

**FREEDOM**



**HARRIET  
TUBMAN**

**UNDERGROUND  
RAILROAD BYWAY**



**Corridor Management Plan**

**May 2012**

Prepared by



PENNSYLVANIA

MARYLAND

NEW JERSEY

White Clay Creek State Park

NEW CASTLE COUNTY

Lums Pond State Park

Chesapeake Bay

Middletown Odessa

DELAWARE  
MARYLAND

Smyrna

Bombay Hook National Wildlife Refuge

Delaware Bay

Bay

Cheswold

Dover

KENT COUNTY

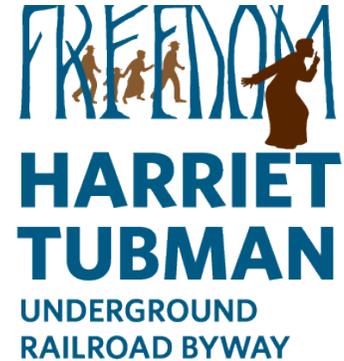
Little Creek Wildlife Area

Ted Harvey Wildlife Area



Sandtown

**The Harriet Tubman Underground Railroad Byway – Delaware  
Corridor Management Plan (CMP)**



**A Partnership of:**  
Delaware Department of Transportation  
Underground Railroad Coalition  
Federal Highway Administration

**Prepared by:**



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**CMP Completion - 2012**

## Acknowledgements

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City of Wilmington  
City of Delaware City  
Delaware Department of Natural Resources and Environmental Control  
Delaware Department of Transportation (DelDOT)  
Delaware Development Office of Tourism  
Delaware Division of Historical and Cultural Affairs  
Delaware Greenways  
Delaware Historical Society  
Delaware State University  
Downtown Dover Partnership  
Friends of Historic Camden  
Greater Wilmington Convention and Visitors Bureau  
Harriet Tubman Underground Railroad Byway – Maryland  
Historic Odessa Foundation  
Kent County  
Kent County Tourism  
Main Street Dover  
New Castle County  
Smyrna Opera House  
Town of Camden  
Town of New Castle  
Town of Port Penn  
Town of Smyrna  
Town of Middletown  
Town of Odessa  
Underground Railroad Coalition of Delaware  
University of Delaware  
Wilmington Friends Meeting*

## Table of Contents

Executive Summary .....	i
1.0 Introduction to the Corridor Management Plan .....	1
2.0 Vision, Mission, Goals and Strategies.....	22
3.0 Intrinsic Resource Assessment .....	29
4.0 Background Conditions .....	76
5.0 Conservation, Preservation and Protection of Resources .....	129
6.0 Public Participation Plan and Byway Organizational Management .....	145
7.0 Tourist Amenities .....	150
8.0 Promotion, Economic Development and Marketing.....	154
9.0 Funding and Financing.....	163
10.0 Action Plan and CMP Implementation .....	171
11.0 Wayfinding, Interpretation, Gateways and Signage .....	198
Definitions and Acronyms .....	207
References.....	213
Appendix.....	215

## Figures and Tables

### FIGURES

Figure 1	Corridor Limits Map.....	2
Figure 2	Project Study Area (Segment 1).....	3
Figure 3	Project Study Area (Segment 2).....	4
Figure 4	Project Study Area (Segment 3).....	5
Figure 5	Project Study Area (Segment 4).....	6
Figure 6	Intrinsic Resources (Project Study Area).....	32
Figure 7	Intrinsic Resources (Segment 1) .....	33
Figure 8	Intrinsic Resources (Segment 2) .....	34
Figure 9	Intrinsic Resources (Segment 3) .....	35
Figure 10	Intrinsic Resources (Segment 4) .....	36
Figure 11	Total Roadway Lanes (Project Study Area).....	78
Figure 12	Total Roadway Lanes (Segment 1) .....	79
Figure 13	Total Roadway Lanes (Segment 2) .....	80
Figure 14	Total Roadway Lanes (Segment 3) .....	81
Figure 15	Total Roadway Lanes (Segment 4) .....	82
Figure 16	Posted Speed Limits (Project Study Area).....	83
Figure 17	Posted Speed Limits (Segment 1) .....	84
Figure 18	Posted Speed Limits (Segment 2) .....	85
Figure 19	Posted Speed Limits (Segment 3) .....	86
Figure 20	Posted Speed Limits (Segment 4) .....	87
Figure 21	Roadway Functional Classification.....	89
Figure 22	Designated Truck Routes .....	90
Figure 23	2009 Roadway AADT (Project Study Area) .....	91
Figure 24	2009 Roadway AADT (Segment 1) .....	92
Figure 25	2009 Roadway AADT (Segment 2) .....	93
Figure 26	2009 Roadway AADT (Segment 3) .....	94
Figure 27	2009 Roadway AADT (Segment 4) .....	95
Figure 28	2005 Roadway Level of Service (LOS) (Project Study Area) .....	97
Figure 29	2005 Roadway LOS (Segment 1) .....	98
Figure 30	2005 Roadway LOS (Segment 2) .....	99
Figure 31	2005 Roadway LOS (Segment 3) .....	100
Figure 32	2005 Roadway LOS (Segment 4) .....	101
Figure 33	Roadway Width (Project Study Area) .....	103
Figure 34	Existing Land Use (Project Study Area) .....	108
Figure 35	Existing Land Use Map (Segment 1) .....	109
Figure 36	Existing Land Use Map (Segment 2) .....	110
Figure 37	Existing Land Use Map (Segment 3) .....	111
Figure 38	Existing Land Use Map (Segment 4) .....	112
Figure 39	2009-2011 Crash Frequency.....	119
Figure 40	2009-2011 Bicycle Related Crashes .....	120
Figure 41	2009-2011 Pedestrian Related Crashes.....	121
Figure 42	Statewide Bicycle Routes.....	124
Figure 43	Public Transit Routes.....	128

## **TABLES**

Table 1-1	NSBP Criteria Location in the HTURB CMP.....	10
Table 3-1	HTURB Intrinsic Resource List.....	38
Table 4-1	General Roadway Design Characteristics.....	77
Table 4-2	Annual Weather Averages for the Corridor .....	102
Table 4-3	Historic Bridge(s) Along the HTURB .....	105
Table 4-4	Accessibility Rating of Intrinsic Resources.....	106
Table 4-5	Historical Markers Located Along the HTURB.....	115
Table 4-6	Planned Roadway Projects, FY2009 - 2014 CTP.....	122
Table 4-7	Planned Roadway Projects, FY2011 - 2016 CTP.....	122
Table 6-1	March 2011 Focus Group Meetings.....	146
Table 6-2	November 2011 Focus Group Meetings.....	146
Table 9-1	Potential Funding and Financing .....	169
Table 10-1	Comprehensive HTURB Action Plan.....	173
Table 10-2	Responsible Parties .....	191
Table 10-3	Potential Funding Sources .....	193
Table 10-4	Action Plan Prioritization List.....	196



Photo Credit: David Ames

**FREEDOM**  
**HARRIET**  
**TUBMAN**  
**UNDERGROUND**  
**RAILROAD BYWAY**

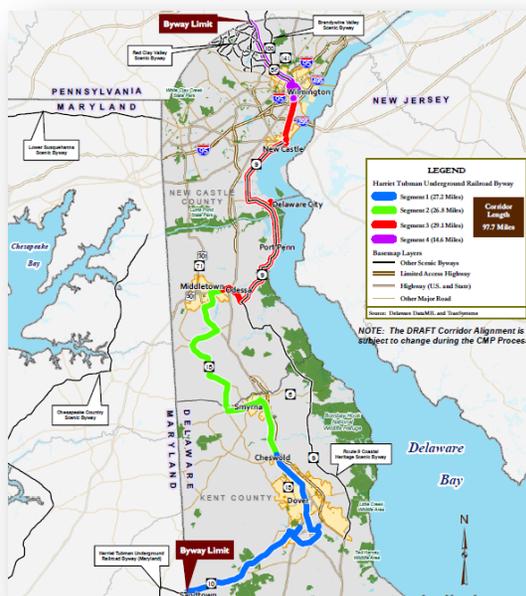
## Executive Summary

### Purpose of the Corridor Management Plan

The path on which thousands of slaves escaped to freedom before the Civil War, the Harriet Tubman Byway memorializes one of the most significant events in African American history and the American Civil Rights movement. The Harriet Tubman Underground Railroad Byway (HTURB) Corridor Management Plan (CMP) is intended to provide a collection of information that will assist in the preservation, promotion, interpretation, enhancement and management of the intrinsic resources found throughout the HTURB corridor. This CMP will attempt to foster economic development, continued research and set a clear course for future actions (projects) within the HTURB communities.

### Location of the HTURB

(See Figure I for More Details)



### The Corridor Story

Before the American Civil War, enslaved African Americans struggled to liberate themselves from bondage by fleeing their enslavers and the communities that denied them their liberty. Though enslaved people had been escaping from slavery for centuries before the Civil War, the network of people, places and modes of transportation aiding in their flight became known as the “Underground Railroad” [UGRR]. Delaware was a critical, but dangerous gauntlet to freedom. Harriet Tubman, one of the most famous Underground Railroad “conductors” in American history, traversed the landscapes found along this Byway throughout the 1850s during her daring rescue missions into Maryland to liberate her family.

### What is the Harriet Tubman Underground Railroad Byway?

Inspired by the recorded movements and contacts made by Harriet Tubman in Delaware, the route includes sites and pathways associated with Harriet Tubman, as well as sites and

pathways associated with other documented Underground Railroad travelers and conductors. The Delaware route also highlights sites of abolitionist activities and legal actions, as well as landscapes that help modern travelers to envision the 19th century landscape through which these brave people moved.

### **Harriet Tubman Centennial (2013)**

The year 2013 will mark the 100<sup>th</sup> anniversary of the passing of Harriet Tubman. Her life and legacy will be celebrated throughout the world and specifically along the HTURB in Delaware. The following list of short-term action items reflect the expected rise in related tourism along the Maryland and Delaware HTURB, and serve to assist in the rapid development of some simple, but effective programs to meet the anticipated tourism requests.

### **Short-Term (2012 – 2014) Priority Action Items**

Section 10.0 of this CMP provides much greater detail regarding the Action Plan for short-term, long-term and on-going activities. This section will present a summary of the key short-term (0 to 2 years after CMP completion) action items that were outlined by the public and the HTURB Steering Committee during the development of this CMP (2010 through 2012). The short-term action items are proposed as priority actions to harness the 2013 Harriet Tubman Centennial events and opportunities.

1. Develop a Corridor Management Entity (CME) or similar Byway organization and associated Bylaws to provide leadership and direction for the Byway
2. Seek funding to continue hosting and updating the HTURB website ([www.harriettubmandelaware.com](http://www.harriettubmandelaware.com))
3. Develop and promote walking tours along the Byway particularly in the communities of Camden, Dover, New Castle, Delaware City and Wilmington.
4. Coordinate and cross promote with the Maryland HTURB, National Park Service, the Underground Railroad Coalition and tourism agencies
5. Create promotional material (electronic and hard-copy) to promote and educate travelers and potential travelers about the HTURB
6. Develop bike trail educational and informational materials for the Industrial Tract Trail and others as prioritized or identified
7. Coordinate with Delaware Greenways and other Delaware Byway entities for promotional opportunities and event coordination
8. Develop and install Byway-related gateways, interpretive displays and wayfinding signs
9. Form a marketing and promotions committee
10. Support efforts to utilize and improve Brecknock Park for the benefit of the HTURB
11. Develop a Wayfinding and Interpretation Plan including a full sign inventory
12. Promote bus tours along the Byway
13. Continue to research and develop the corridor story and affiliated stories
14. Create a HTURB itinerary publication
15. Support the efforts of the historical organizations and groups along the Byway, such as the Camden Historical Society

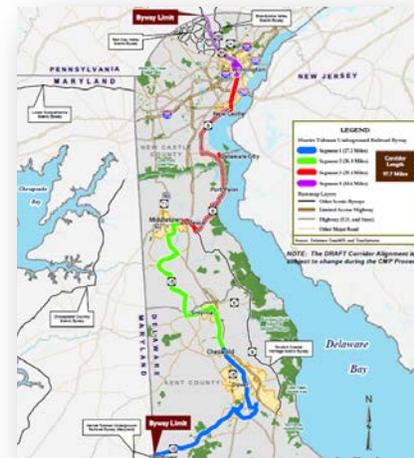
## Chapter 1.0 Introduction to the Harriet Tubman Underground Railroad Byway (HTURB) Corridor Management Plan (CMP)

The Harriet Tubman Underground Railroad Byway (HTURB) Corridor Management Plan (CMP) is intended to provide a collection of information that will assist in the preservation, promotion, interpretation, enhancement, and management of the intrinsic resources found throughout the HTURB corridor. This CMP will attempt to foster economic development, continued research, and set a clear course for future actions (projects) within the HTURB communities. This CMP is an extension of the people – the people of the HTURB. The diverse goals and wishes of the many communities along the corridor have been assembled and unified in this CMP, to give a common voice that will be heard and understood for years to come.

Throughout the CMP are brown text-boxes (see National Scenic Byway CMP Point #1 below) that call-out the section of the CMP that addresses one of the 17 points or criteria required by the National Scenic Byways Program (NSBP) for a CMP to be eligible for All-American Road (AAR) – the intent of this CMP (see Section 1.3 for more details).

### 1.1 Corridor Limits

The HTURB corridor is approximately 98 miles in length travelling through the State of Delaware. For the purpose of this CMP the corridor is divided into four (4) main segments and travels from Sandtown (where it meets the terminus of the Maryland Harriet Tubman Underground Railroad National Scenic Byway) in the southwestern part of Delaware, north to Wilmington, and beyond to the Delaware/Pennsylvania border. The corridor passes through the communities of Sandtown, Camden, Dover, Smyrna, Clayton, Townsend, Middletown, Odessa, Port Penn, Delaware City, New Castle, Wilmington and Centerville. The corridor limits are displayed on Figure 1.



### National Scenic Byway CMP Point #1

A map identifying the corridor boundaries, location, intrinsic qualities and land uses in the corridor.

The corridor has been divided into four (4) main segments in an effort to make the mapping and narrative sections of this CMP more manageable and detailed. The individual segment maps are displayed in Figures 2 through 5. The maps/figures provide a detailed perspective of the corridor as it travels through the State of Delaware.



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

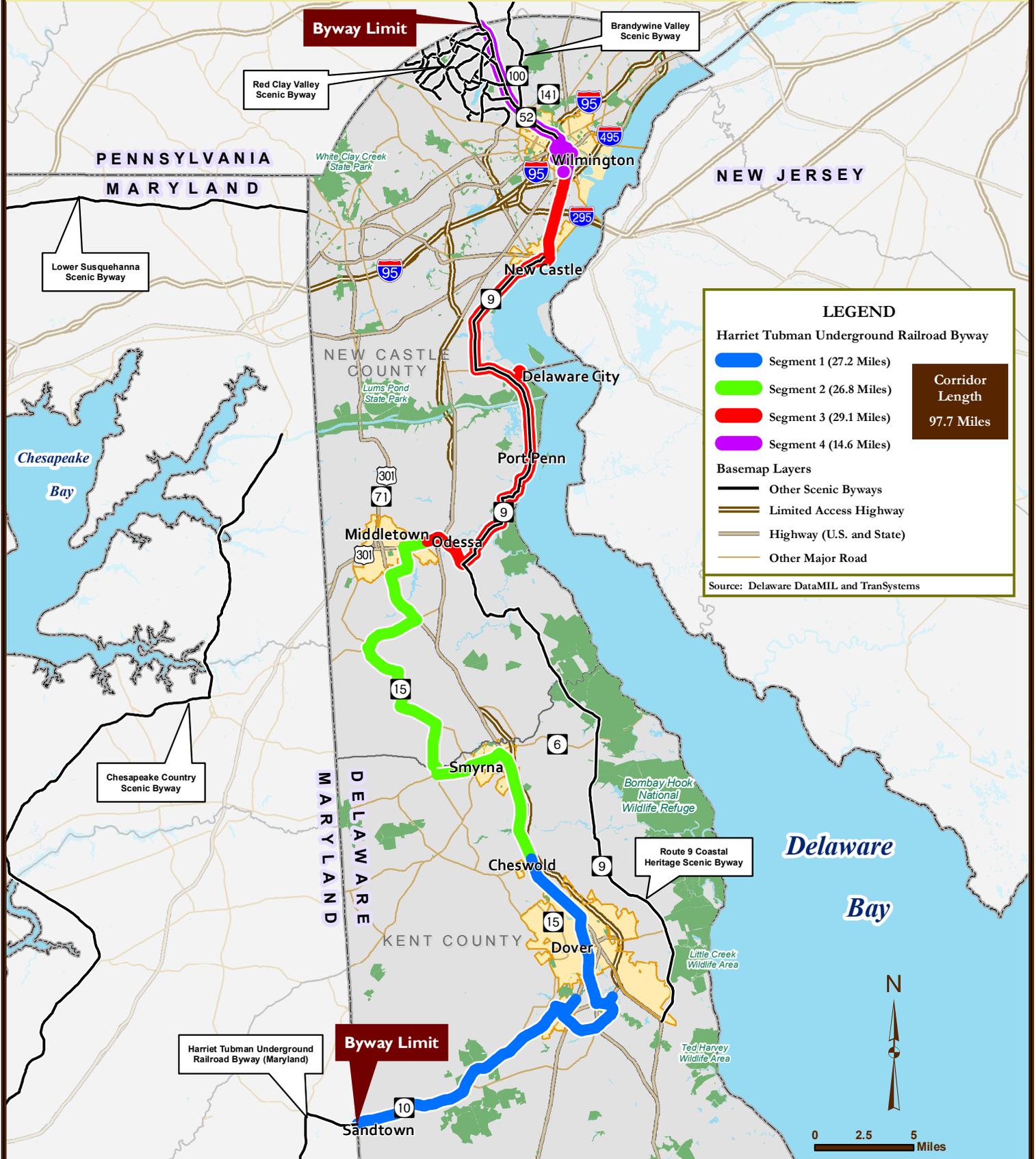
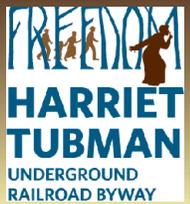


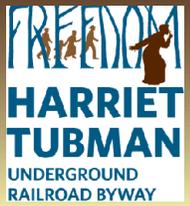
Figure 1: Corridor Limits Map





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware



**LEGEND**

Harriet Tubman Underground Railroad Byway

- Segment 1 (27.2 Miles)
- Segment 2 (26.8 Miles)
- Segment 3 (29.1 Miles)
- Segment 4 (14.6 Miles)

**Corridor Length**  
97.7 Miles

**Basemap Layers**

- Other Scenic Byways
- Limited Access Highway
- Highway (U.S. and State)
- Other Major Road

Source: Delaware DataMIL and TranSystems

**INSET B**

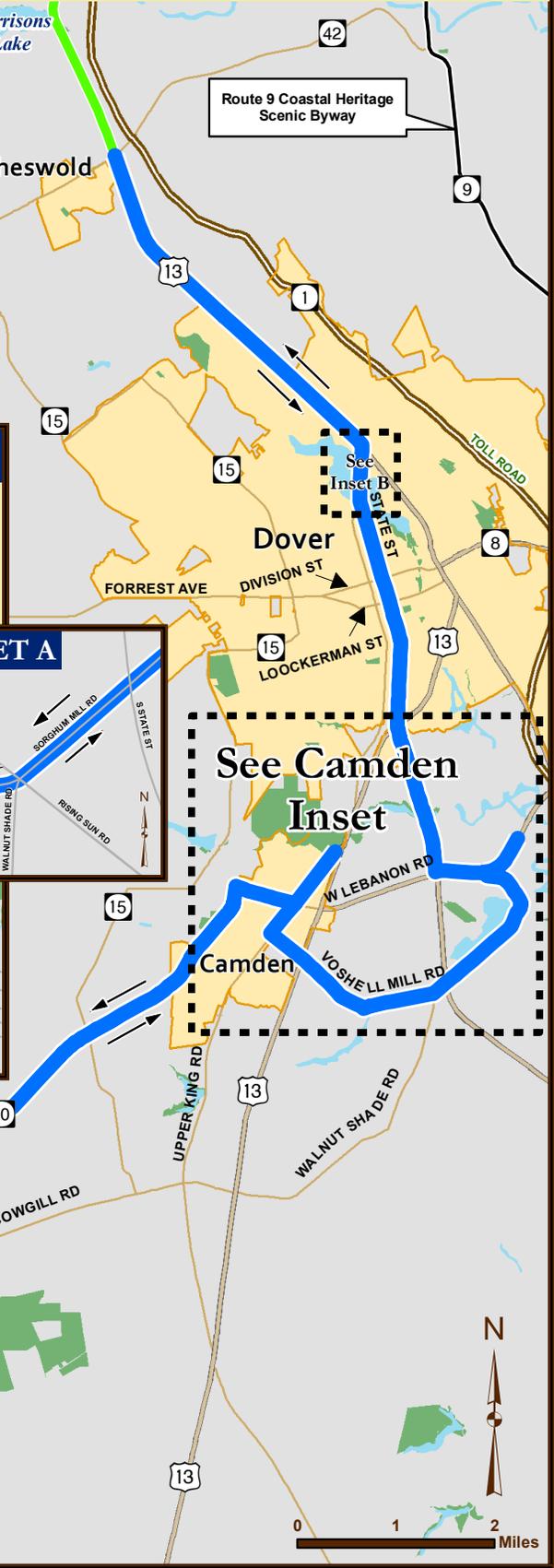
Dover  
Silver Lake  
Garrison's Lake  
DOVER LEIPSIK RD  
N STATE ST  
WALKER RD

**CAMDEN INSET**

Dover  
Camden  
Brecknock Park  
Tidbury Creek Park  
DOVER LEIPSIK RD  
N STATE ST  
WALKER RD  
SOUTH STATE ST  
EAST LEBANON RD  
SO RICHMOND RD  
LOCUST GROVE RD  
W LEBANON RD  
VOSHILL MILL RD  
LOCKERMANN ST  
DIVISION ST  
FORREST AVE  
WALNUT SHADE RD  
UPPER KING RD  
HENRY COWGILL RD

**INSET A**

VOSHILL MILL STAR HILL RD  
SORGHUM MILL RD  
RISING SUN RD  
WALNUT SHADE RD



**HTURB TRAVEL DIRECTION**

- Two-Way Byway Direction
- NB Northbound One-Way Byway Direction
- SB Southbound One-Way Byway Direction

Figure 2: Project Study Area (Segment 1)



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

Delaware

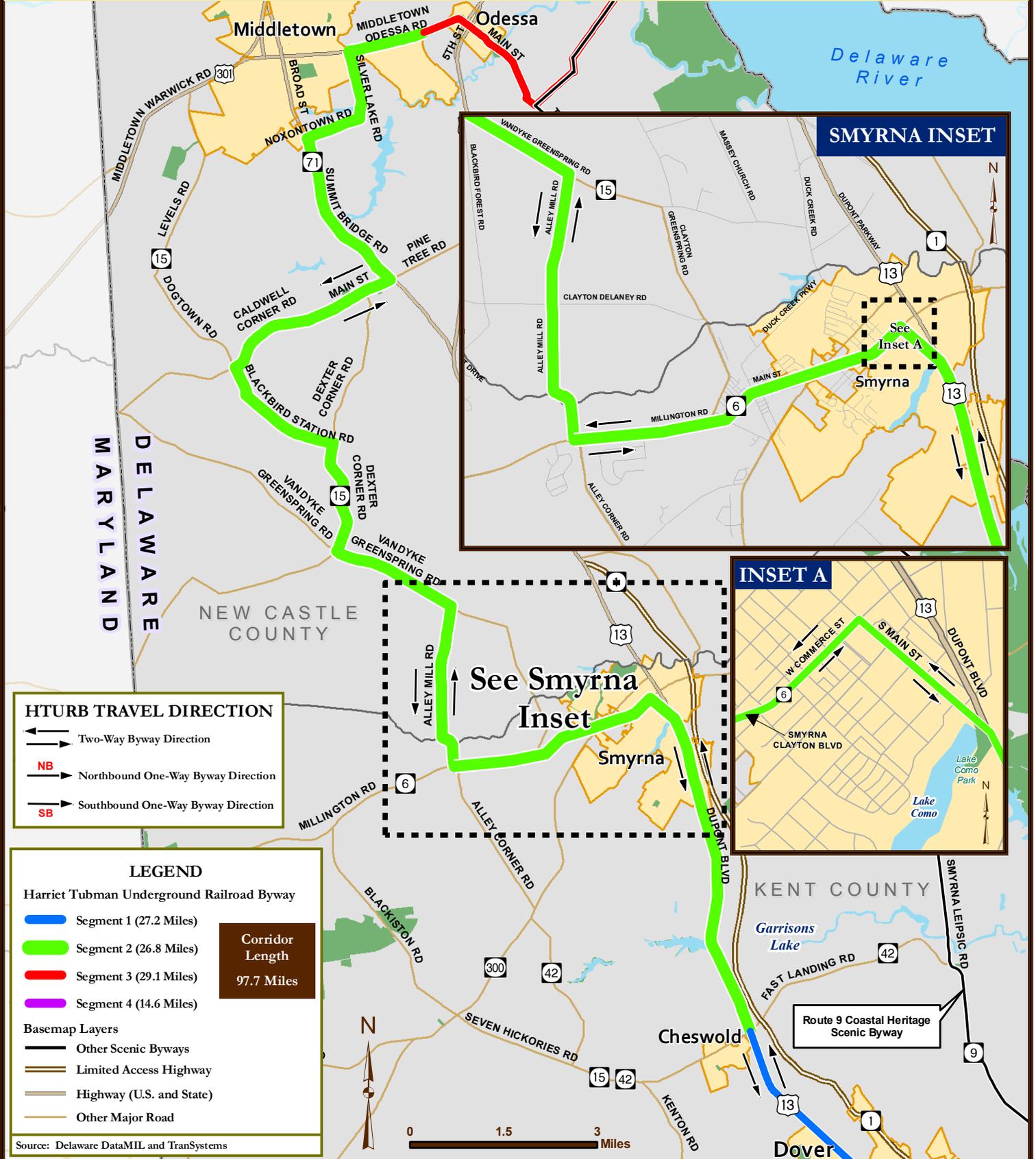
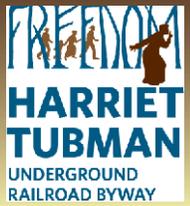


Figure 3: Project Study Area (Segment 2)



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

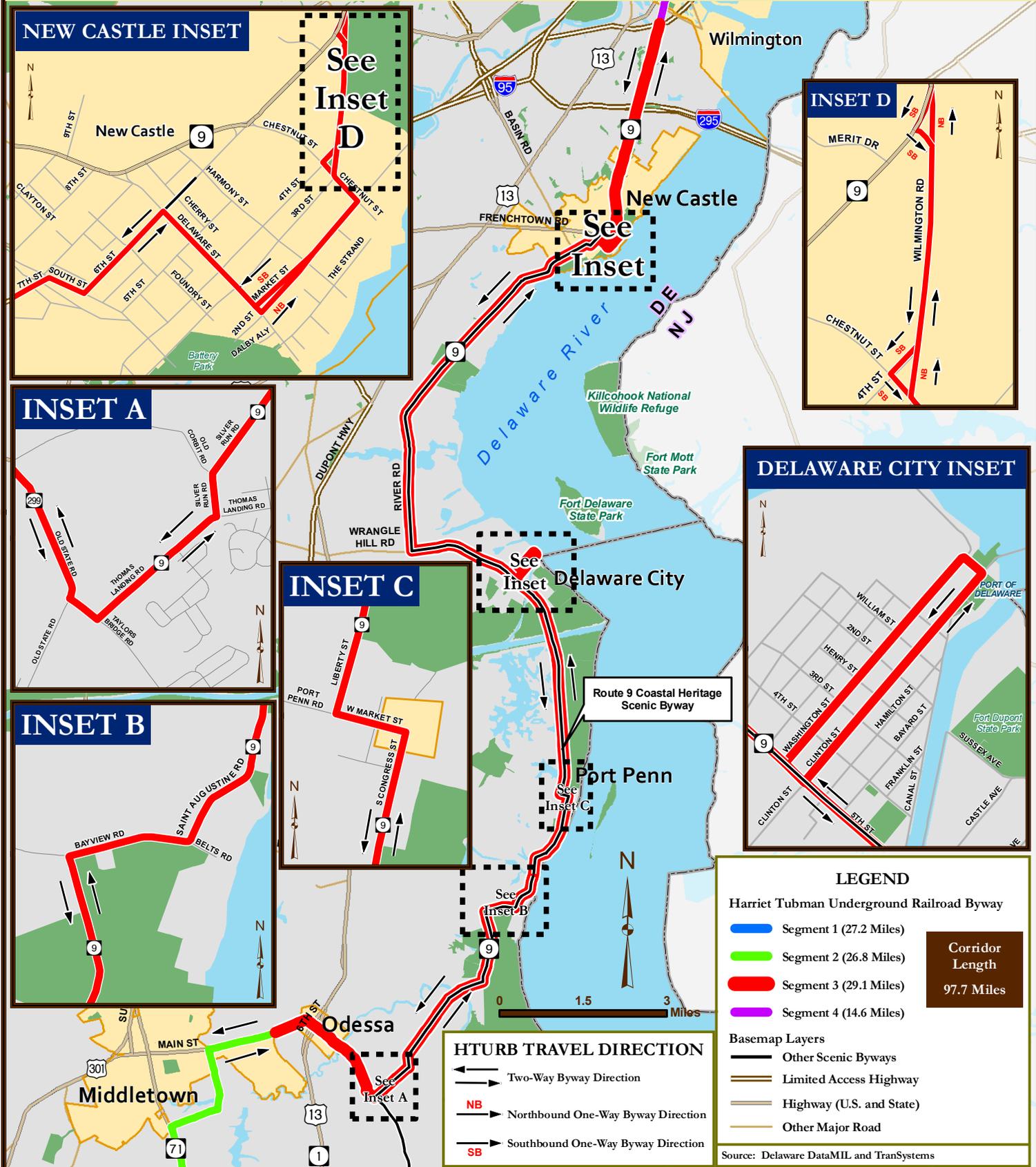
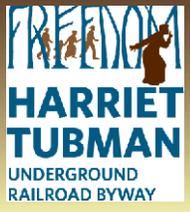


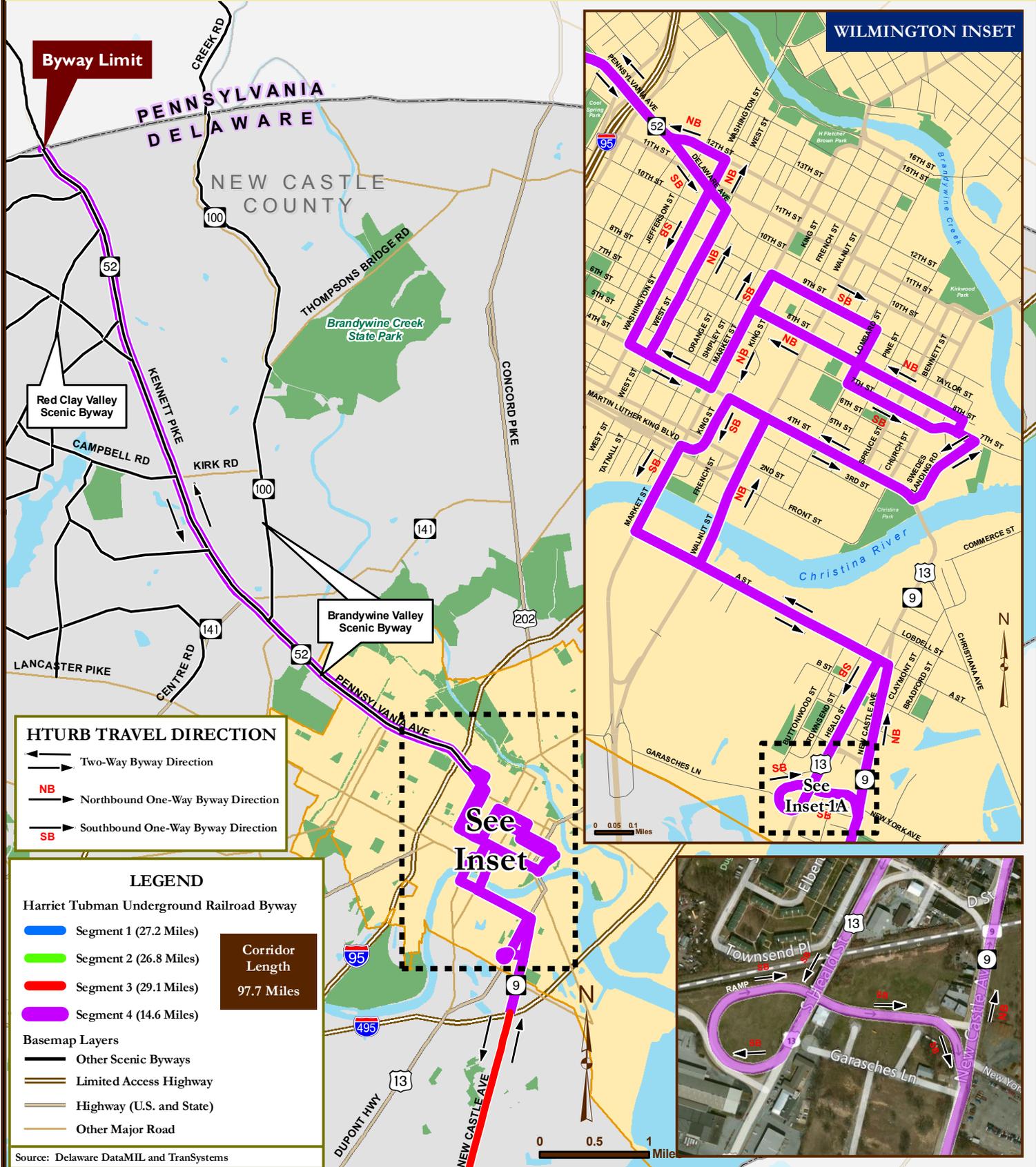
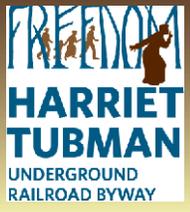
Figure 4: Project Study Area (Segment 3)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware



Source: Delaware DataMIL and TranSystems



Figure 5: Project Study Area (Segment 4)

## 1.2 Stakeholders

The HTURB has an extensive and diverse group of vested, interested and concerned stakeholders. These include citizens, business owners, government and other public agencies, religious entities, private entities and others. In an effort to include and coordinate with as many entities as possible the following groups (discussed below) were coordinated with throughout the development of the CMP.

### 1.2.1 Steering Committee

The Steering Committee, which formed in the early stages of the CMP development (2010), acted as an advisory committee to assist in research, implementation, review and approval of all documents and deliverables. The Steering Committee was comprised of a variety of individuals including Underground Railroad (UR) Coalition members, concerned citizens, business owners, government agency staff, college/university professors, tourism leaders and entities, neighborhood organizations, DeIDOT staff, and other vested interests.

### 1.2.2 Focus Groups

The Focus Groups were composed of individuals from communities along the corridor that had a vested interest in the Scenic Byway and offered insight related to the community's wishes and direction for the development of the CMP. The purpose of the Focus Group was to provide the CMP development project team (DeIDOT, Steering Committee and Consultants) with direction and insight. The Focus Groups contained individuals that were experts about the HTURB, its communities, the corridor story and the intrinsic resources that are within the corridor.

During the development of this CMP there were two (2) series of Focus Group meetings held along the corridor in March 2011 and November 2011. Each series of Focus Group meetings included seven (7) individual Focus Group meetings located in the following communities along the Byway corridor:

- Camden
- Dover
- Smyrna
- Delaware City
- Odessa
- New Castle
- Wilmington

The Focus Group meetings allowed attendees to review the CMP and associated sections. Maps, data, and other important sections of the CMP were reviewed and discussed to allow for comments and revisions. Interactive

**Be a Part of Something Great!**

Join us for a Focus Group meeting to provide input and comments on the Harriet Tubman Underground Railroad Byway Corridor Management Plan (CMP) in your community.

**Project Purpose**

The Focus Group meeting will provide an opportunity for you to contribute your thoughts and ideas for the development and future of Delaware's Harriet Tubman Underground Railroad Byway. The CMP will develop a vision with goals and strategies for the future preservation, promotion, and enhancement of the Byway and its communities.

**Focus Group Meeting Details**

There will be two (2) series of Focus Group meetings scheduled for March 2011 and October 2011. Each series of Focus Group meetings will include seven (7) individual Focus Group meetings.

You are invited to attend the Focus Group meeting of your choice, listed in the sidebar to the right.

For more information, please contact:

- Annamay Decker, (302) 760-2114, [annamay.decker@state.de.us](mailto:annamay.decker@state.de.us)
- Carol Truppi, (302) 760-2128, [carol.truppi@state.de.us](mailto:carol.truppi@state.de.us)

Visit our website at [www.harriettubmandelaware.com](http://www.harriettubmandelaware.com).

**Meeting Dates and Times**

**Monday, March 28**

Wilmington - Greater Wilmington Convention and Visitors Bureau  
100 West 10th Street, Wilmington  
2:00pm - 3:30pm

Delaware City - Delaware City Library  
250 5th Street, Delaware City  
7:00pm - 8:30pm

**Tuesday, March 29**

Odessa - Historic Odessa Bank  
201 Main Street, Odessa  
10:30am - Noon

New Castle - New Castle Courthouse Museum  
211 Delaware Street, New Castle  
2:00pm - 3:30pm

Smyrna - Smyrna Opera House  
7 W. South Street, Smyrna  
6:30pm - 8:00pm

**Wednesday, March 30**

Dover - Old State House  
First Floor Courtroom  
25 The Green, Dover  
4:00pm - 5:30pm

Camden - Camden Town Hall  
First Floor King Meeting Room  
1783 Friends Way, Camden  
7:00pm - 8:30pm

DeIDOT DELAWARE BYWAYS

exercises were utilized to elicit comments and discussion by the attendees, including a feedback session that was focused on the Action Plan and future implementation goals for the corridor. Detailed notes were taken by the consultant team to ensure efficient documentation of feedback.

### **1.2.3 General Public**

The general public was afforded the opportunity to review all CMP related materials to ensure that the CMP was a by-product of the communities and those with a vested interest in the corridor. The general public was provided multiple opportunities to provide input pertaining to their vision, goals, actions, and wishes for the future of the HTURB. Two (2) series of Public Workshops were held in communities along the Byway to ensure adequate public input. The Public Workshops were held in June 2011 and March 2012 in multiple locations along the Byway.

### **1.3 The Delaware Byways Program and the National Scenic Byways Program (NSBP)**

The Delaware Byways Program was developed during the 2000 legislative session after the State of Delaware General Assembly passed Senate Bill 320 authorizing the Delaware Department of Transportation (DelDOT) to develop and manage the program. Its purpose is to provide recognition to Delaware roadways possessing certain intrinsic qualities that create special visual experience to people traveling the roadways.

To date (August 2012), Delaware has six (6) state designated Scenic Byways:

- Brandywine Valley (National Scenic Byway)\*
- Harriet Tubman Underground Railroad Byway
- Lewes Byway
- Red Clay Valley Scenic Byway
- Route 9 Coastal Heritage Scenic Byway
- Western Sussex Byway

*\*Note: The Brandywine Valley Scenic Highway is also designated as a National Scenic Byway.*

*A Scenic Byway in the State of Delaware is a transportation route, which is adjacent to, or travels through an area that has particular intrinsic scenic, historic, natural, cultural, recreational or archeological qualities. It is a road corridor that offers an alternative travel route to our major highways, while telling a story about Delaware's heritage, recreational activities or beauty. It is a route that is managed in order to protect its special intrinsic qualities and to encourage appreciation and/or development of tourism and recreational resources.*



The National Scenic Byways Program (NSBP) is part of the U.S. Department of Transportation, Federal Highway Administration. The program is a grassroots collaborative effort established to help recognize, preserve and enhance selected roads throughout the United States. Since 1992, the National Scenic Byways Program has funded more than 3174 projects for state and nationally designated Byway routes in 50 states, Puerto Rico and the District of Columbia. The U.S. Secretary of Transportation recognizes certain roads as All-American Roads or National Scenic Byways based on one or more archeological, cultural, historic, natural, recreational and scenic qualities. (Source: <http://www.Byways.org>)



Scenic Byways may be designated as either a National Scenic Byway (those that represent one resource category significantly at a national level) or an All-American Road (those that significantly represent two or more resource categories). All-American Roads are the top tier of Scenic Byways in the United States, with National Scenic Byways falling under them, and State Scenic Byways falling next in line, in order of significance.

The National Scenic Byways Program (NSBP) requires that a Corridor Management Plan (CMP) meet the following fourteen (14) criteria, plus an additional three (3) criteria for those Scenic Byways that are seeking All-American Road designations, which require a total of seventeen (17) criteria.

#### ***17 Criteria of the NSBP CMP Requirements for All-American Road Designation***

1. A map identifying the corridor boundaries, location, intrinsic qualities, and land uses in the corridor.
2. An assessment of the intrinsic qualities and their "context" (the areas surrounding them).
3. A strategy for maintaining and enhancing each of those intrinsic qualities.
4. The agencies, groups, and individuals who are part of the team that will carry out the plan, including a list of their specific, individual responsibilities. Also, a schedule of when and how you'll review the degree to which those responsibilities are being met.
5. A strategy of how existing development might be enhanced and new development accommodated to preserve the intrinsic qualities of your Byway.
6. A plan for on-going public participation.
7. A general review of the road's safety record to locate hazards and poor design, and identify possible corrections.
8. A plan to accommodate commercial traffic while ensuring the safety of sightseers in smaller vehicles, as well as bicyclists, joggers and pedestrians.
9. A listing and discussion of efforts to minimize anomalous intrusions on the visitor's experience of the Byway.
10. Documentation of compliance with all existing local, state, and federal laws about the control of outdoor advertising.
11. A plan to make sure that the number and placement of highway signs will not get in the way of the scenery, but still be sufficient to help tourists find their way. This includes, where appropriate, signs for international tourists who may not speak or read English fluently.
12. Plans of how the Byway will be marketed and publicized.

- 13. Any proposals for modifying the roadway, including an evaluation about design standards and how proposed changes may affect the Byway's intrinsic qualities.
- 14. A description of what you plan to do to explain and interpret your Byway's significant resources to visitors.

**All-American Road Criteria**

- 15. A narrative on how the All-American Road would be promoted, interpreted, and marketed in order to attract travelers, especially those from other countries. The agencies responsible for these activities should be identified.
- 16. A plan to encourage the accommodation of increased tourism, if this is projected. Some demonstration that the roadway, lodging and dining facilities, roadside rest areas, and other tourist necessities will be adequate for the number of visitors induced by the Byway's designation as an All-American Road.
- 17. A plan for addressing multi-lingual information needs.



*(Source: Federal Register: May 18, 1995 (Volume 60, Number 96, Pages 26759-26762)*

The following list provides the location within this CMP of each National Scenic Byway Program criteria:

**Table I-1: NSBP Criteria Location in the HTURB CMP**

NSBP Criteria #	Section of CMP
1	1.1
2	3.0
3	5.0
4	6.0
5	5.0
6	6.0
7	4.13
8	4.15
9	5.5
10	4.12
11	11.3
12	8.0
13	4.14
14	11.0
15	8.3
16	7.0
17	8.9

#### 1.4 Benefits of National Scenic Byway / All-American Road Designation

Scenic Byways are roads that highlight and capture the significant cultural, historic, archeological, recreational, natural, and scenic features of an area. These significant roadways provide an enjoyable experience for travelers, while providing local communities with economic development opportunities, sustainability, and tourist revenue. Designating and protecting our country's Scenic Byways is a way to preserve and enhance America's beauty and heritage for future generations to experience and enjoy. For designation as a National Scenic Byway (NSB) or All-American Road (AAR) a road must possess intrinsic qualities that are nationally or regionally significant. Once designated the Scenic Byway becomes part of the collection called America's Byways. In addition, a Corridor Management Plan (CMP) must be prepared that identifies significant intrinsic resources, potential impacts to those resources, preservation, maintenance, enhancement strategies and promotion/marketing plans. Benefits of National Scenic Byway designation include the following:



**America's Byways Locations (August 2012)**

##### ***National Recognition***

National Scenic Byway designation recognition carries with it not only a heightened awareness of the corridor as one of the premier corridors in the country, but also recognition of the entities, Stakeholders, agencies, organizations, businesses, and communities that worked so hard to achieve designation. Identification of the route on local, state, and federal maps can lead to more tourism opportunities for the area. National Scenic Byway designation also provides recognition through international and national marketing and promotional opportunities via the National Scenic Byways Program website and marketing literature, as well as local, state and national tourism entities and their collective marketing/promotion information. It is also anticipated that the HTURB corridor group will develop marketing and promotional materials in the future to continue the recognition and promotion of the corridor.

##### ***Increased Pride***

National Scenic Byways are a source of local community pride and provide a chance for citizens to showcase the beauty and unique qualities of their region. This CMP provides a way for Stakeholders to determine what they prefer to highlight and enhance in their communities. It also identifies methods of preservation for intrinsic resources while encouraging thoughtful and sustainable growth and development. National Scenic Byway designation is a means to a communal goal. It provides a network opportunity for like-minded individuals in all of the communities along the corridor to come together and share a voice for the good of the corridor and its resources.

##### ***Increased Funding Opportunities***

State and National Scenic Byway designation will help the Harriet Tubman Underground Railroad Byway become eligible for federal funds, as well as other funding sources and potential partnership opportunities that may not have been available otherwise.

For further information on funding please refer to Chapter 9.0 of this CMP.

### 1.5 Corridor Story

Before the American Civil War, enslaved African Americans struggled to liberate themselves from bondage by fleeing their enslavers and the communities that denied them their liberty. Though enslaved people had been escaping from slavery for a long time before the Civil War, the network of people, places, and modes of transportation aiding in their flight became known as the “Underground Railroad” (UGRR), after the then newly built railroad system of the late 1820s. As a slave state bordering the free states of Pennsylvania and New Jersey, Delaware was a critical but dangerous gauntlet to freedom.

Harriet Tubman, one of the most prolific and famous Underground Railroad “conductors” in American history, traversed these landscapes throughout the 1850s during her daring rescue missions into Maryland.



Slavery was the reason the Underground Railroad existed. Despite having the smallest number of slaves of any state in the South prior to the Civil War, Delaware’s legal, social, and economic foundations stood firmly in support of the institution of slavery and aligned it with its neighboring slaveholding states. Its close proximity, however, to Free states also made it an important corridor for Virginia and Maryland freedom seekers striking for liberty further north.

The Underground Railroad was an evolving system and network of real people, places, and methods – including modes of transportation, means of disguise and deception, and other schemes of thwarting barriers to the pursuit of freedom - which facilitated and often encouraged attempts by enslaved people to escape bondage. The Underground Railroad was not a building, place or a person, although buildings, places and people were part of it. The Underground Railroad was also *movement* rooted in the evolving political, religious, moral, and personal ideologies of freedom and equality nourished by Enlightenment thought, the American Revolution and the desire of people to be free and in control of their own lives. This *movement* expanded politically and geographically over time, from isolated independent action, to organized and well-orchestrated collective efforts across great distances throughout the United States, its territories, and beyond to the Caribbean, Mexico, Canada and the larger Atlantic World. The Underground Railroad was a part of a larger Anti-Slavery and Abolition movement that had been slowly expanding throughout the late 18<sup>th</sup> century to the mid-19<sup>th</sup> century and, ultimately, it played a role in facilitating the end of American Slavery.

The Underground Railroad was a real set of paths to freedom. Individuals and groups of people tended these paths from a variety of ethnic, cultural, religious, and social backgrounds, and they were devoted to helping enslaved people find their way to freedom. They believed that slavery was wrong and that all people deserved to be free. The name “*Underground Railroad*” first appeared in the early 1820s during the development of the railroad industry and the invention of rail cars. These secret routes to freedom had been working to help slaves run away for many years before then and arguably since the first enslaved Africans landed on the shores of America. People who participated in this illegal and secret business called themselves *agents, conductors, engineers, and stationmasters*, names of positions on actual railroads. Enslaved people who were fleeing slavery are sometimes referred to as *runaway slaves, freedom seekers and self-liberators*. During the height of Underground Railroad operations in the mid 1800’s, runaway slaves were sometimes referred to as *passengers, cargo, goods, and freight*.



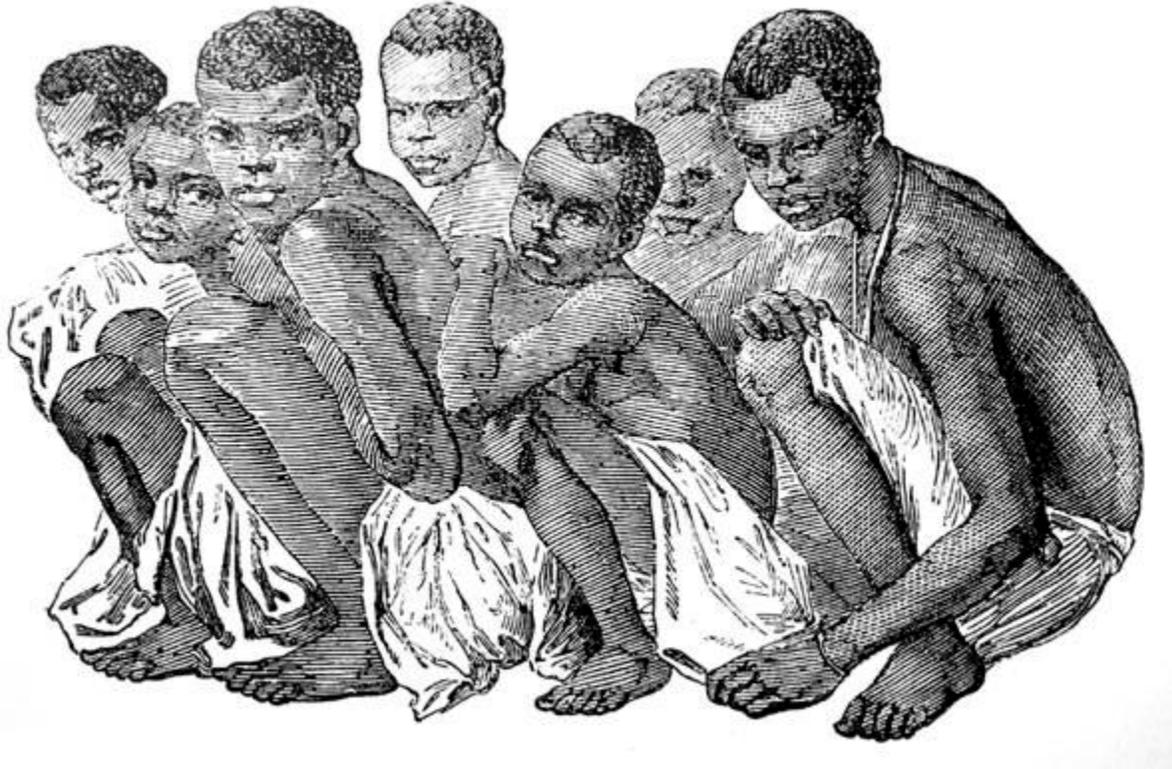
Its operations were illegal so secrecy and confidentiality were critical. The risks were enormous, particularly for self-liberators and African American Underground Railroad supporters in the slave states. Some enslaved people also acted as agents, conductors, engineers, and stationmasters, too, often at remarkable risk to themselves. Total trust and secrecy was necessary for smooth operations of the network. The threat of arrest, physical punishment, sale into slavery, or death was ever present.

