

# The Harriet Tubman Underground Railroad Byway

## Where Ordinary People Did the Extraordinary



A partnership of  
Caroline and Dorchester Counties  
Heart of Chesapeake Country Heritage Area  
Maryland Office of Tourism Development  
Maryland State Highway Administration

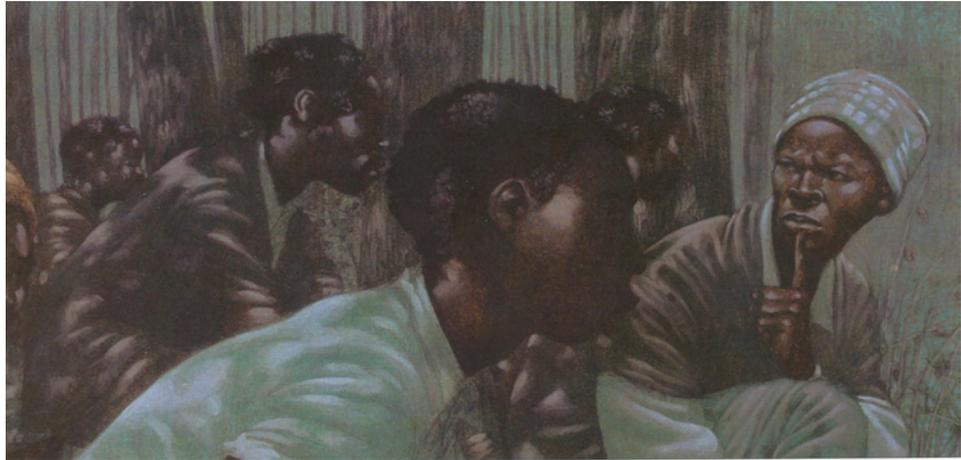
## Corridor Management Plan

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# Chapter One:

## Harriet Tubman, the Underground Railroad, and the Byway

For several years preservationists, historians, and tourism officials in Dorchester and Caroline Counties on Maryland's Eastern Shore have been working together on a touring drive that generally follows the route taken by slaves escaping north on what came to be known as the Underground Railroad. The touring drive is designated the Underground Railroad Scenic Byway by the Maryland State Highway Administration, and the resources of the Byway are significant. With the rapid population growth taking place in the region, a Corridor Management Plan (CMP) was needed. The CMP will help assure the long-term preservation of landscapes and historic sites, as well as guide development of interpretive programs that will convey the history of the Underground Railroad along the Byway.

With a corridor management plan, the Harriet Tubman Underground Railroad Byway (HTURB) could become designated as an All American Road (AAR) or National Scenic Byway (NSB). That honor brings eligibility for funding for preservation of key resources, creation of interpretive programs, and for the implementation of road safety solutions for pedestrians and cyclists, as well as cars, trucks, and farm machinery. Funding can also support technical assistance to property owners and marketing the Byway as a visitor experience.

### Corridor Management Plan

Achieving the route's recognition as an All American Road or National Scenic Byway is a central focus of the Harriet Tubman Underground Railroad Byway Organization (Byway Organization), and completion of the Corridor Management Plan is an essential step in garnering such recognition. Byway planning and national recognition are important to the region for several reasons:

- Completion of a Corridor Management Plan (CMP) makes the Byway eligible for

grant funding under the National Scenic Byway Program. Through the year 2005, the Byways Program has provided funding for more than 2,100 projects along designated byways.

- NSB recognition improves the HTURB Byway's ability to compete for grants and assistance from foundations and state and federal sources.
- The Byway's inclusion in state and national maps and guides supports local efforts to strengthen local economies through heritage and eco-tourism.
- Having a plan will help encourage private and public preservation of cultural resources and historic landscapes that tell a story of national importance.
- Participation in the CMP's implementation is voluntary. Neither the Plan's completion nor the Byway's designation nationally diminishes local control over decisions affecting land use and development along the corridor.

The corridor management planning process examines the complicated environment along a proposed byway route to understand resources important to its inherent quality. Resources fall into six categories of "Intrinsic Qualities:" cultural, historic, natural, recreational, archeological and scenic. To achieve national recognition, a byway must contain at least one intrinsic quality of regional significance, with "significance" defined as representative of a geographic area encompassing two or more states. According to the National Scenic Byway Program guidebook, *Byway Beginnings: Understanding, Inventorying and Evaluating a Byway's Intrinsic Qualities*, a byway may be considered significant if the following general criteria are met:

- Resources and experiences are of high quality and are sought out by travelers from outside the region.
- The story is of interest to a broad segment of the traveling public.
- The experiences related to the story occur with frequency along the byway.

For the purpose of determining regional significance, the three-state region of the Eastern Shore, including portions of Maryland, Virginia and Delaware, has been used. For each intrinsic quality, the Byway and its related resources have been compared to similar roads and resources in the region. The significance of the Harriet Tubman Underground Railroad Byway primarily lies in its **historic** qualities with strong **recreational**, and **scenic** qualities present, as well.

### Historic Context

Slavery was a major part of the nation's economy until the Civil War. Opposition to slavery on moral grounds was an undercurrent as early as the founding fathers, even among those who themselves owned slaves. By 1804 slavery was abolished in all the states north of Maryland. By the 1840s, the abolition movement had become quite vocal, attracting tens of thousands of members. Sympathizers, free blacks, and slaves had formed an active network of clandestine routes, safe houses, individuals, and places, by which slaves attempted to escape to freedom. The network came to be known as the Underground Railroad, with "conductors" acting as guides to their freedom-seeking "passengers" traveling the line.

The strengthening of the Fugitive Slave Act Law in 1850 made it more dangerous to harbor or assist fugitive slaves, and those fleeing slavery could be pursued, captured, and returned from non-slave holding states. Dedicated conductors continued to help, regardless that most freedom seekers necessarily had to flee to Canada. At its height, between 1810 and 1850, an estimated 30,000 to 100,000 people escaped slavery via the Underground Railroad.

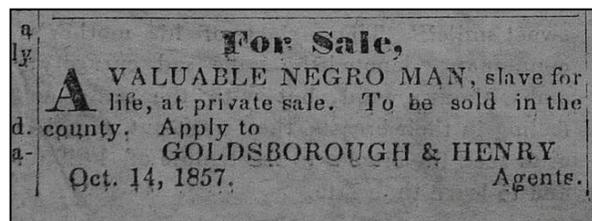
### Defining Intrinsic Qualities

**Historic Quality** encompasses legacies of the past that are distinctly associated with physical elements of the landscape that are of such historic significance that they educate the viewer and stir an appreciation of the past. The historic elements reflect the actions of people and may include buildings, settlement patterns, and other examples of human activity.

**Recreational Quality** Recreational quality involves outdoor recreational activities directly associated with and dependent upon the natural and cultural elements of the corridor's landscape. The recreational activities provide opportunities for active and passive recreational experiences.

**Scenic Quality** is defined as the heightened visual experience derived from the view of natural and man-made elements of the visual environment of the scenic byway corridor. The characteristics of the landscape are strikingly distinct and offer a pleasing and memorable visual experience. All elements of the landscape – landform, water, vegetation, and man-made development – contribute to a byway's visual environment.

In Dorchester and Caroline County on Maryland's Eastern Shore, the Underground Railroad was particularly active in the 30 years leading up to the Civil War. Maryland's agricultural economy was based on grain and as grain prices dropped nationally in the first half of the 19<sup>th</sup> century, Eastern Shore planters faced economic decline, even ruin. Slaves were property - assets that could be sold to traders who took them south to the cotton fields.



Typical newspaper notice of a slave sale, Denton, Caroline County MD, 1826.

In addition to enduring a brutal life, Eastern Shore slaves faced having their families broken up as fathers, husbands, wives, and children were sold at auction and separated forever.

Though the dangers of escape north were huge, the chances of being sold south and the presence of an expanding Underground Railroad network heightened the desire for freedom.

About one half of this area's black population was free. They worked for wages in shipyards or in timbering operations, often toiling side-by-side with enslaved Blacks, who saw the different - though difficult - life freedom brought. Quakers had been a presence in the area for several generations. Philadelphia had a particularly active Underground Railroad network, as did Baltimore, which had the nation's largest free Black population. The unique geography of the Chesapeake Bay and its many tributaries provided water routes to sympathizers and Underground Railroad activists. **The conditions in Dorchester and Caroline Counties set the stage for some of the most daring escapes and rescues of the Underground Railroad.**



Rare photo of Harriet Tubman, circa 1886

Harriet Tubman, the best known conductor of the Underground Railroad, was born into slavery around 1822 in Dorchester County, and in 1848 she escaped. As a free woman, despite the extreme danger, she made more than a dozen trips back to the area over the next ten years. Working with other abolitionists and Underground Railroad activists, Tubman was able to rescue about seventy of her relatives and friends, leading them north to freedom.

Frederick Douglass, abolitionist and statesman, was born into slavery in 1818 near Hillsboro, in Caroline County. Douglass was sent to Baltimore to labor. It was there that he learned to read and first heard of the abolitionist movement. He was returned to Hillsboro from Baltimore for the division of his owner's estate. It was here, lined up with livestock and farm implements, that he had the realization of himself as property. Douglass escaped in 1838 while in Baltimore. Drawing on his life as an enslaved person and his eloquence, Frederick Douglass became one of the most prominent speakers for the abolition of slavery.

In addition to these two well known American heroes, there were many others who participated in Underground Railroad activities, including free Black minister, Samuel Green, Daniel Hubbard, white Quaker minister, Jonah Kelley, Jacob Jackson, and the Leverton family.

The Underground Railroad was particularly active in Dorchester and Caroline Counties due in part to unique geographical features - the many navigable rivers and bays of the Chesapeake and the relatively short distance to Pennsylvania on the free side of the Mason Dixon Line. Hundreds of enslaved people fled from farms, plantations, and shipyards, loosely following an old Indian footpath that paralleled the Choptank River, the route of today's HTUR Byway.

The HTUR Byway route connects many known sites where Underground Railroad activity took place, including the farm on which Harriet Tubman spent much of her childhood, places she described in her memoirs, sites of public slave auctions and trials of persons accused of aiding enslaved people, and places where freedom seekers hid from danger. Long established



**Many views from the Byway retain a strong sense of the 19<sup>th</sup> Century landscape of the Underground Railroad era.**

African American communities remain in several locations along the Byway.

With a slower pace of development here than in other parts of the Eastern Shore (though this is changing), along the Byway are many places where the historical landscape is relatively unchanged. Farm fields, dotted with brick and frame houses and farm buildings, remain much as they were in the middle of the 19<sup>th</sup> century.

Today, a substantial population of both Counties goes back many generations. Among residents are descendents of free Blacks and slaves who were unable to leave or chose not to, as well as white descendents whose ancestors were slave owners. The shadow of slavery and race remains an unspoken factor in local culture. Through imaginative interpretive programming there is the potential to foster greater racial understanding around the Underground Railroad – the nation’s first grassroots civil rights movement, and one in which African Americans played important leadership roles along with white Abolitionists and people of conscience.

## Scenic & Recreational Context

For most of the HTUR Byway route, the landscape is largely comprised of cultivated fields and forested land. Tidal marshes and meandering creeks are a predominant feature in southern Dorchester County, making this area a major stopover for migrating water fowl of all kinds. The Blackwater National Wildlife Refuge is one of the best known sites for bald eagle viewing on the East Coast. Where the land rises slightly, corn and soybean fields stretch to the tree line. Until the last few years, there has been little subdividing of agricultural land and few modern intrusions interrupt the view in many places along the Byway. Settled areas like Madison, Bucktown, East New Market, Secretary and Preston have few modern intrusions on their edges, and the distinction between town and countryside remains evident.

Recreational boating is a major contributor to the local economy. Boaters and kayakers find the perfect environment here on the Choptank River and other smaller waterways, including Cross Creek, the Little Blackwater, Fishing Creek, Transquaking River, and Tuckahoe Creek. In addition, this part of the Eastern Shore is popular with goose and duck hunters. Flat terrain, wide road shoulders and low traffic volumes on county roads also make the area a popular destination for cyclists.



**Flat terrain, low traffic volumes and scenic surroundings make this area popular with cyclists.**

## How the Plan was Developed

For the HTUR Byway, the management plan process was guided by two groups: A 38-member Advisory Committee, comprised of a cross section of stakeholders from both Counties, has met four times at key intervals to brainstorm issues and opportunities, shape the vision and goals, and provide feedback on emerging strategies. A Management Committee, comprised of representatives of the two counties' tourism and planning offices, Maryland State Scenic Byways program, and Maryland Office of Tourism Development, has met more frequently and provided oversight. Members of these two groups are listed on the inside back cover.

The first of two rounds of public workshops was held early in the process when key issues and opportunities were being identified. The meetings generated lively discussion of the perception that an African American experience and story might become a tourism "product" with little benefit for local residents, particularly African Americans. From the outset, facilitated discussions enabled conversations about the complex local legacies of slavery and the Underground Railroad, and in so doing, challenged assumptions about scenic byways and heritage tourism.

The strategies presented at the second round of public workshops reflected these earlier conversations and evidenced a more dynamic approach to interpretation, one that encompasses past, present, and future, and that is geared for local residents and visitors. The response to this approach was very positive across racial and jurisdictional lines.

## How This Plan is Organized

Chapter Two describes the route and provides an overview of the resources comprising the Intrinsic Qualities of the Byway, as well as current policies in each county for managing a fragile and important landscape.

Maps showing the HTUR Byway's location in the region and its route through the Dorchester

and Caroline Counties, are clustered on the next pages of Chapter One for the readers convenience.

Chapter Three contains the vision, and the key strategies.

Chapter Four details how the strategies can be applied in an integrated way to situations that are typical along the byway.

Chapter Five focuses on implementation – recommendations for implementing the plan, managing the byway, and funding action projects and programs.



Participation in planning workshops was lively and led to a robust vision for the Byway.

