



HARRIET TUBMAN

SPECIAL RESOURCE STUDY

Environmental Assessment



National Park Service, Northeast Region
November 2008

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EXECUTIVE SUMMARY

In 2000 Congress directed the Secretary of the Interior to evaluate the potential to establish a unit of the national park system or a national heritage area that would commemorate one of the world's best known heroes of emancipation. The Harriet Tubman Special Resource Study Act (P.L. 106-516, signed November 13, 2000) directs the Secretary to evaluate seven Tubman-associated sites in Auburn, New York, and Dorchester County, Maryland, plus other relevant areas that the study might reveal. A previous special resource study of the Underground Railroad had recommended in 1996 that two sites associated with Harriet Tubman, one each in New York and Maryland, be evaluated further to determine their appropriateness for potential inclusion in the national park system.

The study law requested information on the sites and resources associated with Harriet Tubman, alternatives for the management, administration, and protection of those sites and resources, evaluation of their appropriateness for inclusion in the national park system, and cost estimates for land protection, development, maintenance, and operation. This report includes an Environmental Assessment required by the National Environmental Policy Act (NEPA) to assess the effects of potential federal government action on the human environment.

Harriet Tubman was born enslaved in 1822 in Dorchester County on Maryland's Eastern Shore, grew up, and worked there until 1849. At age 27 she emancipated herself and fled north. She achieved fame in her lifetime as the "Moses of Her People" by stealthily returning many times to the familiar Maryland landscape to lead family members and friends out of slavery. She was never caught and she became one of the most prominent "conductors" on the Underground Railroad. For a brief time she made her base in the safety of Canada while the Fugitive Slave laws were being enforced, but soon settled in Auburn, New York, where she purchased farm property and established a home for her family and others, which anchored her life over her last four decades. In old age, she formally established the Harriet Tubman Home for the Aged, which institutionalized a pattern of her life – caring for African Americans in need. Her death in 1913, reported in the New York Times, was followed a year later by a grand commemoration of her life

featuring, among other notables, Booker T. Washington. Her gravesite and her home in Auburn became places of pilgrimage for devotees to honor this humble woman who became a legendary figure in American history and culture.

The major areas of focus in Tubman's life are: (1) the lands of her birth, youth and young adult life in the Choptank River region of Maryland; and, (2) her home in remaining years in Auburn, New York. The Choptank River region contains extensive and evocative landscapes that have experienced relatively minor changes since the mid 19th century. These Tubman-associated landscapes are in Dorchester County and include the northern portion of the Blackwater National Wildlife Refuge and adjacent areas. In Caroline County to the north the associated landscape includes the compellingly scenic site of Poplar Neck on the Choptank River. Resources in Auburn, New York, include her home, the home for the aged she founded, her church and church rectory, and her final resting place.

Chapter 1 introduces Harriet Tubman, describes the purpose and need for this study, explains the process by which it was conducted, identifies the study area, and summarizes the extensive public involvement during its course. The congressionally required criteria for evaluating the potential designation of new units of the national park system are noted here.

Chapter 2 describes Harriet Tubman's importance in American history and culture, and the primary sites and historic resources with which she is associated. It includes the context in which Tubman lived, a narrative of her life, and descriptions of the primary places associated with her life and work.

Chapter 3 presents analyses required by Congress for evaluation of new areas that may be candidates for potential designation as units of the national park system. The criteria require determinations of national significance, suitability, feasibility, and need for NPS management. In addition, following the directive of the Tubman special resource study law, there is an evaluation of the feasibility of a national heritage area.

Chapter 4 contains management alternatives required if a resource is found eligible for potential inclusion in the national park system. It describes two management alternatives which involve action by the National Park Service to commemorate Harriet Tubman on a national level. It also spells out a "no-action" alternative required by the National Environmental Policy Act. Each alternative includes estimates of cost and possible roles of partners. The chapter concludes with a discussion of interpretive themes that could potentially be used to provide for increased public understanding of Harriet Tubman's life and contributions to American history.

Chapter 5 includes the affected environment, environmental consequences, and consultation and coordination sections of the Environmental Assessment.

The study concludes that resources associated with Harriet Tubman in Dorchester, Caroline, and Talbot counties, Maryland, meet the national significance, suitability, feasibility, and need for NPS management criteria for eligibility for potential inclusion in the national park system. It further concludes that the resources associated with Harriet Tubman in Auburn, New York, meet the national significance, suitability, feasibility, and need for NPS management criteria for eligibility for potential inclusion in the national park system.

Alternative C, presented in Chapter 4, is the environmentally preferred alternative. It also represents the NPS “most effective and efficient” alternative. Alternative C offers the most effective and expeditious way to protect the larger nationally significant landscapes associated with Harriet Tubman in Maryland, landscapes that may otherwise be lost to development over time, through the use of grants to state and local governments and nonprofit organizations for the purchase of permanent protective easements. It also increases the potential for preservation, restoration, and rehabilitation of extant Tubman-related structural resources and cultural landscapes in Auburn, New York.

Alternative C provides the most effective way to tell the entire story of Harriet Tubman through coordinated park general management and interpretive planning and through the use of NPS interpretive staff in both locations. The Harriet Tubman and Underground Railroad stories are and will continue to be journeys of research and discovery. The partnership nature of this alternative with state and local governments, nonprofits, and academic institutions maximizes the opportunities for on-going and collaborative research.

While more costly, Alternative C is the most efficient due its ability to increase the leveraging potential of federal financial resources that will be matched by other state, local government, and private financial sources for wider resource protection objectives. Alternative C sustains the desired land use in the Choptank region of Maryland while leaving the land in private ownership, on the tax rolls, and without any continuing NPS land management costs. In Auburn, New York, a partnership with the Harriet Tubman Home, Inc., promotes efficiencies through a financial and interpretive relationship that ensures resource protection and sustains the AME Zion Church’s century old stewardship of Harriet Tubman’s Home for the Aged and other more recent additions to the National Historic Landmark properties at that location.

The juxtaposition of Harriet Tubman related resources and the Blackwater National Wildlife Refuge provides the opportunity for the NPS and the U.S. Fish and Wildlife Service to share in the protection of these resources in a cooperative manner compatible with the missions of both agencies. Alternative C eliminates unnecessary overlap and the park planning effort would maximize both the efficiency and the effectiveness of the NPS in fulfilling its protection and interpretive responsibilities.

The study team acknowledges the many individuals who assisted with the study of resources associated with Harriet Tubman, provided understanding of Tubman history and culture, and facilitated outreach to many groups and individuals. Their contributions were critical to the successful completion of the study.¹

This report is available for public review for a period of 30 days. During the review period, the National Park Service is accepting comments from interested parties electronically, at public meetings, and by mail. At the end of the public comment period, the National Park Service will review all comments and determine whether any changes should be made to the report. Following the public comment period for the report, a public response document will be prepared and NPS will determine if a Finding of No Significant Impact (FONSI) is warranted. If a FONSI is approved, the report will then be prepared for transmittal to the Secretary of the Interior who, in turn, will transmit it to Congress.

Comments may be made electronically through the NPS Planning, Environment and Public Comment website at <http://parkplanning.nps.gov> or through the Harriet Tubman Special Resource Study website at <http://www.HarrietTubmanStudy.org>. Comments made by mail should be submitted to the project manager.

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¹ Appendix 2

Chapter 1

STUDY BACKGROUND AND PURPOSE

This chapter introduces Harriet Tubman, describes reasons for this study, explains the process by which it was conducted, identifies the study area, and summarizes the involvement of the public in the study. It describes the process through which the study was conducted including the criteria for measuring resources for potential addition to the national park system.

Background

Harriet Tubman is revered by many as a national and international hero – a freedom seeker and leader of the Underground Railroad. Her life story has been told many times, until recently mainly in children’s literature and oral history. She was born enslaved in Dorchester County, Maryland. She emancipated herself by fleeing but returned time and again to Maryland to escort family members and friends north out of slavery.

Although Harriet Tubman is, in the minds of many, synonymous with the Underground Railroad, that single equivalency is not an accurate description of her many contributions. Tubman’s life of leadership and service represented much more than her role in the Underground Railroad. In the Civil War she was a nurse, a scout, and a spy. Following the war and continuing into her old age, she advocated and raised funds for women’s rights and founded one of the first homes for the aged at her home in Auburn, New York.

Although Harriet Tubman is known widely, there has been no previous national study to identify the places where she lived and worked. No federal commemorative site has been established in her honor, despite the depth of her contributions and her stature nationally and internationally.

Purpose and Need for this Study

In 2000 Congress directed the Secretary of the Interior to evaluate the potential to establish a national park area or a national heritage area that would commemorate one of the world's best known heroes of emancipation. The Harriet Tubman Special Resource Study Act (P.L. 106-516, signed November 13, 2000, see Appendix) directs the Secretary to evaluate seven Tubman-associated sites in Auburn, New York, and Dorchester County, Maryland, plus other relevant areas that the study might reveal. The bill was introduced in the House of Representatives by now retired New York Congressman Amo Houghton; a companion bill was introduced in the U.S. Senate by Senator Charles Schumer (NY) and now retired Senator Paul Sarbanes (MD).

In 1996, the National Park Service in its Special Resource Study of the Underground Railroad recommended that specific sites be evaluated further to determine their appropriateness for inclusion in the national park system.¹ Two (of the 13) sites are associated with Harriet Tubman – the Home for the Aged in Auburn, New York, and the Brodess Farm in Dorchester County, Maryland. The recommendation said these are “considered to be high potential candidates for interpretation of the Underground Railroad story and could also have some association with the national park system.”² The congressional action of 2000 authorizing this study follows that recommendation.

This study report summarizes a long process of research, outreach, and evaluation by a professional study team assembled for this purpose. It is written to provide the Secretary of the Interior and Congress with information on the sites and resources associated with Harriet Tubman, and contains alternatives for the management, administration, and protection of those sites and resources, as well as evaluation of their appropriateness for becoming a unit of the national park system. Cost estimates for land protection, development, maintenance, and operation are also included. The report includes an Environmental Assessment required by the National Environmental Policy Act (NEPA) to assess the effects of potential federal government action on the human environment.

The study investigated dozens of Tubman-related resources, ascertained the public's level of interest in recognizing Harriet Tubman nationally, and evaluated whether one or more of the resources would be appropriate for designation as a national park system unit. This report is available for public review for a period of 30 days. During the review period, the National Park Service is accepting comments from

¹ Underground Railroad Special Resource Study, Management Concepts/Environmental Assessment, U.S. Department of the Interior, National Park Service, Denver Service Center, September 1995.

² Ibid., p. 46.

interested parties electronically, at public meetings, and by mail. At the end of the public comment period, the National Park Service will review all comments and determine whether any changes should be made to the report. Following the public comment period for the report, a public response document will be prepared and NPS will determine if a Finding of No Significant Impact (FONSI) is warranted. If a FONSI is approved, the report will then be prepared for transmittal to the Secretary of the Interior who, in turn, will transmit it to Congress.

Areas of Study

Starting with the seven sites named in the law, the study team expanded its investigation well beyond the Dorchester, Maryland, and Auburn, New York, sites before concluding that the Eastern Shore of Maryland and Auburn, New York are the most appropriate places to understand and recognize the contributions of Harriet Tubman to United States history.

CHOPTANK RIVER AREA

The Dorchester County, Maryland, sites named in the study legislation are Brodess Farm and Bazel Church.



Figure 1-1. Brodess Farm, Greenbriar Road, Bucktown, Dorchester County, Maryland



Figure 1-2. Bazel Church, Bestpitch Ferry Road, Bucktown, Dorchester County, Maryland

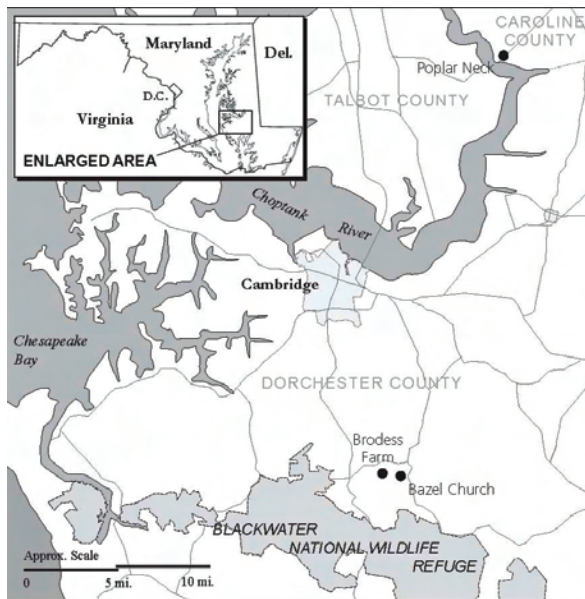


Figure 1-3. Choptank River Region, Maryland Eastern Shore

AUBURN, NEW YORK

Sites in Auburn, New York, named in the study legislation are: the Tubman Home for the Aged, the Tubman residence, the Thompson Memorial AME Zion Church, the Tubman gravesite, and Seward House, the home of President Lincoln's Secretary of State, William H. Seward.

Figure 1-4. Harriet Tubman
Home for the Aged, Auburn,
New York



Figure 1-5. Thompson Memorial AME
Zion Church, Auburn,
New York



Figure 1-6.
Harriet Tubman Residence,
Auburn, New York





Figure 1-7. Tubman gravestone,
Fort Hill Cemetery, Auburn, New York



Figure 1-8. Seward House, Auburn, New York

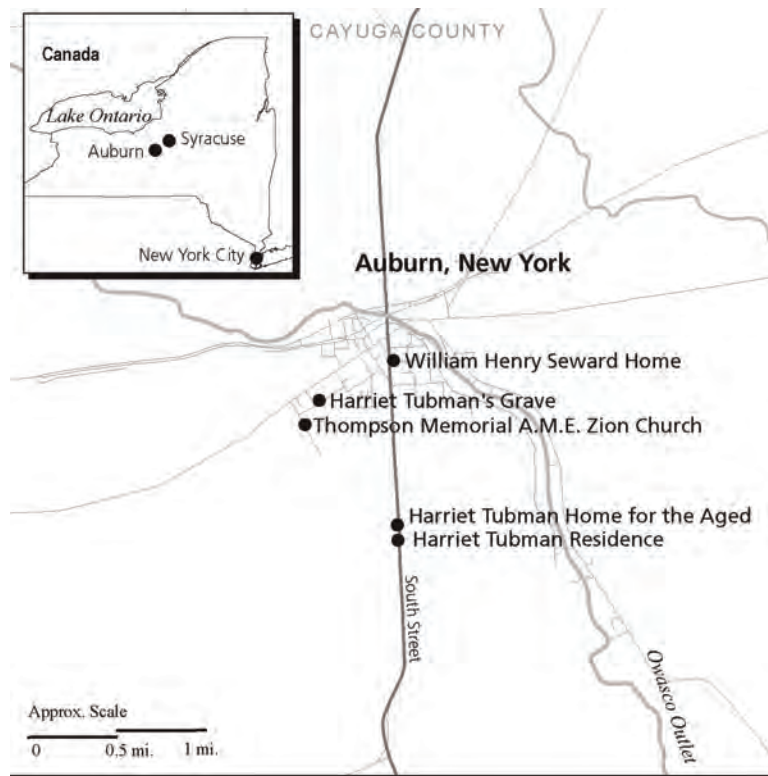


Figure 1-9. Auburn, New York

The major areas of focus are the lands of Tubman's birth, youth, and young adult life – the Choptank River region of Maryland; and her home for more than 40 years – Auburn, New York. The Choptank region contains extensive and evocative landscapes that have experienced relatively minor changes since the mid 19th century. It is a wet landscape comprised of streams, swamps, and forests mixed with expanses of open water next to large patches of productive agricultural land. The landscapes offer visitors a compelling setting for understanding the narrative of Tubman's formative years and her break away from enslavement. Sites in the Choptank region known to be associated with Tubman are found in Dorchester County, within and adjacent to the Blackwater National Wildlife Refuge, which has been under federal protection since 1933. In Caroline County, north of Dorchester, is the outstandingly scenic site at Poplar Neck, containing a house with historic fabric from the period of Tubman's parents' employment there, and nearby properties that were associated with her parents and Quaker friends in the Underground Railroad network.

In Auburn, a National Historic Landmark originally designated in 1974 was expanded in 2000 to include the Home for the Aged and Tubman Residence located on a 32-acre parcel at the southern boundary of the city, and Thompson Memorial AME Zion Church located approximately one mile from the Home. A barn and the foundation of the John Brown Hall, an important building used by Tubman, are also located on the Home property, which includes modern structures for administration and visitors. The residence and the church have been undergoing historic preservation and rehabilitation. Adjacent to the church is a former rectory, no longer in use, on the half-acre parcel property on Parker Street, adjacent to the Fort Hill Cemetery, where Tubman is buried. Her gravesite has been a pilgrimage destination for many years.

Study Process

During the period of this study, knowledge of Tubman's history has increased enormously through five new biographies drawing on extensive original documents and records.³ These publications have stirred new interest in Tubman and produced a wealth of details about her life. This report draws heavily on this new scholarship.

The study has been conducted by an interdisciplinary team including NPS planners, historians, and cultural resource specialists in the Northeast Region, joined by NPS staff from the Southeast, Midwest, and National Capital Regions. The team has extensive experience in public consultation, especially in communities of African Americans. The team has drawn on expertise of many in African American history, ethnography, archeology, historical architecture, and cultural landscapes. The NPS National Underground Railroad Network to Freedom Program has been represented by the national program manager and three regional program managers.

The team collected information on more than 100 sites thought to be associated with Harriet Tubman throughout the eastern United States and Canada. By site visits and other research methods, team members attempted to verify the connections, as well as to clarify the current status of the sites. This investigation ultimately led back to the two primary areas where Tubman is most closely associated.

³ *Bound for the Promised Land: Harriet Tubman, Portrait of an American Hero*, Kate Clifford Larson, New York: Ballantine Books, 2004; *Harriet Tubman: The Life and Life Stories*, Jean M. Humez, Madison WI: University of Wisconsin Press, 2003; *Harriet Tubman: The Road to Freedom*, Catherine Clinton, New York: Little Brown & Co., 2004; *Harriet Tubman: Myth, Memory, and History*, Milton C. Sernett, Durham NC: Duke University Press, 2007; *Harriet Tubman: Imagining a Life*, Beverly Lowry, New York: Doubleday, 2007.

After sifting through views from the public and research on Tubman's life and sites, the team focused on options for commemorating Tubman, applying the congressionally prescribed National Park Service Criteria for Parklands. Accordingly, areas that may be recommended for designation as units of the national park system must:

- Possess nationally significant natural, cultural, or recreational resources;
- Be suitable and feasible additions to the national park system; and,
- Require direct NPS management instead of protection by other public agencies or the private sector.

The team also explored the potential for a national heritage area designation, finding that an extensive multi-state based heritage area was neither feasible nor an adequate expression of this woman who made her mark in disparate places. Looking at all of the sites that had verified connection to Tubman, the team focused on Auburn, New York, and the Choptank River Region of Maryland.

In Auburn, the Home for the Aged, the Tubman Residence, and Thompson AME Zion Church are historic sites of long standing and are National Historic Landmarks. The team has consulted extensively with the AME Zion Church, owner of the properties, throughout the study in an effort to reach a common vision on the future for the historic Tubman structures and farm. The AME Zion Church has provided stewardship of the property for more than 100 years.

In the Choptank River region, landscape rather than structures reflects Tubman's life and work. This landscape has been evaluated using National Historic Landmark criteria resulting in a determination of its national significance.⁴ The team worked with the State of Maryland, the counties of Dorchester, Caroline, and Talbot, the Blackwater National Wildlife Refuge, and many others to map and evaluate the relevant areas. The State of Maryland has recently designated a site in this area to commemorate Harriet Tubman and the Underground Railroad.

Public Involvement

Initial formal public scoping meetings took place between spring 2002 and spring 2004, following a Federal Register Notice. The study team held meetings at sites along the eastern seaboard from South Carolina to Canada co-sponsored by local organizations. This period was followed by ongoing public scoping with stakeholders, agency officials, and the interested public. From June through September 2008 the team held a series

⁴ Appendix 3.

of stakeholder and public meetings on the preliminary alternative concepts in Auburn, New York, and in the three Maryland counties.

During the study, the team made contact with organizations and individuals who admire and seek additional information about Tubman or advocate for her broader recognition. These organizations and individuals maintain her legacy and are eager to be connected with others with similar interests.

Throughout the study, representatives from the AME Zion Church and the Tubman Home in Auburn and key state and local agencies in Maryland and New York participated in the process. All expressed keen interest in working with the NPS to advance the commemoration of Harriet Tubman, ideally at nationally designated sites.

The team consulted with the Mayor of Auburn, New York, county commissioners of Dorchester and Caroline counties, representatives of Talbot County and representatives of Bazel Church. The governors of Maryland and New York will be invited to comment on the study. Close coordination has occurred with involved state agency representatives of both states throughout the course of the study.

Tubman is not only a documented historic figure, but she was also a legend long before her death, indicated by the popular name “Moses,” applied in her lifetime and still used today. Keepers of the Tubman legend reside throughout the country and abroad, so in this study it was essential to reach out and to consult a geographically dispersed congregation of publics and to understand how the legend has contributed to American culture. The team set up a study website <http://www.HarrietTubmanStudy.org> giving an overview of the study, announcing public meetings, and inviting comments.



Figure 1-10. Scoping for the study began in Auburn, New York, in 2002.

Team members participated in conferences and seminars at which the NPS Tubman study was discussed and an exhibit displayed. They distributed 30,000 copies of the study brochure at conferences, meetings, and individually through the Network to Freedom Underground Railroad program. To tap the expertise of community activists, scholars, and others, they held a workshop in Washington, D.C., to elicit the key themes of Tubman's life. The team summarized the salient points raised in public scoping this way:

- Tubman was under-recognized by the government and deserved official national attention.
- There needed to be a place or places connected with Tubman where people could visit to see and experience a connection with her life.
- The multiple groups and individuals who were carrying the Tubman torch for years wanted to join with others to further her recognition and research on her life and contributions.

The study process of research coupled with public participation has led to the study team's conclusion that resources related to the life and contributions of Harriet Tubman meet the criteria for inclusion into the national park system. As required by the National Environmental Policy Act and NPS Management Policies 2006, a series of alternatives are included in this report for public review and comment.

Other Tubman Initiatives

Many activities and initiatives have been undertaken during the period of this study. Wherever appropriate, the team sought to make connections which may lead to future beneficial collaborations in honoring and learning from Harriet Tubman. Following is a preliminary list.

- The national African American Museum Commission began developing a future museum of the Smithsonian to be built in the next decade on the National Mall in Washington, DC.
- The State of Maryland has established the Harriet Tubman Underground Railroad State Park near Blackwater National Wildlife Refuge in Dorchester County.
- Dorchester and Caroline counties, Maryland, created the Harriet Tubman Underground Railroad Byway driving tour of two counties with plans to link it with other states.

- Two websites devoted to Tubman scholarship have been launched by scholars.⁵
- Commemorative events, especially around March 10, the anniversary of Tubman's death, have been increasing in number and extent.
- Sites and programs related to Tubman are continually being added to the NPS Network to Freedom Underground Railroad program.
- New exhibits have been developed for the Tubman Museum in Cambridge and the county museum in Denton, Maryland.
- In an effort to recognize the natural world of Tubman, the Blackwater National Wildlife Refuge has developed a Tubman trail to allow visitors to move deep into the terrain that Tubman would have known.
- The New York State Heritage Program is assisting the Harriet Tubman Home in Auburn to develop an interpretive program.

⁵ <http://www.HarrietTubmanJournal.org> by Jim McGowan, and <http://www.HarrietTubmanBiography.com> by Kate Clifford Larson.

Chapter 2

THE WORLD OF HARRIET TUBMAN AND ASSOCIATED RESOURCES

This chapter describes Harriet Tubman's importance in American history and culture, and the primary sites with which she is associated. Part I sets out the context in which Tubman lived and a narrative of her life. Part II describes the primary places associated with her life and work.

PART I • HARRIET TUBMAN'S IMPORTANCE IN AMERICAN HISTORY AND CULTURE

Harriet Tubman's lifelong battle against oppression and her ability to prevail over the forces of law and social convention make her story one that continues to resonate. Few people who have achieved high recognition have climbed up from more unpromising beginnings, or have overcome greater obstacles on their journeys than Tubman. Her successes as an Underground Railroad conductor, Civil War spy and nurse, suffragist, and community activist were achieved at enormous personal risk and against great adversity. Harriet Tubman continues to be the focus of groups of admirers who look to her for inspiration in 21st century America. Her life has entered the realm of legend, and as a hero of near mythic proportions, she lives on as an inspiration to present generations.

Historical Context

Enslavement in Maryland

From the first years of colonial settlement, enslaved Africans labored in fields and homes throughout the American colonies. The Chesapeake's African population dates to 1619 when a Dutch ship brought Africans to Old Point Comfort,

Virginia.¹ London slave traders took many people captive from the West African Gold Coast, in the region now part of the Republic of Ghana populated by Asante tribes. During the mid-1700s some were sold directly from the decks of slave ships in Chesapeake Bay, others at the slave market in Oxford, Maryland, eventually settling with the expanding planter families clearing and managing property in Dorchester County, birthplace of Harriet Tubman.

Enslavement of Africans in Maryland, and the laws and regulations that codified slavery's existence, evolved slowly over a hundred-year period. Until the late 17th century, white indentured servitude was common, particularly on the Eastern Shore where Harriet Tubman (1822-1913) and her family lived.² Some planters had both slaves and indentured servants; by the early to mid-1700s, however,

shipments of black captives from Africa to the Americas had increased dramatically. Numerous laws were enacted to standardize ownership of slaves, including those that specified any children born to an enslaved woman would carry the status of the mother, with ownership remaining with the slave woman's owner, even if the father was a free black or a white man.³

Denied their liberty, these enslaved people held no legal rights as human beings. Their lives were circumscribed by the needs and desires of their enslavers,



Figure 2-1. 1823 map of Choptank River area of the Eastern Shore. Tubman was born in Dorchester County.

¹ Records of the Virginia Company, 1606-26, Volume III. Thomas Jefferson Papers Series 8. Virginia Record Manuscripts 1606-1737, ed. S.M. Kingsbury, "The First Africans to Virginia—1619."

² The primary source for biography and historical background is Kate Clifford Larson, whose biography published in 2004 broke new ground with extensive original source documentation. *Bound for the Promised Land: Harriet Tubman, Portrait of an American Hero* (New York: Ballantine Books, 2004).

³ See Ira Berlin, *Slaves without Masters: The Free Negro in the Antebellum South*, (New York: The New Press, 1874); Jeffrey R. Brackett, *The Negro in Maryland. A Study of the Institution of Slavery*, 1889. Reprint, 1969 (New York: Negro Universities Press, 1969); Robert J. Brugger, *Maryland, a Middle Temperament, 1634-1980*, (Baltimore: The Johns Hopkins University Press, 1988).

who were allowed to buy and sell them without regard for the person's family and social relationships. Food, clothing, and shelter were often inadequate, leading to higher death rates for enslaved people in comparison to free blacks and whites.

With the end of the legal importation of slaves to the United States in 1808, as mandated by Congress, traders turned to internal markets to meet the voracious demand for new labor to clear vast territories in the expanding southwest. On the Eastern Shore of Maryland, the late 18th century transition from a predominantly tobacco economy to one based on grain agriculture and timber harvesting for the Baltimore shipyards diminished the need for a large slave labor force.

Tobacco production required a year-round labor force, but grain agriculture did not. Timber production was a year-round effort requiring continuous acquisition of land and demanding a steady, predominantly male, labor force. These factors, among others, altered the nature of black slavery and freedom on the Eastern Shore by 1800; on one hand, labor by free blacks became, to some extent, a more attractive economic alternative to owning slaves, while on the other hand some white slaveholders found a lucrative market in selling off their excess slaves for financial gain.⁴



Figure 2-2. The Eastern Shore economy went from primarily tobacco farming to grain and timber harvesting in the early 19th century.

⁴ For more information regarding the transformation of Maryland's agricultural practices and its attendant affects of slavery, see Brugger, *Maryland*; Barbara J. Fields, *Slavery and Freedom on the Middle Ground: Maryland during the Nineteenth Century* (New Haven: Yale University Press, 1985); T. Stephen Whitman, *The Price of Freedom. Slavery and Manumission in Baltimore and Early National Maryland* (Lexington, KY: The University Press of Kentucky, 1997).

Throughout the 1810s, the Eastern Shore experienced economic uncertainty. While demand for export products such as grain and timber reached all time highs during the War of 1812, peace brought European products flooding back into American markets. Grain and timber prices dropped dramatically, severely affecting Eastern Shore farmers and manufacturers. The whole of Chesapeake trading faced increasing competition and barriers to freer trade with escalating tariffs and taxes imposed on both sides of the Atlantic.⁵ As the economy turned and agricultural practices shifted, many slave owners started reducing their slave holdings to accommodate the change from year-round labor-intensive tobacco growing to cyclical crops. Rather than manumit (free) their slaves, many planter families began to sell them to traders plying the Chesapeake communities, looking for fresh sources of labor to satisfy the rapidly expanding southern sugar and cotton economies of Alabama, Mississippi, Louisiana, Alabama, Florida, and Texas. By this time many black families consisted of both free and enslaved members, and for them, the persistent possibility of separation through sale of enslaved loved ones emerged in the nineteenth century as one of the greatest threats to their well-being.

On the Eastern Shore of Maryland, most black people, enslaved and free alike, moved around according to the land ownership patterns, occupational choices, and living arrangements of the region's white families. Out of necessity, many black families maintained familial and community ties throughout a wide geographic area. Family separations were not always precipitated by sale. Some whites owned or rented land and farms across great distances, requiring a shifting of their enslaved and hired black labor force at varying times throughout the year, or over a period of years when new land was acquired. This pattern of intra-

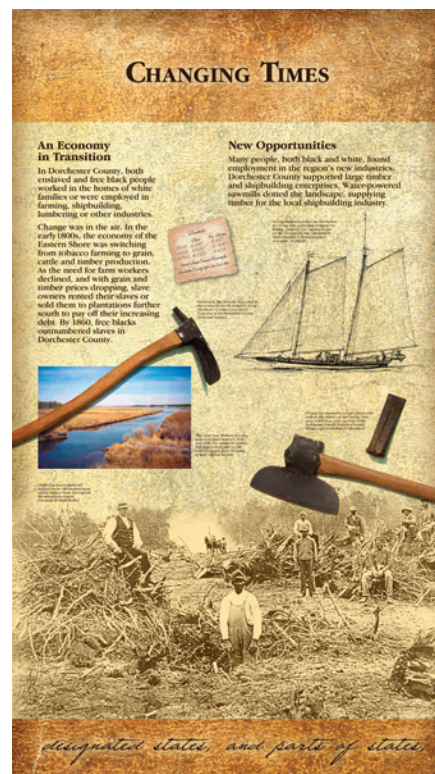


Figure 2-3. Exhibit on Tubman displayed at Harriet Tubman Organization and Museum, Cambridge, describes conditions in early 19th century.

⁵ Brugger, *Maryland*, pp. 196-199.

regional movement enabled families and friends (both black and white) to create communication and travel networks that allowed them to maintain ties to family and community. That changed, however, when sales of enslaved people to Deep South and southwest plantations escalated rapidly. One result was to fracture the black families forever.

Statewide, Maryland's free black population grew from approximately 1,800 in 1755 to more than 8,000 in 1790, and almost 34,000 by 1810.⁶ In Dorchester County in 1790, there were 5,337 enslaved and 528 free blacks; by 1800, the free black population had increased dramatically to 2,365, while the enslaved population fell to 4,566.⁷ Over the same period, Dorchester County's white population was largely stable at around 10,000. Younger white residents tended to migrate to North Carolina, Georgia, and farther west and south in search of better opportunities.⁸

During this time, a complex movement, both religious and secular, was emerging, which spurred a marked increase in manumissions during the 1790s. An increasingly important religious awakening – founded upon Quakerism and Methodism

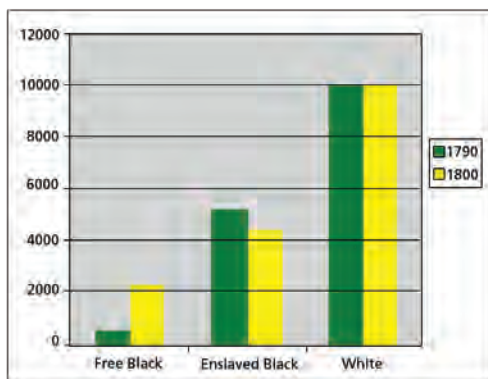


Figure 2-4. Dorchester County Population, 1790 (green) and 1800 (yellow)

⁶ Berlin, *Slaves without Masters*, pp. 45-48.

⁷ See Kay Najiyyah McElvey, "Early Black Dorchester, 1776-1870: A History of the Struggle of African Americans in Dorchester County, Maryland, to Be Free to Make Their Own Choices." (Ph. D. Dissertation, University of Maryland, 1991). See also, U.S. Census Data, 1790, 1800, 1810; and, Fields, *Slavery*, pp. 8-13.

⁸ See Debra Moxie, "Thompson Land Records," *Dorchester County Genealogical Magazine*, Dorchester Co., MD: ; and D.F. Thompson, "The Thompson Family in Dorchester County and Maryland," *Democrat and News*, Cambridge, MD, Jan. 7, 1910. D.F. Thompson, "The Thompsons in Dorchester," *Democrat and News*, Cambridge, MD, Jan. 28, 1910. McElvey, "Early Black". From 1790 to 1800, the county witnessed an out-migration of residents, from 10,015 to 9,415, though by 1810 it had rebounded to 10,415, where it would remain for the next forty years.

– and an ideological legacy of freedom from the American Revolution, both sparked intense debate about the moral, political, and economic validity of slavery.

Quakers were among the earliest and most important voices of the dissent against slavery. Though some Quakers denounced the owning of slaves from the earliest colonial times, it was not until Quaker John Woolman of New Jersey, making a tour of Maryland, Virginia, and North Carolina in the mid 1700s, called attention to American slavery. His sharp criticism of the enslavement of people found many converts, and manumissions escalated throughout the 18th century. By the turn of the century, Methodists and Baptists were also manumitting their enslaved labor, and joining the small but growing ranks of American abolitionists.

While the marked rise in manumissions and petitions for freedom immediately following the American Revolution was, in part, a function of the Revolution's rhetoric of liberty, it was also a function of fluctuating economic conditions, less labor-intensive agricultural work, and a self-sustaining and economically viable free African-American population. Increasingly vocal anti-slavery sentiment in England also sparked intense debate in America. In Maryland, citizens from the Eastern Shore, including those from Talbot, Dorchester, and Caroline counties, petitioned the House of Delegates in 1785 for the abolition of slavery, and abolitionist voices throughout Maryland became quite influential. However, outraged slaveholders forced the House and Senate to impose sanctions against the Maryland Society for Promoting the Abolition of Slavery, effectively dismantling it by the mid 1790s.⁹

On the Eastern Shore, Quakers manumitted hundreds of slaves by deed and by will in the 1780s. Methodism, which evolved slowly in Maryland, spread rapidly in Dorchester and surrounding counties during the 1790s, and it played an important role in the increasing number of manumissions. Most of the elite families of the Eastern Shore, however, initially remained loyal to the Anglican Church.

While immediate emancipation remained a choice for some slaveholders, it appears that the majority who chose manumission did so by delaying deeds of manumission until some future date. In this way, the slaveholder ensured that he remained the beneficiary of a slave's most productive years. Slave owners also benefited from the labor of any enslaved children born to enslaved women who were set to be free at a later date. The slave owners would, under a staggered manumission schedule, have a steady supply of labor from children born to these enslaved but-soon-to-be-free women. This also would keep the women close to the plantation, and laboring

⁹ Brackett, *Negro in Maryland*, pp. 55-57.

for the plantation owner, if their children remained enslaved there. Others sold their enslaved people for a limited term of years, putting cash in their own pockets while assuaging their consciences by providing for eventual manumission, which in all cases of delayed manumission, “afforded the greatest amount of protection for the master’s purse while still appeasing the troubled conscience.”¹⁰

Limiting a slave’s term of service was one method of ensuring loyalty from enslaved people. Term limits also allowed slaveholders to ease their conscience within the context of the newly formed ideas of democracy and Christianity in the Early Republic.¹¹ This attitude was compatible with a belief that the institution of slavery could remain intact. Nonetheless, term slavery was the road to autonomy for many slaves; eventually they would join the already growing free and freeborn black population.

Hiring out provided both a valuable income to slaveholders, who could not profitably use all of their slaves, and a ready labor force for others who could not, or did not want, to own more slaves. For the enslaved people themselves, it meant the constant possibility of painful separations. It was particularly difficult for children, who often became terribly homesick and despondent.¹² While most rental contracts stipulated that slaves be clothed, fed, and sheltered properly, this was not always the case.¹³ William Still, the famous Philadelphia Underground Railroad operator, interviewed many runaway slaves who described mistreatment from temporary masters, lack of food, and frequent beatings.¹⁴ In the case of Harriet Tubman, cruel treatment, whippings, and beatings inflicted during this time period left scars “still plainly visible where the whip cut into the flesh,” forty years later.¹⁵

Resistance

Slaves had been running away from their masters since Africans were forcibly brought to the colonies in the early 1600s. The threat of sale, harsh treatment, and the intense desire for freedom motivated thousands to escape. It was illegal

¹⁰ Christopher Phillips, *Freedom’s Port. The African American Community of Baltimore, 1790-1860*, (Chicago: University of Illinois Press, 1997) pp. 38-42; Whitman, *Price*, pp. 66-68; Brugger, *Maryland*, pp. 168-170; Wennersten, *Eastern*, pp. 120-121.

