Tears. Accordingly, SERO budget request are presented below. Additional budget request are anticipated from the Southwest Region, Midwest Region, and possibly the Denver Service Center.

TRAIL OF TEARS
PROPOSED STUDY MANPOWER AND COSTS
(Costs for Rivers and Trails Division, SERO)

First Year (FY 84)

Salaries:

<u>Participant</u>	<u>Work- Man-Months/% Time</u>	<u>Costs</u>
Chief, R&T Division	9/30	\$ 8,500
Study Coordinator	9/65	17,000
Study Participant	9/50	13,000
Clerical	9/50	6,000
LAR Student Intern	3/100	<u>3,000</u>
Subtotal		\$47,500

Miscellaneous:

Travel	8,000
Printing	<u>2,500</u>
TOTAL	\$58,000

Second Year (FY 85)

Salaries:

<u>Participant</u>	<u>Man-Months/% Time</u>	<u>Costs</u>
Chief, R&T Division	12/75	\$28,000
Study Coordinator	12/100	35,000
Study Participant	12/100	35,000
Clerical	12/75	12,000
LAR Student Intern	6/100	7,000
Subtotal		\$117,000

Why will this?

Miscellaneous:

Travel	6,000
Printing	8,000
TOTAL	\$131,000

Third Year (FY 86)

Salaries:

<u>Participant</u>	<u>Man-Months/% Time</u>	<u>Costs</u>
Chief, R&T Division	3/33	\$ 2,800
Study Coordinator	3/100	8,700
Clerical	3/25	1,000
Subtotal (Salaries)		\$12,500

Miscellaneous:

Travel	2,000*
Printing	2,000
TOTAL	\$16,500

*Travel required if public meeting(s) necessary following release of draft study report.

GRAND TOTAL FOR 24-MONTH STUDY

Salaries	\$177,000
Travel	16,000
Printing	12,500
GRAND TOTAL	\$205,500

Study Participants/Primary Contacts

Sharon Keene, Chief, Rivers and Trails Division, Southeast Region

Wallace C. Brittain, Study Coordinator, Rivers and Trails Division,
Southeast Region

Doug Farris, Chief, Planning and Design, Southwest Region

Tom Gilbert, Planner, Midwest Region

Jeff Chidlaw, Planning and Special Studies, WASO

Study Schedule

- December 1983 -Prepare Task Directive (TD)
 -WASO Coordination
 -Gather basic background information
- January 1984 -TD to Plan and Review
 -Initiate telephone contacts
 -Contact Midwest and Southwest for TD input
 -TD to WASO
 -Begin early coordination tasks, telephone contacts,
 etc.
 -Contact Midwest and Southwest Regions
- February 1984 -WASO approval of TD
 -Official study start
 -News release - with media feature article package
 -Develop NPS task force between regions with
 Regional Director to Regional Director request
 -Coordination letters, Regional Directors to
 Governors (9)
- March -
 July 1984 -Coordination meeting(s) - NPS regions, States,
 special interest groups and WASO
 -Request historical significance assistance - 9 SHPO's
 -Data collection, research and field work
 -Develop mailing lists, contacts, sources, etc.
 -Develop an array of alternatives (Preliminary)
 -Begin graphics
 -Develop public information brochure - printing
 -Make preliminary feasibility determination

August -
 September 1984 -Develop public information brochure for workshops -
 printing
 -Plan and schedule workshops

October 1984 -Conduct workshops - minimum 1 per State (9)

November -
 December 1984 -Write workshop summary brochure with proposed plan
 alternatives
 -Printing
 -Mailing

January -
 March 1985 -Prepare draft study report
 -Complete graphics
 -Typing
 -Plan and Review
 -Revise
 -Preliminary draft to WASO for printing approval and
 comment

April 1985 -WASO review and approval

May -
 July 1985 -Final draft revisions
 -Printing
 -Mailing
 -News release and media package

August -
 September 1985 -45-day public review
 -Historical significance determination - NPS Advisory
 Board

Possible second round of public meetings (9)

October 1985 -Final revisions
 -Final report preparations

November -
 December 1985 -Final printing

January 1986 -Release final study report

Final
3/30/84

TASK DIRECTIVE - TRAIL OF TEARS

NATIONAL HISTORIC TRAIL STUDY

PACKAGE NUMBER

LOCATION: Georgia, Alabama, North Carolina, Tennessee, Kentucky,
Illinois, Missouri, Arkansas and Oklahoma