Plate 1. Byway Route Map

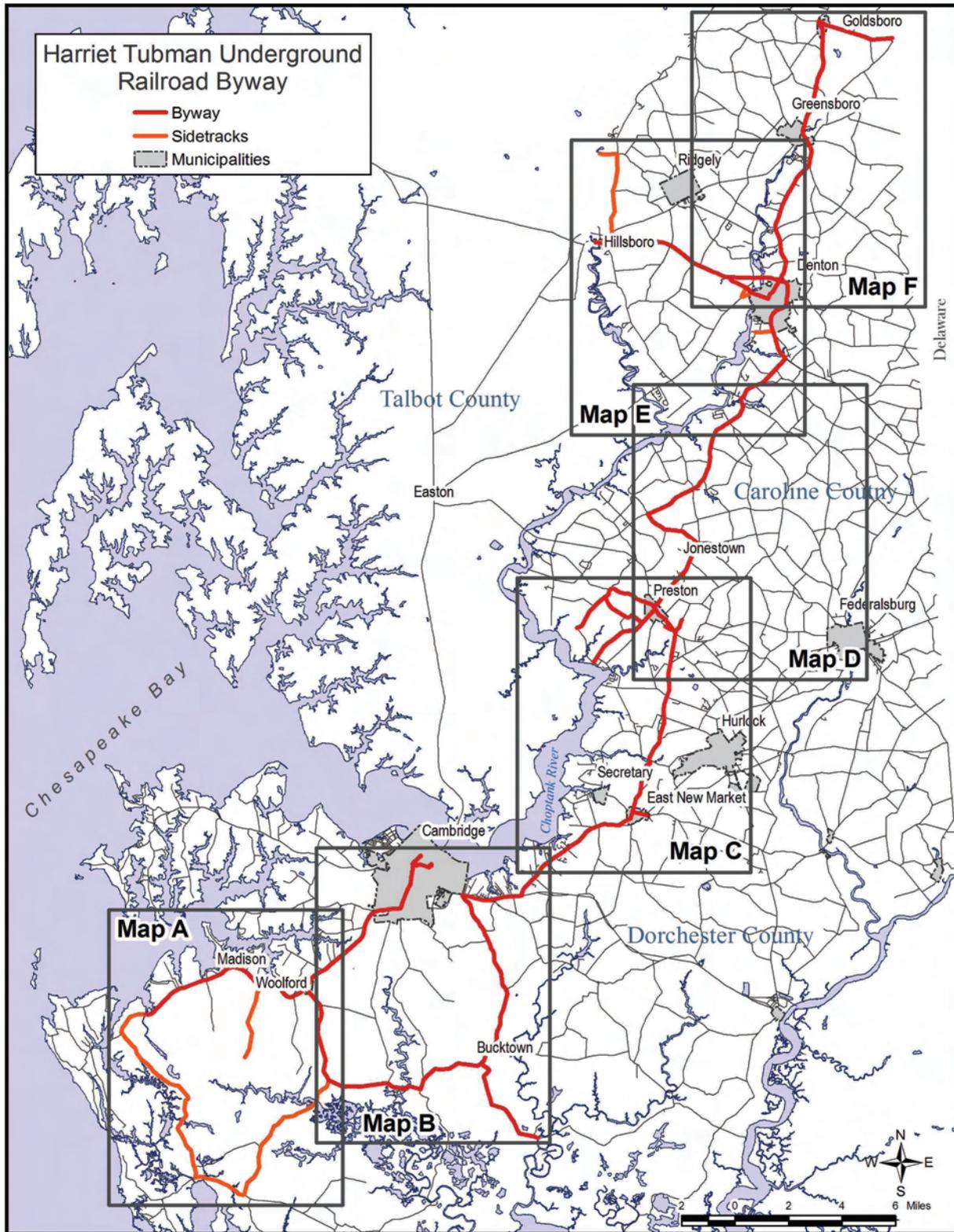


Plate A. Madison – Blackwater NWR

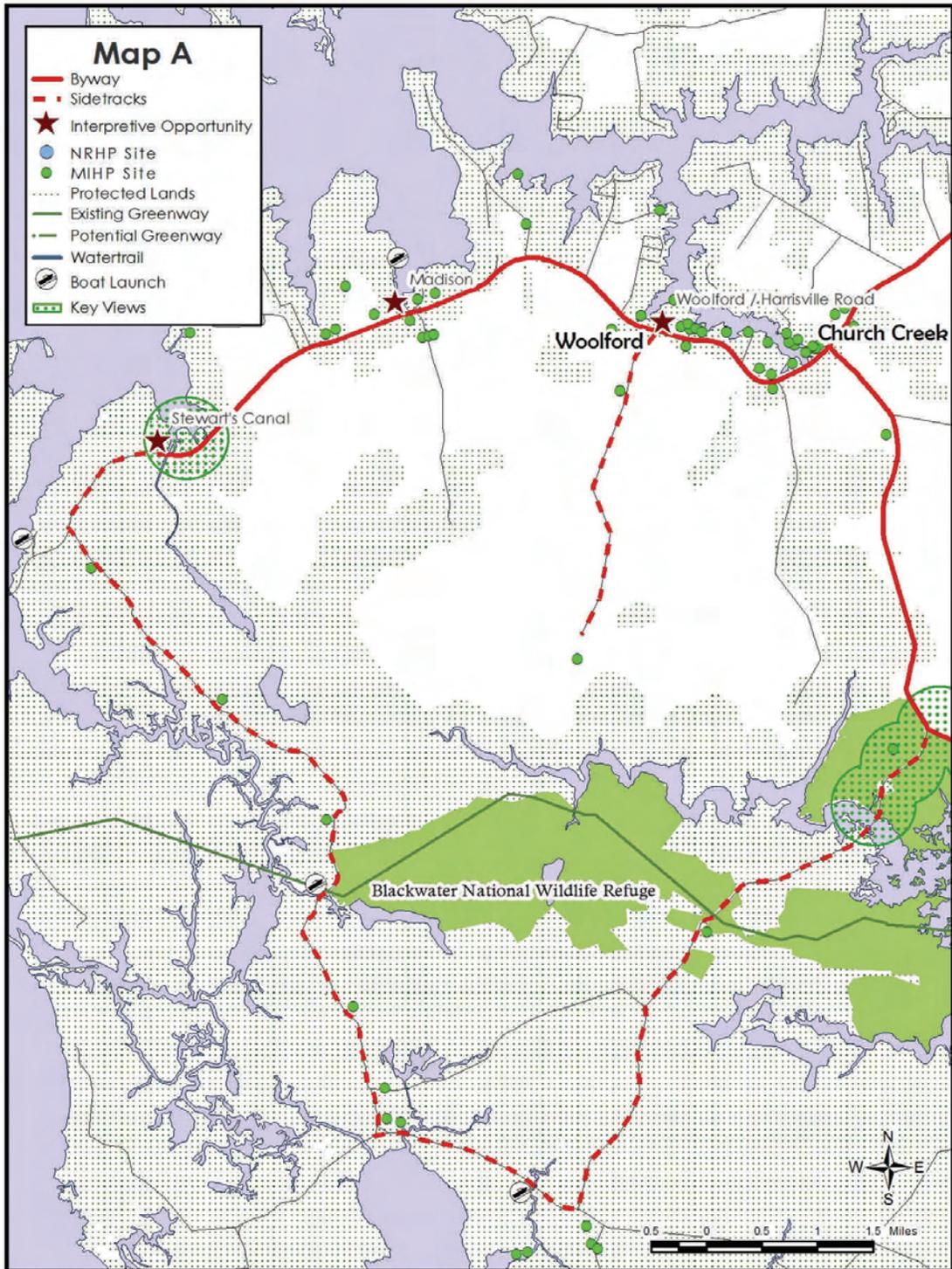


Plate B. Cambridge - Bucktown

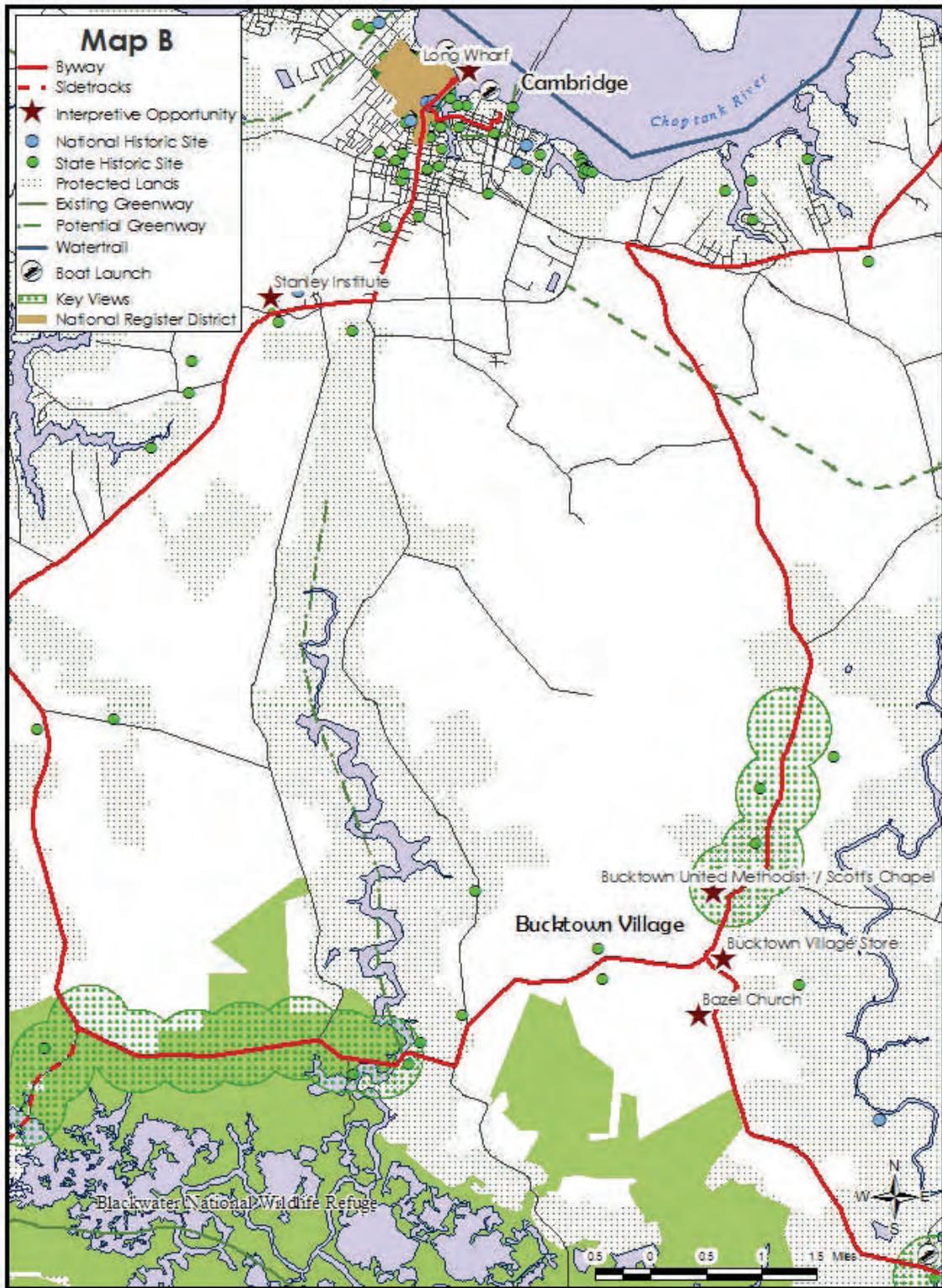


Plate C. -East New Market - Preston

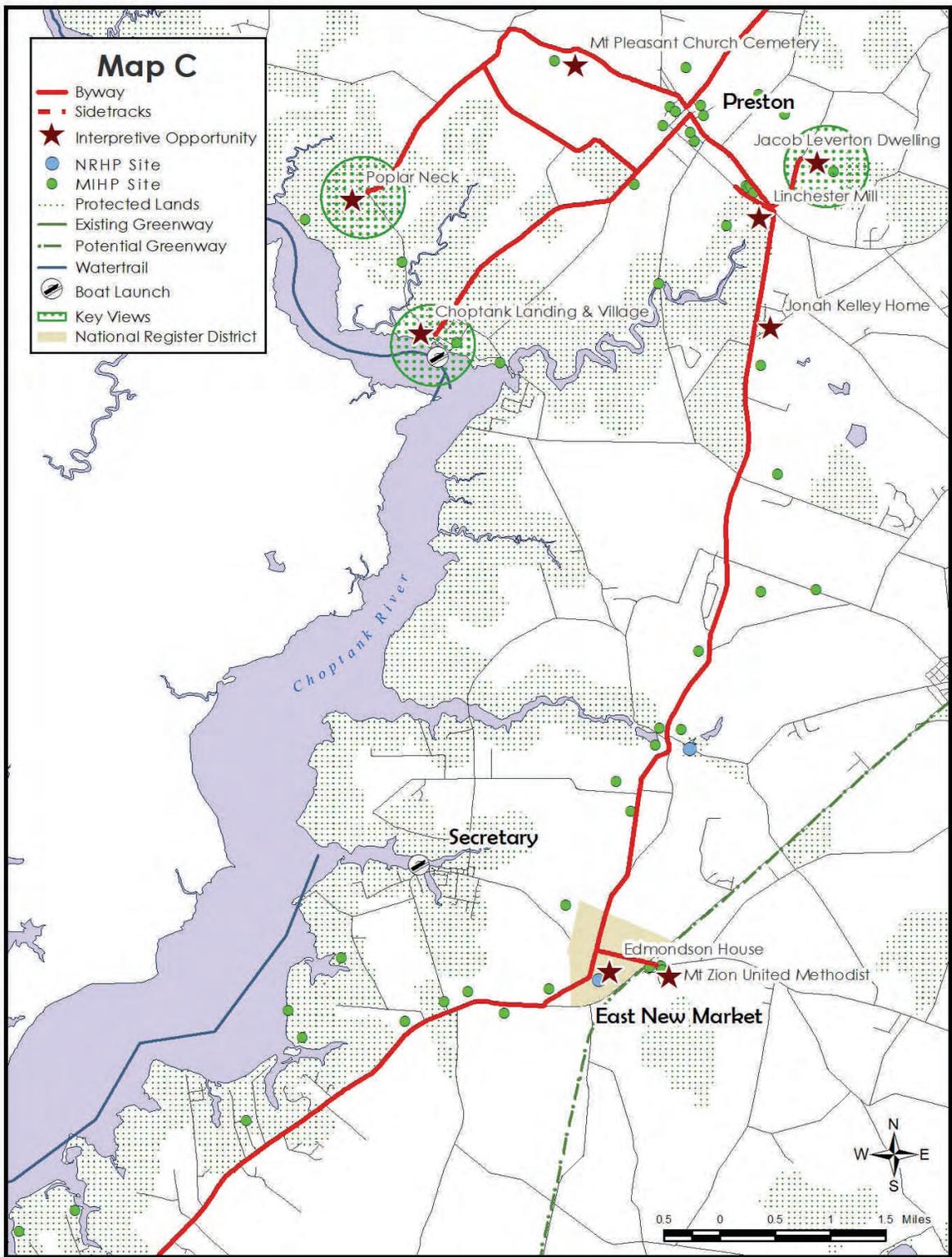


Plate D. --Preston - Martinak State Park

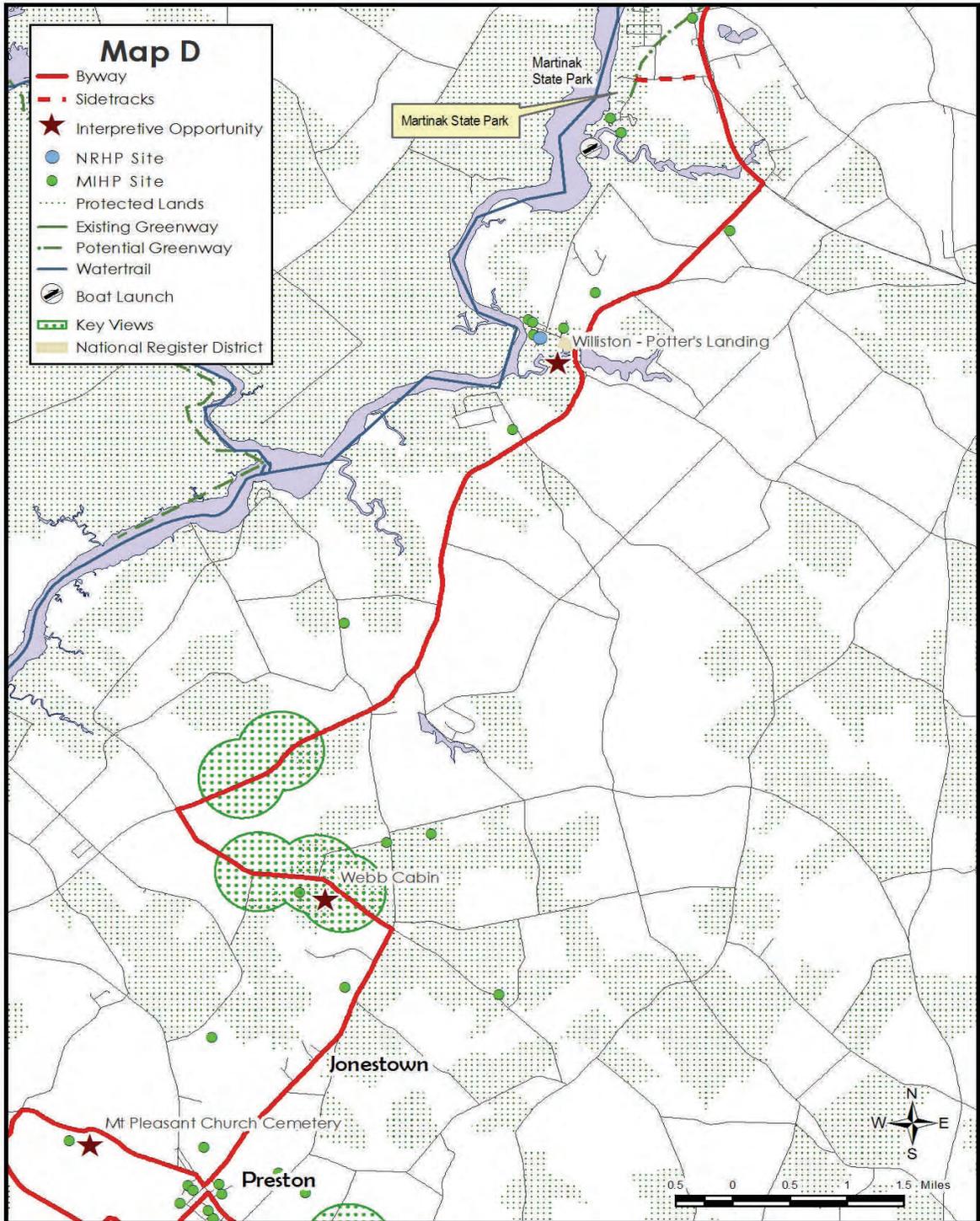


Plate E. --Denton - Hillsboro - Greensboro

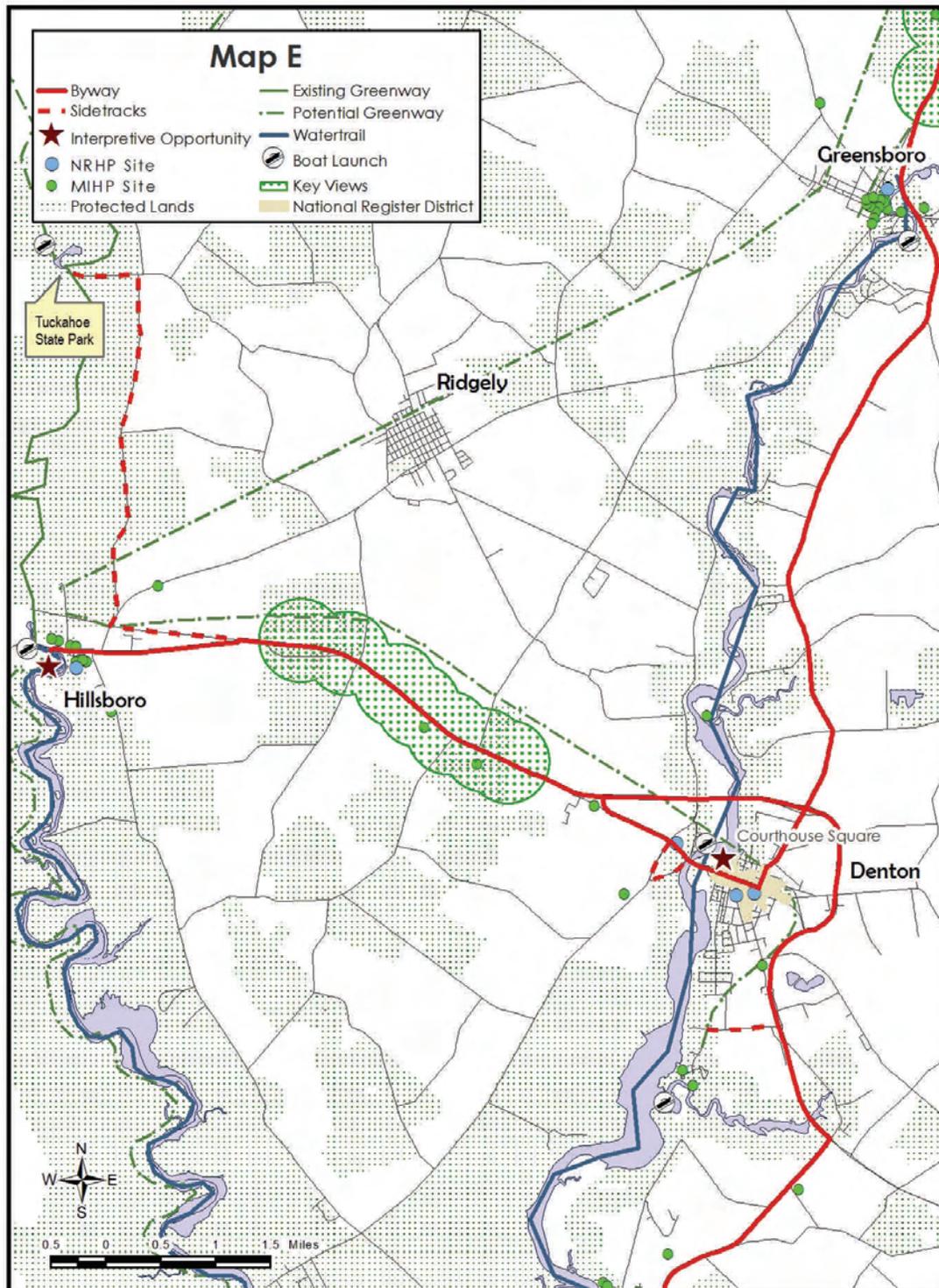
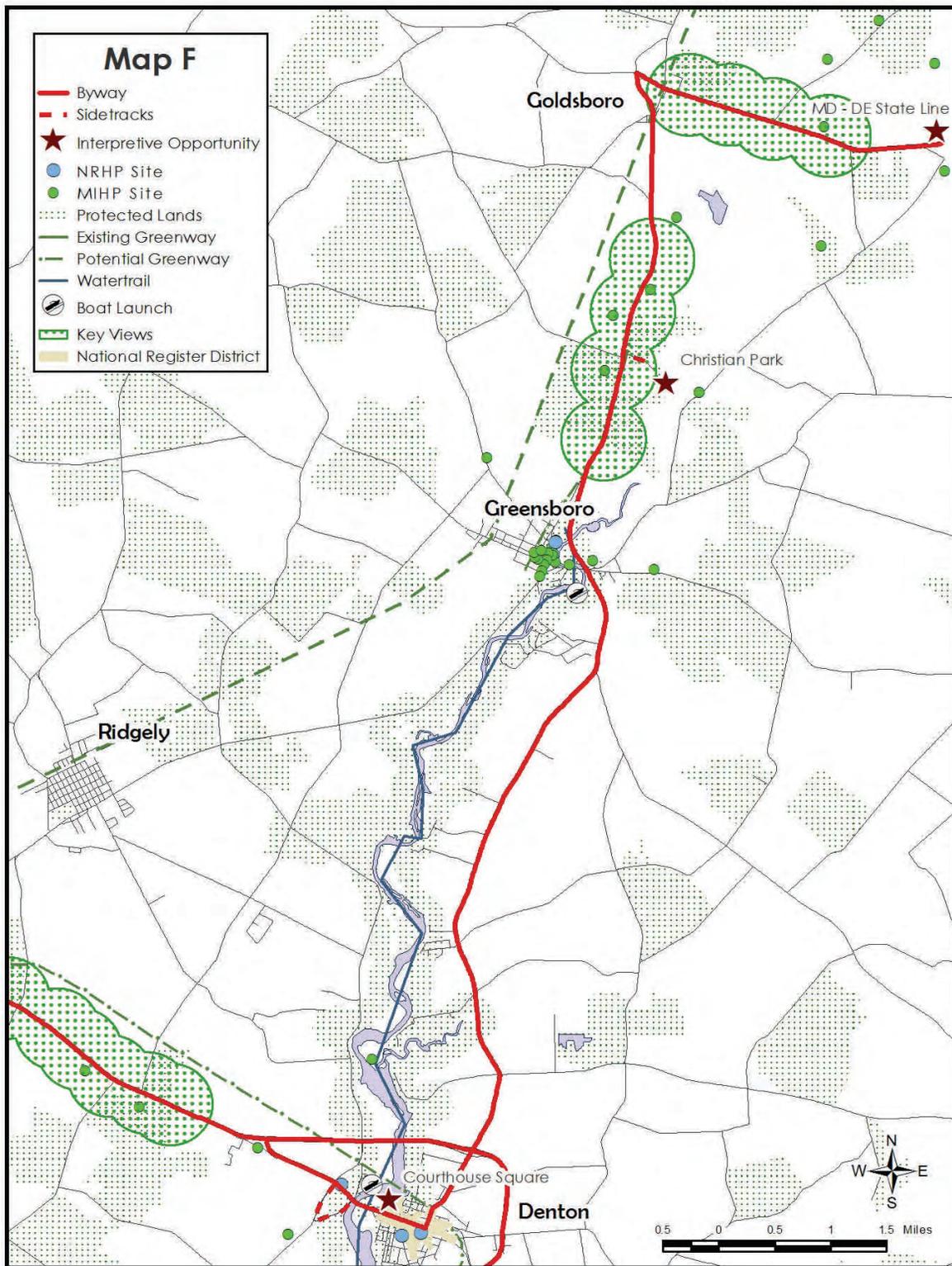


Plate F. ---Denton - Goldsboro



# Chapter Two:

## The Corridor Defined

### Route Description

The Underground Railroad was neither a single route nor an actual railroad with iron tracks. It is better described as a web of paths connecting safe places to rest while making one's way north to the promise of freedom. It is also a collection of people who assisted the freedom seeker through an informal network and the safe places where freedom seekers found refuge. The HTUR Byway traces the likely movements of freedom seekers across the landscape. It connects a number of historic towns, including Cambridge, East New Market, Preston, Denton, Hillsboro, and Greensboro. It also provides access to key historic landscapes with connections to slavery, the Underground Railroad, Harriet Tubman, Frederick Douglass, and numerous others who risked everything to secure freedom for themselves and/or others.



**Typical Byway view of fields, forests – and in the foreground a family cemetery and contemporary house.**



**The Dorchester County Visitors Center is easily seen as one enters Cambridge from the north on the US 50 bridge across the Choptank River.**

Sites like Bucktown Village and Poplar Neck offer strong connections to Harriet Tubman's life in well preserved settings.

The Dorchester County Visitor Center, just off US 50 in Cambridge, is a starting point to orient the traveler to the Byway. There, the visitor will find an exhibit on Harriet Tubman and the Underground Railroad, maps, brochures, and staff well-versed in the local Underground Railroad experience.

The HTUR Byway heads south into the most pristine agricultural and wetland areas of Dorchester County. A high concentration of historic, cultural, and recreational resources are also located along and near the southern portion of the Byway. The route winds its way from downtown Cambridge past the Dorchester County Courthouse, where enslaved people were sold and a few made daring escapes through small maritime and farming villages, salt marshes and fields with panoramic views of open water, and wildlife preserves. Travelers pass forests where Harriet Tubman worked beside her father, and view a canal cut through the wetlands by slaves.

After traversing a landscape that is little changed from the era of slavery and the Underground Railroad, the route heads north on the Delmarva Peninsula.

Following the Choptank River, the Byway offers travelers views of water, forests, and fields – landscapes that appear largely unchanged from the days of the Underground Railroad. Even towns retain much of their mid-19<sup>th</sup>-century charm with historic homes and traditional development patterns. The Linchester Mill complex, just over the Dorchester-Caroline County line, is another area with multiple resources in close proximity. Here the traveler begins to see more physical structures related to the Underground Railroad. En route to Denton, incorporated in 1802, today's travelers pass much of the same scenery as travelers did back in the 1850s. Moving further inland, a subtle shift in landscape takes place as the flatness is replaced with gently rolling hills and more forests. Expansive farmsteads comprise the view from the Byway along MD 404, from Denton to Hillsboro, and also from MD 313 and MD 287 north of Denton.



**Expansive farms characterize the view from the Byway on SR 313 north of Greensboro.**

The seasoned heritage traveler will likely enter the HTUR Byway in Cambridge, with its many resources and services, to follow the route as laid out from south to north – as fugitive slaves did. It is also likely that many visitors will experience sections of the Byway while en route to

other destinations like the beach. They will probably access the Byway in Hillsboro or Goldsboro. To serve this broader audience, other starting or orientation points will be needed along the Byway. Easily accessed from both MD 404 and MD 313, Denton should serve as a starting or orientation point for Caroline County. Adding some level of Byway reception to Hillsboro and Goldsboro will help to serve as orientation locations in the Byway's northern segments.

## Multi-State Byway

Harriet Tubman's travels on the Underground Railroad guiding fugitives to safety did not end at the Maryland border. Initially on her own she continued through Delaware, receiving assistance from Thomas Garrett and in Pennsylvania from William Still, settling in Philadelphia. When she led others northward, she continued through Pennsylvania to New York, ending in Auburn. With passage of the Fugitive Slave Law in 1850, she took her charges all the way to St. Catherine's, Ontario.

There are many Tubman and Underground Railroad stories beyond Maryland in these other states. A full Tubman Underground Railroad visitor experience would encompass a pilgrimage from the land of her enslaved childhood and young adulthood, through the countryside she experienced on the Underground Railroad, to the places she and her family and friends settled and lived in her later life.

Through careful planning and collaboration with neighboring states, the byway has the potential to cross state boundaries to demonstrate Tubman's full national significance. Maryland Office of Tourism Development has begun planning efforts toward that end.

Discussions with Delaware tourism officials have been encouraging. Delaware officials have selected a route and sites in their state and are interested in a collaborative partnership. Similarly, Maryland has established a partnership with city officials in Auburn, New York, site of Tubman's final home and resting place.

## Harriet Tubman Underground Railroad State Park

At the request of local constituents and based on the traveler demand for Tubman information, the State of Maryland has created a multi-agency partnership to pursue the establishment of a Harriet Tubman Underground Railroad State Park. The park would offer a state of the art exhibit center, interpretive trails, self-guided and group tours, living history programs, and educational curricula and research resources about Harriet Tubman and the Underground Railroad.

Stakeholder and working group input has been gathered and continues to guide development of the park and visitor center. Many Byway Organization members currently serve on the working group for the park. The proposed park is planned for a location on property adjacent to Blackwater National Wildlife Refuge along the Harriet Tubman Underground Railroad Byway. There, natural habitats are readily available for interpretation and visitors can benefit from the campus approach offering other visitor services within the refuge. The center will serve as a trailhead for the byway and will orient visitors to Tubman stories, landscapes and resources in Maryland and beyond.

This park and visitor center is crucial to meeting the needs of travelers, schools and other groups seeking extensive information about Tubman's life that is presented in an engaging way. In light of the national significance of Tubman's life and work, a park and center of this caliber will provide Tubman her proper recognition. The Byway Organization should continue to support the center and park and collaborate in its planning through time, talent and financial support if possible.

### Byway Resources with Intrinsic Qualities

A critical early step in the corridor management planning process is to inventory and establish the significance of a byway's resources. Byways consist of the sum of various scenic, historic, cultural, natural, and recreational

resources and the tools available to interpret and protect those resources. The basic requirements of the National Scenic Byways Program are based on what are termed "intrinsic qualities." These are categorized as follows:

- Historic - physical elements of the landscape, whether natural or manmade, that are of historic significance capable of creating greater understanding of and appreciation for the past.
- Scenic — heightened visual experience, memorable and unique, which can include natural and manmade elements.
- Recreational — outdoor recreational activities tied to the natural and cultural elements of the landscape, including rafting, boating, fishing, and hiking.
- Cultural — customs or traditions of a distinct group of people, which can include crafts, music, dance, rituals, festivals, speech, food, special events, vernacular architecture, etc.
- Natural — features in the visual environment in a relatively undisturbed state.
- Archaeological — physical evidence of historic/prehistoric activity, which is visible and capable of being interpreted.

For designation as a National Scenic Byway, a route needs at least one "intrinsic quality" that is "distinct and most representative of the region." The HTUR Byway possesses two such regionally significant intrinsic qualities: **Historic** and **Recreational**. Additionally, impressive **Scenic** qualities are evident as well.

Time and secrecy are the enemies when one is seeking historic sites associated with slavery, antebellum free Black communities, and the Underground Railroad. Buildings are often gone or deteriorated, and the covert nature of escaping north meant few people recorded or shared information about their efforts. *With limited material culture to exhibit, the relevancy of today's Eastern Shore landscape is elevated.* Many places along the

Byway are said to look very much as they appeared in the era of the Underground Railroad. The Byway has a wealth of relevant resources, which are outlined below.