¹¹ Whitman, *Price*, p. 67

¹² Marie Jenkins Schwartz, *Born in Bondage: Growing up Enslaved in the Antebellum South* (Cambridge: Harvard University Press, 2000) p. 158

¹³ Brenda E. Stevenson, *Life in Black and White: Family and Community in the Slave South* (New York: Oxford University Press, 1996) p. 184

¹⁴ William Still, *The Underground Railroad* (1871; Reprint, Chicago: Johnson Publishing Company, Inc., 1970).

¹⁵ Bradford, *Scenes*, p. 13.

for enslaved people to flee their masters, and those who did become known as “fugitives” from the law. While thousands of runaways were successful, they faced enormous obstacles. Armed slave catchers hunted “fugitives” with vicious attack dogs. Descriptive newspaper ads and wanted posters promised varying rewards for their capture, tempting others to inform on “runaways.” (In contemporary usage the terms freedom seeker and self-liberator are more often used than runaway.) By the end of the 18th century, however, a more organized escape system had started to take shape, one that provided some measure of support to freedom seekers finding their way to freedom. While some found protection and support in maroon¹⁶ and Native American communities in territories and states such as Florida, Georgia, South Carolina, North Carolina, Virginia, Mexico, and the Caribbean, most found refuge in black communities in the North where states had ended slavery in the early years after the Revolution. Meanwhile, the abolition of slavery in the British Empire strengthened the view that slavery was on the way to extinction, and that increased international pressure on the American institution.



Figure 2-5. Harriet Tubman, Frederick Douglass, and Gerrit Smith, depicted on NPS website.



Figure 2-6. William Still, Underground Railroad operator

¹⁶ Derived from a Spanish term, maroon refers to “runaways” who formed self-governing communities often located in remote places such as forests, swamps, and mountains.

Many abolitionists worked in cooperation with countless black and white supporters, unknown today, who preferred to practice their anti-slavery in private, but who were part of a loose network of individuals who could be tapped to help freedom seekers find their way north and provide support and shelter once they arrived. The Underground Railroad, as this secret network of places and people was known, functioned on the Eastern Shore in the mid-19th century. People who participated in these clandestine operations were known as “agents,” “conductors,” “engineers,” and “station masters,” terms that mirrored positions on actual railroads. As historians now understand it, the Underground Railroad “refers to the effort – sometimes spontaneous, sometimes highly organized – to assist persons held in bondage in North America to escape from slavery.”¹⁷

The Underground Railroad existed as early as the 1780s and lasted until the end of the Civil War in 1865, with the years of greatest activity starting in 1830, and especially heightened after the 1850 Fugitive Slave Act. More than specific routes and means of escape, it entailed the larger action of flight from bondage by various means; and it made its appearance throughout North America. Central to its existence were uncounted numbers of whites and free and enslaved blacks who assisted escapees. Although not emphasized historically, it is now known that

“...the majority of assistance to runaways came from slaves and free blacks, and the greatest responsibility for providing shelter, financial support and direction to successful runaways came from the organized efforts of northern free blacks.”¹⁸



Figure 2-7. Frederick Douglass.

Harriet Tubman used a variety of paths to freedom, including a heavily traveled route supported by Frederick Douglass, another famous freedom seeker from Maryland. The route on which Douglass operated included stations in Baltimore, Wilmington, Philadelphia, New York City, Albany, Syracuse, and Rochester, and Ontario, Canada. The stations were manned by abolitionists and some are known and honored today: Thomas Garrett, of Wilmington, Delaware; J. Miller McKim,

¹⁷ *Underground Railroad Theme Study*, “E. Statement of Historic Context, Introduction.” <http://www.nps.gov/history/nr/travel/underground/themef.htm>

¹⁸ *Ibid.*, p. 4 of 45.

William Still, Robert Purvis, Edward M. Davis, Lucretia and James Mott, and many others in Philadelphia; David Ruggles, Isaac T. Hopper, among others, in New York City; the Mott sisters, Stephen Myers, John H. Hooper, and others in Albany; and the Reverends Samuel J. May and J. W. Loguen of Syracuse. From Rochester, J. P. Morris, Frederick Douglass, Amy and Isaac Post and others, secretly sent freedom seekers along to Buffalo and Canada.¹⁹ But these individuals all remained safely in the North.

The enactment of the Fugitive Slave Act in 1850, a strict law requiring northern officials and citizens to return freedom seekers against their will to their former enslavers, made even free blacks vulnerable to kidnapping. It forced many self liberators living and working in the North to seek safety in Canada where laws protected them from re-enslavement. Liberty in Canada did not guarantee food, clothing, and shelter, and the daily work of survival continued unabated. Weary African Americans struggled to start new lives over again. In Canada, however, blacks enjoyed political liberties not shared by African Americans in the U.S. Though racism and discrimination often tempered the enjoyment of those rights, most freedom seekers eventually found work and stability once they arrived in Canada.

Civil War

Sectional controversy, rooted in the issue of slavery, had divided the nation from its start and became acute after John Brown's failed attack on Harpers Ferry, Virginia, in October 1859. Brown, a zealous, white anti-slavery activist, had hoped to overthrow the hated institution by provoking a widespread slave insurrection. His trial, conviction, and execution polarized feelings in North and South. The election of Abraham Lincoln as a minority president in 1860 precipitated the secession of several southern states and their organization into the Confederate States of America. When Confederate forces fired on federal Fort Sumter on April 12, 1861, in Charleston harbor, the Civil War began.²⁰

Once Union forces began to operate in the South, thousands of enslaved people fled their homes to place themselves under federal protection. Declared "contrabands of war," these fleeing enslaved people who were flooding Union encampments became an immediate concern to federal officials. Hundreds of northern abolitionists volunteered to help educate and train the former slaves, whose legal status remained unclear. Harriet Tubman was recruited by the federal government to work on behalf of Union troops in the South. Her assignments were to nurse the troops and to spy on and scout out confederate positions.

¹⁹ Douglass, *Life and Times of Frederick Douglass*, p. 330.

²⁰ McPherson, *Battle Cry*, pp. 264-275.

President Lincoln's Emancipation Proclamation, effective January 1, 1863, provided for slaves in states still in rebellion against the United States to be freed, and also authorized calling into service able-bodied African Americans who could be of assistance to the Union forces in the South. This action opened the window for the establishment of African American regiments. Military pay for black soldiers immediately became an issue: African Americans were paid \$10 per month, less \$3 for clothing, while their white counterparts were paid \$13 per month with an additional allowance for clothing. Many black troops refused to accept the lesser pay, demanding equal payment for equal service. They waited until September 1864 to see equal pay.²¹ African American soldiers also received unequal medical care in army hospitals, which contributed to a higher death rate among them.

The plight and struggles of the freedmen in the South for economic, educational, and political advancement occupied black and white humanitarian efforts during and after the Civil War. Through the Freedmen's Bureau, large sums of money and hundreds of relief workers fanned out across the South to help provide for the basic needs of millions of newly liberated men, women, and children.

Civil Rights

During the latter half of the 19th century, suffrage and civil rights for African Americans dominated political discourse. In January 1865, Congress passed the Thirteenth Amendment to the Constitution, abolishing slavery, but this amendment did not guarantee African Americans equality, citizenship, or the right to vote. The Dred Scott Supreme Court decision in 1857 had virtually stripped free blacks of their citizenship rights, and a new amendment was needed to guarantee the full protection of citizenship. For African Americans, in both the North and the South, bigotry and injustice persisted. Discrimination against African Americans, particularly in the South, was rampant, and African Americans could not depend upon equal protection under the existing provisions of the Constitution. In fact, in the South, many states began enacting "Black Codes," specifically targeting blacks, denying them the right to vote, and in many cases restricting rights to own guns or land, to move freely, or to work for themselves. They also included harsh penalties for any breach of these codes, including enforced labor and apprenticeships, prison terms, and punitive levies and taxes.

Liberal and moderate Republicans in Congress, therefore, sought to guarantee the citizenship rights of freedmen by passing a Civil Rights bill in March 1866. Vetoed by President Andrew Johnson, the bill failed to become law, but only temporarily.

²¹ White soldiers also received bounties for re-enlisting, whereas black soldiers did not.

Its key provisions were incorporated into the first clause of the Fourteenth Amendment (1868), which guaranteed citizenship for anyone born in the United States, and forbade states to “deprive any person of life, liberty, or property, without due process of law,” or to “...deny to any person within its jurisdiction the equal protection of the laws.” The right to vote was achieved for African-American men two years later by the Fifteenth Amendment to the Constitution.

To the disappointment of activists such as Elizabeth Cady Stanton, the Reconstruction Amendments rights applied specifically to men. This left both black and white women without a political voice. The women’s suffrage movement, officially established at the first women’s rights convention held at Seneca Falls, New York, in 1848 with Lucretia Mott, Elizabeth Cady Stanton, Martha Wright, Frederick Douglass, and others, gained momentum after the Civil War. Utilizing skills sharpened during the abolition campaigns of the 1840s and 1850s, these activists fought to bring equal rights to women.

In the postwar period, a new generation of activist women began moving into positions of leadership in the suffrage movement. In this “changing of the guard,” respected figures such as Tubman were not only important to bring to life the abolitionists’ glorious pasts, but they also demonstrated an obligation to give black women the right to vote. During this period, Harriet Tubman dedicated her efforts to philanthropy among poor and elderly black people and to the cause of women’s rights.

As the 1890s wore on however, many middle class white women suffragists shied away from supporting the idea of racial equality, and the new younger leadership unabashedly found usefulness in white supremacy. By the turn of the century, the southern-based Woman Suffrage Conference had successfully organized to support white woman suffrage only and remained a powerful force within the movement, disabling any hopes of a biracial effort to win the vote.

Biographical Summary

A Daughter of the Eastern Shore: 1822–1849

Situated south of the Mason-Dixon Line, Maryland was located in the northern tier of slave states. The Eastern Shore of Maryland, lying between Chesapeake Bay and the Atlantic Ocean, always somewhat isolated, developed a distinctive economy and lifestyle. In this flat and bountiful land, deeply incised by tidal inlets, the horizon between land and water was blurred and the inhabitants drew on both for their livelihood and their cultural traditions. The flat terrain provided abundant

tillable land for tobacco at first, then wheat, corn, fruit, and other agricultural products that could be carried to distant markets on the numerous waterways.

Harriet Tubman was born enslaved on the Eastern Shore in early 1822.²² Her parents, Harriet “Rit” Green and Benjamin Ross, named her Araminta and called her “Minty.” They were the property of white plantation owners.²³ Through the marriage of Mary Pattison Brodess and Anthony Thompson, Tubman’s parents had become members of the same household and started their own family around 1808. Anthony Thompson’s plantation was at Peter’s Neck, ten miles southwest of Cambridge, Dorchester County. The lives of enslaved persons are not well documented, and many details about Harriet Tubman’s early life remain unknown.

Harriet Tubman, her parents, and her siblings experienced relative stability as a family while under the control of Anthony Thompson. The owner of dozens of enslaved persons, Thompson kept the majority of his bondspeople working on his own plantation. He probably also required the labor of free blacks to log and cultivate his vast acreage. This community of free and enslaved black people formed the nucleus of Tubman’s social and familial world.

When Mary Thompson died around 1810, Anthony Thompson became the guardian to her son, his stepson, Edward Brodess, maintaining control of Brodess’s inherited property in enslaved people and land until Brodess turned 21 in 1822.

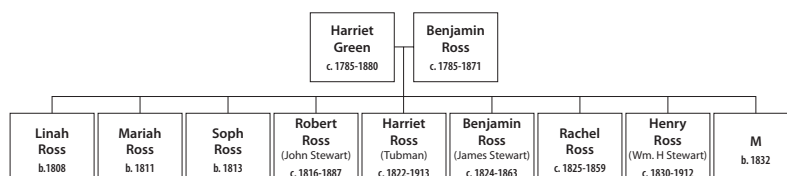


Figure 2-8. Chart of Harriet Tubman’s Parents and Siblings

In late 1823 or early 1824, Brodess moved several miles southeast of Peter’s Neck to the hamlet of Bucktown to establish a farm on his inherited property. Brodess brought Rit and her then five children, including young Minty, with him to live and work on his farm. This move separated Tubman and her siblings from their father, Ben, and the community of friends and relatives they had known at Peter’s Neck.

Tubman’s family was threatened by the rapidly changing economic landscape of the Eastern Shore. Brodess’s relatively small farm did not require the labor of all

²² Larson, *Bound*, p. 16.

²³ Ibid. 8; 18.

the enslaved persons he owned. Beginning in 1825 Brodess began to sell some of these people, including three of Tubman's sisters. Rit and Ben were powerless to halt this fracturing of the vulnerable family. Tubman later recalled to biographer Sarah Bradford, the "agonized expression" on the faces of her sisters as they were taken away, and the "hopeless grief" of her parents after they were gone.²⁴

Brodess also hired out some of his enslaved persons to local farmers in need of additional labor. Harriet herself was hired out to a variety of masters and mistresses, some cruel and negligent. One such master was James Cook, a small-scale farmer living near the Little Blackwater River. At the age of only six or seven, Harriet not only labored in his house but was also responsible for setting and checking muskrat traps, which during the cold harsh winter, made her ill and weak.

During the 1830s, Tubman was hired out as a field hand to another local plantation owner. While visiting a dry goods store, at the Bucktown crossroads, she became involved in an event that permanently altered her life. An angry overseer threw an iron weight at a fleeing young man. Tubman, hoping to stop the overseer, had stepped in front of the door, and the weight hit her in the head instead of the targeted young man. The blow debilitated her for months and left her suffering from headaches and an epileptic condition. It marked the beginning of a lifetime of seizures that were often accompanied by potent dreams and visions, which fed into Tubman's already strong religious beliefs.

Harriet Tubman's faith was deep, and founded upon strong religious teachings, including Methodist, Catholic, Episcopal, and Baptist beliefs, which blended with cultural and religious traditions that survived the middle passage from Africa. First generation Africans, like her maternal grandmother (Modesty Green), embodied a living African connection and memory for Tubman and her family, revealing a multitude of sources for Tubman's spiritual strength and endurance. Thomas Garrett said that he "never met with any person, of any color, who had more confidence in the voice of God, as spoken direct to her soul... and her faith in a Supreme Power truly was great."²⁵

When Tubman matured into a productive worker, she was allowed to hire out to a master of her own choosing, after paying Brodess a set wage. During the late 1830s and early 1840s, she worked for John T. Stewart of Madison, doing "all the

²⁴ Sarah H. Bradford, *Harriet. The Moses of Her People.*, 1st ed. (New York: Geo. R. Lockwood & Sons, 1886) p. 15.

²⁵ Garrett letter quoted in Sarah H. Bradford, *Scenes in the Life of Harriet Tubman*, 1st ed. (Auburn, New York: W.J. Moses, 1869) p. 49.

work of a man.”²⁶ This experience working on the docks and in the forest brought Tubman into an enslaved black man’s world, where males had contact with the black mariners whose ships carried timber and produce to Baltimore shipyards, and beyond. These maritime lines of communication and travel would prove vitally important to Tubman in her future missions of liberation.

Around 1844, Harriet met and married John Tubman, a local free black man. From 1847 to 1849 she worked for Dr. Anthony C. Thompson, Anthony Thompson’s son. Dr. Thompson had acquired more than 2,000 acres of farm and dense woodland north in Caroline County, in an area called Poplar Neck. It is not certain whether she labored at Poplar Neck or at Bellefield, Thompson’s small farm in Cambridge. But it is known that by 1848, Ben Ross had moved from his home in Dorchester County to Poplar Neck to work for Dr. Thompson.

Edward Brodess died in March 1849, sparking upheaval in the lives of Tubman and her family. His widow petitioned to order the sale of several of the estate’s slaves to clear her many debts. Harriet was determined to run away rather than be sold. And in October 1849, she made her successful escape to Philadelphia. She later told Sarah Bradford of her arrival in Pennsylvania, “When I found I had crossed that line, I looked at my hands to see if I was the same person. There was such a glory over everything; the sun came like gold through the trees, and over the fields, and I felt like I was in Heaven.”²⁷

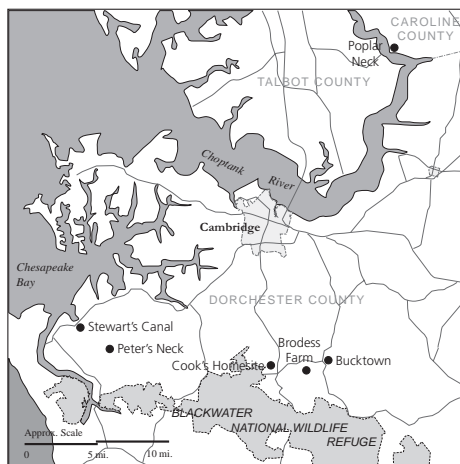


Figure 2-9. Blackwater area of Dorchester County where Harriet Tubman was born and grew up.

²⁶ Ibid. p. 75.

²⁷ Ibid. p. 19 “When I found I had crossed dat *line*,” she said, “I looked at my hands to see if I was de same pusson. There was such a glory ober ebery ting; de sun came like gold through the trees, and ober the fields, and I felt like I was in Heaben” *We have chosen to normalize Tubman’s words, as the plantation dialect written by Sarah Bradford may not be an accurate representation of Tubman’s speech. Bradford uses far less plantation dialect in her first biography of Tubman, published in 1868, than in the second biography written in 1886. It is unclear how much of Bradford’s own particular biases, prejudices, and expectations influenced her recording of Tubman’s words. Franklin Sanborn, another early Tubman biographer uses very little plantation dialect when quoting Tubman. See Humez, *Harriet*; and Larson, *Bound*.*

Underground Railroad Years: 1850-1860

Safe in Philadelphia, Tubman learned that freedom did not ensure happiness. Liberation from slavery had its own reward, but, Tubman told Bradford “there was no one to welcome me to the land of freedom. I was a stranger in a strange land; and my home, after all, was down in Maryland; because my father, my mother, my brothers, and sisters, and friends were there. But I was free, and they should be free.”²⁸

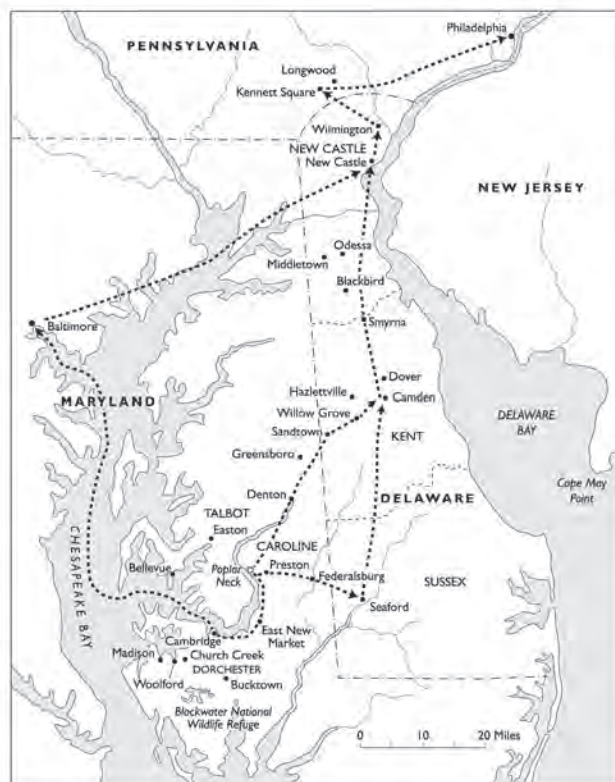


Figure 2-10. Southern routes to Canada from Maryland used by Harriet Tubman and other freedom seekers on the Underground Railroad.

Courtesy of Kate Clifford Larson, Bound for the Promised Land, xxiii, xxiv.

While throughout her life she had known of other enslaved people who had escaped and never returned, Tubman followed another pattern, which earned her the reputation as the “Moses of her People.” She returned at least a dozen times over the next decade to lead people north to free territory. Harriet Tubman never acted alone. She skillfully used an underground network to freedom that had long been in operation on the East Coast, supported by free and enslaved African Americans and sympathetic white people.

²⁸ Ibid. p. 20.

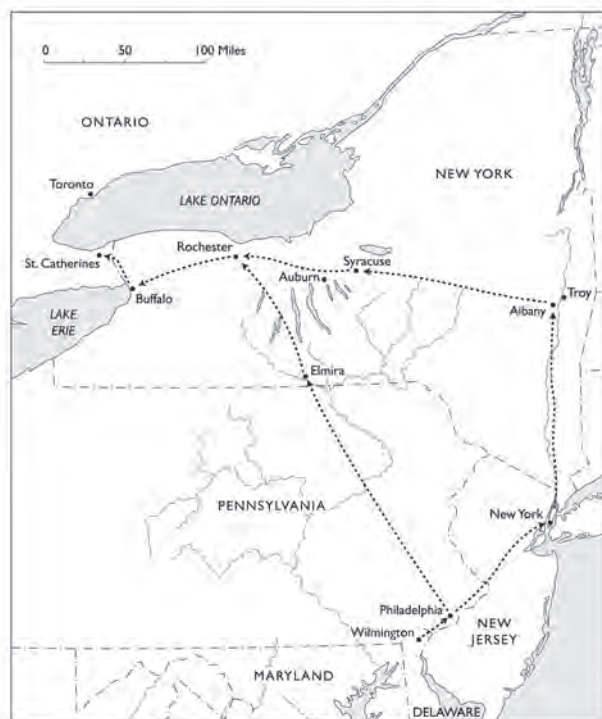


Figure 2-11. Northern routes to Canada from Maryland used by Harriet Tubman and other freedom seekers on the Underground Railroad.

Courtesy of Kate Clifford Larson, Bound for the Promised Land, xxiii, xxiv.

Planning carefully for the opportunities to bring her family north to freedom, she earned money working as a domestic and a cook in various hotels and private homes in Philadelphia; during the summer months she worked at Cape May, New Jersey. She kept in touch with events on the Eastern Shore by communicating with an extensive network of informants among the free black, fugitive black, and sympathetic white communities in Maryland, Delaware, and Pennsylvania.

Her strategy for her rescues was to tap into the network that was called the Underground Railroad. She made valuable connections within Philadelphia's multi-racial, anti-slavery community, becoming known to a group of powerful northern abolitionists. They marveled at her devotion to freeing her family and friends, and became part of an invaluable support system that helped her with money and shelter.

Tubman first came in contact with the American Anti Slavery Society in Philadelphia in 1849 through the African American activist William Still. He was clerk of that city's branch and provided her lodging.²⁹ Still introduced her to Lucretia and James Mott and others prominent in either or both the American Anti-Slavery Society and the Philadelphia Vigilance Committee. Details of Tubman's

²⁹ Jean M. Humez, *Harriet Tubman: The Life and the Life Stories*. Madison: University of Wisconsin Press, 2003, p. 20

rescues come from Still who recorded his contacts with most freedom seekers who sought his refuge. Thomas Garrett, her collaborator in Wilmington, worked with the Philadelphia Vigilance Committee. Anti-slavery publications, particularly William Garrison's *Liberator* and independent papers of Frederick Douglass, boosted Tubman's public image and thus her support among abolitionists.³⁰

Philadelphia became the primary base for Tubman's rescues. Her first rescue took place in December 1850, within 15 months of her own escape, when she went to fetch her niece, Kessiah Bowley, and Kessiah's two children, who had fled Dorchester County. She met them in Baltimore and took them north. Next, she helped bring away her youngest brother, Moses, and two other men sometime during 1851. In the fall of that year, Tubman returned to Dorchester County intending to bring north with her, her husband whom she had not seen for two years. But she found that

John Tubman had taken another wife and was content to continue with his free life in Dorchester County. Despite what must have been a painful personal injury, Tubman returned that winter, 1851-52, to take a group of eleven refugees safely to St. Catharines, Ontario.

The Fugitive Slave Act of 1850, which gave slave catchers the power to force cooperation from local authorities, made living in Philadelphia or any other

northern city no longer safe. Many refugees began a second journey to a more secure freedom in Canada. However, after delivering her charges to Canada, Tubman in fact returned to Philadelphia, where she worked to bring out the rest of her family from Maryland. During the summer of 1852 she worked in Cape May, and that fall she returned again to the Eastern Shore, bringing away a group of nine freedom seekers, although her parents and siblings were not among them.



Figure 2-12. BME Church, St. Catharines, Ontario, the church at which Harriet Tubman worshipped, now a Canadian national landmark for its association with Tubman.

³⁰ Ibid. pp. 20-30.

In December 1854, Tubman was finally able to retrieve her brothers, but it meant concealing her presence from her mother, whom she had not seen for six years. Only in 1857, after a particularly perilous mission, was Tubman able to bring her parents to safety. From mid 1857 to early 1859, she settled with them in St. Catharines.

While on the Eastern Shore, she traveled mostly at night, following the North Star, using survival skills learned from years of working in the woods and waterways, and stopping at each new house she was directed to by black and white collaborators. For example, when the North Star was not visible Tubman is thought to have navigated using tree moss and by observing currents in rivers and streams, skills she learned from her father. Her success with rescues speaks to her broad and deep knowledge of the physical and cultural landscape, including the people on both sides of slavery who inhabited it.

Ultimately, Tubman's family remained fractured. Her sister Rachel had died before she could be rescued, and the fate of Rachel's children remains unknown. Tubman's family story is representative of many enslaved persons who successfully fled to the North; while they attained liberty, they were often forced to leave loved ones behind.

Tubman took risks on behalf of not only her family and friends from the Eastern Shore, but at times for strangers. A notable example is documented in an incident in 1860 at Troy, New York. She confronted federal marshals, who were holding fugitive freedom seeker Charles Nalle, diverted them, and facilitated Nalle's escape.³¹

By 1858, discouraged by her inability to return safely to the Eastern Shore, due to the increased vigilance of enslavers, and financially and physically burdened with supporting her aged parents, Tubman channeled her frustrations into a more public and activist role in northern abolitionist circles. Her appearances at anti-slavery, suffrage, and other public events in the North brought increased notoriety and fame. The retelling of her heroic feats on the Underground Railroad captured her audiences' imaginations in a way that resonated particularly for women, both white and black. Tubman's growing reputation attracted the attention of fiery abolitionist John Brown. In May 1858 Brown traveled to St. Catharines to meet Tubman and other refugees who might be interested in his plans for an attack in slave territory to foment an uprising. He entrusted her with organizing a band of formerly enslaved persons willing to fight along with him, hoping that she, too, would be at his side when the attack came. Not surprisingly, some of the enslaved

³¹ Larson, *Bound*, p 179

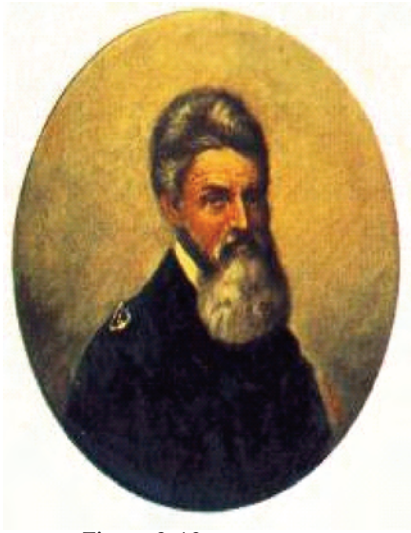


Figure 2-13.
John Brown, abolitionist

persons Tubman helped liberate in the mid-1850s were among the first black recruits to Brown's cause. Although she did not accompany Brown when his attack on Harpers Ferry, Virginia, failed in 1859, Tubman was hurried off to Canada to avoid being taken to Virginia for trial.

Sometime during May 1859, William H. Seward, a United States Senator from New York and the future Secretary of State under President Lincoln, sold Tubman a small parcel of property on the outskirts of Auburn, New York. Tubman was eager to provide a permanent home and security for her parents, and Auburn was a good choice because of its

active abolitionist community and settlement of African Americans. It also provided easy access to St. Catharines, where other family members and friends remained.

The Legendary Moses

Harriet Tubman was an exceptional American figure – a woman carrying out exploits few men did – and her daring came to the attention of prominent people. She risked her hard-earned liberty by returning repeatedly to slave territory and managed to evade capture for ten years. She quickly came to the notice of prominent abolitionists. Frederick Douglass spoke about her and the Underground Railroad, and William Lloyd Garrison wrote about her in *The Liberator*.

Her personal characteristics are often noted in stories of her success. She is called dogged, brave, and smart as she cagily traversed the region's forests and waterways. She held a single-minded vision. And by all accounts, she believed she was guided by divine faith.³²

At the Right Hand of Soldiers: Civil War, 1861-1865

When decades of sectional controversy culminated in the disintegration of the union, Harriet Tubman's reputation earned her a prominent role in war and rebuilding. Early in the war, Union forces captured Port Royal, South Carolina, as part of the strategy of choking off southern commerce. Boston abolitionists

³² For a discussion of Tubman's spirituality, see Sernett, chapter 5.

supported the “Port Royal Experiment,” a “proving ground for the freedmen,” which would, they hoped, demonstrate that former enslaved persons could be taught to function in a free, capitalist economy.³³

Massachusetts’s abolitionist governor John Andrew, believing Tubman would be useful in the Union war effort, made arrangements for her to travel to South Carolina. Tubman was sent to Port Royal, then the headquarters for the Department of the South, to begin humanitarian and military work there. Her leadership skills, honed on the escape missions she successfully conducted from the Eastern Shore, prepared her for her work with the military. In a time when women did not work outside the home, Harriet Tubman worked with newly freed women to prepare them to join the larger American wage-based economy for the first time. As part of the Port Royal experiment, Tubman established a “wash house” with \$200 she received from the government; here she taught these newly freed women to put their skills of washing, sewing, and baking to use for the Union soldiers, so they could support themselves with wages instead of depending upon government support.³⁴

There had been a military quality in much of Tubman’s Underground Railroad operations. Her ability to employ networks of informants and to take tactical advantage of intricacies of terrain made her valuable to Union officers and brought about the astonishing scene of an illiterate black woman advising federal generals. Tubman led Colonel James Montgomery on a successful raid from Port Royal up the Combahee River in June 1863. Her contacts in the black community and her familiarity with a marshy coastal landscape made her a valuable source of information: she was a spy and a scout.³⁵ Records indicate that Tubman also accompanied this regiment to the Battle of Olustee, Florida, in February 1864, nursing the wounded in Jacksonville and Fernandina after the Union retreat.³⁶

Harriet Tubman witnessed the full range of wartime horror. She was present at the disastrous assault on Fort Wagner, where the 54th Massachusetts Regiment, composed of African American soldiers under white officers, suffered catastrophic losses.³⁷ She nursed battlefield casualties, as well as victims of camp epidemics, and buried the dead.

³³ Willie Lee Rose, *Rehearsal for Reconstruction: The Port Royal Experiment*, rpt. 1964 ed. (Athens: The University of Georgia Press, 1999). p.xiv

³⁴ Charles P. Wood, “Manuscript History Concerning the Pension Claim of Harriet Tubman,” in *HR 55A-D1 Papers Accompanying the Claim of Harriet Tubman* (Washington, D.C.: National Archives, 1868).

³⁵ Larson, *Bound*, 212.

³⁶ Further research will be needed to determine her role in Montgomery’s mission.

³⁷ Larson, *Bound*, p. 220.

Tubman was paid nothing for her nursing and domestic services, and was paid very little for her role as a spy and a scout for the Union Army during the war. When the war was over, Tubman was given a special commission to work under the Freedman's Bureau in South Carolina but instead took an assignment to nurse sick and wounded black soldiers at Fort Monroe, Virginia. The ill treatment that black soldiers endured at the hospital prompted her to complain to the surgeon general, which eventually helped improve conditions.³⁸ She stayed at Fort Monroe for only a few months.

At Home in the Promised Land: Auburn, 1865-1913

Back in Auburn, Tubman formed a vital part of an already well-established black community dating to the turn of the 19th century, a section called New Guinea. Many former enslaved persons chose to rebuild their lives in close proximity to Tubman and her family, recreating the sense of community they had known in Maryland and in Canada. This closely knit black and white community of relatives and friends was part of a healthy and supportive environment within which Tubman could express her commitment to freedom, suffrage for women, and the care of sick, elderly, and disabled people.

The plight and struggles of the freedmen in the South for economic, educational, and political advancement occupied Tubman's thoughts in the years immediately following the Civil War. Tubman organized fairs, modeled on the pre-war Anti-Slavery Fairs, to raise money to benefit the southern freedmen. Tubman's persistent efforts to alleviate the sufferings of her family and the struggling freedmen represented a continuum of humanitarian work that defined the remainder of her life.

Although John Tubman had married another woman after Harriet fled slavery, Harriet did not remarry until after John died in 1867. In 1869 she married Nelson (Charles) Davis, twenty years her junior, who had been a volunteer with the 8th United States Colored Regiment. Throughout the 1870s and 1880s, Tubman and her husband ran a seven-acre farm, and Davis may have worked in nearby brick-making operations. Tubman also hired herself out as a domestic to Auburn's wealthier families.

Despite these efforts, she remained perpetually on the verge of poverty. Her ongoing health problems limited her ability to earn money, and her support of a large household of dependents, including not only family, but orphaned children,

³⁸ Ill treatment of blacks was not limited to soldiers. Hostile incidents on conveyances were not uncommon: Tubman, Frederick Douglass and Sojourner Truth, among others, were thrown from trains in post-war years. Tubman suffered serious injuries after being ejected from a train while traveling through New Jersey in the fall of 1865.

sick, disabled, and homeless people, contributed to her poverty. In essence she gave away money, leaving herself sometimes dependent upon white and black benefactors to help keep her household fed and clothed.

Persistent financial difficulties hindered Tubman's efforts to carry out social programs she felt were important to the betterment of humankind. Nevertheless, she pursued a long-standing desire to establish a hospital and rest home for aged African Americans, and purchased 25 acres adjoining her property in 1896. The property contained additional buildings, which were used to establish the Harriet Tubman Home for the Aged. Soon, however, the financial burden became too great, and in 1903, Tubman deeded the property to the AME Zion Church, which paid off the mortgage of \$1575.

Always sympathetic to those who were being denied their rights, Tubman was a natural ally of the women's suffrage movement. She was a frequent attendee at suffrage meetings, where the awe and respect she commanded gave her mere presence at these events great weight. During a convention in Rochester, New York, in the mid-1890s, Susan B. Anthony introduced her to the audience as the legendary conductor on the Underground Railroad. It was here that Tubman spoke the famous words: "I was the conductor on the Underground Railroad for eight years, and I can say what most conductors can't say – I never ran my train off the track and I never lost a passenger." Earl Conrad noted in his 1943 biography of Tubman that "[i]t was as an Underground Railroad operator and Union fighter that Harriet spoke, but it was as a suffragist that she came to the Rochester meeting."³⁹



Figure 2-14. 1930s view of Tubman property on South Street, Auburn, New York

³⁹ Earl Conrad, *General Harriet Tubman* (Washington, DC: The Associated Publishers, Inc.), p. 214.

During the 1880s, a new generation of activist women began moving into positions of leadership in the suffrage movement. In response to a splitting off by white women suffragists in the 1890s, the National Federation of Afro-American Women was founded, holding its first convention in July of 1896. Tubman was a featured speaker. A resilient and determined Tubman remained a fixture at local and New York State suffrage meetings conducted and attended by old friends such as Susan B. Anthony and Eliza Wright Osborn.

Tubman's humanitarian efforts continued unabated, reflecting an on-going movement in the African American community to build and strengthen community-based educational and social services to provide for the needs of African Americans who were increasingly barred from white establishments and services. The Tubman Home for the Aged was incorporated in 1895 but opened officially in 1908, capping a lifelong commitment of caring and serving.

When Tubman died in 1913, newspapers across the country reported on her funeral. Her casket was draped with an American flag and she was adorned with the medal given her by Queen Victoria for her work in emancipation. The Thompson Memorial AME Zion Church was filled and mourners were even turned away. She was named by the New York Times as one of the 250 most important figures in the world who died that year.

Historian Milton Sernett, who has examined the Tubman legend, assesses her this way: "Americans are now as likely to think of Tubman as 'Moses' as they are to believe Abraham Lincoln to be 'The Great Emancipator' or to celebrate George Washington as the 'Father of His Country.'"⁴⁰

After 150 years Harriet Tubman remains an icon.