North American slavery expanded slowly at first during the early years of the colonial development, but as tobacco, then rice, production exploded and demands for more labor sources increased, slave labor expanded dramatically in the Mid-Atlantic, Chesapeake Bay, and Deep South regions. By the mid-18<sup>th</sup> century, regular shipments of captured Africans and creoles from the West Indies were brought to markets along the Chesapeake, in Philadelphia, New York, and New England. Delawareans could purchase enslaved Africans from various ports along the Chesapeake, in New Castle, or in Philadelphia.

By the middle of the 1700s, many Americans relied on slave labor, particularly in the south where large farms and longer growing seasons required many workers to plant, tend, and harvest crops. After the American Revolution, however, some Americans were deeply and profoundly influenced by the ideology that, “all men are created equal.” In the decades that immediately followed the Revolution, all the northern states abolished slavery. However, in southern states, the system of slavery thrived and expanded.

Since it was illegal for slaves to flee their masters, those who did were called *fugitives* from the law, or fugitives from labor. Slave owners complained loudly to the government about the help that their runaway slaves were receiving from anti-slavery sympathizers. In 1793, the federal government passed the first Fugitive Slave Act to help enslavers in the south legally retrieve

their enslaved “property,” though it did little to stop people from fleeing. In 1850, as part of a congressional compromise to bring California into the union as a free state, the Fugitive Slave Act of 1850 was passed. This law was far more punitive than the Act of 1793, forcing northern authorities and ordinary citizens to assist in the capture and return of runaway slaves to southern masters or face steep fines and jail time if they refused. Nevertheless, these laws did not stem the tide of enslaved people running away, nor did it discourage their supporters. It just made it more dangerous.



Source: Harper's Weekly, June 2, 1860

Professional slave catchers and bounty hunters traveled the countryside, cities, and towns, chasing self-liberators for cash rewards. The payments offered by slave owners were sometimes very high, making it even more difficult for freedom seekers to escape successfully, and making it risky to trust anyone, black or white. Newspaper advertisements and wanted posters featuring information describing runaways helped identify them and enabled slave catchers to capture them.

By the 1820s, the Underground Railroad system, or network of people and places, became larger and more organized. More people began protesting the existence of slavery in the south. Though some people held strong religious beliefs that slavery was wrong, like the Quakers, people of many ideological backgrounds began working together to end slavery, and some of them participated in the Underground Railroad, too. Early Methodist churches and Quaker meeting houses dotted the landscape, providing breeding grounds for anti-slavery ideas.

By the early 19<sup>th</sup> century however, as Quakers had committed themselves to abolition, southern Methodists and Baptists were becoming more accommodating of the institution. Free

blacks in the north rebelled against this change in religious thought and began establishing their own Methodist congregations.

For slaves, the decision to escape slavery was often a difficult one. It could be a life or death decision. Fear of imminent sale precipitated many flights, but the gamble for freedom was sometimes considered worth the risks. Though some freedom seekers remained hidden within and near their old neighborhoods to be close to family and friends, a successful flight to freedom often involved leaving behind family and friends, and could mean never seeing them again.

Once slaves escaped from the homes, farms, and businesses where they were held in bondage, their chances of success depended upon many factors. Connecting with an established UGRR network was not always a guarantee of success. Runaway slaves sometimes walked all the way to freedom, but sometimes they traveled in wagons, carts, on horseback, on ships and small boats, and even on real trains. Many used their knowledge of the North Star and the use of constellations, and other natural phenomena to guide them north. This was particularly true of maritime communities such as those throughout the larger Chesapeake, Delaware, and Eastern Atlantic seaboard regions where maritime trades and networks were a daily part of life.

While some freedom seekers rested comfortably in the homes, businesses, or churches of friendly supporters, others hid in root cellars, under beds, or in attics, barns, fodder houses, icehouses, root cellars, swamps, and wooded thickets. Some wore disguises or created elaborate ruses to deceive their pursuers and enslavers. A large number of freedom seekers probably found their way to freedom without any help from Underground Railroad networks. A significant number of slaves who fled their masters were not successful; they were often caught close to their own neighborhoods, unable to find a safe haven or to get away quickly enough to elude pursuers. Some freedom seekers did not know which way to travel to freedom; and many claimed they merely stumbled upon random help during their journeys.

Sometimes, an Underground Railroad network was temporary in nature, while some persisted for years and even decades. Those who participated in this movement included individuals who offered one or more necessities such as shelter, food, medicine, money, information, disguise, or transportation.

Some people were paid for their participation in the system; boat captains, for instance, sometimes required payment for passage for freedom seekers. Some agents and conductors only needed their expenses covered. A few farmers required payment to hide or transport fugitives; some took payment to create forged passes, while others were paid for their silence.

Harriet Tubman, born Araminta Ross in 1822 in Dorchester County on the Eastern Shore of Maryland, eventually earned the name "Moses" for her exceptionally successful role as a conductor to freedom for almost 70 family and friends from the region. She was also an effective informant whose instructions aided another 70 or more who found their way to liberty on their own. In 1849, when news arrived that she could be sold, she fled her own enslavement to Philadelphia and freedom. She would spend over 10 years traveling clandestinely back and forth to Maryland to retrieve loved ones trapped in bondage. Records

documenting her passage through Delaware are in the collected writings of several Underground Railroad agents, abolitionists and interviewers who recorded her stories.

Free blacks and enslaved people stood to lose the most – their freedom, families, and sometimes their lives. Whites could be arrested, thrown in jail, and fined, but they could not be sold into slavery. Some were affected financially, like Thomas Garrett who was heavily fined for helping the Hawkins family escape in 1844.

Those who stood in opposition to the liberation of slaves in any form forced this underground system to demand loyalty, trustworthiness, and dependability. Those who stood in opposition to freedom for slaves, like slave catchers, slave patrols, local and state government officials, and slaveholders, had the law on their side. The risks in opposing such forces were enormous, and the financial and physical toll was great. Large rewards for the return of runaways guaranteed the active pursuit of freedom seekers and reinforced the power of the slave system.

The extensive Underground networks supported by Delaware activists frustrated Maryland slaveholders. During 1859 and 1860, the Maryland State Legislature passed a resolution condemning Thomas Garrett and his Underground Railroad activities. They were deeply frustrated by Garrett's public flaunting of his success in assisting well over 2,000 enslaved people flee their masters. Maryland delegates attempted to legislate the payment of a \$5,000 reward for his arrest and confinement in a Maryland jail to face charges of stealing slave property. Fortunately, the provision failed to get enough votes to pass Maryland's House and the funds were never authorized, or Garrett could have had found himself tracked relentlessly by Maryland bounty hunters.

One person, no matter how deprived and disadvantaged, has choices and can facilitate change and influence a community. Freedom is a basic fundamental experience. The history of the Underground Railroad movement embodies and underscores the value and meaning of freedom, equality, justice, self-determination, and interracial cooperation.

### **Introduction to the Delaware Byway**

The Harriet Tubman Underground Railroad Byway traces known and likely paths and places associated with the Underground Railroad and Delaware's historic connections to slavery, abolition, and the pursuit of liberty, revealing the precarious nature of Delaware's unique passages to freedom as dangerous pathways of hope and sorrow. Interpretation along the Byway will honestly and accurately portray the evolving nature of research into this topic. Whether describing the surviving oral traditions or a court trial, the visitor can expect to hear both well-documented history and tradition, interpreted to distinguish between them.

The history of the Underground Railroad in Delaware is one of the most important stories of resistance to slavery in America. Bordered by Free states to its north and east, and larger and more powerful slave states to its west and south, including Maryland and Virginia, Delaware stood at a real and virtual crossroads between slavery and freedom. As a slave state, however, Delaware's communities struggled with their place as a "middle ground" between powerful slave interests and defiant and vocal anti-slavery groups. Strident anti-slavery communities, particularly in the central and northern tiers of the state, relatively large free black communities

in all three of the state's counties, and unique physical landscape features, underscored and sustained a variety of avenues to freedom.

Today, Delaware's vast and varied landscapes, which held the promise of paths to freedom but also formidable barriers, retain some of the physical characteristics of the antebellum period. Its rich historic communities have preserved valuable oral and written traditions, carrying memories of both pain and triumph of those days long ago. These descendant communities offer visitors direct links to the past. In vivid detail, interpretation along this Byway reveals the challenges facing freedom seekers and their supporters as they struggled for freedom, equality, justice, and self-determination. Illuminating the history of slavery challenges us to confront a dark and difficult part of our nation's history. Through the lens of the Underground Railroad, the Byway is positioned to interpret the history of the pursuit of freedom within the context of slavery, leaving visitors with a feeling of hope and appreciation for our ancestors', both black and white, struggles and conflicts.

The HTUGRR Byway highlights the diversity of operation of the Underground Railroad, illustrating the network of Underground Railroad operations in areas very different in character but connected through personal relationships and established transportation corridors. Whether utilizing overland road networks or water based transportation or the actual rail lines, helping people on their clandestine journey relied on networks of contacts. Located in the central part of the state, Camden, Delaware was well situated between the major means of transport around the upper Delmarva Peninsula. Noted as home of much anti-slavery sentiment by the late 18<sup>th</sup> century, the Camden area was home to a large Quaker population with roots back to the early part of that century. Although a reasonably small place itself, Camden was surrounded by communities populated by free people of color. Like-minded individuals developed networks of connections across racial lines to assist those escaping through the Delaware landscape. This task was aided greatly by the location of Wilmington, Delaware along the main transportation routes between the south to the northeastern hubs of Philadelphia, New York and points beyond. An extensive network of connections to assist the large numbers of people coming through the area was developed with Thomas Garrett as its most forceful and vocal spokesman. He reported assisting 2400 people pass through Wilmington by the time of the Civil War. For comparison, the obituary of John Hunn, the Underground Railroad operative who was based in the vicinity of Camden, noted that he assisted fewer than 200 people traverse the central Delaware landscape from 1848 to 1862.

### **Antebellum Delaware**

Delaware planters, like their neighbors in Maryland and New Jersey, abandoned tobacco farming by the end of the 18<sup>th</sup> century for less labor-intensive seasonal agriculture based on corn and grain production. At the same time, territorial expansion into the Deep South and Southwest in part due to the introduction of cotton drove an almost insatiable demand for enslaved labor. With the banning and criminalization of the international slave trade in 1808, which made the importation of African captives illegal, the demand for enslaved labor forced the creation of a new internal market within the United States. Upper south planters found financial opportunities in selling their enslaved people to planters in the expanding regions of the south and west who were willing to pay high prices to get the labor they required. This process destroyed black families and individual lives through permanent separations

Before the American Revolution, nearly thirty percent of colonial Delawareans owned one or more slaves. By that time, pro-slavery forces in the state were struggling against three strong religious groups that were vocally anti-slavery: the Religious Society of Friends, commonly known as Quakers, Baptists and early Methodists. Delaware was a hotbed of evangelical Methodism during the colonial period and into the early nineteenth century. Members of these religious faiths began setting free, or *manumitting*, their enslaved people in response to the anti-slavery preaching of their ministers. After the Revolution, waves of manumissions resulted in fewer Delaware families owning slaves, and by 1800, the percentage had dropped to twenty-two percent. With that decline in slave ownership, the African American population in Delaware formed settlements across the state. The choice to stay in Delaware in these small communities resulted in a landscape that was very diverse and divided along economic, political, and social lines. But these free people of color were not completely safe from being sold South. Gangs of kidnapers worked in Delaware preying on the African American population. Two of the larger organized groups were the Johnson Gang in Reliance, Delaware on the Maryland Border to the south and the Gap Gang who operated out of Gap, Pennsylvania. Although illegal, kidnapping was lucrative and remedies for those unjustly caught up in it risked a life of enslavement without recourse.

By 1837, only eight percent of Delaware households owned slaves. Unfortunately, this reflected the reality that generations of enslaved people – children, women and men alike - had already been sold to the expanding Deep South markets.

By 1860, on the eve of the Civil War, there were only 1,800 enslaved people in Delaware, compared to neighboring Maryland, where nearly 88,000 people remained in bondage. Although present in all three Delaware counties, the highest concentration of slaveholders lived in Sussex County, the largest, most southern, and economically the most agriculturally based of the three.

### **The Underground Railroad in Delaware**

Throughout Delaware people, working independently as well as cooperatively through networks of communities and individuals characterized the Underground Railroad. At one end of the spectrum of Underground Railroad, supporters were one-time participants; on the other end stood people who committed their lives to aiding freedom seekers and actively challenging the slave system. Some individuals chose to remain anonymous because of the great danger to their lives, including black UGRR agents like the Brinkley's, and the Gibbs', while others were brazenly open about their commitment to aiding freedom seekers, like Thomas Garrett. Garrett's 40-year commitment of support and aid continued evolving and expanding throughout the region.



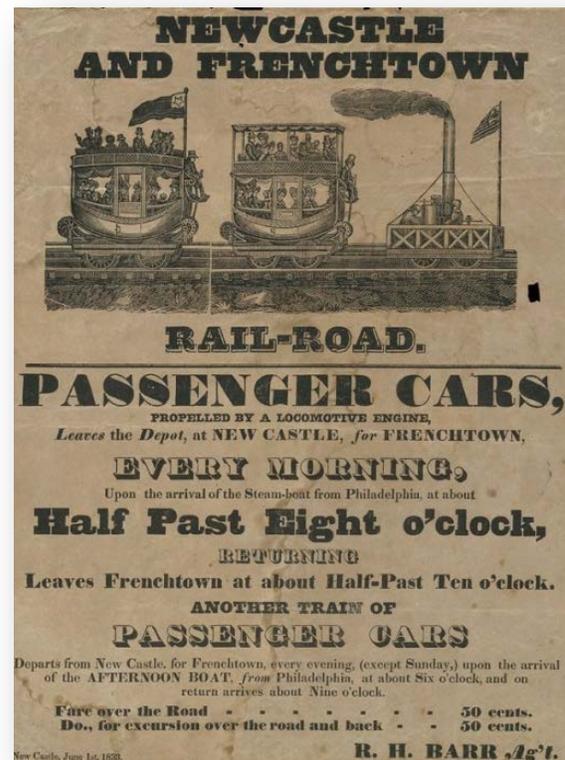
**Wilmington, DE Skyline in the 1800s**

Source: Unknown

Many records that survive of slaves escaping north and to freedom by passing through Delaware reveal they fled mostly from Virginia, North Carolina, and Maryland. Some of the best documented came from the neighboring Upper and Eastern Shore counties of Maryland along Delaware's western border, where thousands of enslaved people lived and labored, all within a day or two walk to Delaware's border. Constant vigilance on the part of Maryland slaveholders and their supporters made the journey through Maryland and Delaware extremely dangerous. There were many failed escape attempts. Captures were frequent and rewards were lucrative, feeding the business of slave catching with new recruits.

While there are many, many routes to freedom that existed throughout the state of Delaware, by both water and land, the land routes that led from Camden in Central Kent County, through the Middletown/Odessa area, to Wilmington, and then on into Pennsylvania, are the most extensively documented. These Central and Northern Delaware routes were most often used by Maryland runaways, who accessed these Delaware routes through feeder, or branch lines of the Underground railroad coming out of Dorchester, Caroline, Talbot, Queen Anne's, Cecil and Kent counties, Maryland.

The link between the clandestine travelers and the hospitable safe houses along the way was sometimes the conductor, and several of the most well-known and well-researched conductors in Delaware are African-American. Harriet Tubman and Samuel Burris are but two of the most famous African American conductors



traveling through Delaware ferrying freedom seekers. Harriet Tubman was never captured during her approximately 13 trips into the Eastern Shore of Maryland. Samuel Burris, a free black man who was born in Kent County, and a schoolteacher in Wilmington, was eventually caught, prosecuted, sentenced and auctioned into slavery for his role in assisting a family of slaves to escape. There were others, too, including William and Nathaniel Brinkley, Abraham Gibbs, George Wilmer, among many others.

Ship captains sometimes secreted freedom seekers on their vessels as they traded throughout the Chesapeake, Delaware Bay, and beyond. Captain James Fountain plied the ports of the Chesapeake as a cargo shipper, but he also secretly carried hidden cargo – freedom seekers fleeing ports in Virginia and North Carolina. He landed some of his freedom-seeking guests in Wilmington, where Thomas Garrett and others helped them along to Pennsylvania and freedom.



### The Byway Experience

The main route of the Delaware section of the Harriet Tubman Underground Railroad Byway came from an interview in 1897 when Harriet Tubman recounted some of her Underground Railroad routes and revealed the names of some of her supporters to Professor Wilbur Siebert of Ohio. She told Siebert that she stayed with Reverend Samuel Green, of East New Market in Dorchester Co., MD, and at Poplar Neck in Caroline County along the Choptank River, where her aged parents were then living and working. In Baltimore, she relied on help from friends and relatives living along the waterfront. She also said that she stopped in Sand Town, Delaware, on the Maryland border near the head of the Choptank, and she pointed to Willow Grove in Kent County, Delaware. Near Camden, she stayed with William and Nat Brinkley and Abraham Gibbs in Camden, where, she told Siebert, she felt “safe and comfortable.”

Many agents remain unknown, however. Tubman once told an UGRR agent in New York City that she found shelter with an unidentified black woman in New Castle, who hid her and Tubman fellow freedom seekers in her root cellar until they could be safely passed along to agents in Wilmington. Garrett became one of Tubman’s closest identified friends and greatest admirers and supporters. He later noted that she came through his home eight or nine times

throughout the 1850s. Entrusting Garrett with her life, Tubman brought her brothers, friends and other family members through his home in Wilmington.

Wilmington, one of the most significant destinations for Underground Railroad activity in Delaware, had a broad and deep Underground network of black and white agents. Specifically, it was home to many African Americans who acted as conductors, including Joseph Walker, Comegys Munson, Severn Johnson, Henry Craige, George Wilmer, Abraham Shadd, and Davey Moore. All of these men worked with Thomas Garrett in some capacity, sometimes sheltering freedom seekers in their homes and sometimes guiding parties from Wilmington to Pennsylvania.

The Delaware HTUGRR Byway connects many known sites where Underground Railroad activity occurred, as well as public and private places associated with the story of slavery and the denial of freedom enhanced by cultural and historic sites that place these stories in a broader and more meaningful context. Delaware's pathways to freedom included forests, fields, roads, canals, rivers, streams, marshes, bays, creeks, cityscapes, home sites, bridges, railroads, courthouses, jails, and places of enslavement. Sites of safe houses, of public slave auctions and trials of people accused of aiding and abetting escapes, historic free black communities, and other significant cultural and historic sites share pristine landscapes and preserved historic structures with places deeply altered by modern growth.

The Byway also connects places associated with known Underground Railroad participants and supporters. Three Quaker meeting houses on the Harriet Tubman Underground Railroad Byway are considered significant Underground Railroad sites. Appoquinimink Meeting House, founded in Odessa in 1785, was the spiritual center for several of the area's most famous Underground Railroad supporters, including John Hunn and John Alston. The Camden Friends Meeting House was built in 1805 and was frequented by many prominent Delaware abolitionists during the antebellum era. It is the burial site of John Hunn, who was laid to rest there following his death in 1894. Quakers built the Wilmington Friends Meeting House in 1816 on a site that was in use beginning in 1738. Thomas Garrett attended the Wilmington Meeting, and after his death in 1871, he was buried in the adjoining graveyard.

Black congregants who began meeting in 1845 established Zion African Methodist Episcopal [AME] Church in Camden. Churches, like Star Hill AME Church outside of Camden and Ebenezer Methodist Episcopal in the forested rural area outside of Townsend represent the antebellum free black communities that once thrived in these locations.

The Byway also connects sites where history happened or important people lived, but through time the buildings associated with this history have not survived. This is most poignant in Wilmington where the Byway takes a route that connects home sites of several important conductors and operatives and Tubman-Garrett Park, along the Wilmington riverfront, commemorates this history and has interpretive signage.

Documentation is a fundamentally important aspect of this project and research venues that have specialized Underground Railroad related documents or where research can be conducted, including the Delaware Public Archives and the Delaware Historical Society are also included along the Byway.

## Chapter 2.0 Vision, Mission, Goals and Strategies

### 2.1 Corridor Vision

A Corridor Vision provides inspiration and direction and should answer the question “How shall we look in the future?” The Corridor Vision serves as the “what” statement of the Byway or a statement about the possibilities for the future of the Byway, reflecting on the corridor’s unique and quality characteristics. The public is encouraged to think many years into the future and think about what travelers along the HTURB would say about the corridor and its resources. The Corridor Vision of the Harriet Tubman Underground Railroad Byway was developed to be consistent with the vision of the America’s Byways Program, whose overarching vision is “to create a distinctive collection of American roads, their stories and treasured places.”

#### HTURB Corridor Vision

The Harriet Tubman Underground Railroad Byway serves as a cohesive pathway through Delaware offering travelers access to accurate and educational information and interpretation of the Harriet Tubman and Underground Railroad story. The establishment of the Byway has aided in the discovery, restoration, and interpretation of significant sites related to the Underground Railroad story and the many conductors comprising this pathway to freedom. The corridor provides safe and well-marked access that effectively promotes and preserves historic sites found along the Byway. The Byway organization is also working to link the Harriet Tubman Underground Railroad Byway in Delaware with the Byway in Maryland in the hopes of one day having an established contiguous corridor that includes the states of Pennsylvania and New York, and routes along the Underground Railroad in Canada.

Byway improvements have been developed in a manner sensitive to the area’s context while ensuring safe travelling habits and providing outstanding traveler amenities. Marketed nationally and internationally through tourism programs, the Harriet Tubman Underground Railroad Byway has a strong tourism-base that enables economic sustainability for many communities along the corridor and beyond.

## 2.2 Mission Statement

The Mission Statement reflects the “how” – how the Byway organization, its supporters and partners will achieve the overarching Corridor Vision.

### HTURB Mission Statement

Through research, partnerships, funding and promotion of the corridor story, we will work collaboratively with the community to protect, preserve and enhance the unique and sensitive resources, visitor facilities, and quality-of-life along the Byway.

By fostering a sense of pride and stewardship the story of Harriet Tubman and the Underground Railroad will live on through the efforts of the Byway organization and affiliated stakeholders for future generations to experience and enjoy.

## 2.3 Goals and Strategies

Goals and strategies are integral to the long-term implementation and sustainability of the HTURB. The Steering Committee and other vested stakeholders are responsible to ensure that these Goals and Strategies are placed into action and achieved. The Vision, Goals and strategies were gathered during extensive community outreach conducted in 2010 – 2012 along the Byway corridor. Involvement and input was sought from as many individuals as possible through the process of Steering Committee meetings, Focus Group meetings, and public workshops.

“Every great dream begins with a dreamer. Always remember, you have within you the strength, the patience and the passion to reach for the stars and change the world.”

**Harriet Tubman**

The intent of these goals and strategies is to achieve and implement the Corridor Vision. This chapter should be a living document that will be revised and refined over time as goals are achieved and new goals are envisioned. The goals and strategies are not in chronological order, nor are they in order of priority.

### Goal Category #1

#### Byway Organization, Funding and Partnerships

##### Goal 1.0

Provide a sustainable and effective Byway Organizational structure including funding, partnerships and Bylaws.

##### Strategies

- 1.1 Coordinate with other Harriet Tubman Underground Railroad Byway organizations, such as the Maryland Harriet Tubman Underground Railroad Byway entity; National Park Service Harriet Tubman National Historic Sites, the Harriet Tubman Maryland State Park, Delaware Division of Historical and Cultural Affairs, National Underground Railroad Network to Freedom Program; the Underground Railroad Coalition of

- Delaware; tourism offices and bureaus; local land use planning offices and agencies and other essential groups to ensure collaboration and effective cross-promotion.
- I.2 Collaborate with other Delaware Byways and adjoining state Byway programs.
  - I.3 Develop a partnership with grassroots leaders in Sussex County and explore the possibility of expanding the Byway into Sussex County in the future.
  - I.4 Secure dedicated and sustainable Byway funding.
  - I.5 Form a Funding Task Force whose mission will include sustainable funding for Byway efforts and operation.
  - I.6 Assist and encourage the development of HTURB segments in Pennsylvania, New Jersey, New York and Canada.
  - I.7 Develop a partnership with grassroots leaders and develop research strategies to identify sites for a cooperative Sussex County Scenic Byway focused on African American Heritage and the Underground Railroad.

## **Goal Category #2**

### **Research, Education and Interpretation**

#### *Goal 2.0*

Continue to research Harriet Tubman and the Underground Railroad story and significant sites, and enhance the interpretation and educational opportunities regarding the corridor and the associated corridor story.

#### *Strategies*

- 2.1 Work with local residents to capture, log and archive stories of the Harriet Tubman Underground Railroad Byway corridor and its communities.
- 2.2 Work with the Delaware Department of Education, universities and colleges, local School Boards and educational institutions to develop curriculum for students on the historical role of the Harriet Tubman Underground Railroad Byway corridor and its historical events and figures.
- 2.3 Develop a hospitality training series targeted at local corridor businesses.
- 2.4 Create an Interpretive Plan that outlines existing interpretation along the Byway and identifies specific methods that foster interpretation of the corridor's resources.
- 2.5 Develop and install interpretive signage and facilities (kiosks, Welcome Centers, interpretive panels, etc.) throughout the corridor that convey the Harriet Tubman Underground Railroad Byway history and corridor stories. This action should be the implementation of the Interpretive Plan noted in Strategy 2.4.
- 2.6 Create "Real Experience" tours and opportunities that allow travelers a hands-on perspective of the corridor story.
- 2.7 Provide re-enactments at key locations that share and educate travelers about the corridor story.
- 2.8 Interpret significant locations along the Byway as determined by the Byway organizational entity. This activity can occur separately from the Interpretation Plan and the implementation of the Interpretive Plan noted in Strategies 2.4 and 2.5.
- 2.9 Develop a Tour Guide Certification Training Program for local residents interested in giving tours and creating their own tour guide business. This Tour Guide Certification Training Program could be approved by the HTURB Byway Organization.
- 2.10 Develop and audio tour.

- 2.11 Foster a collaborative research environment to encourage information sharing and the development of new research into the authentic stories related to the Underground Railroad in Delaware. Encourage collaboration with others outside of Delaware to augment the understanding of the individual freedom seekers and the larger Underground Railroad networks.
- 2.12 The Byway entity should encourage the continued designation of properties identified with Underground Railroad history.

### **Goal Category #3**

#### **Byway Promotion and Marketing**

##### *Goal 3.0*

Promote the Harriet Tubman Underground Railroad Byway through a variety of effective mediums as a destination for travelers of all ages, interests, and target markets.

##### *Strategies*

- 3.1 National and international promotion - Promote the story of Harriet Tubman Underground Railroad Byway corridor through various means of marketing nationally and internationally.
- 3.2 Develop and promote bus/group tours and driving/walking tours along the corridor.
- 3.3 Increase the promotion of area festivals and events through direct marketing and promotional pieces, and increase the number of events and festivals offered along the Byway.
- 3.4 Integrate the corridor related waterways and share in their role of the corridor story.
- 3.5 Enhance the promotion of significant resources/sites along the Byway as sought after by the Steering Committee and affiliated Byway partners.
- 3.6 Develop a strong Harriet Tubman Underground Railroad Byway presence on the internet through existing or new websites, both nationally and internationally.
- 3.7 Utilize modern technology and mediums (site specific podcasts, Facebook, YouTube, etc.) to promote and market the Byway.
- 3.8 Work with the local business community to create more tourist amenities (lodging, restrooms, dining, shopping) along the Byway.
- 3.9 Market and promote the Harriet Tubman Underground Railroad Byway in local communities (school programs), nationally, and internationally in multiple languages.
- 3.10 Design and produce collateral materials (brochures, maps, guidebooks, and travel itineraries) that promote the Harriet Tubman Underground Railroad Byway and place them in strategic markets/tourism locations and on digital devices (apps, tablets, websites, etc.) for both national and international promotion.
- 3.11 Expand partnerships with Chambers of Commerce, tourism agencies/entities, and other tourism outlets.
- 3.12 Seek out grant funding opportunities that provide funding for promotion.
- 3.13 Work with Visit Delaware to build a strong partnership.
- 3.14 Promote the brand/image being used for the Byway across state lines into Pennsylvania and surrounding areas.
- 3.15 Develop a "Voice for the Byway" as a recognizable ambassador and image/brand for the Byway.

**Goal Category #4****Preservation, Restoration and Maintenance of the Intrinsic Resources***Goal 4.0*

Preserve, restore and maintain the valuable intrinsic resources found and documented along the Harriet Tubman Underground Railroad Byway corridor.

*Strategies*

- 4.1 Create a Sustainability Maintenance Plan to provide direction and a plan for the long-term preservation and protection of the corridor's intrinsic resources.
- 4.2 Provide proper ownership structure and restoration plans for Brecknock Park.
- 4.3 Enhance working relationships with resource management agencies and property owners along the corridor to aid in the preservation, restoration, promotion and enhancement of the intrinsic resources.
- 4.4 Work with the National Park Service (NPS), Historical Societies and the National Trust for Historic Preservation to encourage the preservation of structures and sites.
- 4.5 Create a Scenic Overlay District along the corridor, or sections of the corridor, that would incorporate simple and practical standards for signs, setbacks, building height and size, lot size, parking, landscaping, fencing and any other items that the community and Stakeholders would like to incorporate.
- 4.6 Utilize existing Zoning Overlay Districts to enhance and preserve the corridor's many significant sites and communities.
- 4.7 Work with local utility companies and governments to minimize overhead utility lines.
- 4.8 Develop corridor Design Guidelines and Criteria for buildings, signage (premise signing), and streetscaping that local governments and private development/property owners could apply to their site plans and/or site plan reviews.
- 4.9 Create a Stewardship Program/Alliance that is oriented around the preservation and maintenance of the corridor's resources. This Program or Alliance should determine the "carrying capacity" of the resource sites to avoid future degradation or impacts.
- 4.10 Develop educational material for local communities (for use in school programs) and visitors that aims to teach about resource protection, care and value of intrinsic resources.
- 4.11 Assist Byway communities with the preservation of their quality-of-life characteristics.
- 4.12 Utilize aesthetic treatment and design manuals to improve and enhance the aesthetics and character of the corridor. For example, the *Delaware Context Sensitive Solutions Manual for Byways* offers guidance and suggestions for improvement and implementation specific to Byways. The following site provides further information and manuals to assist in this effort <http://deldot.gov/information/business/drc/index.shtml>.
- 4.13 Obtain Network to Freedom designation for the Delaware section of the HTURB.

## **Goal Category #5**

### **Directional Signage and Wayfinding**

#### *Goal 5.0*

Create an integrated wayfinding signage system that easily navigates the traveler's experience along the Harriet Tubman Underground Railroad Byway corridor. Expand educational opportunities for travelers through the use of directional signage and wayfinding techniques.

#### *Strategies*

- 5.1 Seek to create an easily identifiable Harriet Tubman Underground Railroad Byway corridor signage/wayfinding design system (location, size, style, color schemes) in conjunction with DelDOT and the Underground Railroad Coalition that provides a simple, easy to follow route for travelers.
- 5.2 Assess existing signage and wayfinding policies, rules and regulations along the corridor.
- 5.3 Develop and install signage throughout the corridor that conveys the Harriet Tubman Underground Railroad Byway corridor story.
- 5.4 Explore and utilize methods to ensure that signage is durable, meets all codes and standards, and is not easily stolen or damaged.
- 5.5 Develop a short and long-term funding plan to support the design and installation of new wayfinding/signage including maintenance plans.
- 5.6 Create a Signage Design Guide that promotes design concepts to property owners, businesses and government entities for consistent and cohesive signage along the corridor.
- 5.7 Develop a traveler-friendly Byway map that will easily direct the traveler along the Byway and provide locations for significant points-of-interest.

## **Goal Category #6**

### **Safety, Accessibility and Beautification Improvements**

#### *Goal 6.0*

Create improvements to the Harriet Tubman Underground Railroad Byway that attract growing and sustained interest and visitation by the public.

#### *Strategies*

- 6.1 Work with local governments to encourage changes to local code enforcement policies and ordinances that enhance highway beautification, landscaping and safety.
- 6.2 Develop a tree/native plant protection program or guidebook that educates local governments, property owners, and visitors about the benefits of roadside landscaping/trees, woodland lots, and tree canopy protections. This guidebook or program should be developed with a theme specific and unique to segments of the corridor to add interest to the corridor.
- 6.3 Work with the pedestrian and bicycling community, local governments, and DelDOT to enhance the walking and cycling environment and safety conditions along the corridor.
- 6.4 Enhance the multi-modal and alternative transportation offerings for travelers along the Byway (ex. transit, shuttles, bicycle, pedestrian, etc.)
- 6.5 Develop and implement a trolley in logical locations along the corridor as sought after by the Byway organization (ex. Odessa Commons).

- 6.6 Enhance the landscaping and safety at existing tourist amenities along the corridor to increase use and aesthetic appeal.
- 6.7 Develop new tourist sites/amenities such as bike routes, walking trails and rest areas along the Harriet Tubman Underground Railroad Byway corridor that fit the historic character of the corridor. Coordination with the statewide trail and pathways plan is encouraged.
- 6.8 Seek grants and other funding sources to fund corridor improvements, such as private and corporate donors, Federal Funding, local government sponsors, or statewide programs such as the Transportation Enhancement Program.
- 6.9 Work with the Delaware Department of Transportation (DelDOT) to encourage Context Sensitive Design and solutions for all improvements within the public right-of-way including scenic pull-off areas.
- 6.10 Coordinate with the Coastal Zone Act Program to ensure that all landscape improvements are in-line with the policies and protection efforts established.
- 6.11 Review locations along the Byway that have issues or conflict points regarding safety and accessibility (ex. intersection of U.S. Highway 13 and County Road 299 in Odessa, DE and the u-turn along the Byway in the Camden area).

## Chapter 3.0 Intrinsic Resource Assessment

The following Intrinsic Resource Assessment chapter outlines the intrinsic resources found along the corridor. The National Scenic Byway Program defines an intrinsic resource as the cultural, historical, archeological, recreational, natural or scenic qualities or values along a roadway that are necessary for designation as a Scenic Byway. Intrinsic resources are features considered significant, exceptional and distinctive by a community and are recognized and expressed by that community in its comprehensive plan to be of local, regional, statewide or national significance and worthy of preservation and management (60 FR 26759). Nationally significant resources are those that tend to draw travelers or visitors from regions throughout the United States.

### National Scenic Byway CMP Point #2

An assessment of the intrinsic qualities and their context (the areas surrounding the intrinsic resources).

The Harriet Tubman Underground Railroad Byway offers travelers a significant amount of Historical and Cultural resources; therefore, this CMP is focused mainly on these resource categories. The additional resource categories are not ignored in this CMP; they are however, not at the same level of significance or concentration along the corridor as the Historical and Cultural resources.

The resources represented in the following chapter provide direct relationships to the corridor story and are therefore presented in this chapter. A map of the entire corridor with all of the intrinsic resources displayed can be found on Figure 6. Figures 7 through 10 provide detailed maps of the four (4) corridors segments, with the intrinsic resources highlighted.

This Intrinsic Resource Assessment is organized in a manner that presents the **Primary** (or most significant resources) first, followed by the **Secondary** resources. Most of the Primary resources were also addressed and documented in earlier corridor research, and many references to this earlier research will be included, including a categorization format that uses a Primary Resource Category (described later). Secondary resources will then be discussed and defined. Secondary resources are important attractors and destinations for the Scenic Byway corridor, though they may not directly reflect the corridor story. The Secondary resources are defined and referenced in a similar manner as the Primary resources with the exception of the Primary Resource categorization.



American Flag in New Castle, DE  
Source: Andy Nicol

The Primary resources will be coded in the following **Primary Resource Categories**:

### **Underground Railroad Sites (U)**

*These sites have verified association between individuals, events, and places with the network of people who assisted fugitive enslaved people in their escape to freedom. In addition, these sites are locations that people fled from.*

### **Cultural Context Sites (C)**

*Connotes a site or area that is related to broad themes of the Underground Railroad historic context, such as the growth of free black communities and churches, abolitionist Quaker families and meeting houses, slavery, African Americans in the Civil War and others.*

### **Commemorative/Interpretive Sites (I)**

*Sites that commemorate specific Underground Railroad events or interpret the general history of the Underground Railroad, including museums and historical markers.*

### **Evocative Landscape Site (E)**

*Connotes a site or area that visually evokes the general undisturbed historic landscape of this part of Delaware providing the traveler with an experience as removed as possible from contemporary intrusion.*

### Network to Freedom Sites

The Network to Freedom was established in 1998 by the United States Congress to tell the story of the resistance against the institution of slavery in the United States through escape and flight. The Harriet Tubman Underground Railroad Byway is an important chapter in that story. By defining the Underground Railroad as resistance to enslavement, the Network to Freedom Program focuses attention on the freedom seekers themselves. Common associations with the Underground Railroad include places of enslavement from which escapes occurred, water or overland routes, natural areas such as swamps or caves that were used as hiding places, churches with congregations active in the Underground Railroad (even if they were not used as safe houses), the location of legal challenges to the Fugitive Slave Acts, maroon communities, destination settlements and even locations where the kidnapping of freedom seekers occurred. The definition is intended to be fluid to incorporate and encourage new and original investigations, interpretations, and commemorative activities around the country.

The types of sites or elements eligible for inclusion on the Network to Freedom are the same as on the National Register of Historic Places, namely buildings, objects, districts (neighborhoods), landscapes or natural features, or archeological sites. To be nominated to the Network of Freedom any element must have an association to the Underground Railroad that has been verified using professional methods of historical research, documentation, and interpretation.



Delaware has the following sites on the Underground Network to Freedom, all of which are located along the HTURB corridor:

1. Appoquinimink Friends Meeting House and Cemetery (Intrinsic Resource #27)
2. Camden Friends Meeting House (Intrinsic Resource #8)
3. Corbit-Sharp House (Intrinsic Resource #28)
4. Delaware Public Archives (Intrinsic Resource #20)
5. Delaware State House (Intrinsic Resource #17)
6. Historical Society of Delaware
7. New Castle Court House (Intrinsic Resource #37)
8. Star Hill Historical Society Museum (Intrinsic Resource #3)
9. The John Dickinson Plantation (Intrinsic Resource #19)
10. The Rocks - Fort Christina State Park (Intrinsic Resource #39)
11. Thomas Garrett Home Site (Intrinsic Resource #46)
12. Tubman Garrett Riverfront Park and Market Street Bridge (Intrinsic Resource #44)
13. Wilmington Friends Meeting House & Cemetery (Intrinsic Resource #48)

Throughout this section of the CMP all Network to Freedom sites will be denoted with the following symbol/logo:





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

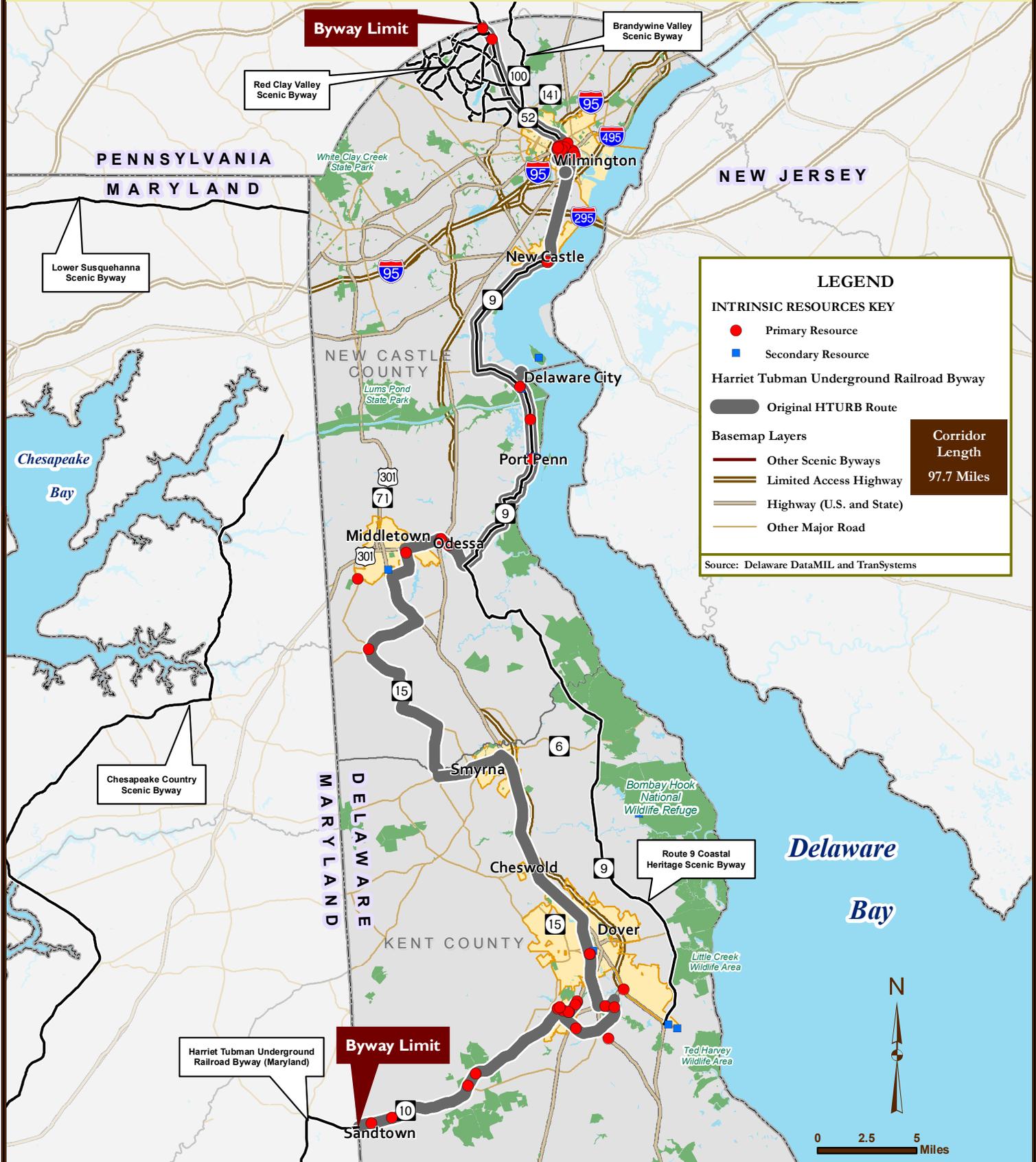
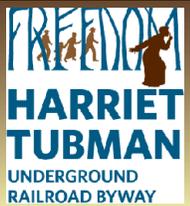


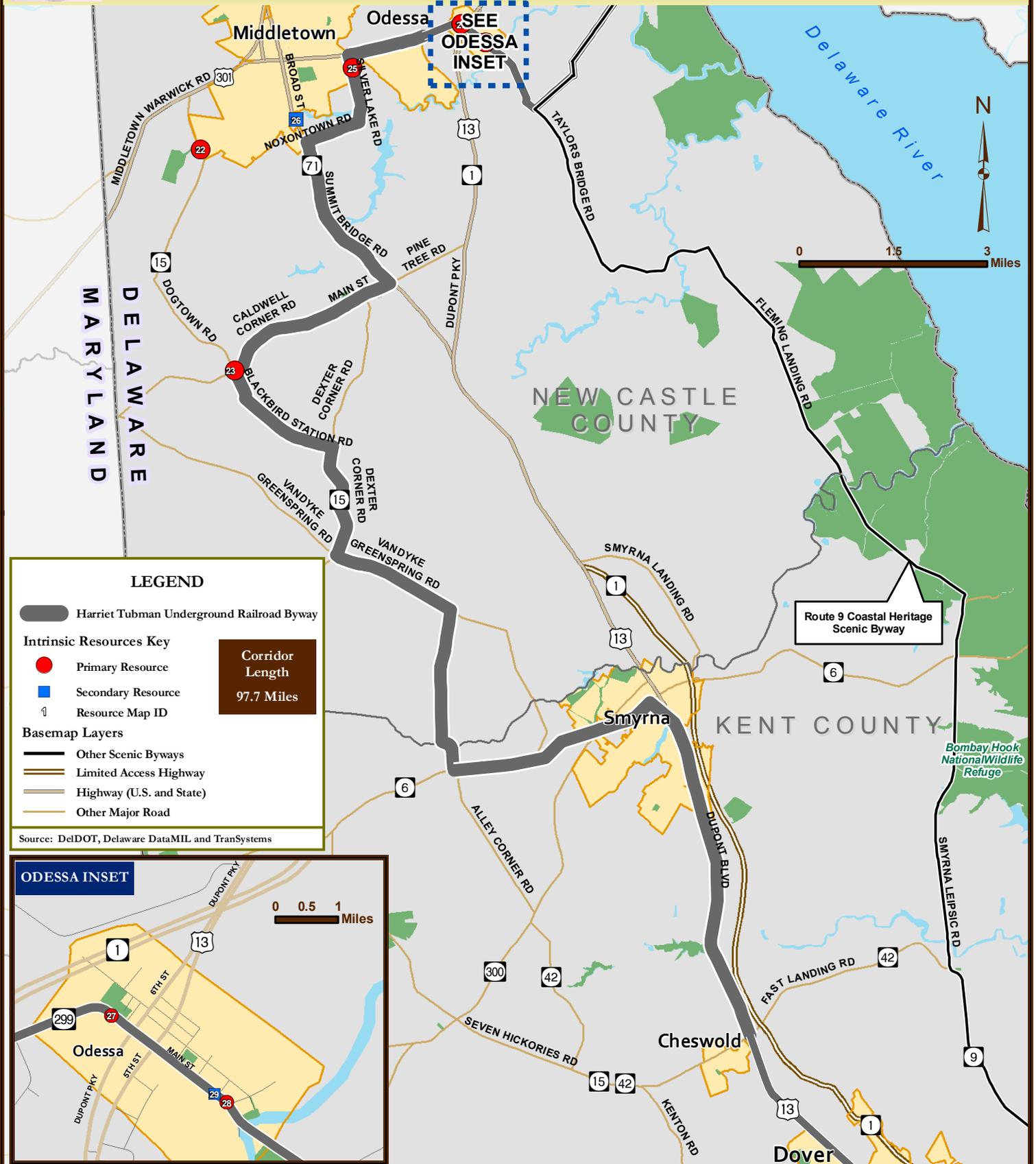
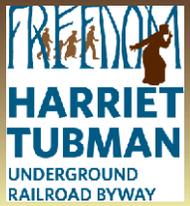
Figure 6: Intrinsic Resources (Project Study Area)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

Delaware



**LEGEND**

- Harriet Tubman Underground Railroad Byway

**Intrinsic Resources Key**

- Primary Resource (Red dot)
- Secondary Resource (Blue square)
- Resource Map ID (Number in circle)

**Basemap Layers**

- Other Scenic Byways
- Limited Access Highway
- Highway (U.S. and State)
- Other Major Road

**Corridor Length**  
97.7 Miles

Source: DelDOT, Delaware DataMIL and TranSystems

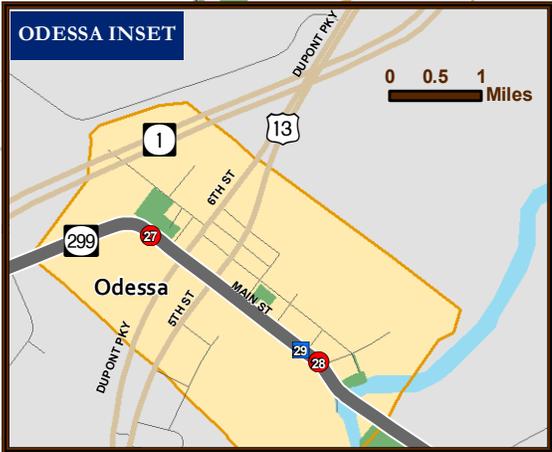


Figure 8: Intrinsic Resources (Segment 2)



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

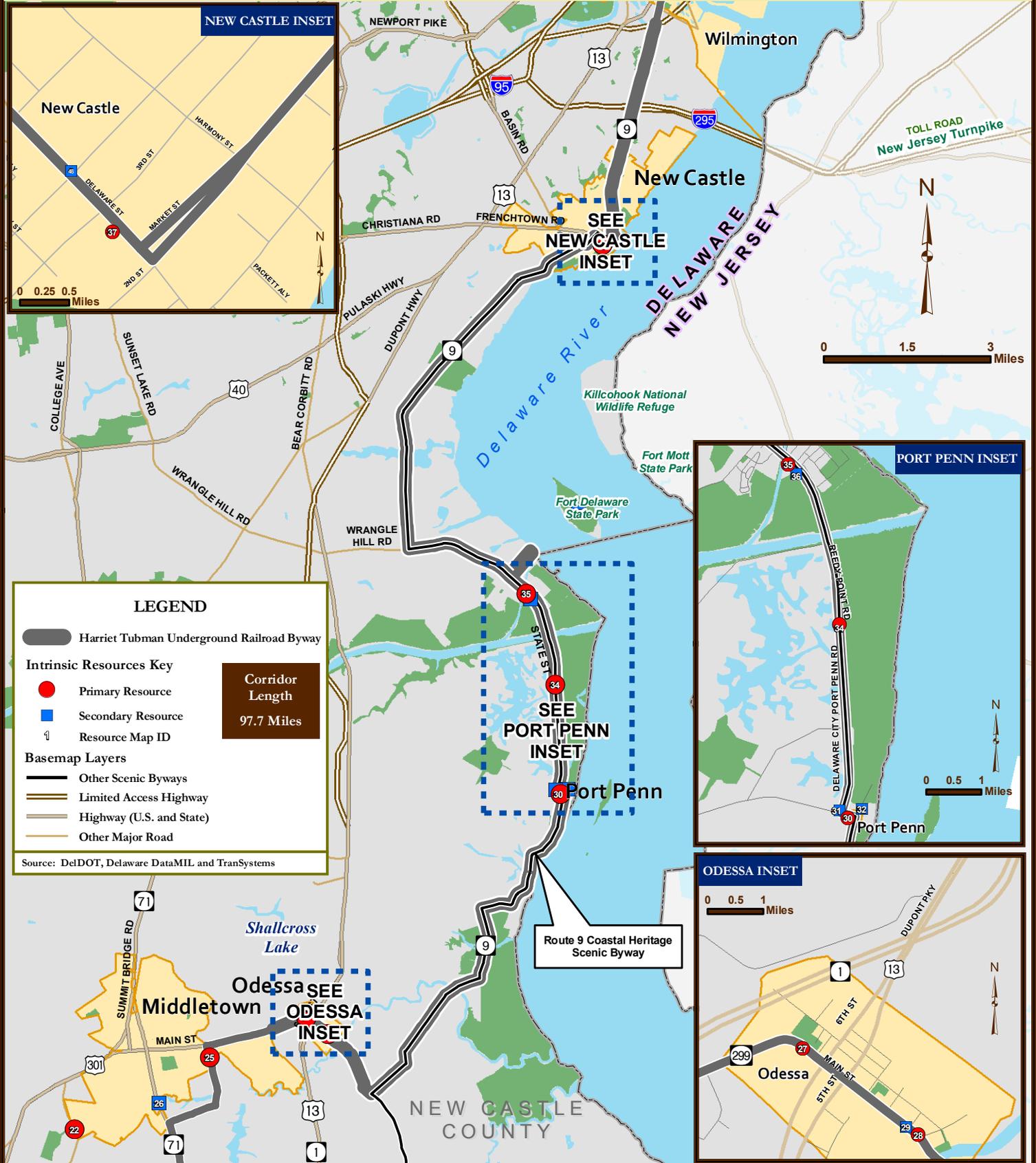
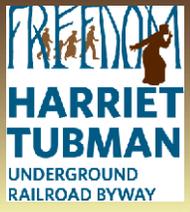


Figure 9: Intrinsic Resources (Segment 3)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

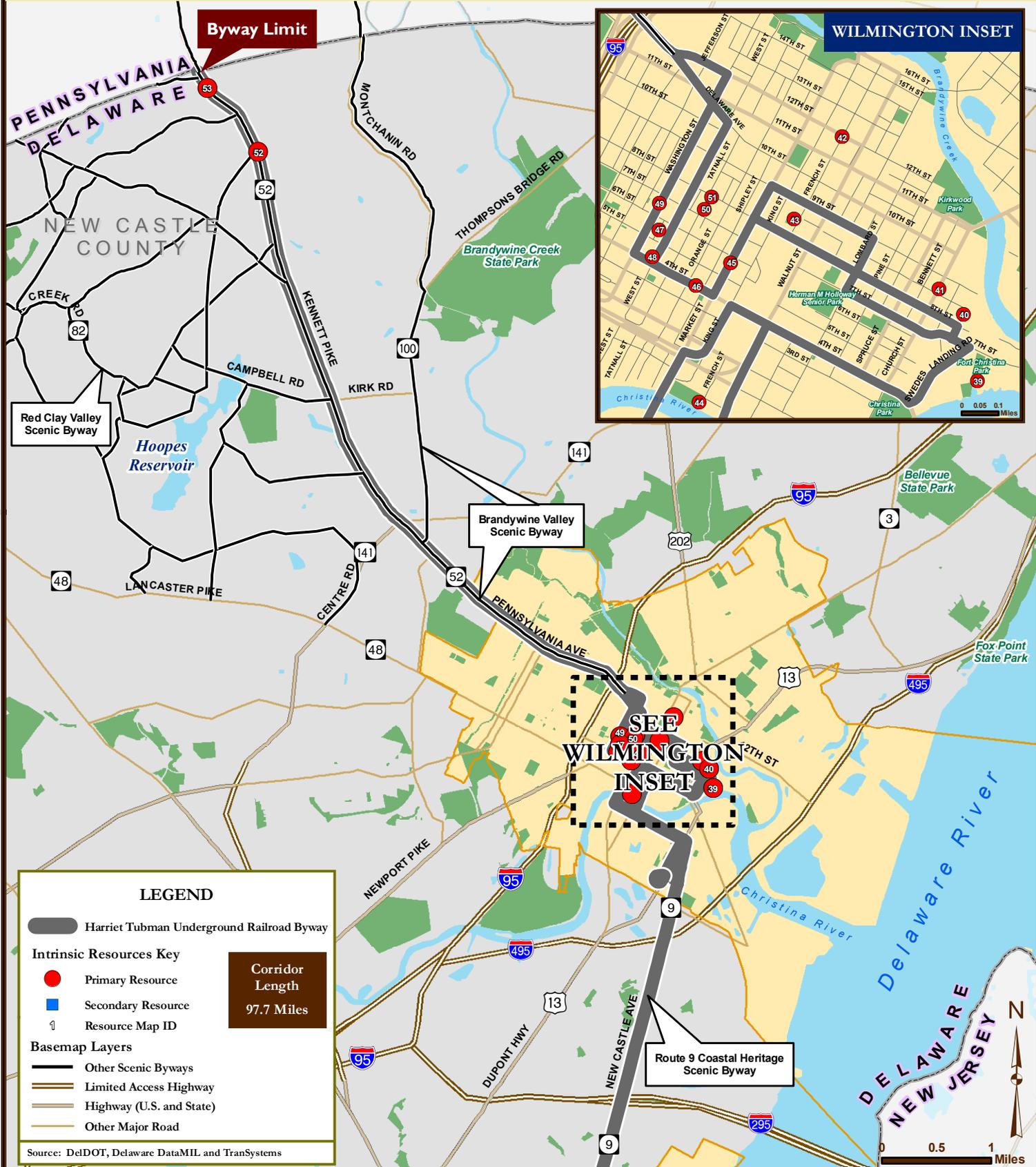
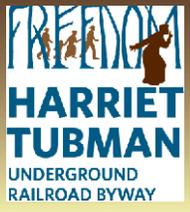


Figure 10: Intrinsic Resources (Segment 4)



The six (6) intrinsic qualities as defined by the National Scenic Byways Program are *Cultural, Historic, Archeological, Recreational, Natural, and Scenic*. A description of each is as follows:

**Cultural Quality** is evidence and expressions of the customs or traditions of a distinct group of people. Cultural features including, but not limited to, crafts, music, dance, rituals, festivals, speech, food, special events, vernacular architecture, etc., are currently practiced.