## Historic Resources

A challenge of discovering the Underground Railroad today lies in the nature of its historic and cultural resources: many structures no longer exist and anecdotes have become part of private family or community traditions. Because freedom seekers often relied on the kindness of strangers who risked punishment and death to aid them, even oral traditions can be sparse as former slaves sought to protect their collaborators. Thus, existing structures and documented stories related to the Underground Railroad are rare and valuable resources. The Byway includes a number of such historic and cultural resources, often located in scenic settings intimately connected to the surrounding landscape.

Dorchester and Caroline Counties are steeped in history rich with events from the 17<sup>th</sup>, 18<sup>th</sup>, 19<sup>th</sup>, and 20<sup>th</sup> centuries. Large, historic working farms, landscapes, towns, and waterfronts still convey a strong sense of the regional distinction of Chesapeake Country. The HTUR Byway connects important sites and brings the traveler close to many resources near, but not necessarily directly on the Byway.



Heart of Cambridge's historic district.

Dorchester County has two historic districts (Cambridge Historic District, Wards I and II and East New Market Historic District). In addition 21 properties are listed on the National Register of Historic Places. The Maryland Historical Trust lists an additional 728 sites. Caroline County has fifteen properties listed on the National Register of Historic Places in addition to two historic districts: Denton and Williston Mill Historic Districts. The Maryland Historical Trust lists another 366 sites. (A list of sites on the National Register of Historic Places is found in the Appendix).



The wharf at Denton has been restored.

## Recreational and Natural Resources

There is a strong cross-correlation between areas with bountiful natural resources and scenic areas. Wetlands, habitats for endangered or threatened species, and woodlands help reduce pollution and runoff and provide homes for flora and fauna, while also presenting scenic beauty for people. Thus, natural resources are important to scenic byway efforts, especially in a rural environment like the Eastern Shore. There are a number of natural resources within the scenic HTUR Byway's view sheds and sensitive areas.

Byways tend to be strong magnets for "human-powered recreation," such as bicycling, hiking, fishing, boating and water sports, and jogging. These recreational offerings often overlap with natural resources. A wide array of these opportunities can be found along the

HTUR Byway, which passes through or is adjacent to the following resources:

**Fishing Bay Wildlife Management Area** is located south of the Byway in Dorchester County. Water trails begin at the Bestpitch Ferry Bridge, a sidetrack on the Byway route, and provide fine experiences for paddlers canoeing and kayaking on a lake and the Tuckahoe River in the 28,500-acre wildlife management area.

**Blackwater National Wildlife Refuge (BNWR)** in Dorchester County includes more than 27,000 acres. The southern portion of the HTUR Byway borders this impressive refuge. Established in 1933 as a refuge for migratory birds, Blackwater also provides a safe habitat for American bald eagles and Delmarva fox squirrels. The area's vast marsh, woodland, and agricultural lands create a diverse ecosystem home for many wildlife species. The refuge also provides many recreational opportunities including biking, hiking, canoe and kayak water trails, bird watching, fishing, and boating.



Birders flock to Blackwater National Wildlife Refuge.

**Sailwinds Park and Choptank River Fishing Pier** is located at the Visitor Center on MD Route 50 in Cambridge. This water front park has a sandy beach, a one-mile river walk, kayak rentals, a playground, restrooms, a boat ramp, and fishing pier.

**Martinak State Park** is located just east of MD 313/404 on the south side of Denton and has

direct access to the Byway. Camping, boating, hiking, and picnicking opportunities are available in addition to a nature center.

**Christian County Park** along the Martinak River in Caroline County is located on Red Bridges Road north of Greensboro, just off of MD 313. The park is very scenic and **Tuckahoe State Park** is located partially in Caroline County along the Tuckahoe River just north of Hillsboro. There is easy access to this park within two miles of the Byway route. One can bike, hike, and ride on horse back on more than 20 miles of trails. The park offers tent or cabin camping facilities, and allows boating, fishing, provides a place to picnic and to access the river and some foot trails.

**Adkins Arboretum** is a 400-acre native garden and preserve adjacent to the Tuckahoe State Park. More than four miles of paths attract nature lovers.

**Cycling** in Dorchester and Caroline Counties is a popular activity and possible on the secondary roads because of the lower traffic rates. There are many cycling routes identified in brochures for both Dorchester and Caroline Counties; some trails run concurrently with the route or intersect with it.

**Boating and Kayaking.** Water access is plentiful along Dorchester County's 1,700 mile shoreline. There are numerous public boat ramps throughout the county, including Cambridge, Madison, Bestpitch, and Fishing Bay. In addition, several kayaking outfitters rent equipment and offer guided tours, including Underground Railroad programming that is part of the National Park Service Network to Freedom Program.

**Fishing** has been popular on the Chesapeake since 1608, when Captain John Smith's men tried to lure their prey into their submerged fry pans. The Choptank River fishing pier, adjacent to the Dorchester County Visitor Center, and Long Wharf on the Byway in Cambridge, are just two of the many free fishing spots on the Byway. Charters are also available at marinas near the Byway.



Kayak tours are growing in popularity.

**Greenways**, open space connections often found along rivers, ridges, and other natural features, are commonly part of contemporary public sector efforts to preserve natural resources and or provide recreational offerings.

The Dorchester County *Land Preservation and Recreation Plan* identifies various potential greenways and trails, and the Dorchester County *Comprehensive Plan Update*, underway now, should include reference to the CMP. The state and federal governments own significant acreage along the county's southern shoreline, but there is little publicly owned land in the remainder of the county.

Recreational greenways are currently being developed or are planned along the Cambridge waterfront and between Cambridge and the Blackwater National Wildlife Refuge. There are also existing and planned ecological greenways, primarily for the protection of natural resources and wildlife habitat with amenities such as trails for the human population.

One major ecological greenway is the Fishing Bay Greenway which connects both the Taylor's Island and Fishing Bay Wildlife Management Areas and the BNWR. Recognized water trails with access points, resting spots and destinations for appropriate water crafts are located along the Choptank River and the Fishing Bay Wildlife Management Area.

Caroline County's *Land Preservation, Parks and Recreation Master Plan* includes a goal to increase the trail facilities which are currently lacking in the county. This topic should also be included the Caroline County *Comprehensive Plan Update*, underway now.

There are existing and potential greenways in close proximity to the HTUR Byway. The Tuckahoe State Park has recreational and ecological greenways throughout the park. Abandoned rail corridors offer the possibility to connect Tuckahoe State Park to Denton, Ridgely, and beyond via Hillsboro. These same trails could connect to Martinak State Park just south of Denton. Water trails along the Choptank are also in the planning stages with a potential ecological and recreational greenway that would follow the Choptank River from Greensboro to Christian Park.

## Scenic Resources

The Atlantic Coastal Plain geography of the Eastern Shore is described as flat marshy lands that do not exceed 100 feet above sea level. Water is a dominant feature in this landscape, creating forested wetlands and tidal marshes. The fertile soils of the area have been used for agriculture over the last 300 years. In addition to these open landscapes, the Byway passes through historic towns, working farms, and working maritime villages.

Traveling the HTUR Byway route from southern Dorchester County to northern Caroline County, one notices the landscape shifts from marshlands to forest to farms and fields. This landscape has largely remained the same for the last 200-plus years with major development intrusions occurring only in more recent decades around US 50 and the suburban areas around Cambridge and Denton. Panoramic views are fairly common along the southern portion of the Byway route, given the lowland geography of the area coupled with marshland and agricultural landscapes. The views shift to expansive agricultural scenes with forest pockets as the route continues north and heads inland. In both counties, scattered areas of housing and commercial development can be found. Highlights of specific landscapes

along the Byway considered the most attractive views are:

- Joseph Stewart's Canal
- Village of Madison and waterfront
- Harrisville Road farms and forest
- Blackwater National Wildlife Refuge
- Bestpitch Ferry Bridge
- Farms on Bucktown and Aireys Roads
- Poplar Neck
- Choptank Landing
- Leverton House and fields
- Farm landscapes along Grove and Bethlehem Roads
- Farms along MD 404
- Farms along MD 313 and MD 287 north of Greensboro



View from Bestpitch Ferry Bridge.

## Archaeological Resources

Long before John Smith explored the Chesapeake Bay in 1608, the shores of the Chesapeake and its tributaries provided an attractive environment for Native Americans because of its abundance of food and its location along a navigable body of water. Evidence points to human occupation of the area for at least 13,000 years. Revealing the location of fragile archaeological remains requires discretion.

Archaeological sites near the Byway include the Brinsfield site in Dorchester County, listed on the National Register of Historic Places because of its prehistoric importance for resources pertaining to 1000 -1499 AD and 500 - 1000 AD. Willin Village Archaeological site has yielded information associated with the 1100-1500 AD time period. It is also listed on the National Register of Historic Places.

Archaeological artifacts can be seen at the Dorchester County Historical Society and Martinak State Park, which has a partially reconstructed "pungy," an oyster and fishing boat used in the 19<sup>th</sup> century. It was excavated from the Park waters and is on display there.

More current archaeological research was conducted at the Brodess farm site with a focus on Harriet Tubman and her early life.

## Landscape Types

The Eastern Shore is part of the Mid-Atlantic Coastal Plain, which is mostly separated from the South Atlantic Coastal Plain at the Virginia-North Carolina border. The area was formed by shifting sea levels and deposits left by rivers draining from the west. The area is predominantly flat and low, with limited areas of gently sloping hills. Water is a significant landscape feature, contributing to forested wetlands, salt marshes, barrier islands, and bays. Upland forests consist of pines near the coasts and hardwoods inland.

- **Wetlands** - Wetlands include an array of areas that are often tidal marshes or estuaries along tidal rivers. Common in the Eastern Shore. Tidal marshes contain brackish water and accompanying vegetation, such as cord grass. The wetlands often provide largely uninterrupted scenic views with varied features of water, wildlife, low vegetation, trees and brush, and flat lands.

- **Water (River / Inlet) Views** - Water is an integral part of the landscape in Dorchester County. The Byway affords sweeping views of the Chesapeake Bay, rivers and inlets. Several of the sites along the Byway

are adjacent to water, offering varying degrees of interaction with it. Water views are commanding and picturesque, often framed by forests, marshlands, homes, and other features.

- **Forest** - Forests usually cover large areas and include a wide variety of plants and a high density of trees that provide animal habitat, stabilize soils, and improve water quality. In addition, they are aesthetically pleasing. On the Eastern Shore, the forest areas are generally mixed evergreen and deciduous varieties, including loblolly pines, white oaks, and sweet gum. With low elevation gains along the Byway, forests provide the scenic backdrops to a variety of view sheds.
- **Agriculture** - The basic economy of the Eastern Shore has long been agriculture. Today, most farms produce corn, grain, soy beans, or chickens in large scale operations. The agricultural landscape in the counties is comprised of a variety of cultural elements—farmhouses, grain silos, modern industrial-scale chicken houses, and feed crops or other grains, on flat lands periodically broken by forestation.



Madison has been a working watermans village for 200 years, though most of the houses are contemporary.

- **Rural Housing** - Rural housing is generally located on small (two to ten acre) parcels and has additional outbuildings and driveway access to existing county roads. These houses can be grouped along a rural road or located individually, typically with 20 foot setbacks or more. Uses usually include small scale gardening/farming, including keeping livestock. Some hamlets of rural housing actually have roots in the 19<sup>th</sup> century though the current houses are modern in timeframe.
- **Suburban Style Development** Housing development continues at an increasing pace in both Dorchester and Caroline Counties, which are experiencing residential subdivision development with suburban style architecture and lot layout. In addition, traffic volumes and increased population support the development of “edge” or suburban style commercial offerings—franchise architecture, such as fast food restaurants and filling stations, and strip malls, for example. Some of this development is adjacent to existing urban areas, but some is found in otherwise rural landscapes.
- **Urban / Town** – Urban areas or towns are recognized by their higher concentration of buildings, street patterns and smaller lot sizes, and an identifiable town center. Population levels are concentrated with residential areas having four to ten houses per acre. Commercial services, public utilities, and civic services are concentrated in town as it serves as the hub for a regional area.

## Visitor Services

The availability and location of overnight accommodations, food, fuel, and shopping is especially important for visitors to an unfamiliar area. The HTUR Byway has amenities distributed along most sections of the route, providing visitors such services within a few miles of any location.

Cambridge offers the greatest concentration of accommodations along the corridor, including the Hyatt Resort and Marina, several motels and inns. For overall orientation to the Byway, the Dorchester County Visitor Center maintains current information on visitor attractions and amenities. Restaurants, convenience stores, and “big box” retail stores are located primarily on US 50.



**Restaurants and shops enliven Race Street in downtown Cambridge.**

Race Street in Cambridge’s historic downtown is lined with restaurants and interesting shops. Heading southwest from Cambridge on MD16, there are restaurants featuring local cuisine and a farm stand with seasonal local produce. There are also services, food, and antiques in Church Creek. Near Blackwater there are antique shops on MD Route 335, and food and services on Route 50. Farther north, the town of East New Market has shops and is currently undergoing a streetscape face lift. There are also restaurants near the Byway in Secretary and Hurlock.

Located just over the county line, Linchester Mill has a visitor’s kiosk with information on local attractions, including the Byway. Preston is a small town with restaurants, fuel and shopping, including a walkable cluster of antique shops. Denton also has some restaurants, shopping, and traveler amenities located downtown and along MD 404. Overnight accommodations in Denton include a hotel and bed and breakfasts. Heading north, Greens-

boro has amenities on the Byway and in its charming downtown. Goldsboro offers some antique shopping. The Byway continues to Hillsboro which has some convenience stores near the route.

## Interpretive Resources

Just as important to the HTUR Byway as services is having ample interpretation to engage visitors in the Byway’s stories and sites. A significant amount of interpretive activity has been undertaken during the last decade. The HTUR Byway currently offers several sources of interpretation to visitors. Existing interpretive offerings include roadside panels, guides, and exhibits focused on Underground Railroad or slavery. The prevalent resources are listed below:

- Map Guide: “Finding a Way to Freedom Driving Tour” includes stories of events and places along the HTUR Byway and is available for free at the County’s Visitor Center. (Revisions to the Byway route that emerged from the CMP process require an update to this map when reprinted).
- Exhibit: A large panel exhibit, partially funded by the National Park Service Chesapeake Bay Gateways Network (CBGN), is housed inside the Visitor Center in Cambridge. It orients visitors to the Underground Railroad, Harriet Tubman and other important stories.



**Denton’s Lilypad Restaurant is popular with locals and visitors.**

- Exhibit: The Underground Railroad panel exhibit at the Dorchester County Historical Society is a companion to one at the Visitor Center.
- Interpretive Panel: Dorchester County Courthouse has an outdoor interpretive panel on the site where Harriet Tubman's niece was rescued from the auction block by her free husband. It was also the site of the trial of Underground Railroad conductor, Sam Green. The Court House is a National Park Service Network to Freedom Site.
- Interpretive Panel: a Civil War Trail panel is located at the Dorchester County Library in Cambridge.
- Interpretive Panel: At the intersection of MD 16 and MD 335 in Church Creek, Harriet Tubman's relationship to nearby Madison and maritime workers in the area is highlighted in a panel, partially funded by CBGN.
- Interpretive Panel: Bucktown Village near the site where Harriet Tubman committed her first act of defiance. CBGN funded this panel. In addition, a Civil War Trail interpretive panel is located at the store.
- Programming: Bucktown Paddle and Pedal offers guided tours through the area that Harriet Tubman knew well. Tours are recognized in the National Park Service Network to Freedom.
- Programming: The Harriet Tubman Organization (HTO) runs an educational and information center and gift shop on Race Street in Cambridge. HTO offers literature, information, a video presentation, and tours about Harriet Tubman by appointment.
- Interpretive Panel and State Historic Marker: Located in a specially built turnout on the Brodess Farm, this panel (funded by CBGN) briefly describes Harriet Tubman's life in this area, including speculation about her uncertain birthplace.
- Interpretive Panel and State Historic Marker: A Civil War Trail panel and a historical highway marker are located at Linchester Village. The Caroline County Historical Society and Friends of Linchester Mill are restoring this building and hosting a series of special events and activities.
- Exhibits and Interpretive Panel: Denton's Museum of Rural Life has an Underground Railroad panel exhibit (a companion to the exhibits at the Dorchester County Visitor Center). Out front is a Civil War Trail panel.
- Interpretive Panel: At Hillsboro on the Tuckahoe River a Civil War Trail marker describes Frederick Douglass' experiences with the horrors of slavery.



**Museum of Rural Life, Denton, with Civil War Trails interpretive panel.**

- Tours: The Harriet Tubman Organization,

Bucktown Paddle and Pedal, and several other independent operators provide guided tours for motor coach groups and individuals.

## Current Management and Policies: Historic Preservation

Preservation of the limited historic resources important to the Byway is currently accomplished largely on a voluntary basis by caring property owners or the efforts of non-profit organizations with a strong affinity for the resource, such as the Stanley Institute or the owner of Leverton House. There are few, if any, incentives provided to owners of historic properties besides those available via the Maryland Heritage Areas Program (see Economic Development in Chapter 3, page 41).

Heightened public recognition of the significance of historic structures is aided by listing eligible properties on the National Register of Historic Places or the Maryland Inventory of Historic Properties and, if appropriate, conveying a historic preservation easement to the Maryland Historical Trust.

## Land Conservation

Remote location, slow development and superior agricultural lands have helped to keep the rural and natural landscapes of this part of the Eastern Shore more intact than one would expect, given the “crow’s fly” distance to Baltimore and Washington. With increased development pressures, conservation of historic and cultural landscapes has a greater sense of urgency. Outside of outright ownership of a resource, a creative approach is needed to protect the land of the scenic areas that define this corridor. Donated easements and purchased development rights are some tools available to help.

An easement, either donated or purchased, is one method to protect land that remains in private ownership. Through a legal agreement with the owners, restrictions on development are placed on the land and attached to the deed. The easement is held by the Maryland



**Conservation efforts are especially needed as growth comes to the Eastern Shore.**

Environmental Trust, a local land trust, or a public agency that is charged with monitoring the property to ensure compliance with the agreement. Other than the restrictions, properties under easement remain private. Typical benefits from donating an easement include state income tax credit, federal income tax deduction, and reduced estate and property taxes.

There are a number of programs that purchase easements in order to preserve land. Known as the Purchase of Development Rights (PDR), these programs allow landowners to sell the development rights for their property. Among them are the Maryland Rural Legacy Program; the Maryland Agricultural Land Preservation Foundation; Eastern Shore Land Conservancy, Caroline County PDR program; Conservation Reserve Enhancement Program; Greenprint; and Forest Legacy. Often, the programs will purchase easements that meet certain criteria or are located in targeted areas. Chapter 3 includes several sites recommended for priority action.

Stewardship is a part of byway management. Maryland has been particularly active in land protection, and both counties have adopted policies for stewardship practices.

In Dorchester County, two municipalities with planning authority on the Byway, Cambridge and East New Market, have local historic district ordinances and active programs to identify and protect historic resources.

The current Dorchester County *Comprehensive Plan* was recently updated and is under review. Relevant goals in the *Comprehensive Plan* include preservation of the agricultural industry, natural resource areas, and historic and cultural resources, and design improvements for new development. Agriculture preservation in Dorchester County is important, as it is tied to economic and natural resources. Priority preservation areas are identified in the *2005 Land Preservation, Parks, and Recreation Plan*, and goals and funding sources for farm land preservation are discussed.

A development design manual was prepared by Dorchester County in 1996 in response to the 1996 Dorchester County *Comprehensive Plan* that identified the desire to protect scenic landscapes and direct future development. The design manual demonstrates good and bad design practices, but it functions as a voluntary guide and lacks the force of an adopted ordinance.

Denton's 1998 Comprehensive Plan provides for protection of important natural and historic features. It recognizes the importance of protecting scenic roadways and that the county has a role in achieving this goal.

Caroline County's 1984 *Comprehensive Development Plan* has been amended several times and is undergoing an update now. It includes goals for conserving agricultural land, preserving rural landscapes, and adopting buffer guidelines for major rural subdivisions. However, some of these goals remain unmet. The county recently completed the *North and West Caroline County Comprehensive Plan Updates*, which cover portions of the HTUR Byway. Updates are planned for the two remaining sub-regional planning areas in Caroline County and will be similarly structured and detailed. Key provisions of relevant current county policies and practices include:

- *Land Preservation and Conservation* – Caroline County is just over halfway to meeting its aggressive goal to protect 100,000 acres of agricultural and environmentally important lands. The county has a preservation planner on staff and uses a variety of programs to meet this goal. A majority of land conservation is accomplished through agricultural easements.
- *Transfer of Development Rights (TDR)* – The TDR program provides an incentive to owners of large tracts of undeveloped land, such as farms, an equitable alternative to development in order to protect and preserve their acreage. The program establishes a legal framework to allow the transfer of development rights and designates areas for conveyance.

The Chesapeake Bay Critical Areas Program requires all jurisdictions in Maryland to develop specific plans to protect the state's critical areas, all lands within 1,000 feet of tidal waters or adjacent tidal wetlands, in order to address declining water quality in the Chesapeake Bay and its tributaries. While particularly prominent in Dorchester, both counties and their municipalities have policies in place that protect land subject to the Critical Areas Program.

# Chapter Three:

## Framing the Plan: Vision, Goals, Strategies

The Corridor Management Plan for a byway can only be implemented through the voluntary actions of many people over time. Consequently, a vision that resonates with a broad base of people – residents, civic leaders, preservationists, land conservation activists, tourism marketers, business people, and elected officials, is essential for success.

The dialogue and conversations of the Advisory Committee and first round of public workshops, though sometimes difficult, revealed the emotional terrain of race through which the Byway cuts. Who does the story belong to? Who gets to tell it? When visitors come, who will benefit? Will all voices be heard? What about those who for good reasons were not able to escape? Will their humanity and struggles be forgotten as Harriet Tubman’s almost mythical stature increases? Slavery may have ended, but how about the inequalities that remain today? Is that part of the story? Should visitors be routed through traditionally African American communities? If this is about tourism, and tourists don’t enjoy discomfort, should the emphasis just be on Harriet Tubman as a leader?

Gradually, a broadly supported vision emerged, the result of new understanding of the potential for this Byway to connect the past, present and future.

### Vision

*The Harriet Tubman Underground Railroad Byway reveals the complex, courageous and inspiring stories of those who risked everything to escape slavery themselves or to aid others seeking freedom. Much of the landscape here remains as it was in the 19th century, enabling visitors to imagine the flight of the escaped as well as the lives of the enslaved—tending fields, building canals, and fearing separation of their families as result of slave sales. These stories of ordinary people who did extraordinary things—including Harriet*

*Tubman, the most well-known Underground Railroad conductor—connect emotionally with residents and visitors, changing their perspectives on slavery, the path to freedom, and the broader meaning and ongoing effects of both. The presence of this powerful narrative has drawn increasing numbers of visitors to Dorchester and Caroline Counties, adding to economic opportunities and quality of life in the Byway’s communities and heightening appreciation for its resources.*

The Corridor Management Plan is framed by five goals.

**Goal: Interpretation** – Engage people in understanding slavery on the Eastern Shore and the quest for freedom via the Underground Railroad -- exemplified by Harriet Tubman, Frederick Douglass and countless others -- and its relevance to our own times.

**Goal: Conservation and Preservation** - Support efforts to conserve and protect the Byway’s most important *historic, recreational, and natural* resources.