The power of Tubman as an icon today derives essentially from the public's perception of her as an American hero. In spite of the difficulties of constructing an accurate history of her life, our individual and collective memories of her resonate so strongly because Harriet Tubman's life story causes us to reflect on both the good and the bad in the larger American story. Her struggles to be free and then her self-sacrificial efforts to help others underscore values that we as Americans treasure in custom and law, beginning with the founding of the Republic of the United States. Americans, at their best, aspire to be champions of freedom and great humanitarians. Our democracy's failures are mirrored, too, in Tubman's life. She knew the sting of racism, the pain of poverty, and the challenges

⁴⁰ Sernett p. 42.

of adversity. As long as some Americans believe that they suffer injustice, however defined, they will find Tubman a useful symbol of their struggle to achieve parity with those enjoying the full benefits of economic and political citizenship.⁴¹

In all, Tubman made approximately 13 rescue trips, bringing out some 60 to 70 enslaved friends and family members.⁴² Beyond that, she passed on instructions and inspired scores of others to find their way to freedom. Probably no other conductor on the Underground Railroad made as many successful trips into the South, but by its nature, the Underground Railroad did not allow any one individual to have an overwhelming statistical impact. In other areas, her influence was exerted behind the scenes or by reputation. She is a revered figure today largely because of what she represents: an extraordinary example of human courage in rising above socially imposed limitations of race, sex, servitude, disability, poverty, and rural isolation, any one of which would have halted a less determined individual. Her lifelong commitment to the struggle for liberty, equality, and justice for herself, her family, and community makes her a role model of enduring value.

PART II • PRIMARY RESOURCES ASSOCIATED WITH HARRIET TUBMAN

Of all the places associated with Harriet Tubman, two stand out above others, the Choptank River Region of Maryland and Auburn, New York. Tubman was born and raised in Maryland; in 1849, she emancipated herself and fled north. Within ten years, she had acquired property in Auburn, New York, where she put down roots for the rest of her life. The resources in these two locales were analyzed to determine if they met the criteria for designation as a new NPS area.

Choptank River Region, Maryland

Harriet Tubman was born in 1822 in the Eastern Shore county of Dorchester where she lived for more than 25 years. The last two years before she fled north

⁴¹ Ibid. p. 317.

⁴² Harriet Tubman recalled to friends and in public speeches in 1859 that she had rescued about 50 to 60 people in 8 or 9 trips. Based on extensive research, it has been found that by 1860, Tubman had brought away about seventy people in roughly thirteen trips. Sarah Bradford credited Tubman with rescuing 300 people in 19 trips, but it is now known through additional research that Sarah Bradford made up those numbers to dramatize Tubman's work. Tubman's friends were concerned that Bradford did not tell Tubman's story accurately. Bradford's words became part of the historical record and have been repeated in nearly every publication about Tubman since that time. Regardless of the numbers, the main point is the Tubman risked her life time and again to return to lead others from enslavement. See Larson, Bound. p. xvii, 305n6, and chapters 5-9; and James McGowan, "Harriet Tubman: According to Sarah Bradford," *Harriet Tubman Journal* 2, No. 1 (1994).

may have been spent in Caroline County, where her parents had moved to work on a farm owned by Dr. Anthony Thompson, the son of her father's former owner. The Choptank River was thus the region in which she spent her young life. The river, which drains into Chesapeake Bay, had embarkation points for boat travel to Baltimore. Tubman is known to have used Baltimore as a base during some of her rescues. Through her father's work and her own work assignments she became acquainted at a young age with the Choptank River, the wharves, and the black merchant mariners who hauled cargo to Baltimore and beyond.

Tubman's early life and Underground Railroad exploits took place in the context of the landscapes of Maryland's Eastern Shore in Dorchester and Caroline counties. It remains a rural region, relatively unchanged from the one that Tubman knew. In this landscape mosaic, the basic estuarine environment of the Blackwater River, Transquaking River, Choptank River and other waterways remains unchanged. Greenbriar Swamp and the tidal marshes characteristic of Maryland's coastal plain exhibit more open water than they did 150 years ago, but their character is unchanged. The road system retains its 19th century structure as well. While the mixed pine and oak forests have been in a state of constant harvest and regrowth since the earliest European settlement of the land, the current woodland communities represent the native vegetation that sustained the economy of the region, and particularly that of the Thompson family with whom Harriet Tubman and her parents were so closely affiliated.

Whereas today's farms grow corn rather than tobacco and are mechanized rather than operated by hand labor, the farm fields have remained in agricultural use, and their spatial organization – much influenced by topography and water resources – reflects the field patterns of the 19th century. The basic road and field-forest patterns remain.⁴³ They contrast dramatically with residential subdivisions which have grown up on the outskirts of Cambridge.

While topography and geography and its rural character contribute to the area's cohesiveness, it is Tubman's association with this area that makes it a landscape of special recognition. Its period of significance begins in 1822, the year of Tubman's birth, and ends in 1860, when she returned from the North for the last time to rescue family members.

These landscapes appear to be of the 19th century, making it possible to visualize the life of enslaved people and their owners, and of the escape routes used by

⁴³ John Milner Associates, Inc. *Cultural Landscape Assessment for the Harriet Tubman Special Resources Study, Dorchester and Caroline Counties, Maryland*. Prepared for the National Park Service. Charlottesville, VA: John Milner Associates, Inc., 2005. p. 1-6.

Map 1. Tubman in Maryland: Regional Setting

Harriet Tubman Special Resource Study

Tubman in Maryland: Regional Setting

National Park Service
U.S. Department of the Interior

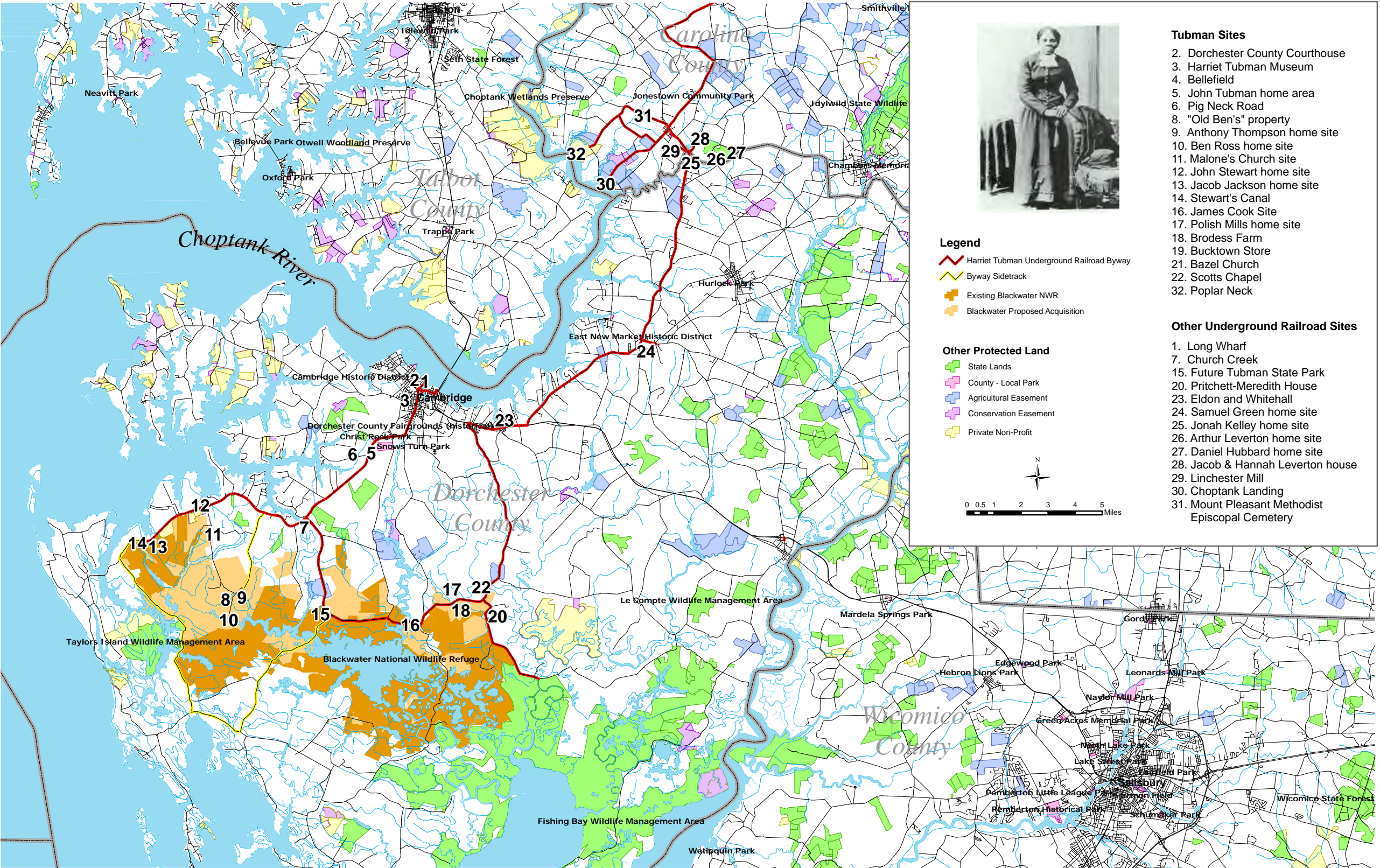




Figure 2-15. Today's Eastern Shore is characterized by wetlands, open water, forests, and fields, much like Tubman's time.

Tubman and other freedom seekers. The region retains the ability to convey its significance, and Tubman herself would recognize this mosaic of the natural environment and agricultural use today.

BLACKWATER, DORCHESTER COUNTY

The Blackwater component of the area consists of a broad corridor of farms, forests, and wetlands that once constituted Tubman's familiar home territory. It is a swath of land from Stewart's Canal in the west to Bucktown in the east, much of it contained within the boundaries of Blackwater National Wildlife Refuge. It consists of roads, trails, and other features familiar to Tubman during her period of enslavement and subsequent rescue work with the Underground Railroad. Within this section are four sites that not only typify the landscape but highlight Tubman's strong association with the place: Stewart's Canal, Peters Neck, Brodess Farm, and Bucktown Crossroads.

Stewart's Canal

At the western edge of the area is a ten-mile long Stewart's Canal waterway, completed in the 1830s after some 20 years of labor on its construction by free and enslaved persons. It connected Parsons Creek and Blackwater River with Tobacco Stick (today's Madison) Bay and it opened up some of Dorchester's more remote territory for timber and agricultural products to be shipped to Baltimore

markets. Tubman lived in the vicinity while working for John T. Stewart, and she also may have worked there with her father in timbering. Ben Ross, who gained his freedom in 1840, continued to work in the area where his skills were in demand. The vicinity of Stewart's Canal was the center of a free black community which intermingled with the community of enslaved people.

Known today as Coursey's Creek, Stewart's Canal forms an evocative image mirroring that of the Tubman period, a straight-line waterway viewed from State Route 16 extending east from the main road, surrounded by low grassland and a background edge of forest.

In the vicinity are the Jacob Jackson and John Stewart homesites. Research to date has approximated the locations of these sites near Stewart's Canal. Jacob Jackson was a free black man to whom Tubman appealed for assistance in 1854 in attempting to retrieve her brothers and who, because he was literate, was likely an important link in the local communication network. The John Stewart home site is noteworthy because Harriet was hired out to Stewart for a period of five or six years sometime after recovering from her injury sustained at the Bucktown store (c. 1836). It is located in Madison.

Peters Neck

The historic 700-acre Anthony Thompson farm at the end of Harrisville Road is Harriet Tubman's probable birth place.⁴⁴ Tubman's father, Ben Ross, was enslaved by Thompson and lived there with his wife at the time of Harriet's birth in 1822. Today, the property is owned by a private sportsmen's club, not accessible to the public, and adjacent to Blackwater Wildlife Refuge. No buildings remain from Tubman's era and no archeological investigation has been undertaken. In its remoteness it presents a landscape that has not changed dramatically from Tubman's time.

The approach on Harrisville Road is along a narrow corridor with views channeled by dense forests opening to cultivated fields beyond an entrance gate. Thompson's was one of the largest farms in the vicinity. Property records show an area west of the Thompson site as "old Ben's," thought by historians to be Ben Ross's home.

Lying approximately ten miles southwest of Cambridge, this general area was home to a large free and enslaved black community which formed the nucleus of Harriet Tubman's familial and social world throughout the antebellum period. It encompasses Harrisville, Whitemarsh, and Tobacco Stick (now Madison). This is where she met her husband, a freeman, John Tubman.

⁴⁴ Larson, p. 16.

The Blackwater National Wildlife Refuge comprises a large portion of Peter's Neck, its 27,000 acres set aside and managed primarily for migratory birds and endangered species. The landscape contains mainly rich tidal marsh with fluctuating water levels. Other habitat types include freshwater ponds, mixed evergreen and deciduous forests, and small areas of cropland. The view from public roads near the refuge reveals a pattern of small commercial agricultural fields in the foreground edged by forests in the background.

Eastward, between Peters Neck and the Brodess Farm, is a notable site near the Little Blackwater bridge on today's Key Wallace Drive. The James Cook home site is the location where Tubman was hired out as a child. At the age of six or seven she was sent to learn the trade of weaving. She remembered the harsh treatment she received long afterward and described it later to her early biographer Sarah Bradford. Tubman recalled that even when ill, she was expected to wade into swamps throughout the cold winter to haul muskrat traps.

Brodess Farm

Brodess Farm, approximately ten miles southeast of Cambridge, belonged to Edward Brodess, enslaver of Tubman's mother and her children. As a minor, he had inherited the farm and a number of enslaved people and took up residence there in late 1823 or 1824.

The farm was cited years ago as her birthplace, however Brodess Farm is more likely the place of Tubman's youth, not her birth. A highway marker and interpretive wayside note this as a Tubman site. It is adjacent to Blackwater Refuge and in private ownership. The farm consists of 168 acres of upland with approximately 70 acres under cultivation of corn and soybeans.

Promotion of the site's history and the presence of the highway marker and interpretive wayside have made the site noteworthy for visitors. Dorchester County's Department of Tourism has developed a vehicle pull off through agreement with the private property owner for greater safety when drivers stop to view the site.

The only building visible from the road was moved there from another part of the county in the 20th century to the center of the agricultural fields, and that, mistakenly, is what tourists often take to be Tubman's birthplace. It is now used as a hunting lodge. The farm complex that existed during the Tubman period likely consisted of the main house and several outbuildings (probably including slave cabins). None of the original buildings has survived, although archeology is likely

present.⁴⁵ An unpaved private access drive leads to the modern day farmhouse. The existing deciduous shade trees present on the site likely postdate the Tubman period, but are assumed to be similar in size and location to trees of the period.



Figure 2-17. Contemporary aerial view of Dorchester County shows persistent pattern of fields, forests, and wetlands.

Views of the historic Brodess Farm are open and unobstructed along its frontage on Greenbriar Road. The forests surrounding the agricultural fields provide a backdrop to the farm. A mixture of loblolly pine and oak-hickory forests provides the context for the farm, framing the site on the east, west, and south. Greenbriar Swamp occupies the land to the east and west and forms the western and southern boundaries of the Brodess Farm. All these features were present during Tubman's period.

Across from the Brodess Plantation is the home site of Polish Mills, who hired Harriet's mother, Rit, and Linah, one of Harriet's sisters, in the early 1830s. This is

⁴⁵ Standing structures for enslaved persons are extremely rare in 21st century America. "Living and working quarters for slaves were usually temporary structures, built quickly and cheaply and meant to last a decade or two, then demolished or salvaged and replaced. Few survived into the 20th century, and those that did often suffered severe deterioration." National Park Service, Booker T. Washington National Monument Cultural Landscape Report, [date], page 146.

where Tubman and her family witnessed the famous Leonid Meteor Shower on the night of November 12-13, 1833, when they thought the world was coming to an end. The story was recorded later by Tubman biographer Sarah Bradford.

Bucktown Crossroads

By 1835 four buildings existed at the crossroads of Bucktown, Greenbriar, and Bestpitch Ferry roads. One was located in approximately the same spot as the present Bucktown Store.⁴⁶

The crossroads today contains a small cluster of buildings including the Bucktown Store, an adjacent storekeeper's house,⁴⁷ four small frame outbuildings, and the more elegant Meredith House, which has stood in this location since the second quarter of the 19th century and is regarded by the Maryland Historical Trust as one of the most important buildings to have survived in this area of Dorchester County because it retains so much original and early detail; it provides a good model for the study of vernacular dwellings.⁴⁸ Agricultural fields of corn and soybeans provide the larger context of this crossroads community, a context that strongly evokes that of Tubman's time, despite the presence of two 20th century homes.

The Bucktown Store at the crossroads today is thought to be associated with one of Harriet Tubman's earliest acts of defiance. This account is recorded in Sarah Bradford's *Scenes in the Life of Harriet Tubman*:

Soon after she entered her teens she was hired out as a field hand, and it was while thus employed that she received a wound which nearly proved fatal, for the effects of which she still suffers. In the fall of the year, the slaves there work in the evening, cleaning up wheat, husking corn, etc. On this occasion, one of the slaves of a farmer named Barrett, left his work, and went to the village store in the evening. The overseer followed him, and so did Harriet. When the slave was found, the overseer swore he should be whipped, and called on Harriet, among others, to help tie him. She refused, and as the man ran away, she placed herself in the door to stop pursuit. The overseer caught up a two-pound weight from the counter and threw it at the fugitive, but it fell short and struck Harriet a stunning blow on the head. It was long before she recovered from this, and it has left her subject to a sort of stupor or

⁴⁶ John Henry Alexander, "Map A" from *Report on the New Map of Maryland*. 1835. Maryland Hall of Records, MdHR G 1213-503), reprinted in Edward C. Papenfuss and Joseph M. Coale III, *Atlas of Historical Maps of Maryland*, 1608-1908 Baltimore: Johns Hopkins University Press, 1982, 70.

⁴⁷ Stephen G. Del Sordo, Heritage Resource Group, Inc. "Meredith House, Bucktown, Dorchester County, Maryland: Historic Assessment and Overview," n.d., p. 5.

⁴⁸ Michael Bourne. "Maryland Historical Trust Worksheet," Lewis House, D-81, November 1975.

lethargy at time; coming upon her in the midst of conversation, or whatever she may be doing, and throwing her into a deep slumber, from which she will presently rouse herself, and go on with her conversation or work.⁴⁹

Although it has not been ascertained whether the **Bucktown Store** is the “village store” at which Tubman was struck in the head, its setting at the crossroads contributes to a scene that resembles Tubman’s time. It is a wood-frame structure, thought to have been built after 1850, but it may contain materials from the original building. Accurate dating has yet to be done. It displays 19th century implements and goods collected from the region. Further evaluation is necessary to determine its status as a contributing resource. The owner currently operates it as a museum providing a narrative of Tubman’s life in the area. The Bucktown Store is open to the public upon request.

One-quarter mile north of the crossroads is **Scotts Chapel**, founded in 1812 as a Methodist church. African Americans split off from the congregation in the mid 19th century and formed Bazel Church. Across from Scotts Chapel is an African-American graveyard with headstones dating to 1792.

Bazel Church, on Bestpitch Ferry Road, is located on a one-acre clearing edged by the road and otherwise surrounded by cultivated fields and the forested boundary of Blackwater Wildlife Refuge. The church was organized in 1876 as a Methodist Church by and for African Americans who were no longer welcome at the nearby Scotts Chapel. The building continues to be used today intermittently for services, and is in good condition.

Although Tubman had fled Maryland 27 years before Bazel Church was constructed, local tradition holds that this is the site of earlier African American outdoor worship. A general pattern of the founding of African American churches was that worship services started on the land where the edifice would be built. The site is important to many local residents for its tradition. Since Tubman lived nearby on the Brodess farm, it is conceivable that she participated in worship at this site. Standing on the grounds today, it is easy to visualize a place where Tubman’s family and friends worshipped. The setting, a clearing between fields and forest, can be powerfully evocative for visitors seeking to observe a countryside resembling that of the last days of slavery in this part of Maryland.

⁴⁹ Bradford. *Scenes*, 74-75.

Other Dorchester Sites

Other notable Tubman sites are the **Dorchester County Courthouse** and **Bellefield** in Cambridge. Slave auctions, including one involving Tubman's niece in 1850, took place at the courthouse. Tubman later engineered her niece's escape and met her and her husband in Baltimore, then escorted them to Canada. The courthouse is also the site of the trial of at least two Underground Railroad agents, one of whom helped Harriet Tubman during the 1850s. The building is still in use as a courthouse and contains a plaque and outside, an interpretive wayside citing its importance to the story of the struggles of freedom seekers and their Underground Railroad helpers. **Bellefield**, on Race Street and Boundary Avenue, was the small farm residence in Dorchester County of Dr. Anthony C. Thompson, who purchased a large farm north in Caroline County. Bellefield is one of two likely sites of Tubman's 1849 escape. It is no longer extant and the exact location of the property has yet to be determined.

POPLAR NECK, CAROLINE COUNTY

Poplar Neck on the Choptank River in Caroline County is the location of the farm of Dr. Anthony C. Thompson, son of Anthony Thompson, Sr., of Peters Neck, Dorchester County. From about 1847 to 1857, Tubman's parents worked on this plantation.

Dr. Thompson divided his time between this 2,167-acre farm, which he purchased in 1846, and his smaller farm Bellefield in Cambridge. When Dr. Thompson's father died in 1837, he inherited Harriet Tubman's father, Ben Ross. Three years later he manumitted Ben as required by his father's will, and Ben continued to work for him for pay as a timber inspector. In 1855 Ben was able to purchase his wife's freedom from the widow Eliza Brodess.

It is likely that Harriet Tubman also worked at Poplar Neck, for by 1847 she was working full time for Dr. Thompson and paying Brodess a \$60 annual fee to hire herself out. Working at Poplar Neck would have kept her close to her family. It may also be the location of her escape from slavery. Although we know that while in Dr. Thompson's employment Tubman ran away from slavery in 1849, it is not clear which of Thompson's properties she left from: this Caroline County property or Bellefield. The Poplar Neck property is directly on the Choptank River, which is presumed to have been used in some of Tubman's escapes.

This farm is the site of Tubman's 1854 Christmas Day rescue of three of her brothers, made famous when recorded in Bradford's book. Tubman had arranged



Figure 2-18. 1875 map depicting Poplar Neck, home of Dr. Anthony C. Thompson, where Tubman's parents worked and from where they escaped in 1857. Thompson Farm is located between Skelton Creek and Marsh Creek.

to meet her brothers and several other freedom seekers near her parents' home at the Thompson plantation. They hid in a nearby corn crib until the appointed time to flee. Her father, Ben, helped them, but tragically, they could not reveal their presence to their mother, Rit, as they feared she would be too heartbroken to let them leave. She had already lost too many of her children. Recent archaeological and structural investigations at the farm reveal a possible trace of this original corn crib. In 1857, with the assistance of Thomas Garrett and other Underground Railroad operatives, Harriet Tubman returned to Poplar Neck to take her parents to St. Catharines, Canada, averting her father's arrest for his Underground Railroad activities.

The original Thompson farm, located between Skillington – or Skeleton – Creek and Marsh Creek, has been subdivided into nearly 90 parcels. The majority of the land is retained in large tracts kept in agricultural production. A significant portion of the riverfront contains marshland. The core of the property, 378 acres, has been held by a single family for more than 50 years.

It has one mile of waterfront on the Choptank River. From high ground back of the house, it offers a compelling picture of the river and it allows one to imagine the scene during 19th century when the river was a main artery for commerce. Across the river is Talbot County, an area of largely undeveloped land which

forms an important viewshed from the historic Thompson property. Today's core Poplar Neck property encompasses a farmhouse located on the site of the original Thompson House which is believed to have been built in the late 19th century but contains elements from the original house. The farmhouse was rehabilitated and remains in good condition and serves as an office for the current owner. At the north end of the riverfront parcel are two contemporary houses occupied by the owners.

Together, the landscapes associated with Harriet Tubman in Dorchester, Caroline and Talbot counties provide superlative opportunities for the public to understand Tubman's "home ground," the region in which she was born, which shaped her early life and the region that provides the backdrop to the legendary exploits for which she is best known. These landscapes are beginning to be impacted by development pressures and their preservation in the future is not ensured.

Auburn, New York

The Tubman sites in Auburn consist of her residence, the Home for the Aged, Thompson Memorial AME Zion Church, and her gravesite. They are at three separate sites. The Tubman Home on South Street, owned by the AME Zion Church, appears as an integrated single site with the residence and the home for the aged plus two modern buildings visible from the road, one an administration building and the other a contemporary visitor center visible at the back of the cleared area. Deep in the rear of the property, out of sight from the road, is the foundation of the brick structure that Tubman named John Brown Hall. In this building, Tubman cared for aged and ill people. The structure disintegrated early in the 20th century, and extensive vegetation covers the foundation and the remainder of the property. Thompson Memorial Church, also owned by AME Zion Church, is about one mile away on a street adjacent to Fort Hill Cemetery, where Tubman's gravesite is located.

See Figures 1-4, 1-5, 1-6, 1-7, 1-8 in Chapter 1.

Harriet Tubman Residence, 182 South Street

In 1859, Tubman purchased a seven-acre farm on the outskirts of Auburn (in the Town of Fleming), where she took up residence in the early 1860s. Because of increased slave-catcher activities in Auburn, Tubman's parents and other family members were not able to move permanently from Canada to this home until the late winter of 1861.

Tubman had purchased the property from then U.S. Senator William Henry Seward, who later became Secretary of State in the cabinet of President Abraham

Lincoln. It was here, at the home she made for her family, that Tubman began taking in elderly and ill people before she formally established the Home for the Aged.

After the original house, a frame structure, was destroyed by fire in 1880, she and her second husband, Charles Nelson Davis (a Civil War veteran whom she married in 1869), built a brick residence on the house site in 1883. This became her permanent home for the remaining three decades of her life.

The brick house was sold in 1914, a year after Tubman's death, and was occupied by a single family until 1990 when it was purchased by the AME Zion Church to be joined with the Tubman Home for the Aged property. In 1999 it was listed on the National Register of Historic Places as part of the "Historic Properties Relating to Harriet Tubman in Auburn, New York" multiple property submission. It was designated a National Historic Landmark in 2000 when the NHL boundary was expanded to include the Harriet Tubman Residence and the Thompson AME Zion Church.

Renovations have been made since Tubman's occupancy, but the original configuration is clearly evident. The two-story house faces South Street. Its vernacular style is simple, without architectural embellishments, except for arches over the windows. A one-story frame addition and an enclosed porch were added after Tubman's death. Behind the house is a garage built around an original barn.

The dwelling retains original fabric, despite its renovations from several periods. The latest renovation, starting in 2000, was halted when a historic structures investigation began. Interior partitions had been relocated and new stairs added. The house is currently undergoing restoration according to the Secretary of the Interior's Standards for the Treatment of Historic Properties by the owner with state, federal, and private funds. The garage or barn is a four-bay frame and concrete block structure of which the two central frame bays were originally part of Tubman's small farm and is believed to date to c.1896. It too will be restored.

The home is managed by a nonprofit entity, the Harriet Tubman Home, Inc, created by the AME Zion Church. It plans to open the house to the public for the first time when the work is completed.

Tubman Home for the Aged, 180 South Street

In 1896, when Tubman was in her mid seventies, she obtained a bank loan to purchase property adjoining her residence on which to establish a home for aged African Americans. It was a 25-acre lot containing barns, outbuildings, and three

houses. The surviving, and most significant structure is a frame building, the Tubman Home for the Aged.

Soon after the purchase, Tubman established the Home for the Aged to care for elderly family members and friends. Created during the social reform movements of the late 19th century, it was one of the first such institutions for African-Americans. As she grew older, Tubman hoped to give the home over to the care of the National Association of Colored Women, which, because of financial constraints, declined to accept it. In 1903, she deeded the 25-acre Home for the Aged property to the AME Zion Church, which paid the mortgage of \$1,575, with the understanding that the church would continue to operate the Home.

The AME Zion Church kept the Home open until the last resident died. Then the property fell into disuse, probably in the 1920s, and by the late 1930s it had become derelict. In 1944, AME Zion Bishop William J. Walls spearheaded efforts to rebuild the frame house, which was completed in the 1950s.

Today the reconstructed frame building is open to visitors for guided tours. It's a two-story house with a front porch that wraps around one side. It has little original fabric. In addition to the property and the frame house, there is a small collection of donated Tubman related objects plus artifacts unearthed in archaeological investigations undertaken since 1998.

The Tubman Home for the Aged is managed as a house museum, open daily year round for guided tours.

The Home for the Aged was designated a National Historic Landmark in 1974 and was part of expansion of the NHL in 2000.

At the time of Tubman's purchase, the property also contained the John Brown Hall, a brick structure at the back of the property, which Tubman also used to care for ill relatives and friends. Early 20th century photographs show it was a substantial one-and-a-half story brick building on a high stone foundation. It was photographed standing as late as 1939 and in 1949 suffered fire damage. Sometime later it was demolished as a hazard, and today's remnant is a foundation which has recently been uncovered by archeologists.

Thompson Memorial AME Zion Church, 33 Parker Street

Thompson Memorial AME Zion Church was built in 1891 one block from Fort Hill Cemetery. Tubman raised funds to construct the church, and her funeral was held here in 1913. The building was nominated as part of the "Historic Properties

Relating to Harriet Tubman in Auburn, New York” multiple property submission. It was designated a National Historic Landmark in 2000 when the NHL boundary was expanded to include the Harriet Tubman Residence and Home for the Aged. The active congregation moved to another church building in Auburn in 1993.

This modest rectangular two-story frame building with a steeple is set in a residential neighborhood with comparably scaled buildings. The interior contains a small vestibule inside the front doors, a small office, and stairs leading to the basement and the balcony. Through interior doors is the double-aisle sanctuary with pulpit and choir seats on low platforms with low wooden railings. A mural thought to refer to “Sister Harriet” is on the wall behind the pulpit and choir.

The current condition is poor, but it contains potentially the most original fabric of all the buildings associated with Tubman. Recently, the building has been stabilized, the roof replaced, and plans developed to undertake restoration. The site is not open to the public at this time, but the Tubman Home plans to offer opportunities for visitation in the future.

Next to the church is the vacant rectory, for which there are no current plans for reuse.

Harriet Tubman's Grave, Fort Hill Cemetery, 19 Fort Street

Harriet Tubman was laid to rest at Fort Hill Cemetery in a section of the cemetery designed in the Olmsted tradition of curving roads and paths winding through hilly terrain. She is buried next to her brother, William Henry Stewart, Sr., who had died eight months earlier. Immediately adjacent to them are her nephew, William Henry Stewart, Jr., and his wife, Emma. Their children, Alida and Charles Stewart planted the now towering spruce tree as a grave marker before Tubman died. Tubman had selected and purchased her plot with other members of her family.

In 1914, the Empire State Federation of Women's Clubs, which included African American Women's clubs from Buffalo and New York City, erected a granite marker, sculpted by an African American artist, Mrs. Jackson Stewart, on Tubman's grave. The marker fell into disrepair, and in 1937, the Federation again erected a new monument at Tubman's gravesite, which can be seen today.

Harriet Tubman's Grave property was listed in the National Register in 1999 when it was nominated as part of the “Historic Properties Relating to Harriet Tubman in Auburn, New York” multiple property submission. It was not included in the National Historic Landmark boundary increase of 2000. The National Historic Landmark program does not designate gravesites except in cases when it is the

only remaining resource associated with an important historical figure or when it is part of a larger resource such as formally designed landscape. The grave is a focus of the annual Memorial Day pilgrimage conducted by the AME Zion Church to commemorate Harriet Tubman's life and work; it is also is a place of informal year-round pilgrimage.

The cemetery is well maintained by the owner, Fort Hill Cemetery Association, Inc. and is open to the public during daylight hours. The Harriet Tubman Home occasionally leads visitors on tours to Thompson Memorial Church and the gravesite.

Other Sites

More than 100 sites that were thought to have an association with Tubman were tallied by the NPS study team. Many of these places where Harriet Tubman lived and worked have no resources evident today, except potentially archeological resources. Tubman moved up and down the eastern United States over a long lifetime, yet the nature of her life and work in these places required that she often be "invisible." Thus many sites cannot be located today. Yet, Tubman research and documentation have advanced greatly just in the last five years, and it is possible that some sites will be verified and authenticated in coming years.

Chapter 3

EVALUATION OF NATIONAL SIGNIFICANCE, SUITABILITY, FEASIBILITY, AND NEED FOR NPS MANAGEMENT

This chapter presents analyses required by Congress for new areas that may be candidates for designation as units of the national park system. The criteria are national significance, suitability, feasibility, and need for NPS management. In addition, following the directive of the Tubman special resource study law, there is an evaluation of the feasibility of a national heritage area.

Areas comprising the current 391-unit national park system are cumulative expressions of a single national heritage. Potential additions to the system should, therefore, contribute in their own special way to a system that fully represents the broad spectrum of natural and cultural resources that characterize our nation. The NPS is responsible for conducting professional studies of potential additions to the national park system when specifically authorized by an act of Congress. Several laws outline criteria for potential units of the national park system. To be found to be potentially eligible for inclusion in the system a proposed addition must (1) possess nationally significant natural or cultural resources; (2) be a suitable addition to the system; (3) be a feasible addition to the system; and (4) require direct NPS management, instead of alternative protection by other public agencies or the private sector. These criteria are designed to ensure that the national park system includes only the most outstanding examples of the nation's natural and cultural resources. They also recognize that there are other alternatives, short of designation as a unit of the national park system, for preserving the nation's outstanding resources.

An area or resource may be considered nationally significant if it is an outstanding example of a particular type of resource; possesses exceptional value or quality in

illustrating or interpreting the natural or cultural themes of our nation's heritage; offers superlative opportunities for public enjoyment or for scientific study; and retains a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource. National significance for cultural resources, such as those comprising the Auburn, New York, and Eastern Shore Maryland properties associated with Harriet Tubman, is determined by applying the National Historic Landmarks criteria contained in the Code of Federal Regulations at 36 CFR Part 65.

An area may be considered suitable for potential addition to the national park system if it represents a natural or cultural resource type that is not already adequately represented in the system, or is not comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector. The suitability evaluation, therefore, is not limited solely to units of the national park system, but includes evaluation of all comparable resource types protected by others.

Suitability is determined on a case-by-case basis by comparing the resources being studied to other comparably managed areas representing the same resource type, while considering differences or similarities in the character, quality, quantity, or combination of resource values. The suitability analysis also addresses rarity of the resources, interpretive and educational potential, and similar resources already protected in the national park system or in other public or private ownership. The comparison results in a determination of whether the potential new area would expand, enhance, or duplicate resource protection or visitor use opportunities found in other comparably managed areas.

To be feasible as a new unit of the national park system, an area must be of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment (taking into account current and potential impacts from sources beyond its boundaries), and be capable of efficient administration by the NPS at a reasonable cost. In evaluating feasibility, the NPS considers a variety of factors, such as: size; boundary configurations; current and potential uses of the study area and surrounding lands; land ownership patterns; public enjoyment potential; costs associated with acquisition, development, restoration, and operation; access; current and potential threats to the resources; existing degradation of resources; staffing requirements; local planning and zoning for the study area; the level of local and general public support; and the economic and socioeconomic impacts of designation as a unit of the national park system. The evaluation also considers the ability of the NPS to undertake new management responsibilities in light of current and projected constraints on funding and personnel.

There are many excellent examples of the successful management of important natural and cultural resources by other public agencies, private conservation organizations, and individuals. Most notably, state park systems provide for protection of natural and cultural resources throughout the nation and offer outstanding recreational experiences. The NPS applauds these accomplishments, and actively encourages the expansion of conservation activities by state, local, and private entities, and by other federal agencies. Unless direct NPS management of a studied area is identified as the clearly superior alternative, the NPS will find that one or more of these other entities assume a lead management role, and that the area not be recommended as a potential unit of the national park system.

Studies evaluate an appropriate range of management alternatives and identify which alternative or combination of alternatives would be most effective and efficient in protecting significant resources and providing opportunities for appropriate public enjoyment. Alternatives to NPS management are not normally developed for study areas that fail to meet the four criteria for potential units, particularly the “national significance” criterion.

In cases where a study area’s resources meet criteria for national significance, but do not meet other criteria for inclusion in the national park system, the NPS may instead analyze an alternative status, such as “affiliated” area. To be eligible for “affiliated area” status, the area’s resources must: (1) meet the same standards for national significance that apply to units of the national park system; (2) require some special recognition or technical assistance beyond what is available through existing NPS programs; (3) be managed in accordance with the policies and standards that apply to units of the national park system; and (4) be assured of sustained resource protection, as documented in a formal agreement between the NPS and the nonfederal management entity.

Designation as a national heritage area is another option that may be analyzed. Heritage areas are distinctive landscapes that do not necessarily meet the same standards of national significance as units of the national park system. Both affiliated areas and national heritage areas would recognize an area’s importance to the nation without requiring or implying management by the NPS.

If a special resource study finds that a resource meets the standards for potential designation as a unit of the national park system, Congress may choose to enact federal legislation creating a unit.

National Significance

As an historical figure, Harriet Tubman is nationally significant, and acknowledgement of her status as a national icon is widespread. Her importance to American history and culture is elucidated in Chapter 2. A special resource study must evaluate national significance by determining whether the resource:

- is an outstanding example of a particular type of resource;
- possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage;
- offers superlative opportunities for public enjoyment or for scientific study; and
- retains a high degree of integrity as a true, accurate, and relatively unspoiled example of the resource.

If a resource is already designated as a National Historic Landmark (NHL), the national significance criteria are met without further analysis being required.