LEAD REGION: Southeast Region

COOPERATING REGIONS: Midwest and Southwest Regions

PREPARED BY: Wallace C. Brittain, SERO, February 1984

REVIEWED BY: Tom Gilbert, MWRO, February 1984
Doug Ferris, SWRO, February 1984

RECOMMENDED: _____ DATE: _____
REGIONAL DIRECTOR, SOUTHEAST REGION

CONCURRED: _____ DATE: _____
REGIONAL DIRECTOR, SOUTHWEST REGION

_____ DATE: _____
REGIONAL DIRECTOR, MIDWEST REGION

APPROVED: _____ DATE: _____
DIRECTOR, NATIONAL PARK SERVICE, WASHINGTON

TASK DIRECTIVE FOR THE TRAIL OF TEARS
NATIONAL HISTORIC TRAIL STUDY

Background

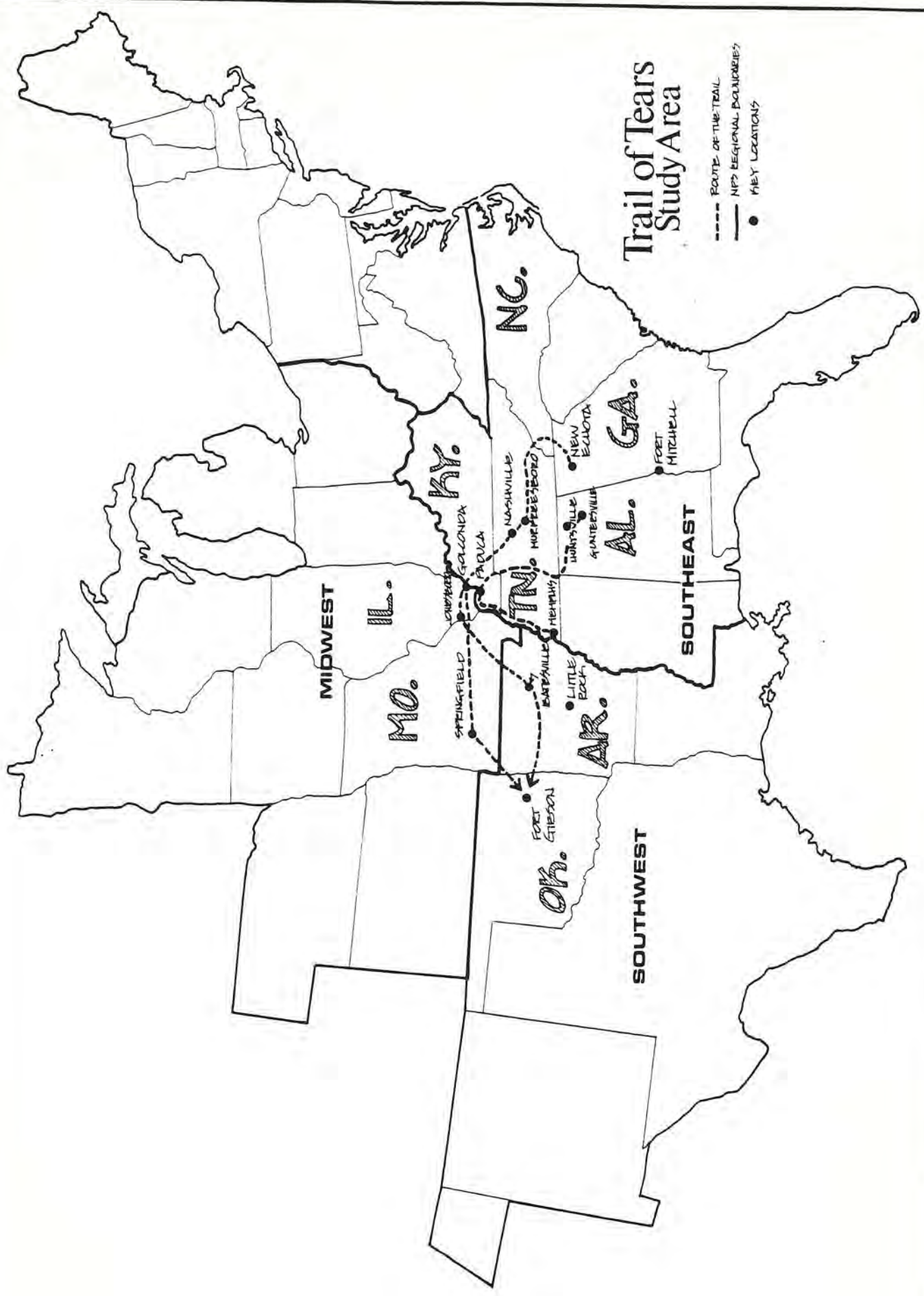
In March 1983, Public Law 98-11 authorized a feasibility study of the "Trail of Tears, including the associated forts and specifically Fort Mitchell, Alabama, and historic properties, extending from the vicinity of Murphy, North Carolina, through Georgia, Alabama, Tennessee, Kentucky, Illinois, Missouri, and Arkansas, to the vicinity of Tahlequah, Oklahoma." This potential national historic trail is based on the land and water routes travelled by Cherokee Indians during their tragic removal to Oklahoma. The route begins in northern Georgia and extends westward passing through nine States and within the boundaries of three National Park Service Regions.