**Goal: Safety & Transportation** - Support a safe and pleasant experience for all users of the Byway.

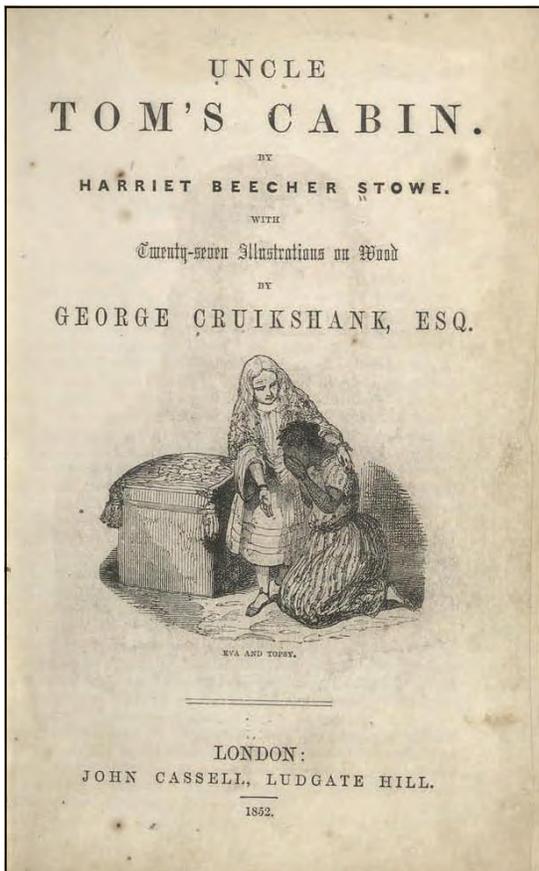
**Goal: Economic Opportunity** - Support initiatives that strengthen local economies while sustaining traditional economic pursuits, agriculture and maritime-related industries, and retaining the quality of life of Byway communities.

**Goal: Tourism/Marketing** - Develop and market high-quality Byway experiences that stimulate positive word-of-mouth, longer stays and repeat visits.

This chapter is organized around goals, the principles underlying them, and the strategies for meeting them.

## Interpretation

The central organizing feature of the Byway is **interpretation**, for much of the itinerary closely follows a major route used by Harriet Tubman and other conductors to lead enslaved people north to freedom. The interpretive experience must not only meet, but exceed, visitor expectations. The approach, content, and quality of interpretive programming must be exemplary. Principles that will guide the interpretive work of the HTUR Byway Organization include:



Possessing a copy of *Uncle Tom's Cabin* was enough to send Rev. Samuel Green to prison in 1857.

- **Balance the stories of well-known American heroes like Harriet Tubman and Frederick Douglass with those of the many ordinary people who did extraordinary things.** For example, Jacob Jackson was a free black farmer who assisted in the escape of Harriet Tubman and her brothers. The Rev. Samuel Green, a free black man and Underground Railroad agent, was imprisoned in 1857 for possession of the book, *Uncle Tom's Cabin*.
- **Convey the Underground Railroad story in ways that bring the history alive, engage people emotionally and avoid "sugar coating" real events.** The interpretive approach will respect the many, often strong, emotions brought out by slavery, and not avoid the truths of the story.
- **Keep interpretive materials and programs fresh and accurate.** Because of the ever-growing body of research on Harriet Tubman and the Underground Railroad, including anecdotal stories and oral family histories, interpretive materials must be regularly updated as relevant discoveries are made.

Byway interpretation often centers on guidebooks, maps, and a set of wayside panels that convey information. The powerful content of these particular stories calls for methods that are more emotionally engaging and that reach the heart of participants. The interpretive strategy for the HTUR Byway centers two key program initiatives to bring the mute landscape of the Byway to life: a dramatic audio tour and a sculptural wayside interpretive system.

**The HTUR Audio Program:** Audio unleashes the human imagination and allows for many voices and perspectives to overlay in the telling of a complex story. Once produced, an audio program can be used in many formats. The program is envisioned as including voices reading from diaries, contemporary news accounts, court records, snippets of oral histories dramatizations of key events in short vignettes, sound effects, and music.

**The HTUR Wayside Installation System:** The uniquely powerful national story that is the *raison d'être* for the Byway will be diminished if a traditional wayside text panel system is the only medium used to convey it. While that format has served the Civil War Trails effort well, such systems are limited in two important ways: they cannot engage people emotionally, and they are not appropriate for a non-linear story.



The emotional experience of hearing historian Kate Larson describe Harriet Tubman's early life while standing near where she lived, can only be made available via an audio guide.

The Underground Railroad and Harriet Tubman's courageous acts have inspired poets and artists, including Jacob Lawrence. In that spirit, the HTUR Byway Wayside Installation System is envisioned as comprised of distinctive sculptural forms that are each different but with a shared graphic representation that identifies them as part of a "family," a system of installations. They could include incised poetry or excerpts from diaries, speeches, or newspaper articles. In the hands of a talented designer, the interpretive installations could be magical and inspiring.

Major interpretive sites could be marked with one of these sculptural forms or artwork executed in series. Archaic terminology such as "way-stations," "stops," and "conductors" would diminish the importance of the interpretation and should not be used when describing these installations. They would be unique, yet

not distract from the sites and settings that they are designed to interpret. In this flat landscape, they could also serve as visual markers: *something important happened here or near here.*

## Recommended Locations for Wayside Installations

**Long Wharf, Cambridge** – An interpretive wayside at this site, properly sited, can take advantage of the scenic backdrop of the river. There are few water side sites along the Byway. The story focus here can be the river as an obstacle and a means to freedom. It could also include the story of the crowd that came to the wharf in 1858 to meet the boat carrying Hugh Hazlett, known Underground Railroad Conductor, and eight fugitives—



A prototype for the HTURB wayside interpretive system is to be found along the Illinois & Michigan Canal Corridor southwest of Chicago. An artist designed CorTen steel silhouettes of historical people.

forcing the sheriff to dock the boat elsewhere. **Stanley Institute** – Built after the Civil War, the Stanley Institute is located at the optimum place to tell the "Stampede of Slaves" story. The more contemporary history of the site around African American education offers a link between the history of slavery and the Underground Railroad and the present. Thoughtful site planning will be required before a wayside can be placed here. The site is quite small and has limited parking options.

29 **Madison** – A wayside in Madison should help

to pull people into the village. This place is ideal for telling the ship building and maritime history of the Eastern Shore and its influence on the Underground Railroad, both generally and on Harriet Tubman specifically.

**Joseph Stewart's Canal** – Interpretive installa-



**The Stanley Institute has been instrumental in African American education.**

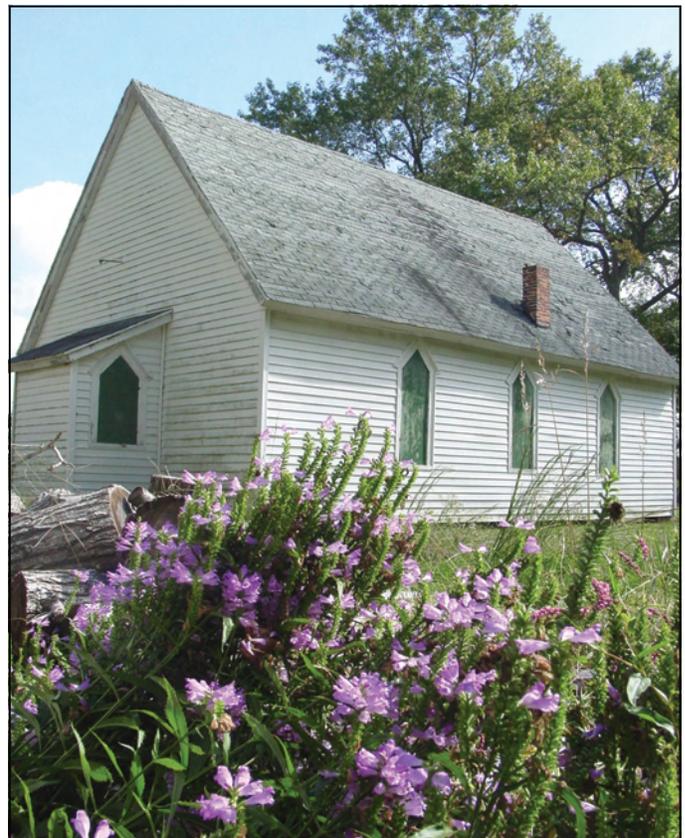
tions at this site must be minimal in their impact to the relatively pristine, environmentally sensitive landscape. The story of how this six mile canal was dug from the marsh by free and enslaved blacks over decades can be enriched with detail – the time it took to build, the dangerous conditions endured, and purpose of the canal and its impact on industry in the region.

**Woolford / Harrisville Road** – The historic Thompson farm, said to be where Harriet was born, has high historical significance, is in private ownership that prevents public access beyond a cattle gate where Harrisville Road dead-ends at the farm. A wayside panel should be located in Woolford near the Harrisville Road intersection, focusing on the Tubman-Ross family story, including Harriet's early years and the interconnected lives of the area's free and enslaved black communities. The chosen site should provide limited parking and the interpretive installation should include a map to the farm, allowing visitors to bike to the farm's edge at the end of the road. Note: This site is not accessible to motor coaches.

**Bazel Church** – A wayside at this site will add to

the critical mass of attractions in the Bucktown Village area. The pull-off should be small, suitable for no more than two cars, and should not detract from the scenic views or historic church. This site was important to the story of the daring escape of the Dover Eight. Today's African American congregation hosts a Juneteenth celebration every year, and offers insight to the Underground Railroad's continuing impacts on today's citizens. The wooded property around the church and the wide open fields beyond the woods provides a great backdrop for an artistic wayside installation at this location. This wayside can also mention the Pritchett Meredith House, which is in close proximity and is important to the story of the Dover Eight.

**Bucktown United Methodist Church / Scott's**



**Bazel Church is strongly associated with the well-known escape of the Dover Eight.**

**Chapel** – From the anti-slavery Methodist movement to the Quaker abolitionists, religion greatly influenced the Underground Railroad movement. As a church that was attended by slaves, free blacks, and whites, Scott's Chapel

provides a platform to examine the importance of Christianity in the lives of enslaved people, and how slavery was reconciled with church teachings. With cooperation of the owner, way-side installation here will use the existing church parking lot.

**Mt. Zion United Methodist Church** – The story of Sarah Young and the Reverend Samuel Green, those responsible for the existence of this church, can be told at this site. Furthermore, the congregation is already active in preserving and sharing the Underground Railroad story, for there is a strong link between the historical and modern congregations.

Wayside treatment for the church could include an opportunity for the Byway Organization to work with the church to protect this site. Byway funding for wayside interpretation could also be used for landscaping at the installation site if in the church’s development plans.

**Jonah Kelley Home** – The Leverton, Hubbard, and Kelley properties on the Dorchester County line provided a safe haven for slaves on the run. There is also a historic African American community in this area that should be included in the wayside.

**Choptank Landing and Village** – The view of the river is an excellent place to focus on the dual role of rivers and creeks – they could be either a water route towards freedom or a barrier to escape. The story of Josiah Bailey’s escape, rowing up the Choptank past the landing to the home of Harriet’s parents in Poplar Neck can be told from here. Harriet then led Josiah and three others to Canada while being pursued.

**Poplar Neck** – The wayside site for this area, located at the south end of Poplar Neck Road needs to provide minimal parking and a turnaround for cars. It is likely that a historic corncrib structure, similar to, if not the very one Harriet’s brothers hid out in, will be relocated to this site. It is the logical place to focus on the family escapes Tubman staged from Poplar Neck. If there is sufficient room at

## Key Historic Landscapes

Segments of the Byway route and sidetracks that retain a high degree of historic landscape integrity include:

Cambridge to Stewart’s Canal  
MD 16 Church Creek Rd from Bayly Rd to Stewart’s Canal (at Parson’s Creek)  
Category: Very Scenic

Church Creek to Bucktown  
MD 16 / MD 335 South (Church Creek – Golden Hill Rd) ease on Key Wallace Dr to Maple Dam Rd to east on Greenbrier Rd to Bucktown Village  
Category: Very Scenic

Harrisville Rd / Thompson Farm Sidetrack  
South on Harrisville Rd from MD 16 in Woolford  
Category: Scenic

Bestpitch Ferry Sidetrack  
From Greenbrier Rd / Bucktown Rd intersection south to Bestpitch Ferry Bridge  
Category: Very Scenic

Bucktown to US Route 50  
From Bucktown north to Stone Boundary Rd  
Category: Very Scenic

East New Market  
MD 16 / Main Street and MD 14 to MD 392 at Mt. Zion United Methodist Church  
Category: Scenic, historic town character

East New Market to Preston / Federalsburg Rd  
MD 16 to MD 318  
Category: Very Scenic

Choptank / Poplar Neck Loop  
Choptank Rd from Main Street (MD 318) in Preston to Choptank Landing  
Marsh Creek Rd from (MD 318) to south on Poplar Neck Rd to its end.  
Category: Very Scenic

Preston to Denton – Bridgeville Rd  
MD 16 (Harmony Denton Rd) to MD 313 (Denton – Bridgeville Rd)  
Category: Very Scenic, Large farms

Denton and Environs  
MD 404 Business east into town center  
Denton Category: Scenic, historic town character

Denton to Hillsboro  
Hillsboro Denton Rd (MD 404)  
Category: Very Scenic. Large farms. Clear town edge at Hillsboro.

Greensboro to Delaware Line  
MD 313 north to Sandy Island Rd (MD 287) east to state line.  
Category: Very Scenic. Large Farms, historic town (Goldsboro)

the site, the importance of Poplar Neck in the Harriet Tubman story and its location at the end of a sidetrack would suggest that a more ambitious art/audio installation be placed here. This wayside could also include “window

to the past” showing what the lane looked like when it was lined with slave cabins.

### Mount Pleasant Methodist Episcopal Ceme-



Tubman led several of her family to freedom from Poplar Neck.

**tery** – This historic black church may have provided a meeting place for freedom-seekers along the Underground Railroad. A simple interpretive installation with space for one or two cars would not intrude into the peace of the cemetery. Installing motion activated low level lighting could allow visitors to experience the cemetery and story at night, much like freedom seekers would have done.

**Webb Cabin** – The cabin is an important and unique resource, one of few remaining cabins built by free blacks. Visitors need not enter the cabin to see most of it, thus minimizing further damage to this fragile structure. Parking should be screened and placed to the side or rear of the property. Removal of the contemporary house behind the cabin and

adding working fields or period gardens should also be considered for the same reasons. The site is suited for a focus on the life of free blacks in the antebellum Eastern Shore communities.

### Tuckahoe Neck Meeting House – With permis-



The planning team exploring the Webb Cabin.

sion, an interpretive installation here would add emphasis to the work of Quakers in helping slaves escape. Built in 1803, this was one of five Quaker meeting houses located on rivers and creeks that supported Underground Railroad activity. Hannah Leverton spoke here.

**Courthouse Square, Denton** – The square was the site of a slave market and a jail that held fugitive slaves and Underground Railroad operators. In addition, Frederick Douglass’ owner built and lived in a house at 12 North Second Street. Douglass’ wife, Anna Murray, was born in Denton, and his grandmother sold fishnets here. These links offer an opportunity to begin weaving the Frederick Douglass story into the Byway’s interpretive program.

A wayside installation here can be located on the grounds of the courthouse, which offers visitor amenities like restroom access and parking. In the heart of downtown, the courthouse receives many visitors touring by foot. The site could accommodate one of the more ambitious art/audio installations instead of the traditional wayside panel.

**Christian Park / Red Bridges Road** – This secluded park carved out by the river has am-

ple room for a wayside and offers an area where visitors can safely interact with the water and stretch their legs. Here, visitors might be invited to try wading across the river themselves as they explore the role of river crossings in the Underground Railroad experience.

**State Line** – An unremarkable site as far as resources and scenery are concerned, however



Caroline County Courthouse, Denton.

crossing a border into the north was an important part of an escaping slave's journey—both emotionally and legally. A small pull-off on the state highway's right-of-way could allow parking for vehicles or even a tour bus. This is also an appropriate place to summarize (or preview) the Byway experience in Maryland and preview the balance of a journey that took many as far north as Canada. It warrants consideration for an art/audio installation.

### Placement of Wayside Interpretation

If the HTUR Byway Organization elects to go with a traditional wayside panel system, or if waysides are combined with several sculptural / audio installations, a major consideration should be the proliferation of competing waysides – the Civil War Trails and Network to Freedom programs are already in this area, with more likely to be on the way. In addition to adding to visual clutter at the key sites, it will be confusing to visitors to have competing interpretive intents. The audio tour experi-

ence does not require wayside panels and can itself be the desired "tourism product." Should a wayside panel system be developed, design and placement protocols for waysides should address:

- Limiting wayside impact on the landscape by using low profile bollards and locating pull offs where traveler safety is not compromised and the historic resource or cultural landscape is not impacted
- High quality graphic design and rich visual and text content for all panels. The website address should always be incorporated.
- Avoiding placement of Byway wayside panels in locations that already have an interpretive installation to reduce visual clutter from signage.

### Conservation and Preservation

It has been said by scholars that much of the landscape of the Byway route remains much as it would have been in Harriet Tubman's day, which is remarkable in light of modern development patterns. It is therefore unusual in relation to other Underground Railroad experiences elsewhere. Retaining landscape character along the Byway is thus a high priority.

The land that comprises the cultural landscape along the Byway is in multiple, largely private, ownership. Over time, as economies shift, historical agricultural and forestry uses will change. Preservation of key viewsheds – landscape and buildings that contribute to the authenticity of the Byway experience - requires pro-active effort on the part of local government, conservation organizations, and property owners.

Conservation and historic preservation organizations are active in both counties, and the recently proposed Blackwater development has been a wake up call. While such large scale proposals attract public attention, the Byway's cultural landscape is fragile and smaller, incremental changes to it may seem minor, but cumulatively could seriously erode the sense of

authenticity, time and place that exists today.

Principles that will guide the HTUR BYWAY in reaching the conservation and preservation goal are grounded in a pro-active, incentive-based approach in which local government is envisioned as a key partner.

Conserve agricultural and natural landscapes that evoke the period of the Underground Railroad. Encourage protection of important agricultural, forested, and natural areas that contribute to the Byway setting in rural areas likely to experience development.

Examples of views and settings of key historical sites of enslavement and Underground Railroad events include:

*Town Point:* Along MD 16 outside Cambridge, near the Stanley Institute was the site of mass escapes in the fall of 1857.

*Church Creek and Madison:* These maritime villages along MD 16 were once thriving ship-building centers, where free and enslaved blacks would have come in contact with each other. Both sites experienced considerable run-away activity.

*Harrisville Road:* Leading to the Thompson farm, what might have been Tubman's birth site, the unpaved road, fields and forest canopy seem untouched in time.

*Stewart's Canal / Parsons Creek on MD 16:* Here there are sweeping views of the water and tidal marshes in nearly all directions. Although wetlands and the fragile condition of much of the landscape would preclude much development, residential building would appear to be possible, and unless buffered would erode the otherwise evocative experience of the site.

*Key Wallace Drive / Maple Dam Road / Greenbrier Road:* This portion of the Byway is on the northern edge of Blackwater National Wildlife Refuge, with very scenic views of the tidal marshlands and traditional farm fields that retain much of the visual character of the Underground Railroad period.

*Bucktown Village and Store:* Here surrounded by farmland and forested areas, is another



**Stacks of crab traps in Madison, where boating and fishing remain important industries.**

site where the views are much as they were in Tubman's time. Approaching the store from the west on Greenbrier Road provides a sweeping view of the store with fields and a few older houses nearby.

*Bestpitch Ferry Bridge:* The view of the traditional one-lane wooden decked bridge over the Transquaking River is picturesque. The views from it provide a sweeping expanse of the marshes that characterize much of southern Dorchester County and the waterways that underpinned the fishing and maritime economies of the Underground Railroad era.

*East New Market:* The town's historic character is strong, established by the grid of narrow tree-lined streets with 18<sup>th</sup>, 19<sup>th</sup> and early 20<sup>th</sup> century buildings.

*MD 16 East. New Market to Linchester:* Large farms where agricultural fields sweep back to the treeline of forested areas easily evoke the period of the Underground Railroad and enable one to imagine the difficulty a slave had finding cover to avoid discovery.

*Leverton House and the viewshed around (Seaman Rd, Near MD 16/ 318).* The view of

the Leverton House from Seaman Road is today much as it was when slaves risked crossing the surrounding fields to reach safe haven on their journey north. Such intact landscapes are rare. Development at this site would drastically change the view and experience of the site.

*Poplar Neck and Choptank Landing:* The landscape of this remarkably intact area strongly associated with Harriet Tubman and Underground Railroad activity is largely unchanged, with views of fields, forest and the Choptank. A significant amount of acreage adjacent to Choptank Road is protected under agricultural or environmental easement; as is the southern half of the view from Poplar Neck Rd.

*Preston to Denton – Harmony – Denton Rd (MD 16 to MD 313):* This area is characterized by large farms with traditional patterns of farm buildings, wide fields reaching to distant tree lines, all evocative of the period of Underground Railroad activity. The traditionally African American settlement of Jonestown, near MD 16 and Payne Rd, is a particularly fragile cultural landscape, for the modest contemporary rural housing belies this community's roots on this site for more than 100 years.

*Denton to Hillsboro – MD 404:* On both sides of the Byway in this area are large working farms, providing very scenic views evocative of the Underground Railroad era. While a few are protected via agricultural easements, development pressures are likely to increase soon. The highway is being widened to four lanes with a landscaped median and is likely to become a major route to the Delaware beaches. Road-related commercial development could be a serious threat to this important cultural and scenic landscape.

For these important cultural landscapes / viewsheds, the HTUR Byway Organization will encourage partnerships and facilitate using all available incentives and land conservation programs to achieve protection. Though competition for funding is strong, several key state land conservation programs are available, including Maryland Agricultural Land Preservation Foundation (MALPF), Maryland Environmental Trust

(MET), and Maryland Department of Natural Resources' Greenprint Program, which are structured to purchase or receive donated land or conservation easements. There are also voluntary programs offering annual cash payments such as the Conservation Reserve Program (CRP) and its outgrowth, Conservation Reserve Enhancement Program (CREP). The HTUR Byway Organization will also seek



**As growth comes to Caroline County, large farms are particularly vulnerable.**

partnerships with private conservation and agricultural preservation organizations, including the Eastern Shore Land Conservancy, which has actively participated in the CMP process, and land owners to establish protection of vulnerable lands by the purchase of development rights or easements. In cases where outright protection is not feasible, the HTUR Byway Organization will encourage land owners to achieve conservation of the viewshed through alternative site planning such as clustered development to conserve the balance of agricultural or forested land.

In the years since creation of the National Scenic Byway Program, many Byway organizations around the country have used grant funds from various state programs and philanthropic contributions to buy development rights or easements that enable property owners to benefit economically while assuring protection of key viewsheds. The HTUR Byway organization will engage in such conservation efforts, particularly for high priority views.

## Land Conservation and Public Policy

While voluntary and private stewardship actions are important, the growth projected for the Eastern Shore is such that stronger public land use policies and regulatory tools are needed if the fields and forests that are defining features of the Underground Railroad cultural landscape are to be conserved.

Both counties and all municipalities along the Byway are encouraged to incorporate the Byway corridor in their comprehensive plans, and to consider compatibility of current zoning with the goals of preservation and conservation of the cultural landscape. The HTUR Byway Organization actively supports efforts to:

- Implement design guidelines that address development. Measures include clustering development to reserve scenic vistas; using trees and landscaping to screen new development in the Byway's viewshed; limiting subdivision roads and driveway cuts on the Byway; and integrating structures into the landscape by design and use of materials. Design guidelines for property within the viewshed, whether voluntary or (preferably) regulatory, will be important to enhancing the overall route. Design guidelines for the Transfer of Development Rights (TDR) receiving area in Caroline County should include vegetative buffering of the Byway from future development.
- Encourage development standards for towns and settled areas to promote viewshed and historic resource protection and enhancement, to retain the sense of edge between town and countryside, and to encourage continuity of vernacular building forms rather than standardized suburban buildings. For example, Hillsboro's eastern town edge remains distinct; the town's compact older housing development gives way to agricultural lands rather than the more typical auto-oriented commercial development that often voids any sense of arrival. The West Caroline County Comprehensive Plan designated a green-

belt around Hillsboro to define the rural edge with protected lands; this will aid in preserving the crisp edge of town.