AUBURN, NEW YORK

In Auburn, NY, the primary structures and properties associated with Harriet Tubman – her residence, the Home for the Aged, and Thompson Memorial AME Zion Church—have previously been evaluated and designated as a National Historic Landmark. Since NHL designation confers national significance, the Harriet Tubman properties in Auburn require no further evaluation of national significance in this special resource study. The resources retain the integrity consistent with their NHL nomination.

The properties in Auburn offer compelling opportunities for public enjoyment. While currently there are approximately 10,000 annual visitors, the facilities would be able to attract larger numbers in the future with additional staff and outreach and the completion of restoration on the residence and the church. Visitors now tour the Home for the Aged and the grounds of property, and view a film at the visitor center. In the future, visitors would be able to tour the Tubman Residence and the Thompson Memorial AME Zion Church. At the Tubman Residence visitors may come closest to being in the presence of the physical materials of Tubman's daily life – at her family home. At the church, with which she was closely associated, visitors may absorb an environment in which Harriet Tubman's spiritual dimension is strongly expressed. From the church, visitors may walk a block away into Fort Hill Cemetery to view the gravesite chosen by Tubman for herself and family members.

CHOPTANK RIVER REGION, MARYLAND

Since no Tubman related properties in the Maryland study area are designated National Historic Landmarks, the study process examined the question of significance for cultural resources, first by using the criteria for National Historic Landmark designation, and then by evaluating the resources in the context of the nation's history and culture.

SRS and NHL Criteria

As noted above, a determination of national significance for cultural resources in an SRS requires that the resource be evaluated by applying NHL criteria, contained in 36 CFR Part 65.

NHL Criteria require that the resources:

- are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained; or
- are associated importantly with the lives of persons nationally significant in the history of the United States; or
- represent some great idea or ideal of the American people; or
- embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for the study of a period, style or method of construction, or that represent a significant, distinctive and exceptional entity whose components may lack individual distinction; or
- are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or
- have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts and ideas to a major degree.

NHL national significance is ascribed to districts, sites, buildings, structures, and objects that possess exceptional value or quality in illustrating or interpreting the

heritage of the United States in history, architecture, archeology, engineering and culture, and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling and association.

The study team and consultants undertook an extensive analysis to complete a 50-page national significance document, which addressed NHL Criterion 2, on the Harriet Tubman associated properties in Maryland for review by the NPS Associate Director for Cultural Resources. Field inspections of the Maryland resources were undertaken by the Associate Director and staff. By memorandum of May 20, 2008, the Associate Director for Cultural Resources concurred that the landscapes associated with Harriet Tubman in Dorchester, Caroline, and Talbot Counties are nationally significant and meet the NHL Criterion 2. (See Appendix 3.)

SRS Criteria

Outstanding Example

The review concluded that the properties in Maryland were not only important because of their association with Tubman, but also because they constitute an outstanding surviving example of a 19th century agrarian landscape associated with events of national importance – the resistance of African Americans to enslavement and the emergence and success of the Underground Railroad in the Eastern United States. Harriet Tubman’s fame as a conductor grew from within this cultural landscape, and through that work earned her the soubriquet “Moses of Her People.” The landscape remains relatively unchanged and provides an extraordinary backdrop mosaic of wetlands, farmland, and forests present during her time.

It is the broad landscape that provides a view into the world of Harriet Tubman at mid 19th century. Chapter 2 details the cultural and natural resources of the area: The pattern of roads, watercourses, and wetlands remain intact, and while many mid 19th century structures have disappeared, or in some cases been replaced, the patterns of settlement and land use create intact cultural landscapes at Stewart’s Canal, the James Cook Farm site, Brodess Farm, and Bucktown. Stewart’s Canal remains from the 1830s when it was constructed by free and enslaved labor to open interior forests for lumbering. Brodess Farm, which is set against forest land of Blackwater National Wildlife Refuge, continues to be farmed. Visitors stop here to view the site of Tubman’s childhood home. At the western end of the Tubman area in Dorchester County is Bucktown Crossroads, a three-way intersection surviving from mid 19th century and containing an historic general store resembling one where the adolescent Tubman was nearly killed defending another enslaved person.

This special resource study concludes that landscapes within Maryland's Eastern Shore constitute an outstanding example of an area directly associated with Harriet Tubman, with the pattern of enslavement on the Eastern Shore, and the Underground Railroad, specifically associated with her efforts to free herself and others. The landscapes she worked in and traveled through help account for her achievements with the Underground Railroad. It is the only place where one can see physical features that contributed to her success as a conductor as well as visualize the conditions that motivated her resistance to enslavement in the first place.

Historical and Cultural Themes

Harriet Tubman's significance to American history and culture may be viewed in a framework developed by NPS, which illustrates the full range of topics in American history and culture into which the themes of every park unit and potential park unit can be placed. Using this *Revised NPS Thematic Framework* (1996) helps build a foundation for identifying and evaluating Tubman-related resources.¹ The Thematic Framework contains broad concepts, which are intended to overlap. Few sites or individuals fit purely into one theme, and for Tubman in Maryland we highlight two main cultural themes.

The theme *Creating Social Institutions and Movements*, "focuses upon the diverse formal and informal structures ... through which people express values and live their lives. Americans generate temporary movements and create enduring institutions in order to define, sustain, or reform these values. Why people organize to transform their institutions is as important to understand as how they choose to do so...."

Harriet Tubman was born into slavery but emancipated herself at about age 27. She devoted her life to humanitarian work on behalf of oppressed people, beginning with courageous individual acts of liberation, extending through work to aid soldiers and freedmen during and after the Civil War, to participation in the more formally organized movement to obtain women's suffrage.

Although she did not primarily employ the conventional techniques of organized reformers (writing, lobbying, creating purposeful organizations, etc.), her life work was motivated by the reformist's inclination for change. In essence, a reformer is an individual who is not satisfied with conditions as they are found and seeks to change them. Her resistance to oppression from whatever source, rooted in her deep spirituality, is a fundamental and persistent characteristic Harriet Tubman displayed throughout her life.

¹ *Revised NPS Thematic Framework* (1996), p. 8.

She began on an individual level in specific situations, often at great personal risk. In two incidents in her early life in Dorchester, she resisted enslavement. At age seven she ran away for five days to avoid beatings, and at about age thirteen she received a severe head injury intervening for an enslaved man who was targeted by an overseer. As she gained experience and reputation, she worked toward the same objectives in increasingly larger arenas. Whereas initially she used direct, physical methods, she gradually shifted to more popular tactics as part of established organizations and movements.

The area of Maryland where she grew up is the location of specific incidents in her own resistance to enslavement and her heroic activities with associates in the Underground Railroad. It is a landscape in which important interactions of groups (free and enslaved blacks, white abolitionists, slaveholders, supporters of slavery) took place, contributing to a significant chapter in American history. It is “...an outstanding surviving example of a 19th century agrarian landscape associated with events of national importance – the resistance of African Americans to enslavement and the emergence and success of the Underground Railroad in the Eastern United States.”²

The other main theme is *Shaping the Political Landscape*, which inevitably overlaps the first. The key topic here is ‘parties, protests and movements.’ Whereas this theme emphasizes political action, to Tubman overt political activity was only one element in the larger struggle for social reform. Her formal political activism encompassed abolition, emancipation, deployment of black soldiers in the Union army, equal pay for black soldiers, African American civil rights, aid to sick and aged African Americans, and suffrage for women. She persisted despite the difficulty a woman, and in particular a black woman, faced to gain access to public platforms on a regular basis.

Dorchester and Caroline counties, with significant groups of free blacks and white abolitionists, encompassed an important area of Underground Railroad activity. And it was here that Tubman first became connected to the Underground Railroad. Her contacts in Maryland led her to Philadelphia, the center of abolitionist activity in the mid-Atlantic states, and back again repeatedly to rescue others over ten years. Underground Railroad activists facilitated first, her escape, and then her multiple return rescues. This landscape of resistance and escape remains an important testament today.

² Memorandum from NPS Associate Director, Cultural Resources, May 20, 2008. See Appendix 3.

The Tubman landscapes are exceptionally valuable in illustrating themes of our nation's heritage by allowing the Tubman narratives of enslavement and escape to be played out in their actual environment. The Choptank River landscapes of Harriet Tubman invite 21st century visitors to understand more directly the themes of Creating Social Institutions and Movements and Shaping the Political Landscape by moving through the landscapes of enslaved people; by imagining escape routes; and, by being challenged to picture the devastation of families fractured by slavery. Here, visitors experience a place that has remained relatively intact from the late 19th through the 20th century, with minimal development and continuation of agricultural and forestry land uses with their associated cultural practices. These landscapes are exceptionally valuable today for helping illustrate popular and traditional culture.

Opportunities for Public Enjoyment

The sites associated with Tubman in Maryland are already popular locations for the visiting public on the Tubman Underground Railroad Scenic Byway. In recent decades, the Harriet Tubman Organization has sponsored tours and hosted visitors who plan trips around a visit to Tubman's home territory. Informally, local guides lead groups through the landscapes, relating Tubman stories. More than 150,000 people visit the Blackwater National Wildlife Refuge annually. These Maryland landscapes evoke Tubman's life and the agricultural life of enslaved people before emancipation, and illustrate stories of Underground Railroad daring. They offer superlative opportunities for enjoyment and education. They provide ample opportunities for public understanding of the impact and meaning of slavery in our nation and of one person who overcame the obstacles of this pervasive and oppressive institution.

Integrity

Seven attributes are used to evaluate integrity: location, design, setting, materials, workmanship, feeling, and association. They have been applied to the broad Tubman landscape and collectively are found to be of sufficiently high integrity to be regarded as an unspoiled example of the resource.

Location refers to the place where the historic property was constructed or the place where historic events occurred. Perhaps the most salient image of Tubman in this Eastern Shore landscape is this historic figure moving through it, taking in the broad swath of land from Peter's Neck to Poplar Neck. In this landscape important life events took place – her birth, her enslavement, and her escape from oppression, her repeated rescues of family members and others, and incidents such as the blow

to the head and harsh mistreatment as a child. Her deep knowledge of this landscape enabled her to carry out her rescue missions and earn an important place in history.

Design is a combination of elements that create the form, plan, space, structure, and style of a property. It includes spatial relationships, scale, proportion, layout of roads, paths, and the like. In the Tubman landscape in Maryland, one sees today the same road configurations, drainage ditches, field and forest patterns, scale of structures, low level of development, and proportional scale and relationship between structures and open space.

Setting is the physical environment of a historic property – the character of a place, its topography, vegetation, simple manmade features such as paths and fences, and the relationship between features, and open space. The Tubman landscapes of Maryland retain a setting that easily speaks of a traditional rural area characterized by wetlands, fields, and forests. Topography remains a flat, inundated land containing vegetation types that have been there for centuries, and the character of small-scale agriculture communities predominates.

Materials are ‘the physical elements that were combined or deposited during a particular period or time and in a particular pattern or configuration to form a historic property.’ The broad landscape of Dorchester and Caroline counties retains the composition of forests, cleared farm land, rivers, and swamps, all materials present in Tubman’s time, appearing in relatively similar relationships.

Similarly, **workmanship**, ‘the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory,’ is seen in elements in the large-scale landscape. The dominant species of flora and fauna, the wetlands and rivers, the farms, and road and drainage patterns remain.

Feeling refers to a property’s expression of the aesthetic or historic sense of a particular period of time even, in this case, despite the maturation of original landscapes. A visitor moving south on Maryland’s Eastern Shore notices increasing rural characteristics on entering Caroline and Dorchester counties. Development is moving south in the 21st century but, to date, large-scale subdivision has not occurred in the landscapes identified with Tubman. They still communicate a historic sense of a much earlier time.

Association refers to the connection we make today between a particular place and an important historic event or person. Maryland’s Eastern Shore in general and Dorchester County in particular, are clearly associated with Harriet Tubman. Tubman spent her first 27 years in this place and the next 10 years returning to rescue others. In that time, she gained respect and admiration for actions taken

in this landscape – her resistance to slavery, her courage and leadership in saving others from certain banishment to the deep South, and the tenacity and success that led her to be called “Moses” by other African Americans. This Maryland landscape is Tubman’s “working ground,” both during the time she was enslaved and as she risked her life to make others free. The public has come to associate this location with her exploits.

The preponderance of evidence points to a landscape that retains its integrity from Tubman’s time. Despite modest changes, the current landscape would likely be recognizable to Tubman. It evokes the setting of Tubman’s life, and it inspires rich interpretation of her story.

National Significance Conclusion

This study concludes that the resources related to Harriet Tubman in Auburn, New York, based on their previous designation as an NHL, are nationally significant for the purposes of this special resource study. It further concludes that the resources related to Harriet Tubman in Dorchester, Caroline, and Talbot counties, Maryland, are nationally significant for the purposes of this special resource study because they have been found to meet NHL criteria. The resources have also been found to meet the four criteria necessary for national significance for potential new areas of the National Park System.

Suitability

For the evaluation of suitability, Tubman resources are compared to sites inside and outside the national park system to judge whether they are adequately represented in the system or if similar resources are already protected by others. Areas will be considered suitable for addition into the national park system if they represent natural or cultural themes or types of recreational resources that are not already adequately represented in the national park system, unless such areas are comparably protected and presented for public enjoyment by another land managing entity.

NPS Sites and NHLs

Using relevant topics in the *Revised NPS Thematic Framework*, the study team identified and evaluated resources already in the national park system and determined that no existing site or group of resources within or outside of the national park system fully represents Tubman’s contributions to American life

and culture. Some NPS sites recognize her peripherally, but none is dedicated specifically to her life and accomplishments.

Numerous sites within and outside the National Park Service broadly represent ‘reform movements’ within the theme, *Creating Social Institutions and Movements*. Sites that pertain to Harriet Tubman spanning the period of American slavery and late 19th and early 20th century reform movements include:

- *African Burial Ground National Monument* in New York City – The national monument commemorates the African Diaspora, the struggles of enslaved Africans and African Americans during the 17th, 18th, and 19th centuries, and the significant contributions of African Americans to the development of New York City.
- *Booker T. Washington National Monument* in Hardy, Virginia – The national monument commemorates the birthplace of America’s most prominent African American educator and orator of the late nineteenth and early twentieth centuries. Born into slavery, Washington was the founder of Tuskegee Institute, and became a respected orator, author, and statesman.
- *Boston African American National Historic Site* in Boston, Massachusetts – This unit contains buildings and sites connected to scores of men and women who fought for the abolition of slavery and who sheltered and assisted hundreds of self-emancipated freedom seekers.
- *Frederick Douglass National Historic Site* in Washington, DC – This site preserves Douglass’s home, Cedar Hill, and provides interpretation of the life of what many consider the most famous 19th century African American. Visitors to the site learn about his escape from enslavement on Maryland’s Eastern Shore, his efforts to abolish slavery, and his struggle for rights for all oppressed people.
- *George Washington Carver National Monument* in Diamond, Missouri – This site, the birthplace of Carver, commemorates the life of an individual born into slavery who, as part of the Tuskegee Institute, made significant contributions to improving the lives and self-sufficiency of former slaves by teaching and advancing agricultural techniques adaptable to areas of poor soils in the South.
- *Women’s Rights National Historical Park* in Seneca Falls, New York – This site commemorates the first women’s rights convention and the early leaders of the women’s rights movement in the United States. Though the park makes note of Harriet Tubman’s involvement in the women’s suffrage effort, it does not offer an expansive interpretation of her role or other aspects of her life.

The NPS *National Underground Railroad Network to Freedom* program has identified approximately 350 sites, programs, and facilities in the United States and beyond which interpret and commemorate the Underground Railroad. While several Network to Freedom sites are associated with Harriet Tubman, she is not a primary focus of the Network program, and interpretation of her is limited.

Efforts to advance social reform and civil rights are also represented in the national park system. *Tuskegee Institute* in Alabama, now a national historic site, was established in 1881 by the State of Alabama and was directed by *Booker T. Washington*, who defined and shaped it as an institution to educate African Americans for self-sufficiency; he turned it into a major center of African American education. *Maggie Walker National Historic Site* in Richmond, Virginia, the first unit of the national park system established to honor the contributions of an African American woman, commemorates the life of the first black woman to become a president of a bank. The *Mary McLeod Bethune Council House National Historic Site* in Washington, DC, commemorates Mary McLeod Bethune's leadership in the black women's rights movement from 1943 to 1949.

Other sites that focus on reform and civil rights include Monroe Elementary School, in Topeka, Kansas, now the *Brown v. Board of Education National Historic Site* commemorating the famous case desegregating public education; *Little Rock Central High School National Historic Site*, commemorating the test of implementation of the Supreme Court's decision in *Brown v. Board*; and the *Martin Luther King, Jr. National Historic Site* in Atlanta, Georgia, commemorating the life and work of this major 20th century leader of the civil rights movement. *Selma to Montgomery National Historic Trail* in Alabama focuses on civil rights. *Tuskegee Airmen National Historic Site* in Alabama was established to commemorate desegregation of the military. The *Carter G. Woodson Home National Historic Site* in Washington, D. C., commemorates the work of this American historian who first opened the long-neglected field of black studies to scholars and also popularized the field in the schools and colleges of blacks.

These sites all relate to periods of reform and civil rights that post-date those related to Tubman's time and works.

The National Historic Landmarks that are associated with this theme are primarily the Tubman resources in Auburn, New York, which are the subject of this study. Other thematically related sites recognized by the Secretary of the Interior for their national significance are the Chicago home of *Ida B. Wells Barnett*, a black journalist and activist who fought to end the practices of lynching, segregation, and the economic oppression of African Americans; and the Washington, DC, home of

Mary Church Terrell, who achieved prominence as the president of the National Association of Colored Women and as a founder of the National Association for the Advancement of Colored People (NAACP). They, too, postdate Tubman and her resistance to slavery.

Commemorating Harriet Tubman in Other Venues

In the years since Harriet Tubman's death, people have sought to keep her memory alive in diverse ways. The proliferation of places and programs bearing her name, and the arts that express her legacy, all point to Tubman's recognition as an American legend, an American hero. There is a desire on the part of many people in the United States and Canada to link efforts into a broader coalition to commemorate Harriet Tubman. Such a network of sites and organizations and programs could exchange information, assist with marketing, develop new programs, and continue to advance the public's understanding of Harriet Tubman. A sample of some current ways Tubman's memory is expressed follows.

Programs

- Interpretive programs led by a first person portrayer, sponsored by the Harriet Tubman Organization, Cambridge, Maryland.
- Social service programs such as the Harriet Tubman Crisis Services in Minneapolis, Minnesota
- Award programs such as the Black Woman Lawyers Association of Michigan Biannual Harriet Tubman Awards Breakfast
- Educational programs such as Harriet Tubman Resource Center on the African Diaspora in York, Ontario

The Arts

- Theatre such as *Harriet's Return*, by Karen Jones Meadows
- Music such as Thea Musgrave's *The Story of Harriet Tubman*, and Nkeiru Okoye's *Harriet Tubman: When I Crossed that Line to Freedom*
- Visual arts such as Philadelphia Mural Project and Pan African Black Facts and Wax Museum and Jacob Lawrence's *Harriet Tubman Series* owned by the Hampton University Art Museum
- Living history or one-person shows such as Oni Lasana's *Harriet Tubman... Her Story*

- Literature including Alan Schroeder, *Minty: A Story of Young Harriet Tubman*, and Leon Litwack and August Meier, eds., *Black Leaders of the Nineteenth Century*.

While the representation of individuals and events related to the African American experience in the United States has increased in the national park system, and a number of units commemorates the lives of men who were born into slavery, none commemorates a woman born into slavery, particularly one who has made such a lasting impression on the history of the United States during this pre and post Civil War period. Harriet Tubman's life spans the era of slavery and freedom. The resources associated with her in Auburn, New York, and Maryland provide the context not only for her story to be understood, but also the chronicle of that time of slavery and social reform.

Suitability Conclusion

This special resource study concludes that resources associated with Harriet Tubman are not adequately represented in the national park system or adequately protected by others. Resources related to Harriet Tubman in Auburn, New York, and Dorchester, Caroline, and Talbot counties, Maryland, are, therefore, found to be suitable for inclusion into the national park system.

Feasibility

Areas found suitable for potential designation as units of the national park system are subjected to the feasibility evaluation which determines among other factors whether long-term resource protection can be assured and visitors accommodated. Factors used to examine feasibility include size and configuration; landownership; access; threats to the resource; and, staffing, operations and development requirements.

The Harriet Tubman resources in Auburn, New York, and Maryland are found to be feasible additions to the national park system as independent sites. Moreover, since both sites represent partnership opportunities, with shared responsibility for financing and management, they offer the prospect to reduce the costs typically incurred in traditional parks managed solely by the NPS.

Size and Configuration

The Auburn, New York, properties total less than 35 acres and contain five historic structures and three contemporary buildings. The main property on South Street, on the Fleming town line, contains 32 acres of the historic Tubman farm. Toward

the center of Auburn a mile away is the Thompson Memorial AME Zion Church (no longer used for religious purposes) with an unoccupied rectory next to it on Parker Street. Near this property is Fort Hill Cemetery containing Harriet Tubman's gravesite. There would be no need to include the Fort Hill Cemetery in a potential park boundary since the preponderance of resources do not relate to Tubman.

In Maryland, specific zones in Dorchester, Caroline, and Talbot counties have been identified as historic Tubman landscapes. The acreage would amount to approximately 4,320 acres in Dorchester County, 2,120 acres in Caroline County, and 300 acres in Talbot County. While these parcels are not all contiguous, they are located in two discrete locations and form concise land masses that can be preserved and interpreted efficiently.

Landownership

The Tubman property in Auburn is owned by the AME Zion Church, which is prepared to convey a preservation easement for a potential national park site. Fort Hill Cemetery owns the Tubman gravesite, and there would be no change in ownership.

The land identified in Maryland is predominately owned by private interests. It would not be feasible for the NPS to acquire fee ownership, nor would fee ownership be appropriate since most of the land is in active agricultural use that should continue. It would be cost effective and feasible to partner with state, local, and nonprofit entities to share costs in the purchase of conservation and agricultural easements on these properties for permanent protection of the Tubman related landscapes. The State of Maryland and a number of nonprofit land conservation organizations have indicated a strong desire to participate in an easement purchase program with the NPS for this purpose. The State of Maryland is in the process of developing a Harriet Tubman Underground Railroad visitor center at its recently established park in Dorchester County and has expressed a willingness to co-operate with the NPS and share costs in the construction of the facility.

Access

In Auburn, the Home is on the well traveled South Street with a driveway cutting through the middle of the property. Visitors drive in and park beyond the historic structures. During special events, more than 50 vehicles can be accommodated on the historic property. Across the road is a newly acquired one-acre parcel, which is available for overflow parking. Currently, only the Home for the Aged is open to the public, but restoration now under way will enable the Tubman Residence to be open to the public. The Thompson Church is in a residential area where street parking

is permitted, which in the past was sufficient to accommodate the congregation at services. It, too, is planned for improvements permitting public access.

In Maryland, the Tubman landscapes are largely accessible from public roads with no requirement for access to private property. Negotiated opportunities for nonintrusive road pull offs with interpretive signage exist and would permit public understanding of the role these resources played in Tubman's life. Blackwater National Wildlife Refuge, with more than 27,000 acres of marshland and bird habitat, currently receives more than 150,000 visitors annually to its visitor center and its driving and walking trails. The U.S. Fish and Wildlife Service has indicated its willingness to enter into an interagency agreement with the NPS for interpretation of Tubman related resources at the Refuge. At Poplar Neck in Caroline County the land constituting the historic Thompson farm is in private ownership and public access is not permitted. Visitors, however, have access on a county road to view potential interpretive devices.

Threats to Resources

In general, there is the potential for deterioration of structures in Auburn from lack of funds for preservation, but vigorous fund raising over the past five years has enabled the Tubman Home board to stabilize the Church and begin restoration of the Tubman residence and associated barn. The Auburn resources would benefit from a General Management Plan to give priority to resource protection and visitor service actions.

In Maryland, development pressures on the lower counties of the Eastern Shore are mounting and new development would eventually result in the irretrievable loss of important Tubman related historic landscapes. Between 2000 and 2006 the population of Caroline County grew by 9.6 percent.

Staffing and Development Requirements

In Auburn, the study team estimates that an interpretive staff of approximately five to seven full time NPS employees would be required to manage the site in partnership with AME Zion Church staff. Park administrative functions including contracting and purchasing could be managed from an established nearby NPS unit. Depending on the available and needed treatment, restoration or rehabilitation of the historic farm property would be a high priority, including a historic landscape analysis and archeological survey. The rehabilitation of the Tubman Residence is under way and should be completed and fitted for interpretation. The Thompson Church requires rehabilitation or adaptive reuse treatment. The visitor center at

the Home is functional but should be upgraded or replaced. A full new exhibit program is needed as well as a standardized signage program. Rehabilitation may be appropriate for the church rectory for administrative or visitor use. A pedestrian connection could be developed between the Thompson Church and the Fort Hill Cemetery for visiting the gravesite. Operational costs including maintenance and utilities could be shared between the NPS and the Church.

Maryland is developing and will manage the Tubman Underground Railroad Center to be operated by the Maryland Park Service. It is expected that costs including construction and operation of the center would be shared by the NPS if a unit is established. NPS would conduct interpretive programs at the site and within the larger boundary of a potential NPS unit. Approximately five to seven NPS full-time staff would be needed to share the site administration and interpretation functions. No development is anticipated on privately owned properties except where opportunities for wayside exhibits and signage can be negotiated with property owners.

Public Support

The study team has conducted an extensive public outreach program to assess public support for the potential establishment of a unit of the national park system in Auburn, New York, and on the Eastern Shore of Maryland. This program has included meetings with stakeholders including local and national Tubman related organizations, affected property owners in both locations, public meetings in New York and Maryland to review preliminary study alternatives, meetings with state and local officials in both states, and with nonprofit organizations in Maryland that may be critical to the feasibility of establishing an Eastern Shore unit. The study team concludes that, to date, the indications of public support for establishing units of the national park system devoted to Harriet Tubman resources in both locations are exceptionally favorable. Additional opportunities for the public to express its concerns or support will be available upon the publication of this Special Resource Study/Environmental Assessment.

Feasibility Conclusion

This special resource study has determined that the resources associated with Harriet Tubman in Auburn, New York, and the Eastern Shore of Maryland are feasible to administer in partnership with the AME Zion Church, the State of Maryland, local governments, nonprofit organizations, and private property owners if the costs of easement acquisitions and resource management are shared. The study team believes that the evidence indicates that the Church, the State, local governments, nonprofit

organizations and property owners are fully prepared to participate in a partnership with the NPS. The study team also concludes that there is widespread public support for the establishment of units of the national park system in both locations.

NPS Management

The need for NPS management is the final criterion for the potential establishment of a unit of the national park system. The criterion requires a finding that NPS management would be superior to other potential alternative management arrangements by other entities.

Management by Another Entity

Currently, the AME Zion Church through its Tubman Home board manages the site in Auburn, New York. The church's ownership and stewardship goes back to Harriet Tubman's lifetime, more than 100 years. It desires to continue ownership but recognizes the need for professional historic site management and advanced interpretive programming. In recent years it has been successful in halting the decline in historic structures through fund raising, but does not anticipate being able to continue at the level required for this nationally recognized and highly significant Tubman site. It is also clear that co-management with the NPS would provide the opportunity for comprehensive management planning, interpretive planning, and site management that meets the standards required for a resource of international importance, as this site has become. NPS planning and research capabilities, as well as historic preservation and interpretive and educational programming expertise would offer superior opportunities for the resources to be preserved and interpreted.

In Maryland, while the State will proceed with construction of the Harriet Tubman Underground Railroad State Park and visitor facility with or without NPS participation, it acknowledges and the study team agrees that shared operation of the center provides a superior opportunity to pool resources for a superlative visitor experience. Without the establishment of a unit incorporating the larger resource base in Dorchester, Caroline, and Talbot counties and its intended land protection strategy, many of these resources are likely to be forever lost to future development. The importance of recognizing the larger resource base in the region accompanied by a strong land conservation and historic preservation effort coordinated by NPS, as well as the benefits of an NPS presence for public understanding through the interpretation of the larger historic Tubman landscape confirms that NPS management would be the superior alternative. No other

management entity has been identified to accomplish these critical tasks of resource protection and interpretation of the nationally significant resources of Dorchester, Caroline, and Talbot counties.

In both Auburn and Maryland, the AME Zion Church and the State of Maryland, respectively, have actively sought NPS involvement to complement their own preservation and interpretive efforts. Leaders in both locations have committed to sharing management responsibilities with the NPS.

Need for NPS Management Conclusion

This special resource study concludes that NPS management in partnership with the AME Zion Church for the Tubman resources in Auburn, New York, is clearly superior to other potential arrangements. It further concludes that NPS management of Tubman related resources on the Eastern Shore of Maryland in partnership with the State of Maryland, local governments, nonprofit organizations, and private property owners is clearly superior to other potential arrangements.

Summary of Findings

The study team concludes that based on the factors cited above and the extensive analyses conducted during the course of this special resource study that the resources associated with Harriet Tubman located in Auburn, New York, and in Dorchester, Caroline, and Talbot counties, Maryland, are nationally significant and suitable and feasible for inclusion in the national park system. It further concludes that there is a demonstrated need for NPS management of these resources in partnership with others described in this report.

Feasibility for National Heritage Area Designation

The law which initiated this study directed that the Secretary of the Interior also consider the potential for national heritage area designation. A national heritage area (NHA) is:

A place designated by the United States Congress where natural, cultural, historic and recreational resources combine to form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography. These patterns make National Heritage Areas representative of the national experience

through the physical features that remain and the traditions that have evolved in the areas. Continued use of the National Heritage Areas by people whose traditions helped to shape the landscapes enhances their significance.³

More than 100 places in eastern United States and Canada may have association with Harriet Tubman. Of those places, only Auburn, New York, and the Choptank River Region of Maryland have close connections with her over time. No other areas became her base, where she lived and worked for long periods. Harriet Tubman, however, touched many places from areas of the South through the Mid-Atlantic States into the Northeast and Canada. As a whole these do not constitute the “distinctive landscape” intended by the definition of a NHA. Rather, they are disparate places, unable to be precisely identified and lacking the cohesiveness found in previously designated NHAs.

In Auburn, the Tubman sites are not extensive enough to qualify as a distinctive landscape characteristic of a national heritage area. But the Eastern Shore of Maryland could potentially qualify to “form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography.” However, Harriet Tubman and the resources related to her in this region constitute only one segment of the many resources and associated themes that characterize the Eastern Shore. Its rich history, its relationship to agriculture, the Atlantic Ocean, and the Chesapeake Bay would entail multiple themes well beyond the relatively narrow focus of Harriet Tubman. A NHA feasibility study of the Eastern Shore of Maryland is beyond the scope of this special resource study. The NPS Chesapeake Bay Program Office and the Chesapeake Bay Gateway Networks, which it administers, already provide technical and financial assistance to resources surrounding the Chesapeake Bay. The study team concluded that a national heritage area is not an appropriate or realistic option for the sites commemorating Harriet Tubman and dismissed it as a potential alternative.

³ National Park Service website on National Heritage Areas, <http://www.cr.nps.gov/heritageareas/FAQ/INDEX.HTM>

Chapter 4

MANAGEMENT ALTERNATIVES

Management alternatives are created after a resource is found eligible for potential inclusion in the national park system. This chapter describes two management alternatives which involve action by the National Park Service to commemorate Harriet Tubman on a national level. It also spells out a “no-action” alternative, which means the continuation of current management. Each alternative includes estimates of cost and possible roles of partners.

This special resource study team developed alternatives for resource preservation, visitor services, national commemoration, and public awareness of Harriet Tubman. These alternatives offer three possible options with elements based on comments gathered from the public, site managers of existing Harriet Tubman and Underground Railroad sites, scholarly research, and site research at Tubman-associated places.

Many sites associated with Tubman have been identified, but only the Choptank River area of Maryland and Auburn, New York, contain a preponderance of resources that reflect the circumstances of her early life, her self-emancipation, her subsequent efforts to free other enslaved people, and her work for humanitarian causes throughout her life. In these places one finds context that reflects pivotal times in her life.

Fee acquisition of sites is not envisioned in the alternatives. Instead, the alternatives range from no NPS management to joint NPS management and assistance with partners.

ALTERNATIVE A: No Action

The Concept

Sites, organizations, and programs devoted to commemorating Harriet Tubman, including those in Auburn, New York, and the Choptank River Region of Maryland, would continue to operate independently without additional NPS management or assistance other than that available through existing authorities. Resources contained at the Harriet Tubman Home in Auburn, New York, would continue to be owned and managed by the AME Zion Church, and the Church would continue to preserve resources and provide programs and interpretive opportunities at the site. The State of Maryland would continue to plan and develop the Harriet Tubman Underground Railroad State Park in Dorchester County. State and local authorities would continue on an ad hoc basis to purchase agricultural and other open space easements that may preserve some portion of Harriet Tubman related resources in Dorchester, Caroline, and Talbot counties. Discussions would continue for creating an interstate commemorative byway among involved states. The private Harriet Tubman Organization, a nonprofit advocacy group that operates a Tubman museum and runs interpretative programs in Cambridge, Maryland, would continue its operations and seek to expand its efforts. It serves as a connecting facility to the large community of Tubman supporters on the Eastern Shore.

NPS Role

Staff and Operations

In Auburn, New York, there would be no NPS staffing or operational responsibilities. The Church would continue to be eligible for NHL assistance, Save America's Treasures grants, and other assistance provided under existing NPS authorities. In Maryland, NPS would have no additional roles other than those provided under existing authorities.

Resource Protection

In Auburn, the AME Zion Church would continue to be responsible for protecting the National Historic Landmark.

In Maryland the primary responsibility for preserving landscapes would fall to state and local authorities and nonprofit entities. The Blackwater National Wildlife Refuge would continue to protect Tubman related resources within its jurisdiction.

Visitor Experience

In Auburn, New York, public tours would continue to be available at the Harriet Tubman Home, which is managed by the AME Zion Church. Visitors view an orientation film and exhibits, and staff escorts them through the Home for the Aged. When rehabilitation on the brick home has been completed, visitors will be able to view Tubman's Residence as well. In the future, if funds permit, Thompson Memorial AME Zion Church will be rehabilitated to welcome visitors. The final stop on the tour would be at Tubman's gravesite in Fort Hill Cemetery.

In Maryland, visitors to the Choptank River region would drive the existing Underground Railroad Scenic Byway through Dorchester and Caroline Counties. There they would experience the setting in which Tubman was born, enslaved and spent her youth. They would travel through the terrain from which she launched her multiple escapes with freedom seekers. Visitors may also seek out the Harriet Tubman Underground Railroad State Park and visitor center (being developed) adjacent to Blackwater National Wildlife Refuge to view exhibits, avail themselves of interpretive programming, and collect information on driving and walking tours. Visitors may also visit the Harriet Tubman Museum in Cambridge operated by the Harriet Tubman Organization.

Cost Estimates

Funding would continue to come primarily from local, state, and private sources for preservation, interpretation, and operating costs. Limited federal funds and technical assistance may be available from programs such as the National Historic Landmarks Program; Save America's Treasures; National Underground Railroad Network to Freedom Program; Chesapeake Bay Gateways Network grants; Rivers, Trails and Conservation Assistance (RTCA) programs; and, transportation enhancement grants, among others. No new direct NPS costs, other than through existing authorities, are anticipated.

ALTERNATIVE B: An Affiliated Area in New York and a National Memorial in Maryland

The Concept

In Auburn, New York, resources related to Harriet Tubman owned by the AME Zion Church would be designated a National Historic Site and become an affiliated area of the national park system. NPS would be authorized to provide

technical and financial assistance to the National Historic Site for resource protection and interpretation. These resources would continue to be owned and managed by the AME Zion Church, and the Church would continue to provide programs and interpretive opportunities at the site. NPS would not provide staff to the site, and any technical assistance would be subject to available program capacity and available funding.

In Dorchester County, Maryland, a Harriet Tubman National Memorial¹ would be established at the site of the State of Maryland's Harriet Tubman Underground Railroad Center. NPS would be authorized to provide financial assistance to the state for the construction of a suitable memorial. The state would manage and operate the National Memorial. The State would continue to plan and develop the Harriet Tubman Underground Railroad Center in Dorchester County. State and local authorities would continue to purchase agricultural and other open space easements on an ad hoc basis that may preserve some portion of the landscapes associated with Harriet Tubman. The state, working with others, would continue to further the initiative to create an interstate commemorative byway dedicated to Harriet Tubman and the Underground Railroad.

NPS Role

Staff and Operations

There would be no NPS staffing or operational responsibilities other than to administer financial and technical assistance matters within existing capacities and available funding.

Agreements

NPS could be authorized to enter into cooperative agreements with the AME Zion Church for matching financial assistance and technical assistance for resource protection and interpretation, and with the State of Maryland to provide matching funding for the construction of the Memorial.

Planning

NPS could be authorized to fund and assist in the preparation of a general management plan for the National Historic Site in Auburn and to provide technical assistance to the State of Maryland for planning and continued management for the Memorial.

¹ A "National Memorial" is an official designation within the national park system that is most often used for areas that are primarily commemorative in nature.