**Historic Quality** encompasses legacies of the past that are distinctly associated with physical elements of the landscape, whether natural or manmade, that are of such historic significance that they educate the viewer and stir an appreciation for the past. The historic elements reflect the actions of people and may include buildings, settlement patterns, and other examples of human activity. Historic features can be inventoried, mapped, and interpreted. They possess integrity of location, design, setting, material, workmanship, feeling, and association.

**Archeological Quality** involves those characteristics of the Scenic Byways corridor that are physical evidence of historic or prehistoric human life or activity that are visible and capable of being inventoried and interpreted. The Scenic Byway corridor's archeological interests, as identified through ruins, artifacts, structural remains, and other physical evidence has scientific significance that educate the viewer and stir an appreciation for the past.

**Recreational Quality** involves outdoor recreational activities directly associated with and dependent upon the natural and cultural elements of the corridor's landscape. The recreational activities provide opportunities for active and passive recreational experiences. They include, but are not limited to bicycling, rafting, boating, fishing and hiking. Driving the road itself may qualify as a pleasurable recreational experience. The recreational activities may be seasonal, but the quality and importance of the recreational activities as seasonal operations must be well recognized.

**Natural Quality** applies to those features in the visual environment that are in a relatively undisturbed state. These features predate the arrival of human populations and may include geological formations, fossils, landform, water bodies, vegetation, and wildlife. There may be evidence of human activity, but the natural features reveal minimal disturbances.

**Scenic Quality** is the heightened visual experience derived from the view of natural and manmade elements of the visual environment of the scenic Byway corridor. The characteristics of the landscape are strikingly distinct and offer a pleasing and most memorable visual experience. All elements of the landscape-landform, water, vegetation, and manmade development-contribute to the quality of the corridor's visual environment. Everything present is in harmony and shares in the intrinsic qualities. (Source: *National Scenic Byways National Nomination Guide, 2008*)

Table 3-1 displays the intrinsic resources found along the Harriet Tubman Underground Railroad Byway corridor. The resources are labeled by segment, resource ID number, resource category, primary resource type (if applicable), and whether or not the resource is nationally, regionally, or locally significant.

Table 3-1: HTURB Intrinsic Resource List

Resource ID #	Resource Name	Resource Category (Primary or Secondary)	Primary Resource Type	Significance	
				Regionally	Nationally
<b>SEGMENT 1</b>					
1	Sandtown	Primary	U	X	
2	State Route 10 Agricultural Landscape	Primary	E	X	
3	Star Hill AME Church, Cemetery and Museum	Primary	I	X	
4	Henry Cowgill Farm Site	Primary	U, E	X	
5	Willow Grove	Primary	U, C	X	
6	Free Black Settlement Between Camden and Wyoming	Primary	C	X	
7	Zion AME Church	Primary	C	X	
8	Camden Historic District	Primary	C	X	
9	Camden Friends Meeting House	Primary	C, I	X	
10	Whatcoat Methodist Episcopal Church (Morningstar Inst.)	Primary	C	X	
11	Brinkley Hill	Primary	C	X	
12	Brecknock Park	Primary	C	X	
13	Great Geneva	Primary	C	X	
14	Wildcat Manor	Primary	C	X	
15	Happy Valley	Primary	C	X	
16	Dover Green	Primary	C	X	
17	Old State House	Primary	C		X
18	Delaware National Estuarine Research Reserve	Secondary			X
19	John Dickinson Plantation	Secondary			X
20	First State Heritage Park and Welcome Center & Galleries	Secondary			X
<b>SEGMENT 2</b>					
21	Bombay Hook National Wildlife Refuge	Secondary			X
22	Hawkins Route to the Hunn Farm	Primary	E	X	
23	Landscape of Blackbird State Forest	Primary	E	X	
24	Ebenezer Church	Primary	E	X	
25	Site of the Farm of John Hunn, now Middletown High School	Primary	U	X	
26	Old St. Anne's Episcopal Church	Secondary		X	
27	Appoquinimink Friends Meeting House	Primary	U, I		X
28	Corbit-Sharp House	Primary	U, I		X
29	Odessa Historic District	Secondary		X	
<b>SEGMENT 3</b>					
30	Stewart Street in Port Penn (Free Black Settlement)	Primary	C	X	
31	Port Penn Interpretive Center	Secondary		X	
32	Augustine Wildlife Area	Secondary		X	
33	Fort Delaware	Secondary	E		X
34	Delaware State Route 9 (SR 9) Landscape	Primary	E	X	
35	Polktown near Delaware City (Free Black Settlement)	Primary	C, E	X	
36	Fort Dupont State Park	Secondary		X	
37	New Castle Courthouse Museum	Primary	U, I		X
38	New Castle Historic District	Secondary		X	X
<b>SEGMENT 4</b>					
39	The Rocks-Fort Christina State Park	Primary	U		X
40	Severn Johnson Home Site	Primary	U	X	
41	George Wilmer Home Site	Primary	U	X	
42	Comegys Munson Home Site	Primary	U	X	
43	Peter Spencer Plaza	Primary	I	X	
44	Tubman-Garrett Riverfront Park and Market Street Bridge	Primary	C, I		X
45	Wilmington Old Town Hall	Primary	U, I	X	
46	Thomas Garrett Home Site	Primary	U, I		X
47	Quaker Hill Historic District	Primary	C, E	X	
48	Wilmington Friends Meeting House and Cemetery	Primary	U, C, I		X
49	Elwood Garrett Home Site	Primary	C	X	
50	Joseph Walker Home Site	Primary	U	X	
51	Henry Craige Home Site	Primary	U	X	
52	Centreville	Primary	C	X	
53	Thomas Garrett Route to Longwood	Primary	C, E	X	

### 3.1 Primary Resources

Primary resources are the most significant resources found along the HTURB. These resources offer the traveler with a direct connection to the overall corridor story and theme. These Primary resources are associated with the Harriet Tubman and/or the Underground Railroad history and story and are the main focus of this Corridor Management Plan (CMP). The Primary resources are categorized in the following manner:

**Underground Railroad Sites (U):** *These sites have verified association between individuals, events, and places with the network of people who assisted fugitive enslaved people in their escape to freedom.*

**Cultural Context Sites (C):** *Connotes a site or area that is related to broad themes of the Underground Railroad historic context, such as the growth of free black communities and churches, abolitionist Quaker families and meeting houses, African Americans in the Civil War and others.*

**Commemorative/Interpretive Sites (I):** *Sites that commemorate specific Underground Railroad events or interpret the general history of the Underground Railroad, including museums and historical markers.*

**Evocative Landscape Site (E):** *Connotes a site or area that visually evokes the general undisturbed historic landscape of this part of Delaware providing the traveler with an experience as removed as possible from contemporary intrusion.*

#### 3.1.1 Segment I – Primary Resources

##### Resource ID #1 – Sandtown (U)

Latitude: 39.033 North, Longitude: -75.727 West

Harriet Tubman is one of the best known figures in the history of the Underground Railroad. After freeing herself from slavery and escaping to Canada, she made multiple trips back south to help other members of her family escape, traveling from Maryland through Delaware up to the Pennsylvania border and beyond. Parts of her route through Delaware can be retraced from evidence provided in books and publications. In one of those books, *The Underground Railroad from Slavery to Freedom* by Wilbur Siebert published in 1902, Wilbur Siebert interviewed Tubman about



her stops in Delaware. In this interview she mentioned Sandtown as one of her Delaware stops. This small town, only a short distance from the Maryland border, still exists today, although there is not much visible evidence of it. Sandtown was the first stop in Delaware after crossing the Maryland border and was sought as refuge for many escaping slaves. This is also the location where the HTURB in Delaware joins the HTURB in Maryland.

**Resource ID #2 – State Route 10 Agricultural Landscape (E)****Latitude: 39.036 North, Longitude: -75.707 West**

The landscape along the corridor is a significant point of interest not only for its scenic quality, but also to truly understand the terrain that was traversed by escaping slaves. Open fields and thick brush that leads into dark woods and watery pastures dot the landscape. These fields and forests were especially difficult to traverse, but offered the shielding and camouflage required to avoid being seen. Sheds and barns that were scattered throughout would be used as shelter, but only if the owners could be trusted. A great example of this can be viewed along State Route 10 just east of Sandtown.

**Resource ID #3 – Star Hill African Methodist Episcopal (AME) Church, Cemetery and Museum (I)****Latitude: 39.102 North, Longitude: -75.536 West**

A very important component of the Harriet Tubman Underground Railroad Byway was the growth of free black communities, independent towns or neighborhoods where freemen congregated and lived. The appearance of these communities was important to the operation of the Underground Railroad and to common life among African Americans. Star Hill was a free black community that was on the outskirts of Camden in the antebellum era. Local stories propose that this community was active in the Underground Railroad, and that the area was settled by a number of prominent black families who were Underground Railroad supporters. Today, the neighborhood is marked by the Star



Hill AME Church and Museum. This church was initially built in 1866, but a newer church, the one in use today, was built in 1905. Although the original church was built around the Civil War period, it serves as a marker of the community that was prominent here in the early nineteenth century. The church and museum have been placed on the Network to Freedom list for its interpretive programs on the Underground Railroad.



#### Resource ID #4 – Henry Cowgill Farm Site (U,E)

**Latitude: 39.060 North, Longitude: -75.637 West**

It is important to know that Quakers were a very important part of the Underground Railroad. In 1775 the Quakers formed the first American anti-slavery group. There were many Quakers living in the areas of Pennsylvania, Maryland and Delaware that were willing to help slaves traveling along the Underground Railroad. The Henry Cowgill family was a renowned Delaware Quaker family, and history states that they helped many fleeing slaves by providing them with shelter, food and clothing along their journeys. There are no remnants of the Cowgill Farm today, but travelers can envision what it may have looked like, resembled in the present day farms of the area.



#### Resource ID #5 – Willow Grove (U,C)

**Latitude: 39.069 North, Longitude: -75.629 West**

This small area called Willow Grove connected a white community and a black community just to the east of Willow Grove and may have been a stop for Harriet Tubman between Sandtown and Camden. It is not confirmed, but there is mention of it in Wilbur Siebert's book *The Underground Railroad from Slavery to Freedom* in an interview with Harriet Tubman from 1898. It was also mentioned in an 1857 article about the Dover Eight, six of whom reportedly stayed in the house of a man from Willow Grove after they had escaped from a jail close by. Officers tracking them were not allowed to enter, due to lack of a sufficient warrant, and the six went farther up the Underground Railroad shortly after.



### Resource ID #6 – Free Black Settlement between Camden and Wyoming (C)

**Latitude: 39.116 North, Longitude: -75.553 West**

There were many routes for fleeing slaves to travel in Delaware, and certain locations played vital roles along the Underground Railroad. Camden was a logical destination as it offered the shelter and protection of several free black communities. These included Star Hill to the east, Brinkley Hill to the north, and a small unnamed area to the west of Camden located at the intersection of State Road 10 (West Camden-Wyoming Avenue) and Caesar Rodney Avenue.

### Resource ID #7 – Zion African Methodist Episcopal (AME) Church (C)

**Latitude: 39.117 North, Longitude: -75.551 West**

The congregation of this church began in 1845, when local residents formally organized the Zion African Methodist Episcopal (AME) Church. Several churches were established in the Camden area by free African Americans during the mid-19<sup>th</sup> century, which made Camden an important stop on the Underground Railroad. Trustees of the church first obtained the land in the 1840s, and construction on the church began soon



after. Neighboring property was purchased in 1848 from George Jones for a burial ground, which was then enlarged in 1863 with property that was given to them by John Jones. The present day structure was completed in 1889 after fire destroyed the original building. In 1923, the cemetery was enlarged again with land purchased from William Gaynes. The Zion AME Church was added to the National Register of Historic Places in 1994.

## Resource ID #8 – Camden Historic District (C)

**Latitude: 39.114 North, Longitude: -75.542 West**

Along with the natural landscapes that define the corridor and the wonderful and untouched scenery that define the Harriet Tubman Underground Railroad Byway, so too do the concentrations of historic districts and small towns along the corridor. The many historic districts help preserve the historic look and authenticity of the Underground Railroad for travelers. The Camden Historic District has many buildings that were built circa 1750 to the nineteenth century. Camden was placed on the National Register of Historic Places in 1974. There are 65 structures on 316 acres along Camden-Wyoming Avenue and Main Street that make up the Historic District.



## Resource ID #9 – Camden Friends Meeting House (C, I)

**Latitude: 39.115 North, Longitude: -75.548 West**



Built in 1804 as the last meeting house to be constructed in Kent County, the Camden Friends Meeting quickly became the center of religious life for members of the anti-slavery Hicksite branch of the Society of Friends from Odessa south to Lewes. Along with the Little Creek Meeting in far eastern Kent County, Camden shared designation as the regional monthly meeting house beginning in 1830. The relationships formed amongst the



individuals that attended and participated at this meeting house were undoubtedly critical parts of the network of Underground Railroad connections south of Wilmington. Families with documented Underground Railroad associations who attended the Camden Monthly Meeting included the extended Hunn, Alston, Jenkins, and Cowgill families. John Hunn, also known as the “Chief Engineer” of The Underground Railroad, is buried in the adjoining cemetery. Historical markers describing his connection to the Underground Railroad are placed here as well.

The Camden Friends Meeting House is a National Underground Railroad Network to Freedom site.

### Resource ID #10 – Whatcoat Methodist Episcopal Church (Currently the Morningstar Institutional Church of God in Christ) (C)

**Latitude: 39.114 North, Longitude: -75.543 West**

Religion played a very important role along the Underground Railroad as it provided a structure and organizational body that could be tapped into for support and shelter. In addition to the Quakers, some Methodists were vocal advocates for the abolition of slavery. The Whatcoat Methodist Episcopal Church was built on land purchased from Thomas Mifflin in 1856. The church was built by Abel Gibbs (later Abraham). Gibbs was a mason who Harriet Tubman mentioned as a connection in Camden during her 1897 interview with Wilbur Siebert. Members of the Gibbs family are known to have worked on the Underground Railroad, with Absalom’s son Abel specifically mentioned by Harriet Tubman as one of her associates. Abraham Gibbs, son of Abel and grandson of Absalom, fought in the Civil War with the United States Colored Troops. Oral history says that this church, in addition to being a place of worship, may have served as a hiding place for people seeking freedom in the last years before the beginning of the Civil War. Today, the building is the home of the Morningstar Institutional Church of God in Christ, which purchased it in 1986.

### Resource ID #11 – Brinkley Hill (U)

**Latitude: 39.119 North, Longitude: -75.537 West**

Brinkley Hill was a free black community located to the north of Camden. It was named after the community’s own Brinkley family, which included William and Nathaniel Brinkley, both noted Underground Railroad conductors. Harriet Tubman mentioned them in an interview, and said “at Camden her helpers were William and Nat Brinkley (colored) and Abraham Gibbs.” The Abraham Gibbs mentioned is Abel Gibbs who later changed his name to Abraham. Tubman also



remembered feeling “safe and comfortable” with them. William Brinkley is also known for a series of letters he wrote describing life during slavery times. One letter confirms Brinkley used his home to help escaping slaves. He also helped to submit a petition to the state legislature in 1849 objecting to the restrictions on the movements of free African Americans in and out of Delaware. Many of the signers were from Brinkley Hill, and their desire to travel freely, especially to Philadelphia, suggests that Brinkley Hill was an important Underground Railroad stop. The only resource here left from the nineteenth century is the Demby Cemetery, but there are also historic structures including two early twentieth century vernacular dwellings. *Note: The house pictured above was demolished in 2012.* Future preservation of these homes is a goal of this CMP.



### Resource ID #12 – Brecknock Park (E)

**Latitude: 39.033 North, Longitude: -75.727 West**

Brecknock Park was at one time the estate of Thomas Howell, and is located very close to where Brinkley Hill is located. Brecknock was first established back in the seventeenth century when Alexander Humphreys received 600 acres of land in the area. In the 1740's a mill was built on the site which remained in use for nearly two centuries. In the nineteenth century, Brinkley Hill's western boundary was established by Main Street and the Howell land. Brecknock was placed on the National Register of Historic Places in 1974 and in 1993 part of the land was set aside for recreational use and named Brecknock Park. Thomas Howell's original farm house, a tenant farm house, and the ruins of the mill are still in the park, which is managed by Kent County. The main attractions of this resource include the main house that was present during the Underground Railroad period, and the nature trail that allows visitors to explore the wooded area along Isaac's Branch, the site of the milling operation that helped establish the prosperity of the owner.

*Note: Brecknock Park provides a good site for a future HTURB visitor center and interpretive facility.*

### Resource ID #13 – Great Geneva (C)

**Latitude: 39.118 North, Longitude: -75.509 West**

Great Geneva was one of two homes built by the Hunn family of Kent County at Forest Landing. Made of brick with Flemish Bond and glazed headers, this house showcases the prosperity of the Hunn Family who built it around 1765. Today, it is privately owned. Hunn family members settled in Kent County in the seventeenth century and Jonathan Hunn purchased the tract called Great Geneva from Alexander Humphrey's around 1765. The Hunn

family was members of the Society of Friends, who met with other local Quaker families for worship at a meeting house established near Magnolia, Delaware in around 1760. There are several family members buried in the graveyard, which is all that survives at the site of this early meeting house, known as the Murderkill Friends Meeting Place. This home is important to the Underground Railroad because abolitionist John Hunn was most likely born here. John Hunn assisted a number of freedom seekers, most notably the Hawkins family in 1845. For their participation in this escape, he and Thomas Garrett were convicted and fined in 1848 by the United States District Court. Despite the financial burden of this conviction and other related fines, Hunn continued to be active in the Underground Railroad. He became very poor, but never stopped his activities and during the Civil War worked with the Port Royal Relief Committee on St. Helena Island in South Carolina.

### Resource ID #14 – Wildcat Manor (C)

**Latitude: 39.117 North, Longitude: -75.500 West**

Wildcat Manor is a very unusual house due to many irregular spaces and additions. It was inherited by John Hunn's half brother Ezekiel, who gave it to his intended bride as an engagement gift. The tract containing Wildcat Manor was a part of a holding called Great Geneva that was patented to Alexander Humphreys in 1682. Jonathan Hunn and his brother Raynear Hunn purchased Wildcat Farm and Forest Landing from Robert Wilcox in 1761. Across Tidbury Creek, the Hunn family constructed a milldam and saw mill in the 1790s. The landing became a small industrial complex that hosted two (2) granaries or store houses and two (2) tenant houses. This was known as Hunn Town, a free black community at the landing. At the death of Ezekiel Hunn in 1821, Wildcat Manor was left to his son, also named Ezekiel Hunn, who was John Hunn's half brother. Hunn Town continued to be an active community well into the first half of the 20th-century. The house stayed in the ownership of the Hunn Family until early this century when it was purchased by Kent County for development into a county recreation facility and park.



This site is still being researched for its direct applicability to the Underground Railroad. Further research will hopefully unveil its relationship to the corridor story.

**Resource ID #15 – Happy Valley (C)****Latitude: 39.094 North, Longitude: -75.506 West**

From 1853 to 1862, Happy Valley was the home of Quaker John Hunn, a key operative in the Underground Railroad. Located at the southern end of the site of the F. Niel Postelthwait Middle School, near the Cypress Branch Creek, Happy Valley was a 280 acre farm straddling the corridor from Dover to Magnolia, now South State Street Extended. The main house was located on the east side of the street, with the larger parcel of farm land located across the road and approximately one half mile south of the intersection with



Sorghum Mill Road. John Hunn's story illustrates the illusiveness of documenting Underground Railroad activities. Little is known about how he operated during the 1850s. He ordered the records he kept of his activities over the years be destroyed by his son, soon to be Governor John Hunn, in front of him as he lay dying in 1894. In 1853, John Hunn and his wife Mary Swallow Hunn purchased the Happy Valley farm south of Dover. They lived there until 1862, and this farm was his home during his most active work with the Underground Railroad. Mary Swallow Hunn died in January 1854 and Hunn married Annie Jenkins in November 1855. In 1862, he traveled to St. Helena and the Beaufort area of, South Carolina with teachers Charlotte Forten and his daughter Elizabeth to assist the newly free people there. The Happy Valley property was sold at a Sheriff's Sale in 1864 and unfortunately the house is no longer standing.

**Resource ID #16 – Dover Green (C)****Latitude: 39.156 North, Longitude: -75.523 West**

“The Green” in Dover (a Network to Freedom site) is another landscape and historic location along the Harriet Tubman Underground Railroad Byway. Established as a court town for Kent County in 1683, Dover was planned by William Penn around a central public square, called “Court House Square” which later became “The Green.” Laid out in 1717, and the site of the Kent County courthouse, The Green became the central public space in Delaware when the state capitol moved to Dover in 1777. Although no activities directly associated with the Underground Railroad have yet to be tied to The Green, three (3) buildings where important legal actions related to slavery took place lined its eastern edge. These properties include the 1) Old State House of 1792 where the abolition of slavery was debated and defeated; 2) Kent County Courthouse where those who were accused of being Freedom Seekers or assisting them were tried; and 3) Kent County jail where the accused were held or slave-catchers deposited captives before returning them to their enslavers. Although The Green has changed since the Underground Railroad period, its present character of an open park-like square under a canopy of tall trees surrounded by buildings was set when it was redesigned as a city park in 1846. Although many the buildings next to it were constructed or remodeled in the decades



after the Civil War, the northeastern corner is particularly reminiscent with the Old State House, the 1728 Parke-Ridgely house, and the Greek Revival Todd buildings of the 1850s. Entering The Green from State Street has always announced to the traveler that they are at the political center of the State.

## Resource ID #17 – The Old State House (C)

Latitude: 39.156 North, Longitude: -75.523 West



In the years before the Civil War, the Delaware State House (the Old State House) had to deal with the legal ramifications of abolition efforts. The building was the site of one of the best known of the consequential cases, the trial of famed Underground Railroad conductor Samuel D. Burris. Burris was born west of Camden in the Willow Grove area and at the time of his trial was a teacher in Wilmington. John Hunn reported that, through him, Burris (an African American himself) helped hundreds of enslaved African Americans to freedom. In July 1847, Burris was arrested for aiding in the escape of Maria Matthews. He was tried and sentenced to 10 months of imprisonment, after which he was to be sold out of the state as a slave. The sale took place in early 1848, but, fortunately, Burris was rescued by Wilmington Quaker Isaac Flint, who posed as a slave trader, bought him with funds from the Pennsylvania Abolition Society, and set him free. Even after that experience, Burris continued his activities with the Underground Railroad, and he was eventually forced to move to California for his safety, where he spent the rest of his life. Today, The Old State House is open to the public, and visitors here can experience an interpretive program about Burris's life and trial. The site has been placed on the Network to Freedom.



### 3.1.2 Segment 2 – Primary Resources

#### Resource ID #22 – Hawkins Route to Hunn Farm (E)

With the help of free African Americans in 1845, the family of Samuel Hawkins left Maryland in search of freedom in the north. Famous Underground Railroad Conductor Samuel D. Burris led them through Camden and on to the farm of John Hunn using a letter from Ezekiel Jenkins. Hunn's farm was located near Middletown, where they were recognized as an unfamiliar group by one of John Hunn's neighbors. The exact route is unknown, though it is likely that the Byway between Camden and Middletown is representative of the route used by the Hawkins family.



#### Resource ID #23 – Landscape of Blackbird State Forest (E)

**Latitude: 39.377 North, Longitude: -75.731 West**

The Blackbird State Forest is a landscape along the Harriet Tubman Underground Railroad Byway that allows traveler's to imagine the freedom seeker's experience trying to move secretly through farmlands, wetlands, and woods. The State Forest also lends a powerful scenic function, adding breathtaking moments of beauty to the corridor. North of Dover and the town of Blackbird, State Route 15 passes through a succession of farms, separated by lines of trees, as well the Blackbird State Forest. People seeking



freedom had to figure out a way to pass through this landscape, in which the open fields did not provide much cover and it was difficult to know who could be trusted. Farm buildings, such as sheds and barns, were sometimes sources of shelter during the day. Blackbird State Forest consists of nine (9) tracts of land totaling over 4,800 acres. This area is very similar to the way it looked during Underground Railroad activity. According to Harriet Tubman, in her interview with Wilbur Siebert in 1897, she had passed through these woods on her way to a safe haven in the free black community near the town of Blackbird.

**Resource ID #24 – Ebenezer Church (E)****Latitude: 39.130 North, Longitude: -75.491 West**

Ebenezer Church is a Gothic Revival African-American church that was built from 1867 to 1873. It was known as the Forrest Methodist Episcopal Chapel until 1913, and is the only remaining building and remnant of a free black community that once existed in this area during the mid-nineteenth century. The community has slowly dissolved due to settlement patterns and development sprawl and expansion. Although there is no evidence of a connection with the Underground Railroad, this lone building is a reminder of

free black communities that formed around their churches in this marginal forested area. The approach and the site give the traveler as sense of remote, isolated areas where free blacks lived and the type of forest through which freedom seekers fled.

**Resource ID #25 – Site of the John Hunn Family Farm, now Middletown High School (U)****Latitude: 39.448 North, Longitude: -75.696 West**

In 1845 the Hawkins family escaped from Maryland seeking freedom in the north. For much of their route through Delaware they were assisted by the Underground Railroad conductor Samuel D. Burris. Burris led the family from the house of Ezekiel Jenkins in Camden to the house of his cousin John Hunn, near Middletown. Hunn later remembered that it was the first time he had assisted fugitives from slavery and that he gladly welcomed them to his home with rest and food. Unfortunately for them though, Hunn's neighbor, Thomas Merritt, noticed the unusual group and alerted Middletown's magistrate, William Streets. The story was not to end at the Hunn farm, but rather became an increasingly difficult situation that would be resolved through several other sites on the route. Although the farm does not exist today, the site is important as the origin of one of the most publicized incidents in Delaware's Underground Railroad history.



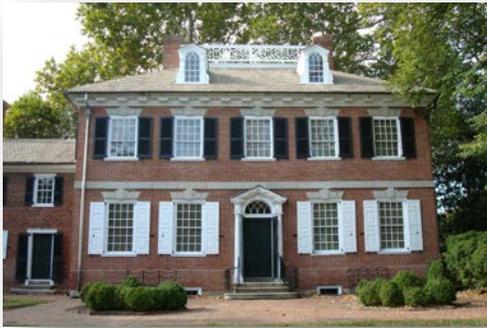
**Resource ID #27 – Appoquinimink Friends Meeting House (U, I)****Latitude: 39.458 North, Longitude: -75.663 West**

The Appoquinimink Friends Meeting House is located on the outskirts of Odessa and was built in 1785 by David Wilson. Local stories suggest that it functioned as a stop on the Underground Railroad and used an eave closet in the upper story as a slave hiding place. The weekly preparative meeting here was attended by known Underground Railroad operatives John Hunn and John Alston. The building survives with a high degree of integrity today and was placed on the National Register of Historic Places in 1972. It is also part of the National Register of Historic Places' "Aboard the Underground Railroad" Travel Itinerary, and it has been designated a Network to Freedom site.

**Resource ID #28 – Corbit-Sharp House (U, I)****Latitude: 39.454 North, Longitude: -75.656 West**

The Corbit-Sharp House was built between 1772 and 1774 by Robert May for William Corbit, who was an important Quaker merchant, tanner and farmer at the community of Appoquinimink Crossroads. This community was later named Cantwell's Bridge, and then called Odessa, which is the name today. Corbit's youngest son, Daniel Corbit, was known to be sympathetic to the cause of abolition and a supporter of Underground Railroad activities. Daniel Corbit's youngest daughter, Mary Corbit Warner remembered her mother once assisting a fugitive, Sam, into an eave closet in the house. She also remembered the tour of the house her mother gave to the quickly pursuing sheriff, opening all the doors allowing the sheriff to see inside. The sheriff declined to look in the eave closets because he was sure Sam was too large a person to fit through such a small door. The site has been designated a Network to

Freedom site, and the property has also been designated a National Historic Landmark for its architectural importance.



### 3.1.3 Segment 3 – Primary Resources

#### Resource ID #30 – Stewart Street in Port Penn (Free Black Settlement) (C)

Latitude: 39.517 North, Longitude: -75.578 West

The rich history of Delaware's African American population helps to inform the Underground Railroad story, and because of this, the route encompasses all of that history. One important theme along the corridor is the growth of free black communities, independent towns or neighborhoods where free blacks congregated and lived. The appearance of these communities was important to the operation of the Underground Railroad and to communal life among African Americans. One such community began on Stewart Street in Port Penn and was referred to as Congotown.



Evidence of this community is present in the form of St. Daniel's United Methodist Church (built in 1892), which has been in the hands of an African American congregation since 1920, when the congregation that had been occupying it ceased gathering. Further, there is also evidence that as early as the 1850s, there was a free black community in Port Penn as John W. Tillman used the cover of a nearby camp meeting as an opportunity to escape. Although there is no evidence that this community was active on the Underground Railroad, its presence on the route helps to tell the story of the growth of such communities.

**Resource ID #34 – Delaware State Route 9 (S.R. 9) (E)****Latitude: 39.545 North, Longitude: -75.580 West**

State Route 9, much of which has been designated as the Route 9 Coastal Heritage Byway by the Delaware Department of Transportation, travels through one of the largest areas of preserved coastal marshland in the eastern United States. It includes some areas that look almost as they did when the first European settlers arrived in the area many years ago. The scenic vistas are reminiscent of the landscapes experienced by slaves who chose water routes to freedom, looking for passage

to New Jersey and Philadelphia along Delaware's coasts. One of the most breathtaking views in the area is at the Reedy Point Bridge near Delaware City, which gives the traveler a 360-degree view of the surrounding wetlands. Additionally, the presence of the Ashton Historic District adds to the evocative qualities of the landscape with several 18<sup>th</sup> century structures: the Robert Ashton House, and the John Ashton House.

**Resource ID #35 – Polktown near Delaware City (Free Black Settlement) (C, E)****Latitude: 39.569 North, Longitude: -75.590 West**

The history of Delaware's African American population helps to inform the story of the Underground Railroad. One site that relates to African American history in the state is Polktown. Polktown is a small group of structures on the outskirts of Delaware City that was one of the earliest settlements of free blacks in the state. Polktown, first noted in 1835, was known as a free black settlement encompassing areas within and adjacent to Delaware City. Presently it is represented by several structures south of the branch canal and by the small African Union Church Cemetery. This cemetery contains the remains of several veterans of the United States Colored Troops. In total about 180,000 blacks served the Union army during the war, and 954 of these were from Delaware.



**Resource ID #37 – New Castle Court House Museum (U, I)****Latitude: 39.660 North, Longitude: -75.564 West**

The New Castle Court House, located in the heart of the historic City of New Castle, Delaware, is one of the oldest surviving Court Houses in the United States and a registered National Historic Landmark and National Underground Railroad Network to Freedom site. The original 1732 courthouse and building were built over the remains of the circa 1660s courthouse, with additions and modifications made throughout the 18<sup>th</sup> and 19<sup>th</sup> centuries. All jurisdictions of Delaware's courts, including the federal courts, have met in this building over the years. The county courts moved to the City of Wilmington in 1881 with the changing of the county seat, but occasional court sessions and proceedings are still held here. The New Castle Court House is also Delaware's first capitol building and meeting place for the colonial and first state Assembly.

On June 15, 1776, the legislature passed a resolution to separate from Pennsylvania and Great Britain, creating the Delaware State. Two (2) months later, on September 20, 1776, the first constitution for the Delaware State was adopted. In 1777, the capitol moved to Dover. The Court House cupola was designated in 1732 as the center of the 12-mile circular boundary, which created Delaware's unique curved northern border.

Significant events took place at the New Castle Court House involving slavery and the Underground Railroad. These events included the trials of abolitionists Thomas Garrett and John Hunn. Visitors may take guided tours and view exhibitions at the museum that highlight Delaware's colonial, state and Underground Railroad history. Also on display are period portraits, furniture, artifacts, and decorative arts.



### 3.1.4 Segment 4 – Primary Resources

#### Resource ID #39 – The Rocks-Fort Christina Park (U)

Latitude: 39.737 North, Longitude: -75.538 West



The Fort Christina State Park is nestled on the banks of the Christina River and commemorates the location of the first permanent settlement by European settlers in Delaware, established by the Swedes in 1638. The park was created to commemorate the 300th Anniversary of the settlement. It includes a granite monument by Carl Milles and such landscape features as a courtyard, high brick walls and an ornate iron gate. A Delaware Archives Marker in this park commemorates the arrival of the commonly-accepted first Black inhabitant, brought by the Swedes as an indentured servant, known as Antony Schwart (or Black Antony).

The park also contains a replica of the first ship that the Swedes used to travel to Delaware, the Kalmar Nyckel, that is docked nearby. Today, visitors can tour the replica ship to remember this early period in Delaware history.

The Rocks at Fort Christina were mentioned as a landing place for Captain Fountain, a fearless Underground Railroad boat captain, in a letter written in 1856 from Thomas Garrett to William Still of the Philadelphia Anti-Slavery Society office. William Still (October 7, 1821 – July 14, 1902) was an African-American abolitionist, writer, and historian who lived mostly in the Philadelphia region. He is often referred to as the “Father of the Underground Railroad.”

The letter from Garrett to Still describes how Captain Fountain landed at the Rocks with fourteen people seeking freedom on-board and handed them over to the custody of one of Garrett’s agents. For this reason, the site has been recognized on the Network to Freedom. The site is also a National Historic Landmark in honor of its association with Sweden’s history in the New World.



**Resource ID #40 – Severn Johnson Home Site (U)****Latitude: 39.740 North, Longitude: -75.539 West**

Thomas Garrett may be the best known of the Wilmington Underground Railroad operators, but his network depended on the help of several of his friends, many of which were African Americans, living in various parts of Wilmington. Like Garrett's home, none of the houses of these known conductors are standing in Wilmington today, but the sites where they lived are an important part of the story of the Underground Railroad in Wilmington. Severn Johnson lived in Delaware and worked with Thomas Garrett as a conductor on the Underground Railroad.



Some of Garrett's letters describe how he was involved in the Underground Railroad by 1857. He has been variously identified as a laborer and an oysterman, and his home was on Buttonwood Street between Taylor Street and Brandywine Creek, only about a block from the house where George Wilmer, another conductor, lived.

**Resource ID #41 – George Wilmer Home Site (U)****Latitude: 39.741 North, Longitude: -75.540 West**

George Wilmer was another one of Thomas Garrett's friends in the Delaware network of the Underground Railroad. He was a slave near Georgetown Crossroads on the Sassafras River in Kent County, Maryland. He used that Maryland location to become the best-remembered enslaved conductor on Delaware's Underground Railroad. Making use of the liberties granted to him by his enslaver, Eben Welch, he ferried runaways from Maryland to Wilmington during the mid-to late 1850s. In one period of four (4)

months in 1855, he helped 25 runaways. After he was freed in 1858, he moved to Wilmington with his wife and set up residence at 832 Church Street, where he probably continued his Underground Railroad activities. Wilmer's home is no longer standing.

**Resource ID #42 – Comegys Munson Home Site (U)****Latitude: 39.747 North, Longitude: -75.545 West**

Comegys Munson was yet another one of Thomas Garrett's friends in the network of Underground Railroad operators. He was a free laborer living in Wilmington at the height of Underground Railroad activity, and was a trusted helper of Thomas Garrett. Munson's home was mentioned as a safe house in at least one letter from Garrett to William Still. In June 1857, Munson provided shelter to an old woman whose children had been sold south, and who had been clothed in garments belonging to Garrett's wife. Munson once lived on French Street between 12th and 13th Streets, but his home is no longer standing.

**Resource ID #43 – Peter Spencer Plaza (I)****Latitude: 39.743 North, Longitude: -75.547 West**

Peter Spencer was born into slavery in 1792 and relocated to Wilmington after the death of his owner. He became the founder of the Union African Methodist Episcopal Church in 1805, the first church in the United States fully and independently organized and controlled by African Americans. In founding the church, Spencer was responding to racism in white-controlled churches. In the white-controlled churches, African Americans could not hold leadership positions and were often forced to sit in sequestered sections of the churches. Some historical accounts suggest that Spencer opened the doors of his church to people seeking freedom, providing shelter and support to them as they traveled. August Quarterly camp meetings were established at Spencer's Union African Methodist Episcopal Church in 1814. Dr. Lewis Baldwin wrote in one of his books about Peter



Spencer that August Quarterly was used as a way for freedom seekers to plan their escape with other freed African Americans who could help them.

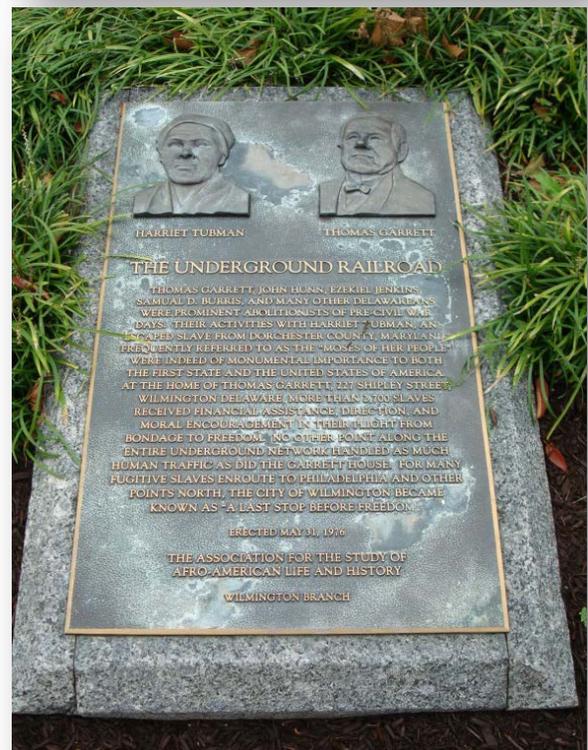
Spencer and his wife (and other church leaders) are buried in Peter Spencer Plaza, a commemorative space in Wilmington located on the site where his groundbreaking church once stood. Marking their graves is a sculpture of a man and child, Father and Son by Charles C. Parks that represents Spencer's teachings about good family life and commemorates the founding of the church.

## Resource ID #44 – Tubman-Garrett Riverfront Park and Market Street Bridge (C, I)

Latitude: 39.736 North, Longitude: -75.552 West



Harriet Tubman and Thomas Garrett were two of the most important figures working on the Underground Railroad in Delaware. In 1997, the city of Wilmington determined that because there were no structures where Tubman and Garrett operated, they would build a park in their memory. The park was completed in 1998 and offers a walkway along the Christina River and several interpretive plaques that honor the Underground Railroad and other topics in the history of African Americans in Downtown Wilmington. The location of the park near the Market Street Bridge was chosen partly due to the connection of this particular river crossing with the Underground Railroad. The current bridge was built in 1927 to replace a bridge that was built in 1883, but before the Civil War, another bridge was located here. This was the only bridge into town, meaning that any freedom seeker hoping to reach Thomas Garrett had to consider a plan to cross it. One famous story from 1856 has Harriet Tubman with a party of five (5) fugitives crossing in a false-bottomed wagon supplied by Garrett. The park is on the Network to Freedom due to its function as a site commemorating Delaware's Underground Railroad heroes.



Thomas Garrett's residence was very near the Market Street Bridge and the train station in the 1850s, and was thus conveniently located for freedom seekers. The train station (no longer present) was instrumental in Frederick Douglas' flight to freedom in 1863. The nearness of the train station and other active train stations conveys the idea that the "real railroad" is synonymous with the URR movement.

### Resource ID #45 – Wilmington Old Town Hall (U, I)

**Latitude: 39.742 North, Longitude: -75.550 West**

Built in 1798, the Wilmington Old Town Hall functioned as the center of legal, political, and civic activities during the time of Wilmington's mercantile-milling economy. The City Jail was housed here, where fugitive slaves were kept while awaiting return to their enslavers. Ironically, the city's dedicated anti-slavery activists also held meetings here, sometimes at their great peril.



The Federal-style structure housed the city's meeting chambers, offices and jail and served as the headquarters and gathering place of civic organizations and included a subscription library. The death of George Washington was observed there in 1799, as were receptions and dinners for the Marquis de Lafayette and President Andrew Jackson. Henry Clay's body was laid in state there in 1851. The Old Town Hall, which has now been restored to its classical beauty, provides space for exhibitions, programs and special events throughout the year. It is currently being developed as an African-American Heritage Center.

### Resource ID #46 – Thomas Garrett Home Site (U, I)

**Latitude: 39.741 North, Longitude: -75.552 West**



Thomas Garrett was one of the most important figures working on the Underground Railroad in Delaware and a prominent Wilmington Quaker who devoted his life to saving more than 2,700 enslaved people by the time the Civil War ended in 1865. His house in Wilmington was an important destination for many slaves traveling through Delaware, and the assistance he provided through food, clothing, shelter, and guidance on to free soil in Philadelphia was invaluable to the individuals who received this help. Not only did Garrett shelter fugitives in his own home, but he also worked with a network of activists in the city to make sure that there

was always a place for freedom seekers to stay. Garrett's contribution to Underground Railroad efforts is a remarkable achievement.

Garrett's house and store once stood at 227 Shipley Street in central Wilmington. Today, both the house and store are gone; all that is left to mark Garrett's presence in this area is a historic marker placed by the Delaware Public Archives. The historic marker is located about one block north and three blocks west of the site of Garrett's home. A QR code for smartphone interpretation has been added to the marker to provide more educational information. The site is considered to be an important part of the Underground Railroad route, and has been designated a Network to Freedom site.



Some additional Black Conductors that were associated with Thomas Garrett are:

- Abraham Shadd was a leading abolitionist and community leader who left the state in 1850 to go to West Chester, Pa. In 1845 the Hawkins family had gone to his farm when they left Thomas Garrett's house in Wilmington. His daughter was Mary Ann Shadd Carey, editor of the newspaper *Provincial Freedman* in Chatham, Canada.
- Joseph Hamilton - Thomas Garrett writes to J.M. McKim in June 1860 that Joseph Hamilton was jailed for receiving stolen money. He stated that Joseph was one of the most efficient aides in forwarding slaves. His house was a regular stopping place.

**Resource ID #47 – Quaker Hill Historic District (C, E)**

Quakers were a very important part of the abolitionist movement and the Underground Railroad. Due to their religious beliefs, they viewed slavery as inherently evil and in violation of natural law. The Philadelphia Yearly Meeting of 1776 sanctioned disownment for slaveholding Friends who refused to free their slaves and Quakers in Delaware moved quickly to comply. Some Delaware Quakers did everything they could in the last three decades of the eighteenth century to end slavery in the state, petitioning the legislature on multiple occasions to ask for an end to the interstate slave trade and a gradual opposition law. When these measures failed, some Quakers turned to illegal means to resist slavery, and became involved in aiding fugitive slaves on their way north to freedom. The Quaker Hill area in Wilmington, home of many prominent abolitionists, was listed as a Historic District on the National Register of Historic Places in 1979, with an additional area added in 1985. The district was created to recognize the high concentration of historic structures in the area, including many from the nineteenth and early twentieth centuries. Today, the area has many of the same historic aspects as it did back then. The Quaker Hill District has a streetscape plan that should be referred to for possible partnerships and coordination on Byway improvements.