- Encourage better, more vernacular models for commercial strip development by requiring "build to" lines rather than setbacks and by requiring that parking be placed to the side or rear rather than in front of buildings. Include guidelines that address format, location and size of commercial signs.

## Enhancing Roadside Environments

The Byway route includes several segments of commercial strip uses, including US Route 50 between Bucktown Rd and MD 16, and Rt. 313/404 in the southern edge of Denton. Commercial corridors like these are the locations of car dealerships, service stations, big box retailers and single story strip shopping centers. Signs for these automobile-oriented businesses are large, and along US 50 include billboards.

The HTUR Byway Organization will encourage voluntary and public/private partnership efforts to improve the visual environment of the Byway's commercial segments. Partners need to include MSHA, as well as property owners and local governments. With a combination of voluntary beautification efforts and regulatory policies, the appearance of commercial corridors can be greatly improved over time.

There are successful models. The village of Midlothian, west of Richmond, VA commissioned a landscape beautification plan to guide largely voluntary action by property owners. A village improvement group coordinated implementation. Tree planting, sidewalks, coordinated landscaping and gradual replacement of out-of-scale or generic signage has made a dramatic difference in a decade. In Roanoke VA, local government funded a partnership process that engaged businesses and landowners in identifying six key improvements that would significantly enhance the appearance of a corridor that served as a major gateway to the city, and offered to match privately raised funds. All six

projects were completed within three years. In farming areas of high scenic quality, modern industrial-scaled operations like poultry houses contribute to erosion of the cultural landscape and scenic value and should be included in rural design guidelines and zoning. Such facilities can be accommodated with more sensitive siting and screening.

New billboards are not allowed on roads that are part of the Federal-aid Primary System, which in the case of the HTUR Byway include US 50 and in Dorchester County MD 16 (from East New Market to Church Creek), and MD 335 (from Church Creek to Blackwater NWR). In Caroline County, these roads include MD 313 (Goldsboro to Denton); US 404 (Denton Bypass), and MD 16/MD 331 (from Preston to the MD 16/MD 331 split). A number of states and local governments have adopted laws prohibiting billboards on designated scenic byways. Standard practice is to “segment” out places where billboards and commercial development are such that there is significant visual incompatibility with the “byway.” Segmented portions are ineligible for NSB funding. So drivers are not confused, segmented portions can still be included in route maps, marketing materials, and the wayfinding signage system. Segmentation may be appropriate for the following segments:

- US 50 from Bucktown Rd to MD 16 – billboards, big box, high-speed commercial strip
- MD 313/404 from MD 16 north and east to MD 404 Business. Super Walmart and high-speed bypass environment incompatible with expectations for “Byway.”
- MD 313 between Denton and Greensboro, segment with billboards.

**Goal: Safety & Transportation - Support a safe and pleasant experience for all users of the Byway.**

Roads, including byways, have multiple users, including leisure travelers, and must meet the

needs of all. The character of the HTUR Byway’s roadway (road surface, shoulders, and right-of-way) takes several forms and types, depending on location.

**Urban Streets:** Towns and hamlets along the Byway were built long before the automobile, so they typically offer comfortable scale and accommodations for most able-bodied pedestrians. Most are two-lane, sometimes with metered parking (Denton).

**Rural Highways:** Two-lane rural highways make up the majority of the HTUR Byway. They include MD 335, MD 16, MD 331, MD 318, MD 578, MD 313, and MD 287. Full and partial shoulder exists along most rural road sections of state highways north of Preston, offering bicycle accommodations and stopping locations for most vehicles, including motor coaches. Local roads including Grove Rd, Marsh Creek Rd, Poplar Neck Rd, Haver Camp Rd and Choptank Rd, do not provide a shoulder but are sufficiently low in traffic volume to allow comfortable use by bicyclists. Roads south of Route 50 are identified with “Share the Road” signs and permit bicycling due to the lower traffic volumes and travel speeds. All rural roads along the route can accommodate motor coaches but sometimes must rely on parking lots of commercial businesses and marinas to turn around.

**Arterial Highways:** US 50 and MD 404 are key routes connecting Eastern Shore beach desti-



**Locals frequently walk in the roadway along the Byway, especially in settled hamlets like Jonestown.**

nations to the Baltimore / Washington DC metropolitan areas. While both offer wide paved shoulders, travel speeds and traffic volume are not suitable for most bicyclists.

**Unpaved Lane:** The route includes a sidetrack on Harrisville Rd leading to the Thompson Farm that is partially unpaved.

**Hiker Biker Trails:** Hiker biker trails along the route do not yet exist. Plans for MD 404 widening include a crossing in the vicinity of an inactive rail right-of-way. Several abandoned rail lines have been designated as future greenways. During trail planning and design, byway crossing points present a good opportunity for trailheads related to the Underground Railroad story and will be potential gateways to the Byway for bicyclists.

These potential trail or rail lines connections, bulleted below, would also provide a non-auto alternative for off-road connections to the different segments of the Byway, allowing cyclists to avoid the higher speed and traffic volume of US 50 and MD 404.

- Hillsboro to Goldsboro through Greensboro
- Hillsboro to Denton
- Cambridge to East New Market with a crossing of Bucktown Road near the airport

**Route Legibility and Way finding:** The route meanders through Dorchester and Caroline counties, occasionally veering off in another direction or to a sidetrack, connecting a variety of sites important to the Harriet Tubman / Underground Railroad stories. This diversity makes an interesting visit for tourists, but must be carefully signed.

*Gateways to the Byway:* The Byway story is non-linear and can be joined at any point. It is likely that travelers will first encounter the Byway at points where it crosses US 50 or MD 404, both of which are major east – west highways linking the Baltimore / Washington DC area to Delmarva beaches. Roadway signs play an essential role for travelers to navigate the route and its key attractions. A variety of sign types are available to guide visitors (1) to the Byway from major access routes, (2) to identify the

route options at crossroads and decision points, (3) to mark entry into towns and hamlets, and (4) to identify interpretive sites and visitor services.

*Byway Signage Continuity:* The circuitous nature of the route and its overlap with other scenic byways requires a coordinated way finding signage system. Currently the route contains a variety of sign types related to the state’s scenic byways:

- Signs with specific branding for other products (Maryland Civil War Trail, NPS Network to Freedom)
- Official state scenic byway signs featuring the state wildflower, the black-eyed Susan;
- Signs remaining from previous projects that are no longer part of any official program

A family of byway signs should be created to provide some continuity and avoid sign clutter that is prone to occur in the absence of a clear messaging system.

*Directional Guidance:* Side routes and site des-



**Confusing Byway directional signs near Blackwater NWR.**

tinations should be specifically identified with directional arrows and distance. At intersections where the route offers several options, specifically in Church Creek, Preston, Denton and Cambridge, signage placed at and just prior to decision points should create an uninterrupted way finding experience both to and from the official and mapped destinations.

*Towns and Site Identification:* The towns along the route are often not specifically identified at their borders. Since these urban areas provide the few dining, lodging and other traveler services, they should be clearly marked at

each main gateway, particularly those entry points on the Byway.

For interpretive and visitor sites, the Manual of Uniform Traffic Control Devices (MUTCD) recommends a brown background sign to guide road users to cultural and historic places of interest. SHA recently designed a sign with the state flag and is using them to direct travelers to specific historic sites and points of interest.

**Multimode Safety and Comfort** Traffic characteristics that include route segment volumes and speed limits offer an understanding of the character of the Byway for travelers. The greatest volumes and speed limits are found on US 50 east of Cambridge with average annual daily traffic (AADT) of 33600 and MD 404 between Hillsboro and Denton with AADT 17300. Both roads lead to the beaches and are subject to seasonal congestion in urban areas and at intersections. The two-lane roads are carrying much more modest traffic according to Maryland State Highway's road inventory with no reports of congestion or significant crashes. While not severe, safety concerns along the route involve sight distance inadequacies at intersections and speed control issue.

**Traffic Speed:** Much of the Byway runs through pristine rural areas and large stretches of opened farmland, occasionally interrupted with historic structures and pockets of residential settlement and business activity at the road edge. The wide open roadways, low traffic volumes, and adjacency of activity generating business create concern for speed control and unexpected user conflicts at many points along the route.

**Intersection Safety:** Most roadway conflicts, crashes, and decision points occur at intersections. Key intersections along the corridor were assessed for safety and typically SHA District offices respond to safety concerns with system preservation program resources. An example of a not uncommon situation in the Byway's villages is the intersection of MD 16 and MD 578 in Harmony. A skewed intersection with no sidewalks; parking lots and build-

ings are at the road edge. A redesign could better define the travel path, parking access points, and the pedestrian realm.

**Pedestrians Comfort & Safety:** The rural nature of much of the Byway requires walking in the travel lane or shoulder. Hamlets and pedestrian-prone areas that lack sidewalks, pedestrian scale lighting, and crosswalks include Goldsboro, Harmony, Jonestown and parts of Denton, East New Market, and Church Creek. Maryland Department of Transportation's



**The Byway intersection in Harmony is skewed and confusing to drivers.**

Community Safety and Enhancement Program is funding construction of an extensive network of sidewalks and streetscaping along MD 16 and MD 14 within the corporate limits of East New Market. Another project in nearby Church Creek is currently being engineered by State Highway Administration (SHA), but has not yet been funded for construction. Projects in Denton, Hillsboro and Goldsboro are no longer active due to funding constraints. Each of these projects would improve safety and appearance.

Adding sidewalks and crosswalks in rural sections and where crossing activity is not focused at an intersection is a design challenge. Off-road paths may not be used by pedestrians and uncontrolled crossings are typically not anticipated by drivers. Sight and stopping distance is also not favorable for areas in higher speed sections.

Unlike the incorporated towns along the

route, Jonestown is a short section of rural road along MD 16 with significant pedestrian activity and no pedestrian accommodation due in part to a lack of townscape at the road edge.

**Development Controls:** Controlling access and roadside features is a key ingredient to retaining the scenic and experience qualities of the Harriet Tubman Underground Railroad Byway. Local plans and policies to preserve the roadside character are necessary tools when confronted with new development requests for access and parking.

Clear policy is also needed to gain support from SHA Access Management staff during developer negotiations. Where access is permitted, new roads of modest scale serving multiple properties rather than driveways, are most desirable. When turn lanes and acceleration/deceleration lanes are necessary to transition between low and high speed roads, SHA is able to support a variety of mitigating options discussed in Context Sensitive Solutions for Work on Scenic Byways (March 2006).

Roads with highest traffic volumes will experience the greatest pressure for strip commercial development. A proposed Wal-Mart along MD 404 in Denton will have access from the side road rather than main highway. Residential projects south of Cambridge are also beginning a cycle of change affecting the roadway character. Mitigating sign, road widening, and parking impacts at the road edge require informed and proactive planning and political support.

**Bridge Infrastructure:** The quality and simplicity of bridge design along the route are contributing features to the character of the Byway. Any improvements or repairs should employ the best practices of context sensitive design to preserve their character and function. Preserving the quality of the Byway's environmentally sensitive areas can also be directly affected by the available infrastructure. A new crossing of the Chesapeake Bay or major improvements at key locations can open an area to development pressure that will otherwise go elsewhere.

The Bestpitch Ferry Bridge, accessible on a southern sidetrack from Bucktown, is a classic example of context appropriate infrastructure design. A County project is in planning to replace the one-lane wooden decked bridge. The scope of the study should consider unintended effects of a more modern structure. Removing the weight and traffic volume restrictions imposed by the bridge's current design could have significant impacts. Not only does this risk loss of a valuable historical element, but in this location a larger bridge will increase cut through traffic between Vienna and points west for beach traffic and poultry transport. It is also likely to add to increasing development pressure in lower Dorchester County. A modest bridge upgrade by the County will send the message that it values Bucktown and the Blackwater National Wildlife Refuge as unique and valuable assets.

The roadside environment – the road, shoulders and right-of-way – are the responsibility of the Maryland State Highway Administration. Designated byways – places of strong historic and scenic values – call for a higher standard of care and maintenance. MSHA knows this and has created design and maintenance guidelines for byways. The guidelines should be the basis for maintaining and improving the Harriet Tubman Underground Railroad Byway.

**Ensure the route continues to accommodate all users,** trucks, agricultural machinery, cars, RVs, motor coaches, pedestrians, and cyclists:

- Improve pedestrian facilities to make vehicle drivers aware of areas of pedestrian concentration—for example, install crosswalks and direct pedestrians to safe crossings in settled areas.
- Install signs noting that drivers may encounter agricultural machinery or cyclists while driving the byway. Provide information in byway guides and maps about motor coach accommodations and noting sections unsuitable for motor coaches.

**Support design solutions that preserve, maintain, and enhance the Byway's unique char-**



Bestpitch Ferry Bridge is picturesque and in need of sensitive treatment.

acter:

- Adopt Maryland State Highway Administration's *Context Sensitive Solutions for Work on Scenic Byways* as the guide to road and right-of-way improvements.
- Preserve early bridges and culverts that add to the Byway experience when possible. Some appear to be more than 50 years old, prior to contemporary design practices, and add to the special sense of time and place along the Byway. The older culvert near Linchester Mill is an example. Should replacement of small bridges and culverts be required, new ones should be designed to continue the historical scale and proportions.
- Adopt MHSA's "Thinking Beyond the Pavement" approach to roadway design, which is in keeping with the needs of scenic byways.
- Create a Harriet Tubman Underground Railroad Byway graphic symbol and use it to mark the route instead of the system-wide "black-eyed Susan" scenic byway marker. Sign placement should be informed by the logic of drivers unfamiliar with the area.
- Upgrade the route's signage to a graphic system that addresses navigation, consoli-

dates signs to reduce clutter, and uses appropriately sized signs.

## ECONOMIC OPPORTUNITY

**Goal: Economic Opportunity-** Support initiatives that strengthen local economies while sustaining traditional economic pursuits, agriculture and maritime-related industries, and retaining the quality of life of Byway communities.

With growth projected for the eastern shore, there is opportunity for greater economic activ-



At Linchester Mills, an example of early roadway feature that should be preserved.

ity in these two counties. Along the Byway, town centers offer an attractive setting for those businesses that thrive in environments that are pedestrian-scaled with authentic character. Even if tourism were to grow exponentially, the visitor market would be insufficient to support year-round specialty retail and restaurants without an increase in local patronage. With new residential development within 20 – 30 minutes of the Byway, and since "retail follows rooftops," markets for locally owned shops and restaurants in historic town centers are likely to grow in years to come. Towns will need to be pro-active, however, to attract retail and restaurants to town centers rather than going to newer commercial development.

### Economic Incentives in MD Heritage Areas:

The HTUR Byway transects two certified Mary-

land Heritage Areas. Dorchester County is in the *Heart of the Chesapeake Heritage Area*, and Caroline County is part of *Stories of the Chesapeake Heritage Area*. Maryland's state heritage areas program is intended to stimulate economic investment in specified heritage environments called Target Investment Zones (TIZs). For heritage development projects that meet guidelines in TIZs, the local jurisdiction "or other appropriate entity" is eligible for grants of up to \$100,000, loans for projects that can demonstrate a revenue stream, state income tax credits for rehabilitation of historic and, in some cases, non-historic buildings, and an offset of local property taxes for a specified period.

Along the HTUR Byway, designated or potential TIZs in Dorchester County include Long Wharf and City Center in Cambridge, Bucktown Village and environs, Blackwater National Wildlife Refuge, its Visitor Center and the proposed Harriet Tubman Center. In Caroline County, TIZs include Denton, West Denton, James Webb Cabin, Choptank, Poplar Neck area, Preston, Linchester Mill, Leverton House, Hillsboro, and Greensboro.

**Coordinated downtown revitalization efforts:** Cambridge has had a Main Street program since 2003. A dedicated volunteer group and "Main Street Manager" have coordinated regular events, such as Second Saturdays, that draw people downtown, encouraged building owners to renovate, and are actively recruiting retail tenants that will add to a growing cluster of specialty shops, art galleries, and restaurants. Denton has a similar program, though less active.

East New Market will experience the disruption of construction in spring and summer, 2007 as new streetscaping is installed. However, once completed, the stage is set for enhanced business activity in an attractive pedestrian-oriented environment.

While the Maryland Main Street program is no longer accepting applications from towns, it is hoped this valuable program of technical assistance and training will be re-opened and that state policy makers will entertain varia-

tions on the traditional single-town designation approach. The towns of the HTUR Byway – Cambridge, East New Market, Preston, Denton, Hillsboro, Greensboro, and Goldsboro – are all suited for a more coordinated networked approach to downtown revitalization.

Working with local Chambers of Commerce, and county and town economic development organizations, the Byway Organization will encourage a regional network of "market towns" along the Byway following a "Main Street" downtown revitalization approach, and it will seek funding to provide technical assistance and seed grants to implement façade improvements. This could take the form of a circuit-riding "Main Street Manager" through the Byway Organization.

**Develop a Byway business incubator / assistance program:** Implementation of the byway CMP provides opportunities for local residents – young people, especially – to learn new skills that can enhance job preparedness and work skills. Chesapeake College and Sojourner Douglass College offer classes on various business topics, and could be partners with the byway organization in offering



Denton's downtown includes visitor services as well as traditional businesses..

training and coaching in visitor hospitality, special event coordination, marketing and communications, using byway interpretive programming as an opportunity for field apprenticeships and experience-based learning. The Byway organization will work with community colleges and others to create such educational and mentorship opportunities for young people along the byway.

**Support small visitor-serving businesses and services that can also meet resident needs.**

Navigating county and state business requirements or assistance programs is a challenge, especially for time-strapped small business owners or potential owners. The counties are encouraged to update zoning policies to allow such services as bicycle and kayak rentals and guide services.

## **TOURISM / MARKETING**

**Goal – Develop and market high quality Byway experiences that stimulate longer stays, repeat visits, and positive word of mouth.**

Currently, visitors seeking an Underground Railroad experience or to see sites associated with Harriet Tubman must be highly motivated or be part of a motorcoach group that has arranged a knowledgeable local guide. The independent traveler encounters frustrating obstacles. The Harriet Tubman Organization maintains a small museum on Race Street in Cambridge, but limitations of a volunteer group mean its hours of operation are irregular. The Dorchester County Visitor Center has a well designed exhibit and distributes two maps with a driving tour of sites in both counties, but neither map include all sites and side-tracks identified in the corridor management plan process. The Museum of Rural Life in Denton has excellent exhibits and distributes guides, but its hours are also limited.

Product development is a key part of marketing. Implementing the interpretive programs – audio tour, art / audio installations and way-sides – therefore becomes an important priority for enhanced tourism.

**Create a graphic identity package for the**

**Harriet Tubman Underground Railroad Byway.**

The Underground Railroad was invisible, and many of the important sites are no longer extant. In a marketplace crowded with messages and limited in terms of attention span, it is essential to raise the profile of the Byway experience and reinforce it at every opportunity. High quality, well-designed graphics can do this. An integrated identity package would include the key images, typefaces, colors and layouts, and protocols for their application. Applications should include:

- Map and Guide
- Byway Signage (variant on the black-eyed Susan, or a HTUR-specific sign system), including interpretive wayside graphics to accompany art / audio Installations
- Audio tour packaging
- Website
- Special Event Announcements
- Stationary for press releases, etc.
- Harriet Tubman Center materials and signs

**Create an excellent map / guide.** Current maps are well-designed, but no longer accurate. Ideally, “An Explorer’s Guide to the Harriet Tubman Underground Railroad Byway” would be an easily held booklet with maps, including bicycle loops and walking tours of towns and hamlets along the route. There would be an introductory overview of core information about slavery on the Eastern Shore, the Underground Railroad, and Harriet Tubman. The guide should include a map showing each notable site, accompanied by a cameo text description of it and its significance and information about public access or lack of it. The guide should also note where to find visitor services (restrooms, food, fuel, accommodations), as well as byway-related recreation activities such as bicycle and kayak rentals, and water trail put-in points. The map/guide should be downloadable from the website and distributed at key sites –

state Welcome Centers, and the Dorchester and Caroline County Visitor Centers, Hyatt Resort in Cambridge, Harriet Tubman Organization, Bucktown Store, etc., and at special events.

**Create and maintain a dynamic website.**

Today's travelers make many of their leisure choices through information on the web. Having a well-designed, informative, and up-to-date website is essential, for it conveys the promise of the experience. The site's graphics need to be clean and crisp, the tone informative and lively. Historical information needs to be rooted in the interpretive framework, and as accurate as contemporary scholarship can make it. For instance, scholarly research has made some of the information now on the web about the Underground Railroad in Maryland no longer accurate (references to signal quilts and drinking gourds).

The website is the single most cost-effective way to distribute the map / guide and the audio tour program. In addition, visitors can plan their own itineraries or select packages.

**Include all logical Byway gateways.** Refer to them in all communication and promotional materials. Many visitors will not follow the Byway linearly and are likely to enter it at various locations, including US 50, MD 404 or MD 287.

**Create synergy with events and Byway offerings.** Advertise special events, recreational activities, and celebrations together with the Byway experience, so visitors can plan multi-day visits knowing there are multiple things to see and do. This "cross-pollination" will also broaden the audience for area events and activities.

The Byway organization could also lead creation of new events around key interpretive messages. Examples might include a food and performance event involving several historic churches with Underground Railroad-related histories. For instance a weekend of coordinated activities – church choirs with special programs of gospel music, picnic lunches serving regional fare at key sites (Stanley Institute, Mt. Zion Church, Linchester Mill, etc.), and an evening performance by a

Harriet Tubman re-enactor, could be promoted to motorcoach operators and churches within a three-hour drive. Such an event would require collaboration of many groups as well as seed funds. The Byway organization is the logical lead for the collaboration and for seeking funding sources.

**Market the HTUR Byway to heritage travelers.**

With a limited budget for advertising, it will be important to target publications that reach niche markets, such as *Historic Preservation* magazine and *National Geographic Traveler*. A more highly leveraged investment is public relations, for placement of news articles or features in major media markets can begin to establish the HTUR Byway as a uniquely high value travel experience for those who seek a getaway that refreshes the spirit as well as the body.

**Include the HTUR Byway in overall marketing of the Eastern Shore.** The Maryland Office of Tourism Development is raising the visibility of the Delmarva Peninsula that is inland from the ocean and Chesapeake Bay, bringing to the traveling public's attention the heritage and nature offerings in the region. The Harriet Tubman Underground Railroad Byway is natural, alternative route, from shore to shore.

# Chapter Four:

## Weaving Strategies into Action

Implementing the corridor management plan calls for an integrated approach, where each action is undertaken mindful of all goals, not just the one guiding that particular activity. This chapter features priority programs and activities that will make the Harriet Tubman Underground Railroad Byway a distinctive experience for residents and visitors alike. It includes short-term actions and longer term programs that will bring preservation, interpretation, land conservation, tourism, and small business development together in a sum far greater than the parts.

### The Audio Program / Tour

With good stories, an audio tour is one of the most effective ways to introduce a visitor to such a place, by delivering an immediate experience not tethered to the availability of live tour guides, maps, or other printed materials. Through audio, the visitor can come to know the history, people, and places of Dorchester and Caroline Counties, whether stumbling upon them en-route to or from the beach or when seeking them out as part of a pre-planned outing. Drawing on the local history, people, and places, visitors will be pulled into the Underground Railroad story through dramatic narrative presentations that lend meaning to an otherwise unscripted landscape.