Resource Protection

At the affiliated National Historic site in Auburn, NY, the primary entity responsible for protecting Tubman resources would be the AME Zion Church with limited financial and technical assistance from the NPS. Fort Hill Cemetery would continue to protect Tubman's gravesite. Should NPS capacity be available, technical assistance for conducting research studies, such as historic landscapes, archeology, historic structures, ethnography, and others, could help identify priorities for preservation and support interpretation.

In Maryland the primary responsibility for preserving cultural landscapes would fall to state and local authorities and nonprofit entities. The Blackwater National Wildlife Refuge would continue to protect Tubman related resources within its boundary. The State of Maryland would be responsible for protecting the Memorial. Should NPS capacity be available, technical assistance for research studies, such as historic landscapes, archeology, ethnography and others, could help identify priorities for land preservation.

Visitor Experience

In Auburn visitors to the National Historic Site would tour resources and be offered expanded interpretive programs and exhibits as funding may permit. Here, they would see the fabric of Harriet Tubman's domestic and civic life during the last four decades of her life, where she managed a small farm and provided a home for family members and others in need.

In Maryland visitors to the Choptank River region would visit the Harriet Tubman Underground Railroad State Park visitor center, experience interpretive programs provided by state park staff, view the national memorial, and drive the Underground Railroad Scenic Byway through Dorchester and Caroline Counties. Here, on self-guided tours, they would experience the setting in which Tubman was enslaved and worked for the freedom of others.

Cost Estimates²

AFFILIATED SITE IN AUBURN

Grants on a one-to-one matching basis would be proposed for resource protection and enhancement, not to exceed \$3 million. Technical assistance, as available, would be offered through existing programs.

NATIONAL MEMORIAL IN MARYLAND

A grant on a one-to-one matching basis for design and construction of the memorial would be proposed for this alternative not to exceed \$3 million. Technical assistance, as available, would be offered through existing programs.

ALTERNATIVE C: National Historical Parks in New York and Maryland

The Concept

In Auburn, New York, resources related to Harriet Tubman, owned by the AME Zion Church, would be established as the Harriet Tubman National Historical Park and become a unit of the national park system. NPS would be authorized to hold an easement on the property for resource protection and visitor access purposes.

The site would be managed jointly by the Church and the NPS. Resources subject to the preservation and visitor use easement would continue to be owned by the AME Zion Church, and the Church would continue to provide programs at the site in coordination with the NPS. The Church would continue to be eligible for other technical assistance provided through existing authorities. NPS management policies would be applicable to properties within the boundary of the park since NPS would have an ownership interest through the easement.

The proposed boundaries of the potential national historical park would include the properties containing the Harriet Tubman Home, the Home for the Aged, and the Thompson Memorial Church and Rectory. The Fort Hill Cemetery would not be included in the boundary of the park, although NPS would also be authorized to conduct interpretive tours of resources related to Tubman in Auburn, New

² The costs are presented as preliminary estimates and are not appropriate for budgeting purposes. Refined costs will be determined at a later date if a unit of the NPS is authorized by Congress. Potential additional cost sharing opportunities with partners could reduce the overall costs. Any costs ultimately associated with this alternative, if enacted, would be subject to available appropriations and NPS priorities.

York, and would be authorized to provide assistance to the Fort Hill Cemetery for maintenance and interpretation of the grave site.

In Maryland, a Harriet Tubman Underground Railroad National Historical Park would be established comprising selected properties in Dorchester, Caroline, and Talbot counties, involving approximately 6,750 acres of farmland, forests, and wetlands of which approximately 1,980 acres are currently under easement. The proposed boundaries are adjacent to or include lands already protected by federal, state, local, and private land protection agencies and organizations. The boundary would not include Tubman related lands within the acquisition boundary of the Blackwater National Wildlife Refuge, nor would current authorities exercised by the U.S. Fish and Wildlife Service be altered.

Since further research is likely to identify additional resources critical to understanding Tubman's early life in the region, the Secretary of the Interior would be authorized to extend the boundaries of the park to include such resources that are within close proximity to the park.

The Tubman landscapes in Dorchester, Caroline, and Talbot counties are predominately used for active agricultural and forestry purposes and hunting and fishing – traditional uses that reflect those of the period of Tubman's presence. The lands would remain in individual private ownership, and a potential park objective should be to promote the continuation of these low intensity uses. Recognizing the conservation and interpretive values of these land uses, the study team would recommend that any NPS management policies which would inhibit such traditional land uses not apply to privately owned lands within the boundary of any potential unit.

NPS Role

Staff and Operations

Five to seven NPS full-time-equivalent staff would operate interpretive programs and assist with resource preservation activities at the National Historic Site in Auburn in cooperation with the Church. NPS staff would also be authorized to conduct tours to related Tubman sites in the City of Auburn.

Five to seven full-time-equivalent NPS staff would be based at the Harriet Tubman Underground Railroad State Park visitor center and conduct interpretive programs and assist with resource preservation activities at the site in cooperation with state park employees and within the larger boundaries of the national historical park. NPS would also be authorized to conduct tours of related Tubman resources in

Dorchester, Caroline, and Talbot counties outside of the boundaries of the park and, subject to agreements with the U.S. Fish and Wildlife Service, within the Blackwater National Wildlife Refuge.

To enhance the financial feasibility of operating both parks, administrative services including management supervision, personnel actions, contracting, etc. would be provided by already established nearby units of the national park system.

Financial Assistance

The Secretary of the Interior would be authorized to provide 1:1 matching grants to the Church for historic preservation, rehabilitation, exhibits, and maintenance of the national historical park. Additionally, cooperative agreements would be authorized to provide for joint operation and interpretation of the site. Cooperative agreements would be authorized with the Fort Hill cemetery for maintenance and interpretation of the grave site. Cooperative agreement authority would also provide opportunities to governmental and nonprofit organizations for preservation and interpretation of resources relating to Harriet Tubman in Auburn, for conducting research including archeology, and for stewardship programs, education, public access, signage and other interpretive devices.

The 1:1 matching grant program would apply to grants for preservation, restoration and/or rehabilitation of resources, design and development of exhibits, interpretive devices and maintenance costs at the park. Matching contributions would be in the form of cash or in-kind services.

In Maryland, NPS would be authorized to provide up to 1:1 matching financial assistance grants to the State of Maryland, local governments, and nonprofit entities for fee or less than fee purchases of interests in properties from willing sellers within the boundaries of the national historical park. While NPS would be authorized to acquire lands by donation or by fee or less than fee purchases from willing property owners, it is not the intention of the NPS to own fee simple interests in land within the boundaries of the park due to their continuing value as privately operated agricultural and forestry landscapes. NPS would additionally be authorized to provide 1:1 matching financial assistance to the State of Maryland for the design and construction of the Harriet Tubman Underground Railroad visitor center at the state park. The State of Maryland would provide space for NPS staff and operations at the site. NPS would also share in the operational costs of the facility.

Map 2. Maryland Regional Setting

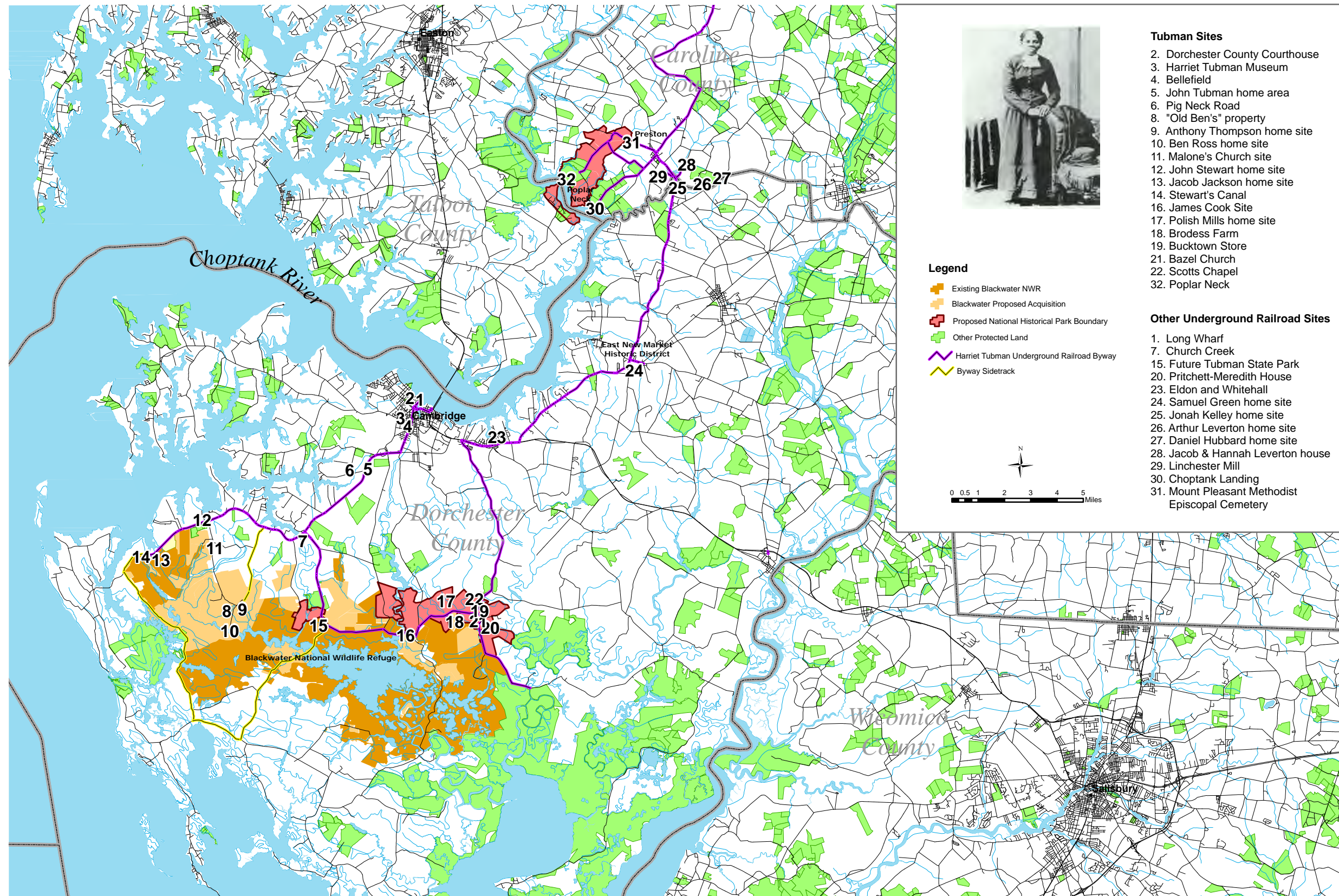
Map 3. Blackwater Component

Map 4. Poplar Neck Component

Map 5. Auburn, New York: Harriet Tubman Home

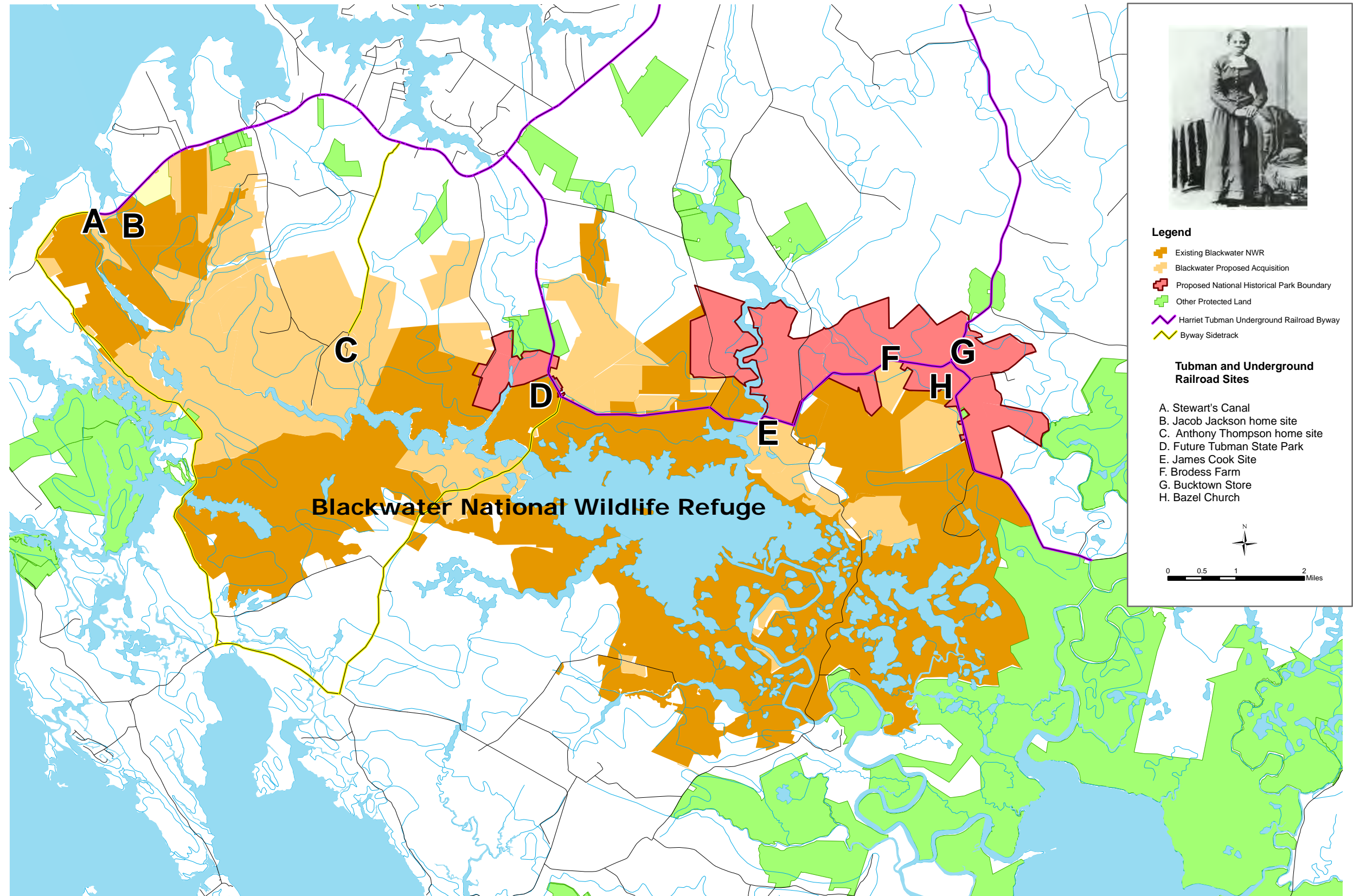
Harriet Tubman Special Resource Study Maryland Regional Setting

National Park Service
U.S. Department of the Interior



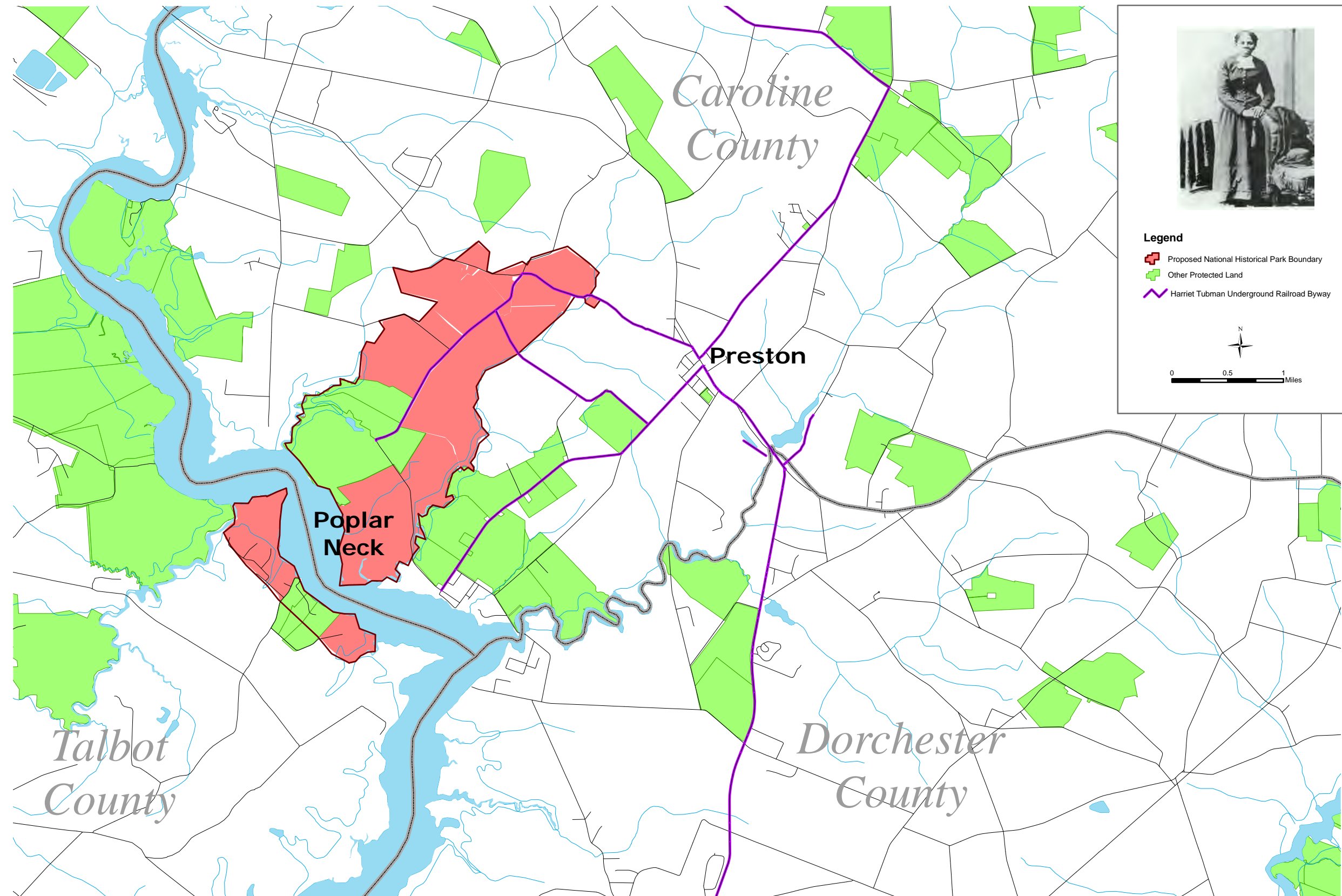
Harriet Tubman Special Resource Study Maryland: Blackwater Component

National Park Service
U.S. Department of the Interior



Harriet Tubman Special Resource Study Maryland: Poplar Neck Component

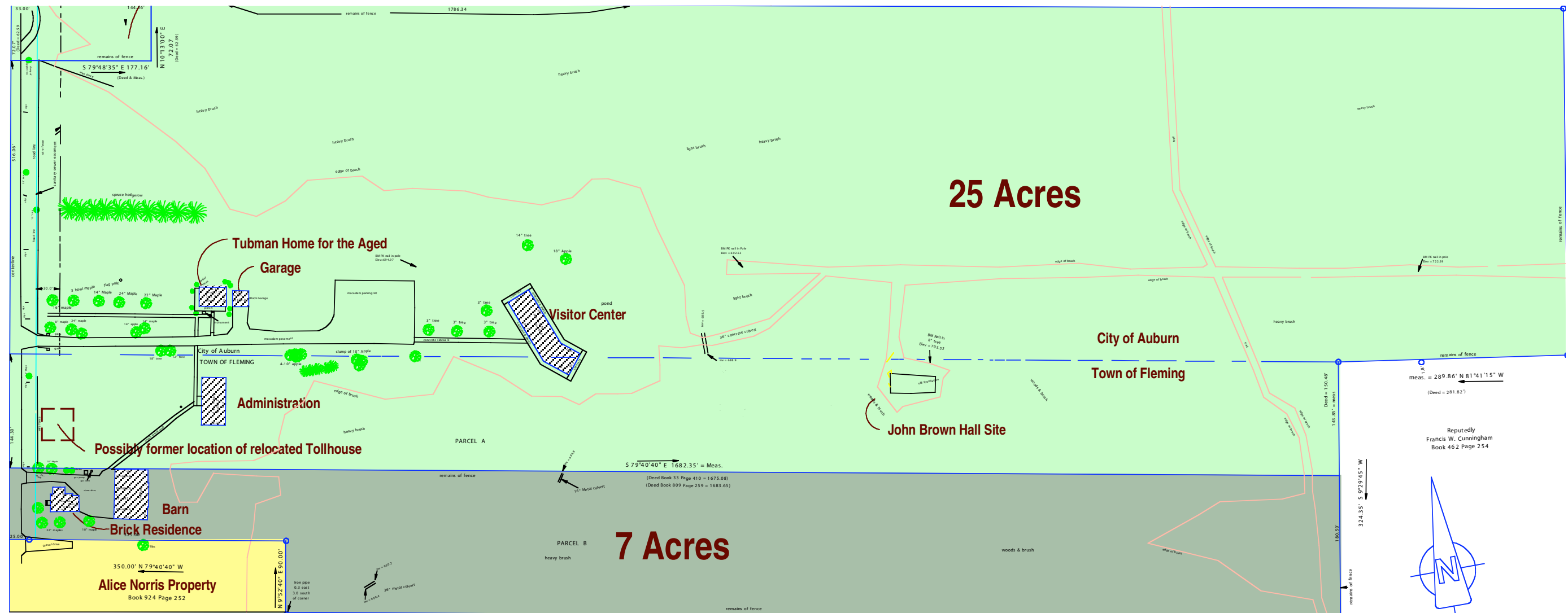
National Park Service
U.S. Department of the Interior



Harriet Tubman Special Resource Study

Auburn, New York: Harriet Tubman Home

National Park Service
U.S. Department of the Interior



Survey map prepared in May 2000 by Norman D. Gay of Gay & Barcomb, Licensed Land Surveyors. Additional information prepared by Crawford & Stearns, Syracuse. 2004. Not to Scale.

Harriet Tubman Home, 180 South Street, Auburn, New York



Thompson Memorial AME Zion Church
33 Parker Street, Auburn, New York



Not to Scale

Legend:
A Church
B Rectory

Agreements

In Auburn, NPS would be authorized to enter into cooperative agreements with the AME Zion Church for operations at the site and the Fort Hill Cemetery for interpretation and maintenance.

In Maryland, NPS would be authorized to enter into cooperative agreements with the state for operations of the Harriet Tubman Underground Railroad visitor facility, with organizations such as the Harriet Tubman Organization in Cambridge, Maryland, educational institutions and private property owners for research and interpretation, and with the U.S. Fish and Wildlife Service through an interagency agreement for the protection and interpretation of Tubman resources at the Blackwater National Wildlife Refuge.

Planning

NPS would be authorized to prepare general management plans for both national historical parks and to assist the State of Maryland in planning for the construction and operations of the Harriet Tubman Underground Railroad visitor facility. Discussions for creating an interstate commemorative byway among involved states would continue. NPS is authorized to cooperate with the States by providing technical assistance under existing authorities.

Resource Protection

At the national historical park in Auburn, the AME Zion Church and the NPS would share responsibilities for resource protection and enhancement.

At the national historical park in Maryland, NPS, the State of Maryland, U.S. Fish and Wildlife Service, local governments, nonprofit entities, and private property owners would undertake joint efforts in preserving historic Tubman landscapes.

NPS-conducted studies and technical assistance to others for research endeavors would advance current research concerning Harriet Tubman and her related resources leading to potential additional resource protection at both potential units.

Visitor Experience

At the Harriet Tubman National Historical Park in Auburn, visitors would explore a rich palette of interpretive programs and experiences focusing on the full life and contributions of Harriet Tubman, enhanced by the presence of NPS interpretive rangers. Increased resource protection opportunities at the Tubman Residence, the Home for the Aged, and Thompson Memorial AME Zion Church would provide the base for

exploring Tubman's surroundings in Auburn. The enhanced interpretive programs and resource preservation activities will help visitors better understand Tubman's life, beliefs and contributions, and the resources that were so much a part of her later years.

At the Harriet Tubman Underground Railroad National Historical Park in Maryland, visitors would begin their interpretive experiences at the State and NPS staffed Harriet Tubman Underground Railroad visitor facility and drive themselves or enjoy ranger led tours of the park. Interpretive waysides and technological advances in interpretation would guide visitors into and through the park and to related resources in the Choptank region. The enhanced interpretive programs and resource preservation activities will help visitors better understand Tubman's formative years and contributions, the harshness of enslavement, and the quest of freedom seekers in the early to mid 19th century.

Through enhanced programming and preservation efforts focused on resources related to Tubman's formative and later years, this alternative seeks to offer visitors a full presentation of the life, contributions, and legacies of Harriet Tubman and her significance to the history of the United States.

Cost Estimates³

HARRIET TUBMAN NATIONAL HISTORICAL PARK IN AUBURN

Costs for this park assume the establishment of five to seven full-time equivalent positions including a GS-12 level Site Manager/Chief of Interpretation, and a resource preservation specialist, and four to five additional interpretive rangers in mixed GS levels between GS-5 and GS-11. The NPS annual operational cost is estimated at \$400,000 to \$550,000.

The estimated maintenance contribution would be \$100,000 annually.

The federal share for exhibits and preservation, restoration, and/or rehabilitation activities is estimated at up to \$7.5 million

Preparation of a general management plan for the park is estimated at \$600,000.

TUBMAN UNDERGROUND RAILROAD NATIONAL HISTORICAL PARK IN MARYLAND

Costs for this park assume the establishment of five to seven full-time equivalent (FTE) positions including a GS-12 level Site Manager/Chief of Interpretation, and

³ See Footnote 2.

a resource preservation specialist/liaison, and four to five additional interpretive rangers in mixed GS levels between GS-5 and GS-11. The NPS annual operational cost is estimated at \$400,000 to \$550,000.

The estimated maintenance contribution would be \$100,000 annually.

The federal share for the Harriet Tubman Underground Railroad visitor center and grants for land protection are estimated at up to \$11 million.

Preparation of a general management plan for the park is estimated at \$700,000 due to its size and segmented locations.

Summary of Alternatives

The table below provides a summary comparison of the management alternatives presented in this special resource study.

Alternative A: NO ACTION	Alternative B: AFFILIATED AREA IN AUBURN, NY & MEMORIAL IN MARYLAND	Alternative C: NATIONAL HISTORICAL PARKS IN AUBURN & MARYLAND
<p>The Concept</p> <p>Sites, organizations, and programs devoted to commemorating Harriet Tubman, including those in Auburn, New York, and the Choptank River Region of Maryland, would continue to operate independently without additional NPS management or assistance other than that available through existing authorities.</p>	<p>The Concept</p> <p>In Auburn, New York, resources related to Harriet Tubman owned by the AME Zion Church would be designated a National Historic Site and become an affiliated area of the national park system.</p> <p>In Dorchester County, Maryland, a Harriet Tubman National Memorial would be established at the site of the State of Maryland's Harriet Tubman Underground Railroad State Park</p>	<p>The Concept</p> <p>Resources related to Harriet Tubman, owned by the AME Zion Church in Auburn, New York, would be designated a national historical park and become a unit of the national park system.</p> <p>In Maryland, the Harriet Tubman Underground Railroad National Historical Park would be designated in Dorchester, Caroline, and Talbot counties involving approximately 6,750 acres, including c.1,980 under easement.</p>
<p>NPS role in Staffing and Operations</p> <p>There would be no NPS staffing or operational responsibilities other than to provide assistance under existing authorities.</p>	<p>NPS role in Staffing and Operations</p> <p>There would be no NPS staffing or operational responsibilities other than to administer financial and technical assistance matters.</p>	<p>NPS role in Staffing and Operations</p> <p>In Auburn, NY, five to seven NPS staff would conduct interpretive programs and assist with resource preservation activities.</p> <p>In Maryland five to seven NPS staff would be based at the Harriet Tubman Underground Railroad State Park and conduct interpretive programs at the visitor center and assist with resource preservation activities in the region.</p>
<p>Resource protection</p> <p>In Auburn, the AME Zion Church would continue to protect the National Historic Landmark.</p> <p>In Maryland the primary responsibility for preserving landscapes would fall to state and local authorities</p>	<p>Resource protection</p> <p>In Auburn, the AME Zion Church would continue to protect resources with limited financial and technical assistance from the NPS.</p> <p>In Maryland the primary responsibility for preserving landscapes would fall to State,</p>	<p>Resource protection</p> <p>In Auburn, both the AME Zion Church and the NPS would share responsibilities for resource protection and enhancement.</p> <p>In Maryland NPS would assist the State of Maryland, the Blackwater National Wildlife</p>

Alternative A: NO ACTION	Alternative B: AFFILIATED AREA IN AUBURN, NY & MEMORIAL IN MARYLAND	Alternative C: NATIONAL HISTORICAL PARKS IN AUBURN & MARYLAND
<p>and nonprofit entities. The Blackwater National Wildlife Refuge would continue to protect Tubman related resources under its jurisdiction.</p>	<p>local and nonprofit entities. The Blackwater National Wildlife Refuge would continue to protect Tubman related resources under its jurisdiction.</p> <p>The State of Maryland would be responsible for construction and maintenance of the Memorial, with NPS assistance with construction for up to \$3M.</p>	<p>Refuge, local governments, nonprofit entities, and private property owners in protecting landscapes.</p>
<p>Visitor experience</p> <p>In Auburn public tours would continue to be available at the properties owned by the AME Zion Church, Additional opportunities for interpretation would be afforded at the restored residence.</p> <p>In Maryland visitors to the Choptank River region could engage in interpretive programs at the state park visitor center and drive the Underground Railroad Scenic Byway.</p>	<p>Visitor experience</p> <p>In Auburn visitors would tour resources at the national historic site and be offered expanded interpretive programs and exhibits as funding may permit.</p> <p>In Maryland visitors would engage in interpretive programs at the state park visitor center, view the memorial, and drive the Underground Railroad Scenic Byway.</p>	<p>Visitor experience</p> <p>In Auburn visitors would explore improved facilities and a rich palate of interpretive programs accompanied by NPS interpretive rangers on and off site in Auburn.</p> <p>In Maryland visitors will experience interpretive programs at the state park visitor center provided by state park and NPS interpreters, as well as tours of resources related to Harriet Tubman at the national historical park and outside of the park boundary.</p>
<p>Cost Estimates</p> <p>In Auburn, funding would continue through existing resources supplemented by grants from private and public sources as they may become available.</p> <p>In Maryland, the State would continue to fund the construction and operation of the visitor facility at the Harriet Tubman Underground Railroad State Park</p>	<p>Cost Estimates</p> <p>In Auburn, grants would be available for resource protection and enhancement up to \$3 million. Technical assistance would be provided through existing programs according to NPS capacity.</p> <p>In Maryland, a grant for construction of the memorial would be available up to \$3 million. Technical assistance would be provided through</p>	<p>Cost Estimates</p> <p>In Auburn, there would be 5 to 7 staff (FTE), for annual cost of \$400,000 - \$550,000. An annual maintenance contribution would be \$100,000.</p> <p>Federal share of capital improvements would be up to \$7.5 million.</p> <p>A general management plan would be budgeted at</p>

Alternative A: NO ACTION	Alternative B: AFFILIATED AREA IN AUBURN, NY & MEMORIAL IN MARYLAND	Alternative C: NATIONAL HISTORICAL PARKS IN AUBURN & MARYLAND
	existing programs and NPS capacity.	<p>\$600,000.</p> <p>In Maryland, there would be 5 to 7 staff (FTE), for annual cost of \$400,000 - \$550,000. An annual maintenance contribution would be \$100,000.</p> <p>Federal share of capital improvements would be up to \$11 million.</p> <p>A general management plan would be budgeted at \$700,000.</p>

Alternatives Considered but Dismissed

The designation of a national heritage area, while considered by the study team, was not pursued as an alternative because the team believes the collection of Tubman related resources along the eastern seaboard does not exist in or constitute a cohesive and nationally distinctive landscape required by the criteria for such designations.

Environmentally Preferred Alternative

The NPS is required to identify the environmentally preferred alternative in its NEPA documents for public review and comment. The NPS, in accordance with the Department of the Interior policies contained in the Departmental Manual (516 DM 4.10) and the Council on Environmental Quality's (CEQ) NEPA's Forty Most Asked Questions, defines the environmentally preferred alternative (or alternatives) as the alternative that best promotes the national environmental policy expressed in NEPA (Section 101(b) (516 DM 4.10). In their Forty Most Asked Questions, CEQ further clarifies the identification of the environmentally preferred alternative, stating "Ordinarily, this means the alternative that causes the least damage to the biological and physical environment; it also means the alternative which best protects, preserves, and enhances historic, cultural, and natural resources" (Q6a).

The environmentally preferred alternative is Alternative C – National Historical Parks in Auburn, New York, and Maryland. This alternative best promotes the national environmental policy expressed in NEPA Section 101(b), causes the least damage to the biological and physical environment and best protects, preserves, and enhances historic, natural, and cultural resources in both locations. Cultural resources in Auburn, New York, will be better protected under Alternative C through joint management by the AME Zion Church and the NPS. In Maryland, cultural and agricultural resources will be better protected through additional partnerships and financial assistance provided by the federal government to supplement land protection programs currently operated by state and local agencies. At both locations, increased interpretive and educational programs would increase public awareness of the need to protect the resources at both locations for the enjoyment of future generations.

Most Effective and Efficient Alternative

Alternative C – National Historical Parks in Auburn, New York, and Maryland also represents the NPS “most effective and efficient” alternative. The alternative offers the most effective and expeditious way to protect the larger nationally significant landscapes associated with Harriet Tubman in Maryland—landscapes that may otherwise be lost to development over time—through the use of grants to state and local governments and nonprofit organizations for the purchase of permanent protective easements. It also increases the potential for preservation, restoration and rehabilitation of extant Tubman related structural resources and cultural landscapes in Auburn, New York.

Alternative C provides the most effective way to tell the entire story of Harriet Tubman through coordinated park general management and interpretive planning and through the use of NPS interpretive staff in both locations. The Harriet Tubman and Underground Railroad Road stories are and will continue to be journeys of discovery and research. The partnership nature of this alternative with state and local governments, nonprofits, and academic institutions maximizes the opportunities for on-going and collaborative research.

While more costly, Alternative C is the most efficient due its ability to increase the leveraging potential of federal financial resources that will be matched by other State of Maryland, local government and private financial sources for wider resource protection objectives. Alternative C sustains the desired land use in the Choptank region of Maryland while leaving the land in private ownership, on the tax rolls, and without any continuing NPS land management costs. In

Auburn, New York, a partnership with the Harriet Tubman Home, Inc. promotes efficiencies through a financial and interpretive relationship that ensures resource protection and sustains the AME Zion Church's century old stewardship of Harriet Tubman's Home for the Aged and other more recent additions to the National Historic Landmark properties at that location.

The proximity of Harriet Tubman related resources to the Blackwater National Wildlife Refuge provides the opportunity for the NPS and the U.S. Fish and Wildlife Service to share in the protection of these resources in a cooperative manner compatible with the missions of both agencies. Alternative C eliminates unnecessary overlap, and the park planning effort would maximize both the efficiency and the effectiveness of the NPS in fulfilling its protection and interpretive responsibilities.

Potential Harriet Tubman Themes

While the development of themes for units of the national park system are best undertaken through the development of a park's general management plan and further refined in a park's comprehensive and long range interpretive plans, it is useful to explore illustrative themes relating to Harriet Tubman in this special resource study.

Famous people typically live on through the places they occupied, the things they touched, and the narratives they inspired. For Harriet Tubman it is through narrative interpretation that her legacy is most vibrantly expressed. Tubman left stories – her own stories and those told by others. Her exploits inspired a body of children's heroic literature, she is the subject of a growing number of biographies, and the recognition of her name has lasted more than a century. She embodied courage and the stories of her courage continue to inspire current generations. The physical reminders of Tubman are fewer than the narratives in which she is the central character, and it is the narrative that predominates today.

The NPS study team convened a group of two dozen experts for a workshop to propose primary interpretive themes that could be used to communicate Harriet Tubman's significance to the public. These themes were confirmed at subsequent site-specific workshops in Auburn and Maryland. Participants represented a spectrum of interests, from grass-roots organizers, a professional playwright, an archeologist, directors of Tubman commemorative sites, a folklorist, to professional historians. Their work is summarized in Appendix 4. Additional specific workshops on interpretation held in Auburn, New York, and Dorchester, Maryland, begin to connect Tubman with the two key places of her life.

Our understanding of Harriet Tubman comes from multiple sources. In her lifetime, two authors, who knew and admired her, published biographies.⁴ Forty years after her death, another publication presented her story,⁵ and after a hiatus of 60 years, three biographies were published in 2003 and 2004.⁶ Two more volumes were published in 2007, each with new approaches to Tubman's life.⁷ As a result of the most recent scholarly research, we now have a much fuller picture of the historical Tubman and her contributions to society. For most of the past century Tubman was the central character in legendary stories, especially for children. Historian Milton C. Sernett looks at the intersection of myth and fact, finding richness and value in both:

There are many stories told about Tubman which depart from what can be documented and/or substantiated. Some of these are base fabrications and need to be placed in the category of legend. But others are riffs or elaborations of aspects of the core historical story and therefore reveal as much about the myth makers as they do about Tubman herself...even the distortions, for these too speak to the durability of Harriet Tubman in the American cultural memory and of her canonization as the all-comprehending American for the third millennium.⁸

Examining the strands of Tubman's long life reveals strong narrative themes that help tell her story meaningfully to a public eager to learn more about her. The following primary interpretive themes were developed to communicate Harriet Tubman's significance generally, without connection to a particular place (or to a particular management alternative). This broad-brush approach started the process which was subsequently refined during workshops at the two main Tubman locations. Should Congress ultimately designate resources associated with Tubman as a unit(s) of the national park system, a general management plan and long-range interpretive plans will use the themes presented below as a basis to fully develop interpretive programming that specifically connect the person, the site(s), and visitors. The workshop participants produced the four primary themes presented below:

⁴ Franklin Sanborn, "Harriet Tubman," *The Commonwealth* (Boston, Massachusetts), July 17, 1863; and Sarah H. Bradford, *Scenes in the Life of Harriet Tubman* (Auburn, NY: W.J. Moses), 1869.