**Resource ID #48 – Wilmington Friends Meeting House  
and Cemetery (U, C, I)****Latitude: 39.742 North, Longitude: -75.554 West**

The current Wilmington Friends Meeting House, built in 1815, was the third structure erected on the site by the Wilmington Quaker community. This followed earlier meeting houses, which were built in 1738 and 1748. With religious beliefs that condemned slavery as immoral, Quakers were an important part of the Underground Railroad network throughout the United States. The Wilmington Meeting house may have been somewhat conservative in its views toward resistance to slavery, but it was one of the meetings attended by Thomas Garrett, one of the links of Delaware's Underground Railroad network. Garrett married his second wife, Rachel Mendenhall, in this Meeting House in 1830, and after his death in 1871 he was buried in the adjoining cemetery. Today, this Meeting House is still in use by the Wilmington Quaker community, largely unchanged from the era in which Thomas Garrett worshipped there. His grave lies under one of the grand old trees in the burial ground, marked by a simple Quaker headstone. It has also been designated a Network to Freedom site.



**Resource ID #49 – Elwood Garrett Home Site (C)****Latitude: 39.744 North, Longitude: -75.554 West**

Many of the sites related to the Underground Railroad in Wilmington are no longer standing and the rare structures that are still there are especially important to the interpretation of this historic location. The Elwood Garrett House on Washington Street in the Quaker Hill Historic District is an example of one such structure. Born on December 19, 1815, Elwood Garrett was the eldest son of Thomas Garrett and his first wife, Mary Sharpless. Elwood was originally trained as a machinist and started a business in Wilmington in 1850. Like his father, he attended the Wilmington Friends Meeting, and he most likely shared in his father's abolitionist leanings and activities. While it is unclear what role, if any, Elwood played in Underground Railroad activities, his home is significant as one of the few buildings with a possible Underground Railroad connection that still stands in Wilmington. This structure is the only remaining site linked to the Garrett family in the city.

**Resource ID #50 – Joseph Walker Home Site (U)****Latitude: 39.744 North, Longitude: -75.552 West**

Joseph Walker was another one of the Wilmington Underground Railroad operators, who was trusted by Thomas Garrett and was part of his network of friends. Born of a West Indian father and an English or Irish mother, Joseph Walker was a member of the African American community in Wilmington and made a living as a laborer. He is the only African American collaborator with Thomas Garrett mentioned in Professor Wilbur Siebert's records, and he worked as a trusted conductor, bringing freedom seekers from Wilmington to the Pennsylvania border. Walker once lived on Tatnall Street between 8th and 9th Streets, near Henry Craige, another conductor working with Garrett. Walker's home is no longer standing.



**Resource ID #51 – Henry Craige Home Site (U)****Latitude: 39.744 North, Longitude: -75.551 West**

Another trusted friend on Thomas Garrett's network was Henry Craige, a brick maker living in Wilmington at the height of the Underground Railroad. In a letter to William Still in 1856, Garrett give Craige high praise, saying, "Thee may take Harry Craige by the hand as a brother, true to the cause; he is one of our most efficient aids on the Rail Road, and worthy of full confidence." Craige once lived on Tatnall Street between 8th and 9th Streets, near Joseph Walker, another conductor working with Garrett. Craige's home is no longer standing, similar to Joseph Walker's home.

**Resource ID #52 – Centerville (C)****Latitude: 39.821 North, Longitude: -75.616 West**

As one of the main stations of Underground Railroad activity in Delaware, Wilmington was not only the ultimate destination for slaves moving through the state, but was also one of the first places where slaveholders and slave catchers would look for escaping runaways. Because of this, high-profile fugitives sometimes had to avoid Wilmington altogether, waiting in towns five or ten miles away for messengers from Thomas Garrett that would then forward them on to their next stop on the journey. One of those groups was a party of 28 from Dorchester County, Maryland, who fled in the fall of 1857 and made their way through Delaware with the help of William Brinkley. The party included seventeen children, among them two infants. Because the news of the escape had already reached Wilmington, Brinkley brought the party to Centerville, near the Pennsylvania border. While in the town, eighteen members of the group had a violent altercation with a mob of Irishmen that left one of the Irish attackers seriously wounded; one source said he was shot but survived,



while another maintains that he died from a stab wound. After this unfortunate occurrence, the freedom seekers were conducted safely to Canada.

## Resource ID #53 – Thomas Garrett Route to Longwood (C, E)

When approaching the border with Pennsylvania on the Harriet Tubman Underground Railroad Byway, there were several possible early historic roads to consider as part of the corridor. Kennett Pike, Concord Pike, and Philadelphia Pike were all constructed and operating by the early nineteenth century and any may have been used as a main travel way for freedom seekers to the first available Free State. Kennett Pike, which



has existed in this location in some form since 1811, was ultimately chosen by the Underground Railroad Coalition as it links Wilmington with abolitionist sites in Philadelphia, PA. These sites include Kennett Square and the Longwood Progressive Friends Meeting House about 3 miles north of the corridor termini at the Pennsylvania state line.. When providing directions to Oakdale, the home of his wife's cousins, Isaac and Dinah Mendenhall, Thomas Garrett often sent travelers along Kennett Pike. He also most likely used this road to travel to the Longwood Meeting.

### **Longwood Progressive Friends Meeting House**

In 1853, fifty-eight remarkable women and men issued a call for a "General Religious Convention" to be held at the Old Kennett Meeting. This call resulted in the creation of the Pennsylvania Yearly Meeting of Progressive Friends whose annual meetings, held from 1853 to 1940, were a beacon to reformers throughout the United States. The Longwood Meeting House opened in 1855. Lucretia Mott, the Quaker advocate for abolition and woman's rights, William Lloyd Garrison, editor of the *Liberator*, Sojourner Truth, a former slave turned lecturer, Susan B. Anthony, the champion of the women's suffrage movement, Unitarian clergyman Theodore Parker and others were active participants at Longwood in the 1850s and 1860s. In addition, Thomas Garrett of Wilmington, Delaware, a founder of Longwood, was heavily fined for his participation in the Underground Railroad, yet over his career aided over three thousand fugitives to freedom. (Source: *Truth for Authority, Not Authority for Truth*, [www.undergroundrr.kennett.net](http://www.undergroundrr.kennett.net), 2012)

### 3.2 Secondary Resources

Secondary resources are important attractors and destinations for the Scenic Byway corridor, though they may not reflect the corridor story directly and are therefore considered to be Secondary. These Secondary resources may not enhance or interpret the Harriet Tubman and/or the Underground Railroad story, but they offer significant points of interest or resources to the Byway traveler.

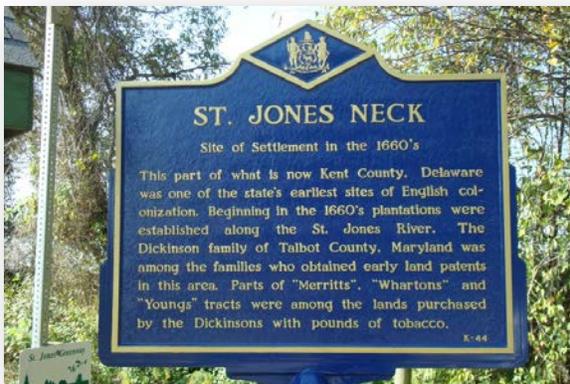
#### 3.2.1 Segment I – Secondary Resources

### Resource ID #18 – Delaware National Estuarine Research Reserve

Latitude: 39.102 West, Longitude: -75.442 North

The Delaware National Estuarine Research Reserve is one of 28 such reserves across the country created to promote the responsible use and management of the nation's estuaries through a program which combines scientific research, education and stewardship. It was established in 1993, and is a cooperative program between the State of Delaware and the National Oceanic and Atmospheric Administration. The DNERR is made up of two (2) main components, the Blackbird Creek Reserve and the St. Jones Reserve. Both sites have brackish and freshwater estuaries (where fresh and salt water mix to form a unique ecosystem). The two (2) reserves also offer several miles of trails, interactive activities and exhibits, a recycling center, canoe launch, and many other programs and volunteer opportunities for the surrounding community.

Reserve hours: St. Jones Reserve, Center for Estuarine Studies in Dover, DE – Trails are open from dawn to dusk, 7 days a week.; Blackbird Creek Reserve in Townsend, DE – Trails and canoe/kayak launch are open from dawn to dusk, 7 days a week.



## Resource ID #19 – John Dickinson Plantation

Latitude: 39.105 North, Longitude: -75.450 West



John Dickinson was known as the “Penman of the Revolution” for writing *Letters from a Farmer in Pennsylvania*. He was an American lawyer and politician from Philadelphia, Pennsylvania and Wilmington, Delaware. He was also a militia officer during the American Revolution, a Continental Congressman from Pennsylvania and Delaware, a delegate to the U.S. Constitutional Convention of 1787, President of Delaware and President of Pennsylvania. John Dickinson was one of our country’s founding fathers, but may not be celebrated as much as Washington, Jefferson, and Franklin because he was opposed to American Independence. He tried very hard to reconcile differences between the United States and Great Britain, to no avail. It was for this reason that he refrained from voting and signing the Declaration of Independence.



John Dickinson was a slaveholder and at one time, was reported to own as many as 37 slaves. He used them in the typical manner of labor and divided his slaves among his properties as needed for agricultural work. He was reported to have bought and traded slaves with others in order to keep families together. When asked, he purchased a slave to keep her from being sold out of state and away from friends and family. He was very specific as to the care and treatment of his slaves as he saw them as a valuable investment.

In time, John Dickinson made the difficult decision to manumit, or set slaves free. This was being urged by the Philadelphia Quakers, with whom John had strong ties with. In 1786, he unconditionally manumitted his remaining slaves. The cost to John Dickinson was high and impacted his business, but he held strong to his decision. In 1786 he unconditionally manumitted his slaves. These acts show that John Dickinson was influenced by the Quakers reaction to slavery and took action on his own to free his slaves.

A quote once stated by John Dickinson reads:

“As Congress is now to legislate for our extensive territory lately acquired, I pray to Heaven that they curse not the inhabitants of those regions, and of the United States in general, with a permission to introduce bondage [slavery].” (Charles J. Stille, *The Life and Times of John Dickinson* (Philadelphia: J.B. Lippincott Company, 1898) p. 324)

## Resource ID #20 – First State Heritage Park Welcome Center and Galleries (Delaware Public Archives)

Latitude: 39.159 North, Longitude: -75.520 West



The First State Heritage Park is Delaware’s first urban “park without boundaries” located in the capital city of Dover. There are two (2) state capitol buildings in the First State Heritage Park. The Old State House, which was built

in 1791 and Legislative Hall, which replaced it as the seat of the state government in 1933, are both located here. There are other buildings and attractions here also. Travelers can view early phonographs at the Johnson Victrola Museum, a collection of mid-Atlantic art at the Biggs Museum of American Art, historical documents preserved at the Delaware Public Archives, Woodburn (the official residence of Delaware’s many Governors), the John Bell House on The Green, Dover’s oldest wooden building, and many different exhibits at the Welcome Center and Galleries.



### 3.2.2 Segment 2 – Secondary Resources

#### Resource ID #21 – Bombay Hook National Wildlife Refuge

Latitude: 39.258 North, Longitude: -75.477 West

Bombay Hook National Wildlife Refuge is the site of Whitehall Plantation, which was the location of a well-documented Delaware rebellion of enslaved people to unfair treatment by overseers at the turn of the 19th century.

Also, Bombay Hook National Wildlife Refuge holds protection over one of the largest remaining expanses of tidal salt marsh in the mid-Atlantic region. Located along the coast of Delaware, the refuge is composed mostly of marsh, but also includes freshwater impoundments and upland habitats that are managed for migratory birds and other wildlife. The refuge was established in 1937 as a link in a chain of refuges extending from Canada, south to the Gulf of Mexico. Protection and conservation for migratory birds and wildlife has increased here over the years, partly due to the management of the area and the loss of other habitats along the Atlantic.

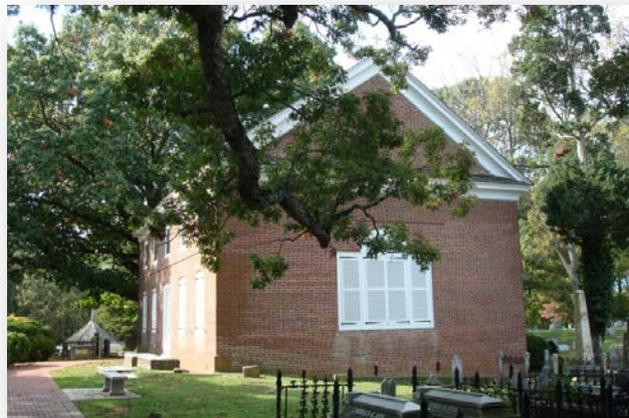


#### Resource ID #26 – Old Saint Anne’s Episcopal Church

Latitude: 39.436 North, Longitude: -75.713 West

Old Saint Anne's Church existed during the Underground Railroad period and would have been a witness to the events of that time. The graveyard includes the burials of individuals tangentially involved in the history of the Underground Railroad in the Middletown area.

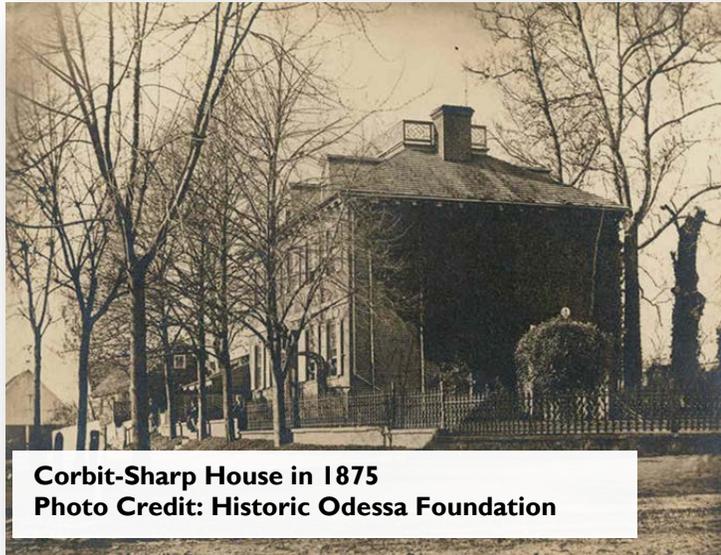
A log chapel was established at this site in 1705, in the area known as “Appoquinimy” with the Reverend Thomas Jenkins appointed its first missionary in 1708. The church is named after Queen Anne of England, who was rumored to have been a patron. The current church on this site was built from 1765 to 1771 through efforts by the Reverend Philip Reading, who was also buried here in 1778.



**Resource ID #29 – Odessa Historic District****Latitude: 39.454 North, Longitude: -75.657 West**

The Odessa Historic District provides a wonderful collection of Underground Railroad era buildings wonderfully preserved and accessible to the travelling public. Located along the banks of the Appoquinimink River, this preserved little town offers visitors a first-hand glimpse of life in 1800's.

Listed on the National Register of Historic Places in 1971 the Odessa Historic District includes a significant building called the Corbit-Sharp House that holds many stories related to the HTURB. The Corbit Sharp House was the home of well-known abolitionist Daniel Corbit. Here the Historic Odessa Foundation interprets a story documented by Corbit's daughter, concerning a freedom seeker hid by her mother in an eve closet to evade local deputies.



**Corbit-Sharp House in 1875**  
**Photo Credit: Historic Odessa Foundation**

The Corbit-Sharp House is a National Historic Landmark and a National Underground Railroad Network to Freedom site. There are guided tours offered all year-round, to give travelers a glimpse back into the 18<sup>th</sup> century.



The district also includes many 18th and early 19th century buildings, like the Corbit-Sharp House (c. 1774); Wilson-Warner House (c. 1769); Collins-Sharp House (c. 1700); Brick Hotel (c. 1822); and Odessa Bank (c. 1853). The Odessa Historic District holds a collection of over 4,000 objects and spans an interpretive period in regional decorative arts from 1760 through 1850.

### 3.2.3 Segment 3 – Secondary Resources

#### Resource ID #31 – Port Penn Interpretive Center

Latitude: 39.518 North, Longitude: -75.580 West



The Port Penn Interpretive Center was originally a schoolhouse, which was built in 1886. It is located in the town of Port Penn, which is over 350 year old. The town is surrounded by a large 1,000+ acre marsh and the Delaware River. The Port Penn Interpretive Center displays exhibits on town life, historic hunting decoys, fishing, fur trapping, community baseball and local artwork. Hours: Friday-Sunday 9am-5pm, self-guided tour of building.

**Resource ID #32 – Augustine Wildlife Area****Latitude: 39.518 North, Longitude: -75.575 West**

Augustine Wildlife Area consists of four (4) large land tracts totaling almost 2,700 acres of wilderness near Port Penn and the Delaware River. The wildlife area offers many spots for fishing and hunting, during their respective seasons. There are many other recreational opportunities in this area, like boating, bird-watching and picnic locations.

**Resource ID #33 – Fort Delaware (E)****Latitude: 39.59 North, Longitude: -75.571 West**

Fort Delaware is situated on Pea Patch Island in the Delaware River about a mile east of Delaware City. The intent of constructing the fort was to serve as protection for the ports of Wilmington and Philadelphia. Dating back to the first earthworks constructed at this location during the War of 1812, Fort Delaware served as a prison for Confederate prisoners of war and Southern sympathizers during the Civil War. Fort Delaware was described as hell on earth for the many Confederate soldiers that found the misfortune of being imprisoned there. Prisoners were not housed in the fort itself. They were housed in crudely constructed barracks located over much of the island.



By June of 1863, estimates at the numbers of prisoners held at Fort Delaware range from 8,000 to 12,500 prisoners on the island. By the end of the war, an estimated 40,000 prisoners had occupied Fort Delaware. Barracks to house them eventually covered much of Pea Patch Island. The strongest form of security at Fort Delaware was the Delaware River itself. Reports vary, but there may have been as many as 1,000 attempted escapes from the island, but few successes given the strong river currents. Water for the prisoners was supplied through two (2) rain barrels and at times was too polluted for consumption. Prisoners were given one (1)

blanket or one (1) overcoat – never both. The Fort also housed political prisoners, such as Governor E.R. Lubbock, governor of Texas and the last prisoner at the Fort. During incarceration, approximately 2,700 prisoners died, 2,400 of which are buried at Finn’s Point National Cemetery in New Jersey. Research to document the presence of Free Blacks on the island as “contraband” laborers is on-going.

### Resource ID #36 – Fort DuPont State Park

Latitude: 39.567 North, Longitude: -75.588 West



Fort DuPont State Park is located in the Delaware City area and is named for Rear Admiral Samuel Francis du Pont. The Fort was actively used as a military base from the Civil War through World War II. After World War II, the Fort was given to the State of Delaware and has been used for various purposes, including the Governor Bacon Health Center. Portions of the land were dedicated as a Delaware State Park in 1992. The park features 322 acres along the scenic Delaware River and the

Chesapeake and Delaware Canal. It is open year-round, and provides opportunities for passive recreation including picnicking, fishing, and hiking. A self-guided trail is available for visitors to explore the site's rich historic past. For those interested in more active recreation, the park provides both tennis and basketball courts and a boat launch to the C&D branch canal.

### Resource ID #38 – New Castle Historic District

Latitude: 39.661 North, Longitude: -75.565 West

The Town of New Castle is a Delaware community that truly reflects the history and culture of the HTURB. The historic district is an area approximately 4 x 5 blocks in the center of town including about 500 historic buildings that date from circa 1700 to 1940. Here you will find great examples of colonial, Dutch and Federal architecture. In 1682 William Penn stepped foot in the New World here for the first time and a marker commemorates this landing at the corner of The Strand and Delaware Street.

The town has been named a National Landmark Historic District, so any renovations and restorations to structures are carefully monitored and designed in a manner that reflects historical architecture. A few must see gems are the New Castle Court House, the New Castle Presbyterian Church, and The Read House & Gardens, which are located on The Strand. Many structures throughout town perished in The Great Fire of 1824.



*A view of the New Castle waterfront in 1830*, by Robert Shaw, from a mural aboard a Delaware River steamer. On the jacket cover of *350 Years of New Castle, Delaware*, by Constance J. Cooper, 2001. Courtesy of the Historical Society of Delaware.

## Chapter 4.0 Background Conditions

The designation of a roadway as a State of Delaware Byway or a National Scenic Byway should not impede the intended purpose of that roadway to safely and efficiently move goods and people. Therefore, as part of this Corridor Management Plan (CMP), it is important to evaluate the current/existing and future conditions of the roadway being designated. Displaying, summarizing and analyzing existing data pertaining to roadway physical characteristics, traffic volumes, levels of service, accident locations and other significant data will assist with and provide awareness of the various operational and physical characteristics that should be considered during designation and implementation of the Scenic Byway. This collection of data also familiarizes the reader of this CMP with the Harriet Tubman Underground Railroad Byway roadway characteristics. These characteristics should be considered in corridor planning efforts and future decision-making. In addition, the data serves as a baseline for any future analysis on the impacts of Scenic Byway designation and implementation of projects.

### 4.1 Roadway Characteristics

The corridor generally travels northeast from southern Delaware at the Maryland/Delaware border, picking up where the Maryland Harriet Tubman Underground Railroad Byway terminates, through Dover and Wilmington before heading northwest and terminating at the Delaware/Pennsylvania border. The total length of the Harriet Tubman Underground Railroad Byway is approximately 98 miles. This Corridor Management Plan (CMP) has divided the Harriet Tubman Underground Railroad Byway into four (4) segments to assist with the review and graphical representation of the corridor analysis. The corridor segment maps are shown in Figures 2 through 5. The Harriet Tubman Underground Railroad Byway traverses two (2) Delaware counties: Kent County and New Castle County. See Figure 1 for a detailed map of the corridor limits.

### 4.2 General Design Characteristics

The general design characteristics of a roadway or corridor are important to understand before assessing a scenic corridor as it provides the baseline of comparison and evaluation. The design characteristics of a roadway include such factors as lane width, number of driving lanes and median types. Table 4-1 below presents the design characteristics of the corridor.

**Table 4-1: General Roadway Design Characteristics**

Segment	Route	Total Roadway Width	Driving Lanes	Median
<b>Segment 1</b>	Delaware State Border (Sandtown) to Cheswold	21 to 74 feet	Varies from 2 to 4	None or raised/grass, 8 to 25 feet
<b>Segment 2</b>	Cheswold to Odessa	18 to 50 feet	Varies from 2 to 4	None or raised/grass, 8 to 16 feet
<b>Segment 3</b>	Odessa to Wilmington	22 to 71 feet	Varies from 2 to 4	None or raised/grass, 3 to 16 feet
<b>Segment 4</b>	Wilmington to Delaware State Border	22 to 68 feet	Varies from 2 to 6	None or raised/grass, 2 to 99 feet

Table 4-1 depicts that the corridor generally ranges from two (2) to six (6) lanes with total roadway widths of 18 to 74 feet and has limited medians throughout the corridor limits. Most of the corridor is rural/suburban in nature with occasional urban sections through communities, such as Dover, New Castle and Wilmington. Figures 11 through 15 highlight the roadway lane totals (# of lanes) along the corridor.

### 4.3 Speed Limits

The speed limits along the corridor are depicted in Figures 16 through 20 and were confirmed using the DelDOT speed limit database, field review and high-definition video review of the corridor. The average speed limit of the entire corridor (when averaged as a whole) is 40 miles per hour (mph). Within town/city limits (transitioning suburban to urban areas) the speed limit generally drops below 40 mph to 35 mph and 25 mph. Speed limits are enforced by the Delaware State Police and the local (city or county) police force.

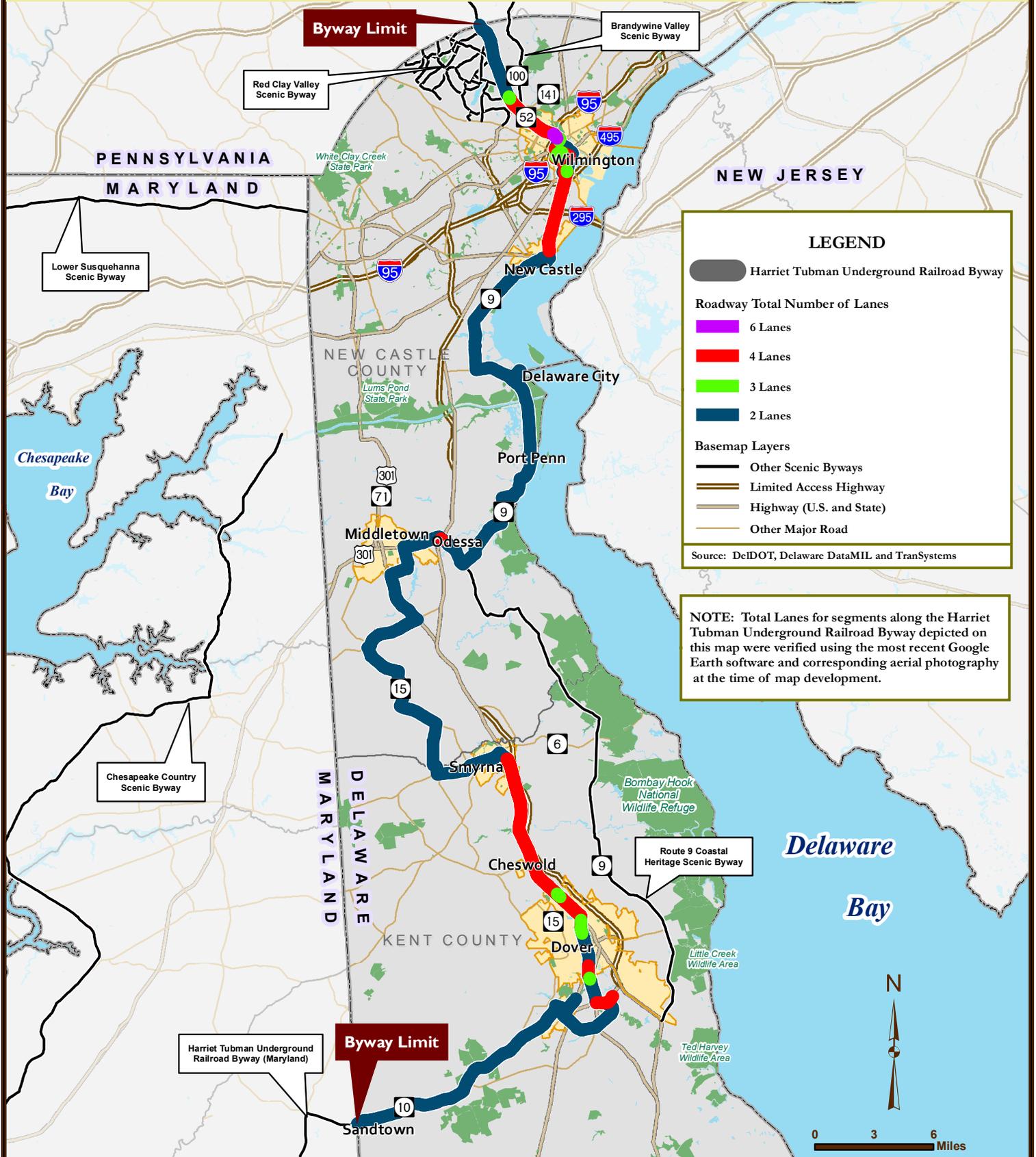
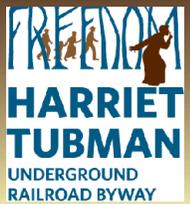
The Delaware Code, Title 21, Chapter 41 references all speed restrictions along roadways. The following speed limit requirements are currently presented in the Delaware Code: 1) 25 mph in any business district; 2) 25 mph in any residential district; 3) 50 mph on 2-lane roadways; and 4) 55 mph on 4-lane roadways and on divided roadways. Scenic Byway designation (State or National) will have no effect on the speed limits assigned to the roadway.





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware



### LEGEND

- Harriet Tubman Underground Railroad Byway
- Roadway Total Number of Lanes**
  - 6 Lanes
  - 4 Lanes
  - 3 Lanes
  - 2 Lanes
- Basemap Layers**
  - Other Scenic Byways
  - Limited Access Highway
  - Highway (U.S. and State)
  - Other Major Road

Source: DelDOT, Delaware DataMIL and TranSystems

**NOTE:** Total Lanes for segments along the Harriet Tubman Underground Railroad Byway depicted on this map were verified using the most recent Google Earth software and corresponding aerial photography at the time of map development.

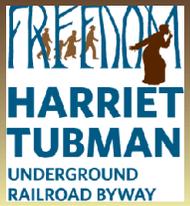


Figure 11: Total Roadway Lanes (Project Study Area)



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware



**LEGEND**

Harriet Tubman Underground Railroad Byway

Roadway Total Number of Lanes

- 6 Lanes
- 4 Lanes
- 3 Lanes
- 2 Lanes

Basemap Layers

- Other Scenic Byways
- Limited Access Highway
- Highway (U.S. and State)
- Other Major Road

Source: DeIDOT, Delaware DataMIL and TranSystems

**INSET B**

**CAMDEN INSET**

**INSET A**

**See Camden Inset**

**HTURB TRAVEL DIRECTION**

- Two-Way Byway Direction
- NB Northbound One-Way Byway Direction
- SB Southbound One-Way Byway Direction

DELAWARE

MARYLAND

Harriet Tubman Underground Railroad Byway (Maryland)

Sandtown

Byway Limit

Henry Cowgill Rd

Upper King Rd

Walnut Shade Rd

0 1 2 Miles

Figure 12: Total Roadway Lanes (Segment 1)



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

Delaware

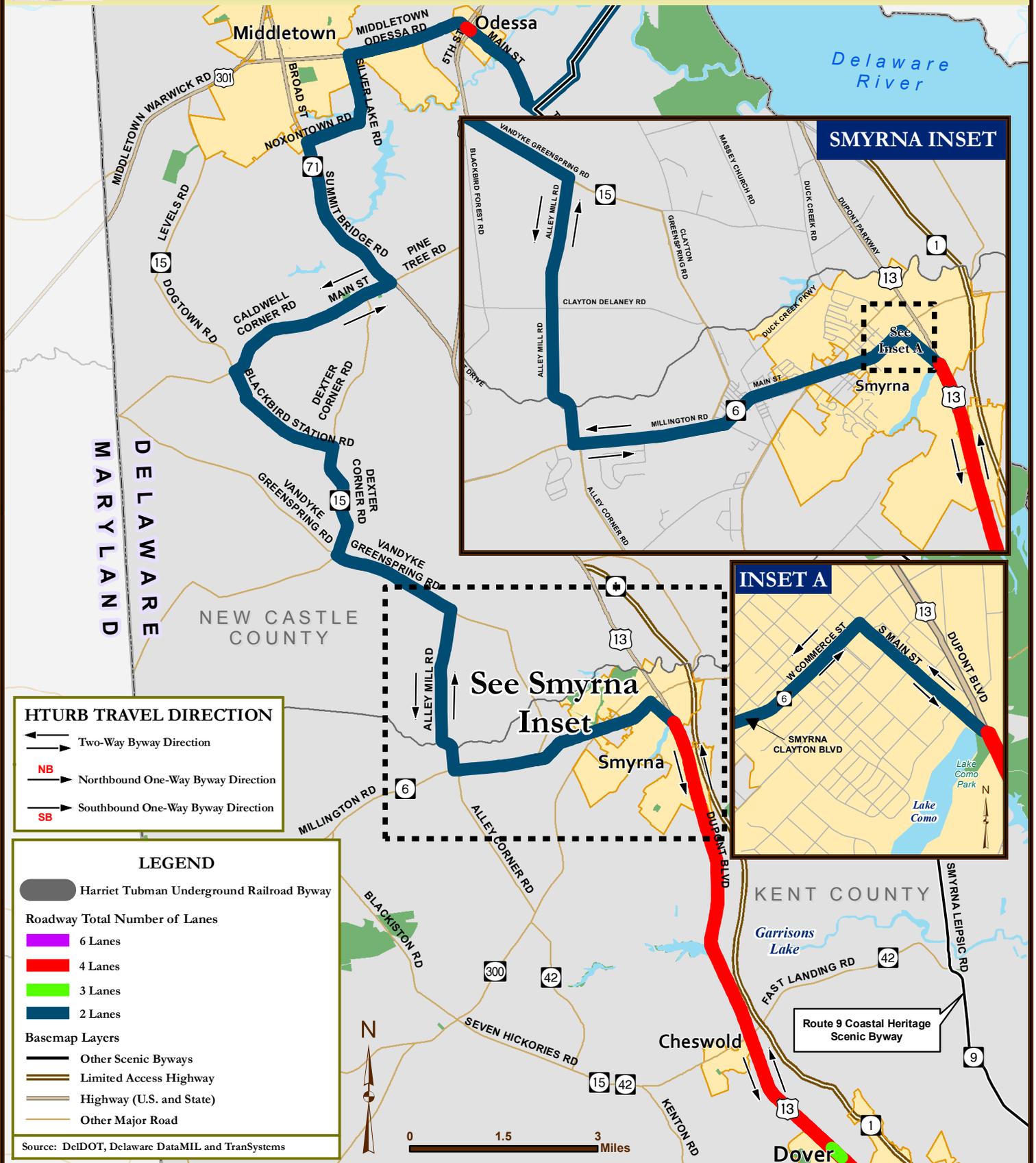
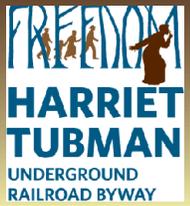


Figure 13: Total Roadway Lanes (Segment 2)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

Delaware

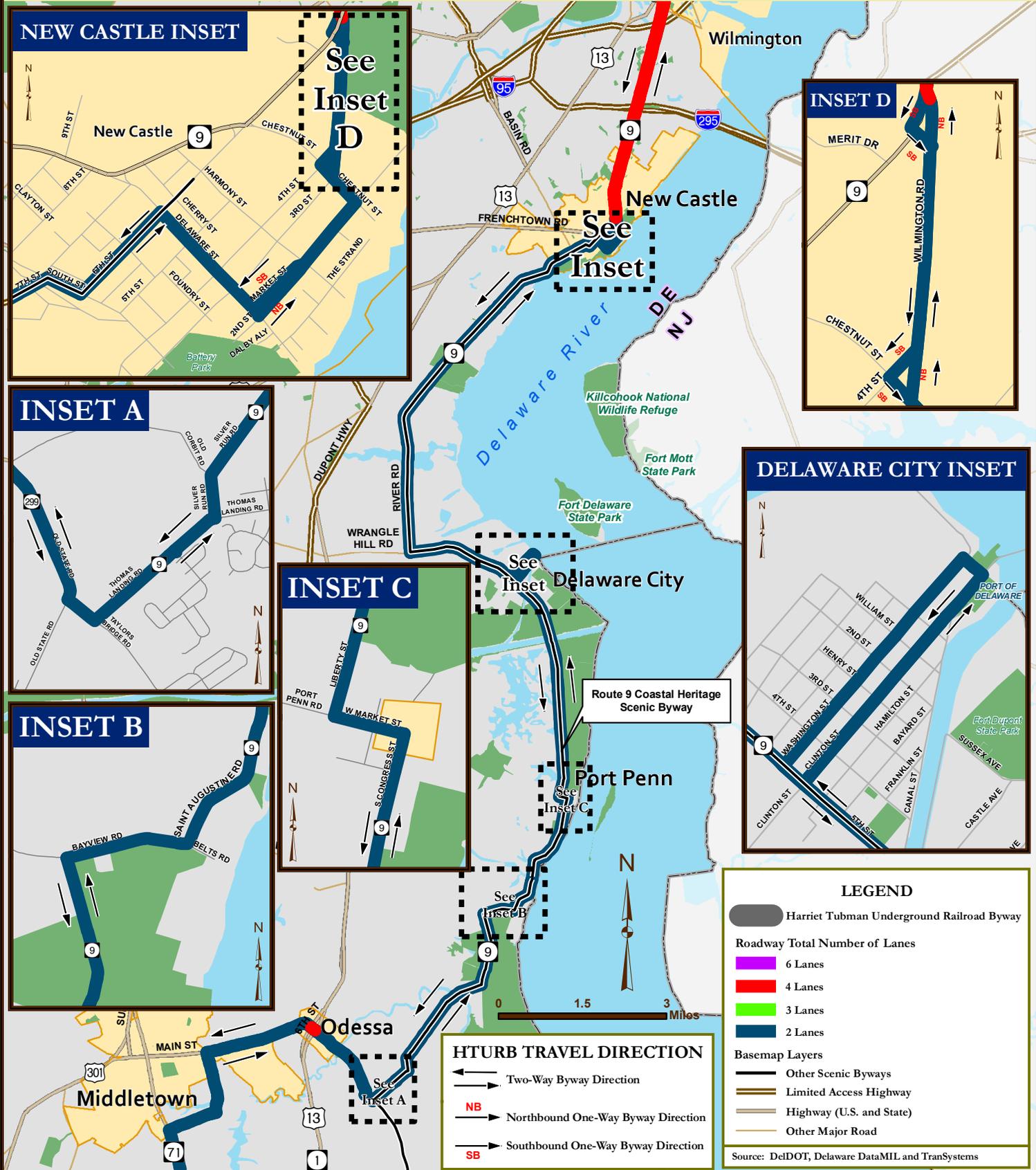
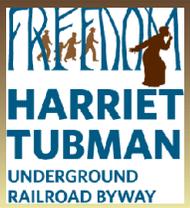


Figure 14: Total Roadway Lanes (Segment 3)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

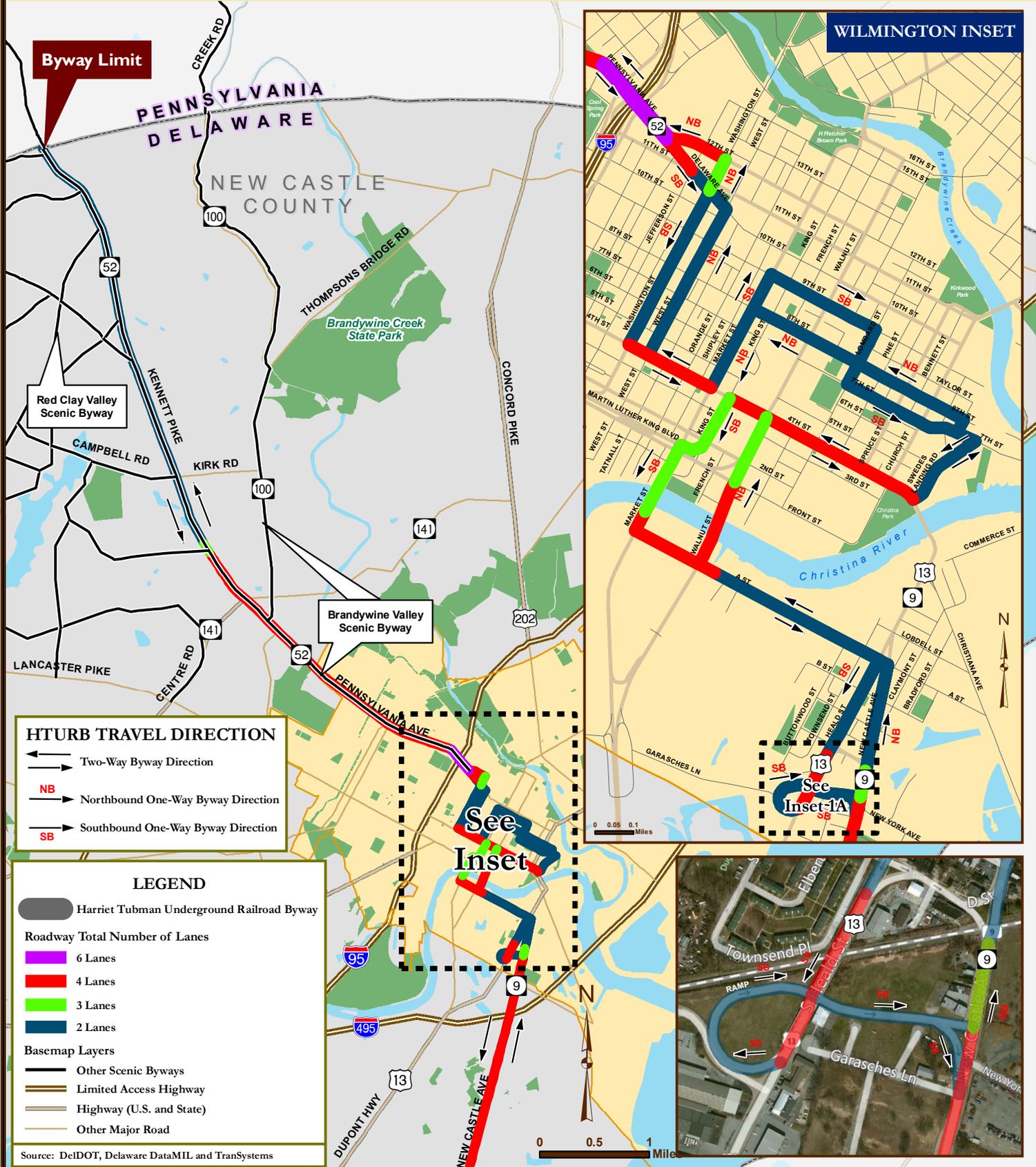
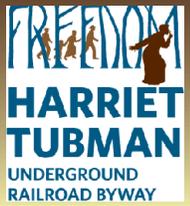


Figure 15: Total Roadway Lanes (Segment 4)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

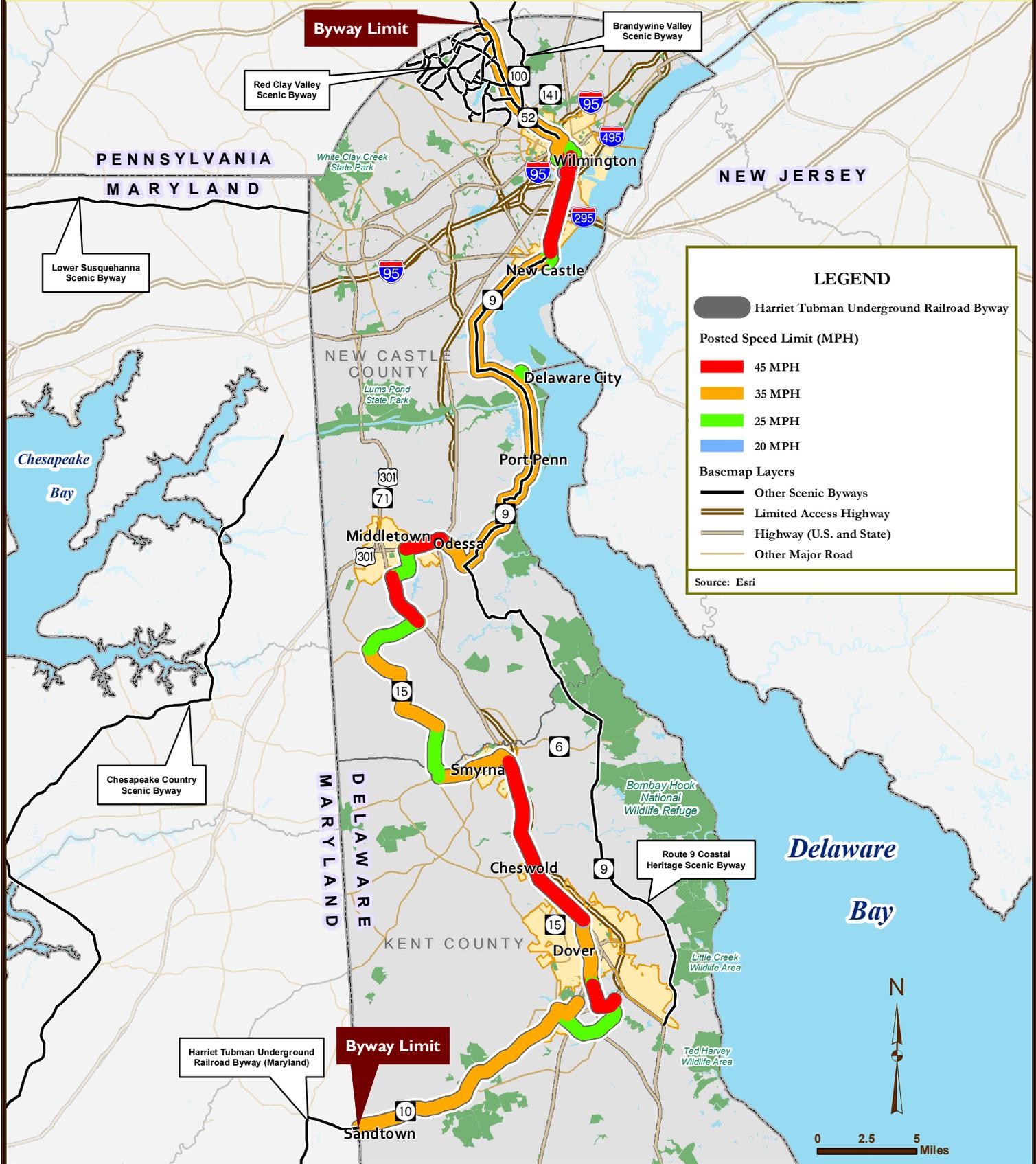
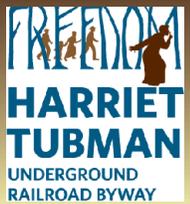
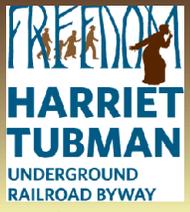


Figure 16: Posted Speed Limit (Project Study Area)



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware



**LEGEND**

Harriet Tubman Underground Railroad Byway

Posted Speed Limit (MPH)

- 45 MPH
- 35 MPH
- 25 MPH
- 20 MPH

Basemap Layers

- Other Scenic Byways
- Limited Access Highway
- Highway (U.S. and State)
- Other Major Road

Source: Esri

**INSET B**

**CAMDEN INSET**

**INSET A**

**HTURB TRAVEL DIRECTION**

- Two-Way Byway Direction
- NB Northbound One-Way Byway Direction
- SB Southbound One-Way Byway Direction

See Camden Inset

See Inset B

See Inset A

Byway Limit

0 1 2 Miles

Figure 17: Posted Speed Limit (Segment 1)



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

Delaware

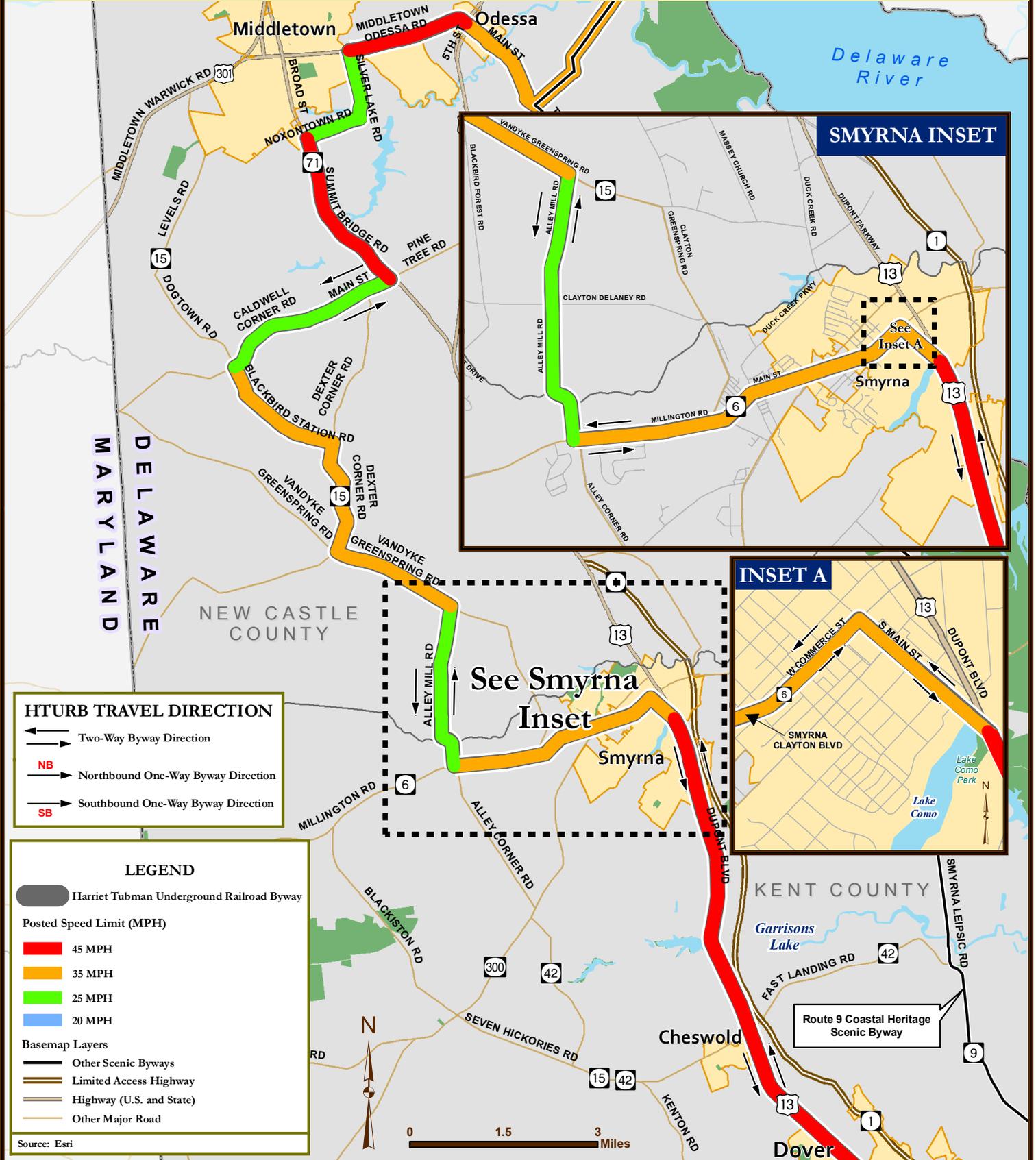
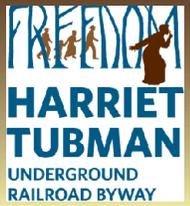