The route of the HTUR Byway is to a great degree dictated by the events and stories of Harriet Tubman and the Underground Railroad. As with many scenic byways there will someday be interpretive installations at key sites -- waysides or specially designed interpretive artwork or a combination of both. Although it is tempting to take a traditional approach and follow a linear trail with numbered sites, the Underground Railroad as we have come to know it was not a linear experience. It evolved over decades, sometimes with more intensity in certain places than others. The conditions that spawned it grew and

changed, and people who were part of it – fugitives, conductors, friends, sympathizers, slave hunters, slave owners – do not fall into tidy categories. By emphasizing the ambient, non-linear character of the tour, the audio should reveal the impromptu nature of the story. As listeners come to realize that the history and experience of the communities along the Byway route was not simply straight forward, so too they will discover that the people who made that history were not cardboard characters or action figures. They were real people, ordinary people who rose to the challenges of their times in ways that we see today as heroic or cowardly, but that at the time were just individuals responding to their own unique situations. From this emerges the overarching theme for the tour: *Ordinary people can choose to do extraordinary things*. It is just such a dynamic that a good interpretive program seeks to capture.

Through the interpretive approach of the audio tour, one will experience a scenic byway in ways much richer than that of an exhibit or a wayside alone. Target audiences are families, adults, and children with an undeveloped or casual interest in heritage and history, or independent travelers who may be in the area for other leisure reasons, such as recreation and beach travel. Secondary audiences are those with a strong interest in Harriet Tubman, the Underground Railroad, and African-American history. All groups reflect a growing number of visitors to the region, as the Eastern Shore becomes a destination for Washington Metro travelers and Baby Boomers wanting to live here.

The primary organizing theme of the HTUR Byway Interpretive Framework that will be conveyed throughout the audio program is *Ordinary People Doing Extraordinary Things*. Through it the mythology of the Underground Railroad will be laid bare and the motives of its people demystified. The stories of those who resisted slavery through flight will be

given equal footing with those who stayed and stood their ground. The listener will discover that the Underground Railroad was not invented by Harriet Tubman, but was a long running regional network of people-- some active, some passive-- linked together to fight oppression.

In addition to the overarching theme, two sub-themes germane to the story will be explored. One is that the *survival of the local mid-19<sup>th</sup> century community was tied to the success or failure of agricultural pursuits.* "A Culture Enslaved To The Land," will provide a context for the Underground Railroad story. The lives of slaves might be compared with that of free blacks, poor whites and the landed gentry, each echelon revealing its interdependency on the others as the region's prosperity and hard times are recalled.

The other sub-theme is *Points on A Moral Compass: the institution of slavery and acts of resistance morally divided people from all walks of life.* Throughout it the visitor will be introduced to the moral conflicts surrounding slavery and the Underground Railroad through fictional re-enactment of eavesdropping on the inner thoughts of local key players depicted in the social drama. One might hear the story of two slaveholding families who took opposing views on the institution of slavery: such as the Stewarts, who hired Harriet Tubman from her owner, treated her kindly, and in their wills freed most of their slaves; or Harriet's emotionally cruel owner, Edward Brodess, whose heartless sale of her sisters permanently fractured her family, and whose death assured her own sale to the South and prompted her eventually to escape to the North. Such moral divides can be revealed through stories of the enslaved and free black communities as well, where blacks on the Underground Railroad sometimes risked everything to help freedom seekers, while others betrayed their passengers, returning them to bondage for personal gain.

Audio tours come in many shapes and forms, presenting an array of different cost considerations. Leveraging investment should be a major consideration for the HTUR Byway

Organization and should reflect the potential to create a unique and powerful experience that can have a long shelf life and that is easily and inexpensively updated. Low tech, low cost, self-guided tape or CD or MP3 formats alone will only limit the number of people who will discover and take full advantage of the tours. Audio installations situated along the Byway path, however, will capture a wider audience and spontaneously tie the experience to the very places we seek to interpret.



**The audio tour could include dramatic vignettes, such as conversations among slave buyers, reputed to have stayed in East New Market.**

An audio tour should feature episodes that, to the degree possible, are experienced on or near the site in question. The listener can become a participant by being there; perhaps even at the same time of day or night that the event originally took place. The script can be drawn from diaries, newspaper articles, and memoirs, using real people's own words

to describe the experiences, the conditions, and feelings of the times. Sound effects like night insects, waterways, industry/labor, and others could be employed with haunting effect. These two- to three-minute episodes can be experienced in a linear sequence when necessary, or episodically as encountered.

The audio tour will enable the listener to hear services or music from an African-American church; or hear a civil rights scholar describe the lasting impacts of the Underground Railroad movement; or eavesdrop on the age-old stories of the Chesapeake watermen, many of whom were free blacks. Such aural experiences would be punctuated by a narrator's invitation to listen, look and touch. At times, visitors might be prompted to close their eyes and imagine a scene being described, to enter the woods barefoot to experience the pain of walking on sweet gum burrs, or to scan the night sky for the nascent North Star. If successful, the tour will compel the listener to seek out experiences beyond the audio's physical placement, and connect more immediately and intimately with their surroundings, the people, and the land. It will also encourage them to continue a journey of discovery of the HTUR Byway and seek out other locations of important or related events.

By pulling together the educational and experiential elements, the magic of the audio tour is revealed. These dual threads would run concurrently through creative design of the audio installation, the text, and the script, and carry the listener deeper into the Underground Railroad experience than live tour guides, printed materials, or text-based panels.

## Educational Intent

To understand the Underground Railroad, one must understand slavery and the conditions that spawned the desire to risk one's life for freedom. Among the key stories are the life experiences of Harriet Tubman and her family, and other notable Underground Railroad figures, including the lesser-known Dover Eight. Such stories stimulate connections between *then*, a period of great economic, social, and moral change, and *now*, also a period of

significant global change, immigrant and refugee experience. **The audio production will present to the visitor the many choices – moral or otherwise – people make in response to those in need of help.** It will subtly connect *then* and *now*.

The audio is envisioned as comprised of narrated sections, edited oral histories and interviews, as well as dramatizations. By introducing the historians, archaeologists, and architects who have chronicled the Byway's unique story, interwoven voices will leave a lasting impression of how and why this place is so important. Modern day residents will round out the audio experience by describing in personal terms what it felt like to grow up in the very places where this history was, and perhaps still is, being made. The people of the tightly knit communities of this area include descendants of the enslaved and the enslavers, who can bring a rare, cultural perspective to an age-old historical drama that is still being played out nationally in contemporary dynamics of class



Listeners to the audio might hear the choir and excerpts of a service at Mt. Zion United Methodist Church.

and race. In hearing honest, heartfelt testimony from Underground Railroad descendants still living at the epicenter of the story, the listener will leave with the sense that the lessons of the history of past are still pertinent and worth exploring.

## Experiential Intent

The intent of the audio program is to make the powerful stories of ordinary people doing extraordinary things come alive; to leave a lasting impression of time and place with tour participants; and to enable people to see beyond contemporary surroundings that might otherwise serve as distractions and to imagine it as Harriet Tubman and others saw it during their own lifetimes.

Along the Byway, listeners will encounter several contemporary African-American communities – Pine Street in Cambridge or the village of Jonestown are but two. The audio tour can include segments/features about one or more of these important places and enable listeners to discover that what might otherwise appear to be a cluster of modest buildings is in fact a community with deep roots and a long history.

## Audio Program: Distribution, Marketing and Product Placement

Once produced, technology allows the audio program to be produced in several formats and to reach its intended audiences in a variety of ways, some requiring more effort for less effect than others. While iPods and MP3 players have widely penetrated younger segments of the market, older audiences may be more familiar with CD or tape capabilities. CDs are inexpensive to make and could be distributed via local museums, hotels, shops and visitor centers along the Byway.

Perhaps the least costly, most highly leveraged way of distributing the audio tour is to make it downloadable for free from the Byway website, and other appropriate websites. Potential visitors to the area could have the tour with them when they come, the visit

perhaps sparked by sampling the audio. In this scenario, the website address should be on all materials, waysides and appropriate communication– encouraging people to download and discover.

Due to its flexible nature, an audio program can be developed in stages over time, allowing more in-depth, extensive production to be added as time and money permits. Once the audio production is written and recorded, it can be used in a number of formats–for visitors and also for public relations, downloadable, in press packets, distributed on CDs, installed at sites and by the sculptural waysides, informational kiosks, incorporated into radio interviews, or articles.

With the relevance of the subject matter, portions of a well produced audio tour might successfully be featured in an NPR-style, public radio piece such as *This American Life* or *Studio 360*, thus giving the Byway national exposure.

## Sculptural Wayside Interpretive System

As previewed in Chapter Three, the HTUR Wayside Interpretive System is envisioned as comprised of distinctive sculptural forms, each of which is different but within a designed “family,” a system of installations.

Major interpretive sites could be marked with one of these sculptural forms of artwork executed in series. Archaic terminology such as “way-stations,” and “stops,” would diminish the importance of the interpretation and should not be used when describing these installations. They would be unique, yet not distract from the sites and settings that they are designed to interpret. In this flat landscape, they could also serve as visual markers: *something important happened here or near here.*

The sculptures might include incised poetry or excerpts from diaries, speeches, or newspaper articles. In the hands of a talented designer, the interpretive installations could be magical and inspiring.

Technology also allows these installations to contain appropriate portions of the audio production, enabling those who encounter them casually, uninformed by the audio tour, to become intrigued and perhaps delve further into the story. The system might be designed to have both large-scale installations and smaller installations that are related in design, perhaps without audio, yet filling out a trail of interpretive locations. In addition to achieving the interpretive purpose, such an imaginative system could also raise the profile of the Byway among travelers and bring media attention and support.



**Example of sculptural interpretive installations along the Illinois & Michigan Canal National Heritage Corridor, southwest of Chicago.**

A relevant precedent can be found south of Chicago, along the Illinois & Michigan Canal National Heritage Corridor. There, the Canal Corridor Association has commissioned and is creating *Passages*, a sequence of multiple interpretive installations. An artist has designed a system of larger than life-sized human silhouettes, which have been placed at key locations. Made of Cor-ten steel, which weathers to a beautiful rust tone, the installations are virtually vandal proof and require minimal maintenance. Each has a small text pylon next to it. These installations are eye-catching and distinctive, meaning people are much more engaged with them than traditional wayside panels. Over the last six years, as funds have been raised, the Canal Corridor Association has installed them at 15 sites.

Most involve multiple figures. The installations run about \$5000 each, including research, design, fabrication and installation. The text pylon adds about \$1000 more.

The HTUR Byway Organization will need to consider the landscape context, relationship to historic structures and natural features, visitor access and safety, as well as the interpretive content. This suggests a multi-disciplinary design team of artist and landscape architect. The Byway Organization may want to sponsor a design competition to select the designer. The project involves a nationally significant story and an outstanding opportunity for visibility. A well-run design competition, with a decent prize and a jury that includes well-known designers can attract several hundred entries. The process of choosing the design team can be highly educational for local organizers, and generate significant publicity, always a good thing when funds have to be raised to create the installations.

During the CMP process approximately twenty locations were identified as excellent opportunities for installation of wayside interpretive panels or sculptural installations. When put in place, each should prominently feature the website from which the audio tour can be downloaded. Many of these sites will require thoughtful site planning to assure that the interpretive device does not intrude on a very low key environment and that visitor safety is never compromised. These locations are described in Chapter Three, beginning on page 29.

## Study Sites

Four of these key locations provided an opportunity to explore approaches that are applicable to recurring situations along the route of the Byway. Such situations usually involve combinations of safety issues, or land conservation opportunities, or complex physical challenges to interpretation. The four locations that served as demonstrations are Leverton House, Stewart's Canal, Bucktown, and Linchester Mill. Each afforded the opportunity to address at least two of the CMP goals.

## Working with Land Owners: Innovative Wayside Installations

Along the Byway, there are several important sites where public access is limited or not possible. Yet, access might be arranged through collaborating with private land owners – to meet their needs (including land value, privacy, security) while permitting visitors a closer experience.



The historic Jacob Leverton Dwelling surrounded by agricultural fields.

**The Jacob Leverton House** affords such an opportunity and illustrates the larger issue that occurs elsewhere. The house is located on Seaman Road, about a half mile from its intersection with MD 16/331, in an agricultural landscape (see Plate A, Chapter One). It is across the road from undeveloped public land. The Leverton farm was originally much larger than the present land holding. However, the house, which is just over a quarter mile from the road, is still surrounded by a wide expanse of fields typically planted in corn, grain or soybeans. The Leverton site is an ideal opportunity to focus on the dangers faced by fugitive slaves in crossing open fields and the personal risk that came with helping runaway slaves. The Leverton house was widely known as a stop on the Underground Railroad in the region and was operated by two generations of the family. Jacob Leverton died of pneumonia he contracted in the course of travel to defend himself in a civil suit regarding a slave girl whom he assisted. Arthur, Jacob's son, escaped to the Midwest to avoid criminal prosecution and mob violence.

The house is a private residence whose owner is deeply involved in historic preservation and is considering opening the site to the public, possibly by special arrangement. Today, a long lane (D on Large plan next page) from Seaman Road leads to the house (E). However, the historic approach (F) to the house is from Beulah Road to the south. Though now in separate ownership, the owner of this land is also very supportive and may allow occasional use of the older lane for educational activities. The owner of Leverton House is currently in discussion with the owner of this property about future possibilities.

The concept demonstrates how wayside interpretive elements might be collaboratively developed with land owners along the Byway. It features a wayside pull off (A) large enough to accommodate a motor coach or several cars, and a sculptural interpretive installation (B) on Seaman Road, from which one can view the house across the historic landscape. Should the land owners be amenable (and early indications are positive), the drawing shows another potential location for a sculptural interpretive installation (B) along the lane between the road and the house, with parking (C) for 1-2 cars. The two property owners have informally agreed to provide sufficient land through easement or lease to the Byway Organization, the Caroline Historical Society or another partner. The wayside at Seaman road could accommodate an art/audio installation as well as parking for several cars (A).

Because the property is at the end of a Byway spur, the wayside should allow enough space for vehicles to safely turn around. The wayside, however, will not provide adequate space for motor coaches to turn around. Buses will either be restricted from access or require an alternate route to return to the main corridor.

The owner of the land on Seaman Road, including the section with the original farm lane, is reportedly quite interested in some form of long term conservation, perhaps even an easement. Both owners are amenable to providing limited public access to the site, even allowing placement of one of the sculptural installations. The Byway Organization may have an "early action" at this site.

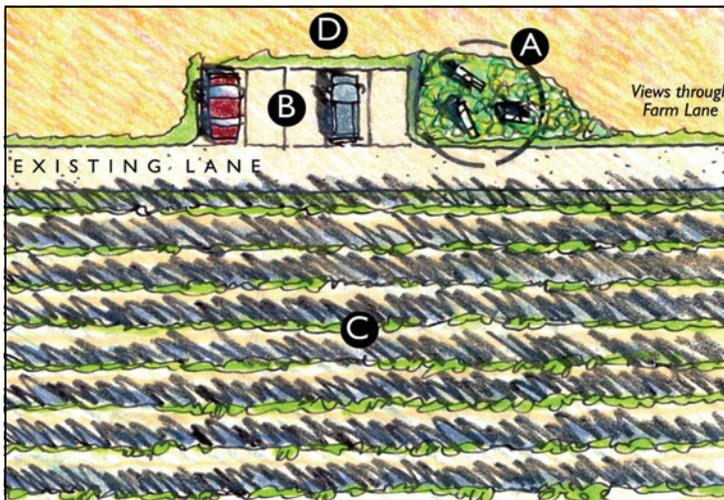


Legend:

- A Bus Pull-Off Location
- B Interpretive Signage, Wayfinding, or Sculpture
- C Car Parking/Pull Off along Lane
- D Existing Farm Lane
- E Historic Leverton House
- F Historic Approach to House
- G Agricultural Crops & Fields

Leverton House

January 2007

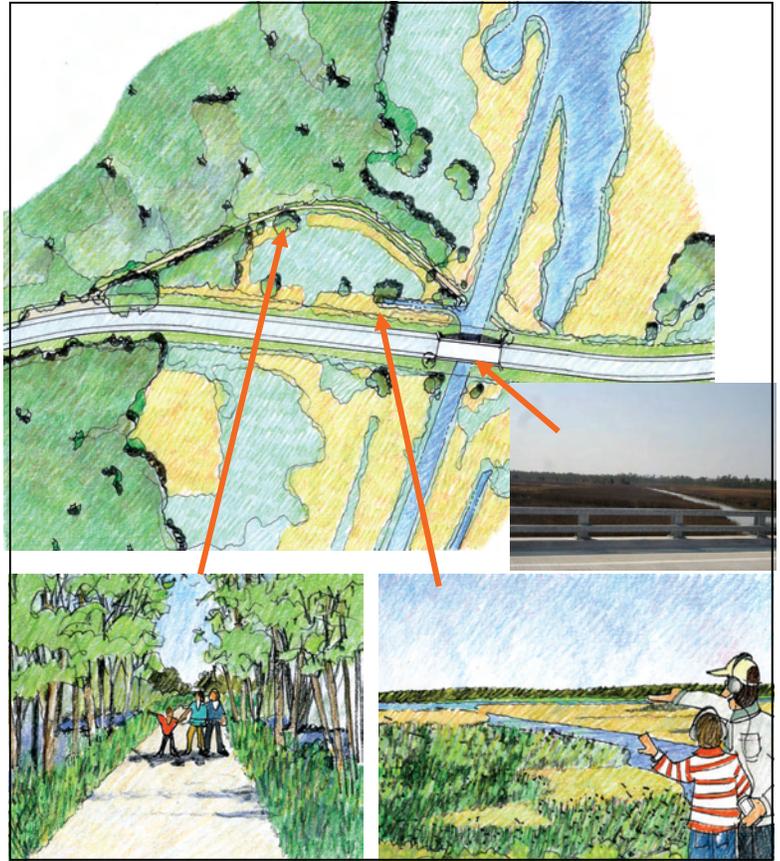


Details of the potential sculptural installation on the farm lane (C in the larger drawing above). And below in the detail plan, the panel or art (A) allows views of the house through the fields (C,D), and a gravel or mulch parking area (B) accommodates up to 4 cars.

## Providing Public Access to Story of Key Site

**Stewart's Canal** offers a prime example of a site that would benefit greatly from the audio approach. In addition to adding dramatic elements such as sound to an onsite installation, audio might entice people to visit out of the way locations that are harder to interpret due to their relative isolation or other access issues, such as the case of Stewart's Canal. Today, there are literally no indications that this site is anything but another scenic view of Chesapeake marshes.

Dug through the tidal marsh by enslaved and free black laborers, the canal was a conduit for transporting timber from local plantations for use in shipbuilding, a major industry centered at Madison Bay. Audio here could bring to life the voices of Joseph Stewart, Anthony Thompson, and other local slaveholders, as their thoughts on industry, slavery, and survival are drawn from their diaries, newspaper accounts, and correspondence. Perhaps one might add the voice of Harriet's father, Ben Ross, recounting the days and years he spent laboring in this area, thus pulling the visitor into a day in the life of an enslaved man, as he woke with the sun, timbered the land, and built a community and a home for his family. A slave's work song, the fall of a timber ax, and a captain's bell from a schooner are just a few of the myriad sounds one might use to enrich the audio experience.



Stewart's Canal, from MD 16, Taylors Island Rd.

Minimal development of this site could include re-use of an existing road bed as a walking trail that runs to the edge of the canal. Use of this area would remove visitors from the road and increase safety for those interacting with the canal. The different elevation and distance from the roadway will also allow for a more intimate experience with the site. An audio installation canal side would have minimal impact on the landscape and view of this site. If soil conditions allow it, a sculptural art installation would further provide an aesthetically appropriate marker for this site. A pull-off area for one or two cars might be located within the shoulder area of MD 16, near the left edge of the plan view.

As proposed, this pilot project would have little to no impact on the environmentally sensitive lands adjacent to the MD 16 right-of-way. Currently, this site is well used by local residents for fishing and kayaking. The abandoned road bed serves as an unofficial water access point that is on privately owned property, outside the MD 16 right-of-way.

## Context Sensitive Design, Safety, Small Business Development

Bucktown Village, Plate B, page 54 was once a bustling crossroads in Dorchester County. A blacksmith shop and two stores occupied the three corners in the antebellum period, but today the Civil War era Bucktown Store, mid-19<sup>th</sup> century shopkeepers' home, and the "Big House," circa 1790, are all that remain.

Although it is not the building that was present when Harriet Tubman lived here there has been a store on this site since the 1830s. She would have traveled through this village during her years in Bucktown, and this is the most likely place where she received her life-changing head injury, when, as a young teen, she defied an overseer trying to subdue another slave inside a store. She was struck with a two-pound weight and nearly killed in the resulting melee. For the rest of her life, she experienced seizures and spells that shaped her personality and inspired many of her actions.

The current owners recently established the nonprofit Bucktown Village Foundation (501c3) for the purpose of fundraising and administration for the education and preservation activities that will take place on the site. Their business activities include kayak tours and rentals of kayaks and bicycles. The unique interpretive potential at this site is excellent. Bucktown Village presents the opportunity for an approach that addresses several Byway goals, including safety, context sensitive design, and small business development. The recommendations for the Bucktown Store and Village include:

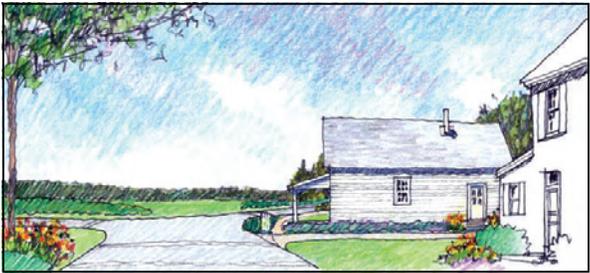
### Protect and preserve the Bucktown Store and other historic buildings on the property.

An easement held by the Maryland Historical Trust (MHT) covers the store building (A) and the northern half of its parcel and allows for the future construction of a new one-story building (D) with a footprint of 1,200 square feet to accommodate business operations.