⁵ Earl Conrad, *General Harriet Tubman* (Washington, DC: Associated Publishers). Originally published 1943, reprinted 1990.

⁶ Kate Clifford Larson, *Bound for the Promised Land: Harriet Tubman, a Portrait of an American Hero* (New York, NY: Random House Publishing Group), 2004. Jean M. Humez, *Harriet Tubman, the Life and Life Stories* (Madison, Wisconsin: University of Wisconsin Press), 2003. Catherine Clinton, *Harriet Tubman: The Road to Freedom* (New York: Little, Brown), 2004.

⁷ Milton C. Sernett, author of *Harriet Tubman: Myth, Memory, and History*. Durham: Duke University Press, 2007, and Beverly Lowry, *Harriet Tubman: Imagining a Life* (New York: Doubleday), 2007.

⁸ Communication from Milton C. Sernett, 2003.

Interpretive Theme 1. Harriet Tubman was an enslaved African American woman who overcame overwhelming obstacles to become an internationally significant activist and humanitarian. Among the obstacles were her illiteracy, physical disability, and the political, social, and economic barriers for blacks. Despite these, she was a committed humanitarian who fought for racial and gender equality, exhibiting canny ability to enter networks of influential people to enable her to effect change.

Interpretive Theme 2. Harriet Tubman fought for freedom for herself and other enslaved African Americans before, during, and after the Civil war and helped abolish the institution of slavery in the USA. While many enslaved people escaped to safe regions, Tubman was among the few who returned time and again to lead others out of servitude. During her decade of Underground Railroad work, she was a hero who acquired the name “Moses” from her admirers. After war broke out, she again abandoned safety and ventured deep into Confederate territory to spy and scout for the Union army, nurse troops, and even guided troops commanded by Colonel James Montgomery on a successful raid from Port Royal up the Combahee River in June 1863.

Interpretive Theme 3. Harriet Tubman’s spirituality was a central force of her life and led her to help countless others: the enslaved, the sick, the aged, the disabled, and those less fortunate. She typically attributed her success to God, and asked for his blessing before undertaking any challenge. In her later years, she founded a home for aged and indigent blacks, an undertaking she turned over to the AME Zion Church before her death.

Interpretive Theme 4. Harriet Tubman’s actions influenced others in both the United States and Canada and over time she has come to/ be seen as an international symbol of the struggle for freedom and human dignity. She influenced and was influenced by a remarkable list of notables in the second half of the 19th century. Over the years, her legendary status has ebbed and flowed through stories that became embedded in American culture. Her status as a hero has made her into a universal figure.

Auburn, New York

Auburn, New York, is the place Harriet Tubman called home for nearly half her life. It was the base from which she undertook much of her Civil War activities, her humanitarian efforts, her support for the church, and her fight for women’s rights. It is where she lived with family members and where she died.

Auburn reveals the character of Harriet Tubman as a free person. Everything she did here, and from here, was by personal choice, rather than by coercion. She had

already escaped from enslavement and could have settled down to a more ordinary existence like most other freedom seekers, but she did not.

In Auburn, one finds the most tangible, authentic resources personally connected to Tubman. Here visitors can stand on the land she owned, touch the walls of the house she actually lived in, enter the seniors' home she founded, visit the church she supported, and kneel at her gravesite. They can tour the nearby grand home of her famous friend, William H. Seward, and wonder how she managed to get to know him and gain his confidence. They can see the small vernacular houses of the African-American community, side by side with their white neighbors, and consider the unusual bi-racial harmony of this town at a time when much of America was divided. Only 15 miles away, visitors can find out more about Tubman's contributions to the fight for women's suffrage at Women's Rights National Historical Park in Seneca Falls.

What is particularly interesting about Auburn from an interpretive perspective is the chance for the public to discover Harriet Tubman as a multi-faceted person with a life and achievements that go beyond being the legendary "Moses of her People." The bricks and mortar of Auburn remind us that she was a real person who lived a long and accomplished life, influencing not just America but the world with her achievements.

All the high-level interpretive themes developed for Harriet Tubman are connected to Auburn and can be told here. The Auburn sites lend themselves more to the telling of her achievements after her own flight to freedom, than they do to her formative years. In addition, at Auburn, it would be important to present a theme of the role of the AME Zion Church in protecting Tubman's property and her legacy. While it would be necessary to develop a long-range interpretive plan to develop themes that connect Harriet Tubman, Auburn, the Church, and visitors, it is safe to say that they could include her social activism, her humanitarianism, her Underground Railroad fame, her Civil War exploits, her spirituality, her national and international influence, and her personal, family, and community situation. Interpretation could also explore the myth and reality of Harriet Tubman.

Choptank River Region, Maryland

Harriet Tubman was born and grew up enslaved working on the farms of the Choptank River Region of Maryland. Her formative years in the region shaped her character, gave her many of the skills she needed to succeed, and instilled in her the values of freedom and human dignity that inspired the rest of her life's work.

Viewing the wetlands, forests, and open fields of the Choptank River Region, and learning about ante-bellum life there, visitors could vividly imagine Harriet Tubman's youth and the forces which drove her to escape and then to return to free others. By understanding the overwhelming obstacles she faced, visitors would be better able to appreciate the tremendous scope of Tubman's achievements. They may also be inspired to think that anyone, no matter how humble their beginnings and how daunting their circumstances, can choose to make a difference

All the primary interpretive themes for Harriet Tubman could be told in Maryland as they are connected to the situation she was born to and the personal strength and values that took root here. A long-range interpretive plan could be developed to identify particular themes connecting the region to Harriet Tubman's overall significance.

The Choptank River region lends itself particularly to the interpretation of Harriet Tubman's formative years as an enslaved person, her personal and family situation, and the obstacles she had to overcome to succeed. There is great potential to interpret the conditions of enslaved people, the Underground Railroad network, and the movement to abolish slavery in America. There are also important opportunities to explore the communities, the agricultural land use of her period, and the local families that owned the landscape.

One interesting thematic angle for interpretation might be the historical challenges faced in trying to piece together the stories of enslaved people whose lives were rarely recorded in official documents. The very fact that one cannot be sure when and where Harriet Tubman was born speaks volumes about the situation she was born into. Visitors could be involved as history detectives trying to weigh competing theories of Tubman's early life.

The most compelling interpretive resource in the Choptank River Region is the landscape itself. Much of it relatively unchanged from Tubman's day, it is a powerful visual reminder of the environment that shaped Tubman—the land she lived in, worked upon, escaped through, worshipped in, and returned to in order to help others seek freedom. The natural setting, preserved in Blackwater National Wildlife Refuge, and the land and road patterns in Dorchester and Caroline counties, provide a basis for understanding both the lives of enslaved people, and the challenges they faced in traversing it in their flight to freedom, as well those who owned the land and held slaves. There is a strong sense of place here, which can have a powerful emotional impact on visitors.

The region boasts a number of sites and places related to Tubman, her family, and the Underground Railroad. Most of these are linked in a newly established Harriet Tubman Underground Railroad Scenic Byway. The sites are dispersed from one another, and there are relatively few structures dating to Tubman's time. Moreover, it is difficult to definitively determine where key events in Tubman's life took place. It would be important to interpret why these facts are not known, in order to avoid visitor disappointment.

Regardless of whether resources associated with Harriet Tubman are designated by Congress as a unit(s) of the national park system or continue to be managed as they are today, coordinated interpretation of these sites would provide for significantly increased public understanding of the complexities of her life story and the full value of her contributions to the American story.

Chapter 5

ENVIRONMENTAL ASSESSMENT

This chapter contains the environmental impact analysis, including the impact topics retained for analysis, a description of the affected environment, and the potential environmental consequences of implementing any of the alternatives described in Chapter 4; it also describes the consultation processes and public involvement that went into preparation of the special resource study and environmental assessment.

NPS policy requires that a special resource study be accompanied by an Environmental Assessment (EA), prepared in accordance with the requirements of the National Environmental Policy Act of 1969, as amended (NEPA) and its implementing regulations (36 CFR 1500-1508), and Director's Order #12, *Conservation Planning, Environmental Impact Analysis, and Decision-Making* (2001), and accompanying Handbook. This document also fulfills the requirements of Section 106 of the National Historic Preservation Act of 1966, as amended (NHPA), and has been prepared in accordance with the implementing regulations of the Advisory Council for Historic Preservation (36 CFR Part 800) and NPS Director's Order #28: *Cultural Resources Management* (DO-28) and accompanying Handbook. Since a study presents management alternatives at a broad level, the EA is similarly broad and the analysis is general in nature. Implementation of any action alternative would come only after action by Congress, and in the event that Congress authorizes the National Park Service to implement an alternative, the first order of business would be a general management planning process.

PART I • IMPACT TOPICS RETAINED FOR ANALYSIS

The following section describes the impact topics that were retained for analysis in the EA. Impact topics are resources of concern that could be affected, either beneficially or adversely, by implementing any of the proposed alternatives. Impact topics were identified on the basis of federal laws, regulations, Executive Orders, NPS Management Policies, 2006, and NPS knowledge of resources.

Natural Resource Impact Topics

Air quality is affected largely by agricultural practices, industries, motor vehicle emissions, etc., which may produce ozone. Geological resources include **topography, soils, and ‘prime and unique farmland.’** They are evaluated for potential changes which result in unstable or imbalanced conditions. Soils may be affected by compaction from pedestrian or other traffic, erosion from new soil disturbance, and development. Water resources include **surface water, wetlands, and floodplains.** Biological resources include **vegetation and wildlife.** **Invasive species** and **special status species** are included in this topic. Special status species are animals or plants that are federally listed as threatened or endangered, or state-listed as rare, threatened, or endangered, or of other special concern.

Cultural Resource Impact Topics

Cultural Landscapes are geographic areas, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person, or exhibiting other cultural or aesthetic values. **Historic structures** are buildings and structures to be evaluated for eligibility for listing on the National Register of Historic Places. **Archeological resources** include any material remains or physical evidence of past human life or activities which are of archeological interest, including the record of the effects of human activities on the environment. **Collections and archives** currently and potentially available to the public and researchers include museum collections of historic artifacts, natural specimens, and archival and manuscript material. **Ethnographic resources** are sites, structures, objects, landscapes, or natural resource features assigned traditional legendary, religious, subsistence, or other significance in the cultural system of a group traditionally associated with it. For this EA, ethnographic resources include ethnic groups associated with the Tubman sites and American Indian groups. They may include Tubman family members and descendants of the communities affiliated with Harriet Tubman, both African American and white.

Visitor Use and Experience

This topic addresses people's enjoyment of resources and values of a site. The **visitor experience** includes being able to become oriented to a site, view exhibits, take tours of the site, and participate in educational programs.

Socioeconomic Impact Topics

Socioeconomic impact topics include the local economy, land use, economic development, population changes, employment, per capita income, poverty rate, housing stock, economic development, and tourism.

Cumulative Impacts

Cumulative impacts are defined as “the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (federal or non-federal) or person undertakes such other actions” (40 CFR 1508.7). Cumulative impacts are considered for all alternatives, including the no-action alternative.

Impact Topics Eliminated from Further Evaluation

Hazardous Materials: Implementation of any of the alternatives is not expected to result in exposure of any population to hazardous materials. **Noise:** The primary noise source from implementation of the alternatives would be increased automobile traffic associated with visitors, but any increase is thought to be negligible. **Energy:** The action alternatives presented in this document subscribe to and support the practice of sustainable planning and design in part by preserving existing sites connected to Harriet Tubman and purchasing agricultural and open space easements to preserve additional resources related to Harriet Tubman. Although the alternatives would not significantly affect the use of energy, additional fuel consumption may occur from the possibility of increased traffic to the sites. This increase is negligible, so energy issues have been dismissed from further analysis.

Environmental Justice in minority or low-income populations: The proposed actions do not negatively impact minority or low-income populations and it is possible they may experience negligible beneficial impacts through increased employment provided and education by the action alternatives.

Sacred Sites: No sacred sites have been identified at the sites, so the topic has been dismissed from further analysis.

Indian Trust Resources: No Indian Trust resources exist at the sites, so the topic was dismissed.

Cultural Soundscapes: There are no cultural or historic sounds associated with the time period or site. Therefore, the proposed actions would not impact cultural soundscapes.

Public Health and Safety: Implementation of some of the proposed actions could potentially benefit public health. The alternatives would preserve agricultural land and open space which would contribute to improved health and recreational opportunities. Providing financial assistance for the preservation, protection, enhancement, and maintenance of resources would improve working conditions for employees and the safety of visitors. The benefits to public health and safety would be minor, and therefore have been dismissed from further analysis.

PART II • AFFECTED ENVIRONMENT

The “Affected Environment” section highlights the cultural, natural, and socioeconomic environments of the two areas considered by the alternatives: Auburn, NY, and the Choptank River Region of Maryland. The environments contain resources that may receive impacts as a result of future federal action. These potential impacts are discussed in the “Environmental Consequences” section. Information for the natural resources and impact in Maryland are drawn from the Blackwater National Wildlife Refuge environmental assessment done in 2005, and for Auburn from the Final Environmental Assessment, New York Army National Guard Auburn Readiness Center and Organizational Maintenance Shop, March 2005.

CHOPTANK RIVER REGION, MARYLAND

Natural Resources

Air quality

Separated from major cities, industrial facilities, and residential developments, air quality in the watershed is generally good. The airshed for the Chesapeake Bay extends over a much larger area than the actual bay, covering approximately 420,000 square miles. Motor vehicles, agricultural practices, and construction create pollution concerns, because nitrogen oxides and organic compounds released by emissions react together in sunlight to produce ozone, a major pollutant.

Geological resources

Topography. Much of the lowland area of the Choptank River region is composed of tidal marsh. The area is characterized by little relief, and elevations range from below mean sea level to approximately eight feet above mean sea level. The upland is agricultural land with some forests. **Soils.** Nearly a dozen major soil types occur in the Blackwater area, with Bestpitch and Transquaking series predominating. The wetland soils are poorly to moderately drained, and marshes have been expanding in acreage through inundation.

Prime farmland. The better drained soils include Metapeake silt loam, mattapex silt loam, and othello silt loam, all considered prime farmland. Elkton loam and elkton silt loam are also good soil types for farmland if properly drained. All these soil types are found on land in active agricultural production and on the edges of lowland flats, or fluvial banks. Agriculture in this area produces predominantly sorghum, soybeans, and corn, which supply the chicken industry of the Eastern Shore.

Water resources

Surface water. The area of Tubman resources in Maryland is drained by the Choptank and Blackwater rivers and their tributaries. The area represents one of the most important and dominant components of this part of the Eastern Shore. It is an extremely diverse watershed. Open water and intertidal wetlands predominate. The intertidal wetland community includes several categories – open water, mudflat, sandbar, submerged aquatic vegetation beds; brackish marshes; freshwater intertidal marshes; and shrub swamps. In the Blackwater Refuge, nearly 6,000 acres out of a total of 17,400 are open water.

Wetlands are an important component of the ecosystem to trap sediments, recycle nutrients, and provide habitat for many fish, shellfish, waterfowl, and mammals in and around the Chesapeake Bay. About 498,000 acres of emergent wetlands surround the bay. The most productive plant communities in the world, these wetland habitats range from shrub swamps and cattail marshes along secluded streams, to open salt marshes in the lower Bay. Sixteen species of submerged aquatic vegetation provide important nourishment to several species. Conservation and restoration efforts in the Bay and watershed have been increasing the area of submerged aquatic vegetation. The whole study area contains up to 75 percent marsh, open water, and forested wetland.

Floodplains. Given the flat, near-sea level topography and the extent of wetlands in the study area, most land is subject to seasonal flooding.

Biological resources

Vegetation. The Choptank River region contains primarily four main forest habitat types: palustrine forested wetlands, forested uplands, estuarine intertidal forests, and palustrine scrub forests. Loblolly pine is the most dominant tree species. Mixed hardwood species include sweet gum, black gum, red maple, willow oak, black oak, swamp chestnut oak, white oak, and American beech. Shrubs found in these forest habitats include high bush blueberry, sweet pepper bush, maleberry, swamp sweet bells, poison ivy, and several green briar species. Phragmites and purple loosestrife constitute the main **invasive exotic plants**.

Wildlife. Varied shallow water habitats support a productive community of **invertebrates and benthic organisms**. Commercially harvested species include oysters, clams, and blue crabs. Dozens of species of **reptiles and amphibians** live in the Choptank River Region including diamondback terrapin, box turtle, northern water snake, and rough green snake. Species listed on the state's rare, threatened, or endangered list include the Eastern narrow-mouthed toad, Carpenter frog, Eastern tiger salamander, spotted turtle, ground skink, Eastern kingsnake, rough green snake, Northern brown snake, Northern redbelly snake, and the Northern copperhead.

Nearly 300 **fish** species are found within the Chesapeake Bay region and its surrounding tributaries. Half of these species are ocean fishes that migrate into the Bay in the summer months to feed, helping to create a diverse fish population. The most abundant and most commonly seen fish in the Bay is the Atlantic menhaden. Other common species found primarily in the shallows in the middle and lower parts of the Bay include the Atlantic croaker, silver perch, and three species of drum-spot.

The region provides habitat for nearly 300 species of **birds**. The Blackwater Wildlife Refuge Complex of the Eastern Shore is one of the most significant areas for migratory waterfowl on the mid Atlantic coast. Approximately 35 percent of the Atlantic Flyway's waterfowl population uses the Chesapeake Bay. Twenty four species of ducks, five species of geese, and three species of swan migrate to the region each winter. Notable waterfowl species nest on the Refuge Complex, including the wood duck, mallard, black duck, gadwall, blue-winged teal, northern shoveler, Canada goose, and mute swan. The Blackwater Refuge Complex provides habitat for 68 species of migratory nongame birds including 24 raptor species (especially peregrine falcons, osprey, and barn owls). Fifty-two species of shorebirds, gull, tern, and allied species are supported by diverse shallow water habitats in the region. Nesting species include the laughing gull, herring gill, great black-backed gull, royal tern, common tern, Forster's tern, least tern, black skimmer, killdeer,

American oystercatcher, willet, and woodcock. Marshes provide habitat for 30 marsh and water bird species. Blackwater Refuge's forested wetlands support 85 species of breeding songbirds. Several species of forest interior dwelling birds are important components of the natural large forest habitat. These include tanagers, vireos, warblers, and other colorful Neotropical migrant songbirds, as well as short-distance migratory or resident species such as woodpeckers, hawks, and owls.

The region is habitat to more than three dozen species of **mammals**, including the federally endangered Delmarva fox squirrel. Native muskrats, red and gray foxes, beavers, mink, river otters, raccoons, and nutria are notable furbearers present in healthy populations on the Blackwater Refuge Complex. Sika deer populations exist primarily in Dorchester County and on Assateague Island in Worcester County, inhabiting swamps, marshes, and associated woodlands and fields.

Chief among **invasive species** is the nutria, an exotic species that was imported into the United States between 1899 and 1930 in an attempt to establish a fur farm industry. Many of these farms failed in the late 1940s and nutria were released into the wild. They are now reported in every Maryland Eastern Shore county. Nutria, mute swans, and gypsy moths are significant **exotic invasive species** found in the region, while among the **resident invasive species** are Canada goose, bobwhite quail, eastern wild turkey.

Special Status Species. The Blackwater Refuge area has many rare, threatened, and endangered species – in the entire Chesapeake Marshlands National Wildlife Refuge Complex, more than 200 plant species and almost 70 animal species have been documented that are rare, threatened, or endangered. Prominent species include the American bald eagle, Delmarva fox squirrel, shortnose sturgeon, sensitive joint-vetch, Canby's dropwort, swamp pink, northeastern beach tiger beetle, and five species of sea turtles. Blackwater NWR forests provide habitat for the largest aggregation and nesting population of American bald eagles along the Atlantic coast north of Florida and the Nation's largest protected population of Delmarva fox squirrel.

The US Fish and Wildlife Service administers the Endangered Species Act and lists the Delmarva fox squirrel (*Sciurus niger cinereus*) as a federally endangered species; the bald eagle is protected by the Bald and Golden Eagle Protection Act, Lacey Act and the Migratory Bird Treaty Act.

Cultural Resources

Cultural Landscapes

The “Tubman Area” on the Eastern Shore contains the basic estuarine environment of the Blackwater River, Transquaking River, Choptank River and other waterways remains unchanged. Greenbriar Swamp and the tidal marshes are characteristic of Maryland’s coastal plain. Forests are mixed pine and oak. Farms produce corn, soybeans, and sorghum reflecting the field patterns of the 19th century. The basic road and field-forest patterns remain. There are few residential subdivisions in the area, but increasing development pressure is being felt nearby.

The Blackwater component is a swath of land from Stewart’s Canal in the west to Bucktown in the east, much of it contained within the boundaries of Blackwater National Wildlife Refuge. The component on the Choptank River contains the historic river farm of Dr. Anthony Thompson at Poplar Neck, Caroline County, assembled in the 1850s, and key viewsheds toward the river and Talbot County.

Historic Structures

In this agricultural landscape, most buildings are homes and farm structures built in the 20th century. At Bucktown Crossroads, the Bucktown Store and the Meredith house date to the 19th century. At Poplar Neck, elements of the main farmhouse of Dr. Thompson are thought to date from the Tubman period, as is a small corn crib nearby. None has been formally evaluated for listing on the National Register, but all three are thought to be potentially eligible.

Archeological Resources

Some archeological research has been done in the pertinent areas – in Dorchester County at the Brodess Farm on Greenbriar Road and the future state park property (Lintheum parcel) on Golden Hill Road. Findings at the former concerning the original farm house and other structures from c. 1820-50 were inconclusive but warrant further work. At the site of the future state park visitor center, findings suggested transient Native American activities in the vicinity of the existing building.

Collections and archives

The Harriet Tubman Organization in Cambridge, Maryland, has a small collection of non-original material on display in its museum and holds no archives. Archives related to research of land records of families to whom Tubman was enslaved and

other property owners are held by private parties in the region. There is potential for natural history collections in the future.

Ethnographic resources

Lateral descendents of Harriet Tubman live in the region and identify themselves with Tubman. Descendents of free and enslaved African Americans likewise reside in the Eastern Shore and identify with the 19th century ancestors who remained and endured slavery.

Visitor Use and Experience

Currently, approximately 150,000 people visit Blackwater National Wildlife Refuge annually of which approximately 80,000 use the visitor center. Visitors include bird watchers, hunters, fishermen, and boaters. In addition, tour groups and individuals visit the area to view the Brodess Farm, which has been identified for years as a property where Tubman lived. Under an agreement with the landowner, Dorchester County Tourism built a pull-off for vehicles, which has improved safety for visitors who stop to view the farm. Intermittently, guides from the Harriet Tubman Organization assist tour buses with visitors from out of the area. There are fewer than 50 of these tours each year. The county tourism offices also developed a driving tour through Dorchester and Caroline counties with more than a dozen sites where Tubman lived or worked or where her associates were based. These places and landscape are described in a brochure available at Sailwinds Visitor Center in Cambridge.

Socioeconomic Environment

Dorchester County, MD, located in the southwestern portion of Maryland's Eastern Shore is virtually surrounded by Chesapeake Bay, except for the point of attachment in its northeast section. With 350,300 acres, it is Maryland's largest county. With only 3% of its land developed, it is characterized by open, natural, agricultural, and forested areas. It has a population of 31,401 (2005), a slight increase since 1970. Cambridge is the county seat. The county per capita personal income is \$27,290, with a poverty rate of 13.5% (2003). It had approximately 14,800 housing units around the turn of the 20th century. It has older housing stock and housing values lower than other Maryland counties.

In tourism, Dorchester County ranks 21st out of 24 counties in the state. The Maryland Department of Business and Economic Development estimates that Blackwater National Wildlife Refuge (NWR) generates approximately \$15 million annually, or almost 90% of the county's tourism revenue. The refuge attracts 150,000 visitors annually, with up to 100,000 observing and photographing wildlife. There is deer hunting, recreational fishing, and boating at the Refuge.

AUBURN, NEW YORK

Natural Resources

Air quality

Auburn and Cayuga County are located in New York's Central Air Quality Control Region, which is in attainment with all National Ambient Air Quality Standards (NAAQS). Motor vehicles, agricultural practices, and construction create pollution concerns, because nitrogen oxides and organic compounds released by emissions react together in sunlight to produce ozone, a major pollutant.

Geological resources

The Cayuga County soil survey shows the Tubman Home situated on deep, slow-to-moderate-draining silt loams. Some areas contain mucky silt loam suitable for forest or wetland pasture, but most is prime farmland. The topography of Central New York was created through glacial activity, which formed narrow, deep lakes and valleys lying roughly parallel to each other and oriented along a north-south axis. The area surrounding the Tubman Home has flat to sloping topography with an elevation at approximately 700 feet above mean sea level sloping from low at the front on South Street rising about 30 feet at the rear of the property. Soils of the area are prime farmland.

Water resources

The Tubman Home is located in the Seneca watershed of the large Finger Lakes region of central New York. Owasco Lake and Owasco Outlet are approximately one mile to the east-southeast. Wood Creek, a permanent stream, some of which is contained in culverts, flows through the northern portion of the property. Although the property is not in an area mapped as flood plain, Wood Creek occasionally floods. Two federally listed wetlands are present, with a small pond behind the contemporary visitor center building, and the other deep in back of the brick residence.

Biological resources

Vegetation. Approximately one-quarter of the Tubman Home property, the historic core, consists of developed and maintained grounds. The remainder contains old field communities, brambles, heavy brush, and woods.

Wildlife. The property supports bird habitat and a substantial deer population. The wildlife species are those that have habituated to urban-suburban environments, and fish, amphibian, and invertebrate species prone to small streams and moist areas provided by Wood Creek.

Protected Species

Federally listed species in Cayuga County are the Bog turtle, threatened, and Indiana bat, endangered. There are no records of threatened or endangered species, or critical habitat at the property.

Invasive species

Northern Cayuga County has phragmites, purple loosestrife, black swallowwort, European buckthorn, Japanese knotweed, tartarian honeysuckle, Norway maple, which may be present at the Tubman Home.

Cultural Resources

Cultural Landscapes

The Tubman Home complex in Auburn comprises 32 acres in a suburban setting developed on 19th century farm land. Surrounding development is largely residential but also includes a high school, small commercial properties, and an adjacent New York State National Guard armory. Views from within the property show a residential subdivision across South Street to the north, a suburban house next door, and a one-acre former commercial structure directly across the road on what early 20th century photos show as an open field. The Tubman property had supported small scale farming and an orchard, but today contains large stretches of lawn between buildings. Two contemporary buildings have been constructed on the site in recent decades.

Historic Structures

The Tubman Home property contains structures which comprise a National Historic Landmark first designated in 1974 and expanded in 2000. The Harriet

Tubman Residence, constructed by Tubman and her husband in 1883, is a two-story brick house facing South Street. It retains the original configuration but has been renovated since Tubman's occupation, and is currently undergoing restoration. The Residence stands on the site of a frame house Tubman occupied until a fire destroyed it in 1880. Behind the house is a garage, dating to c. 1896, built around an original barn with two frame bays.

In 1896 Tubman purchased an adjacent 25-acre lot with a frame two-story house that became the Tubman Home for the Aged. The parcel included barns, outbuildings, and two other houses. This is the only surviving building and there is a remnant foundation of a two-story brick building, John Brown Hall, at the back of the property. The house, which has little original fabric, was reconstructed in the 1950s after decades of decline and today houses exhibits and is open to the public.

Thompson Memorial AME Zion Church, built in 1891 with fund-raising assistance from Harriet Tubman, is one block from Fort Hill Cemetery where Tubman's gravesite is located. It is part of the Harriet Tubman NHL. The active congregation moved to another Auburn church building in 1993. The two-story frame building is set in a residential neighborhood with comparably scaled buildings. The interior contains a sanctuary, a vestibule, an office, basement, and balcony. Its steeple has recently been restored. Although of degraded condition, the church contains potentially the most original fabric of all the buildings associated with Tubman. The building has recently been stabilized. Next to the church is the vacant rectory, which has lain empty for more than a decade.

Harriet Tubman's gravesite is a National Register property listed in 1999. It is located in Fort Hill Cemetery in a section of the cemetery designed in the Olmsted tradition of curving roads and paths winding through hilly terrain. Tubman had selected and purchased her plot with other members of her family. The cemetery is owned and maintained by Fort Hill Cemetery Association, Inc., and is open to the public during daylight hours.

Archeological Resources

Ongoing archaeological investigations since 1998 have produced important information about the Tubman site. Artifacts are kept either on site or with the archeologists at Syracuse University. Findings suggest potential for continuing archeological investigation throughout the property, which could reveal details of Tubman's farm operation as well as her long-time residence and operation of the John Brown Hall.

Collections and archives

In addition to the property and the frame house, there is a small collection of donated Tubman related objects plus artifacts unearthed in archaeological investigations. The property owner, AME Zion Church, also has archives which have not been catalogued.

Ethnographic resources

Lateral descendants of Harriet Tubman are known to have affiliation with the Home. Living in nearby sections of Auburn are descendants of both African American and white contemporaries of Tubman, who may have affiliation with the site.

Visitor Use and Experience

The Tubman Home receives up to 10,000 visitors annually, many in school groups. Visitors receive a tour of the grounds including exteriors of the Tubman Residence and barn, which are closed to visitors, and the Home for the Aged where they are conducted through the first floor. The visitor center building offers a film, exhibits of archeological artifacts uncovered at the site, displays on the walls, and a small store. Some tours are conducted to Thompson Memorial AME Zion Church and Fort Hill Cemetery and Tubman's gravesite. A site manager and a tour coordinator maintain the Tubman Home year round, assisted by several volunteer guides.

Socioeconomic Environment

Auburn is the seat of Cayuga County and is part of the Syracuse-Auburn Combined Statistical Area. The city population is 28,080 and the county population is 81,916 (2004). Cayuga County has an unemployment rate of 4.8% (2005), and the per capita personal income is \$26,676. The percentage of individuals below the poverty rate (1999) was 16.5% for Auburn and 11.1% for Cayuga County. Auburn has older housing stock, with 12,637 units of housing. Auburn is located in the Finger Lakes region of New York, which attracts tourists for recreation, historic sites visitation, and winery tours, among other activities. Cayuga County Office of Tourism receives more than 75,000 visitors to its offices, which supplies information on all attractions. Along with the Tubman Home, other prominent historic sites are the Seward House, Cayuga Museum, Case Research Lab, Schweinfurth Memorial Art Center, and Willard Memorial Chapel.

PART III • ENVIRONMENTAL CONSEQUENCES

This section assesses the potential impacts of implementing any of the alternatives in this study on the impact topics described above. A description of the alternative concepts is presented first, followed by a brief description of how impacts were determined, a chart that defines the impact intensities used to measure potential impacts, and a table that presents the impact analysis by alternative so that impacts can be compared between alternatives. The planning team based the impact analysis and conclusions on the review of existing research and studies and site reconnaissance.

Summary of Alternatives

ALTERNATIVE A: No Action

Sites, organizations, and programs devoted to commemorating Harriet Tubman, including those in Auburn, New York, and the Choptank River Region of Maryland, would continue to operate independently without additional NPS management or assistance other than that available through existing authorities. Resources contained at the Harriet Tubman Home in Auburn, New York, would continue to be owned and managed by the AME Zion Church, and the Church would continue to preserve resources and provide programs and interpretive opportunities at the site. The State of Maryland would continue to plan and develop the Harriet Tubman Underground Railroad State Park in Dorchester County. State and local authorities would continue on an ad hoc basis to purchase agricultural and other open space easements that may preserve some portion of Harriet Tubman related resources in Dorchester, Caroline, and Talbot counties. Discussions would continue for creating an interstate commemorative byway among involved states. The private Harriet Tubman Organization, a nonprofit advocacy group, operates a Tubman museum and runs interpretative programs in Cambridge, Maryland. It would continue its operations and seek to expand its efforts. It serves as a connecting facility to the large community of Tubman supporters on the Eastern Shore.

ALTERNATIVE B: An Affiliated Area in New York and a National Memorial in Maryland

In Auburn, New York, resources related to Harriet Tubman owned by the AME Zion Church would be designated a National Historic Site and become an

affiliated area of the national park system. NPS would be authorized to provide technical and financial assistance to the National Historic Site for resource protection and interpretation. These resources would continue to be owned and managed by the AME Zion Church, and the Church would continue to provide programs and interpretive opportunities at the site. NPS would not provide staff to the site, and any financial or technical assistance would be subject to available program capacity and available funding.

In Dorchester County, Maryland, a Harriet Tubman National Memorial would be established at and become an integral component of the Maryland Harriet Tubman Underground Railroad State Park. NPS would be authorized to provide financial assistance to the State for the construction of a suitable memorial. The State would manage and operate the National Memorial. The State would continue to plan and develop the Harriet Tubman Underground Railroad State Park visitor center in Dorchester County. State and local authorities would continue to purchase agricultural and other open space easements on an ad hoc basis that may preserve some portion of Harriet Tubman related resources. The state, working with others, would continue to further the initiative to create an interstate commemorative byway dedicated to Harriet Tubman and the Underground Railroad. NPS would not provide staff to the site, and any financial or technical assistance would be subject to available program capacity and available funding.

ALTERNATIVE C: National Historical Parks in New York and Maryland

In Auburn, New York, resources related to Harriet Tubman, owned by the AME Zion Church would be established as the Harriet Tubman National Historical Park and become a unit of the national park system. NPS would be authorized to hold an easement on the property for resource protection and visitor access purposes.

The site would be managed jointly by the Church and the NPS. NPS would be authorized to provide 1:1 matching financial assistance for the preservation, protection, enhancement and maintenance of resources including exhibits, and to conduct interpretive programming at the site. Resources subject to the preservation and visitor use easement would continue to be owned by the AME Zion Church and the Church would continue to provide programs at the site in coordination with the NPS. The Church would continue to be eligible for other technical assistance provided through existing authorities. NPS management policies would be applicable to properties within the boundary of the park since NPS would have an ownership interest through the easement.

The proposed boundaries of the potential national historical park would include the properties containing the Harriet Tubman Home, the Home for the Aged, and the Thompson Memorial Church and Rectory. The Fort Hill Cemetery would not be included in the boundary of the park, although NPS would be authorized to provide technical and financial assistance for interpretation and maintenance of the Tubman grave site. NPS would also be authorized to conduct interpretive tours of resources related to Tubman in Auburn, New York.

In Maryland, a Harriet Tubman Underground Railroad National Historical Park would be established comprising selected properties in Dorchester, Caroline, and Talbot counties, involving approximately 6,750 acres of farmland, forests, and wetlands (of which approximately 1,980 acres are currently under easement). The proposed boundaries are adjacent to or include lands already protected by federal, state, local, and private land protection agencies and organizations. The boundary would not include Tubman related lands within the acquisition boundary of the Blackwater National Wildlife Refuge, nor would current authorities exercised by the U.S. Fish and Wildlife Service be altered.

Since further research is likely to identify additional resources critical to understanding Tubman's early life in the region, the Secretary of the Interior would be authorized to extend the boundaries of the park to include such resources that are within close proximity to the park.

The Tubman landscapes in Dorchester, Caroline, and Talbot counties are predominately used for active agricultural and forestry purposes and hunting and fishing, traditional uses that reflect those of the period of Tubman's presence. The lands would remain in individual private ownership and a potential park objective should be to promote the continuation of these low intensity uses. Recognizing the conservation and interpretive values of these land uses, the study team would recommend that any NPS management policies which would inhibit such traditional land uses not apply to privately owned land within the boundary of any potential unit.

Measuring Impacts

The impact analysis was developed by planning team members who drew on knowledge of existing conditions, existing literature and studies, information from other professionals and input from the public. The following table characterizes the impact intensity, or degree to which a resource may be affected by the actions contained in any of the alternatives. Impacts can be both adverse and beneficial, and they can be short-term or long-term.