Figure 18: Posted Speed Limit (Segment 2)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

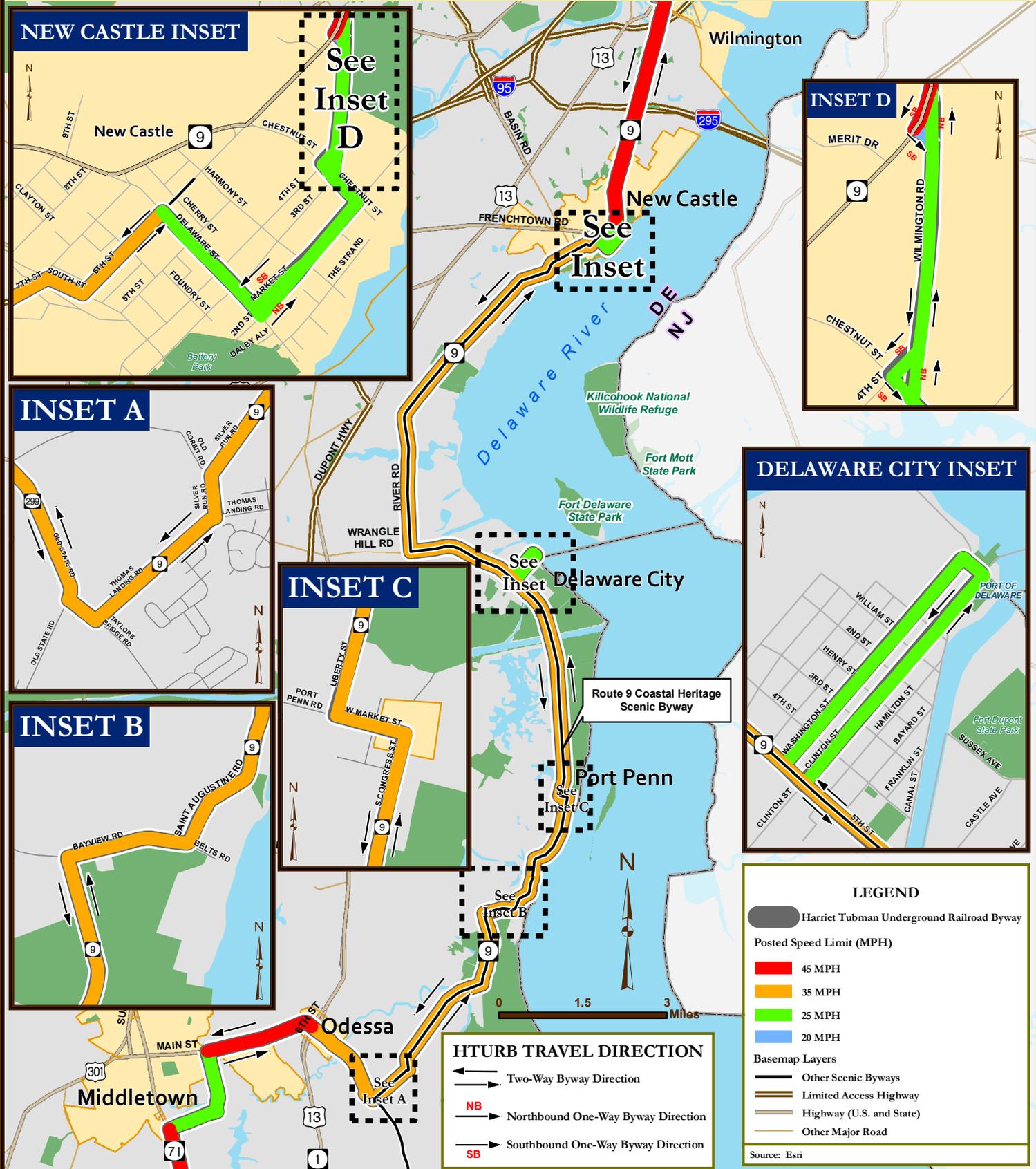
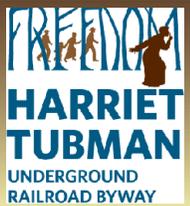


Figure 19: Posted Speed Limit (Segment 3)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

Delaware

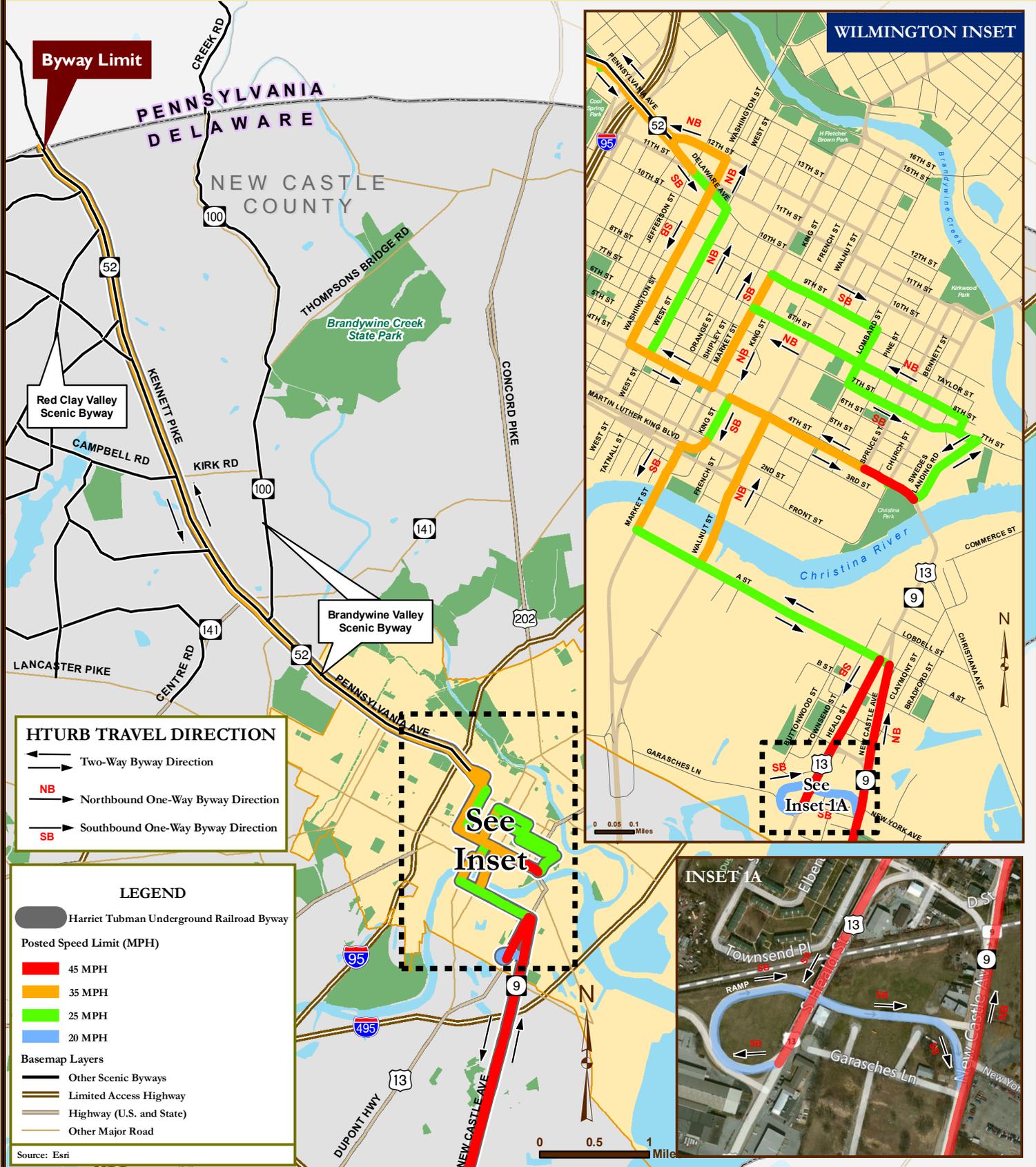
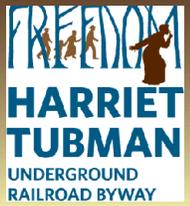


Figure 20: Posted Speed Limit (Segment 4)



#### 4.4 Functional Classification

Functional Classification is the process by which roadways are grouped into classes according to the character of traffic service that they are intended to provide. There are three (3) main functional classifications that will be used in this analysis: arterial, collector, and local roads. The Harriet Tubman Underground Railroad Byway is considered to be arterial for a majority of the corridor, such as US 13, Delaware State Route 9, and Delaware State Route 52. The corridor has some sections classified as collector and local roadways, mainly located around towns and communities. The varying functional classifications along the corridor are depicted in Figure 21.

#### 4.5 Designated Truck Routes

Designated truck routes, depicted on Figure 22, are only located along or intersect with the Harriet Tubman Underground Railroad Byway in four (4) areas. A designated truck route is located along a stretch of SR 15 in Dover/Camden and along US 301 in Middletown. Designated truck routes cross the Byway in Odessa and in a number of places around Wilmington. Smyrna also has an ordinance stating that all state roads are designated truck routes in Smyrna. Along the Byway the designated truck routes are located mainly along major highways and should have no impact on the movement and quality of the traveler or commuter along the corridor; however, the HTURB management entity is urged to monitor the traffic volumes and truck traffic along these corridors in an effort to ensure minimal impacts to the HTURB. The corridor's Scenic Byway designation will have no anticipated impact on the movement of truck traffic. The HTURB Steering Committee and DelDOT will coordinate with the freight and trucking industry consistently to ensure that any planned improvements related to the Scenic Byway do not affect the trucking operations and travel throughout the region.



#### 4.6 Annual Average Daily Traffic (AADT) and Level of Service (LOS)

##### *Average Annual Daily Traffic (AADT)*

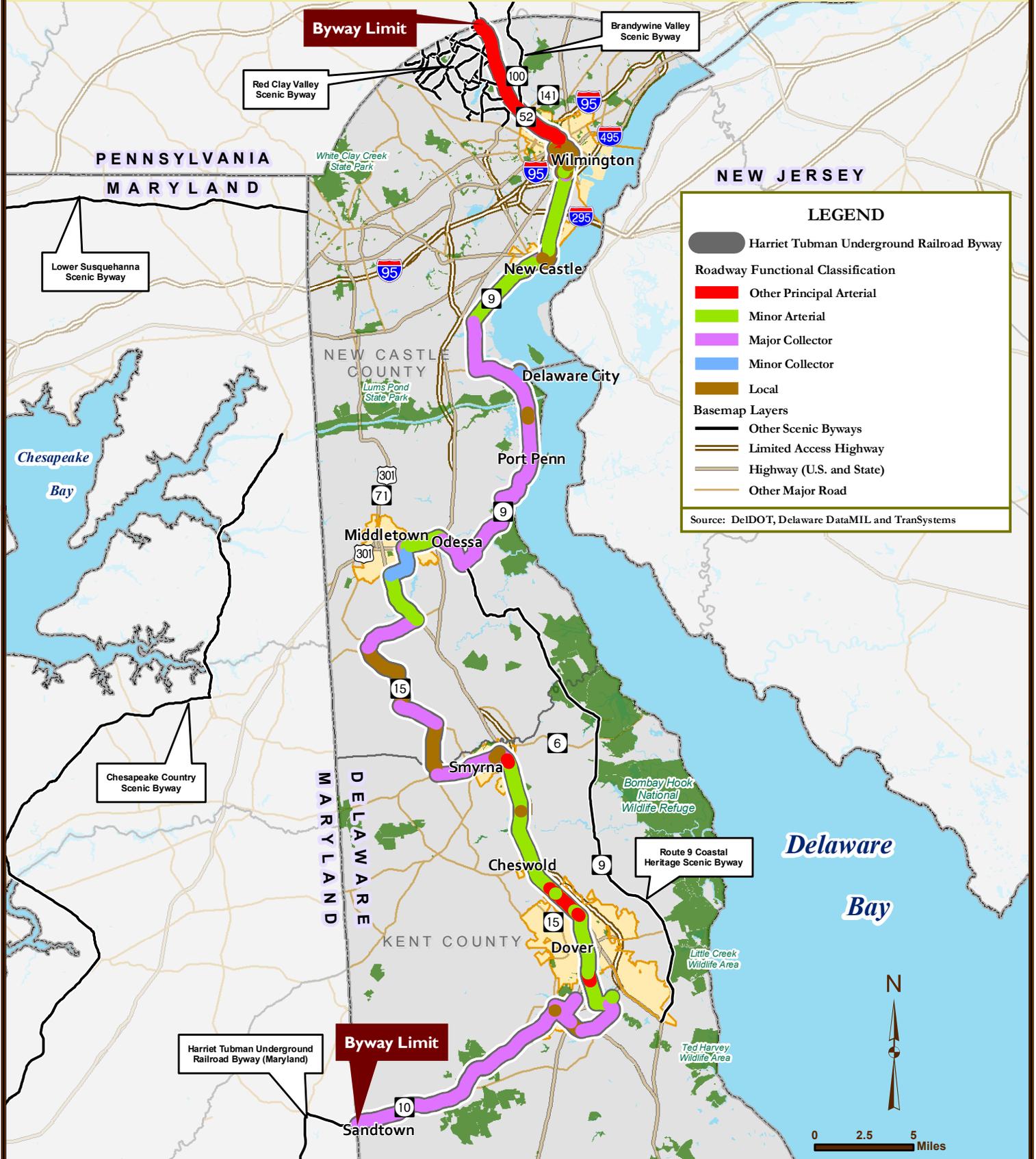
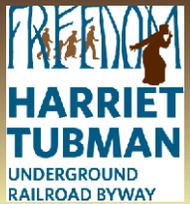
Annual Average Daily Traffic (AADT) is the total volume of vehicular traffic on a roadway throughout the entire year divided by 365 days ( $\text{Annual Volume} / 365 = \text{AADT}$ ). The AADT of a corridor or roadway provides a snapshot of how many vehicles utilize a roadway on an average daily basis. The AADT for the four (4) segments of the Harriet Tubman Underground Railroad Byway are displayed on Figures 23 through 27.

As depicted in Figures 23 through 27, traffic volumes along the rural sections of the corridor are lower than the suburban and urban sections of the corridor – a common trend throughout Delaware and nationwide. There is a higher concentration of vehicular traffic just south of New Castle, likely due to the large industrial uses and connections to other highly traveled roadways found along that section of the corridor. Traffic volumes also increase in and within close proximity to the larger communities of Dover, Middletown, and Wilmington. These traffic trends are consistent with national trends.



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware



0 2.5 5 Miles



Figure 21: Roadway Functional Classification



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

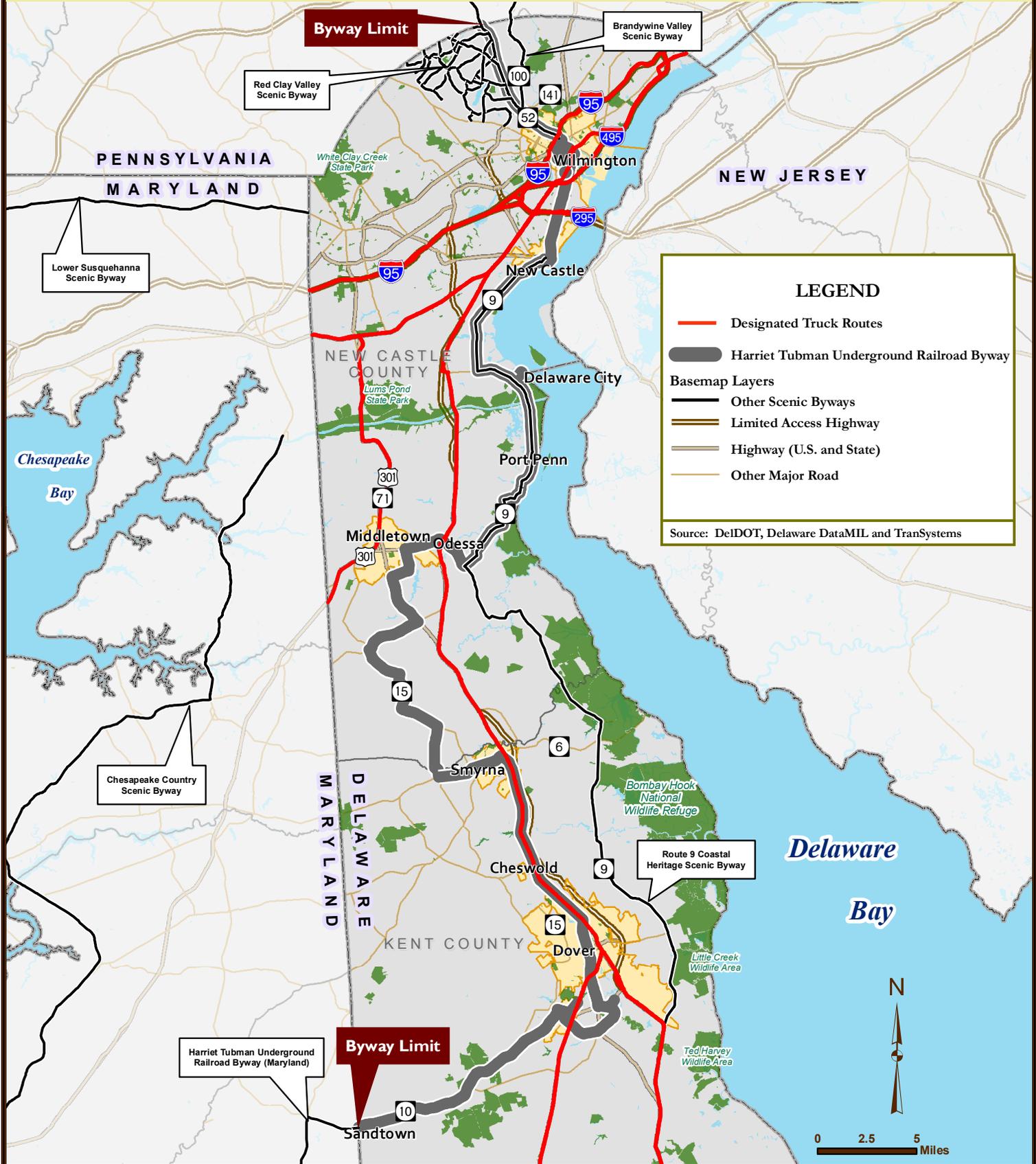
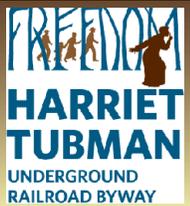


Figure 22: Designated Truck Routes



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

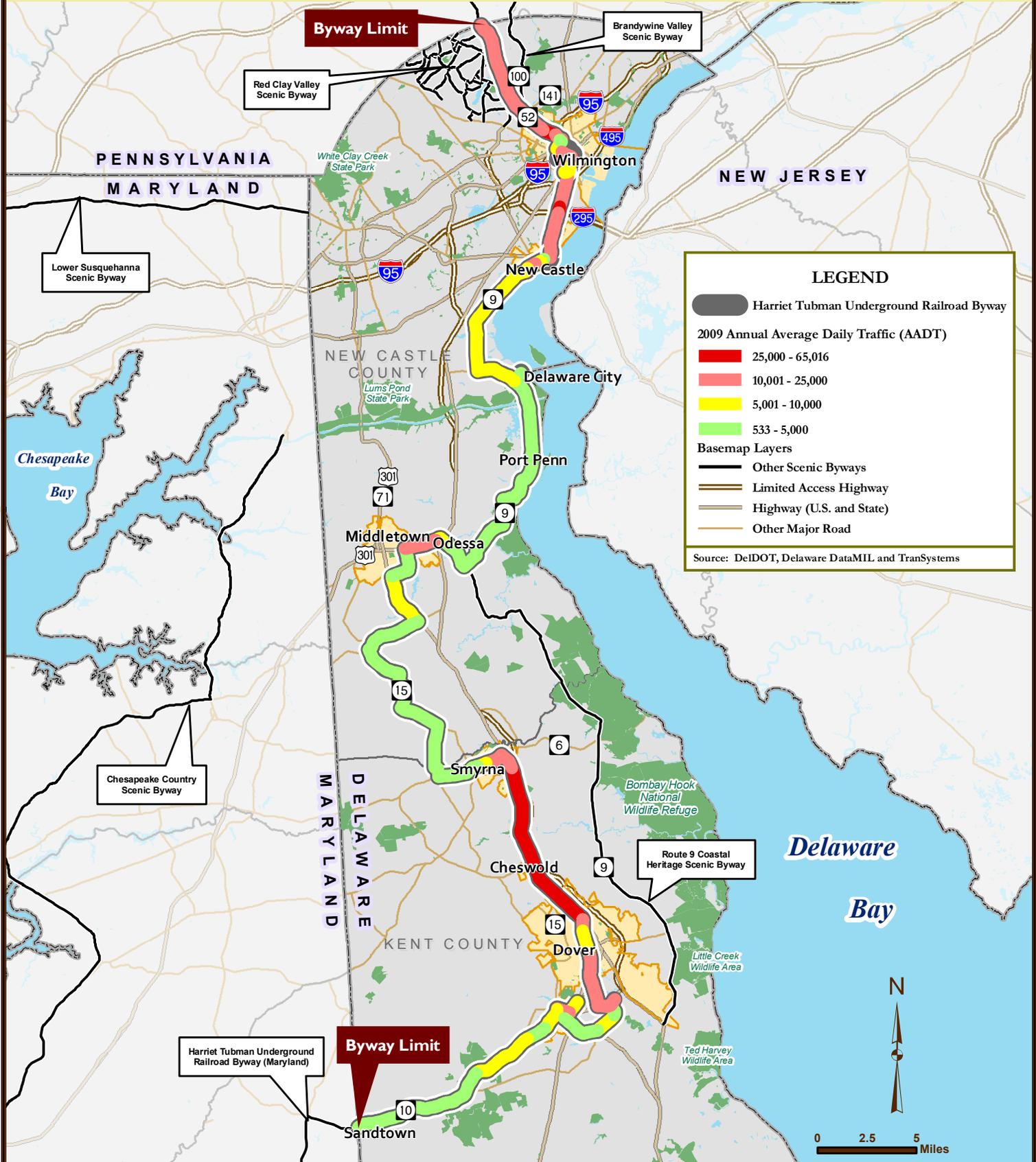
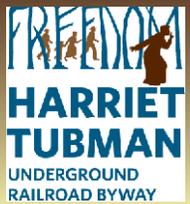
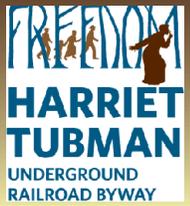


Figure 23: 2009 Roadway AADT (Project Study Area)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY Delaware



**LEGEND**

Harriet Tubman Underground Railroad Byway

2009 Annual Average Daily Traffic (AADT)

- 25,000 - 65,016
- 10,001 - 25,000
- 5,001 - 10,000
- 533 - 5,000

Basemap Layers

- Other Scenic Byways
- Limited Access Highway
- Highway (U.S. and State)
- Other Major Road

Source: DelDOT, Delaware DataMIL and TranSystems

**INSET B**

**CAMDEN INSET**

**INSET A**

**See Camden Inset**

MARYLAND

**HTURB TRAVEL DIRECTION**

- Two-Way Byway Direction
- NB Northbound One-Way Byway Direction
- SB Southbound One-Way Byway Direction

Harriet Tubman Underground Railroad Byway (Maryland)

Sandtown

Byway Limit

Figure 24: 2009 Roadway AADT (Segment 1)



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

Delaware

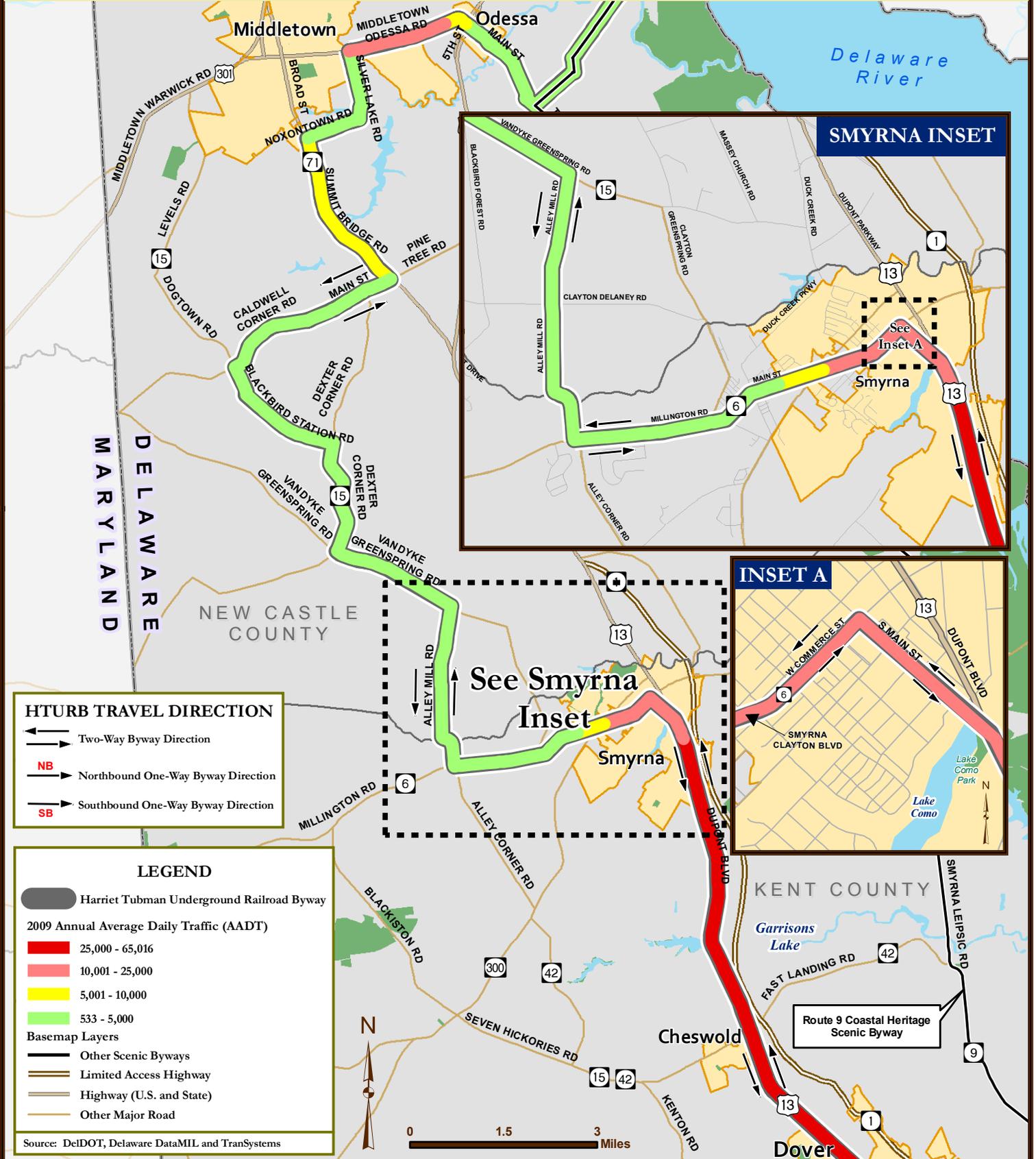
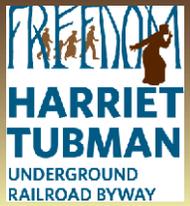


Figure 25: 2009 Roadway AADT (Segment 2)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

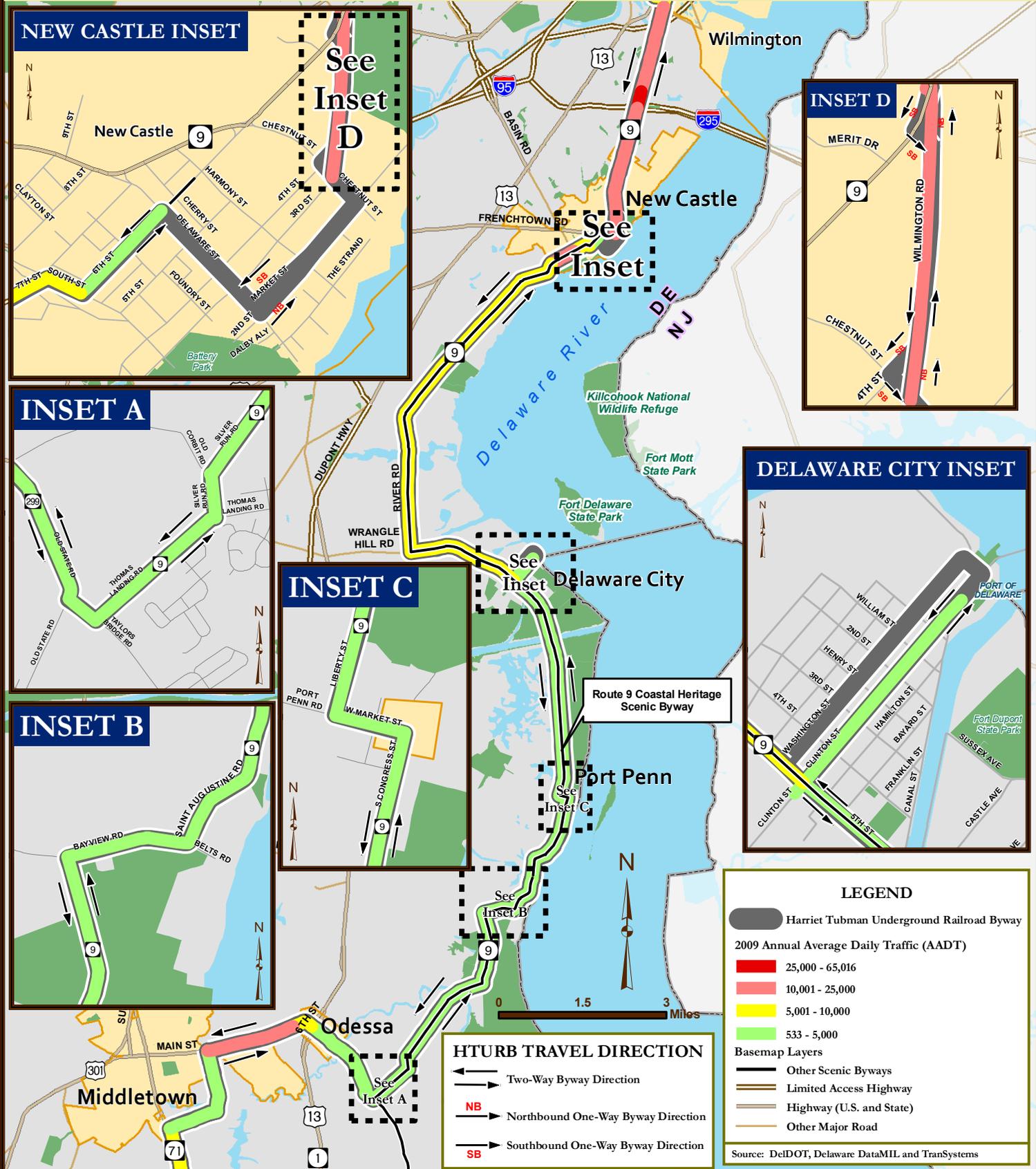
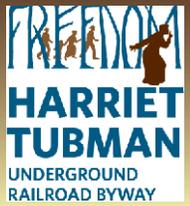


Figure 26: 2009 Roadway AADT (Segment 3)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

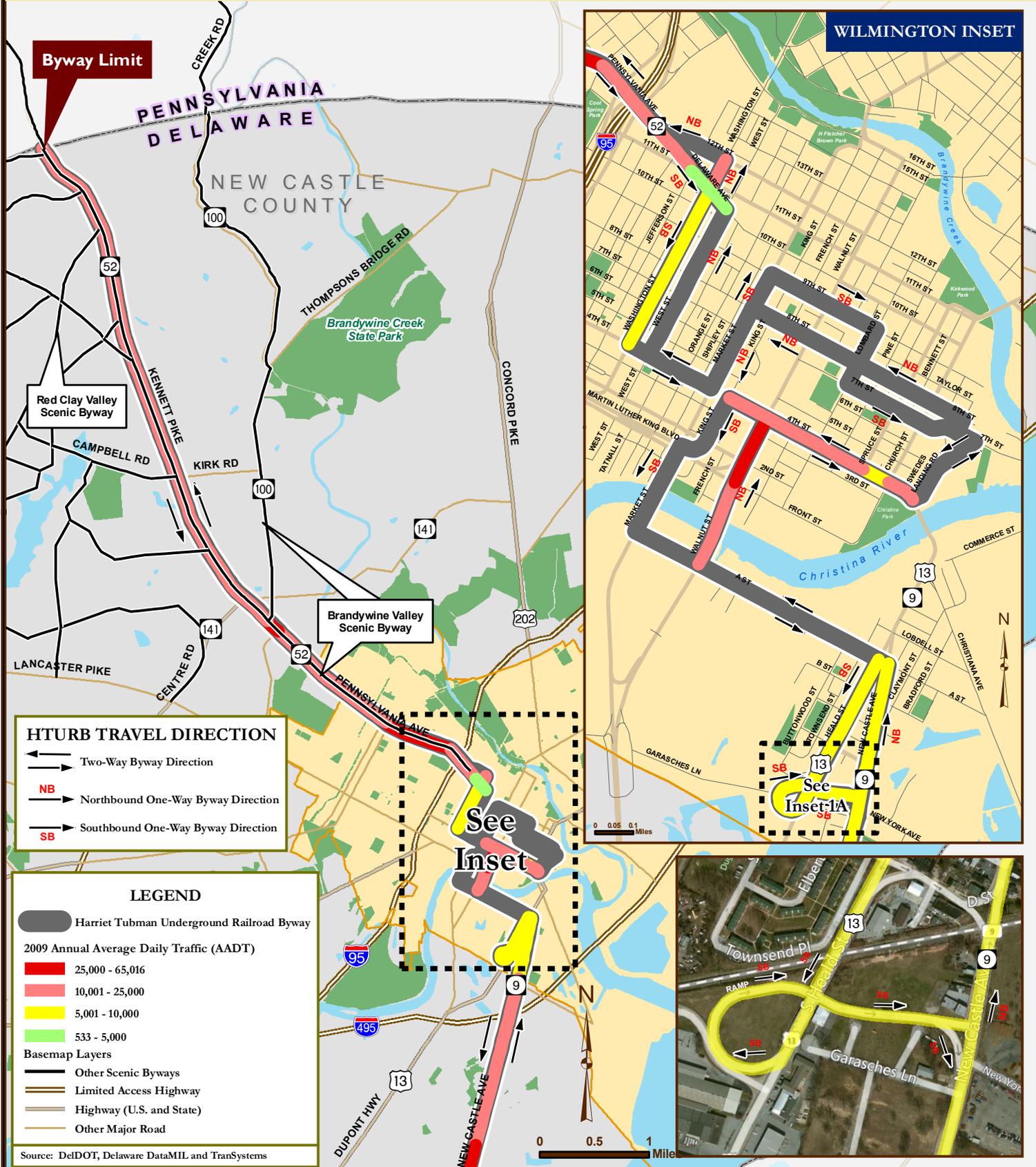
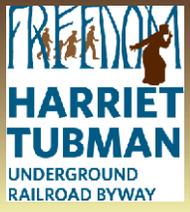


Figure 27: 2009 Roadway AADT (Segment 4)



*Level of Service (LOS)*

Level of Service (LOS) is classified as a measure-of-effectiveness by which traffic engineers determine the quality-of-service of transportation infrastructure. The transportation/roadway LOS system is classified using the letters A through F, with A being the best and F being the worst. The LOS for the Harriet Tubman Underground Railroad Byway is generally LOS A to B. The LOS along the Byway transitions from B to C in the larger cities and towns along the corridor, which is a standard or typical trend nationwide. LOS C is prevalent in and around Dover, Cheswold, Smryna, Middletown, New Castle, and Wilmington. LOS transitions from C to D, E, and F in two (2) locations along the Byway corridor. In the area of the US 40 and State Route 9 interchange located outside of Wilmington, the LOS ranges from C to F. In addition, the following local streets in the Wilmington area range from LOS C to F: Washington; West; King; and Ninth.

The HTURB corridor generally operates at an acceptable LOS, reflecting the consistent flow of traffic along the corridor. Peak periods of travel, such as seasonal traffic and event related traffic, may cause temporary congestion and poor operation (LOS) along the corridor. These events are usually brief and do not alter the annually averaged LOS in a significant manner. The current LOS along the corridor represents the corridor's ability to handle any increase in traffic as a result of Scenic Byway designation (either state or national). An increase in traffic as a result of Scenic Byway designation has not been quantified, nor is it part of this CMP to do so. However; it has been observed that Scenic Byway designation in the United States does not generally create a noticeable increase on traffic volumes.

The LOS for the Harriet Tubman Underground Railroad Byway is displayed in Figures 28 through 32. The data was derived from DelDOT.



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

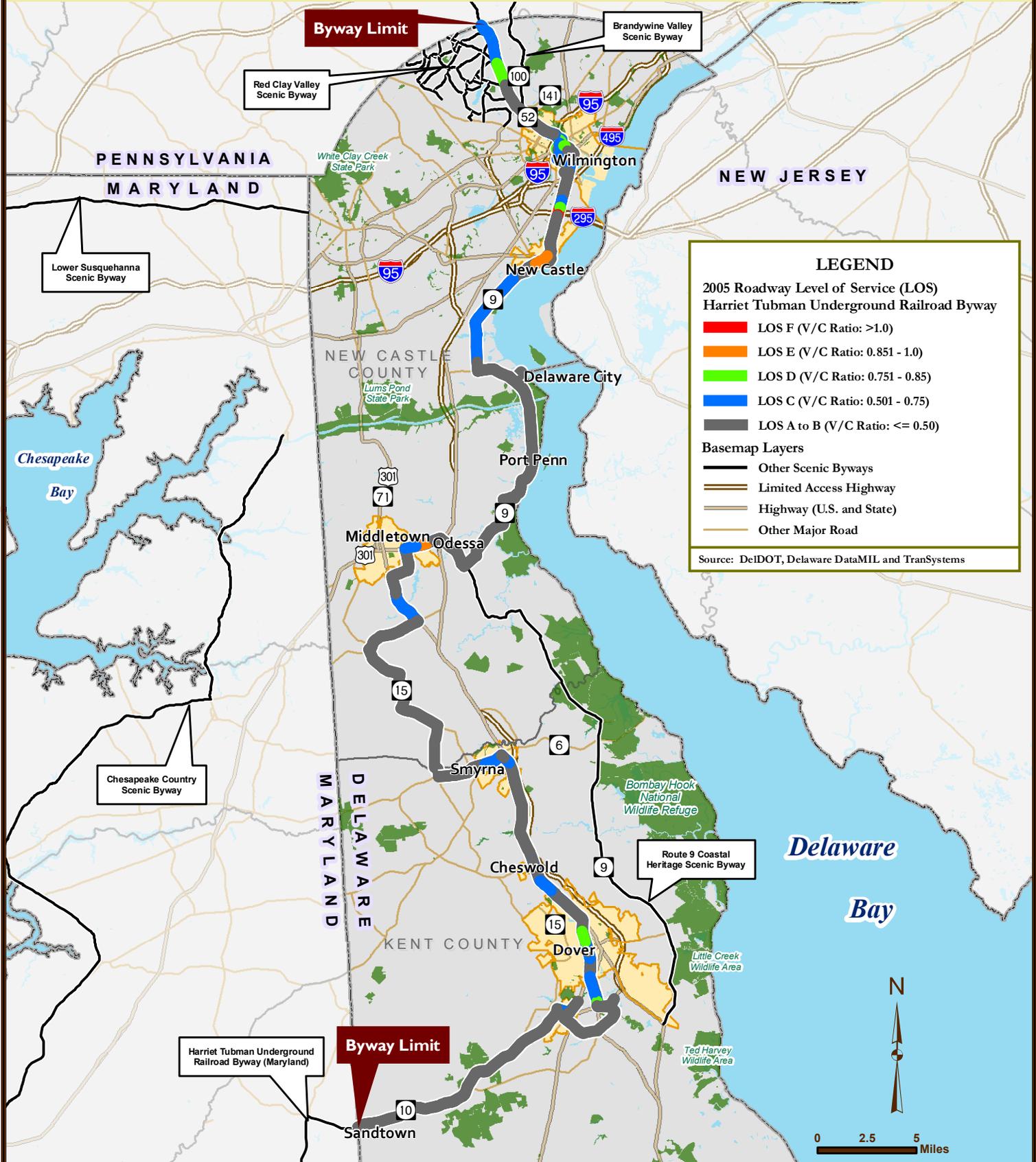
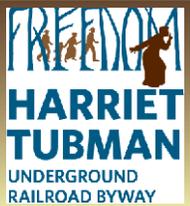


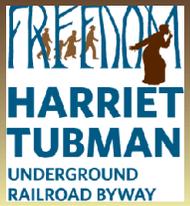
Figure 28: 2005 Roadway LOS (Project Study Area)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware



**LEGEND**

2005 Roadway Level of Service (LOS)  
 Harriet Tubman Underground Railroad Byway

- █ LOS F (V/C Ratio: >1.0)
- █ LOS E (V/C Ratio: 0.851 - 1.0)
- █ LOS D (V/C Ratio: 0.751 - 0.85)
- █ LOS C (V/C Ratio: 0.501 - 0.75)
- █ LOS A to B (V/C Ratio: <= 0.50)

Basemap Layers

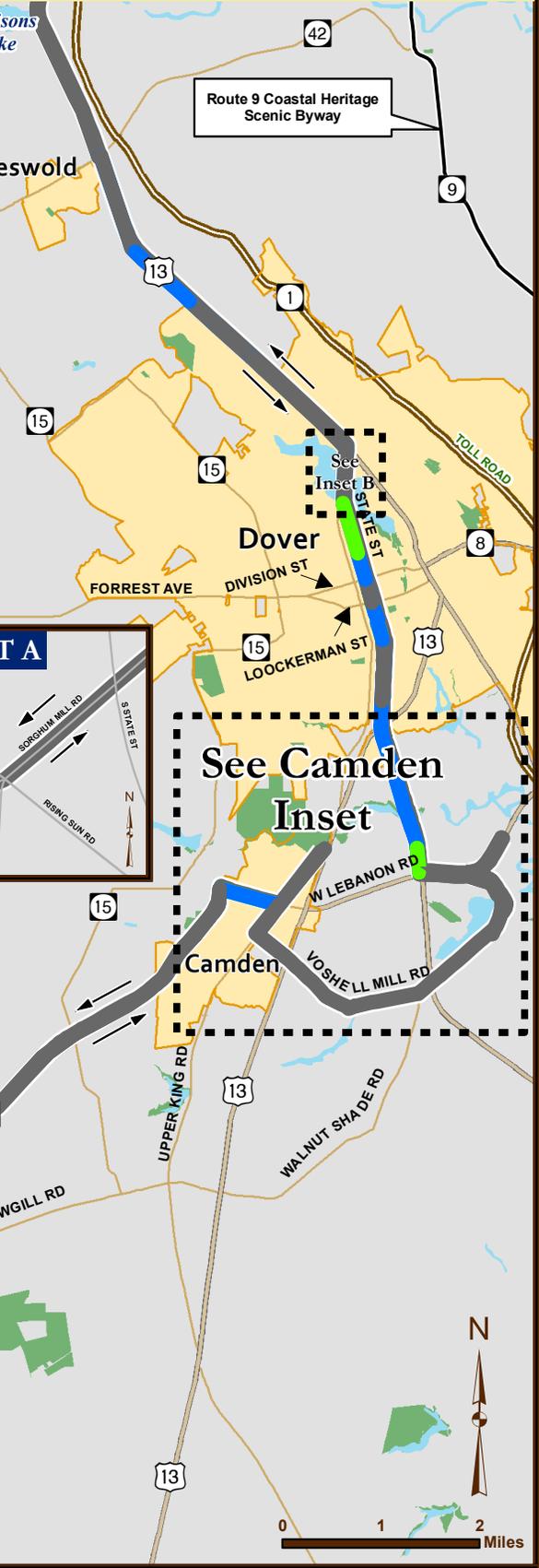
- Other Scenic Byways
- Limited Access Highway
- Highway (U.S. and State)
- Other Major Road

Source: DeIDOT, Delaware DataMIL and TranSystems

**INSET B**

**CAMDEN INSET**

**INSET A**



DELAWARE

**HTURB TRAVEL DIRECTION**

- ↔ Two-Way Byway Direction
- ↔ NB Northbound One-Way Byway Direction
- ↔ SB Southbound One-Way Byway Direction

Harriet Tubman Underground Railroad Byway (Maryland)

**Byway Limit**



Figure 29: 2005 Roadway LOS (Segment 1)



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

Delaware

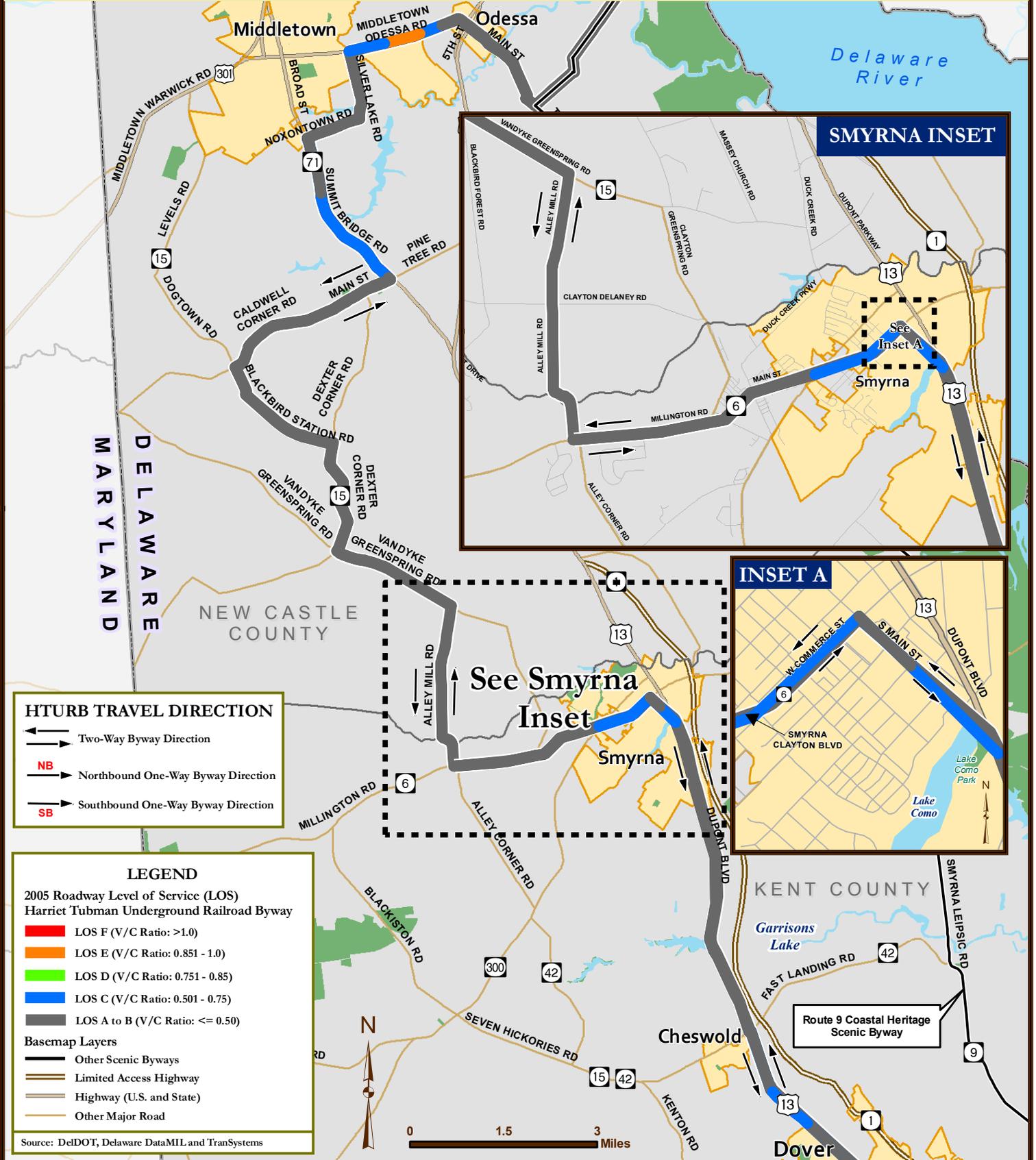
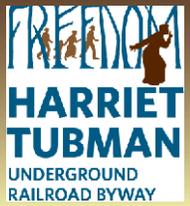


Figure 30: 2005 Roadway LOS (Segment 2)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

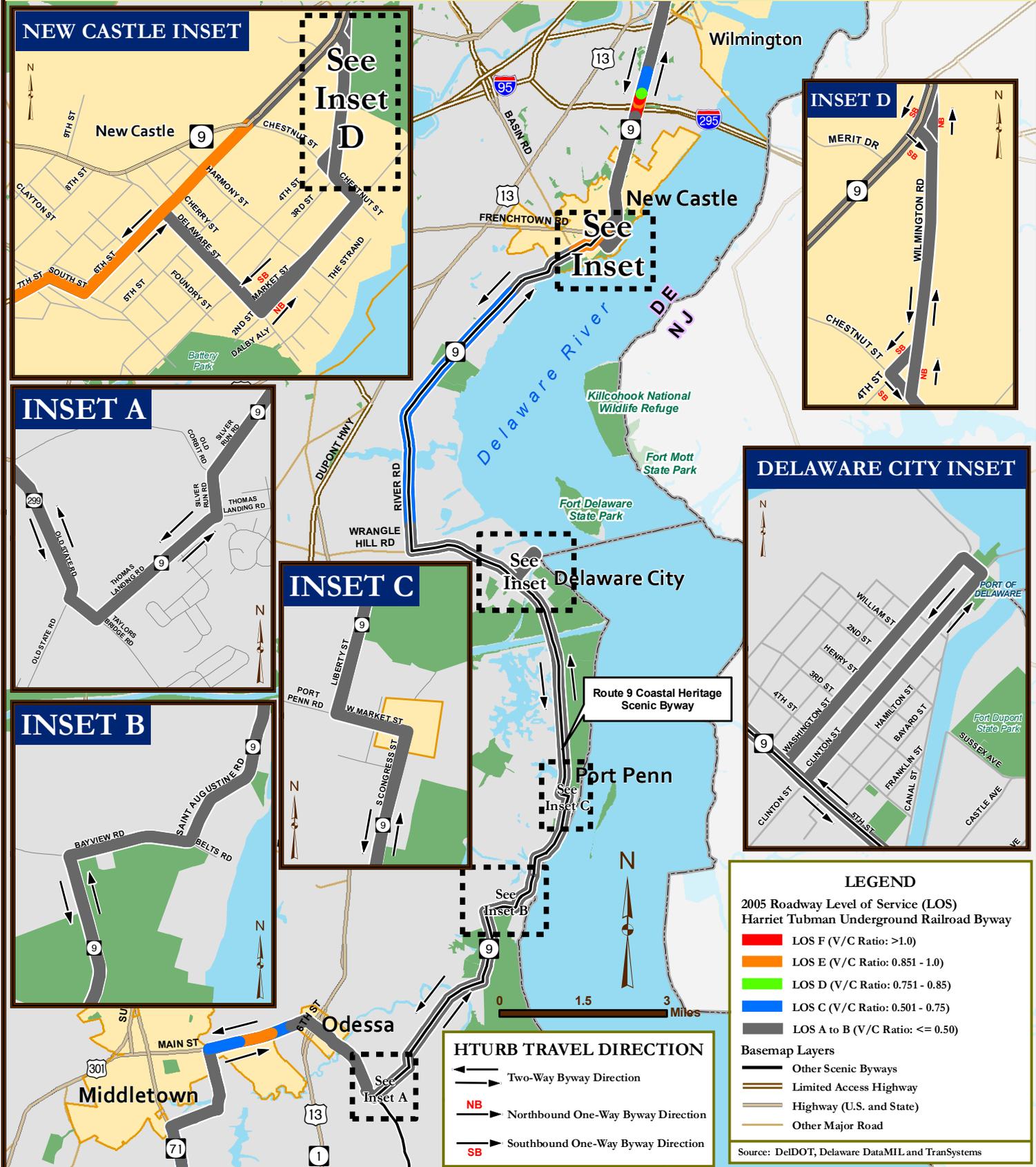
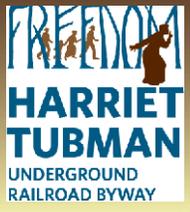


Figure 31: 2005 Roadway LOS (Segment 3)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

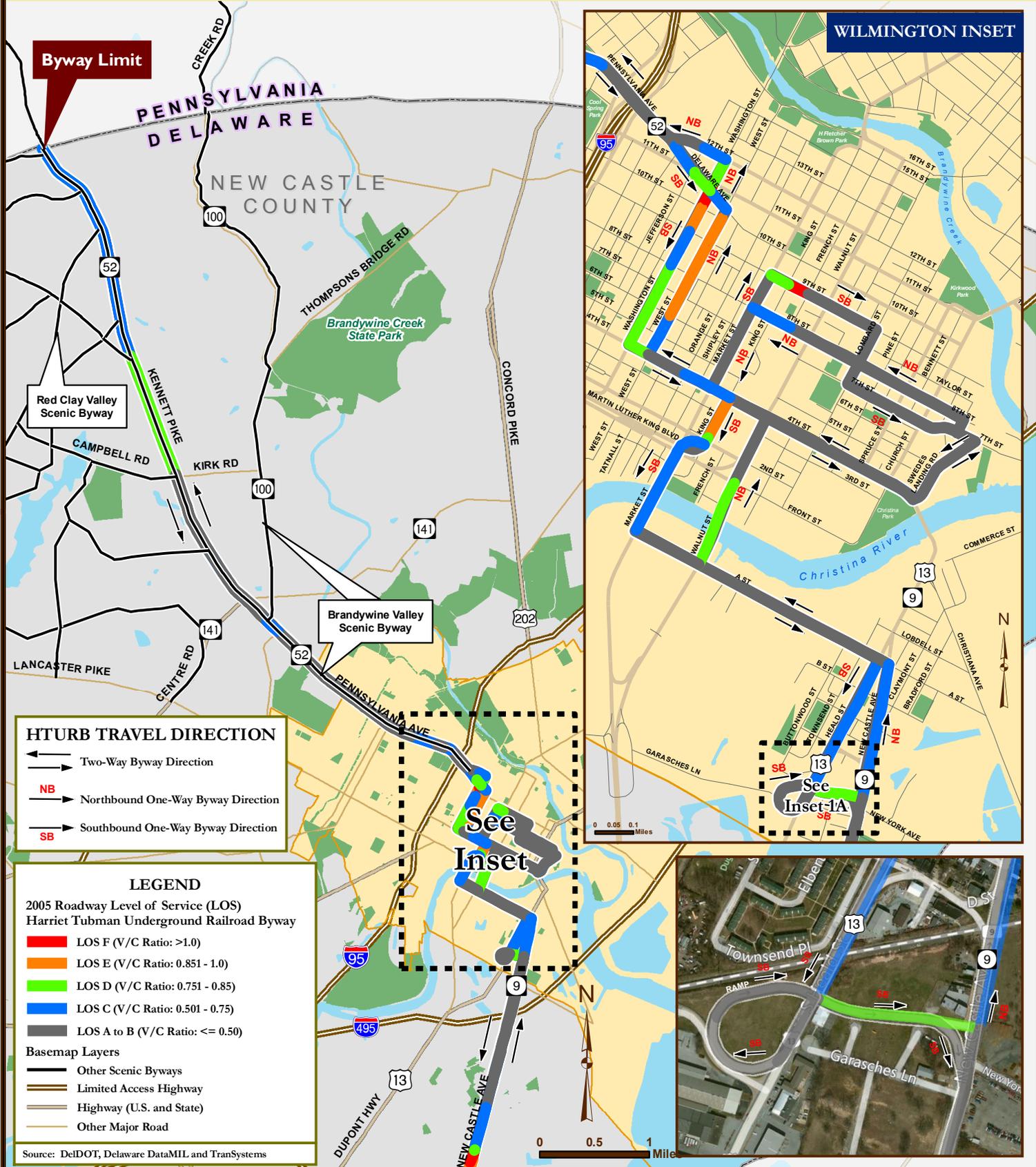
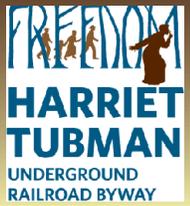


Figure 32: 2005 Roadway LOS (Segment 4)



#### 4.7 Shoulder Type and Width

A road shoulder is a reserved area at the edge of the traveling lanes that can be used in the event of an emergency or breakdown. It acts as a buffer between the main thoroughfare and the edge of the road. The shoulder type along a roadway is very important when viewing safety and planning for future projects. The Harriet Tubman Underground Railroad Byway has a variety of shoulder types. A review of the shoulder types along the corridor shows that a majority of the corridor has either a soil surface or an asphalt/concrete mix. Due to the possible increase in tour bus and RV traffic it is critical to have shoulders that provide enough roadway width and solid surfaces on the shoulder of the travel lanes. When the corridor enters developed areas the shoulder type tends to transition to curb, gutter and sidewalk. This provides increased safety for cyclists and pedestrians and meets universal standards for roadway design. The total roadway widths are shown in Figure 33.