As early as 1802, Thomas Jefferson first proposed the concept of moving the southern Indians west of the Mississippi. Throughout the years white settlers encroached on Indian lands and demanded title. Despite efforts by the Indians to adopt white men's ways, harrassment continued. In 1830, with the support of President Andrew Jackson, Congress passed the Indian Removal Act.

Thus, between 1830 and 1832, all but the Cherokees signed treaties and moved west to what is presently eastern Oklahoma. Twice the Cherokees fought their battle to the Supreme Court. Although the second decision declared that the United States government must protect the Indians, Jackson failed to enforce the decision, and State and local officials confiscated Indian lands. In 1835 a minority faction, speaking for the

Trail of Tears Study Area

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- KEY LOCATIONS



whole tribe, signed the removal treaty and moved west. During 1837-38, government soldiers moved the Indians into stockades and then forcibly moved them west by land and by water. Hundreds, even thousands, died along the "Trail of Tears."

Based upon the legislative history of Public Law 98-11, this study will deal specifically with an investigation of the Cherokee Trail of Tears. Routes used by all of the Five Civilized Tribes - the Cherokee, Creek, Choctaw, Chickasaw, and Seminole Indians - are equally significant and will be addressed in a broad sense.

Planning History

There has been no Park Service planning for the potential national historic trail. However, voluminous information is available concerning removal of the five civilized Indian tribes from the Eastern United States to the west during the 1830's, and the one specific trip which became known as the Trail of Tears. The Trail of Tears within the State of Tennessee was designated as a component of the Tennessee Scenic Trail System in 1977. A thorough research and planning document on the subject was published by Tennessee Department of Conservation. The Fort Smith National Historic Site (Arkansas) commemorates and interprets the Indian removal story for the National Park System. Accordingly, Fort Smith will be of significant importance to this study.

The popular outdoor drama, "Unto these Hills," produced each summer in Cherokee, North Carolina deals primarily with the Indian removal and the Trail of Tears. Sites and events associated with the Indian removal have received increasing interest, study, and commemoration in recent years.

Issues and Alternatives

There are two primary issues to be addressed in a national historic trail study:

1. Does the Trail of Tears route meet the criteria for national historic trails established by the National Trails System Act, Public Law 90-543, as amended? (Is it eligible for designation?)
2. Is designation of the Trail of Tears route as a national historic trail feasible and desirable?

Historians from the Southeast and Southwest Regions with input from the Midwest Region will develop the appropriate historical data to assure sufficient study report information is available to the National Park System Advisory Board in making a determination on national historical significance. Feasibility and desirability questions will be addressed through public involvement, State and Federal agency participation and NPS inter-regional coordination.

In addition to the two primary issues, the scope of this study, comprising nine States and three NPS Regions, will require sustained and effective study coordination and cooperation between the Regions.