Intensity of Impact	Natural Resources	Cultural Resources	Visitor Use & Experience	Socioeconomic Resources
Negligible	Impact localized and not detectable, or at lowest levels of detection	Impact barely perceptible and not measurable. No evident consequences, either adverse or beneficial	Visitors would not detect or be affected by changes. Impact would be short-term.	Impact on the regional and local economy would not be measurable.
Minor	Impact localized and slightly detectable but would not affect overall structure of natural community	Impact would be perceptible or measurable, but slight and localized. Action would not affect character or diminish features of eligible site. No permanent effect on integrity of resources	Changes would be detectable, but slight and short-term. Visitors would be aware of impacts.	Impact would be barely measurable and affect only small sector of economy. Consequences of actions not readily apparent.
Moderate	Impact clearly detectable; could appreciably affect individual species, communities, or natural processes	Impact would be perceptible and measurable. Action would change a character-defining feature of a resource, but not eliminate integrity.	Changes would be apparent and likely long-term. Visitors would be aware of impacts and would likely be able to express opinions about changes.	Impact would be clearly measurable and affect a sector of local or regional economy. Adverse impacts would not threaten economic sectors, and beneficial impacts would not produce noticeable structural shifts.
Major	Impact highly noticeable; would substantially influence individuals or groups of species, communities, or natural processes	Impact would be substantial, discernible, measurable, and permanent. Adverse impact could change a character-defining feature making resource no longer eligible for National Register.	Changes would be apparent, severely adverse or exceptionally beneficial; would have important long-term consequences. Visitor would be aware of the impacts and would likely express strong opinion.	Impact would be readily apparent and cause appreciable shifts in regional and local economy, either adverse or beneficial.

IMPACT TOPIC	ALTERNATIVE A No Action	ALTERNATIVE B Affiliated Area in Auburn, NY, and National Memorial in Maryland	ALTERNATIVE C National Historical Parks in Auburn, NY, and Maryland
<p>NATURAL RESOURCES considered are air quality, geological resources, water resources, biological resources, protected species</p>	<p>MARYLAND It is anticipated that continuation of existing independent management practices may result in negligible to minor adverse impacts to natural resources in the short term and possible minor to moderate adverse impacts in the long-term due to increased development. Agricultural soils are likely to experience negligible to minor adverse impacts in the short-term and minor to moderate adverse impacts in the long-term, also due to increased development. Negligible to minor adverse impacts will occur in the short term due to construction of the State Park visitor facility. Mitigation including storm water runoff protection measures during construction will help to offset these impacts.</p> <p>AUBURN The impact on natural resources as a result of continuing current independent management practices is anticipated to be negligible.</p>	<p>MARYLAND Development of the state park and the National Memorial may produce a minor to moderate increase in visitation and thus vehicular traffic producing a slight increase in air pollutants over alternative A. Overall impacts would be negligible. Minor short-term impacts may occur during construction of the memorial which will require mitigation techniques to be applied. Other impacts would be similar to those described in Alternative A.</p> <p>AUBURN With designation as an affiliated area of the NPS, the Tubman Home may experience minor increased visitation and thus slightly more vehicular traffic producing a negligible impact on air quality.</p>	<p>MARYLAND There would be a moderate increase in visitation and thus increased vehicular traffic producing a minor increase in air pollutants. Overall impacts would be negligible. Impacts to the biological resources would be negligible in association with the expansion of public access in the Dorchester component (near Blackwater National Wildlife Refuge), and negligible with potential public access increase at Poplar Neck. Efforts would be made to mitigate any impacts associated with increased public access in these areas. There would be long term minor to moderate beneficial impacts in habitat protection at by protecting open space and moderate to major long-term beneficial impacts for protection of agricultural soils and lands from large-scale development.</p> <p>Minor negative short-term impacts from construction and mitigation techniques would be similar to that indicated in Alternative A.</p> <p>AUBURN There would be a moderate increase in visitation and thus vehicular traffic producing a slight increase in air pollutants. The anticipated impact over alternative A would be negligible to minor. As an NPS</p>

<p>CULTURAL RESOURCES include cultural landscapes, buildings and structures, archeological resources, collections and archives, and ethnographic resources</p>	<p>MARYLAND Continuation of existing independent management practices is expected to result in adverse minor to moderate impacts associated with this alternative include deterioration of cultural landscapes, historic structures, and potential archeological resources in the long-term due to conversion of agricultural and forest lands to development. Impacts to collections and archives and ethnographic resources are likely to be negligible. Cultural landscapes would experience adverse minor to moderate long-term impacts due to deterioration based on development pressures</p> <p>Since no federal actions are proposed under this alternative, the implementation of Alternative A in Maryland would result in a determination of no historic properties affected for cultural resources.</p>	<p>MARYLAND Impacts under this alternative would be the same as those listed in Alternative A.</p> <p>For the purposes of Section 106, the implementation of Alternative C in Maryland would result in a determination of no adverse effect on cultural resources. Any long-term effects on historic structures would likely be beneficial.</p> <p>AUBURN NPS financial and technical assistance for cultural resource protection would reinforce best practices for managing structures, landscapes, archeological resources, ethnographic resources, and collections management. This would have a long term minor to moderate beneficial impacts on cultural resources at the Tubman property. Negligible to minor adverse short-term impacts are likely to occur during construction. Mitigation techniques will be necessary to offset any impacts.</p>	<p>unit, greater emphasis would be placed on protection of the site's natural resources resulting in a long term minor beneficial impacts.</p>
<p>MARYLAND There are no federal actions proposed under this alternative. Cultural landscapes, structures, and archeological resources are likely to experience short term minor adverse impacts and long-term minor to moderate beneficial effects as restoration continues and additional research discloses new information leading to increased</p>	<p>MARYLAND For the purposes of Section 106, the implementation of Alternative B in Auburn would result in a determination of no adverse effect on cultural resources. Any long-term effects on historic structures would likely be beneficial.</p> <p>AUBURN Co-management of the national historical park is likely to provide for increased</p>	<p>MARYLAND In Maryland, the national historical park, in partnership with state, local, and private entities would seek the short and long-term protection of cultural landscapes, open space resources and historic structures through protective easements. This would result in long-term, moderate to major beneficial impacts for the cultural landscapes, open space resources, and historic structures. Additional archeological research would result in the identification of resources with a minor to moderate beneficial impacts over that provided by Alternative A. Archeological collections and archives would be inventoried and protected with a minor to moderate beneficial impact over Alternative A. Ethnographic resources would be researched and recorded with an overall moderate to major beneficial impact over Alternative A.</p> <p>For the purposes of Section 106, the implementation of Alternative C in Maryland would result in a determination of no adverse effect on cultural resources. Any effects on historic structures would likely be beneficial.</p> <p>AUBURN Co-management of the national historical park is likely to provide for increased</p>	

IMPACT TOPIC	ALTERNATIVE A No Action	ALTERNATIVE B Affiliated Area in Auburn, NY, and National Memorial in Maryland	ALTERNATIVE C National Historical Parks in Auburn, NY, and Maryland
	<p>protection. Minor adverse effects are likely to occur during construction or where actions are taken without a comprehensive resource management plan to guide future development and treatment.</p> <p>Since no federal actions are proposed under this alternative, the implementation of Alternative A in Auburn would result in a determination of no historic properties affected for cultural resources.</p>		<p>short- and long-term protection of cultural resources with moderate to major beneficial impacts for the cultural landscape and historic structures over that provided by Alternative A. Moderate beneficial impacts would occur for ethnographic resources, archeological resources, and museum and archival collections over that provided by alternative A.</p> <p>Adverse short-term impacts due to construction would be similar to that provided in Alternative A.</p>
VISITOR USE & EXPERIENCE refers to public access, information, orientation, and interpretation	<p>MARYLAND There are no federal actions proposed under this alternative.</p> <p>Due to new interpretive opportunities at the Harriet Tubman Underground Railroad State Park, the beneficial impact on visitor services and experiences will be minor to moderate in the long-term. Impact opportunities for visitors to explore other Harriet Tubman related sites in Dorchester County will be negligible to minor and beneficial. Impacts on visitor use and experience in Caroline County will continue to be negligible due to its separate location and lack of public access to historic properties.</p>	<p>MARYLAND With the addition of a unit of the national park system there would be enhanced opportunities for public access to and interpretation of the regional landscapes and resources associated with Harriet Tubman. These opportunities would result from public awareness of the park and the availability of NPS and state park expertise in interpretation and visitor services. Beneficial impacts on the visitor experience are anticipated to be moderate in the short-term and major in the long-term.</p> <p>AUBURN Minor to moderate visitor use and experience impacts of a beneficial nature would result from financial and technical</p>	<p>MARYLAND The impacts under this alternative are basically the same as those in Alternative A, although the existence of a national memorial would have minor beneficial visitor experience impacts over those in Alternative A. Visitors would also be able to access information about the sites on NPS web pages.</p> <p>AUBURN With the benefit of NPS joint management and increased interpretive planning expertise, the National Historical Park would offer significantly enhanced opportunities for visitors to understand the full breadth of resources and stories that comprise the Tubman Home site.</p>

<p>SOCIOECONOMIC RESOURCES includes population, employment, per capita income, poverty rate, housing stock, economic development, tourism, land use</p>	<p>AUBURN There are no federal actions proposed under this alternative.</p>	<p>assistance from the NPS in the design of interpretive exhibits and other interpretive media. Should financial assistance be available for capital improvements, including limited restoration and rehabilitation of resources, minor beneficial impacts over alternative A would occur. Visitors would also access information about the national historic site on NPS web pages.</p> <p>Opportunities to explore regional landscapes with NPS interpreters and programs are anticipated to have a major beneficial impact on visitor experience when compared to Alternative A.</p> <p>Due the restoration of Harriet Tubman's home and additional long-term improvements to the Thompson Memorial Church, visitor use and experience opportunities will benefit at a minor impact level.</p>	<p>The beneficial impact of this alternative is anticipated to be moderate to major over Alternative A.</p>
<p>SOCIOECONOMIC RESOURCES includes population, employment, per capita income, poverty rate, housing stock, economic development, tourism, land use</p>	<p>MARYLAND Increased visitation to Dorchester County at the Harriet Tubman Underground Railroad State Park is likely to have negligible to minor beneficial impacts on socio-economic resources in the Choptank Region and minor to moderate impacts on certain local businesses within its immediate vicinity. The latter comprise visitor accommodations in Cambridge and nearby food service and recreational establishments frequented by visitors to the Blackwater National Wildlife</p>	<p>MARYLAND Increased visitation to Dorchester and Caroline counties County is likely to have negligible to minor impacts on socio-economic resources when compared to Alternative A.</p> <p>AUBURN Increased visitation to the Harriet Tubman National Historical Site is expected to have negligible to minor beneficial impacts when compared to Alternative A.</p>	<p>MARYLAND In the short -term an increase in visitation in Dorchester County would produce a minor beneficial impact on local tourism related businesses. In the long-term, visitation would increase gradually as the state park and the national historical park operate together to reach new audiences. A long-term minor to moderate beneficial impact would occur on local tourism related businesses within the immediate vicinity of the park. In Caroline County a minor to</p>

IMPACT TOPIC	ALTERNATIVE A No Action	ALTERNATIVE B Affiliated Area in Auburn, NY, and National Memorial in Maryland	ALTERNATIVE C National Historical Parks in Auburn, NY, and Maryland
	<p>Refuge. Land use outside of the Refuge and the State Park is likely to experience adverse minor to moderate long-range impacts from primarily residential development.</p> <p>AUBURN Increased visitation to the Harriet Tubman related properties in Auburn are likely to have negligible to minor beneficial impacts on socio-economic resources and only for businesses that may benefit from increased tourism such as nearby accommodations and food service establishments.</p>		<p>moderate impact would occur for tourism related businesses and a minor beneficial impact would occur on the development of such businesses and associated enterprises in Preston and Denton.</p> <p>The preservation of agricultural land through easements could result in a moderate to major beneficial impact on agriculture in the immediate region of the park.</p> <p>AUBURN An increase in number of visitors would be expected with the designation of a national historical park with its attendant national publicity. This would lead to a minor to moderate long-term beneficial impact on tourism business income.</p>
<p>CUMULATIVE IMPACTS Multiple actions that may be individually minor but cumulatively significant.</p>	<p>MARYLAND The cumulative impacts are a combination of negligible to moderate adverse impacts, primarily due to loss of farmland, and negligible to moderate beneficial impacts from improved visitor services and their impacts on surrounding communities.</p> <p>AUBURN The cumulative impacts in Auburn under this alternative consist of a combination of short and long-term negligible to</p>	<p>MARYLAND Cumulative impacts under this alternative are expected to be the same as Alternative A.</p> <p>AUBURN Cumulative impacts under this alternative are expected to be the same as Alternative A, with the exception that there may be additional beneficial protection at the Auburn site due to federal technical and financial assistance.</p>	<p>MARYLAND Impacts under this alternative are anticipated to have negligible to minor adverse impacts to natural resources from expansion of public access to the sites. There would be minor to major beneficial cumulative impacts when compared to Alternative A from land protection in Dorchester and Caroline counties.</p> <p>AUBURN Impacts under this alternative are</p>

	<p>minor adverse impacts and negligible to minor beneficial impacts. They should not accumulate to significant adverse impacts unless the AME Zion Church is unable to financially sustain its stewardship of the resources.</p> <p>OVERALL CUMULATIVE IMPACT Taken together the overall cumulative impacts associated with this alternative result in negligible to moderate beneficial and adverse impacts in Auburn, New York, and Maryland. The most significant of the adverse impacts is the potential loss of considerable amounts of forested open space and agricultural lands in Maryland.</p>	<p>OVERALL CUMULATIVE IMPACTS The overall cumulative impacts under this alternative consist of a combination of minor to moderate adverse and beneficial impacts in Maryland and Auburn, New York. The most significant adverse impact is the same as Alternative A.</p>	<p>anticipated to have negligible to minor adverse impacts to air pollution from increased vehicular traffic. There would be minor to major beneficial impacts from the protection cultural resources when compared to Alternative A.</p> <p>OVERALL CUMULATIVE IMPACT The overall cumulative impacts under this alternative consist of a combination of negligible to minor adverse impacts and minor to major beneficial impacts. The most significant beneficial impact is the moderate to major beneficial impact of land protection in Maryland's Dorchester and Caroline counties.</p>
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PART IV • PUBLIC SCOPING, CONSULTATION, AND COORDINATION

Agency Consultation

Section 106 of the National Historic Preservation Act. State Historic Preservation Officers (SHPOs) in Maryland and New York were notified by letter in September 2003 of the conduct of the special resource study (letters at the end of this chapter). New York State identified in writing a contact person, and subsequently, was represented at a workshop with key stakeholders in Auburn. In Maryland, the study team held a meeting with the SHPO staff, and over time has had informal contact, including site visits, with office staff. In particular, the team sought and received guidance on research about the Maryland landscapes associated with Harriet Tubman. Both state offices will be invited to comment on the report.

Section 7 of the Endangered Species Act. The study team has initiated consultation under Section 7 with field offices of the U.S. Fish and Wildlife Service, in Annapolis, MD, and Cortland, NY, with regard to an updated list of any threatened and endangered species. Consultation is in process (letters at the end of this chapter). Both field offices will be invited to comment on the draft report.

Coastal Zone Management Act, Federal Consistency Determination. This process has been initiated with Maryland Department of Natural Resources, Coastal Zone Management Program, Annapolis, MD.

Project Scoping and Public Involvement

Repeatedly throughout this study, members of the public have argued for national recognition of Harriet Tubman. “I am delighted to hear that the National Park Service is requesting comments on the Harriett Tubman sites here in Central New York. Recognizing her role and that of Central New York in the ‘underground Railroad’ is long overdue. We need to honor the true heroes of the fight against slavery and oppression and I can’t think of a more worthy leader of that effort than Harriett Tubman,” said one correspondent in July 2002.

Initial formal public scoping meetings took place between spring 2002 and spring 2004, following a notice in the Federal Register. This period was followed by ongoing informal consultation with stakeholders, agency officials, and the interested public. From June through September 2008 the team, in the final study phase, held a series of stakeholder and public meetings on the preliminary

alternatives in Auburn, New York, and in three Maryland counties. These included meetings with affected private property owners who may participate in the voluntary easement purchase program.

Public Meetings, 2002-2004

In the early months of the study, the team traveled to sites where Tubman resources were identified or potentially identifiable. In Maryland, one writer followed a meeting with this note in August 2002, “A Harriet Tubman National Park should be established, as long as it doesn’t impinge or intrude in any way on the Blackwater National Wildlife Preserve; the Park could begin in Bucktown where the Blackwater area ends. Federal involvement is necessary and warranted in view of the national and international significance of Harriet Tubman; state and local officials have treated Harriet Tubman, and the sites associated with her, with, at best, apparent “benign neglect” until the advent of your NPS study. In particular, Federal protection of the sites is warranted and will be needed.”

Initially public meetings were held in the two key sites, Auburn and Maryland, in 2002. In 2003, seven public meetings were held at these locations: Beaufort, South Carolina; Cambridge, Maryland; Wilmington, Delaware; Philadelphia, Pennsylvania; New York City; Auburn, New York; Buffalo, New York; and St. Catharines, Ontario. The public was asked to report additional local information about Tubman and to describe the current level of public interest in having Tubman recognized nationally. The public was informed of the NEPA process and ways it could participate in the study and to comment on the draft report when issued. More than 300 people attended, and written comments totaling more than 100 came from comment cards, the study website, and letters. Each meeting was announced in the media and followed by published or radio reports.

The final such meeting took place at the Schomburg Center in New York City, in a program called “Celebrating Harriet Tubman,” in March 2004 and featured presentations from Tubman biographers, a musical program by a composer of music commemorating Tubman, and a discussion of Tubman’s legacy. More than 100 people attended. A hallmark of all public meetings was the co-sponsorship by a local organization at a venue chosen locally. The process contributed to fruitful ongoing links with a range of people in communities throughout the study area.

Participants at the public meetings spoke both of their local resources and the importance of Harriet Tubman in the 21st century. From meeting to meeting, the

Figure 5-1. Composer's presentation of Tubman Oratorio at Schomburg celebration and public meeting, New York City, March 2004.



Figure 5-2. Annual pilgrimage to Tubman's gravesite, Fort Hill Cemetery, Auburn, 2004.



team found remarkable commonalities and summarized the comments in three salient points below. These points figured importantly in the development of management alternatives.

- Tubman is under-recognized by the government and deserves official national attention.
- There needs to be a place or places connected with Tubman where people can visit to see and experience a connection with her life.
- The multiple groups and individuals who have been carrying the Tubman torch for years wish to join others in furthering her recognition and promoting research on her life and contributions.

Ongoing Public Scoping and Stakeholder Consultation, 2004–2008

Harriet Tubman, as a person and a legend, draws the keen interest of many individuals and organizations throughout the United States and, indeed, throughout the world. Keepers of the Tubman legend and those intrigued with her life and contributions reside throughout the country and abroad. It was essential for the study team to be accessible, to reach out, and to consult a geographically dispersed congregation of publics and to understand how both the factual history and the legend of Harriet Tubman have contributed to American culture.

Ongoing consultation involved site visits, meetings with agencies and organizations, stakeholders, public meetings, exhibits at conferences, and other types of outreach. Congressional staff and elected officials were formally briefed at the start of the study, again in 2008 when preliminary management alternatives were defined, and informally throughout. Information acquired through continuous public scoping helped the team ascertain that there is a high level of national interest in Tubman and that many relevant parties sought to be involved in Tubman recognition. This process also produced new information about sites with potential Tubman connections, and pertinent stories related to Tubman. The conclusions in this report are grounded in the information compiled in the on-going scoping process.

Gathering feedback in this way has allowed the team to incorporate information as it became available and to interact with new publics that were discovered during the course of the study. For example, between 2004 and 2007, five new biographies on Tubman have been published, followed in each instance by new public interest and intriguing new Tubman information as authors conducted book tours. The team stayed in contact with several authors.

The study team produced a simple brochure and a traveling exhibit to explain the study and seek input from interested publics. Team members attended conferences at which the study was discussed and the exhibit displayed. NPS Underground Railroad Network to Freedom program staff and team members distributed 30,000 copies of the study brochure at conferences and meetings and to individuals and groups as requested. Early in the study, the team set up a website <http://www.HarrietTubmanStudy.org> giving an overview of the study, announcing public meetings, and inviting comments to engage the public in the process. Approximately one hundred comments have been received electronically (virtually all supporting a potential national park devoted to Harriet Tubman). Three two-page progress reports were circulated during the study. And, to tap the expertise of community activists, scholars, and others, the team held a workshop in Washington, D.C., to elicit the key themes of Tubman's life.

Members of the team made more than 45 site visits to Maryland, New York, and other states with reported Tubman connections, to examine sites and especially, to confer with stakeholders and public officials. The team maintained contact with organizations and individuals who maintain her legacy, agency officials, and direct stakeholders. The study in fact facilitated some important connections, especially between the states of Maryland and New York.

NPS consulted throughout with agencies and organizations in the State of Maryland and with the Harriet Tubman Home in Auburn and state agencies in New York. In Maryland discussion focused on coordinating the Harriet Tubman Underground Railroad State Park, which is under development in Dorchester County, with the study as it progressed. The state asked the National Park Service to participate in its planning for the site and future visitor center. The key Maryland agencies are the Department of Natural Resources, Maryland Historical Trust, and the Department of Business and Economic Development – Office of Tourism. Also, team members participated with the Tubman Working Group, which has been holding monthly meetings or conference calls since 2005. This group of stakeholders included representatives from the Maryland Office of Tourism, Department of Natural Resources, Historical Trust, State Archives, Dorchester and Caroline county tourism offices, Harriet Tubman Organization, U.S. Fish & Wildlife Service, Tubman biographers, and Tubman descendents. It grew from the Harriet Tubman Underground Railroad Byway created in Dorchester and Caroline counties in 2004, a state-designated interpretive route with a management plan, professional staff, and a board of managers now seeking national designation as a scenic byway.

Discussions with the Harriet Tubman Home in Auburn, New York, began at the start of the project and continued throughout, including periodic conference calls and meetings between team members and representatives of the AME Zion Church and the Home. Together NPS and the Tubman Home board worked out language for a potential easement that could be effected if the Home becomes part of the national park system. NPS also hosted a site visit to the Martin Luther King, Jr. National Historic Site in Atlanta for the board to gain insight into park operations at a relatively new site created to honor a key national African American figure. The study team also benefited from the work of the New York State Underground Railroad Heritage Program, which prominently includes the Tubman Home, and has been assisting the Home with funding for interpretation.

Public and Stakeholders Meetings on Preliminary Alternatives, 2008

In 2008, approximately 15 small meetings were held with landowners, elected officials, and other stakeholders in Maryland and New York, to present preliminary management alternative concepts. In addition, four public meetings were held in Auburn, New York, and Dorchester, Caroline, and Talbot counties, Maryland. More than 200 people attended and expressed their views on the alternatives. Meetings were held at Blackwater National Wildlife Refuge, county offices, Auburn City Hall, and other public meeting venues.

Overwhelmingly, attendees supported the environmentally preferred alternative of establishing national historical parks in Maryland and Auburn as partnerships with existing managers. Maryland property owners in particular, sought specifics on the nature of any future easements which might be acquired for a Tubman park. The range of views include one who said she was ‘...disappointed that NPS is not offering much financial support at this time,’ to another who wanted to donate his property. A member of the agricultural community questioned whether a park designation would bring with it additional regulation of agricultural practices. NPS responded that the study would recommend that this not occur in any potential park designation.

The NPS team emphasized that any actions by private property owners to participate in a future national park site would be entirely voluntary, and that the goal of a park would be to protect the existing landscapes and, thus support current land uses. Much of the Tubman area property is actually protected by Blackwater National Wildlife Refuge and other land protection easements. One property owner in a previous written comment said, “Utilize the federal Interior agencies to protect this area by working with the county and land owners to

restrict development and maintain the natural heritage of the area not through ownership but in partnership. Why destroy the very thing we all are trying to preserve, and that is the way of life we currently enjoy.”

Public Meetings, Site Visits, and Stakeholders Meetings

2002

Dorchester County, Maryland site visits	April, May
Auburn, NY site visits	May, June
Public meeting, Auburn, NY	July 16
Public meeting, Cambridge, MD	July 18

2003

Harriet Tubman Home board meetings and site visit to Martin Luther King Jr. National Historic Site	January
Maryland site visits	January, February, April
Philadelphia, PA site visit	February
Beaufort, SC, site visit	March
Buffalo, NY site visit	May
Ontario, Canada site visit	May
Interpretation Workshop, Washington DC	March
George Wright Conference Workshop, San Diego, CA	April
Public meeting, Philadelphia, PA	February 19
Public meeting, Beaufort, SC	March 6
Public meeting, Cambridge, MD	May 7
Public meeting, Wilmington, DE	May 8
Public meeting, Buffalo, NY	May 14

2004

New York City, Schomburg Center, Tubman and the Arts Celebration	March 21
Public meeting, St Catharines, Ontario	May 15
Auburn, New York meetings and site visits	May
Maryland meetings and site visits	August, November

2005

Maryland meetings and site visits	April
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2006

Auburn, New York meetings and site visits	February, September
Maryland meetings and site visits	April, June, October, December
Tubman Home Board meeting	July

2007

Maryland meetings and site visits	January, April, May, July, August
Tubman Home Board meetings	July, November

2008

Auburn meetings and workshop	January, July
Maryland meetings and site visits	March, June, July, September
Caroline County, MD	June 16
Dorchester County, MD	June 17
Auburn, NY	July 8
Talbot County, MD	July 29
Caroline County, MD	September 10

Conferences, Meetings, Exhibits where Tubman Study was Publicized

- African-American History Month Events
- American Historical Association
- Association for the Study of African American History and Culture
- Association of African American Museums
- Choptank Region History Network
- Committee for the National Museum of African-American History & Culture
- Congressional Black Caucus
- Famfest, Still Family Reunion
- Freedom Center Conference
- Friends of the Underground Railroad National Meeting
- George Wright Society
- Harriet Tubman Organization Seminars
- Mosaic Conference
- National Black Family Reunion
- National Council for Public History
- National Council for Social Studies

- National Historical Black Colleges and Universities Week
- Organization of American Historians
- Society of Historical Archeology
- UGRR Family Reunion Festival
- Washington College Lecture
- Women's History Month

Sample Press Coverage of Public Consultation

Auburn Citizen, July 10, 2008
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25 Dill Street
Auburn, NY 13021

Editorial

Our View: National park needs support of everybody

We're optimistic about plans to establish a National Historical Park in Auburn, but the planning stages will require that the community – and its elected officials – get behind it.

While creating a national park honoring the life and work of Harriet Tubman will literally require an act of Congress, the National Park Service outlined this week a preliminary study of the idea that appears to have no major obstacles. The final report should be completed by the end of the year and that will be followed by a public comment period that will be crucial to how – and if – the project moves forward.

Locally, a historical park could be located at both the Tubman home property and the AME Zion Church. National Park Service involvement would mean millions of dollars for preservation of the properties along with federal resources to help manage the sites and develop interactive programming for visitors.

As a tourist attraction, the Tubman home is underutilized and the facilities are not up to par with the stature of such an important historical figure.

With the support of the community, along with the expertise of the National Park Service, a top-notch visitor experience can be developed here. The end result would be an advancement in public education about Tubman's legacy and a boom in tourism for Auburn and the surrounding area. While the final version may still be years away, the potential positive impacts of this project are immeasurable.

Our elected officials need to be vigilant in making sure the federal funding stream gets tapped into, and every stakeholder – right down to the average citizen with a suggestion or comment to make – must have their voices heard as the park becomes closer to becoming a reality.

From the Baltimore Sun

December 24, 2006

Honoring Harriet Tubman

Maryland's most legendary woman was admired by presidents and poets, had her image on two postage stamps and her life story celebrated in song by Woody Guthrie, but she never received the respect she deserves in her native state. Finally, more than 150 years after the self-emancipated Eastern Shore-born Harriet Tubman helped lead hundreds of slaves out of bondage on the Underground Railroad, efforts are under way to see that the woman known as the African-American Moses receives her due. It's been a long time in coming.

Mrs. Tubman was born a slave in the early 1820s in Dorchester County. By the time she died in 1913 in Auburn, N.Y., she was acclaimed internationally for her role as an Underground Railroad conductor, a spy for federal forces during the Civil War, a humanitarian, a suffragist and a philanthropist. While her adopted town preserved her home and burial site, Mrs. Tubman remained largely forgotten or ignored by her birthplace until recently.

In 2000, Congress directed the National Park Service to study ways in which sites associated with the Tubman legacy could be preserved and, if possible, merged into the national park system. Auburn and Dorchester County are vying for honors as a primary park site. Though Congress will soon decide what to do with the study, it would be wise to incorporate both areas into the park service's network.

In the meantime, Maryland groups should continue their endeavors to promote Mrs. Tubman's story by supporting the nascent Cambridge museum in her honor and the increasingly popular Underground Railroad driving tour through Dorchester and Caroline counties, and by securing property for a future Tubman interpretive center. These efforts will go a long way in convincing the National Park Service and Congress that Mrs. Tubman is no longer ignored on the Shore and in establishing a rapprochement with history that Dorchester sorely needs.

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<http://www.baltimoresun.com/tnew>

Sen. Ben Cardin OpEd:

Parks pay tribute to Harriet Tubman

Community Times (Westminster, MD)

Thursday, September 18, 2008

Parks pay tribute to Harriet Tubman

BENJAMIN L. CARDIN 17.SEP.08

Maryland played an important role in our nation's early history – from the American Revolution to the Civil War and beyond. One of the most important Marylanders to shape our nation's history was Harriet Ross Tubman, an African-American woman who was a leader of the anti-slavery resistance network known as the Underground Railroad.

I am committed to honoring the life of this outstanding woman and I have introduced legislation to establish two parks, one in Maryland and one in New York, to honor her legacy. In Maryland, the Harriet Tubman Underground Railroad National Historical Park will trace her early life on the Eastern Shore of Maryland where she was born and later escaped from slavery to become a “conductor” on the Underground Railroad. The Harriet Tubman National Historical Park in New York will be located in Auburn and will focus on her later years where she was active in the suffrage movement and in providing for the welfare of aged African Americans.

Harriet Tubman was born in Dorchester County where she spent nearly 30 years as a slave. She escaped slavery in 1849, but returned for more than 10 years to Dorchester and Caroline counties where she led hundreds of African Americans to freedom. Known as “Moses” by African-American abolitionists and white abolitionists, she reportedly never lost a passenger on the Underground Railroad.

Harriet Tubman was a true American patriot for whom liberty and freedom were not just concepts. She lived those principles and shared that freedom with hundreds of others. These two parks will make it possible for Marylanders and the entire nation to trace her life's work and remember all that she accomplished.

In Maryland, the Harriet Tubman Underground Railroad National Historical Park would include historically important landscapes in Dorchester, Caroline and Talbot counties that are evocative of the life of Harriet Tubman.

The Maryland properties include about 2,200 acres in Caroline County that comprise the Poplar Neck plantation that Tubman escaped from in 1849. The 725 acres of viewshed across the Choptank River in Talbot County would also be included in the park. In Dorchester County the parcels would not be contiguous, but would include about 2,775 acres. All of them are included within the Blackwater National Wildlife Refuge boundaries or abut that resource land. The National Park Service would not own any of these lands.

In New York, the Harriet Tubman National Historical Park would include important historical structures in Auburn, N.Y. They include Tubman's home, the Home for the Aged that she established, the African Methodist Episcopal (AME) Zion Church, and the Fort Hill Cemetery where she is buried.

The bill authorizes \$11 million in grants for the Maryland section. Funds can be used for the construction of the Harriet Tubman State Park Visitors Center and for easements or acquisition of properties inside or adjacent to the historical park boundaries. In New York the bill authorizes \$7.5 million in grants for the preservation, rehabilitation, and restoration of the Auburn properties.

Finally, the bill also authorizes a new grants program. Under the program, the National Park Service would award competitive grants to historically black colleges and universities, predominately black institutions, and minority serving institutions for research into the life of Harriet Tubman and the African-American experience during the years that coincide with the life of Harriet Tubman.

Sen. Benjamin L. Cardin represents Maryland in the United States Senate.

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United States Department of the Interior

NATIONAL PARK SERVICE
NORTHEAST REGION
15 State Street
Boston, Massachusetts 02109-3572

September 4, 2003

Bernadette Castro
State Historic Preservation Officer
Parks, Recreation & Historic Preservation
Agency Building #1, Empire State Plaza
Albany NY 12238

Dear Ms. Castro:

I am writing to advise you that, at the direction of Congress in Public Law 106-516, the National Park Service has undertaken a special resource study of sites associated with Harriet Tubman, to examine the suitability and feasibility of designating a potential new park unit. The law specifically directs NPS to evaluate seven sites in Auburn, New York, where Tubman lived for more than four decades, and Dorchester County, Maryland, where Tubman was born and raised. It also requests that NPS investigate other sites associated with Harriet Tubman and their potential for a national heritage area. Enclosed is the project brochure.

Special resource studies consist of these phases: gathering basic resource data; applying National Park Service criteria to determine the level of significance; evaluating the suitability and feasibility of a National Park Service role in the future; and identifying options for management of the sites that are evaluated.

Although the study is being done by the Planning and Legislation Group in the Boston office of the Northeast Region, the study team comes from the Northeast, Southeast, Washington DC, and Midwest areas. This multidisciplinary, multiracial team is made up of planners, historians, landscape architects, and coordinators with the Underground Railroad National Network to Freedom Program.

In the past year, the team has launched a website, www.HarrietTubmanStudy.org, held six public meetings from South Carolina to Canada, and made contact with a wide range of Tubman organizations and supporters.

The team has also collected resource information about sites in nine states and the District of Columbia. It would be a great assistance to the study if a contact person in your office could advise the team about these identified resources; a team member will follow up with a call to your office in the near future.

We appreciate your assistance with this project. Barbara Mackey, the project manager, may be reached at 617-223-5138, or by email at barbara_mackey@nps.gov.

Sincerely,

Marie Rust
Regional Director

Enclosure

11/19/2003 13:24 2155970932

NPS SP 0932

PAGE 03



NEW YORK STATE
OFFICE OF PARKS, RECREATION AND HISTORIC PRESERVATION

Bernadette Castro
Commissioner

George E. Pataki
Governor

October 14, 2003

Ms. Marie Rust
Northeast Regional Director
National Park Service
15 State Street
Boston, Massachusetts 02109-3572

Dear Marie:

Thank you for your letter of September 4 advising us of the Park Service's intent to conduct a special resource study of the sites associated with Harriet Tubman. Members of my staff have long had an interest in the Tubman story and we, therefore, welcome the opportunity to contribute to this effort.

Mark Peckham, Coordinator of our National Register program, will serve as this agency's contact for the purposes of any discussion regarding the resource study. Mr. Peckham may be reached at: Field Services Bureau, New York State Office of Parks, Recreation and Historic Preservation, Peebles Island, P.O. 189, Waterford, New York, 12188; telephone #518-237-8643 ext. 3258.

Most sincerely,

A handwritten signature in dark ink, appearing to read "Bernadette Castro".

Bernadette Castro
Commissioner
State Historic Preservation Officer

cc: M. Peckham
R. Pierpont

Empire State Plaza • Agency Building 1 • Albany, New York 12238
518-474-0463 • FAX: 518-474-1965



United States Department of the Interior

NATIONAL PARK SERVICE
NORTHEAST REGION
15 State Street
Boston, Massachusetts 02109-3572

September 4, 2003

J. Rodney Little
State Historic Preservation Officer
Maryland Historical Trust
100 Community Place, Third Floor
Crownsville MD 21032

Dear Mr. Little:

I am writing to advise you that, at the direction of Congress in Public Law 106-516, the National Park Service has undertaken a special resource study of sites associated with Harriet Tubman, to examine the suitability and feasibility of designating a potential new park unit. The law specifically directs NPS to evaluate seven sites in Auburn, New York, where Tubman lived for more than four decades, and Dorchester County, Maryland, where Tubman was born and raised. It also requests that NPS investigate other sites associated with Harriet Tubman and their potential for a national heritage area. Enclosed is the project brochure.

Special resource studies consist of these phases: gathering basic resource data; applying National Park Service criteria to determine the level of significance; evaluating the suitability and feasibility of a National Park Service role in the future; and identifying options for management of the sites that are evaluated.

Although the study is being done by the Planning and Legislation Group in the Boston office of the Northeast Region, the study team comes from the Northeast, Southeast, Washington DC, and Midwest areas. This multidisciplinary, multiracial team is made up of planners, historians, landscape architects, and coordinators with the Underground Railroad National Network to Freedom Program.

In the past year, the team has launched a website, www.HarrietTubmanStudy.org, held six public meetings from South Carolina to Canada, and made contact with a wide range of Tubman organizations and supporters.

The team has also collected resource information about sites in nine states and the District of Columbia. It would be a great assistance to the study if a contact person in your office could advise the team about these identified resources; a team member will follow up with a call to your office in the near future.

We appreciate your assistance with this project. Barbara Mackey, the project manager, may be reached at 617-223-5138, or by email at barbara_mackey@nps.gov.

Sincerely,

Marie Rust
Regional Director

Harriet Tubman Special Resource Study



United States Department of the Interior

NATIONAL PARK SERVICE

Northeast Region
15 State Street
Boston, Massachusetts 02109

September 25, 2008

David Stillwell, Field Office Supervisor
U.S. Fish and Wildlife Service
3817 Luker Road
Cortland NY 13045

Re: NPS Special Resource Study of Harriet Tubman Sites
Auburn, New York
Request Informal Consultation

Dear Mr. Stillwell:

The NPS is conducting a study of sites associated with Harriet Tubman. At the direction of Congress in P.L. 106-516, the National Park Service is completing a special resource study (SRS) of sites related to Harriet Tubman in New York and Maryland. The law requested the Secretary of the Interior to evaluate the potential to establish a national park area that would commemorate one of the world's best known heroes of emancipation. Attached is a brief report on the project. A report of the findings of the study will be made to Congress by the end of this year.