When examining shoulder widths, the corridor is found to generally have widths of that range from 10 to 12 feet. However, there are some areas along the corridor where the shoulder width is two (2) feet or less, which is not accommodating to bicyclists, tractors (for allowing vehicles to pass), RVs, tour buses and pedestrians. This reduced shoulder width may be a result of sidewalk infrastructure located in these areas, though this assumption can't be confirmed without closer investigation, which is not required for this level of analysis. Bicycle and pedestrian safety and improvements are discussed in other sections of this Corridor Management Plan (CMP).

#### 4.8 Seasonal Temperatures and Traveler Seasons

The Harriet Tubman Underground Railroad Byway and the State of Delaware in general, experience peak travel seasons in May through October. As Table 4-2 shows the average temperatures and precipitation during this time of year are moderate and ideal for travel activities.

**Table 4-2: Annual Weather Averages for the Corridor**

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Avg. High	44°	45°	54°	65°	75°	83°	83°	85°	79°	68°	57°	46°
Avg. Low	27°	27°	34°	43°	53°	62°	67°	65°	59°	48°	38°	29°
Mean	35°	36°	44°	54°	64°	72°	77°	75°	69°	58°	47°	37°
Avg. Precipitation	3.4 in	3.2 in	4.0 in	3.5 in	3.8 in	3.5 in	4.6 in	5.1 in	3.7 in	3.0 in	3.3 in	3.3 in

(Source: [www.weatherbase.com](http://www.weatherbase.com))



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

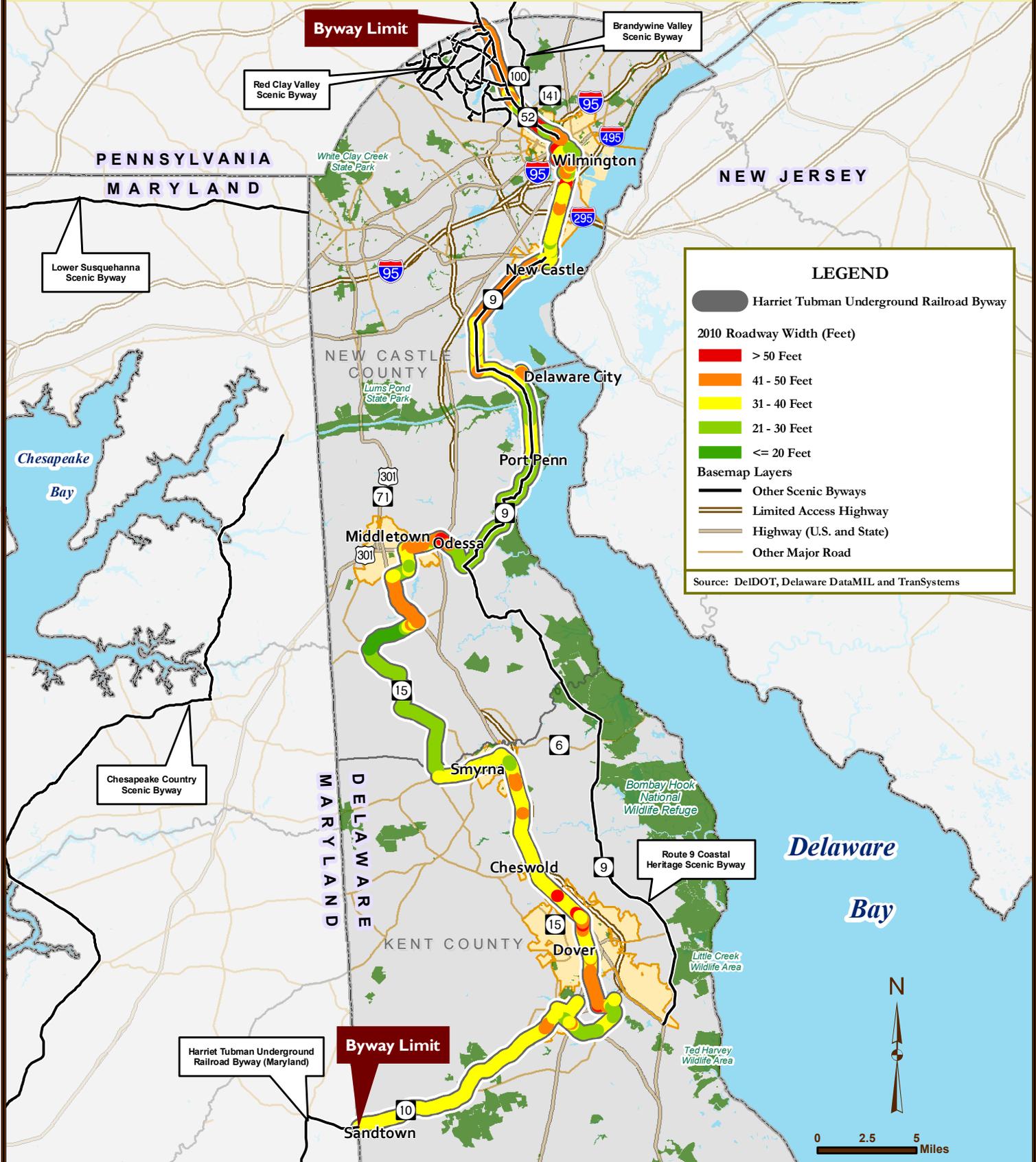
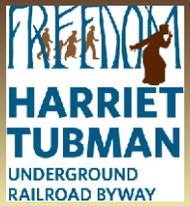


Figure 33: Roadway Width (Project Study Area)



According to the Visit Delaware tourism agency, in northern Delaware, spring and fall bring many dimensions of color to the large natural properties and it is a great time of year to experience outdoor recreation and activities. Central



Delaware is best to visit in the summer months when travelers can enjoy a walking tour of the capital city of Dover, watching horse racing or other entertainment at Dover Downs, and engaging in outdoor recreation. The fall season also experiences an influx of travelers seeking views of fall color as the leaves change and seasonal activities are in abundance. These added benefits, in addition to the historical and cultural offerings along the Byway, offer travelers a unique and exceptional experience along the HTURB.

#### **4.9 Bridges and Structures and Standing Water (Sea Level Rise)**

Bridges and other structures are important to assess as part of the Backgrounds Conditions section as these vital pieces of infrastructure are not only significant for travelling along the corridor, but they can also be used for scenic views, hobbyists, and are sometimes used as key landmarks along the corridor. The HTURB corridor has a small number of bridges and many of these are small river-crossing/rail crossing bridges.

##### *Standing Water - Sea Level Rise along the Corridor*

It was observed during corridor field reviews that many sections of the corridor experience standing water on the road. It appeared to be most prevalent along the corridor between Dover and New Castle. This issue of sea level rise has recently been addressed in a presentation by Michael Kirkpatrick of DelDOT. Some key points presented within this presentation were:

- Climate change and sea level rise are emerging issues and will become more prominent in FHWA planning and programs and regulations (2013+)
- Scientific method and models are constantly being refined and improved
- Better to approach these study predictions as cautionary: *advocate low/no cost adaptation measures first.*
- *Sea level rise (SLR) adaptive improvements will reduce storm vulnerability in short term.*
- Think about service life of assets in relation to SLR timeframes (20-50-100 years) when making decisions.
- Real Estate decisions should be couched in the modeled vulnerability of the location.
- Climate Change and SLR must be considered with the mix of factors that make up our future planning scenarios – i.e., DE will see an increase in older residents, more beach-area residents, longer commutes, and a heavy reliance on tourism and service industries.
- Be wary of 'quick fix' policies that focus on a small part of the picture rather than the whole and may be counter-productive.
- Conversely, each of these elements (GHG, climate change, SLR) can be addressed on its own *as an element of the greater solution.*

There is one historic bridge along the corridor crossing Silver Lake along North State Street in Dover. As shown in Table 4-3 below, the North State Street Bridge at Silver Lake has been designated as historically significant for its high artistic value and design. The Harriet Tubman

Underground Railroad Steering Committee and other key stakeholders will acknowledge and assist in the continued preservation and recognition that this historic bridge deserves.



Some statistics regarding this bridge are included below:

- General Summary - Concrete arch bridge over Silver Lake on North State Street in Dover, DE
- Location – Dover, DE (Kent County)
- Status - Open to traffic
- Built 1937
- Dimensions - Length of largest span is 28.5 feet
- Total length: 110.6 feet
- Deck width: 45.9 feet

**Table 4-3: Historic Bridge(s) Along the HTURB**

Bridge Name	County	Type	Status	Year Built
North State Street Bridge at Silver Lake	Kent	An architectonic three (3) span reinforced concrete deck arch bridge with brick veneer	Significant for the high artistic value of its design	1937

(Source: DelDOT, 2012)

**4.10 Intrinsic Resource Accessibility**

This section of the CMP will assess the accessibility of the intrinsic resources located along the HTURB corridor. Accessibility will be viewed and assessed pertaining to the general ease of access from the corridor to the intrinsic resource site, generally in terms of distance. This may also include signage, entry roadways or walking trails, parking, distance from the HTURB corridor, and other similar factors. Ease of access is the critical theme pertaining to the accessibility assessment.

The Harriet Tubman Underground Railroad Byway’s resources are assessed for their accessibility in Table 4-4. All of the intrinsic resources have been reviewed and assessed for accessibility during the development of this CMP (2010-2011). All of the resources are accessible by two (2) wheel drive vehicles, recreational vehicles (RVs) and tour buses as required by the National Scenic Byway Program.

Table 4-4 lists all of the intrinsic resources along the corridor and their accessibility rating from 1 (low accessibility) to 5 (high accessibility). Some of the resources were given a lower score due to the fact that they were more than one (1) mile off of the Harriet Tubman Underground Railroad Byway and/or they were difficult to access for other reasons as stated in the notes column of the table. For a detailed map of all of the resources see Figures 6-10.

A future study that may be of interest could include an assessment or evaluation of the universal design of the resources along the Byway. Universal design is the design of environments, products, information and services so that they are usable by all people regardless of age, size or ability. We have found that by designing for people with disabilities and older adults in mind creates a better design for anyone. (*America's Byways Resource Center, 2011*).

**Table 4-4: Accessibility Rating of Intrinsic Resources**

Intrinsic Resource ID	Resource Name	Accessibility Rating	Miscellaneous Notes
<b>Segment 1</b>			
1	Sandtown	5	Directly adjacent to the corridor
2	State Route 10 Agricultural Landscape	5	Directly adjacent to the corridor
3	Star Hill AME Church, Cemetery and Museum	5	Directly adjacent to the corridor
4	Henry Cowgill Farm Site	5	Directly adjacent to the corridor
5	Willow Grove	5	Directly adjacent to the corridor
6	Free Black Settlement Between Camden and Wyoming	5	Directly adjacent to the corridor
7	Zion AME Church	4	Less than 1 mile from the corridor
8	Camden Historic District	5	Directly adjacent to the corridor
9	Camden Friends Meeting House	5	Directly adjacent to the corridor
10	Whatcoat Methodist Episcopal Church (Morningstar Inst.)	5	Directly adjacent to the corridor
11	Brinkley Hill	4	Less than 1 mile from the corridor
12	Brecknock Park	4	Less than 1 mile from the corridor
13	Great Geneva	5	Directly adjacent to the corridor
14	Wildcat Manor	4	Less than 1 mile from the corridor
15	Happy Valley	4	Less than 1 mile from the corridor
16	Dover Green	5	Directly adjacent to the corridor
17	Old State House	5	Directly adjacent to the corridor
18	Delaware National Estuarine Research Reserve	3	Less than 5 miles from the corridor
19	John Dickinson Plantation	3	Less than 5 miles from the corridor
20	First State Heritage Park and Welcome Center & Galleries	4	Less than 1 mile from the corridor
<b>Segment 2</b>			
21	Bombay Hook National Wildlife Refuge	2	Less than 10 miles from the corridor
22	Hawkins Route to the Hunn Farm	5	Directly Adjacent to Corridor
23	Landscape of Blackbird State Forest	5	Directly Adjacent to Corridor
24	Ebenezer Church	3	Less than 5 miles off Corridor
25	Site of the Farm of John Hunn, now Middletown High School	4	Less than 1 mile off Corridor
26	Old St. Anne's Episcopal Church	3	Less than 5 miles off Corridor
27	Appoquinimink Friends Meeting House	5	Directly Adjacent to Corridor
28	Corbit-Sharp House	5	Directly Adjacent to Corridor
29	Odessa Historic District	5	Directly Adjacent to Corridor

Segment 3			
30	Stewart Street in Port Penn (Free Black Settlement)	5	Directly Adjacent to Corridor
31	Port Penn Interpretive Center	5	Directly Adjacent to Corridor
32	Augustine Wildlife Area	4	Less than 1 mile off Corridor
33	Fort Delaware	3	Less than 5 miles off Corridor. Access is by water only.
34	Delaware State Route 9 (SR 9) Landscape	5	Directly Adjacent to Corridor
35	Polktown near Delaware City (Free Black Settlement)	5	Directly Adjacent to Corridor
36	Fort DuPont State Park	4	Less than 1 mile off Corridor
37	New Castle Court House and Museum	4	Less than 1 mile off Corridor
38	New Castle Historic District	4	Less than 1 mile off Corridor
Segment 4			
39	The Rocks-Fort Christina State Park	4	Less than 1 mile off Corridor
40	Severn Johnson Home Site	5	Directly Adjacent to Corridor
41	George Wilmer Home Site	5	Directly Adjacent to Corridor
42	Comegys Munson Home Site	4	Less than 1 mile off Corridor
43	Peter Spencer Plaza	4	Less than 1 mile off Corridor
44	Tubman-Garrett Riverfront Park and Market Street Bridge	4	Less than 1 mile off Corridor
45	Wilmington Old Town Hall	5	Directly Adjacent to Corridor
46	Thomas Garrett Home Site	5	Directly Adjacent to Corridor
47	Quaker Hill Historic District	5	Directly Adjacent to Corridor
48	Wilmington Friends Meeting House and Cemetery	5	Directly Adjacent to Corridor
49	Elwood Garrett Home Site	5	Directly Adjacent to Corridor
50	Joseph Walker Home Site	4	Less than 1 mile off Corridor
51	Henry Craige Home Site	4	Less than 1 mile off Corridor
52	Centreville	5	Directly Adjacent to Corridor
53	Thomas Garrett Route to Longwood	5	Directly Adjacent to Corridor

#### 4.11 Existing Land Use

Existing land uses along the corridor are generally categorized as agricultural, forest, and residential (see Figures 34 through 38). There are a few locations within close proximity to activity centers or communities (Dover and Wilmington) that have significant clusters of residential, commercial, mixed-urban or industrial land uses. There are two (2) significant locations of industrial land use along the corridor located along SR 9 located between Port Penn and New Castle and on SR 9 immediately outside of Wilmington. Commercial and residential land uses are most prevalent in close proximity to the larger communities, however; these locations represent a small percentage of total land use / land area of the overall corridor.

The land uses along the corridor do not present any significant obstacles to the implementation of the HTURB CMP and the associated Action Plan/Goals and Objectives. In addition, the Action Plans/Goals and Objectives presented in this CMP should not pose any negative impacts to the land uses. This symbiotic relationship will provide for efficient and coordinated implementation and achievement of both the HTURB CMP mission and the mission of the local communities and land use entities.



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

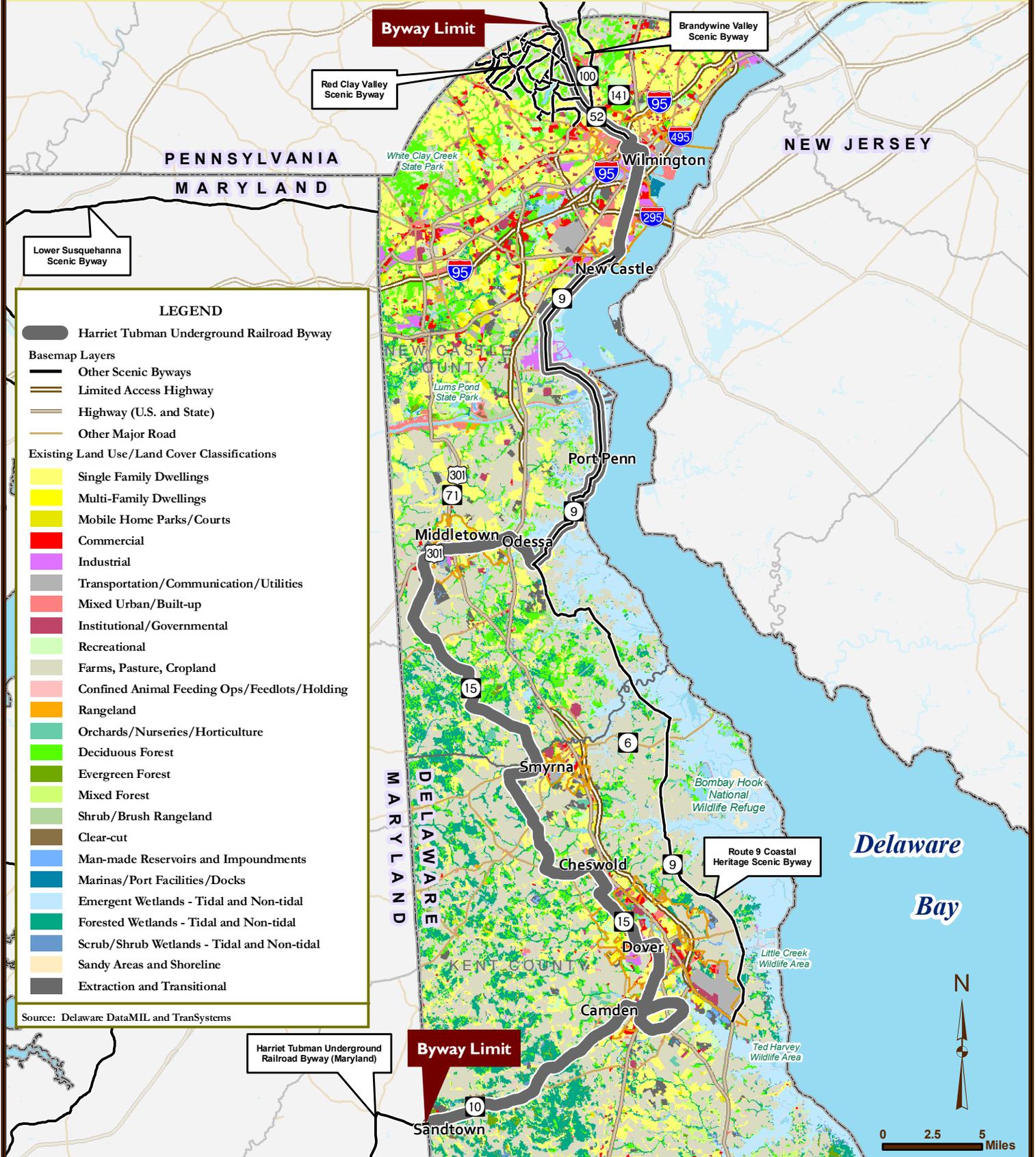
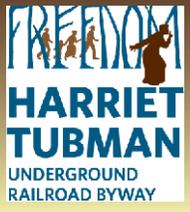


Figure 34: Existing Land Use (Project Study Area)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

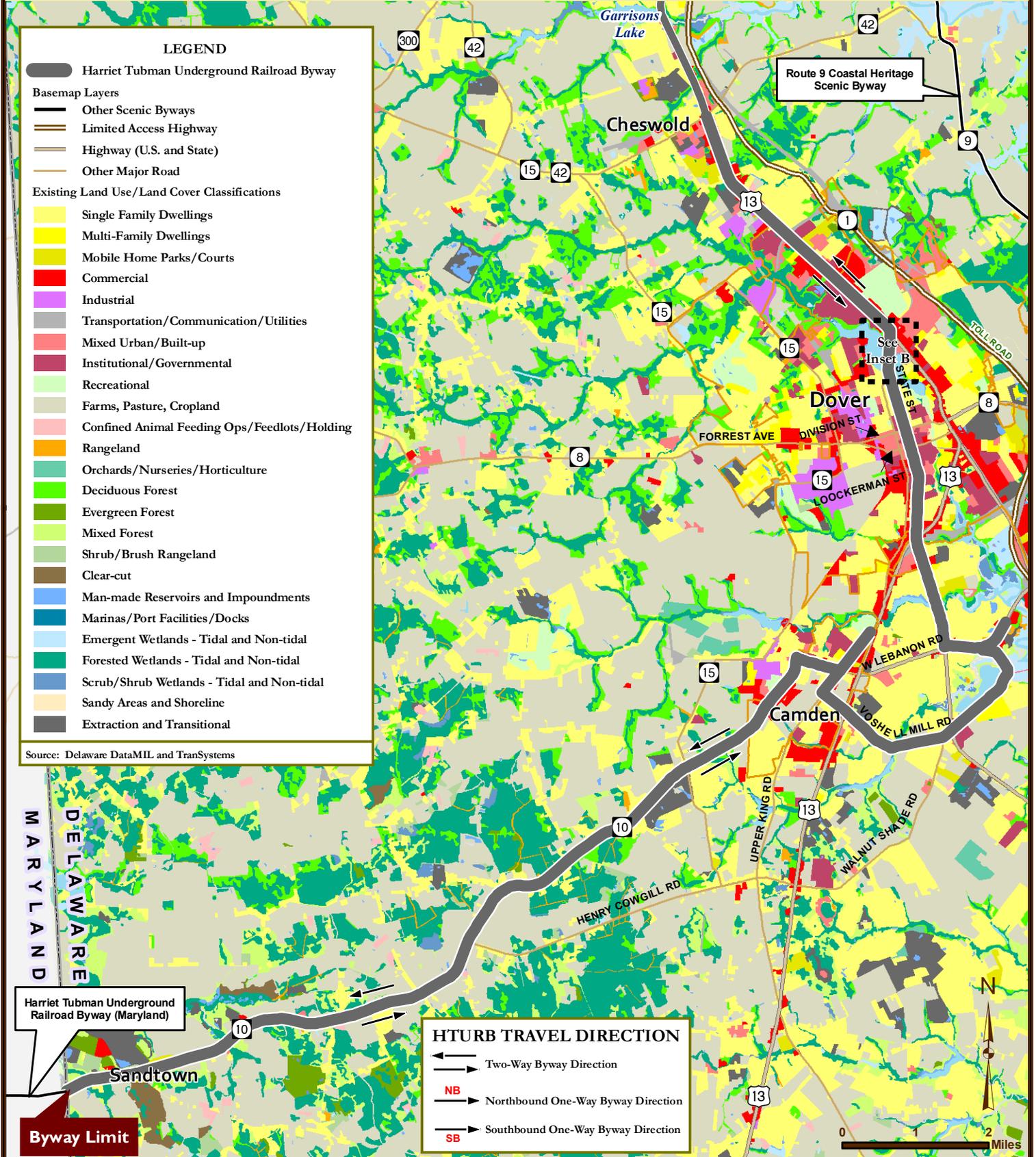
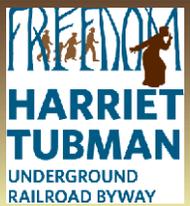


Figure 35: Existing Land Use (Segment 1)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

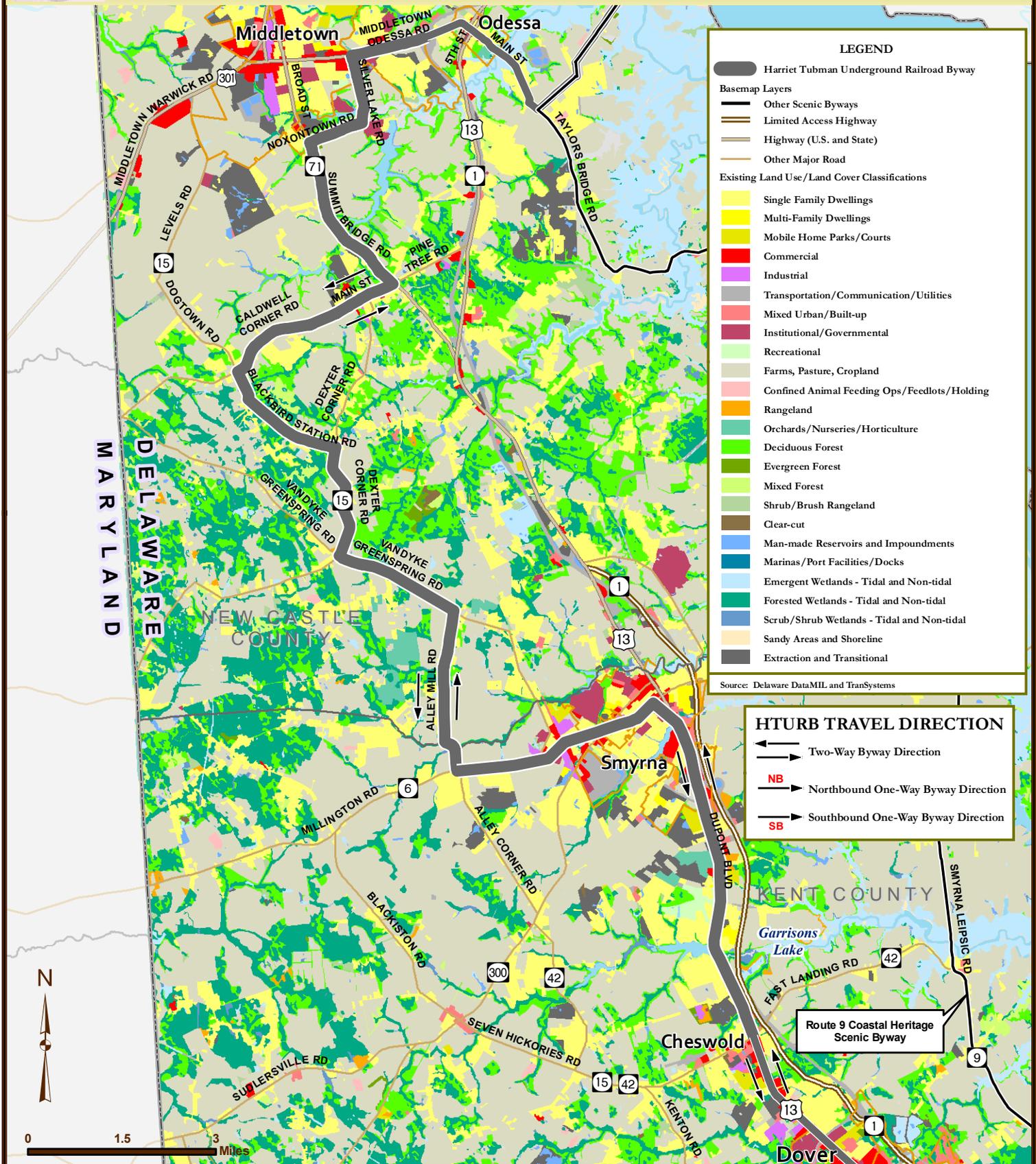
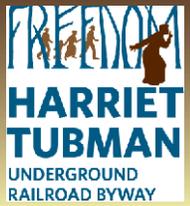


Figure 36: Existing Land Use (Segment 2)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

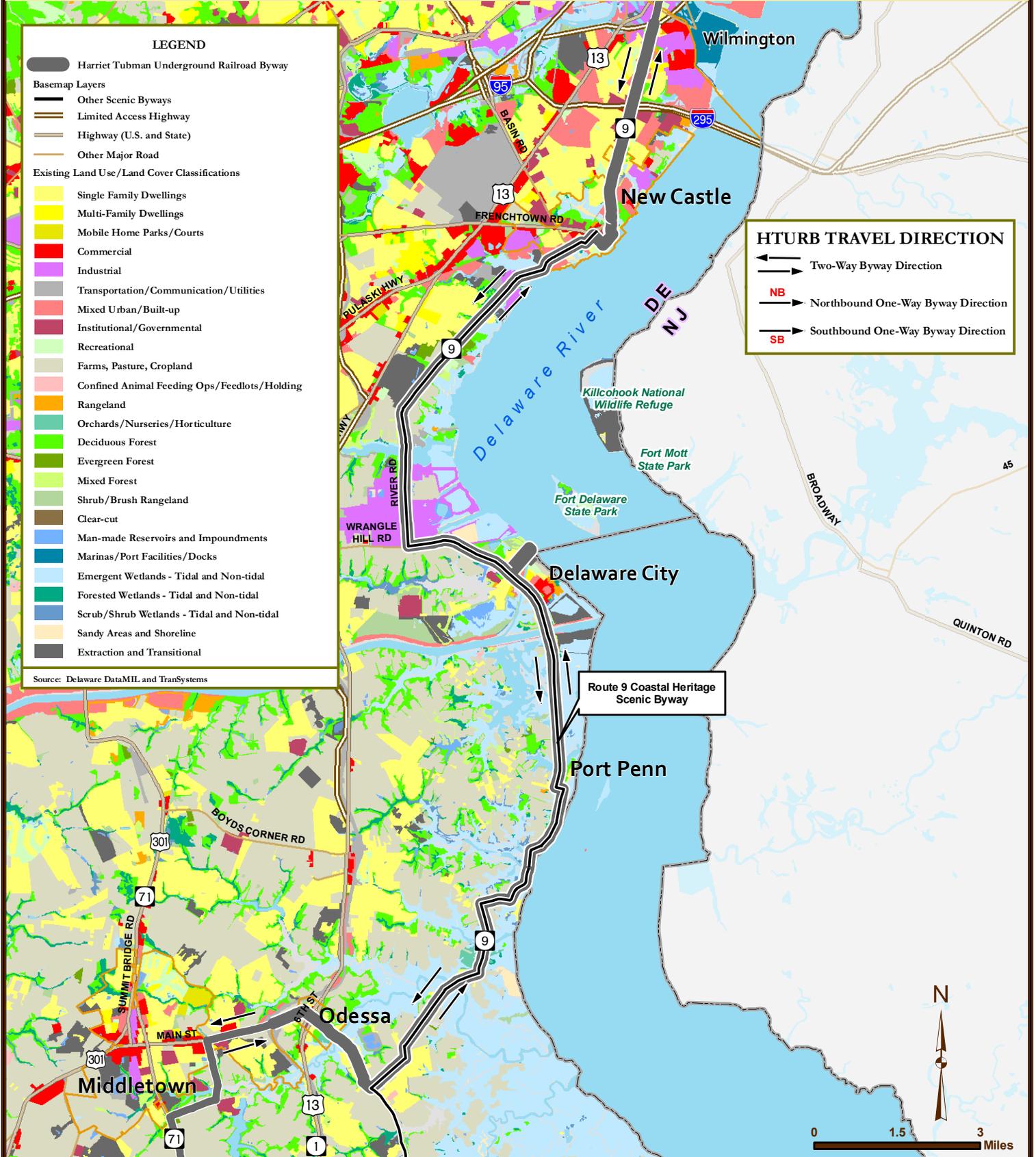
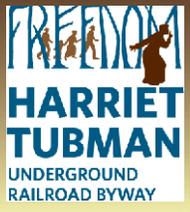


Figure 37: Existing Land Use (Segment 3)





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

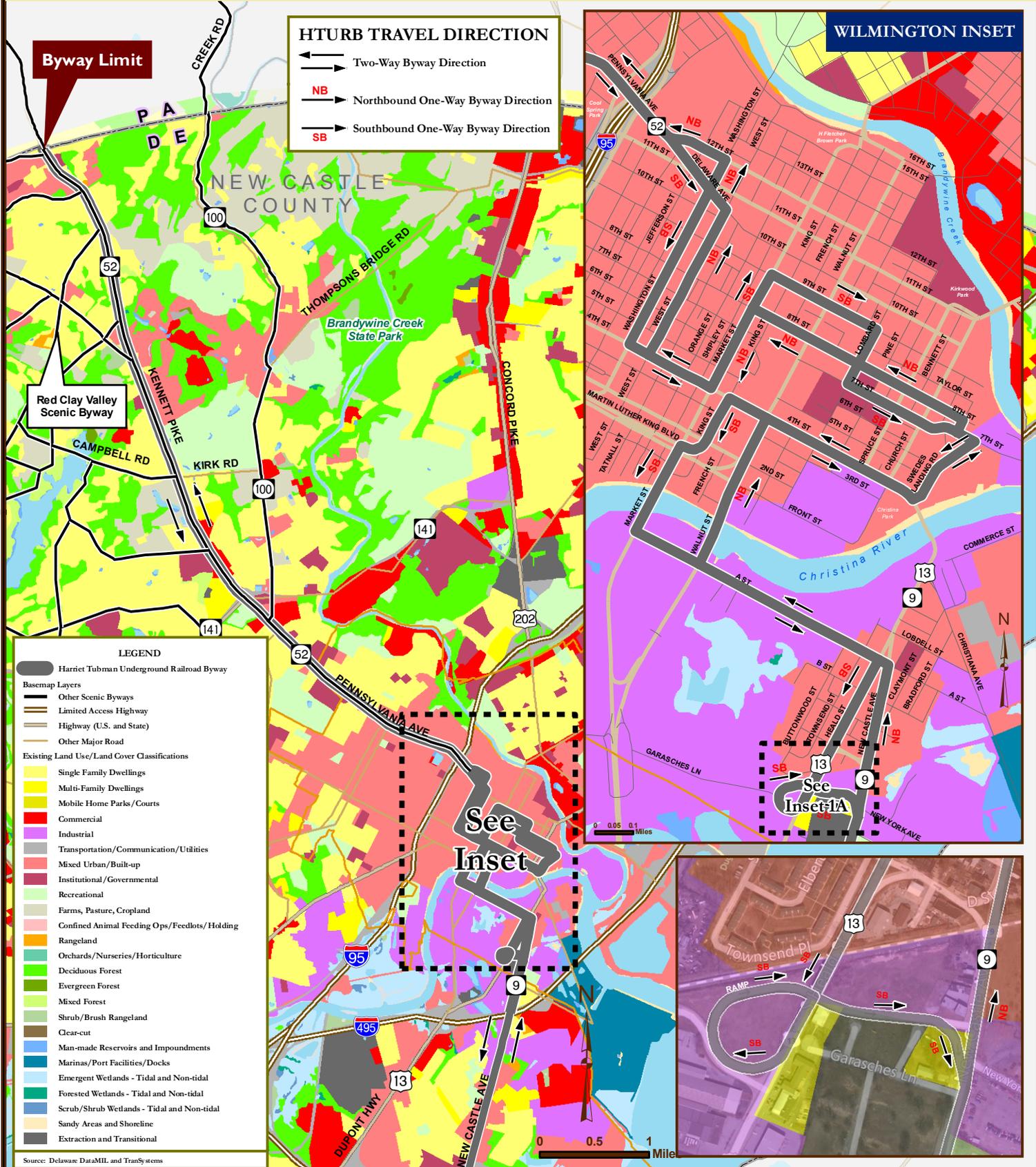
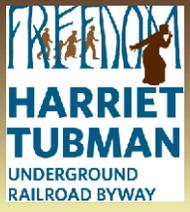


Figure 38: Existing Land Use (Segment 4)



## 4.12 Existing Corridor Signage

The signs that will be addressed in this section are those that are located directly along the corridor right-of-way and are regulatory (speed limit, passing lane, stop, etc.) and advertising (billboards) in nature. This section will not discuss wayfinding (guide/directional signs) or interpretive signage as these sign-types are discussed in the Wayfinding, Interpretation, Gateways and Signage chapter (Chapter 10) of this CMP.

### National Scenic Byway CMP Point #10

Documentation of compliance with all existing local, state, and federal laws about the control of outdoor advertising.

#### 4.12.1 Regulatory Signs

The term “regulatory sign” describes a range of signs that are used to indicate or reinforce traffic laws, regulations or requirements which apply either at all times or at specified times or places upon a street or highway, the disregard of which may constitute a violation, or signs in general that regulate public behavior in places open to the public (FHWA, 2011). These regulatory signs are designed and installed by local, state, and federal government entities and the HTURB CMP and its associated stakeholder groups (Steering Committee, Grant Committee, etc.) will not interfere with, or attempt to alter, any regulatory signage along the corridor unless necessary and approved by the proper regulatory entities.



This CMP is not intended to conduct a signage inventory or assess all regulatory signage along the corridor. The level of assessment found in a CMP is generally a summary of the signage from a traveler’s perspective and to note any obvious revisions or modifications to existing regulatory signage found along the corridor.

In summary, the regulatory signage found along the HTURB is adequate and efficient. There are areas along the corridor that appear to have “sign clutter” or an inefficient or unintended clustering of signs that may create confusion or difficulty by the travelling public. These areas are infrequent and do not create a significant difficulty to the traveler. It is recommended that the HTURB Steering Committee undertake a signage inventory in the future to better assess enhancement opportunities for signage along the corridor.

#### 4.12.2 Outdoor Advertising

Outdoor advertising, as stated by National Scenic Byways criteria {23 U.S.C. 131(s)}, prohibits the erection of new billboards along a State or Nationally Designated Scenic Byway/Highway not in conformance with 23 U.S.C. 131(c), which addresses outdoor advertising (see Appendix B). The specific U.S. Code is as follows:

*As provided at 23 U.S.C. 131(s), if a State has a State scenic Byway program, the State may not allow the erection of new signs not in conformance with 23 U.S.C. 131(c) along any highway on the Interstate System or Federal-aid primary system which before, on, or after December 18, 1991, has been designated as a scenic Byway under the State's scenic Byway program. This prohibition would also apply to Interstate System and Federal-aid primary system highways that are designated scenic Byways under the National Scenic Byways Program and All-American Roads Program, whether or not they are designated as State scenic Byways. (Source: National Scenic Byways Guide, September 2005)*

The Delaware Outdoor Advertising code (Title 17, Chapter 11) describes the specific factors associated to advertising along scenic Byways designated within the state. In accordance with federal statutes, the code states that any existing signs will not be changed if a highway is designated as scenic, but no new signs may be erected after designation. The specific Delaware Code states: "It is, consequently, the intention of this chapter, among other things, to provide a statutory basis for regulation of outdoor advertising consistent with the public policy relating to areas adjacent to federal-aid interstate and primary systems declared by the Congress of the United States in Title 23, United States Code."

#### 4.12.3 Historic Markers

The Delaware Historic Markers Program is operated by the Delaware Public Archives, as part of its mandate. Historic markers are usually placed at important historical locations and sites across the state. These markers offer historical facts, stories and interpretation regarding the sites.



Table 4-5 lists all of the historical markers located along and within close vicinity to the Harriet Tubman Underground Railroad Byway as of January 2011. The corridor has a large variety of historical markers and there are more sites that may have the potential or need for historical markers in the future. For more information, one can contact the Delaware Public Archives or <http://www.archives.delaware.gov/markers/markers-search.shtml>.

**Table 4-5: Historical Markers Located Along the HTURB**

Historic Resource / Site	County	General Marker Location
Cow Marsh Primitive Baptist Church	Kent	Sandtown, Route 10
Town of Wyoming	Kent	Wyoming, Railroad Avenue
Coming of the Railroad	Kent	Railroad Avenue, Wyoming
Camden Friends Meeting House	Kent	122 E. Camden-Wyoming Avenue, Camden
Site of First Whatcoat Church	Kent	Main Street, Camden
Morning Star Institutional Church of God in Christ, Inc.	Kent	255 E. Camden-Wyoming Avenue, Camden
Camden	Kent	Camden-Wyoming Avenue, Camden
Brecknock	Kent	Intersection of Route 13 and Main Street, Camden
East Dover Hundred	Kent	US 13, south of Rodney Village, South Dover
Dover	Kent	North State Street, north of Silver Lake, Dover
Nicholas Ridgely	Kent	S. State Street and E. Water Street, Dover
Site of King George's Tavern	Kent	Southeast side of The Green, Dover
The Old State House	Kent	East side of The Green, Dover
The Golden Fleece Tavern	Kent	Northeast corner of The Green and State Street, Dover
Ridgely House built 1728	Kent	Northeast side of The Green, Dover
The Capitol Theater (now called the Swartz Center for Performing Arts)	Kent	226 S. State Street, Dover
Wesley United Methodist Church	Kent	209 S. State Street, Dover
Site of Kent County's First Presbyterian Church	Kent	In cemetery, on South Governor's Avenue, Dover
Site of Dover's First Methodist Church	Kent	Intersection of South Queen and West North Streets, Dover
Bishop Richard Allen	Kent	Loockerman Street, Dover
Delaware Public Archives	Kent	Hall of Records entrance in the Delaware Public Archives, Dover
Booker T. Washington School	Kent	901 Forest Street, Dover
Former Site of ILC Dover Makers of the Apollo Moonsuit	Kent	350 Pear Street, Dover
Wesley College	Kent	Southwest corner at State and Fulton Streets Intersection, Dover
Delaware State College High School	Kent	West side of US 13, North Dover
Lockerman Hall	Kent	West side of US 13, Delaware State University Campus, Dover
Delaware State College	Kent	Route 13 at entrance to college, Dover
Cheswold Volunteer Fire Company	Kent	Route 42 Main Street, Cheswold
Little Creek Hundred	Kent	Route 42 Main Street, Cheswold
Kenton Hundred	Kent	Route 42 Main Street, Cheswold
Smyrna Opera House	Kent	Corner of South Main Street and West South Street, Smyrna
Town of Clayton	Kent	Intersection of Main Street and North Bassett Street
Sgt. William Lloyd Nelson	New Castle	504 S. Broad Street, Middletown
Middletown	New Castle	Cochran Square, Middletown
Middletown Academy	New Castle	North Broad Street, Middletown
Appoquinimink Friends Meeting House	New Castle	West of intersection of Route 1 and Route 299, Odessa
Old St. Paul's Methodist Church	New Castle	506 High Street, Odessa

Odessa	New Castle	Main Street, between US 13 N and US 13 S, Odessa
Duncan Beard	New Castle	Southeast of US 13 Intersection on Delaware 299, Odessa
Port Penn Front Range Light	New Castle	Southwest of mouth of St. Augustine Creek, Port Penn
Christ Episcopal Church, Delaware City	New Castle	Corner of 3 <sup>rd</sup> and Clinton Streets, Delaware City
Delaware City School No. 118C	New Castle	End of Dragon Run Park Road, Delaware City
Booker T. Washington School	New Castle	400 South Street, New Castle
The River Road	New Castle	Southeast Corner of 5 <sup>th</sup> and South Streets, New Castle
New Castle United Methodist Church	New Castle	510 Delaware Street, New Castle
Historic Museum	New Castle	Intersection of Delaware Street and E. 4 <sup>th</sup> Street, New Castle
Van Dyke House	New Castle	Delaware Street, between E 3 <sup>rd</sup> and E 4 <sup>th</sup> Streets, New Castle
The Green or Market Plaine	New Castle	Corner of The Green at 3 <sup>rd</sup> and Delaware Streets, New Castle
New Castle and Frenchtown Railroad	New Castle	River Road and Washington Avenue, New Castle
Landing Place of William Penn	New Castle	NE Corner of Strand and Delaware Streets, New Castle
Gunning Bedford House	New Castle	Intersection of The Strand and Delaware Street, New Castle
Packet Alley	New Castle	Corner Strand and Packet Alley, New Castle
Site of Home of George Read	New Castle	The Strand, New Castle
Presbyterian Church	New Castle	East side of 2 <sup>nd</sup> Street, between Delaware and Harmony Streets, New Castle
New Castle Common	New Castle	East 2 <sup>nd</sup> Street, New Castle
Site of Fort Casmir	New Castle	Southeast Corner of Second and Chestnut Streets, New Castle
Broad Dyke	New Castle	Chestnut Street, New Castle
St. Johns Lodge No. 2	New Castle	New Castle Avenue and Balton Road, New Castle
South Wilmington	New Castle	New Castle Avenue, south of Claymont Street Intersection, Wilmington
Anthony – Delaware’s 1 <sup>st</sup> Known Black Settler	New Castle	Fort Christina Park, Wilmington
Holy Trinity Church	New Castle	Intersection of E 7 <sup>th</sup> Street and N Church Street, Wilmington
Scott A.M.E. Zion Church	New Castle	7 <sup>th</sup> and Spruce Streets, Wilmington
Bethel A.M.E. Church	New Castle	Corner of 6 <sup>th</sup> and Walnut Streets, Wilmington
Freedom Lost – The Reverse Underground Railroad	New Castle	South Market Street, Wilmington
Delaware’s Jewish Community	New Castle	N. King Street, between W. 2 <sup>nd</sup> and E 3 <sup>rd</sup> Streets, Wilmington
Old Farmers Bank	New Castle	301 Market Street, Wilmington
Thomas Garrett	New Castle	Corner of 4 <sup>th</sup> and Shipley Streets, Wilmington
Brown v. Board of Education	New Castle	Hockessin, at Millcreek Road, Wilmington
Old Town Hall	New Castle	512 N. Market Street, Wilmington
Meeting House	New Castle	4 <sup>th</sup> and West Streets, Wilmington
Wilmington Friends Meeting House	New Castle	4 <sup>th</sup> and West Streets, Wilmington
Ezion-Mount Carmel United Methodist Church	New Castle	800 North Walnut Street, Wilmington
Gravesite of Bishop Peter Spencer	New Castle	French Street in Plaza, Wilmington

St. Joseph Church	New Castle	East side of French Street, near intersection with 11 <sup>th</sup> Street, Wilmington
Knotty Pine Restaurant	New Castle	308 E. 11 <sup>th</sup> Street, Wilmington
Howard High School First Secondary School for Blacks in Delaware	New Castle	North Poplar and West 13 <sup>th</sup> Streets, in front of Howard High School, Wilmington
Site of Old Cathedral Cemetery	New Castle	West 12 <sup>th</sup> Street, Wilmington
Cool Spring Park	New Castle	Corner of 10 <sup>th</sup> and Van Buren Streets, Wilmington
Gibraltar	New Castle	Northwest corner of Pennsylvania and Greenhill Avenue, Wilmington
Mount Salem United Methodist Church	New Castle	2629 W. 19 <sup>th</sup> Street, Rockford Park, Wilmington
Rockford Tower	New Castle	Brandywine State Park, Wilmington
Camp Brandywine	New Castle	South of Greenville on Route 52 at Route 141 conjunction

Source: State of Delaware Archives (2011) <http://archives.delaware.gov/markers/markers-search.shtml>

**4.13 Corridor Safety**

The safety of the travelling public is and always will be a key concern of the National Scenic Byways Program, the State of Delaware and the Harriet Tubman Underground Railroad Byway. The HTURB corridor consists mostly of State Roads, and therefore, has achieved and met a high-level of safety standards established by the Delaware Department of Transportation (DelDOT). There may be sections or areas along the corridor that have safety improvement opportunities; however, this chapter (Background Conditions) is not intended to assess these opportunities. Any possible opportunities may be found in the Goals, Objectives and Strategies chapter, as well as the Action Plan chapter.