Alternatives to be investigated in the study include:

1. Identification and commemoration of a cross-country route and/or a highway route which follows the Trail of Tears.

2. Consideration of creative management alternatives involving Federal, State, local and/or private interest in establishing the Trail of Tears.
3. Identification and recognition of trail-related cultural resources and existing historical sites which would complement the Trail of Tears.

Scope of Work

1. Develop information on the historic significance of the route and on eligibility for designation based on national historic trail criteria. (Determining of the historic significance of the trail route by the National Park Service Advisory Board will be coordinated during the draft report review period.)
2. Identify the location (corridor) of the historic route and determine land use and land status of areas crossed by the trail.
3. Evaluate potential development of the trail on the historic route or on existing trails in the area of the route.
4. Evaluate the potential for interpretation of the historic event along the route.
5. Determine the interests of land owners/managers in developing and administering trails, interpretive programs and facilities on the route.
6. Estimate costs of trail development and operation.

7. Determine and as appropriate develop required environmental compliance documentation. Due to the scheduled study duration, level of funding, and nature of the study, and Environmental Assessment (EA) will be done. Should the EA indicate the need for an Environmental Impact Statement (EIS), a separate task directive will be prepared.
8. Evaluate the level of general public interest in the trail.

Public Involvement

Active public participation in the study process will be sought. An official notice of the study start will be sent to known trail interests, public agencies, and the media. Public workshops will be held as soon as practical in each of the States through which the trail route passes. Special emphasis will be given to holding meetings in areas of greatest historical significance or citizen interest such as in north Georgia, western North Carolina, east Tennessee, and Oklahoma.

Following the gathering of background information and completion of public workshops, an array of alternatives including "no action" will be formulated for review and comment by the public and other interest. Public response to these alternatives will be utilized in developing the conceptual proposal presented in the study report.

The Secretary's draft report then will be prepared and circulated for formal review by the public and other interested entities. Comments received on the draft report will be considered in preparing the Secretary's final report to be transmitted to Congress.

Environmental Compliance

The study will include the completion of an environmental assessment, which will be integrated into the study report.

Proposed Coordination

1. A Study Working Group should be established with involvement from at least:

- SERO study team (3 people)
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Working Group Tasks:

- Task Directive
- Coordinate research
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- Coordinate review of information brochures, news releases, and draft study documents

2. NPS field personnel (parks) should have study input with either the State Coordinator (9 States) or another park superintendent, if more appropriate, serving as a field coordinator.

Tasks:

- Assist with public contacts
- Assist with workshops/public meetings
- Assist with research, if appropriate
- Assist with State Government coordination
- Media special feature contacts

3. A public advisory committee should be established to include at least one person per State (9 people minimum).

Tasks:

- Assist with research
- Assist with mailing lists
- Assist with public involvement

Members should come from historical organizations, educational institutions or the general public.

4. A State Government contact group should be established from the natural or cultural resources areas - possibly both. SHPO's, DOT or DNR planners should be included as designated by the Governor's Office.

Tasks:

- Coordination with State and local governments
- Contact lists
- State involvement and planning alternatives
- Public contacts
- Possible research
- State policy direction/decisions

5. Other study participants and cooperators will include federal agencies such as the Forest Service, Tennessee Valley Authority, Department of Transportation, Corps of Engineers, etc.

Funding Requirements

The Rivers and Trails Division, Southeast Region, has lead responsibility for the Trail of Tears. Regional budget estimates for each fiscal year (FY) in the study period are presented below for each of the three regions:

TRAIL OF TEARS
PROPOSED STUDY MANPOWER AND COSTS

1. Southeast Region:

First Year (FY 84)

Salaries:

<u>Participant</u>	<u>Man-Months/% Time</u>	<u>Costs</u>
Chief, R&T Division	9/30	\$ 8,500
Study Coordinator	9/65	17,000
Study Participant	9/50	13,000
Clerical	9/50	6,000
LAR Student Intern	3/100	<u>3,000</u>
Subtotal		\$47,500

Miscellaneous:

Travel	8,000
Printing	<u>2,500</u>
TOTAL	\$58,000

Second Year (FY 85)

Salaries:

<u>Participant</u>	<u>Man-Months/% Time</u>	<u>Costs</u>
Chief, R&T Division	12/75	\$28,000
Study Coordinator	12/100	35,000
Study Participant	12/100	35,000
Clerical	12/75	12,000
LAR Student Intern	6/100	7,000
Subtotal		\$117,000