The purpose of this letter is to notify you of this National Park Service (NPS) planning process taking place in Auburn, New York, and to request initiation of informal consultation under Section 7 of the Endangered Species Act. We are also requesting a current listing of federally listed species in the study areas as depicted on the enclosed map.

We are preparing an environmental document as part of the SRS, in accordance with the requirements of the Environmental Policy Act (NEPA), which will evaluate potential impacts to federally listed species under implementation of any of the management alternatives considered. We will send your office a copy of the draft report for you to review our assessment of potential effects to federally listed species as part of our Section 7 consultation process.

Tubman Special Resource Study, Page 2

The areas of focus for preliminary alternatives are the Auburn, New York, home of Harriet Tubman, and Maryland Eastern Shore properties in Dorchester and Caroline Counties. The attached map indicates these areas in Auburn.

In New York, the properties in the study area are two sites, one of about 32 acres on South Street in the City of Auburn and the Town of Fleming, and the other a double house lot on Parker Street, the location of the Thompson AME Zion Memorial Church. They are owned by the AME Zion Church, which would become a partner with the NPS in managing a park site. Our preferred alternative would establish a national historical park on these lands, totaling approximately 33 acres.

The Park Planning and Special Studies Division of the National Park Service, Northeast Region, is responsible for carrying out the special resource study. If you would like additional information, or have questions regarding this request, please contact me at (617) 223-5138, or via email at Barbara_Mackey@nps.gov.

Thank you for your assistance.

Sincerely,

Barbara Mackey
Project Manager
Harriet Tubman Special Resource Study

Enclosures

cc: Robert W. McIntosh, Associate Regional Director, Northeast Region, Planning,
Construction and Facilities Management
Jacki Katzmire, NEPA Compliance, Northeast Region

Harriet Tubman Special Resource Study

Print Form



United States Department of the Interior

FISH AND WILDLIFE SERVICE

New York Field Office

3817 Luker Road

Cortland, NY 13045

Phone: (607) 753-9334 Fax: (607) 753-9699

<http://www.fws.gov/northeast/nyfo>



Project Number: 80763

To: Barbara Mackey

Date: Oct 3, 2008

Regarding: Harriett Tubman sites in the City of Auburn

Town/County: City of Auburn / Cayuga County

We have received your request for information regarding occurrences of Federally-listed threatened and endangered species within the vicinity of the above-referenced project/property. Due to increasing workload and reduction of staff, we are no longer able to reply to endangered species list requests in a timely manner. In an effort to streamline project reviews, we are shifting the majority of species list requests to our website at <http://www.fws.gov/northeast/nyfo/es/section7.htm>. Please go to our website and print the appropriate portions of our county list of endangered, threatened, proposed, and candidate species, and the official list request response. Step-by-step instructions are found on our website.

As a reminder, Section 9 of the Endangered Species Act (ESA) (87 Stat. 884, as amended; 16 U.S.C. 1531 *et seq.*) prohibits unauthorized taking* of listed species and applies to Federal and non-Federal activities. Additionally, endangered species and their habitats are protected by Section 7(a)(2) of the ESA, which requires Federal agencies, in consultation with the U.S. Fish and Wildlife Service (Service), to ensure that any action it authorizes, funds, or carries out is not likely to jeopardize the continued existence of listed species or result in the destruction or adverse modification of critical habitat. An assessment of the potential direct, indirect, and cumulative impacts is required for all Federal actions that may affect listed species. For projects not authorized, funded, or carried out by a Federal agency, consultation with the Service pursuant to Section 7(a)(2) of the ESA is not required. However, no person is authorized to "take"* any listed species without appropriate authorizations from the Service. Therefore, we provide technical assistance to individuals and agencies to assist with project planning to avoid the potential for "take," or when appropriate, to provide assistance with their application for an incidental take permit pursuant to Section 10(a)(1)(B) of the ESA.

Project construction or implementation should not commence until all requirements of the ESA have been fulfilled. If you have any questions or require further assistance regarding threatened or endangered species, please contact the Endangered Species Program at (607) 753-9334. Please refer to the above document control number in any future correspondence.

Endangered Species Biologist: Sandra Doran *Sandra Doran*

*Under the Act and regulations, it is illegal for any person subject to the jurisdiction of the United States to *take* (includes harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect; or to attempt any of these), import or export, ship in interstate or foreign commerce in the course of commercial activity, or sell or offer for sale in interstate or foreign commerce any endangered fish or wildlife species and most threatened fish and wildlife species. It is also illegal to possess, sell, deliver, carry, transport, or ship any such wildlife that has been taken illegally. "Harm" includes any act which actually kills or injures fish or wildlife, and case law has clarified that such acts may include significant habitat modification or degradation that significantly impairs essential behavioral patterns of fish or wildlife.



United States Department of the Interior

NATIONAL PARK SERVICE

**Northeast Region
15 State Street
Boston, Massachusetts 02109**

September 25, 2008

Leo Miranda, Field Office Supervisor
U.S. Fish and Wildlife Service
Maryland Field Office
177 Admiral Cochrane Drive
Annapolis MD 21401

Re: NPS Special Resource Study of Harriet Tubman Sites
Dorchester, Caroline, and Talbot counties, Maryland
Request Informal Consultation

Dear Mr. Miranda:

The NPS is conducting a special resource study (SRS) of sites associated with Harriet Tubman. The purpose of this letter is to notify you of this National Park Service (NPS) planning process taking place in Dorchester, Caroline, and Talbot counties, Maryland, and to request initiation of informal consultation under Section 7 of the Endangered Species Act. We are also requesting a current listing of federally listed species in the study areas as depicted on the two enclosed maps.

We are preparing an environmental document as part of the SRS, in accordance with the requirements of the Environmental Policy Act (NEPA), which will evaluate potential impacts to federally listed species under implementation of any of the management alternatives considered. We will send your office a copy of the draft report for you to review our assessment of potential effects to federally listed species as part of our Section 7 consultation process.

At the direction of Congress in P.L. 106-516, the National Park Service is completing a special resource study of sites related to Harriet Tubman in Maryland and New York. The law requested the Secretary of the Interior to evaluate the potential to establish a national park area that would commemorate one of the world's best known heroes of emancipation. Attached is a brief report on the project. A report of the findings of the study will be made to Congress by the end of this year.

The areas of focus for preliminary alternatives are the Auburn, New York, home of Harriet Tubman, and Maryland Eastern Shore properties north of the Blackwater National Wildlife Refuge in Dorchester County, and Poplar Neck properties in Caroline County. The attached map indicates these areas in Maryland.

Harriet Tubman Special Resource Study

In Maryland, we have been working closely with the Blackwater National Wildlife Refuge managers throughout the study, as well as with the state Department of Natural Resources, in developing management alternatives including one for a potential national historical park. Our preferred alternative would establish a park and a land protection zone in two segments totaling approximately 6,700 acres. The land protection would be accomplished through easements acquired by state and private nonprofit agencies with financial assistance from the National Park Service.

The Park Planning and Special Studies Division of the National Park Service, Northeast Region, is responsible for carrying out the special resource study. If you would like additional information, or have questions regarding this request, please contact me at (617) 223-5138, or by email at Barbara_Mackey@nps.gov.

Thank you for your assistance.

Sincerely,

Barbara Mackey
Project Manager
Harriet Tubman Special Resource Study

Enclosures

cc: Robert W. McIntosh, Associate Regional Director, Northeast Region, Planning,
Construction and Facilities Management
Jacki Katzmire, NEPA Compliance, Northeast Region



United States Department of the Interior

FISH AND WILDLIFE SERVICE
Chesapeake Bay Field Office
177 Admiral Cochrane Drive
Annapolis, MD 21401
410/573-4575



October 17, 2008

Barbara Mackey
National Park Service
Northeast Region
15 State Street
Boston, Massachusetts 02109

RE: *NPS Special Resource Study of Harriet Tubman Sites Dorchester, Caroline, and Talbot counties, Maryland Request Informal Consultation*

Dear Ms. Mackery

This responds to your letter, received September 25, 2008, requesting information on the presence of species which are federally listed or proposed for listing as endangered or threatened within the above referenced project area. We have reviewed the information you enclosed and are providing comments in accordance with section 7 of the Endangered Species Act (87 Stat. 884, as amended; 16 U.S.C. 1531 *et seq.*).

First, we would like to acknowledge our support for this important project, which will establish a park and a land protection area totaling 6,700 acres in Dorchester, Caroline, and Talbot counties in Maryland. One federally endangered species may be present in the project area. The Delmarva fox squirrel (*Sciurus niger cinereus*) occupies mature pine and hardwood forests, both bottomland and upland, with a relatively open understory. If any forest areas are to be cleared for this project or if any activities will occur within 150 feet of mature forest habitat, this species may be affected. Any potential impacts on Delmarva fox squirrel habitat should be analyzed as a part of your environmental assessment. If such impacts may occur, further section 7 consultation with the U.S. Fish and Wildlife Service may be required. A "Project Summary Form" has been enclosed in order to guide you through this impact assessment process.

Effective August 8, 2007, under the authority of the Endangered Species Act of 1973, as amended, the U.S. Fish and Wildlife Service (Service) removed the bald eagle in the lower 48 States of the United States from the Federal List of Endangered and Threatened Wildlife. However, the bald eagle will still be protected by the Bald and Golden Eagle Protection Act, Lacey Act and the Migratory Bird Treaty Act. As a result, starting on August 8, 2007, if your project may cause "disturbance" to the bald eagle, please consult the "National Bald Eagle Management Guidelines" dated May 2007.

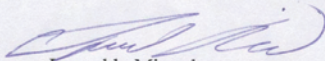
If any planned or ongoing activities cannot be conducted in compliance with these guidelines, please contact us for technical assistance. The Eagle Management Guidelines can be found at: <http://www.fws.gov/migratorybirds/issues/BaldEagle/NationalBaldEagleManagementGuidelines.pdf>.

Except for occasional transient individuals, no other federally proposed or listed endangered or threatened species are known to exist within the project impact area. Should project plans change, or if additional information on the distribution of listed or proposed species becomes available, this determination may be reconsidered.

This response relates only to federally protected threatened or endangered species under our jurisdiction. For information on the presence of other rare species, you should contact Lori Byrne of the Maryland Department of Natural Resources at (410) 260-8573.

We appreciate the opportunity to provide information relative to fish and wildlife issues, and thank you for your interest in these resources. We would be happy to provide any future technical assistance the National Park Service may need to effectively manage these species and their habitats on land acquired for this project. If you have any questions or need further assistance, please contact me at (410) 573-4573.

Sincerely,



Leopoldo Miranda
Field Supervisor

cc: Lori Byrne, Maryland Wildlife and Heritage Division, Annapolis, MD



United States Department of the Interior

NATIONAL PARK SERVICE

**Northeast Region
15 State Street
Boston, Massachusetts 02109**

September 23, 2008

Jeff Horan
Maryland Department of Natural Resources
Coastal Zone Management Program
Tawes State Office Bldg., E-2
580 Taylor Avenue
Annapolis, MD 21401

Re: Harriet Tubman Special Resource Study

Dear Mr. Horan:

I am writing to advise you that the National Park Service is completing a special resource study of sites related to Harriet Tubman in Maryland and New York. Congress directed the Secretary of the Interior to evaluate the potential to establish a national park area that would commemorate one of the world's best known heroes of emancipation. The Harriet Tubman Special Resource Study law (P.L. 106-516) directs the Secretary to evaluate Tubman-associated sites in Auburn, New York, and Dorchester County, Maryland, plus other relevant areas that the study might reveal. Attached is a brief report on the project. A report of the findings of the study will be made to Congress by the end of this year.

The areas of focus for preliminary alternatives are the Auburn, New York, home of Harriet Tubman, and Maryland Eastern Shore properties north of the Blackwater National Wildlife Refuge in Dorchester County, and Poplar Neck properties in Caroline County. The attached map indicates these areas in Maryland.

In Maryland, we have been working closely with the Blackwater Refuge managers throughout the study as well as with the state Department of Natural Resources, in developing management alternatives including one for a potential national historical park. Specifically the key people at Maryland DNR we have been working with are Glenn Carowan and Kristin Saunders.

Our preferred alternative would establish a park and a zone of approximately 6,700 acres for protection through easements acquired by state and private nonprofit agencies with financial assistance from the National Park Service.

Harriet Tubman Special Resource Study

We are interested in input from your office on natural resources at these sites, including wildlife or wetland-related issues. We would be pleased to provide greater detail on this project. A draft report will be distributed for public comments in the fall, and your office will receive a copy.

The Planning and Legislation Group of the National Park Service, Northeast Region, Boston office is responsible for carrying out the special resource study. I can be reached at (617) 223-5138, or via email at Barbara_Mackey@nps.gov.

We appreciate your assistance with this project.

Sincerely,

Barbara Mackey
Project Manager
Harriet Tubman Special Resource Study

Enclosures

Maryland regional map with pink
Progress report, July 2008

APPENDICES

- 1. Special Resource Study Law**
- 2. Acknowledgements**
- 3. Significance of Maryland Landscapes**
- 4. Interpretive Themes Workshop Report**
- 5. Chronology of Harriet Tubman's Life**
- 6. Bibliography**

HARRIET TUBMAN SPECIAL RESOURCE STUDY ACT

114 STAT. 2404 PUBLIC LAW 106–516—NOV. 13, 2000

AN ACT

To direct the Secretary of the Interior to conduct a special resource study concerning the preservation and public use of sites associated with Harriet Tubman located in Auburn, New York, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the “Harriet Tubman Special Resource Study Act”.

SEC. 2. FINDINGS.

Congress finds that—

(1) Harriet Tubman was born into slavery on a plantation in Dorchester County, Maryland, in 1821;

(2) in 1849, Harriet Tubman escaped the plantation on foot, using the North Star for direction and following a route through Maryland, Delaware, and Pennsylvania to Philadelphia, where she gained her freedom;

(3) Harriet Tubman is an important figure in the history of the United States, and is most famous for her role as a “conductor” on the Underground Railroad, in which, as a fugitive slave, she helped hundreds of enslaved individuals to escape to freedom before and during the Civil War;

(4) during the Civil War, Harriet Tubman served the Union Army as a guide, spy, and nurse;

(5) after the Civil War, Harriet Tubman was an advocate for the education of black children;

(6) Harriet Tubman settled in Auburn, New York, in 1857, and lived there until 1913;

(7) while in Auburn, Harriet Tubman dedicated her life to caring selflessly and tirelessly for people who could not care for themselves, was an influential member of the community and an active member of the Thompson Memorial A.M.E. Zion Church, and established a home for the elderly;

(8) Harriet Tubman was a friend of William Henry Seward, who served as the Governor of and a Senator from the State of New York and as Secretary of State under President Abraham Lincoln;

(9) 4 sites in Auburn that directly relate to Harriet Tubman and are listed on the National Register of Historic Places are—

- (A) Harriet Tubman's home;
- (B) the Harriet Tubman Home for the Aged;
- (C) the Thompson Memorial A.M.E. Zion Church; and
- (D) Harriet Tubman Home for the Aged and William Henry Seward's home in Auburn are national historic landmarks.

SEC. 3. STUDY CONCERNING SITES IN AUBURN, NEW YORK, ASSOCIATED WITH HARRIET TUBMAN.

(a) IN GENERAL.—The Secretary of the Interior shall conduct a special resource study of the national significance, feasibility of long-term preservation, and public use of the following sites associated with Harriet Tubman:

- (1) Harriet Tubman's birthplace, located on Greenbriar Road, off of Route 50, in Dorchester County, Maryland.
- (2) Bazel Church, located 1 mile South of Greenbriar Road in Cambridge, Maryland.
- (3) Harriet Tubman's home, located at 182 South Street, Auburn, New York.
- (4) The Harriet Tubman Home for the Aged, located at 180 South Street, Auburn, New York.
- (5) The Thompson Memorial A.M.E. Zion Church, located at 33 Parker Street, Auburn, New York.
- (6) Harriet Tubman's grave at Fort Hill Cemetery, located at 19 Fort Street, Auburn, New York.
- (7) William Henry Seward's home, located at 33 South Street, Auburn, New York.

(b) INCLUSION OF SITES IN THE NATIONAL PARK SYSTEM.—

The study under subsection (a) shall include an analysis and any recommendations of the Secretary concerning the suitability and feasibility of—

- (1) designating one or more of the sites specified in subsection (a) as units of the National Park System; and
- (2) establishing a national heritage corridor that incorporates the sites specified in subsection (a) and any other sites associated with Harriet Tubman.

(c) STUDY GUIDELINES.—In conducting the study authorized by this Act, the Secretary shall use the criteria for the study of areas for potential inclusion in the National Park System contained in section 8 of Public Law 91–383, as amended by section 303 of the National Park Omnibus Management Act (P.L. 105– 391; 112 Stat. 3501).

(d) CONSULTATION.—In preparing and conducting the study under subsection (a), the Secretary shall consult with—

- (1) the Governors of the States of Maryland and New York;
- (2) a member of the Board of County Commissioners of Dorchester County, Maryland;
- (3) the Mayor of the city of Auburn, New York;
- (4) the owner of the sites specified in subsection (a); and
- (5) the appropriate representatives of—
 - (A) the Thompson Memorial A.M.E. Zion Church;
 - (B) the Bazel Church;
 - (C) the Harriet Tubman Foundation; and
 - (D) the Harriet Tubman Organization, Inc.

(e) REPORT.—Not later than 2 years after the date on which funds are made available for the study under subsection (a), the Secretary shall submit to Congress a report describing the results of the study.

Approved November 13, 2000.

LEGISLATIVE HISTORY—S. 2345:

SENATE REPORTS: No. 106–440 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD, Vol. 146 (2000):

Oct. 5, considered and passed Senate.

Oct. 24, considered and passed House.

Harriet Tubman Special Resource Study Acknowledgements

The study team has benefited from an untold number of people who have contributed in many ways to this study. To all named and unnamed, we thank you.

Harriet Tubman Home: Executive Director Karen V. Hill; site managers Rev. Paul Carter and Christine Carter; former Executive Director Ward DeWitt; Board of Directors: Rev. W. Darin Moore, Chairman, Karen Krieger, David Aiken, Rev. Erroll E. Hunt, Rev. Margaret Lawson, Rev. Dr. Kenneth Q. James, Rev. Terry L. Jones, Sr., Rev. Michael Rouse

New York Agencies and Organizations: Cordell Reaves, Underground Railroad Heritage Trail; Wint Aldrich, Office of Parks, Recreation and Historic Preservation; Richard White-Smith, State Historic Preservation Office; Mike Long, former City of Auburn planner; Peter Wisbey, Seward House executive director

Maryland Agencies and Organizations: Glenn Carowan, Kristin Saunders, Nita Settina, Tim Brower, Neal Herrick, Steve McCoy, Paul “Rusty” Ruszin and Rick Barton (former Superintendents, Maryland Park Service), John R. Griffin, Department of Natural Resources; Marci Ross, Anne Kyle, Office of Tourism Development; JOK Walsh, Pat Guida, Caroline County Economic Development; Natalie Chabot, City of Cambridge; Richard Hughes, Rodney Little, Maryland Historical Trust; Donald Pinder, Evelyn Townsend (deceased), Harriet Tubman Organization; Jared Parks, Eastern Shore Land Conservancy; Bill Crouch, The Conservation Fund.

US Department of Fish & Wildlife: Suzanne Baird, Blackwater National Wildlife Refuge

Ontario, Canada, Organizations: Arden Phair, Rochelle Bush

Historians: Kate Clifford Larson, Tubman biographer; John Creighton, Eastern Shore African American history; Lois Horton, George Mason University; Page Putnam Miller, University of South Carolina; Milton C. Sernett, emeritus, Syracuse University; Daina Ramey Berry, Michigan State University; Judith Wellman, emeritus, State University of New York; Jim McGowan (deceased)

Tubman Family Members: Judy Bryant, Pauline Johnson

Other Researchers and Independent Tubman Supporters: Beth Crawford, Crawford and Stearns Architects and Preservation Planners; Douglas V. Armstrong, Bonnie Ryan, Syracuse University Archeology; Elizabeth Rankin-Fulcher, Black Women’s Leadership Caucus; Vivian Abdul Rahim, Harriet Tubman Historical Society, Inc.; Cynthia R. Copeland; Queen Qu’et.



IN REPLY REFER TO:
H30(2201)

United States Department of the Interior

NATIONAL PARK SERVICE

1849 C Street, N.W.
Washington, D.C. 20240

MAY 20 2008

Memorandum

To: Associate Regional Director, Planning, Construction & Facility Management,
Northeast Region

From: Associate Director, Cultural Resources *Paul Snyder Matthews*

Subject: Evaluation of National Significance of "Harriet Tubman Historic Area,
Dorchester and Caroline Counties, Maryland, Finding of National Significance"

This memorandum summarizes our review of the February 4, 2008, "Harriet Tubman Historic Area, Dorchester and Caroline Counties, Maryland, Finding of National Significance" report which forms part of the National Park Service Harriet Tubman Special Resource Study. Your message of February 4, 2008, requested that we evaluate the **national significance** of the Harriet Tubman Historic Area.

Background

In 2000, Congress passed a law directing the National Park Service to conduct a special resource study concerning the preservation and public use of sites associated with Harriet Tubman. One of the criteria for an area to be considered for inclusion in the national park system is that the area "must possess nationally significant natural, cultural, or recreational resources."

The Northeast Regional Office (NERO) is handling the preparation of this study. On February 4, 2008, NERO submitted the "Harriet Tubman Historic Area" report and asked the National Historic Landmarks (NHL) Program staff to review this document and provide its professional opinion on the national significance of the properties outlined in the document.

Criteria for Evaluation of National Significance

The NHL Program staff reviewed the "Harriet Tubman Historic Area" report and prepared this evaluation of the property's national significance. According to the directives of the *National Park Service Management Policies*, national significance for cultural resources will be evaluated by applying the National Historic Landmarks criteria contained in 36 CFR Part 65 (*Code of Federal Regulations*).

National Historic Landmarks Criteria

NHL Criterion 2

NHL Criterion 2 states that potential NHLs are evaluated for their national significance according to a number of criteria, including:

NHL Criterion 2: Properties that are associated importantly with the lives of persons nationally significant in the history of the United States.

In the 1998 Underground Railroad Resources of the United States Theme Study, in the discussion of NHL Criterion 2, it is stated:

There are few national figures of the Underground Railroad. The exceptions that come to mind most readily are Frederick Douglass—perhaps America’s most famous runaway, William Lloyd Garrison, John Brown—America’s most infamous abolitionist, Gerrit Smith, and Harriet Tubman.

The historic area is highly important not only because of its association with Tubman, but also because it is an outstanding surviving example of a 19th century agrarian landscape associated with events of national importance—the resistance of African Americans to enslavement and the emergence and success of the Underground Railroad in the Eastern United States. Not only was this region one of the most active in the operation of the Underground Railroad, but its propitious location near Philadelphia, enriched with its association with events and trends of national importance, such as the rise of abolitionist thinking, the self-reliance and empowerment of free African Americans, and resistance to the Fugitive Slave Act of 1850. While Tubman’s escape occurred before the 1850 Act was enacted, most of her subsequent rescues took place in the shadow of the law.

The area is the actual location and historic setting for important events in Tubman’s life. It represents the early 19th century working landscape based on agriculture, lumbering, and maritime activity. On this landscape, several distinct groups interacted and contributed to the narrative of human events that characterized the antebellum period in Border States. The interaction of these groups—free blacks, white abolitionists, slave holders and supporters, and enslaved people—is integral to Tubman’s story and, moreover, to the understanding of the social and economic forces underlying the institution of slavery, African American resistance to slavery, and its demise. The rise of abolitionist thought and the Fugitive Slave Act of 1850 are important chapters in the chronicle of Tubman’s work.

Integrity

The Tubman historic area retains sufficient integrity for NHL designation. The landscape of the Eastern Shore in the portion of Dorchester County is outstanding. The natural features of the land area exhibit a compelling interface of marsh, open water, woodland, cultivated land, and sporadic development. The cultural history blends antebellum farming, fishing, and logging, followed by long periods of more or less stagnant development. All roads lead to water in this

part of the world and it was the water, as much as the dark woods and the North Star, that led Harriet Tubman to freedom.

This unique historic landscape cannot effectively be evaluated for its exact resemblance to the landscape that Harriet Tubman knew. Instead, the land can be appreciated for the similarity of land patterns and the continuity of marsh and woodland, even with shifting water and vegetation. The area's sparse development and open water act as a natural barrier to undesired encroachments.

The essence of the cultural landscape of Harriet Tubman remains. Flat, open fields, and marsh and thick woodlands are interrupted by shaded home sites at the end of poker-straight drives. The area's history seems inscrutable, with remnants of old houses and outbuildings as ghosts on the landscape. Some are concealed behind new construction—often trailers—and others are in various states of decay and collapse.

The establishment of the Blackwater National Wildlife Refuge in 1933 fortuitously preserved the Tubman landscape on the Eastern Shore, and other conservation efforts will add to the initiative. The acquisition of conservation easements by the Federal and state governments over the past decade and the establishment of the Tubman State Park will further these efforts. Designation of the area as a Historic Area is an important step toward preserving the integrity of the remarkable landscape.

Summary

The Harriet Tubman Historic Area meets the National Historic Landmarks criteria. This conclusion is based on: 1) the important association of the property with Harriet Tubman, a person nationally significant in the history of the United States, and 2) the high degree of integrity that allows for the property's national significance to be conveyed.

Harriet Tubman Special Resource Study Interpretive Themes Workshop

Wednesday, March 12, 2003
National Park Service, 1201 Eye Street
Washington, DC

1. Introduction

On March 12, 2003, twenty-eight individuals – each with expertise related either to Harriet Tubman or to national park planning – met in Washington, DC. Their purpose: to develop interpretive themes for the Harriet Tubman Special Resource Study, now being carried out by the National Park Service (NPS). A list of participants is included in the appendices.

2. Context

Congress has directed the NPS to study the preservation and public use of sites associated with Harriet Tubman and to make recommendations regarding the establishment of a national heritage corridor. At present, the NPS is carrying out research and consultations to identify and document resources associated with Harriet Tubman and to evaluate their national significance. The Harriet Tubman Special Resource Study is separate from the Underground Railway program, even though there are some overlaps.

A required part of any special resource study is the development of interpretive themes. Since interpretive themes communicate national significance, they are helpful in evaluating which sites and resources are most important to include in any NPS recommendation. Interpretive themes also guide the development of facilities and programs if a NPS unit is created.

It should be noted that the interpretive themes developed during a Special Resource Study are subject to change once a NPS unit is in place with a general management plan and long-range interpretive plan.

3. Workshop Objectives

The objectives for the theme workshop were threefold:

- (1) Achieve consensus on two to five primary interpretive themes that can be used to communicate Harriet Tubman's significance to the public;

- (2) Develop ideas for secondary themes and story statements that support the primary themes;
- (3) Identify places and programs that will communicate themes.

4. Workshop Process

The workshop consisted of a series of facilitated exercises to determine what were the most essential ideas to communicate about Harriet Tubman.

The foundation of the workshop was a preliminary exercise that challenged participants to write down the one key thing the public should know about Harriet Tubman. During the rest of the day, these key messages were grouped, synthesized and prioritized. Finally, working groups crafted the prioritized ideas into draft theme statements.

The appendices contain the detailed results of each of the exercises and five sets of draft primary theme statements. Time did not permit the development of secondary themes or story statements, or the identification of places to communicate theme.

5. Criteria for Interpretive Theme Development

As defined by the NPS, interpretive themes are the core stories that communicate the significance of resources to the public. They connect significant resources to the larger ideas, meanings, and values of which they are a part. Interpretive themes are written as single sentences.

During the workshop, participants identified the following criteria for interpretive themes:

- They should be relevant to the nation.
- They should communicate something important to recognize and honor.
- They should reflect a story that is either unique or representative.

6. Draft Primary Themes

During the workshop, five sets of primary interpretive themes were developed by groups of participants. (See Appendix D). There was a high level of similarity between the sets of themes and no inherent contradictions. Rather than wordsmith in a large group, it was agreed that the facilitator would attempt to synthesize the results into one set of draft themes.

Following the workshop, the facilitator crafted draft themes (see below)based on the ideas generated from the workshop. It should be noted that the particular wording of these themes was not actually discussed or endorsed during the session. They are presented here as drafts for consideration and will, undoubtedly undergo several revisions before being finalized.

The proposed primary themes for interpreting Harriet Tubman are:

A. Harriet Tubman was an enslaved African-American woman who overcame overwhelming obstacles to become an internationally significant activist and humanitarian ,

Topics for sub-themes

- Personal situation and characteristics (could not read or write, disability, enslaved)
- Political, social and economic obstacles in the time
- Fight for racial and gender equality
- Humanitarian work

B. Harriet Tubman fought for freedom for herself and other enslaved African-Americans before, during and after the Civil war and helped abolish the institution of slavery in the USA.

Topics for sub-themes

- Her flight to freedom
- Underground railway
- Role in Civil war

C. Harriet Tubman's spirituality was a central force of her life and led her to help countless others: the enslaved, the sick, the aged, the disabled, and those less fortunate.

Topics for sub-themes

- Spirituality
- Helping her family and others escape
- Nursing/healing
- Humanitarian work (educational aid, home for aged)

D. Harriet Tubman's actions influenced others in both the United States and Canada and over time she has come to be seen as an international symbol of the struggle for freedom and human dignity.

Topics for sub-themes

- international role

- influence on important people in her time
- how her story has been told through the years

7. Other Points

In the wide-ranging discussion around themes, some other important ideas emerged:

- While Harriet Tubman should be identified as an African-American, her significance is not just of interest to African-Americans. Her significance and relevance is universal, and extends beyond the United States.
- In all communications related to Harriet Tubman, care needs to be taken about the use of language and images. Different audiences can perceive the same words and pictures differently. For example, consider the perceptions related to the word “enslaved” vs. that of “slave”. Similarly, there will be a different reaction if the image of a man running through the woods is described as a ‘runaway slave’ or as a ‘freedom seeker’.
- The research on resources associated with Harriet Tubman is challenging since few sites are extant, much of her activity was ‘secret’ and therefore undocumented, and also because she covered so much territory. There is a need for everyone to collaborate on the research study and share what they know. Over the next few years, a number of books about Harriet Tubman will be published which will add to the information available. Unfortunately, some of the authors are unwilling to share their research prior to publication.
- The NPS is still busy with the research phase of the study. It has not yet evaluated sites or made any recommendations regarding designation. Several alternatives will be considered before any recommendations are made.
- The NPS does not decide on designation of a NPS unit. The NPS does a professional study and makes recommendations to Congress, but ultimately NPS units are designated through the political process.
- Workshop participants requested copies of the legislation authorizing the Harriet Tubman Special Resource Study and a list of the Congressional committees that would be involved in reviewing the recommendations.
- The NPS staff asked all participants to help flesh out the historical chronology, and resource lists that had been drafted.

8. Conclusion

At the end of the workshop, participants expressed satisfaction that the primary themes taking shape were different than what people normally think of Harriet Tubman. They were pleased that untold stories were coming to the forefront and looked forward to the remainder of the study.

Chronology of Harriet Tubman's Life

*Courtesy of Kate Clifford Larson,
<http://www.harriettubmanbiography.com/>*

- 1785–1790 Harriet Tubman's parents, Ben Ross and Harriet "Rit" Green were born probably during this period in Dorchester County, Maryland. Both are enslaved, but by different masters. Ben is owned by Anthony Thompson; Rit is enslaved by Atthow Pattison.
- 1797 Atthow Pattison died and left Rit to his granddaughter, Mary Pattison.
- 1800 Mary Pattison married Joseph Brodess of Bucktown, Maryland.
- 1801 Edward Brodess was born to Mary and Joseph Brodess.
- 1802 Joseph Brodess probably died this year
- 1803 Mary Pattison Brodess married widower Anthony Thompson of Church Creek.
- 1808 Ben and Rit marry about this time.
- 1810 Mary Pattison Brodess Thompson probably died during this year, leaving young Edward under the guardianship of his step-father, Anthony Thompson.
- 1822 Araminta "Minty" Ross, later known as Harriet Tubman, was born, probably in February or early March on Anthony Thompson's plantation, located in the Peter's Neck district along the Big Blackwater River, south of Tobacco Stick (now called Madison) in Dorchester County.
- 1823–1824 Edward Brodess moved to his ancestral property on Greenbriar Road in Bucktown. He married Eliza Ann Keene in March, 1824. They had eight children over the next twenty years.
- 1828–1835 Young Araminta was hired out by Brodess to various other masters.
- 1834–1836 Araminta was struck on the head by an iron weight, nearly killing her. She suffered from serious side effects from this head injury for the rest of her life.
- 1836 Anthony Thompson died.

- 1836–1842 Tubman was hired out to John T. Stewart of Tobacco Stick (now Madison).
- 1840 Ben Ross was given his freedom through a provision in Thompson's will.
- 1844 Araminta probably married freeman John Tubman this year. She took the name Harriet at this time.
- 1847–1849 Harriet Tubman hired herself out to Dr. Anthony C. Thompson, Anthony Thompson's son.
- 1849 Edward Brodess died in March, leaving his widow Eliza encumbered with debt. Harriet Tubman ran away from slavery sometime during the late fall after hearing she might be sold.
- 1850 The Fugitive Slave Act was passed. Tubman conducted her first rescue mission by helping her niece, Kessiah, and Kessiah's two children, James Alfred and baby Araminta, escape.
- 1851–1852 Tubman assisted several other individuals escape enslavement on the Eastern Shore, including her brother Moses. When she returns to Dorchester County in the fall of 1851 to bring her husband John to Philadelphia with her, he refuses. He has remarried and moved on with his life.
- 1854 Tubman finally succeeds in rescuing her brothers on Christmas Day, bringing them to freedom in Philadelphia and then St. Catharines, Ontario, Canada. By now Harriet has attracted the attention of abolitionists and Underground Railroad operators Thomas Garrett, William Still, Lucretia Mott, and others.
- 1855–1860 Tubman made several more trips to the Eastern Shore of Maryland, trying to bring away another sister, Rachel, and Rachel's children, Ben and Angerine. Though she was unsuccessful, she did bring away other friends and relatives, many of whom settled in Canada. Altogether, Tubman brought to freedom about 70 individuals in approximately 13 trips, though she gave important instructions to scores more who found their way to freedom on their own.
- 1857 Tubman brought away her aged parents from Caroline County, Maryland, when she learned her father was at risk of arrest for aiding slaves to run away.

- 1858 In April, Harriet Tubman met John Brown at her home on North Street in St. Catharines, Ontario, Canada. She remained a vital supporter of Brown's plans for an armed attack in the South.
- 1859 John Brown's Virginia raid ended in failure in October. Tubman purchased a home and seven acres of land from William H. Seward, President Lincoln's future Secretary of State, in Fleming (on the outskirts of Auburn), New York, in May. It was during this year that Tubman became more publicly active, particularly in Boston where she gave many lectures as a heroic Underground Railroad operator.
- 1860 Tubman was involved in the dramatic rescue of fugitive slave Charles Nalle in Troy, New York.
- 1861 The Civil War starts with the firing of Fort Sumter in Charleston Harbor in April.
- 1862–1865 Tubman worked as a cook, nurse, laundress, teacher, scout, and spy for the Union Forces stationed in the Hilton Head district in South Carolina, and in Florida.
- 1863 Under the command of General James Montgomery, Tubman became the first woman to lead an armed raid. On June 2, she led Montgomery's forces, the 2nd South Carolina, up the Combahee River, where they routed rebel forces, freed over 700 slaves, and burned buildings, crops, and stockpiles of munitions and food.
- 1865 The Civil War ended and President Lincoln was assassinated in April. Tubman was hired to provide nursing service to wounded soldiers at Fortress Monroe in Hampton, Virginia. On her way home to New York, she was violently thrown from a passenger train by a racist conductor, becoming severely injured.
- 1867 John Tubman, Harriet's husband, was murdered on a country road near his home in Dorchester County by Robert Vincent after a dispute.
- 1869 Sarah Bradford published her first biography called, "Scenes in the Life of Harriet Tubman." Harriet married Nelson Davis at Central Presbyterian Church in Auburn.
- 1871 Ben Ross, Tubman's father, may have died this year.

- 1873 Tubman became involved in a mysterious gold swindle, perpetrated by two con men, which left her badly beaten but her reputation still intact.
- 1880 Rit died. Tubman continued to farm her seven acre property and run a small brick-making business with Davis.
- 1886 Sarah Bradford published her second biography of Tubman, "Harriet Tubman, The Moses of Her People."
- 1888 Nelson Davis died of tuberculosis.
- 1890s Tubman became more actively involved in the suffrage movement, attending both black and white suffrage conventions.
- 1896 Tubman purchased the 25-acre parcel next to her property to establish a home and hospital for indigent, aged, and sick African Americans.
- 1903 Tubman transferred ownership of the 25-acre property to the AME Zion Church.
- 1908 The Harriet Tubman Home was opened by the AME Zion Church.
- 1913 Tubman died on March 10 and was buried next to her brother, William Henry Stewart, at Fort Hill Cemetery in Auburn, NY.
- 1944 The Liberty Ship S.S. Harriet Tubman was launched at a South Portland, Maine shipyard.

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