**National Scenic Byway CMP Point #7**

**A general review of the road’s safety record to locate hazards and poor design, and identify possible corrections.**

**4.13.1 Lighting**

In general, the street lighting along the corridor is adequate and has not, and should not, present any concerns or safety issues. The rural sections of the corridor have reduced or no artificial lighting and these sections of the corridor will require safe driving techniques such as high-beam or fog lamp use. In addition, the lighting (as reviewed during field collection) at intrinsic resources is also adequate and allows visitors to experience a safe and secure location/resource. There were no lighting concerns noted when conducting on-site field reviews in 2010 and 2011.



#### **4.13.2 Weather Related Conditions**

Weather related safety concerns may be an issue along the corridor during the winter months of December to February. Delaware usually has mild winter weather and has an efficient and readily available road maintenance (plowing, etc.) crew to address snowfall and/or roadway icing.

#### **4.13.3 Crash Data Analysis**

Assessing crash data along the Harriet Tubman Underground Railroad Byway corridor provides for an understanding of the overall safety of the corridor. Crashes are broken up into three (3) different categories and displayed in the following pages. The categories were broken up based on corridor specific data, not comparisons to other roadways or other Byways. Figure 39 shows total vehicle crash locations/frequency for the entire corridor from 2009-2011, Figure 40 shows bicycle related crashes from 2009-2011, and Figure 41 shows pedestrian related crashes from 2009-2011.

As the data below represents there are five (5) areas along the corridor that are classified as high crash frequency roadway segments. These locations are primarily concentrated in the more highly populated areas within city limits. This may be due to a number of reasons including heavy general traffic and truck traffic, limited passing zones, and other roadway characteristics. Two (2) of the locations are in rural sections of the corridor, and crashes here could be attributed to narrow roadway sections, dangerous curves, and limited passing zones. Fatalities along the corridor were (35) in the three (3) year time span. The Steering Committee and other vested interests in corridor safety will continue to monitor crash data at these locations, and the corridor as a whole.

DelDOT maintains crash data that can be used for future analysis in a program called Highway Safety Improvement Program (HSIP). This is updated annually and can be referred to for locations of high-frequency crashes.

Bicycle crashes (Figure 40) follows the same pattern as vehicle crashes, in that they are concentrated within city limits along the corridor. From 2009-2011 there were only 40 bicycle related crashes, in the cities of Camden, Dover, Middletown, Odessa, Port Penn, New Castle, and Wilmington. The highest concentration was in Wilmington, which makes sense because it is the most highly populated area along the corridor.

Pedestrian related crashes (Figure 41) are almost an exact replica of bicycle crashes, as they are concentrated within city limits too, with five (5) along the scenic Byway. There were 108 total pedestrian related crashes along the corridor from 2009-2011, with five fatalities. The Steering Committee and other vested interests will also continue to monitor bicycle and pedestrian related crashes within cities and along the corridor to see if safety in these areas can be improved upon.



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

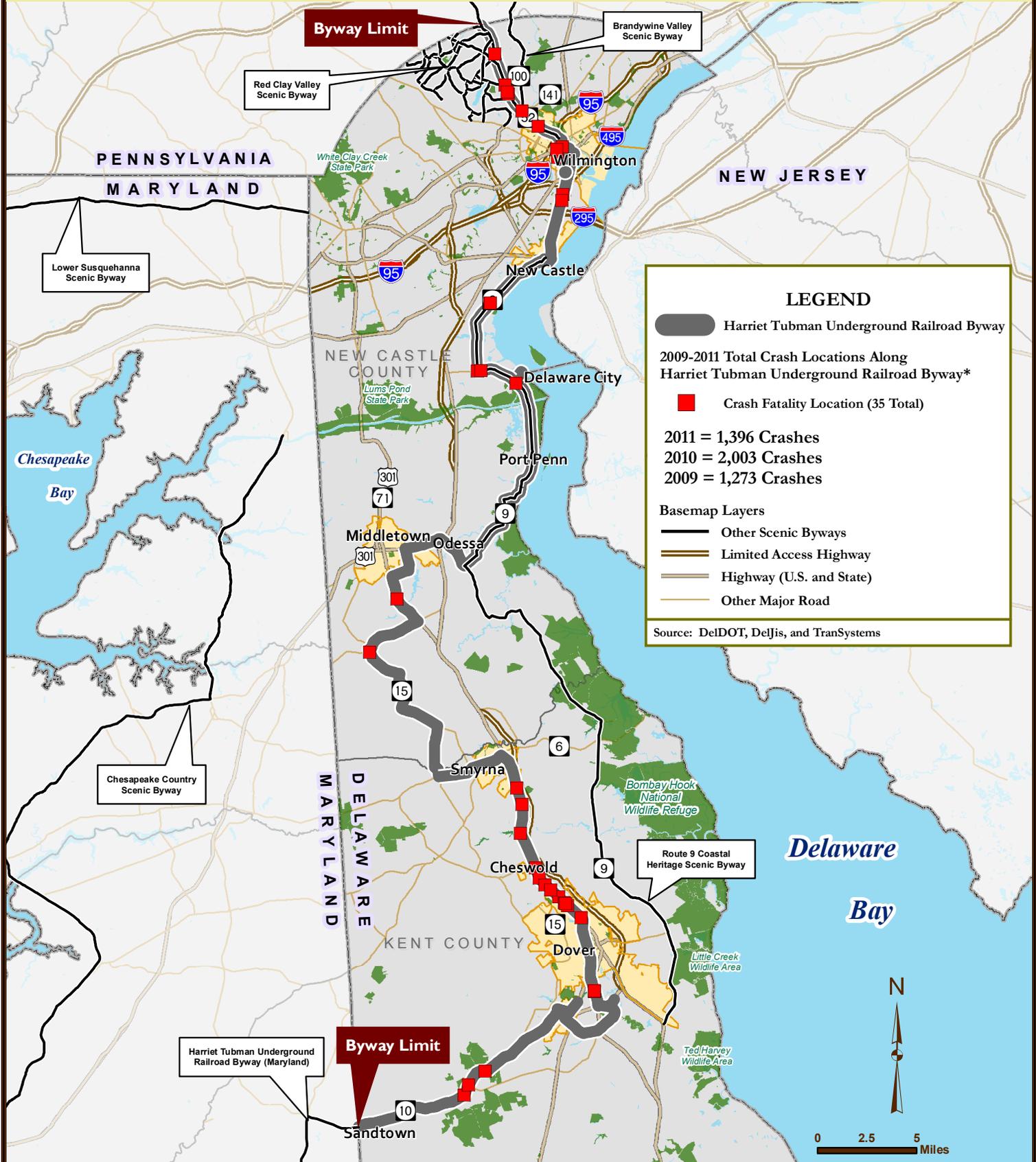
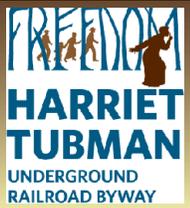


Figure 39: 2009-2011 Crash Frequency





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

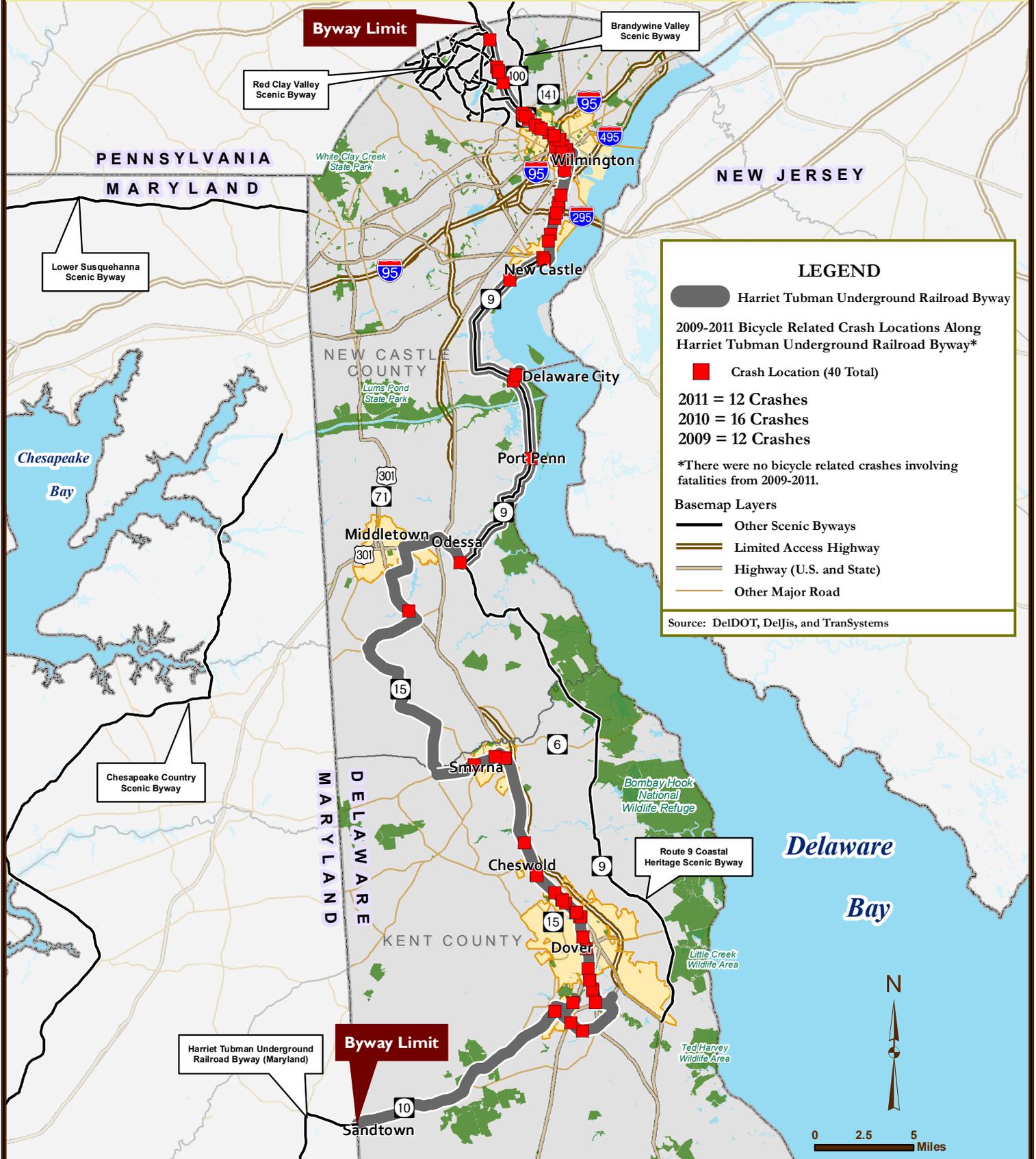
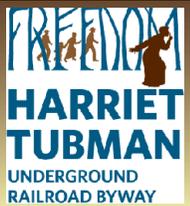


Figure 40: 2009-2011 Bicycle Related Crashes



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

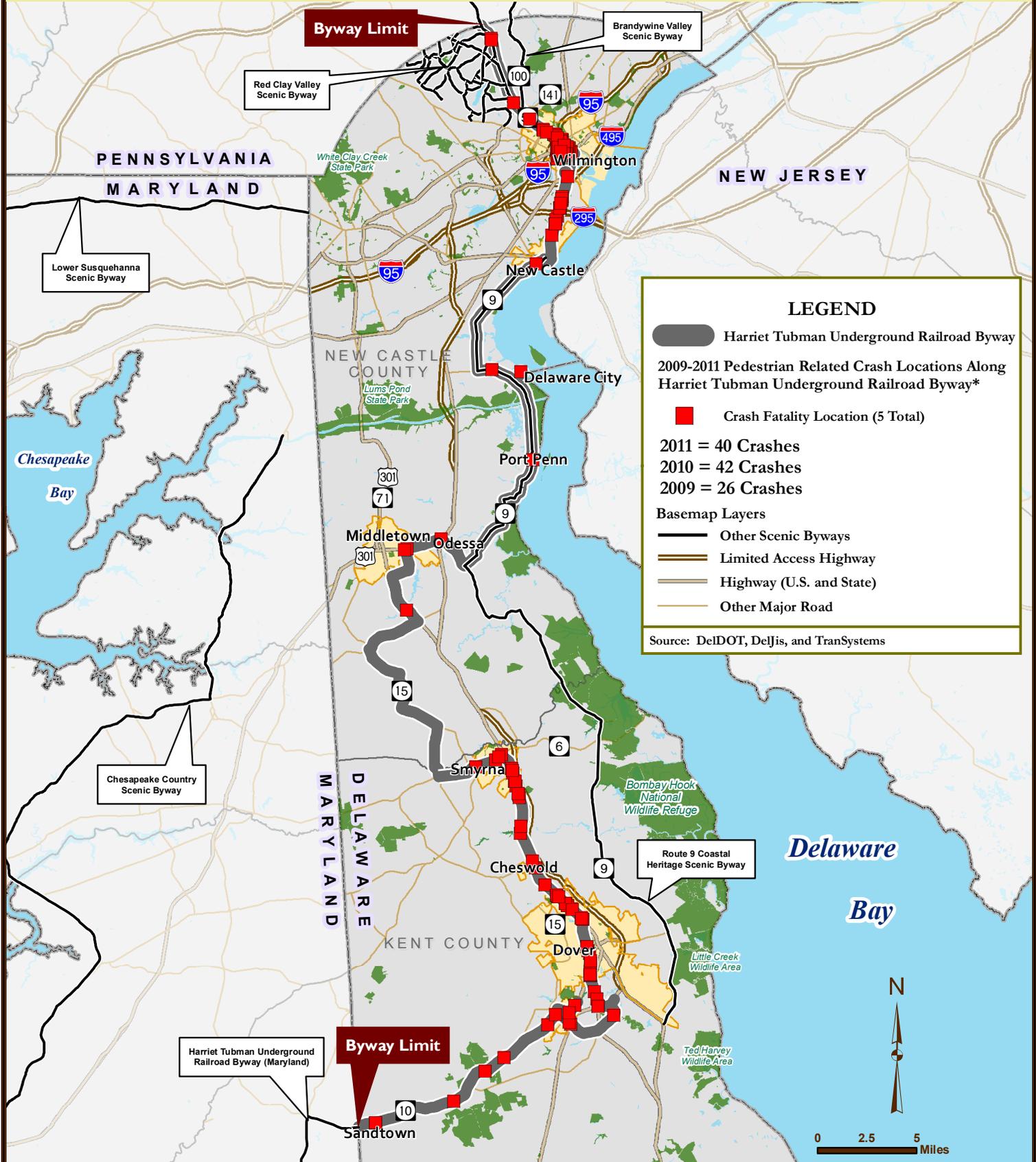
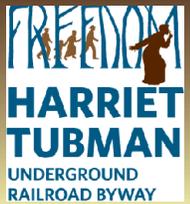


Figure 41: 2009-2011 Pedestrian Related Crashes

#### 4.14 Transportation Planning and Proposed Roadway Modifications/Plans

This section will provide an assessment of the transportation planning activities that may have an effect on the HTURB corridor. DeIDOT maintains a five (5) year Capital Transportation Program (CTP) that identifies planned and potential improvements. There are currently (as of October 2011 when this section of the CMP was produced) two (2) CTP's in use by DeIDOT, for Fiscal Year's 2009-2014 and 2011-2016. There were three (3) roadway projects along the corridor located in the 2009-2014 CTP, some of which were slated for construction in FY2009 and FY2010. Other projects from the FY2009-2014 CTP are shown in Table 4-6 below and Table 4-7 represents planned roadway projects from the FY2011-2016 CTP.

**Table 4-6: Planned Roadway Projects, FY2009-2014 CTP**

County	Route	Description	Fund-Scheduling Information
Statewide	N/A	Creation of new or improvement of existing recreational trails throughout the state	Construction planned 2009-2014 - \$1,067,500 yearly
New Castle	Traffic Study, City of New Castle	Project will possibly realign the current intersection of SR 9 and Delaware Street	Study planned from 2009-2012 - \$2,250,000
New Castle	SR 9, New Castle Ave., 3 <sup>rd</sup> St. to Heald St.	Reconstruction of existing concrete pavement, minor operational and safety improvements	Construction planned for 2012 - \$95,000,000

(Source: DeIDOT FY2009-2014 CTP)

**Table 4-7: Planned Roadway Projects, FY2011-2016 CTP**

County	Route	Description	Fund-Scheduling Information
Statewide	N/A	Develop or maintain recreational trails and trail-related facilities throughout the state	Construction planned 2011-2016 - \$884,800 yearly
New Castle	SR 9 Wilmington Road, 3 <sup>rd</sup> & 6 <sup>th</sup> St. Intersection Improvements	Project will realign the current intersection of SR 9 and 6 <sup>th</sup> Street to promote thru-traffic on SR 9. If needed, the 3 <sup>rd</sup> Street intersection will be upgraded.	Construction planned for 2011-2016 - \$1,400,000
New Castle	SR 9, Delaware Street in New Castle	Project will reconfigure the intersection of Delaware Street and SR 9 to eliminate the existing traffic signal. The project will also extend Harmony Street to SR 9.	Construction planned for 2011-2016 - \$3,075,000
New Castle	SR 9, New Castle Ave., 3 <sup>rd</sup> Street to Herald St.	Project involves the reconstruction of the existing concrete pavement. There will also be some minor operational and safety improvements.	Construction planned for 2012-2014 - \$95,000,000
Kent	South State Street & Sorghum Mill Road Intersection Improvements	The improvements currently involve roadway widening on Sorghum Mill Road with intersection geometry and signal upgrades at the intersection with South State Street.	Construction planned for 2011-2013 - \$1,050,000

(Source: DeIDOT FY2011-2016 CTP)

### National Scenic Byway CMP Point #13

Any proposals for modifying the roadway, including an evaluation about design standards and how proposed changes may affect the Byway's intrinsic qualities.

The planned projects listed in the DelDOT CTPs should have little impact on the HTURB corridor other than temporary disruption of travel patterns. These improvements are seen as enhancements to the Byway corridor and should aid in traveler safety and quality. In addition, the statewide development of recreational trails and facilities will significantly benefit the recreational offerings along the HTURB corridor.

#### 4.15 Multi-Modal Options

The term “multi-modal” is used to identify various modes of travel including automobile, pedestrian, cycling, public transportation, and others. The HTURB corridor offers a wide variety of multi-modal options for the traveler. Most of the corridor is best accessed by automobile due to its suburban nature and limited alternative transportation options, especially outside of the urban areas where public transportation is readily available and there is a concentration of jobs, sites of interest, and housing. Public transportation is generally limited to the larger concentrated cities of Dover and Wilmington; however, there is a variety of off-road use trails, services, and attractions consistently located throughout the corridor.



##### 4.15.1 Bicycle and Pedestrian

Figure 42 highlights the bicycle transportation corridor and/or facilities in the HTURB region. It is a goal of the Harriet Tubman Underground Railroad Byway Steering Committee that bicycle and pedestrian concerns and issues are addressed in detail in future efforts and planning. This will provide potential economic development opportunities by allowing the Harriet Tubman Underground Railroad Byway corridor and its communities to harness these users and this potential market.



# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

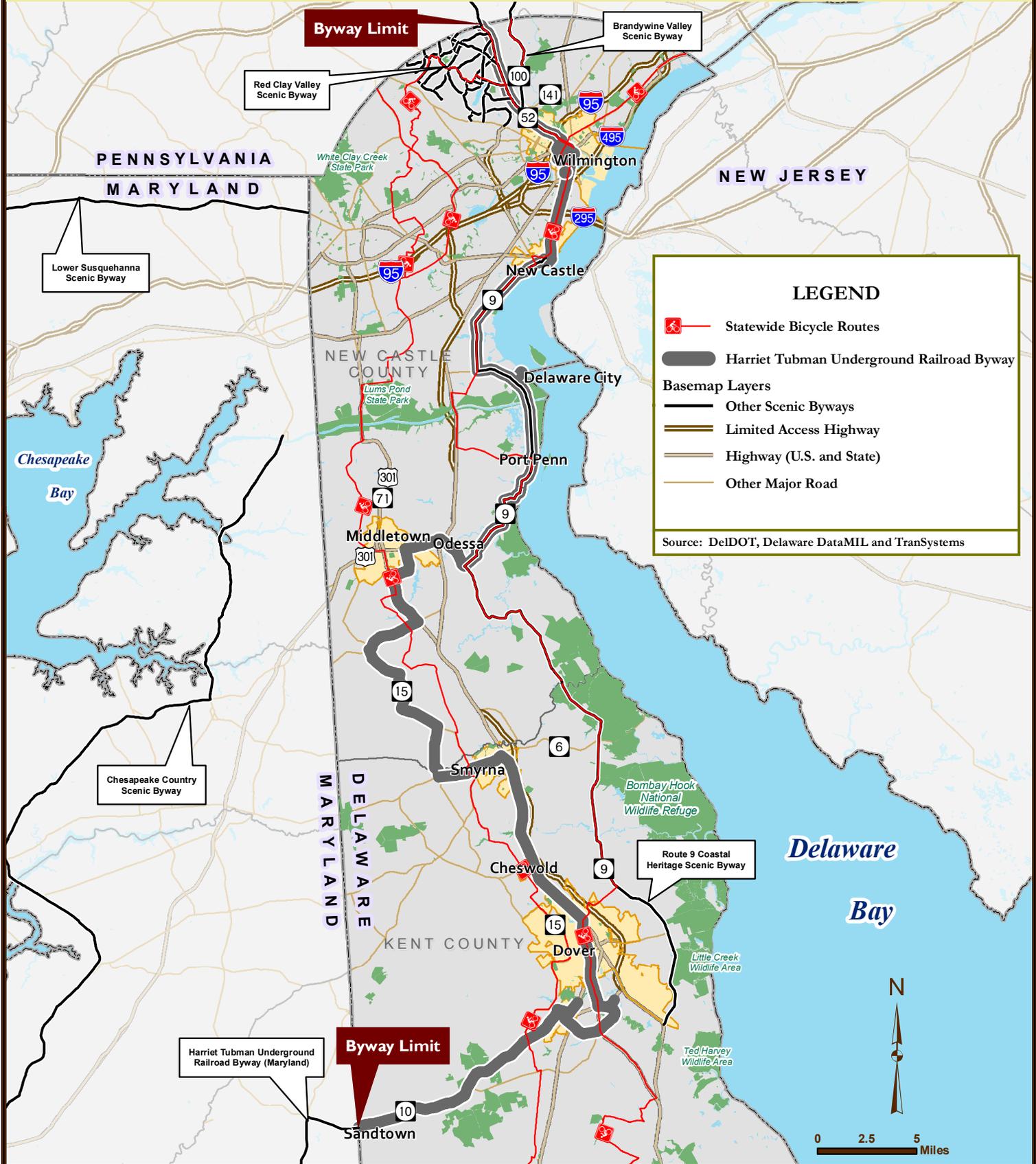
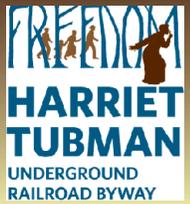


Figure 42: Statewide Bicycle Routes



### National Scenic Byway CMP Point #8

A plan to accommodate commercial traffic while ensuring the safety of sightseers in smaller vehicles, as well as bicyclists, joggers and pedestrians.

Bicycle use is currently not safe along the entire corridor due to shoulder widths, lack of bike lanes, and other factors. A future analysis of the corridor in relation to bicycle safety and accessibility should be considered and should address locations of current bicycle use, conflicts, and potential areas for enhanced bicycle use. Pedestrian access along the corridor should also be assessed. A sidewalk inventory and assessment should be conducted and a gap analysis performed to determine areas of need.



An effective tool in assessing the corridor from a bicycle and pedestrian's viewpoint is through a Corridor Impressions Survey (CIS). This tool should include a group of local and non-local attendees spending some time on the corridor in different areas as a pedestrian and/or bicyclist. The participants will then provide their feedback on their experience and make recommendations for enhancement. This has proven to be one of the most engaging and effective tools used in assessing a corridor for pedestrian and bicycle access and safety.

In addition, DelDOT will be conducting a pedestrian study for the Delaware State University campus in Dover and the adjacent Route 13 corridor in the spring of 2012. Delaware State University has expressed an interest in multiple options to increase pedestrian safety and access along this potentially urbanizing corridor. The anticipated first step in this process would be a pedestrian study assessing pedestrian traffic, movements, locations of pedestrian amenities, and other critical information. The study is planned to be complete by the summer of 2012.

The New Castle Industrial Trail and the C&D Canal Recreation Trail intersect with the HTURB in and are good examples of trail development and should be reviewed for applicability elsewhere along the Byway corridor.

Any sought after bicycle related improvements along the Byway should be coordinated with the statewide trails and pathways plan titled the *First State Trails and Pathways Plan*. Refer to <http://trails.delaware.gov/> for more information.

#### 4.15.2 Public Transportation

Delaware Transit Corporation (DART) provides public transportation services for the state. An excerpt from the DART website states:

In 1994 the Delaware State Legislature created the Delaware Transit Corporation to manage and operate DART along with the Delaware Administration for Specialized Transport, Delaware Railroad Administration, and Commuter Services Administration. From this merger arose the name change to DART First State to take advantage of the well-known DART name and to recognize that this service was now a statewide operation.



Today DART First State provides transportation services statewide with over 400 buses and 57 year-round bus routes plus its eight (8) bus route Sussex County Resort Summer Service and paratransit service. Today DART First State also serves New Castle County with commuter rail service to and from Philadelphia. DART First State brought forth by business, community and governmental visionaries over the last 13 decades, looks to the future to provide Delawareans with the highest quality of transportation in the next century.

The use of DART by tourists accessing or experiencing the HTURB may not be prominent today, however; future efforts should include coordinating with DART to advertise seasonal tours or services targeted at tourists.

Future plans include the upgrading of all bus stops and passenger shelters, providing even more new hybrid electric buses to its fleet, continuing efforts to go greener and protect our environment while cutting operating costs and maintaining a safe system for riders, and increasing mobility options for all users. Also underway is a five-year business plan to greatly improve all services and recognize the potential for increased partnerships with community, business, and governmental groups and officials to respond to the state's growth and development. ([www.dartfirststate.com](http://www.dartfirststate.com), 2012)



In addition to DART, the Southeast Pennsylvania Transportation Authority (SEPTA) provides service to the Wilmington area via the Wilmington/Newark line commuter train. The SEPTA commuter train is a heavily-traveled (high ridership) train that can be utilized to effectively access the HTURB corridor from many areas in the Northeast United States.

Figure 43 displays the public transportation routes and services that are offered to travelers of the HTUBR corridor. DART generally serves much of the corridor and would allow Byway travelers many options for travel.





# HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY

## Delaware

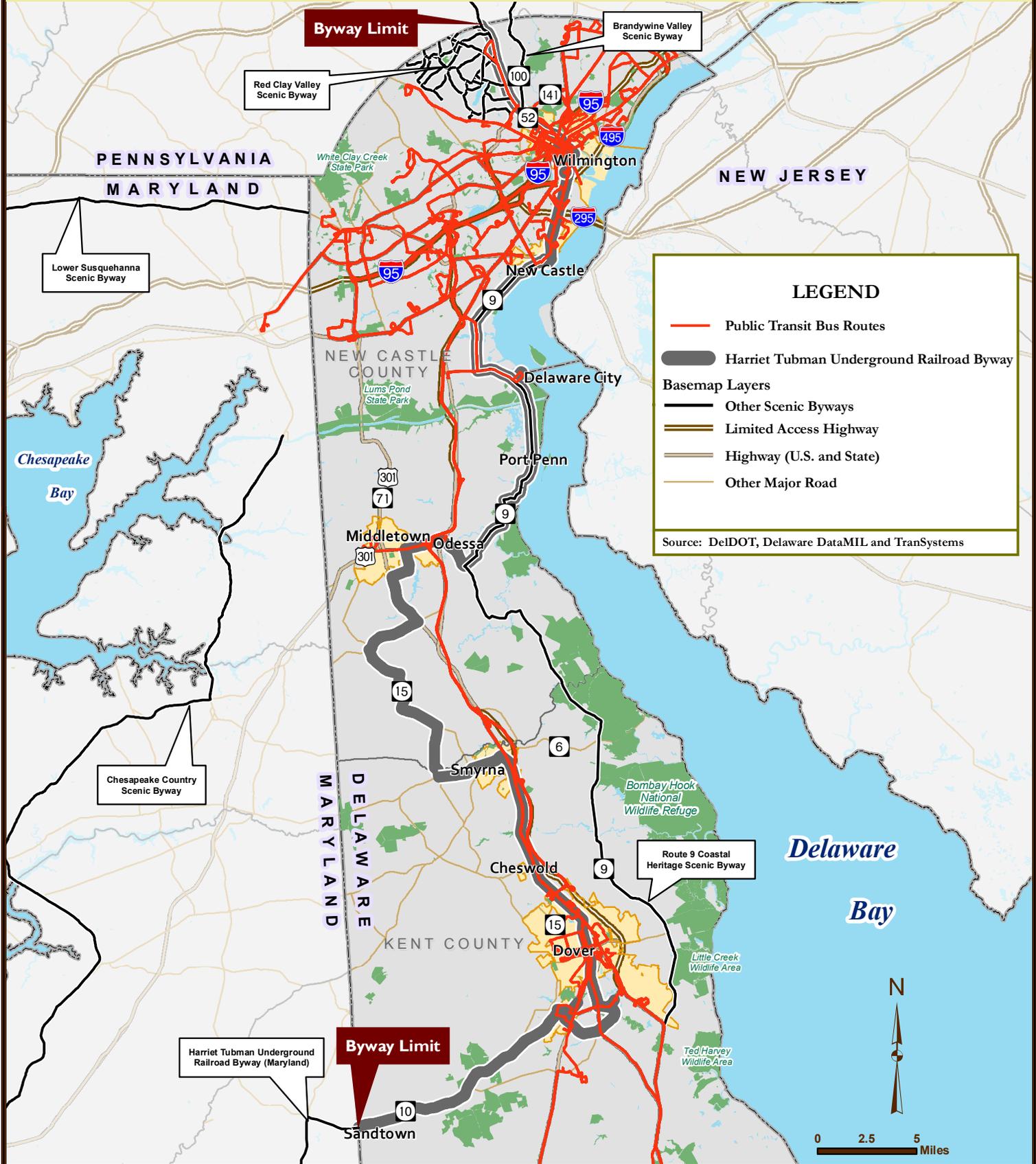
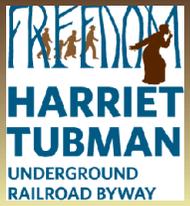


Figure 43: Public Transit Routes

## 5.0 Conservation, Preservation and Protection of Resources

This chapter of the Corridor Management Plan (CMP) details the existing intrinsic resource management, context sensitive solutions (CSS), and protection techniques already established and implemented by DelDOT, the adjoining counties and municipal governments through which the HTURB corridor traverses, as well as techniques administered by private entities operating within the State of Delaware. The ultimate preservation and protection efforts reside within the policies of the local governments within proximity to the HTURB corridor.

### National Scenic Byway CMP Point #3

**A strategy for maintaining and enhancing each of those intrinsic qualities.**

The intent of this chapter is to highlight the strength of existing preservation techniques and provide a summary of options the HTURB Steering Committee and other Stakeholders can utilize and build upon to maintain and enhance the intrinsic qualities and resources of the HTURB corridor. The preservation and protection techniques focused upon in this chapter pertain to the core resource categories of the HTURB – scenic, natural, and historic resource preservation, as well as those policies specific to enhancing the corridor’s unique story. When development is proposed it is critical that these referenced plans and policies be reviewed and applied, as applicable, in an effort to preserve the intrinsic qualities of the Byway. In addition, these policies and plans can be utilized to enhance existing development along the Byway.

### National Scenic Byway CMP Point #5

**A strategy of how existing development might be enhanced and new development accommodated to preserve the intrinsic qualities of your Byway.**

## 5.1 County and Municipality Policies and Plans

The following section provides a summary review of county and municipality codes, policies, and plans that are supportive of the HTURB CMP and its associated Vision, Goals, Strategies and Action Plan.

### 5.1.1 New Castle County

This section will outline the supportive policies and plans of New Castle County.

#### 5.1.1.1 Land Use

New Castle County has established an array of broad goals and strategies that will benefit the implementation and sustainability of the HTURB CMP and associated elements (i.e., Corridor Vision, Goals, Action Plan, etc.) New Castle County also has in place many policies that complement the inherent intent of the overall CMP, which is to enhance the corridor’s resource, provide economic development opportunities for the communities along the Byway, and to share the corridor story with Byway travelers. Approximately 60% of the HTURB corridor is contained within New Castle County limits. As such, the preservation and protection techniques utilized within the County have the potential to affect a significant part of

the corridor. The **New Castle County Future Land Use and Design Element of the County's Future Development Plan** contains a strong preservation and protection vision with goals, objectives, and strategies that directly benefit the establishment of this CMP.

New Castle County has developed strategies to focus and enhance redevelopment efforts to accommodate future growth while stemming sprawl, preserving rural areas from growth pressures, and curbing the decay of older suburb areas. The County created a Redevelopment Office to provide a link between the County government, the Delaware Economic Development Office (DEDO), and efforts of the business community. Through the effort of meeting this goal, the County has amended its Code to remove regulatory barriers to redevelopment and provide incentives. This program has seen great success. Between 2002 and 2007, 32 redevelopment plans had been implemented, three (3) of which apply to the redevelopment of brownfields, and add over a million square feet of non-residential space to existing communities, which has translated to more jobs, an increase in local revenues, and all within already developed areas.

Under Goal 1, the County seeks to “designate those locations appropriate for growth and the densities best suited to meet present and future needs”. In addition, the County has the focus of preserving “the unique character of existing communities.” Through the establishment of Hometown Overlay Districts, the County has provided unincorporated communities within its jurisdiction an opportunity to create localized development and redevelopment plans that preserve the character of, and define their communities. Along the HTURB, Centreville Village and the North St. Georges Historic District have utilized the Hometown Overlay District option to create Community Development Plans that codify the character of these unique communities.

Objective 5 state that the County seeks to “support infill and growth in the Existing Community Areas that is consistent with the surrounding character and existing zoning.” The **Existing Community Areas** are developed areas surrounding the denser population centers of Wilmington, Newark, and New Castle.

Objective 15 of the plan seeks to “expand the use of the overlay zoning districts to permit flexible options for preserving and enhancing areas within New Castle County that have a unique character (such as Marshallton, Christiana, Yorklyn, Port Penn, etc.) threatened by conventional suburban development.” This objective is directly in-line with the Vision of the HTURB CMP.

Objectives 8 and 9 state that the County seeks to minimize new development in the Low-Density Residential Area and in the Resource and Rural Preservation Area, respectively. The County has identified the Low-Density Residential Area as an area suitable for future growth when population and employment growth justify the extension of the public sewer system, but that the extension of infrastructure these areas for conservation and resource protection.

The **Resource and Rural Preservation Area** is comprised of a larger percentage of the County's farming industry, as well as the County's pastoral landscapes and wildlife habitats. Through the County's efforts to preserve agricultural lands, the County has established

Purchase of Development Rights (PDR) program that had preserved over 940 acres of farmland through the acquisition of permanent preservation easements to prevent future changes in use beyond agriculture. Not only has this program preserved land for agricultural purposes, but has also preserved open space and scenic vistas through its application. These strategies could be very successful in the protection and preservation of intrinsic and historic resources throughout the entire HTURB corridor. The Low-Density Residential Area and Resource and Rural Preservation Area have been designated as density transfer sending areas to protect their agricultural value, rural landscape, and natural resources, and valuable habitat.

Additionally, the County has instituted a **community planning process** that links planning professionals with local communities to provide planning expertise at a local level, efforts to educate and involve communities in the planning process, and initiatives to shorten the review time of development proposals to improve the quality of projects early in the review process before plans become more detailed. Through this policy initiative, New Castle County has also established processes by which developers, planners, government agencies, and its citizens can communicate about a planning decision and, thereby, ensure development projects meet and enhance the goals of the community.

#### *5.1.1.2 Natural Resource Protection*

Goal 1 of the New Castle County Natural Resources and Open Space section states that the County is focused on preserving and enhancing "...the quality and variety of the county's natural and environmental resources (water, land, flora, fauna and habitats)." The County has taken the initiative to provide for natural resource protection through its Open Space Preservation Program and strengthen water quality and quantity standards implemented through a planning process, called *Environment First*. Environment First requires all new subdivision projects to provide open space linkages, implement best management practices (BMPs) for stormwater management, enhance water quality and quantity control, and protect critical habitats. In addition to the land use tools detailed above, the Environment First program has resulted in the preservation of over 1,300 acres of land within a five (5) year time frame. Additionally, through the subdivision process and direct acquisition projects, the County has sought to enhance its parks system to provide both passive and active recreation opportunities to meet Goal 2 of the Natural Resources and Open Space section that states that the County is seeking to "provide a coordinated open space network that links natural, historic and agricultural resources, public and private open spaces, and parkland."

#### *5.1.1.3 Historic Preservation*

The Historic Resources Section of the **County's Future Development Plan** describes the County's focused efforts to protect New Castle County's Historic Resources. The County considers "...the preservation of historic property resources to be a significant responsibility" and "...in the public's interest to protect and encourage the preservation of structures, objects, and sites that reflect our shared heritage." As such, all development and demolition plans are reviewed by historic preservation planners to ensure that no historic resources are going to be affected or eliminated by the proposed development.

The County has an established Historic Review Board, consisting of a group of nine (9) citizen volunteers that review all permit requests for potential impacts to historic properties or

features. To inform property owners, as well as the Historic Review Board of the standards of rehabilitation, the County has published the **New Castle County Historic and Cultural Resource Design Guidelines (2006)**. The Guidelines assist the Historic Review Board in making clear and predictable decisions when assessing historic properties.

The County has also created Historic Zoning Overlay Districts. Alterations to Historic Zoning Overlay Districts are also reviewed by the Historic Review Board to ensure historic resources are preserved. During its review, the Historic Review Board has the option to recommend that the subject area be a candidate for a Historic Zoning Overlay District. The Historic Review Board also provides public education on the importance of historic preservation.

Goal I codified in the Historic Resources Section of the County's Future Development Plan states that the County seeks to "preserve the county's significant historic and prehistoric resources for the benefit of current and future residents" by broadening the County's Unified Development Code to include historic landscapes and contexts, as well as historic properties. The County also has the objective to preserve ten (10) "...endangered historic properties per year." These goals are directly beneficial to the HTURB corridor as a whole to protect and preserve the contexts and landscapes of this significant historic corridor, as well as historic properties that define the character of the corridor.

Most beneficial to the HTURB is the County's goal to "protect and preserve New Castle County's unique, cultural and historic roadways through actively seeking to establish Scenic Byways." The Plan notes that scenic corridor plans have been completed for the Kennett Pike, Philadelphia Pike, Route 9, and Red Clay/Brandywine areas, and that these plans represent a first step in implementing a policy for preservation of our Scenic Byways.

### **5.1.2 City of Wilmington**

The **City of Wilmington's Comprehensive** Plan contains elements for thirteen (13) distinct neighborhood analysis areas. Each element contains regularly updated analyses of each neighborhood analysis area and recommendations on zoning and land use. The City also has many planning initiatives for specific focus areas, such as annexation policy initiatives, Downtown Wilmington Initiatives, Housing Initiatives, Transportation Initiatives, and Waterfront Development Initiatives, to name a few.

#### *5.1.2.1 Natural Resource Preservation*

Under the broad goal of improving the quality of life, and directly related to the HTURB CMP, the City seeks to "implement transportation projects and services that are consistent with the region's air quality and improvement programs". The City intends to preserve its natural, historical, and cultural resources by "coordinating transportation and land use planning in the region with the preservation of open space and farmland and to protect environmentally sensitive areas", as well as using "environmentally sensitive and context sensitive design that protects natural, historic, and aesthetic features in the development of all projects." In support of this goal, the City's Plan states that it will continue to support the work of private groups focused on natural resource preservation, mitigation and restoration efforts, and environmental planning initiatives within the City. Such groups, who are potential partners of the Byway,

include the Wilmington Beautification Commission, Wilmington Tree Commission working group, and the Delaware Center for Horticulture.

The City's Comprehensive Plan also directs support to regional municipalities and communities by prioritizing investments that enhance and redevelop its existing municipalities and communities, and implementing transportation projects that recognize and enhance the intrinsic qualities of municipalities and communities. The Wilmington Comprehensive Plan also establishes the goal to "plan and invest to promote the attractiveness of the region", and sets three (3) strategies to meet that goal. Of those strategies, the City states that it will "plan to meet the transportation and information needs of tourists and recreational travelers..." This objective will be a critical task for the implementation of the HTURB CMP.

#### *5.1.2.2 Historic Preservation*

The City of Wilmington also has strategies to implement historic preservation efforts. Through the establishment of a Historic Preservation Program, the City implements measures to appropriately redevelop, preserve, and reuse historic resources within the City. The Historic Preservation Program also works with the development and management of designated National Register and City Historic District properties. The Historic Preservation Program informs land use and development planning decisions within the City by providing historic resources data; provides technical assistance to the public and to government offices about historic preservation issues; identifies and develops resource protection strategies; develops public awareness for historic preservation issues; promotes historic preservation; and assists the Division of Historical & Cultural Affairs (DHCA) by reviewing direct federal activities and federally funding activities that may have an impact on historic resources.

As mentioned above, the City has 12 historic districts, the boundaries of which (in most cases) align with districts listed on the National Register of Historic Places (as noted in the City's Comprehensive Plan). The districts highlight the foundations and developmental history of Wilmington. The City has 13 historic overlay zoning districts and forty-nine (49) individual properties listed on the National Register of Historic Places.

The City's commitment to protecting and improving the intrinsic qualities of its municipalities and communities; preserving its historic and intrinsic resources; and working to improve the travelers' experience through Wilmington are directly supportive of the HTURB CMP Vision.

#### **5.1.3 City of New Castle**

The City of New Castle has a long, rich history with roots established over four (4) centuries ago. Planning, development, and preservation activities within the City of New Castle are overseen by several focus-area commissions that provide their expertise depending on the matter at hand. The Planning Commission reviews development plans, as well as prepares the City's Comprehensive Plan. The City's Tree Commission oversees the maintenance of street trees and park plantings. The Historic District/Area Commission reviews changes made to structures within the City's historic district. In addition to the commissions noted above, the City also has a trusteeship overseeing the New Castle Common. This group oversees a non-profit organization originally confirmed by William Penn in 1762 that manages land and open

space, as well as manages income derived from investments and rental properties held in trust for the benefit of the citizens of New Castle.

#### *5.1.3.1 Land Use*

To support its goal of encouraging walkable communities, fostering communal activities and security within neighborhoods, the City of New Castle supports compact, mixed-use development, redevelopment, brownfield and infill development. The City's Plan identifies areas for redevelopment, as well as a vacant lands analysis, and details a cohesive vision for their redevelopment. The City also had community design goals and objective to enhance the City's sense of place and character such landscaping guidelines and the creation of gateways to the City.

#### *5.1.3.2 Historic Preservation*

The City of New Castle has a defined historic district. The City's Plan also seeks to develop strategies to protect properties located outside the historic district, as well as to enhance development standards within the historic district. The HTURB travels through the historic district and will coordinate all efforts and implementation goals with the appropriate entities recognizing the important and possibilities within this district.

#### *5.1.3.3 Natural Resource Preservation*

Located on the banks of the Delaware River, the City of New Castle possesses many environmentally sensitive areas. The City's Plan seeks to preserve water quality of the Delaware River, as well as the surrounding watersheds, and to prevent the loss of water carrying capacity of the surrounding floodplains by managing development practices. The Plan also has the goal of conserving State Resource Areas through the strategy of developing overlay zoning ordinances, environmental performance standards, and design standards for protecting environmentally sensitive areas.

### **5.1.4 Delaware City**

Located on the banks of the Delaware River and adjacent to two (2) historic forts, Delaware City offers enrichment to the traveler's experience. Delaware City has a National Register historic district through which the HTURB passes. In direct support of the Vision of the HTURB CMP, the Delaware City Comprehensive Plan focuses on community goals, such as incorporating economic-development efforts with historic preservation and preserving Delaware City's heritage. The City also seeks to manage growth and provide for open space for active and passive recreation, as well as to provide a sense of place, protect outlying areas from premature growth, and preserve open space by defining and preserving a distinct boundary around the city through a planned buffer or greenbelt. To protect the City's rich heritage, the City as a seven member Historic Preservation Commission charged with administering and reviewing the City's historic preservation guidelines and regulations. To maintain the sense of place and support the preservation of historic resources, the City also provided funding for façade improvements in the historic district.

### **5.1.5 Middletown**

Located in southern New Castle County, the **Town of Middletown's Comprehensive Plan (2005)** states that the Town reflects upon the growth pressures experienced by that area, and

responds to the changes through new policies and protection standards. The Plan notes that the Town doubled in population between 2001 and 2005 and has responded to the pressures intense growth has placed on the Town. In light of this growth and as a general principle, the Town is focused on preserving and enhancing its historic, small-town character through community design, preservation of historic resources, architectural standards, and building best management practices. The Town also seeks to preserve open space and agricultural lands through its development process and cooperative and intergovernmental relationship with New Castle County. Towards this end, the Plan notes the Town coordinates with the County to focus agricultural uses around its own municipal limits to encourage agriculture, as well as to provide a defined edge to the Town and an enhanced sense of community character. The Town also actively encourages infill and redevelopment that is context sensitive and supportive of community character.

### 5.1.6 Kent County

The southern extent of the HTURB traverses through Kent County; a county that, like New Castle County, has an active plan, ***Building Communities (2007)***, that seeks to strike a balance between the creation and preservation of communities, preservation of the County's rural character and agriculture industry, and the provision of sufficient infrastructure and services to its population.

The County's Plan states that the County has not always been prepared to accommodate the growth experienced and adequately provide the necessary infrastructure. The most current Plan seeks to correct any deficiencies and build towards sustainable communities.