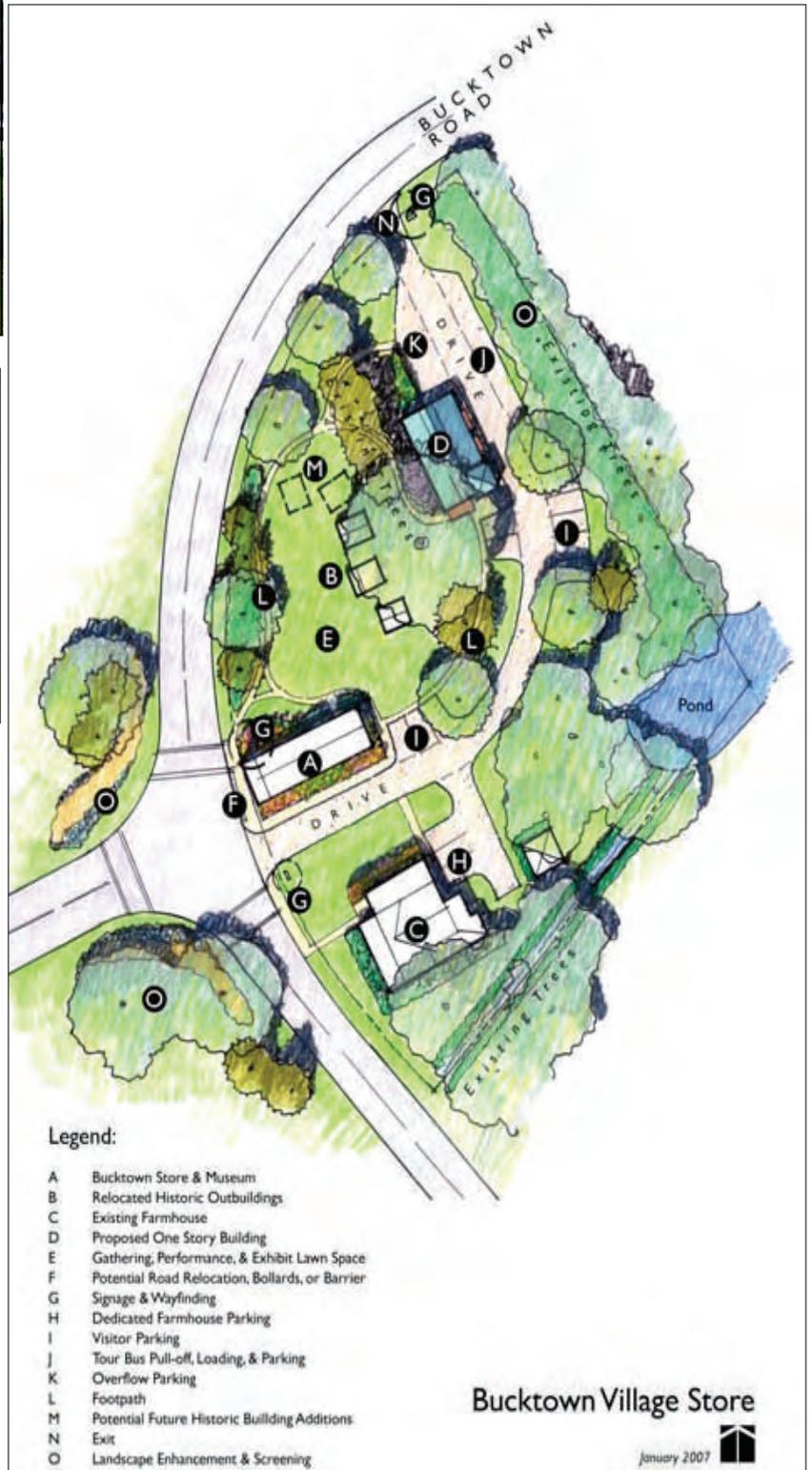
Safety is a big issue here. The store building sits within inches of the road, at a T intersection and on a curve. The potential for a vehicle to crash into it is real. It is not practical to relocate the building or the road, although the road shoulder could be pulled back a foot or so. Solutions must be very sensitive to appearance, for the view of the Bucktown Store is an essential part of the cultural landscape. Available remedies include:

- Pulling the shoulder of the road back from the front of the store. (F) The current intersection has ample pavement for current traffic, which periodically includes large trucks. The edge of the road should be moved away from the store as much as possible without compromising safety at the intersection.
- Using landscaping elements along the edge of the Bucktown Village and on adjoining properties to encourage motorists to avoid driving near the road's edge at the site. (O)
- Installing a context sensitive barrier specifically designed for this site (F). Any barrier placed near the store should not take a modern form or utilize generic state highway design. It should not visually interfere with the view of the store. It could take the form of wood-encased steel bollards. Restoration of the Big House, which sits outside the historic easement on a separate parcel, would allow visitors to experience another significant Bucktown Village building. The owners plan to provide exhibit space on the first floor of the original building for the family's many artifacts relating to slavery, the Underground Railroad, and other Dorchester County history.

Contemporary housing on two corners of the intersection interrupts the experience of what is otherwise a very intact historic site. With permission of the land owner, planting a thicket of blackberry and other native hedge-row species along the road side edges of these properties would effectively screen the view, letting visitors experience the surrounding landscape much as Tubman would have.



- Protect and preserve the historic buildings. (A,B,C,)
- Address viewshed issues. (O on plan view)
- Reconfigure site sensitively to accommodate multiple needs – owner’s residence, business, museum/ interpretation, public access, and parking.
- Address pedestrian and traffic safety issues.
- Interpret Harriet Tubman’s first act of defiance, head injury, and its subsequent effects on her life.



As the long term development of the Bucktown Village site evolves, the unique and rare local history documents and artifacts collected by the Meredith family could form the basis for outstanding interpretive exhibits in the store and/or the Big House.

Bucktown Village offers opportunities to share stories beyond Tubman that are interesting and provocative. Bucktown was a community of both black and white residents, many of whom have descendants still living in the area. Thomas Meredith held slaves until the end of the Civil War, at which time his enslaved workers presented him with a item to thank him for his kindness. The current owner, Meredith's great, great grandson, has this gift and numerous other historical artifacts suitable for museum display, including an original copy of the newspaper ad offering a reward for the return of Tubman following her escape.

A National Park Service Network to Freedom and a Maryland Civil War Trails interpretive panel are located at the store. Because this site is so significant, it will be important for the Byway Organization and the current owners to avoid wayside signage clutter. Using other forms of interpretation, such as audio or guided tours, will accomplish this while forging stronger emotional connections between visitors and the stories.

### **Traffic Safety at the Bucktown Intersection**

When approaching the site from Cambridge on Bucktown Road, motorists often exceed the posted speed limit. There is little to visually narrow the roadway—trees or buildings—which would slow drivers. Existing stop signs on two of the three intersection corners are routinely ignored by drivers. These conditions cause safety issues when a Bucktown visitor backs out of the site's parking area onto the roadway or when visitors step into the roadway to photograph the store. As more people come to Bucktown and linger to explore, the safety issues will worsen.

There are several options for increasing the safety for autos and pedestrians at Bucktown. Adding "visual friction," such as the blackberry thicket, will reduce the flat and open nature of visibility from the road, which has been proven to slow drivers. Signage would warn oncoming drivers that autos and pedestrians may be present in the intersection. Restrained speed humps or rumble strips would further slow drivers as they drew near the store, and placement of a three-way stop would require drivers to survey the intersection for pedestrians and other autos before proceeding.

### **Site Planning Can Accommodate Business Operations Sensitively**

Uses of the store beyond storytelling should require little to no change of its exterior or interior. In addition, the illustrative plan shows the green space next to the building remaining open for gatherings and other uses that impose no permanent elements on the site.

The illustrative plan shows parking for autos (I) and a motor coach (J), located away from the road and screened from the store and house. Similarly, a well-designed new building is shown at the back of the site to accommodate business uses. Ideally, this new building would be clapboard, painted a neutral tone. Roof pitch and fenestration would be inspired by the vernacular outbuildings in the area. In addition, some of the historic outbuildings that were moved to the property could be relocated in front of the new structure and used as storage.

## Balancing Preservation, Interpretation and Pedestrian Safety

For those areas where the historical landscape has a high degree of integrity, where it is easily possible to imagine the period of the Underground Railroad, it is important to exercise great care in addressing contemporary needs. Nowhere is this better illustrated than at Linchester Mill.



Historic view of mill in operation.

The mill is located on the south side of MD 16 / 331 (Preston – Federalsburg Rd.) near its intersection with Linchester Road and Seaman Road. See Plate C. Linchester Road is actually the original alignment of Preston – Federalsburg Rd and parallels the highway for about ½ mile. The county owns approximately 25 acres on the north side of the road, including the site of the original mill pond. The mill and mill pond sites are only ¼ mile from the Jacob Leverton House, another key Underground Railroad site.

A mill was in continuous operation at this site from 1681 to 1974, when the last miller died. The current mill dates to 1840 with improvements made in the 1850s, possibly by millwright Daniel Hubbard, a free black man who was active in the Underground Railroad. Linchester Mill not only transformed grains to flour, but it also was a place where enslaved blacks worked side-by-side with free blacks, exposing them to the possibility of another kind of life. Some slaves earned money through elective second jobs

like those available at the mill. In some cases they were able to buy their own freedom or that of family members. Some heard about freedom in the North and were inspired to run away, while others elected to remain where they were enslaved.

Today, the mill complex is owned and operated by Caroline County Historical Society (CCHS) and Caroline County, whose Parks and Recreation Department is undertaking an ambitious restoration and interpretation project on the site. The county's plans for the land on the north side of the road include restoring the mill pond and adding recreational features and nature trails. It can be expected that visitors to the mill will also want to visit the mill pond area, and that for special events, both sides of the road will be heavily used. Connectivity and pedestrian safety are key issues for this complicated site that is in multiple ownership. Working with the land owning/operating organizations and careful site planning identified ways to address them.

The planning team prepared two plan views to show the complicated site and how it can accommodate proposed activities. The Mill and Pond plan provides the full context. It illustrates a larger vision and addresses multiple initiatives and needs. The other plan shows only the Linchester Mill area. The initiatives include:

- A deck added to the rear of the mill (A) to serve as a stage for musical performances on a grassy, natural amphitheater (F). The first Linchester Mill Music Festival was held in June 2007.
- The restored historic Miller's House (C), located across Linchester Road, will be rented to an artisan-in-residence, who will offer products from local artists and artisans.
- The one-room Frazier's Neck School building (D) was moved to the site. The vestibule was attached to the side of the Assistant Miller's House (E) and is used as an information kiosk.

- The historical society received grant support to plan a path system and comfort facilities on a 14-acre tract adjacent to the mill site on the east side of the mill race.

After years of work, the Linchester Mill is likely to be visitor-ready earlier than other Byway sites and has extensive local support already in place. While plans for the mill property are ambitious, the CMP planning effort was an opportunity to think of the area as a whole. The sites on both sides of the highway can become a more coherent, attractive place that will invite people to linger and enjoy as well as learn about the Underground Railroad.

The historic mill pond area (O) is an easy walk from the proposed Leverton House wayside – if there were a trail. A loop trail system (N) around the mill pond on the north side of MD 16 / 331 could connect the Linchester Mill, the pond area, the Leverton House, and its historic approach from the south to create a destination for a broad range of visitors.

## Pedestrian Safety Challenges

Pedestrian connections across MD 16 / 331 (indicated by the dotted line circle marked “T” on the plan) will require careful consideration of safety issues. The road segment along this highway into Preston is busy with high speed traffic that includes 18-wheeler trucks. Crafting workable context-sensitive pedestrian safety improvements will require detailed planning and engineering.

As the mill pond park is restored, pedestrian activity will increase between the mill and the pond park and its recreational amenities.

A crosswalk from Linchester Mill to the pond area would likely require additional safety features such as pedestrian caution signs with flashing lights and/or stop signs located at the Linchester Road intersection.

A long-term solution might be very modestly widening the road to accommodate a pedestrian median island at this congested point. By moving the painted fog line, the

travel lane could be narrowed, which should cause drivers to slow down and be more alert.

One possible crossing point is under the bridge over Hunting Creek (on the context map, where Langrell Rd. enters SR 16/331 Preston Road. When the dam is restored, water levels will be consistent and controlled. The planned and funded pathway system on the east side of the mill race can easily connect to a large-diameter culvert with sufficient room for a path. “Flow-through” bridge material installed inside the culvert would allow water to pass when warranted. A precedent for this approach is found in Prince George’s County, where the Washington, Baltimore, Annapolis Recreational Trail crosses under SR 193, in Glenn Dale, south of Daisy Lane.

Design of the mill pond area should not be executed as a stand-alone and standard county park, but integrated into the overall plan for the Linchester Mill to maintain continuity as one moves through the many resources. Context-sensitive landscape design for the park can accommodate recreational and comfort facilities while conserving important views from the Byway and the mill buildings.

For example, ADA requirements for site access must be met, but this should not include intrusive ramps and other new structures placed visibly on the historic buildings. Likewise, parking needs are estimated at a total of 50 spaces. Parking is currently accomplished through lot-sharing with the nearby car dealership. As activity at the mill grows, parking should be provided with the least visual intrusion while avoiding historic mill remains.

Co-planning and developing the mill property and the county park mill pond property affords the opportunity to site comfort amenities and visitor services, such as bike rentals and a place to buy snacks and drinks, on either side of the road. (A small clapboard building of vernacular design should be sited, along with restrooms, where it would be convenient for patrons of the mill, park, and special events, yet not visually intrude on the historical character of the mill complex).

# Linchester Mill

May 2007

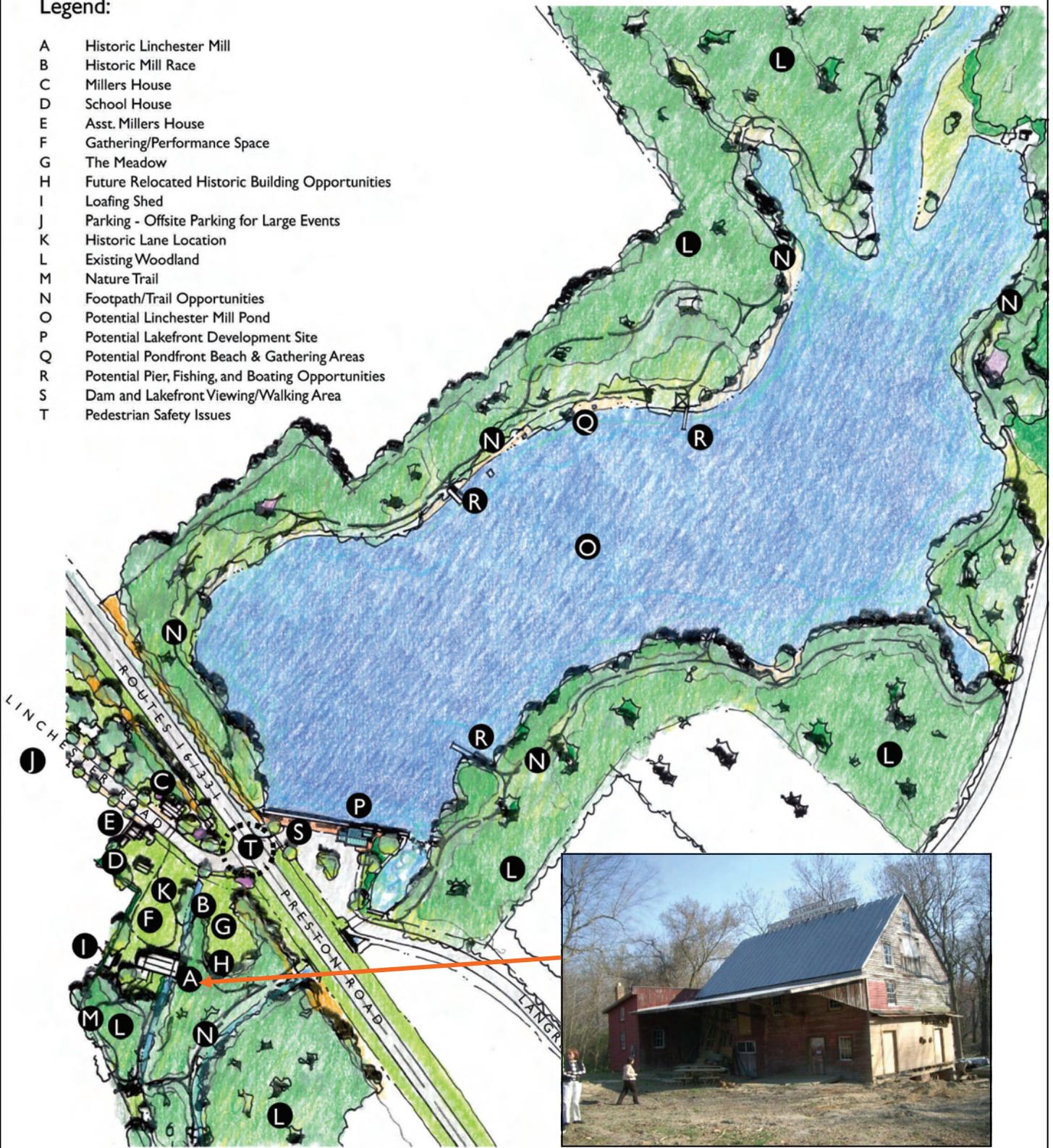


### Legend:

- A Historic Linchester Mill
- B Historic Mill Race
- C Millers House
- D School House
- E Asst. Millers House
- F Gathering/Performance Space
- G The Meadow
- H Future Relocated Historic Building Opportunities
- I Loafing Shed
- J Parking - Offsite for Large Events
- K Historic Lane Location
- L Existing Woodland
- M Nature Trail
- N Footpath/Trail Opportunities

**Legend:**

- A Historic Linchester Mill
- B Historic Mill Race
- C Millers House
- D School House
- E Asst. Millers House
- F Gathering/Performance Space
- G The Meadow
- H Future Relocated Historic Building Opportunities
- I Loafing Shed
- J Parking - Offsite Parking for Large Events
- K Historic Lane Location
- L Existing Woodland
- M Nature Trail
- N Footpath/Trail Opportunities
- O Potential Linchester Mill Pond
- P Potential Lakefront Development Site
- Q Potential Pondfront Beach & Gathering Areas
- R Potential Pier, Fishing, and Boating Opportunities
- S Dam and Lakefront Viewing/Walking Area
- T Pedestrian Safety Issues



**Linchester Mill & Pond**

May 2007

The mill site / mill pond area is an excellent location for an art/audio installation that might feature the role workplaces held in the pull of freedom and the Underground Railroad as enslaved and free blacks interacted. The mill is ideal for children's experiential programming — kids could take off their shoes, close their eyes and walk on the rough ground, perhaps even on sweet gum balls, imagining doing this without shoes for many miles in the pitch dark. Hands-on demonstrations can show how the mill operated. Audio of the sounds of a working grist mill would enhance the atmosphere of the mill building.

These examples of typical byway conditions (multiple ownership, pedestrian safety, interpretation, preservation) demonstrate an integrated approach that sensitively addresses site improvements in the context of interpretation or conservation projects. Up and down the Byway are situations where the Byway organization can work with land owners on such a multi-faceted approach and foster significant results. Whether it is a small project – sitting a sculptural installation and pull off, for instance, or a large one like these more complicated examples, preservation, conservation, and pedestrian safety need to be major considerations as well.

While a collaborative approach can be more labor intensive (many meetings to bring stakeholders together and to forge ownership of the resulting solution), the benefits suggest it would be a sound investment that could pay off for years to come.

# Chapter Five:

## Managing the Byway, Implementing the Plan

The HTUR Byway is unusual in that its central focus is interpreting history in a largely mute landscape, and doing so in ways that resonate emotionally with residents, newcomers and visitors. The opportunity to present the Underground Railroad story – in the very location where events took place and where many residents are descendents of either slave holders or the enslaved – is exceptional. However, implementation will be challenging. Rising to the challenge requires an outlook and style atypical of most byway organizations. Thus, there are few precedents.

Consensus emerged from the January 2007 workshops that the HTUR Byway offers significant potential as an enhancer of quality of life for the community, if done right. With the population growth anticipated in this area, conservation of important cultural landscapes will not only assure continuity of the historical resource, but retain agricultural land and open space, too. Growth will bring newcomers unaware of the history and culture of the area. The HTUR Byway’s interpretive programming can aid the community-building dynamics as well. Finally, the power of the Underground Railroad experience is the opportunity to explore race and power differences constructively.

Doing it right means a focus on honesty and sensitivity, presenting the context for the Underground Railroad, the stories of its activity in this area, and the lingering influence it has on contemporary life.

Considerations include:

- Implementation will take 5 – 10 years, and calls for a sponsoring organization that is stable, widely trusted and that is able to weather political shifts.
- Implementation requires at least one, if not several, dedicated staff persons to organ-

ize volunteers, communicate with the communities, coordinate, fund raise, and report progress. All of this is needed, in addition to marketing the Byway.

The route runs through Dorchester and Caroline Counties and is in two state heritage areas. The Caroline Economic Development Corporation, a non-profit group, will initially serve as the “secretariat” for a HTUR Byway Management Board that will be representative of key stakeholders in both counties.

The HTUR Byway Organization is the term used throughout the CMP. It refers to the Management Board, an Advisory Committee, and Caroline Economic Development Corporation, which will serve as fiscal agent.

### Byway Management Board

The Management Board should be interracial, comprised of no more than 10-12 well-regarded leaders. They should represent a cross section of regional interests and have a passion for the vision and goals of the Byway. Management Board members might be recruited from the leadership of such organizations as:

Harriet Tubman Organization

Eastern Shore Land Conservancy

Heart of Chesapeake Country Heritage Area

Stories of Chesapeake Country Heritage Area

A-Train Alliance

HEED

Dorchester County School Board

Caroline County School Board

Dorchester County Tourism

Caroline County Tourism

National Park Service

Blackwater National Wildlife Refuge

Distinguished members of the community may also be recruited to serve on the Management Board.

The role of the Management Board is to provide policy guidance and coordination for implementing the Corridor Management Plan. Much of its work will involve building and strengthening relationships with those organizations and individuals who can bring resources – community support, leadership, volunteers, money – for implementation. Members should lead or serve on standing committees that should include:

**Conservation and Preservation** – leading efforts to broker relationships with willing land owners where easements or other conservation measures are desirable to assure the future of the Byway's outstanding scenic, historical, and recreational resources.

**Interpretation and Education** – leading efforts to implement the major recommendations of the CMP, the audio program and the system of sculptural interpretive installations.

**Development** – leading efforts to raise funds needed for implementation, from public, private, and corporate sources.

### **The Advisory Committee**

The Advisory Committee need to include respected leaders and persons willing and able to be actively engaged in implementation themselves and able to recruit others to work on projects. The group must be racially balanced and represent the communities involved, with at least 30 percent of the group's members from each county. Most important of all is to have good leadership and committed, active, highly motivated

committees. Organizations should be represented by members of their executive boards rather than staff. Interest clusters that should be represented on the HTUR Byway Advisory Committee and potential sources of candidates include:

### **History / Heritage**

Harriet Tubman Organization  
Dorchester County Historical Society  
Caroline County Historical Society  
Many Rivers Community History Project  
Stanley Institute  
Neighborhood Group for a Better Cambridge  
Maryland Historical Trust  
Maryland Heritage Area Authority

### **Nature / Land Conservation**

Eastern Shore Land Conservancy  
National Park Service / Blackwater NWR  
Department of Natural Resources

### **Education / Youth**

Sojourner Douglass College  
Dorchester and Caroline School Boards  
Harriet Tubman School of Excellence  
Salisbury University  
Chesapeake College  
University of Maryland Eastern Shore

### **Communication**

Radio, Television, Public Relations  
Newspapers

### **Business**

Chambers of Commerce  
Economic Development Offices  
Agricultural Community

### **Government**

Mayors  
County Commissioners  
Planning Officers  
State Highway Administration  
Maryland Office of Tourism Development

In a work session around implementation, discussion was framed around two alternatives, the variable being community momentum and will. One alternative presumed a modest level, the other described the potential out-

come should this initiative attract leadership attention and develop broad ownership. Byway leaders consciously chose the more ambitious of the two options explored during the planning process, This is the path that requires bolder leadership and significant fund raising. The national stature of Harriet Tubman, the opportunity for the Underground Railroad to once again serve as a meeting place for both races, means the prospects are excellent for raising funds from national and regional philanthropic and public sources that reach well beyond traditional byway grant programs. A consideration in rounding out Board and the Management Committees is the ability of candidates to engage in fund raising.

It is also essential that county and municipal governments be strong partners in the Byway Organization. Such a partnership would at a minimum involve adopting the CMP as an amendment to comprehensive plans and providing a reasonable share of financial support for the Byway organization. Ideally, local governments will also adopt conservation zones and design guidelines covering exceptionally high quality scenic views (see list in Chapter Three, page 31.

Operating as a unified organization will take effort, due to the sheer length of the Byway. It may be more practical to alternate meetings of the full Committees with smaller, more geographically focused meetings of Committee members in between. Since much project activity is site specific, this could have team building benefits. Electronic meetings and communication should be constant.

### **Implementing Keystone Projects**

Three key projects will be the focus of work for the Byway Organization for the next 5 – 10 years. All three need pre-planning and organizing during the near term.

#### **Audio Program.**

This is envisioned as something that once produced can be made available in a wide array of formats – downloadable from a website as one or more tours, edited into pieces suitable for on site installations, even as audio features

### **Steps to Create the Audio Program**

- Raise funds for first phase – pre-production research through script development. Research – oral histories as well as documents, secondary sources
- Develop interpretive focus – of all the angles the program can take, key messages or themes and how best to convey them (narrative, re-enacted, interviews, etc.)
- Develop Script and treatment.
- Raise funds for second phase – production, and third phase – post production distribution and installation.
- Recruit voices, studio taping, sound effects, music, editing, etc.
- Distribute, install.

for radio programs such as *All Things Considered*, on National Public Radio.

### **Art/Landscape/Story System**

The concept is to create a system of sculptural installations at 10 – 15 key sites or locations along the HTUR Byway. These pieces will incorporate art, words, and audio and convey the power of the Underground Railroad. While one could select a design team via the standard “request for proposal” a design competition would generate significant national publicity as well as attract a talented designer.