Miscellaneous:

Travel	6,000
Printing	8,000
TOTAL	\$131,000

Third Year (FY 86)

Salaries:

<u>Participant</u>	<u>Man-Months/% Time</u>	<u>Costs</u>
Chief, R&T Division	3/33	\$ 2,800
Study Coordinator	3/100	8,700
Clerical	3/25	1,000
Subtotal (Salaries)		\$12,500

Miscellaneous:

Travel	2,000*
Printing	2,000
TOTAL	\$16,500

*Travel required if public meeting(s) necessary following release of draft study report.

TOTAL FOR 24-MONTH STUDY - Southeast

Salaries	\$177,000
Travel	16,000
Printing	12,500
TOTAL/SOUTHEAST	\$205,500

2. Midwest Region:

First Year (FY 84)

Travel	<u>\$1,000</u>
TOTAL	\$1,000

Second Year (FY 85)

Travel	<u>\$1,000</u>
TOTAL	\$1,000

3. Southwest Region:

First Year (FY 84)

Salaries:

<u>Participant</u>	<u>Man-Months/% Time</u>	<u>Costs</u>
Planning Coordinator Consultants	(Salary & Travel)	\$20,000
Chief, Division of Planning & Design	(Travel)	5,000
Chief, Division of History	(Travel)	<u>5,000</u>
TOTAL		\$30,000

Second Year (FY 85)

Planning Coordinator Consultants	(Salary & Travel) (Travel)	\$20,000 <u>5,000</u>
TOTAL		\$25,000

Third Year (FY 86)

Planning Coordinator Consultants	(Salary & Travel)	\$6,000 <u>1,000</u>
TOTAL		\$7,000

4. Grand total for 24-month study - 3 regions

Salaries	\$223,000
Travel	34,000
Printing	<u>12,500</u>

GRAND TOTAL	\$269,500
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Study Participants/Primary Contacts

Sharon Keene, Chief, Rivers and Trails Division, Southeast Region

Wallace C. Brittain, Study Coordinator, Rivers and Trails Division,
Southeast Region

Gerald Kazmierczak, Principal Planning Coordinator, Southwest Region

Tom Gilbert, Planner, Midwest Region

Jeff Chidlaw, Planning and Special Studies, WASO

Study Schedule

- December 1983
- Prepare Task Directive (TD)
 - WASO Coordination
 - Gather basic background information
- January -
February 1984
- TD to Plan and Review
 - Initiate telephone contacts
 - Contact Midwest and Southwest for TD input
 - Begin early coordination tasks, telephone contacts, etc.
 - Contact Midwest and Southwest Regions
- March 1984
- TD to WASO
 - WASO approval of TD
 - Official study start
 - News release - with media feature article package
 - Develop NPS task force between regions with Regional Director to Regional Director request
 - Coordination letters, Regional Directors to Governors (9)
- April -
July 1984
- Coordination meeting(s) - NPS regions, States, special interest groups and WASO
 - Preplanning (Scoping) meeting - States and key contacts
 - Request historical significance assistance - 9 SHPO's
 - Data collection, research and field work
 - Develop mailing lists, contacts, sources, etc.
 - Develop an array of alternatives (Preliminary)
 - Begin graphics
 - Develop public information brochure - printing
 - Make preliminary feasibility determination

August -
 September 1984 -Develop public information brochure for workshops -
 printing
 -Plan and schedule workshops

October 1984 -Conduct workshops - minimum 1 per State (9)

November -
 December 1984 -Write workshop summary brochure with proposed plan
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 -Printing
 -Mailing

January -
 March 1985 -Prepare draft study report
 -Complete graphics
 -Typing
 -Plan and Review
 -Revise
 -Preliminary draft to WASO for printing approval and
 comment

April 1985 -WASO review and approval
 -Informal coordination of draft report with SHPO's

May -
 July 1985 -Final draft revisions
 -Printing
 -Mailing
 -News release and media package

August -
 September 1985 -45-day public review
 -Historical significance determination - NPS Advisory
 Board

Possible second round of public meetings (9)

October 1985 -Final revisions
 -Final report preparations

November -
 December 1985 -Final printing

January 1986 -Release final study report