### **Key Land Conservation Measures**

The Corridor Management Plan identifies several key Underground Railroad sites / views / historical landscapes that are at risk of future development. One is the land and views surrounding the Jacob Leverton Dwelling, near the Dorchester / Caroline County line. Here, the land owner has expressed interest in working with the Byway Organization and others to ensure preservation, granting public access for an interpretive installation, even donating easements or portions of the land. This interest

## Steps to Creating the Art/Landscape/ Story System

Organizing and holding a design competition takes professional knowledge and experience. Part of the cost is for a competition advisor. Harriet Tubman is a national figure, and a corporate sponsor or benevolent philanthropist is well within reason.

- Develop proposal to fund national design competition. Raise funds to cover publicity, jury honoraria, cash prizes for first, second, third, etc.
- Develop program description that the design competitors will respond to.
- Recruit five or six jurors, including nationally prominent artist, designer, African American historian, and prominent local leaders.
- Announce competition.
- Receive, catalog, display entries. Jury selects winner, and the runners up.
- Host public exhibit of entries, press events.
- Commission the design team.
- Raise funds, design and install initial pieces.

## Design Competition

The art/landscape story system is ideally suited for a highly professional design competition to create the system design. Such competitions have led to the Vietnam Veterans Memorial, the Civil Rights Memorial in Montgomery, Alabama, the Astronauts Memorial at Cape Canaveral, Leesburg VA's town hall, and numerous excellent park and civic designs around the country.

A design competition is a great way to get a lot of visibility for the HTUR Byway initiative, generate hundreds of designs, and symbolize to local residents the importance of what happened here – Harriet Tubman and the Underground Railroad.

Competitions routinely generate 100+ entries, which can be publicly displayed and generate significant excitement. Having high quality visual materials will be very important for raising funds to execute the installations. The winning entry can either receive a cash award, or be guaranteed the paid commission – or both. A decent cash prize, coupled with a jury with prominent designers on it will spark many entries.

was triggered through face-to-face meeting and conversation with his neighbor by a member of the Advisory Committee and indicates that such informal but purposeful conversations by leaders of the Byway Organization will reveal similar opportunities.

## Staffing the Byway Organization

The opportunities before the HTUR Byway are unusually promising, due to the national prominence of the story and Harriet Tubman, as well as the Byway's location within a 2.5 hour drive of the Washington DC / Baltimore / Philadelphia market.

However, the organizational challenges are particularly complex. The success of this initiative rides on many things, but none more important than the leadership shown by the Byway organizer. This suggests that great care is needed in recruiting and hiring a professional with the right set of skills, experience, and aptitudes. Race is a major underlying factor for this initiative and trust must be established in order to forge an effective organization that can tap the potential of the Byway. The chosen individual must have demonstrated ability to work comfortably in inter-racial environments, bring strong experience in community organizing and grant writing, and have excellent communication skills.

The job calls for someone who is highly organized, a self starter with excellent interpersonal skills, stamina, patience, mature judgment. The ideal candidate will not be a local resident (for fresh perspective is an asset), and will probably be an African American. He or she must be sensitive to local values and cultures. The person does not have to have deep knowledge of Harriet Tubman or the Underground Railroad, but must have a passion for the project.

## Byway Organization's Operating Approach

The HTUR Byway initiative has resonated with a number of leaders in both counties because of the opportunity it affords local communities in terms of quality of life. A stronger sense of com-

munity belonging is an intangible part of quality of life. Unspoken racial issues lie under the surface in many American communities. Here, there is the opportunity to come together in a project of mutual celebration and understanding. To do so, however, will take a conscious effort to bridge cultures, to engage known and emerging leaders from both races in planning interpretive projects, beginning with the audio program, art / sculpture interpretive system. Each project will benefit from a bi-racial working group and needs additional grassroots outreach and engagement of community residents. Open and frequent communication – notes from meetings posted on the website, and periodic celebrations of progress will foster a stronger sense of accomplishment.

## Near Term (2007) Activities

**Outreach to Leadership.** The Byway Organization needs to undertake a set of briefing meetings with key business, civic, education and political leaders in the counties and the towns along the Byway. The purposes are to familiarize them with the Byway and its potential, to expand a sense of ownership, and to recruit influential leaders to serve on the Advisory Committee.

**Outreach to Grassroots** The expression is to "go where they are." Churches are a major social institution here and a series of briefings with the leadership of key congregations and presentations to the membership will go a long way towards building ownership.

**Forming the Advisory Committee** This will grow from outreach activities and should include some of the members of the current CMP Advisory Committee.

**Raising Money** Case statements and proposals need to be prepared and pitched to the region's philanthropic individuals and foundations. Short-term funds are needed to:

- Retain an energetic and talented organizer
- Produce compelling proposals for the audio program, the art/ landscape / story system – and the design competition.

- Match the grant from the Byway Program to support a full-time coordinator for the Byway (anticipated in March 2008).

**Gain designation as All American Road** The window for submitting the nomination is TBD, but said to be early 2008.

### First Five Years

- Recruit talented and energetic Byway Coordinator.
- Create imaginative, engaging website.
- Produce and launch audio program.
- Design art/sculpture, interpretive system and implement first two installations.
- Create graphic design package for HTUR Byway.
- Produce HTUR Byway map/guide.
- Install new HTUR Byway way finding signs.
- Broker land conservation agreements at Leverton House and other key sites.
- Organize "Byway Main Street Network" and seek funding for technical assistance.
- Develop and execute marketing plan to promote the HTUR Byway experience.
- Organize first annual Harriet Tubman/ Underground Railroad Heritage Weekend.
- Join the International Coalition of Sites of Conscience [www.sitesofconscience.org](http://www.sitesofconscience.org). In addition to peer networking opportunities, membership will signal the thoughtful quality of the organizers of the HTUR Byway.

### Next Five Years

- Implement 2-6 additional art/ sculpture interpretive installations.
- Optional: install additional wayside interpretive devices.

- Publish updated HTUR Byway map/guide to reflect expanded interpretive system, events.
- Broker land conservation agreements at key sites.
- Provide technical assistance to Byway Main Street Network and to small visitor-serving businesses.
- Expand annual Harriet Tubman/ Underground Railroad Heritage Weekend.
- Provide leadership support to strengthen local regulatory framework for land conservation, historic preservation, and new development.

## Projects, Programs, Cost Ranges

	Cost Ranges
<b>Management (Annual Operating Costs)</b>	
Byway organizer / coordinator, including benefits	\$50,000 - 70,000
Office support, local travel, etc.	\$20,000 – 25,000
Office space, supplies	\$15,000—18,000
Professional development – memberships, conferences	\$2,000 – 3,000
Website operations	\$2,500 – 4,000
Main Street Network – Technical Assistance	\$15,000 – 30,000
Land Conservation Initiatives – Technical Assistance	\$10,000 – 20,000
Marketing and P.R. Initiatives	\$12,000 – 15,000
<b>Subtotal (annual operations)</b>	\$126,500—185,000
<b>Programs and Projects</b>	
Graphic design of identity package	\$10,000 – 15,000
Website design	\$3,000 – 6,000
<b>Map / guide booklet</b>	
Content creation	\$5,000 - 8,000
Graphic design & layout	\$5,000 – 8,000
Printing / production	TBA
<b>Audio Program</b>	
Pre-production research, script treatment, script	\$25,000 - 50,000
Production	\$20,000 – 40,000
<b>Distribution (postage, disks, uploading)</b>	TBA
<b>Sculptural Interpretive System</b>	
Design	\$15,000 – 30,000
Execution assume \$10 – 20K per installation X10	\$100,000 – 200,000
<b>Subtotal (annual operations)</b>	\$126,500 – 185,000
<b>Subtotal (program/projects)</b>	\$193,000 – 369,000

## Potential Partners and Funding Sources

The nationally significant story and commitment to creating imaginative, experiential learning programs, guided by a high performing organization, can enable the HTUR Byway to attract funding from a wide range of sources beyond those usually available to byways. If the Organization finds creative ways to engage local residents in program development and execution (youth participation in hospitality, event planning, marketing, and logistics or audio production) funding from such diverse sources as the U.S. Department of Labor and Department of Education may also be available.

A first rate audio experience could attract active pre-production – even production -- support from college or university speech and drama departments beyond the two Counties. Candidates would include Johns Hopkins University, University of Maryland, Morgan State University, Washington College, St. Mary's College of Maryland, and Howard University.

Potential funding sources for the audio program include the Maryland Humanities Council, which has grants of as much as \$10,000 for projects such as this. Regional community foundations might be a source. The audio tour is also an eligible activity for Maryland's Scenic Byways grants and for National Scenic Byways grants; it should be considered a priority for both.

Another potential funding source is the Maryland Heritage Areas Program. The audio program will be a major interpretive achievement that will benefit the Heart of Chesapeake Country and Stories of the Chesapeake Heritage Areas through which the route passes.

The graphic identity package (distinctive signage, website, publications, etc.) could make an excellent project for a graphic design studio at the Maryland College of Art, the University of Maryland, or another college with a strong art program.

Both UMD- College Park and Morgan State University have well-regarded programs in landscape architecture and urban design whose professors seek studio projects. Numerous opportunities line the Byway. The Byway Organization could act as client and coordinator of a project to bring design assistance to one or more town centers through the Byway's Main Street Network initiative.

The sculptural interpretive installations lend themselves to corporate underwriting and individual sponsorship, *if the design is exemplary*. The Eastern Shore is quietly attracting a number of corporate executives and celebrities who, if approached in the right way by the right person, could become involved in the HTUR Byway interpretive initiative or introduce the HTUR Byway to potential benefactors.

In conclusion, when the corridor management plan is fully implemented, the landscape is no longer mute, and large farms no longer in danger of development, the Harriet Tubman Underground Railroad Byway will be an outstanding heritage tourism experience. The process of implementing it can and should involve hundreds of local residents – descendants of slaves and slave owners, free blacks and whites who did not own slaves, and those who have come to live here in the years since the Emancipation Proclamation. The Byway initiative needs all these voices, along with scholars and other professionals, and can become an important factor in the quality of life and identity of Dorchester and Caroline Counties in the years to come.

Even as the Corridor Management Plan is going to print, the Byway Organization is already responding to the challenges of implementation. It can be expected that within a few short years, visitors and residents will experience the fruits of their work. As projects are accomplished, as conditions change because of trends and the pace of implementation, it is important to continue to plan, to update the Corridor Management Plan to reflect on-going historical research, conservation and preservation practices.

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## HARRIET TUBMAN IN THE REGION

Excerpt from a report prepared by Tubman biographer Kate Clifford Larson (draft dated 8.03.06) for the working group for a Harriet Tubman Underground Railroad Center, in a new state park near Blackwater National Wildlife Refuge.

### Harriet Tubman Significance

Harriet Tubman, one of the most enduring figures in American History, is more famous now than she was upon her death in 1913. The story of her lifelong struggles for freedom, equality, justice, and self-determination have become increasingly more important to not only Americans, but to peoples all over the world who have found Tubman's heroism and ideals a model for emulation and admiration.

Born and raised in Dorchester County, Maryland, Harriet Tubman lived in a world of legal, social, physical, and emotional bondage. However, through the influences of a diverse and determined community, coupled with strong family ties, and a life governed and groomed in a unique physical landscape, Harriet Tubman was able to resist her enslavement and become one of the most famous freedom fighters in American history.

Tubman's name recognition remains high. She has been honored and memorialized frequently through a variety of venues, from the naming of a US Liberty ship in 1944, to postage stamps in the 1970s and 1990s, to the renaming of streets, schools, non-profit organizations, and through designating state days of recognition. Most people, however, have little knowledge of the real essence and details of Tubman's long life. The Harriet Tubman Underground Railroad Center will address that lack of knowledge base by providing visitors with historically accurate exhibits, and encouraging visitors to go out into the landscape and see the sites where the history of Harriet Tubman and the Underground Railroad actually occurred. This will allow and promote the teaching and learning of personal, local, regional, and national history through interpretations of the various historic sites and heritage/cultural resources available in the region.

Harriet Tubman was born Araminta, or "Minty," Ross in early 1822. The location of her birthplace within Dorchester County remains debated. Although documents have not definitively confirmed either account, historical research indicates that she was probably born on the plantation of Anthony Thompson, south of Madison and Woolford. Oral traditions tell of other places within the county, including Madison and the Brodess farm in Bucktown. She was the fifth of nine children of Ben and Harriet "Rit" Green Ross, both slaves. Her father Ben supervised the cutting of timber on Thompson's plantation, while her mother Rit probably worked in Thompson's house or in the fields. Harriet, her brothers and sisters, and her mother, however, belonged to Thompson's stepson, Edward Brodess. When Harriet was a small child, Brodess took them to his own small farm, which he inherited, miles away in Bucktown. Separated from Ben, Rit and their children experienced intense hardship and loneliness.

From the young age of six, Harriet was hired out to a series of cruel and negligent masters, who physically and emotionally abused her. Brodess sold some of his slaves to traders from the Deep South, including Harriet's sisters, Linah, Soph, and Mariah Ritty, permanently tearing the Ross family apart.

During the late 1700s, agriculture on the Eastern Shore of Maryland changed from tobacco growing to grain and timber production, which required a smaller labor force. In 1808, laws banning the international trade in enslaved Africans left North American slaveholders looking for new sources of slave labor. Cotton production, which required a very large labor force, was

expanding rapidly in the Deep South, so many slaveholders, like Edward Brodess in Maryland, decided to sell their excess slaves to work on plantations in Georgia, South Carolina, Alabama, Mississippi, Louisiana, and Texas, rather than set them free. This tore apart many Maryland African American families.

At about the age of thirteen years old, Tubman was nearly killed by a blow to her head from an iron weight, thrown by an angry overseer at another slave. The incident, which probably took place at a former store site at the Bucktown Village crossroads, resulted in a horrific head injury. It took months for her mother to nurse her back to health. The severe injury left Tubman suffering from headaches and seizures that affected her for the rest of her life. It was also during this time that Harriet experienced an intense religious conversion. Her spirituality represented a blending of a variety of Christian faiths with the spiritual and cultural traditions of her West African forebears.

After she recovered from her injury, Brodess hired Harriet out to John T. Stewart, a Madison merchant and shipbuilder. This brought her back to the African American community of free and enslaved family and friends where her father Ben lived. It was during this time that she learned valuable survival skills that would contribute to her success on the Underground Railroad and in the Civil War. She discovered the ways of the forests from her father, and she learned important information about freedom in the North from African American sailors, who may have told her of safe places in Baltimore, Philadelphia, New York, and New England. She may also have learned about the hidden communication networks shared by Black watermen, shipyard, and dockworkers, who passed messages back and forth between family and friends in different communities throughout the Chesapeake Bay and beyond.

About 1844, Harriet married a local free Black man named John Tubman. It was at this time she may have shed her childhood name Minty in favor of Harriet. She worked very hard, earning extra money on the side for herself, which Brodess let her keep. She bought a pair of oxen and soon increased her earnings by plowing fields and hauling timber in the Madison area. For the two years leading up to her own escape in 1849, Tubman worked for Dr. Anthony Thompson in Poplar Neck in Caroline County and possibly Cambridge.

On March 7, 1849, Edward Brodess died on his farm in Bucktown at the age of 47, leaving Tubman and the rest of her family at risk of being sold to settle his many debts. To prevent this, Tubman took her own liberty. She tapped into an Underground Railroad that was already operating secretly on the Eastern Shore: traveling by night, using the North Star and instructions from white and black helpers, she found her way to Philadelphia. However, freedom meant little to her without her family and friends. So she set upon a plan to rescue them, working as a housekeeper, launderer, and cook, to save enough money to conduct a mission of liberation.

In December 1850, Tubman's niece, Kessiah, and Kessiah's two children were set to be auctioned to the highest bidder at the Court House in Cambridge. By way of secret communication with Tubman in Philadelphia, Kessiah's free husband, John Bowley, successfully rescued Kessiah and the children on the day of the auction, secretly sailing his young family to Baltimore's busy waterfront at Fells Point. Tubman met the Bowley's there. She successfully hid them in homes along Slemmer's Alley, Dallas, Bond, and Pratt Streets, where family members and friends who worked as seamen, stevedores, ship carpenters, and caulkers lived. Tubman soon brought them on to Philadelphia and then Canada.

Tubman's dangerous missions continued throughout the 1850s, as she sought to bring away her sister Rachel (who died before she could be rescued), her brothers Robert, Ben, Henry, and Moses, her parents, and other friends and family members. In spite of a severe physical disabil-

ity, financial constraints, and racial and gender discrimination, Tubman succeeded in completing approximately thirteen escape missions, personally bringing away about seventy individuals, while also giving instructions to about sixty more who found their way to freedom independently. Tubman used a variety of routes and safe houses between Maryland and the North; some traversed Caroline County, MD into Delaware, others by water through the Chesapeake Bay to Baltimore and then Philadelphia and beyond.

The Underground network that Tubman relied upon was dominated by free and enslaved African Americans, like Jacob Jackson in the Parson's Creek area, Samuel Green in East New Market, and Daniel Hubbard near Hynson; Tom Tubman and others in Baltimore; William Brinkley, Nat and Abraham Gibbs in Delaware; and William Still of Philadelphia. These people risked their lives to assist freedom seekers reach safety in the North. White abolitionists, including Quakers Jonah Kelley and Jacob Leverton from Dorchester and Caroline counties, and Thomas Garrett of Wilmington, Delaware, also supported this network. Tubman employed various strategies to fool pursuing slave catchers, such as acting as an old woman, dressing like a man, or traveling south to throw hunters off her tracks. She used coded songs, like "Go Down Moses" and "Bound for the Promised Land," to signal to her charges that it was safe to come out of their hiding places. For protection, she carried a pistol.

The Fugitive Slave Act of 1850 left most refugee slaves vulnerable to recapture and many fled to the safety of Canada. Tubman brought many of her refugees to St. Catharine's, Ontario, where they settled into a growing community of freedom seekers who sought to recreate a community of mutual support and assistance. Her dangerous missions won the admiration of black and white abolitionists throughout the North who provided her with funds to continue her activities. In 1858, Tubman met with the legendary freedom fighter, John Brown, in her home in St. Catharine's. She helped him recruit former slaves for his planned raid at Harper's Ferry, VA. In 1859, William Henry Seward, Lincoln's future Secretary of State, sold Tubman a home on the outskirts of Auburn, New York, where she eventually settled her aged parents and other family members.

In early 1862, Tubman joined Northern abolitionists in support of Union activities at Port Royal, South Carolina. There she acted as a nurse, cook, launderer, teacher, tailor, and spy. In early June 1863, she became the first woman to command an armed military raid when she guided Col. James Montgomery and his 2nd South Carolina Colored Troops up the Combahee River, routing out Confederate outposts, destroying stockpiles of cotton, food and weapons, and liberating over 750 slaves.

After the war, Tubman rejoined family and friends who had settled in Auburn to be near her. In Auburn, they recreated the sense of community they had developed in bondage in Dorchester County. She began another career as a community activist, humanitarian, and suffragist. She married Nelson Davis, a veteran, that same year (her husband John Tubman had been killed in 1867 in Dorchester County, Maryland.) Though she and Davis ran a brick making business and sold crops grown on their small farm, she struggled financially the rest of her life. Denied her own military pension, she eventually received a widow's pension as the wife of Nelson Davis, and, later, a Civil War nurse's pension.

Her humanitarian work triumphed with the opening of the Harriet Tubman Home for the Aged, located on land abutting her own property in Auburn. Active in the suffrage movement since 1860, Tubman continued to appear at local and national suffrage conventions until the early 1900s. She died of pneumonia at the age of 91 on March 10, 1913 in Auburn, New York.

While Tubman earned her reputation as one of the most successful Underground Railroad op-

erators of her time, she has become one of the most well known symbols of the African American struggle for freedom, equality, and justice. She represents to those who have been discriminated against – women, minorities, the disabled, the poor, the forgotten - the power of one person to make a difference, the power to affect change and determine the course of history. She continues to serve as inspiration for all, regardless of race, ethnicity, gender, age, or nationality.

She reflects a time of American history when people struggled with conflict and contradictions between their religious, cultural, social, and political beliefs (including the principles of equality.) Today she continues to represent what Americans value most highly – liberty, equality, justice, and self-determination.

## Photo credits

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Cover: Jacob Lawrence, from the Harriet Tubman series, 1938-40. Hampton Institute Museum, Hampton VA

Title Page Illustration by Kadir Nelson, from Moses: When Harriet Tubman Led Her People to Freedom. New York, Hyperion, 2006.

p.4. Caroline County Historical Society; p.5 Kate Clifford Larson; p.6, 13, 14, 15, 16, 18, 38, 39, 41 Kittleson Associates. p.15, 16, 19, 20, 23, 30 Dorchester County Tourism Office. All sketches and plan drawings by Andy Kalback.

## Sites on National Register of Historic Places

County	Name	Address	Town
Caroline	Daffin House	Tuckahoe Road	Hillsboro
Caroline	Oak Lawn	13590 Oakland Road (MD 312)	Ridgely
Caroline	Willow Grove	Shepherd Church Road	Four Corners
Caroline	Castle Hall	Goldsboro Marydel Rd (MD 311)	Goldsboro
Caroline	St. Paul's Episcopal Church	Church Street	Hillsboro
Caroline	Athol	Melville Road	Melville Crossroads
Caroline	Marble Head	24435 Marble Head Road	Ridgely
Caroline	The Neck Meetinghouse and Yard	Hillsboro Denton Road (MD 404)	Denton
Caroline	Potter Hall	8148 Martin Lane	Williston
Caroline	Memory Lane	24700 Williston Road	Williston/Denton
Caroline	Exeter	Three Bridges Road	Federalsburg
Caroline	Leonard House	Main Street	Greensboro
Caroline	Denton Schoolhouse	104 S. Second Street	Denton
Caroline	Denton Armory	Maple Ave & Randolph Street	Denton
Caroline	Denton Historic District		Denton
Caroline	Williston Mill Historic District	24729 Williston Road	Denton
Caroline	West Denton Warehouse/Wharf	10215 River Landing Road	Denton
Dorchester	Rehoboth	Puckum Road	Eldorado
Dorchester	La Grange	904 La Grange Street	Cambridge
Dorchester	Goldsborough House	200 High Street	Cambridge
Dorchester	Ridgeton Farm	Bay Shore Road	Taylors Island
Dorchester	Bethlehem Methodist Episcopal Church	Hooper Neck Road	Taylors Island
Dorchester	Stanley Institute	901 Bayly Road	Cambridge
Dorchester	Yarmouth	Bestpitch Ferry Road	Cambridge
Dorchester	Christ Episcopal Church and Cemetery	Church Street & High Street	Cambridge
Dorchester	Sycamore Cottage	417 High Street	Cambridge
Dorchester	Dorchester Co. Courthouse & Jail Site	206 High Street, 500 Court Lane	Cambridge
Dorchester	Grace Episcopal Church Complex	Hooper Neck Road	Taylors Island
Dorchester	Dale's Right	5353 Casson Neck Road	James
Dorchester	K.B. Fletcher's Mill	Cabin Creek Hurlock Road	Cabin Creek
Dorchester	Glen Oak Hotel	201 Academy Street (MD 331)	Hurlock
Dorchester	Hooper Island Light Station	Chesapeake Bay	Barren Island/Hooperville
Dorchester	East New Market Historic District		East New Market
Dorchester	PATRICIA (log canoe)	Nathans Avenue	Cambridge
Dorchester	Cambridge Historic District, Wards I & III		Cambridge
Dorchester	Annie Oakley House	28 Bellevue Avenue	Cambridge
Dorchester	Brinsfield I Prehistoric Village Site		
Dorchester	Willin Village Archeological Site		
Dorchester	Friendship Hall	15 Railroad Avenue (MD 14)	East New Market
Dorchester	Glasgow	1500 Hambrooks Boulevard	Cambridge