The main goals addressed in the Plan are:

- *Building on community centers*
- *Provision of adequate infrastructure and public services*
- *Protection of natural resources*
- *Protection of rural character*
- *Protection of historic places*
- *Encouraging mixed uses where appropriate*
- *Preservation of areas for economic development*
- *Discourage sprawl development*

The County's first growth management acts were to create **Growth Overlay Zones** (1996, amended 2002) within a buffer of sanitary service areas, and then to adopt a Transfer of Development Rights (TDR) program (2004) that allows transfers of densities from outside the Growth Overlay Zones to transfer up to seven (7) units per acre into the Growth Overlay Zones. The County has also been delineated with prioritized sending and receiving areas for density transfers to direct growth to areas deemed more appropriate for growth and development. And, to enhance the sense of community and further direct growth to preserve open space and the rural character of the County, the Plan outlines community design characteristics that address the appearance of buildings as well as the site design of development.

The benefits of the County's zoned development approach are apparent by comparing the existing and future land use maps that depict urban development situated around the major cities and towns of the County, and the remaining land being classified as agricultural and low-density development (which allows lower densities of development within the Growth Overlay Zones). The benefits of the County's detailed policies and recommendations for development have also apparent success in the creation of distinct communities.

Some specific land use initiatives from Kent County's Plan that aim to implement the County's goals, and do aid in the Vision of the HTURB CMP, include:

- *Revise Chapter 205 (Zoning) and Chapter 187 (Subdivision and Land Development) ordinances to incorporate performance standards addressing site design and architectural elements rather than rely exclusively on prescriptive requirements.*
- *Incorporate an architectural review requirement in the Regional Planning Commission review and approval process including the submission of proposed building elevations.*
- *Revise Chapter 205 (Zoning) and Chapter 187 (Subdivision and Land Development) ordinances to expand the existing Transfer of Development Rights development design criteria to other development types within the County*
- *Enact ordinances that support the documentation, protection and/or preservation of important cultural and historic resources within the County*

#### *5.1.6.1 Natural Resource Protection*

In the pursuit of protecting and enhancing the natural resources, the County has prescriptive measures for ensuring that development does not occur at the expense of the environment. The County allows minimal clearing of woodland forests outside the Growth Overlay Zones, while allowing a higher percentage of clearing (not generally exceeding 50%) within the Zones. The County also has requirements for planting trees outside the Growth Overlay Zones to serve as mitigation for trees lost from development within the Zones. And, the County has a process for evaluating green infrastructure; an ordinance to protect water quality by reducing allowable impervious surface and treating stormwater for impurities; and an initiative to develop a greenway and blueway system.

Among many other policy initiatives, some select environmental initiatives from Kent County's Plan implement the County's goals include:

- *Prohibit Community Wastewater Systems outside of the Growth Zone Overlay and establish conditional use requirements for such systems within the Growth Zone Overlay*
- *Develop standards for source water protection including excellent recharge areas and wellhead protection areas to ensure an ongoing adequate supply of drinking water*
- *In adopting a Source Water Protection Ordinance, reduce the amount of allowable impervious surface coverage in excellent groundwater recharge areas*
- *Work with the recently completed Kent County Rapid Assessment of Green Infrastructure plan to begin developing a greenway system plan for Kent County and explore the use of waterways and other open space for bicycle and pedestrian interconnections, kayak trails, and nature walks within new developments*
- *Proactively revise the Growth Zone Overlay boundary to follow natural and man-made boundaries*

- *Provide sewer service within the Growth Zone Overlay that may facilitate infill development within existing developed areas and the redevelopment of brownfields, abandoned and underutilized properties*
- *Utilize the passive open space provisions of the Subdivision and Land Development regulations to require re-introduction of wildlife habitats and upland forests*
- *Utilize the Wildlife Action Plan, Green Infrastructure, and Source Water Protection maps produced by DNREC in conjunction with LESA scores in ranking properties for County agricultural land preservation funding*
- *Work with the agricultural community and other relevant entities to develop a public/private partnership for the purpose of promoting agricultural uses and the TDR program*

#### *5.1.6.2 Historic Preservation*

In its pursuit of preserving the County's cultural and historic resources, the County includes a policy to establish a Historic Preservation Commission. The County also has a policy to obtain the Certified Local Government status under the National Park Service within four (4) years of the writing of the Plan. Additionally, the following County policies further protect and promote the historic and cultural resources of the County:

- *Encourage heritage tourism by publicizing historic resources and cultural activities within the County*
- *Integrate greenway corridors and trails into new communities linking parks and cultural and historic sites to residential areas, schools, work sites, and shopping areas. Promote the recreational, ecological, social, health, and transportation aspects of pathways*

#### **5.1.7 Smyrna**

The **Town of Smyrna's Comprehensive Plan** (updated 2009) contains policies that are very complementary to the focus and the Vision of the HTURB CMP. The Plan contains policies dedicated to the preservation of open space and agricultural resources, through the use of a greenbelt system, and historic resources, while also planning for the Town's economic vitality. The Town is seeking to grow in a sustainable manner through establishing design principles that encourage small-scale, cluster-development. The Town also seeks to enhance its historic assets by adopted a Historic Preservation Ordinance, which includes the development of design guidelines and review processes for the Historic Preservation Overlay District. All of these efforts will greatly aid in the long-term success and implementation of the HTURB CMP and its associated Vision, Goals and Strategies.

#### **5.1.8 Dover**

The Town of Dover's Comprehensive Plan, the **2008 Dover Comprehensive Plan: From the People-For the People (2008)**, notes Dover's role as a dominant center of employment, commerce, and cultural activities in Central Delaware. Encompassing over 23 square miles, the Town seeks to preserve a small-town feel through defined landscaping requirements, the preservation of open space, and its defined historic districts. The Town's established goals are very complimentary to the establishment of the HTURB. The Town seeks to protect the natural environment through improving watershed quality and encouraging green development. The Town also plans for the preservation of historic resources through the provision of incentives for historic preservation and public education. The Town also supports the ethic

carried by the other cities and towns along the HTURB corridor in that it seeks to preserve open space and agricultural lands.

Dover, also containing a National Register historic district, has an active Historic District Commission. This Commission has developed the Town of Dover Historic Preservation Ordinance and regularly reviews applications for alterations and zoning issues related to historic district properties. These resources can be utilized to secure preservation assistance for HTURB resources.

### **5.1.9 Camden**

The Town of Camden, as with many of the other towns and cities along the HTURB, is focused on maintaining and enhancing its small-town character, and protecting and conserving its natural resources and systems. The Town also seeks to preserve and enhance areas with historic, cultural, and scenic value. The Town utilizes overlay zoning to preserve its historic districts. Within this overlay, the Town has established guidelines for the preservation of existing historic properties as well as to ensure that new construction adheres to the feel and character of the area. The Town also utilizes smart growth principles, streetscaping, and land use controls in its efforts to enhance community character and vibrancy.

## **5.2 Resource Management Agencies and Related Programs**

### **5.2.1 State Planning Efforts**

#### *5.2.1.1 Delaware Office of State Planning and Coordination*

The “**Delaware Strategies for State Policies and Spending**” document, produced by the Delaware Office of State Planning and Coordination, is a planning document “used to guide State agency operating and capital budget requests.” The document provides policies to be used as guidelines, for the state government “to make appropriate, cost effective investments in all areas of the State in order to promote efficient development patterns, protect agriculture and open space, and discourage sprawl.”

The document has two (2) main goals, to ensure that:

- State spending promotes quality, efficient, and compact growth
- State policies foster order growth and resource protection, not degradation

“*Delaware Strategies for State Policies and Spending*” is the implementation document for the “Livable Delaware Program”. Initiated in 1999, the program has five (5) main goals, most relevant to the protection of the HTURB is the promotion of compact development and protection of open space.

#### *5.2.1.2 Division of Historical & Cultural Affairs (DHCA)*

The Delaware DHCA identifies historic places, assists interested parties list historic places in the National Register of Historic Places, helps federal, state, and local agencies protect historic places and in preservation planning; and works toward educating the public on protecting historic places and in appropriate reuse of historic properties. The DHCA works closely with the efforts of Preservation Delaware, Inc., Delaware’s statewide non-profit organization for

historic preservation (noted in more detail in section 5.2.2). The DHCA also works with federal agencies and their clients, as well as solicits input from members of the community, to proactively identify historic properties that may be eligible for listing in the National Register of Historic Places. The DHCA evaluates the integrity (an evaluation of the visual appearance of a property) and its historic significance.

The Delaware DHCA administers the following federal and state regulations with the mission of protecting historic and archaeological resources of the State of Delaware:

- Section 106 of the National Historic Preservation Act of 1966 (16 U.S.C. 470 – National Historic Preservation Act)
- Delaware Code: Title 7, Chapter 53: Archaeological Resources in the State (75 Del. Laws, c. 153, § 2.)
- Delaware Code: Title 7, Chapter 54: Unmarked Human Burials and Human Skeletal Remains (66 Del. Laws, c. 38, § 1; 75 Del. Laws, c. 153, §§ 4, 5.)
- Delaware Code: Title 11, Chapter 5, Subchapter VII, Subpart 1333: Trading in human remains and Associated Funerary Objects (70 Del. Laws, c. 50, § 1.)

Under Section 106 of the National Historic Preservation Act of 1966, federal agencies are required to evaluate the potential effects of any federal undertaking or federally permitted activities on historic properties. Under Section 106, federal agencies are required to seek local input on the potential impact of a project on historic properties before they can proceed with the proposed action. The Delaware DHCA helps federal agencies and their clients understand and implement the regulations under Section 106. In this regard, the Delaware DHCA ensures the respective federal agency (such as the Federal Highways Administration, the US Army Corps of Engineers, the Department of Housing and Urban Development, or the US Department of Agriculture) have the contact information for the appropriate local governments, organizations, and community groups to notify of upcoming planned projects. The Delaware DHCA also solicits citizen input during the Section 106 process to ensure local experts and historians are included in preservation and protection efforts.

The Delaware DHCA administers Title 7, Chapter 53 of the Delaware state code, which provides for the definition and protection of archaeological resources in or on lands of the state. Title 7, Chapter 54 of the Delaware state code is also administered by the Delaware DHCA, wherein the Delaware DHCA provides for the protection of unmarked human burials and skeletal remains, recognizing them as part of the historic record. Taking protection efforts a step further, the Delaware DHCA administers Title 11, Chapter 5, Subchapter VII, Subpart 1333 of the Delaware Code, which makes the trading in human remains and associated funerary objects a class B misdemeanor.

#### *5.2.1.3 Delaware Department of Transportation (DelDOT) Archaeology and Historic Preservation Office*

The DelDOT Archaeology and Historic Preservation Office works with the Delaware DHCA, other interested preservation groups, and the public to help identify historic and archaeological resources and determine a potential project's effect on them. If an impact is determined, DelDOT and the parties involved develop a plan to avoid or minimize impacts to them. If an impact will occur, DelDOT will enter into a Memorandum of Agreement (MOA) with the

parties involved and the federal Advisory Council on Historic Preservation. The MOA is a legally binding document that outlines the measures to which DelDOT will be held to mitigate impacts to historic structures.

### **5.2.2 Preservation Delaware, Inc.**

Preservation Delaware, Inc. (PDI) a statewide non-profit organization that is focused on preserving historically and architecturally significant resources in the state. PDI supports the efforts of Delaware's local governments by providing data and information, as well as individual property owners seeking to preserve or rehabilitate historic structures. It is a counterpart to the National Trust for Historic Preservation, which provides leadership, education and advocacy to preserve and protect historic places and revitalize communities.

### **5.2.3 The Delaware Historic Preservation Tax Credit Program**

The Delaware Department of State's Division of Historical and Cultural Affairs administers the Delaware Historic Preservation Tax Credit Program is a \$30 million tax credit program, made available at \$3 million annual increments over ten (10) years, that assists in preserving and rehabilitating historic buildings throughout Delaware. Established in 2001, this program has generated over \$79 million in private investment to rehabilitate 25 historic buildings. The program allocates tax credits based upon a percentage of the intended outcome of rehabilitation. Applicants can earn up to 20% of the rehabilitation costs for income-producing buildings; 30% for owner-occupied, residential buildings; and an additional 10% for low-income housing projects. The success of this program is a positive sign that similar programs, or the continuation of this particular program, would greatly benefit historic preservation efforts in the State of Delaware and, specifically, along the HTURB.

### **5.2.4 Preservation Revolving Fund**

The **Delaware Preservation Fund, Inc. (DPF)** is a program supporting historic preservation efforts by administering a rehabilitation grant program, a low interest loan program, and an easement program through various funding sources, including the State of Delaware, the Longwood Foundation, and the Welfare Foundation. Through the program, owners of eligible historically significant structures can receive short-term, low interest loans to rehabilitate or stabilize their historic property. The loans are available to corporations, partnerships, individuals and non-profit organizations.

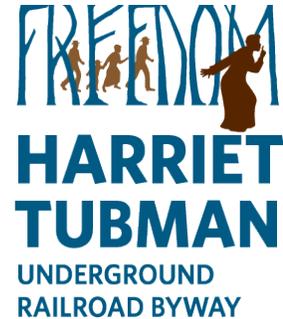
### **5.2.5 Other Byway Corridor Management Plans (CMP)**

The HTURB will benefit from its proximity to several other scenic and historic Byways, as well as the Corridor Management Plans codifying their establishment. The HTURB corridor is within close proximity to three (3) existing Delaware Byways: the Route 9 Coastal Heritage Scenic Byway, the Red Clay Valley Scenic Byway, and the Brandywine Valley National Scenic Byway. In addition to the Byways listed, the Maryland Harriet Tubman Underground Railroad Byway meets with the Delaware HTURB at the Maryland/Delaware border near Sandtown. Coordination and partnership with the Maryland HTURB (and future HTURB designations that may occur in other states) will be critical to the success of this Byway.

Given the relative small population of enslaved people in Delaware, the stories of most Underground Railroad activities begin outside of Delaware. Harriet Tubman's missions to

rescue family and friends began in Maryland, specifically in Dorchester and Caroline counties. And, the escapes of hundreds of other freedom seekers from the great Choptank River region where Harriet Tubman was born and raised originated there. The stories of their flights to freedom did not end at the Maryland border, where the Maryland HTURB currently concludes. For Tubman and many others, this state line still meant that scores of miles kept them from physical freedom and many dangers lay ahead, before they reached safety in Pennsylvania. Freedom seekers struggled their way through Delaware, hoping to reach help and a secure passage to Pennsylvania and beyond to New York and Canada, accepting and getting assistance from many agents along the way.

The Maryland HTURB has recently signed a memorandum of understanding with the Delaware HTURB to share its copyrighted logo and branding designs, to allow for a seamless and coordinated experience for travelers. The protection techniques codified in these plans will work in concert with those established in the HTURB CMP and provide support for the vision of the counties and communities through which the HTURB traverses that will support its future implementation.



Delaware HTURB meets the Maryland HTURB at the Maryland/Delaware state line at the western terminus of the Delaware HTURB. The two (2) Byways share important cultural and historical themes, including the history of slavery, abolition, faith, family, community, and self-determination. Both corridors will coordinate and work together to accomplish a unified mission of sharing the corridor story for each Byway.

Several stories along the Maryland HTURB continue to real places and landscapes in Delaware. The visitor will be able to follow the course of entire escape missions, from the place of enslavement, to safe houses and sites of danger, to much-hoped-for freedom across the Delaware line into Pennsylvania. It is hoped that in the future, Pennsylvania and New York will begin their own resource studies to determine the possibility of extending the HTURB through their states, featuring stories of Harriet Tubman and the thousands of other freedom seekers and their helpers along the many paths of the real Underground Railroad.



### 5.2.6 Delaware Historical Society

The **Delaware Historical Society** is a Network to Freedom site engaged in state-wide historical documentation and research, including Underground Railroad related materials. This institution also assists with the preservation of Civil War documents. Today, the Society operates several venues, a large museum in Wilmington, and the historic Read House and

Gardens in New Castle. The Society also participates in joint marketing efforts with the Delaware Tourism Office, the Brandywine Museums and Gardens Alliance, and the Greater Wilmington Convention and Visitors Bureau. Of the venues the Society operates, the Society operates a library and research center that is open, by appointment, to members of the public to research the library's collections, which include history of the Underground Railroad, genealogy, and cartography. The Society also owns and operates the Delaware History Museum, which houses rotating exhibit halls showing costumes, children's toys, and folk art; the Wilmington Old Town Hall; and the Wilmington Square - a collection of buildings, relocated from other parts of downtown for their preservation.

### 5.3 Federal Preservation Outreach Efforts

#### 5.3.1 National Register of Historic Places

The **National Register of Historic Places** is a program authorized by the National Historic Preservation Act of 1966 (36 CFR 60), which provides for an official listing of the nation's historic places deemed worthy of preservation. Under the jurisdiction of the National Park Service, the National Register of Historic Places is a program aimed at coordinating and supporting public and private efforts to identify, evaluate, and protect national historic and archeological resources. This program provides outreach and education on the importance of preservation, what should be considered



eligible for preservation, and methods by which to preserve these properties. The National Register of Historic Places also assists historic properties receive preservation benefits and incentives. Designation also provides owners of designated properties networking opportunities with other historic property owners, tours of historic districts, and interaction with preservationist through conferences, workshops, and preservation organizations.

#### 5.3.2 America's Great Outdoor (AG) Initiative

On Tuesday, May 29, 2012 the Delaware Bayshore Initiative was launched – part of President Obama's America's Great Outdoors (AGO) Initiative to develop a 21st Century conservation and recreation agenda to support a healthy, active population, conserve wildlife and working lands, and create travel, tourism and outdoor-recreation jobs across the country.

The Delaware Bayshore Initiative is a partnership among the Delaware Department of Natural Resources and Environmental Control (DNREC), Delaware's Congressional Delegation, the Department of the Interior, including the U.S. Fish and Wildlife Service, non-governmental organizations, and bayshore communities. The Initiative will reinforce existing partnerships to conserve the region's ecological integrity, increase recreational opportunities, and expand the tourism-based economy. ([www.doi.gov](http://www.doi.gov) May 29, 2012)

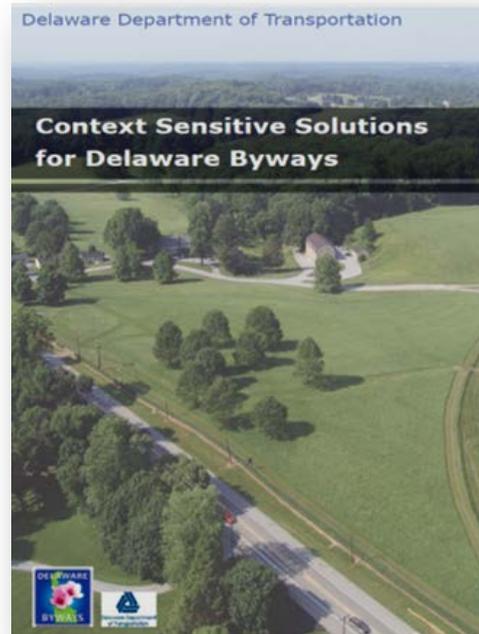
### 5.3.3 National Historic Landmark Designation

National Historic Landmarks are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Today, fewer than 2,500 historic places bear this national distinction. Working with citizens throughout the nation, the National Historic Landmarks Program draws upon the expertise of National Park Service staff who work to nominate new landmarks and provide assistance to existing landmarks.

### 5.4 Context Sensitive Solutions (CSS)

Context sensitive solutions (CSS) is a collaborative, interdisciplinary approach that involves all stakeholders in providing a transportation facility that fits its setting. It is an approach that leads to preserving and enhancing scenic, aesthetic, historic, community, and environmental resources, while improving or maintaining safety, mobility, and infrastructure conditions. (FHWA, 2012)

In 2011 the Delaware Byways program developed a **Context Sensitive Solutions for Delaware Byways** manual. The manual was developed to provide guidance to DelDOT designers and consultants during the “planning, design, construction, and operation and maintenance of projects on Delaware Byways. Before any project along a Byway begins, large or small, whether new construction or maintenance, landscape or utility work, it is vital that all participants become familiar with and acquire a broad understanding of the Byway. This includes Byway’s associated intrinsic qualities and any pertinent documents, including but not limited to the Corridor Management Plans prepared for individual Byways and the context sensitive solutions discussed therein.” (Context Sensitive Solutions for Delaware Byways, 2011)



One publication that may be referred to is the *Context Sensitive Solutions for Delaware Byways* manual. This manual is a practical and user-friendly manual that can be referenced when design elements are planned to be altered along the HTURB. DelDOT can be engaged and the CSS manual can be followed to ensure aesthetically pleasing and Byway traveler friendly design.

There are other CSS related resources available and many can be found at [http://deldot.gov/information/pubs\\_forms](http://deldot.gov/information/pubs_forms).

## 5.5 Minimizing Intrusions

A Scenic Byway has the potential to draw visitors from all over the world. Promotion and marketing of the Byway usually takes place at a national or international level and visitors start travelling and experiencing the Byway. One concern that needs to be addressed is the minimization of intrusions that the visitor may cause and that the visitor may experience along the Byway as a result of the growth in visitation and traffic. This CMP presents many concepts and implementation techniques (see the Action Plan chapter) that can provide methods to reduce the visitor's intrusions. Many tools, policies and programs are already in place to minimize intrusions as noted in the description of existing policies that support the Byway vision and goals. In addition, this section (Conservation, Preservation and Protection of Resources) has provided references to many plans and policies that can be utilized to aid in the minimization of visitor intrusion and impact to the communities and associated intrinsic resources.

### National Scenic Byway CMP Point #9

**A listing and discussion of efforts to minimize anomalous intrusions on the visitor's experience of the byway.**

Some of the regular corridor surveys or assessments that can be utilized to measure the presence or impact of visitor intrusions are as follows:

- Photo logging of key resources on a regular interval
- Community surveys to elicit comments and feedback from the public
- Hospitality visits and surveys
- Corridor Impressions Survey (CIS) conducted at regular intervals
- Community Open House or Workshop used to gather input and feedback
- Site specific quality assessments utilizing GIS mapping, high-definition video, GPS tools for specific amenity locations, and photo library
- Social media or website submission of comments and concerns from the public

## 6.0 Public Participation and Byway Organizational Management

As required by the National Scenic Byway CMP Point/Criteria #4, the HTURB CMP should list the key individuals that will implement the HTURB CMP. In addition, National Scenic Byway CMP Point/Criteria #6 requires that the HTURB provide a plan for on-going public participation. This chapter will address each of these criteria.

### National Scenic Byway CMP Point #4

The agencies, groups, and individuals who are part of the team that will carry out the plan, including a list of their specific, individual responsibilities. Also, a schedule of when and how you'll review the degree to which those responsibilities are being met.

### National Scenic Byway CMP Point #6

A plan for on-going public participation.

The sustainability of the Harriet Tubman Underground Railroad Heritage Byway hinges upon effective public participation and a sustainable organizational model. To this end, one of the major goals of the HTURB CMP is to foster lasting relationships with the corridor's many stakeholders. Through this process, the corridor will complement and coordinate with local efforts and, thereby, enhance the corridor's intrinsic historic, cultural, and natural resources. This chapter will



discuss the public participation efforts conducted during the development of the CMP, present ideas for the continuation of public outreach, and discuss the sustainability and organizational management of the HTURB.

### 6.1 Steering Committee Meetings

A Steering Committee was assembled during the creation of the HTURB CMP that served to share the development and summary of the CMP with the surrounding communities. In addition, the Steering Committee was tasked with delivering the goals, desires and visions of the communities to coordinate the further enhancement of the corridor and the Byway travelers' experience. A list of the individuals and interest groups comprising the Steering Committee can be found in Appendix D. Throughout the development of this CMP there were six (6) Steering Committee meetings held in communities along the HTURB. Each meeting

involved a review of the project to date and input and review comments from the Steering Committee members related to the content and direction of the CMP.

**6.2 Corridor Focus Groups Meetings**

The HTURB CMP process was brought directly to the affected communities through a series of Focus Group meetings. The Focus Group meetings involved two (2) series of meetings held in March and November 2011. Each Focus Group series involved seven (7) individual Focus Group meetings at convenient locations along the HTURB. The intent of these meetings was to display the development of the HTURB CMP, present questions and activities to the public to elicit input and comments, and answer questions. This grassroots approach ensures that the CMP will be a product of the communities and directly display and present the vision and goals of the affected communities. These hands-on Focus Group meetings also provided a forum for the project team (consultants, DeIDOT, etc.) to hear first-hand discussion regarding concerns of those potentially affected, and to visit and experience the many intrinsic resources along the Byway.

The schedule, location and facility of the Focus Group meetings can be found in Tables 6-1 and 6-2 below.

**Table 6-1: March 2011 Focus Group Meetings**

	Monday 28-Mar		Tuesday 29-Mar			Wednesday 30-Mar	
Location	Wilmington	Delaware City / Port Penn	Middletown / Odessa / Townsend	New Castle	Smyrna / Clayton / Cheswold	Dover	Camden / Wyoming / Sandtown
Facility	Greater Wilmington CVB 100 West 10th Street Wilmington, DE	Delaware City Library 250 5th Street Delaware City, DE	Historic Odessa Bank 201 Main Street Odessa, DE	New Castle Courthouse Museum 211 Delaware Street New Castle, DE	Smyrna Opera House 7 W South Street Smyrna, DE	State House 25 The Green Dover, DE	Camden Town Hall 1783 Friends Way 1st Floor King Meeting Room Camden, DE
Time	2:00 - 3:30	7:00 - 8:30	10:30 - 12:00	2:00 - 3:30	6:30 - 8:00	4:00 - 5:30	7:00 - 8:30

**Table 6-2: November 2011 Focus Group Meetings**

	Monday 14-Nov		Tuesday 15-Nov			Wednesday 16-Nov	
Location	Wilmington	Delaware City / Port Penn	Middletown / Odessa / Townsend	New Castle	Camden / Wyoming / Sandtown	Smyrna / Clayton / Cheswold	Dover
Facility	Greater Wilmington CVB 100 West 10th Street Wilmington, DE	Delaware City Library 5th Street and Bayard St. Delaware City, DE	Historic Odessa Bank 201 Main Street Odessa, DE	New Castle Courthouse Museum 211 Delaware Street New Castle, DE	Camden Town Hall 1783 Friends Way 1st Floor King Meeting Room Camden, DE	Smyrna Town Hall 27 South Market St. Downstairs Conf Room	State House 25 The Green Dover, DE
Time	2:00 - 3:30	6:30 - 8:00pm	10:00-11:30am	2:00 - 3:30	6:45-8:15	3:00-4:30pm	6:30-8:00pm

### 6.3 Corridor Management Plan (CMP) Community Workshops

Two (2) community workshop series were held during the development of the CMP at key phases of the CMP development. Each Community Workshop series included three (3) workshops open to the public. These meetings were designed for large audiences and provided a forum for the HTURB project team to present the CMP and address any questions or concerns from the public and other vested interests. The Community Workshops are a vital component to the success and effectiveness of the Corridor Management Plan (CMP). The goals, concerns, and wishes of the Harriet Tubman Underground Railroad Byway community were collected and summarized in an effort to present them in the CMP, and the Community Workshops provided the forum for gathering and summarizing these items. The Community Workshops provided the public with the opportunity to ask questions, voice their concerns, and help make the Harriet Tubman Underground Railroad Byway CMP a valuable and effective document that will truly be the voice of the corridor and its communities.



Community Workshops were conducted in June 2011 and March 2012 at key locations (Camden, Dover and Wilmington) along the Byway.

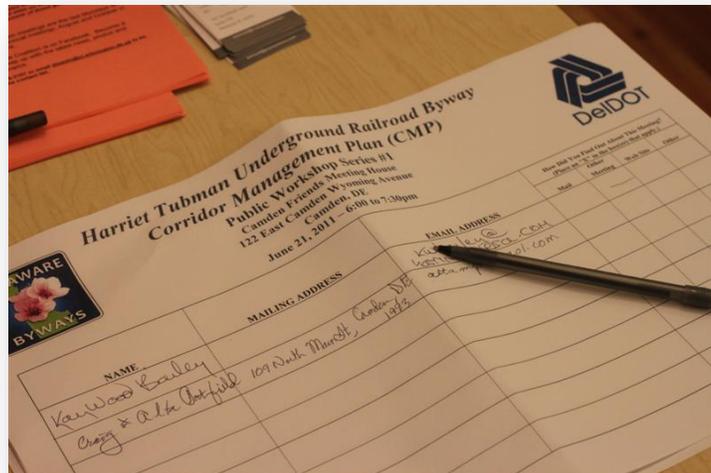
### 6.4 Public Involvement Notices and Advertising

In an effort to provide as much advance notification to the public as possible, meeting notices for Community Workshops were released to the public via press releases in local newspapers, HTURB Website, Social Media as well as sent out to individuals on the project mailing list via email. Please see the Appendix of this CMP for an example public notices and press releases.

### 6.5 On-Going Public Participation Activities

In pursuit of establishing a sustainable corridor management program, as well as to continue to enhance the intrinsic qualities of the Harriet Tubman Underground Railroad Heritage Byway, a group similar in nature to the Steering Committee should be formed. That team should be comprised of local representatives, business and community leaders, interest groups, as well as other stakeholders. On-going activities that would be beneficial to this program should include:

1. Holding regular (at least quarterly) Steering Committee meetings and encouraging more participation from other communities and interest groups. This will include establishing formal bylaws (a sample of Scenic Byway Management Committee Bylaws can be found in the Appendix of this CMP) for the Stakeholder Committee/Steering Committee.



2. Continue to hold general public meetings/workshops in key communities along the Harriet Tubman Underground Railroad Heritage Byway, promoting the Byway and inviting Stakeholder feedback and input into the enhancement of the Byway.

3. Invite and encourage community input through public meetings and other mediums at major events and milestones in the future of the Harriet Tubman Underground Railroad Heritage Byway.

4. Develop a series of educational maps, brochures and/or guidebooks that highlight the Harriet Tubman Underground Railroad Heritage Byway corridor in a unified and cohesive manner that can be used by the travelling public.

5. Work with local entities to encourage physical enhancement of the Byway through property maintenance, highway beautification, and landscaping initiatives.

6. Seek funding to create and maintain a Harriet Tubman Underground Railroad Heritage Byway website (standard and mobile friendly) that provides the opportunity for public input, traveler information, and information sharing.

7. Foster partnerships with entities that can assist and aid in the public involvement efforts of the Harriet Tubman Underground Railroad Heritage Byway.

8. Coordinate and collaborate with other Scenic Byways and National Scenic Byways.

## 6.6 Corridor Management and Sustainability

A Scenic Byway is so much more than just some signs on the road stating that the corridor is a designated Scenic Byway. Scenic Byways create a common voice for the long-term enhancement and care of the corridor, including promotion (if desired), funding, improvements, and enhanced quality-of-life and quality-of-travel. Implementing this CMP will assist in achieving the great visions and goals of the communities, however, there needs to be a champion or guiding voice to ensure that the CMP is implemented and that challenges are overcome efficiently. It is recommended that a managing board or Byway Management Organization (BMO) be created in an effort to ensure the efficient implementation of this CMP. For the purposes of this CMP the term “Steering Committee” will be used to refer to this BMO, though the actual term given to this board can vary during CMP implementation.

The Steering Committee should be an inter-racial group comprised of less than 15 or 20 locals that have a vested interest in the HTURB. They should represent a diverse cross-section of the entire corridor and all communities should be represented, if possible. A diverse mix of public and private sector staff, including Chambers of Commerce and other similar entities, should be involved. The HTURB CMP Steering Committee is a good starting point and could transition into the permanent Steering Committee.

In addition to the Steering Committee sub-committees should be created to target key areas of concerns such as grants/funding, landscaping, promotion, conservation, etc. These sub-committees should contain individuals that have experience in the focus area and should consist of no more than three (3) to six (6) individuals in an effort to have a concentrated and effective voice and mission. Often, individuals may be involved in more than one (1) sub-committee. In addition, members of the sub-committees do not have to be members of the Steering Committee (managing board).



In the long-term the HTURB Steering Committee should look to form a staffed Byway Management Organization (BMO). A good example of this organizational model can be found with the Great Lakes Seaway Trail in New York State and Pennsylvania. The Great Lakes Seaway Trail formed a non-profit called the Seaway Trail, Inc. with offices in Sackets Harbor, New York. The organization currently (2012) has a full-time staff of five (5) persons and approximately 700 members. This model is one that the HTURB can strive for, especially given the long-term potential of an international HTURB corridor reaching from Maryland to Ontario, Canada.

In addition, Appendix C contains an example of Byway Management Organization agreement Bylaws that can be used to display and document the commitment by the Byway Management Organization (Steering Committee) members.

## 7.0 Tourist Amenities

A Scenic Byway, in addition to cultural, historic, and natural resources, also offers amenities that facilitate the visitor's pleasurable and comfortable experience while travelling the corridor. This chapter provides an overview of the existing amenities and their locations along the Harriet Tubman Underground Railroad Byway (HTURB), as well as areas where tourist amenities may be lacking or in need of enhancement.

### National Scenic Byway CMP Point #16

A plan to encourage the accommodation of increased tourism, if this is projected. Some demonstration that the roadway, lodging and dining facilities, roadside rest areas, and other tourist necessities will be adequate for the number of visitors induced by the byway's designation as an All-American Road.

## 7.1 Existing Amenities

Tourist amenities are relatively consistent throughout the length of the HTURB corridor. The traveler journeying along this corridor will find it a short distance between the amenities needed for a comfortable trip. Amenities such as fuel, lodging, and dining are more concentrated in the larger towns such as Dover, Camden, Smyrna, New Castle and Wilmington. But options are still available throughout much of the corridor. The following sections take a closer look at the significant tourist amenity categories, such as lodging, dining, shopping, and automobile services (fuel, rest rooms, and vehicle repair shops).

### 7.1.1 Lodging



#### Dover

Along the southern extent of the HTURB corridor, the smaller communities do not offer lodging choices to visitors. Less than twenty (20) miles from the southern extent at Sandtown, the city of Dover provides the most opportunity for lodging. While there are few hotels within the city center, Dover offers a fair selection (approximately 20) of moderately priced lodging found along DuPont Highway (US Highway 13) mostly located near Dover Downs Hotel & Casino to the north of town. Prices range between about \$50 and \$150 (in 2012 dollars). If a bed and breakfast is desirable to the visitor and within their budget, Dover offers a moderately priced bed and breakfast located in the urban core.

#### Smyrna

Located just a few miles north of Dover, the Town of Smyrna offers a few lodging options (approximately five as of 2012), as well as one (1) bed and breakfast. Most of the lodging in Smyrna is priced in the \$75-\$125 range. If these selections are not to the visitor's liking, they are within a few miles drive of Dover or less than twenty (20) miles of Middletown and Odessa to find alternative options from which to choose.

### *Middletown / Odessa / Townsend*

Middletown currently offers three (3) lodging establishments, Odessa offers one (1) and the neighboring community of Townsend offers another motel from which to choose.

### *Wilmington*

As the visitor approaches Wilmington, lodging options become more abundant. If the lodging selections are not the traveler's taste between Dover and Wilmington, the distance between is around sixty (60) miles. Wilmington, and the areas outside of the city center, offers the highest density of lodging options along the HTURB corridor. Within the city center, the majority of lodging establishments are located along North King Street and between 11<sup>th</sup> and 12<sup>th</sup> Street. The Wilmington area offers the traveler a range between moderately priced motels to inns and bed and breakfasts.

## **7.1.2 Dining**



### *Dover*

Similar to the search for lodging establishments, visitors along the HTURB corridor will find one the largest selections (outside of Wilmington) of dining establishments in and around Dover. Most of these restaurants receive fair to high ratings on many internet review sites. Restaurant offerings range from typical fast-food to local flare restaurants. There's a large variety of food offerings to satisfy even the pickiest eater. Most dining locations seem to close early during non-peak times of the year, so eating a late (10pm and beyond) dinner may not be the best option in Dover.

### *Delaware City*

Delaware City currently offers five (5) restaurants, one (1) general store, and one (1) convenience store. Food choices include three (3) seafood restaurants, one (1) ice cream parlor, and one (1) Italian restaurant.

### *Smyrna*

Smyrna offers a good variety and selection of restaurants offering "mom-and-pop" family restaurants, fast-food, cafés, and diners. Smyrna offers over fifty (50) dining establishments in a variety of price ranges and styles.

### *Middletown / Odessa / Townsend*

Middletown offers over sixty (60) restaurants, diners, cafés and pubs, whereas Odessa offers one (1) restaurant. Of those, the traveler will find "mom-and-pop" cafés that are sure to offer local flavor and fair pricing.

### *Wilmington*

As with lodging establishments, Wilmington has the largest selection of restaurants from which to choose along the HTURB. Located less than sixty (60) miles from Dover, Wilmington is very accessible to the hungry traveler. Offering over 100 restaurants ranging from fast-food to fine dining, local flavor to international foods, Wilmington is worth the short drive if one cannot find something to satisfy their palate along the way. Trolley Square offers a neighborhood feel

with wide shaded sidewalks, lively bars, and great local choices. The Wilmington Riverfront offers a great variety of dining options including local breweries and chain establishments.

### 7.1.3 Shopping



Shopping in Delaware is a favorite for many travelers seeking cost saving. The tax-free shopping offered by Delaware is a great attraction and lure and should be capitalized upon and promoted by the HTURB where appropriate.

#### *Dover*

Dover offers the traveler many opportunities for shopping. From boutiques to large malls, to large retail chains, Dover offers the traveler the opportunity to purchase the basics or go on a shopping spree for the perfect memento. Dover has many of the national large scale retailers in close proximity to the HTURB.

#### *Delaware City*

Delaware City offers an array of unique and practical shopping locations including antique shops, boutiques, gift shops, pet stores and other retailers. The shops are well-kept and in close proximity to Delaware City attractions.

#### *Smyrna*

Smyrna offers a fairly large selection of shopping outlets, boutiques, and convenience stores. Though not as many venues exist as in Dover, Smyrna is close enough to Dover that the visitor does not have to venture far to find the items they may need.

#### *Middletown and Odessa*

Middletown and Odessa offer limited shopping options. For the necessities, the traveler may wish to plan to visit Wilmington or Dover along their journey.

#### *Wilmington*

Wilmington offers the largest concentration of shopping outlets, boutiques, and larger retailers along the HTURB. Wilmington offers boutique-style shopping, malls, and retailers offering the basic necessities. Storefront shopping in Wilmington is a favorite activity for many travelers. Market Street offers boutiques and eclectic shops filled with many local offerings and tourist memorabilia.

### 7.1.4 Traveler Services

Traveler services along the HTURB corridor are classified as restrooms, gas stations, convenience stores, vehicle repair shops, and hospitals/doctors. Aside from the segment of the corridor between Sandtown and Dover, these services are offered consistently along the HTURB corridor with minimal gaps and distance between any types/categories of service. The distances between the major cities and towns along the HTURB are on average less than twenty (20) miles, thereby offering the visitor selection and convenience along their trip. The larger cities of Wilmington and Dover offer more selection than the other smaller towns. But the traveler has to make minimal preparations to enjoy their trip.

## **7.2 Tourist Amenities Assessment**

The area around Sandtown, at the southern extent of the Byway is the only area where amenities such as fuel, lodging, and dining are lacking. Overall, the corridor has all of the amenities that travelers require within a few miles of most points along the Byway.

## 8.0 Promotion, Economic Development and Marketing

This chapter will describe the future promotion, economic development and marketing efforts/opportunities of the HTURB. These efforts should complement county, regional and state tourism plans and efforts, as well as other agencies in the region that focus their efforts on promotion, marketing and economic development.

Scenic Byways provide a significant opportunity for economic development and offer a cohesive and dedicated group of vested interests that can utilize the organization and dedication of the affiliated Byway group, or Steering Committee, to advance the economic development goals and objectives of regional communities and agencies. Along with Scenic Byway designation at the state or national level comes funding opportunities and technical assistance that can aid the Byway corridor's communities in seeking and harnessing the necessary funding and interest normally required for economic development to occur. This chapter will address the potential for these opportunities and provide direction for achieving economic development goals and wishes.

Target markets, including niche market segments, and multi-lingual information needs are also discussed. The major themes of the corridor, profiles of potential users, and other pertinent information pertaining to the promotion of the corridor are also presented. Based on the history and culture of the corridor and American's affinity for auto travel, additional strategies for attracting important niche markets is included.

Also mentioned, as required by the FHWA Guideline for Corridor Management Plan (CMP) development criteria, are opportunities for tour operators, multi-lingual inclusion and promotion, and international visitation.

### National Scenic Byway CMP Point #12

Plan of how the Byway will be marketed and publicized.

#### 8.1 Major Themes of the HTURB

The HTURB has a significant and marketable corridor story, and therefore, tourist draw. The Harriet Tubman Underground Railroad corridor story, and the significance of both, defines a direct and easily identifiable corridor theme.

#### 8.2 Profile of Potential Scenic Drivers

Recent analysis and information provided by the National Scenic Byways Program - America's Resource Center summarized several research efforts that had been commissioned to support the National Scenic Byway Program. Highlights from the various studies are described below:

- Research in Colorado and Minnesota documented that the most common Scenic Byway travel profile in those two (2) states was an adult couple over the age of 45 traveling without children.
- In another study profiles were developed from two (2) types of Scenic Byway corridor data. As with the Colorado and Minnesota research, both profiles represented couples.

Couple Profile #1 was crafted from people who requested a National Scenic Byways map via the NSBP website. Profile #1 consisted of a couple, aged 45-64, with a household income that ranged from \$60,000-\$70,000. Couple Profile #1 enjoyed individual sports like golfing and biking, were fitness oriented, and traveled frequently. They spent time online (using the internet) and enjoyed working around the house and yard, listened to news, talk, classical and contemporary radio stations, bought performance cars and shopped at stores like Nordstrom and Eddie Bauer.

- The second profile (Profile #2) was created from data on people who visited the National Road Welcome Center in Indiana. Couple Profile #2 owned a powerboat and camper/RV, liked to hunt or fish, drove a GM car or Ford truck, listened to country/religious/gospel radio, watched TNN, CNN, soap-operas (“soaps”) and the Today Show, and shopped at Wal-Mart.

The two (2) very different profiles illustrate the wide appeal of scenic driving as a recreational activity. This is a good thing for the scenic Byway industry; however, it creates a difficult target market selection and can create the inefficient use of promotional and marketing funding opportunities.

In the final study discussed in the September 2000 *Vistas* newsletter, a national telephone survey was conducted to gauge the awareness of the National Scenic Byways Program. That national research project yielded the following results:

- About a quarter (25.9%) of the respondents had heard of National Scenic Byways or All-American Roads
- Respondents reported taking an average of 5-6 overnight trips each year
- More than three-quarters (76%) indicated that they took the most interesting route when they traveled
- Respondents indicated that they are “very likely” (57%) or “somewhat likely” (35%) to take a scenic or historic drive to get to their destination
- The top three (3) sources of travel information included AAA or other travel clubs (46%), calling a toll-free number (46%), or using the internet (39%)

The August 2000 issue of *Vistas* profiled the economic impact of three (3) Scenic Byways in New Mexico. Although this was primarily an economic impact study, the average per party expenditures for the three (3) routes ranged from \$323-\$576.

*(Source: Vistas Magazine, Federal Highway Administration, National Scenic Byways Program, America’s Resource Center, 2000)*

A recent study conducted by the School of Business and Economics at the University of Minnesota concluded the following about the economic impacts of Scenic Byways:

- 19 to 33 jobs are created/maintained per \$1 million of visitor spending
- 3.4% to 20% increase in annual vehicular traffic along the Scenic Byway corridor
- \$0.045 to \$0.08 State & Local tax receipts collected per \$1.00 of visitor spending
- \$65,000 in additional visitor spending with every 1% increase in vehicle miles traveled (VMT)

- \$104 of visitor group spending per trip along the Scenic Byway
- \$32,500 annual visitor spending per mile of Scenic Byway

(Source: *Summary of Quantifying the Economic Impacts of Scenic Byway Designation by the School of Business and Economics at the University of Minnesota, 2010*)

### 8.3 Target Markets

Defining specific target markets for promotional and marketing efforts is crucial to the success of any promotional campaign and marketing efforts. The following list is not inclusive, but defines the key target markets as defined by the HTURB community during the Community Workshops (see Public Participation chapter in this document).

- Travelers seeking historical information or documentation
- African-American story/culture seekers (story of the Underground Railroad)
- Travel writer associations and individuals
- Outdoor Writers Association of America
- Society of American Travel Writers
- Recreational Vehicle (RV) enthusiasts and industry
- Genealogy researchers/enthusiasts
- Americana enthusiasts
- International travelers of the following markets:
  - ✓ China
  - ✓ Europe
  - ✓ Canada

### National Scenic Byway CMP Point #15

A narrative on how the All-American Road would be promoted, interpreted, and marketed in order to attract travelers, especially those from other countries. The agencies responsible for these activities should be identified.

### 8.4 Niche Markets

The HTURB Steering Committee should focus its promotional efforts on the target markets outlined in this chapter. In addition, it may be determined that targeting a niche market or sub-target market may be more efficient. The following are some niche markets that the Steering Committee may elect to pursue with promotional opportunities:

- *Harriet Tubman and Underground Railroad Niche* – as the major theme of the HTURB it is imperative that Harriet Tubman and Underground Railroad enthusiasts are targeted in promotional efforts.
- *Geographic Niche* – those travelers who live within a four (4) hour commute/200 mile drive of the corridor. These travelers can make frequent trips to the corridor; however, they tend to make day trips and not require lodging, so the revenue impact that they bring is not as large as an overnight traveler.

- *Beach Goers* – given the location of the HTURB along or in close proximity to routes commonly traveled by beach-goers from throughout the northeast, it is imperative that marketing and promotional efforts be targeted at this audience. Capturing these travelers may not directly result in diverted trips or side trips, but at a minimum, later or future trips may be planned to experience the offerings of the HTURB.
- *Scenic Driver or “Sunday Driver” Niche* – these travelers tend to select corridors that offer a slow paced drive with plenty of scenery and consistent tourist amenities (dinners, shopping, parks, etc.) to stop at along the way.
- *Heritage or Americana Niche* – the Heritage or Americana niche market is made up of travelers that seek out events and sites that hold values of traditional and historical value that helped shape America.
- *Ambience Niche* - rest and relaxation in a beautiful place other than “home” is the goal of many visitors to the HTURB region. Ambience seekers come for entertainment/special events, cooler temperatures, rest/relaxation, coastal experiences (where offered) and fresh air. Scenic driving for ambience-seekers is a form of recreation and transportation. Other ambience-seekers can be categorized by accommodations and include lifestyle changers (new residents/retirees), second homeowners and vacation/rental occupants.
- *Independent International Travelers Niche* – one of the most promising international niche markets is the independent international traveler. Since the HTURB is located near large international tourism centers (Philadelphia, Washington, D.C., and Baltimore) it is critical that the corridor harness the opportunity to draw these travelers to the HTURB region.

### 8.5 Partnerships for Promotion and Marketing Efforts

A critical task for the HTURB Steering Committee is to coordinate with a variety of tourism entities at all levels from local to international. As an All-American Road or National Scenic Byway the HTURB will have the opportunity to attract a larger market of travelers. It is imperative that international tourism markets are reached and partnerships can help keep the outreach and promotional costs low while still reaching these large target markets. Some of the tourism coordination and potential partnerships should be targeted, but not limited to, the following entities:

- Delaware Tourism Office
- Underground Railroad Coalition (Delaware and other states)
- Maryland Tourism
- Visit Delaware
- National Scenic Byways Program
- United States Department of Agriculture – Travel and Recreation
- Travel Industry of American (TIA)
- Chambers of Commerce
- City and County Tourism entities
- Regional Tourism Groups
- National Trust for Historic Preservation Cultural Heritage Tourism Program
- Convention & Visitors Bureaus (CVB)
- World Tourism Organization
- International Tourism Partnership
- United States – National Parks Service (NPS) and the Heritage Areas Program
- Main Street communities administrated by the DEDO

## 8.6 Accommodating and Enhancing Increased Tourism

Although the HTURB corridor has sufficient infrastructure in place to support an increase in travelers while maintaining a safe traveler experience, it is a goal of the corridor communities to increase and enhance the availability, quantity, and quality of traveler amenities (see the Tourist Amenities and Corridor Vision, Goals and Strategies chapters). The corridor can easily accommodate an increase in vehicular travelers (see the Roadway Characteristics chapter) safely and with no disruption to the enjoyment of the Scenic Byway or its associated resources. The corridor's communities have identified several goals that will also enhance the traveler experience by providing an increase in available facilities (restrooms, pull-offs, interpretation, etc).

A Wayfinding and Interpretation Assessment Plan (WIAP) is a short-term objective of the HTURB Steering Committee. Interpretation of the HTURB's resources will be increased and enhanced through the development of a series of wayfinding and interpretive signs and markers. These wayfinding and interpretive signs will give the corridor a unified look, increased navigation efficiency, as well as provide opportunities for traveler education. The HTURB stakeholder group plans to seek grant funding and partnering to help accomplish this goal.

## 8.7 Future Promotional Strategies

It is important to outline future promotional and marketing strategies in a clear and concise manner, in coordination with potential partnerships (see previous sections) and timeframes. Each promotional strategy discussed within this section supports the overall Vision and Mission of the HTURB (see Corridor Vision, Mission, Goals and Strategies chapter of this CMP). The promotional strategies are categorized by timeframe:

- Immediate (2012-2013)
- Intermediate (2013-2015)
- Long-Range (2015-2020)

More precise timelines budgets/funding and implementation plans for each strategy will be prepared prior to implementation as funding is identified. It is beyond the scope of this section of the CMP to do so. A detailed Promotional and Marketing Plan should be another objective of the HTURB Steering Committee. This would provide direct guidance and defined target markets coupled with branding and marketing campaigns, which would steer the HTURB towards direct and effective implementation of marketing and promotion strategies.

### ***Immediate (2012 - 2013)***

- Recommend HTURB story ideas to destination marketing organizations for their respective media programs
- Work with the adjoining state Harriet Tubman Underground Railroad Byways and the associated groups, such as the Underground Railroad Coalition, to coordinate promotional efforts and campaigns to benefit both entities
- Develop a professional photographic library and historical photographic archive (make this available online)
- Begin creating/drafting a HTURB DVD for both the hospitality industry and the tourist market. This should be available online, as well as in hard-copy.

- Create a hospitality training course that aims at educating local corridor businesses and residents about the HTURB, its associated resources, benefits, and history
- Define an on-going plan to coordinate development and management of the HTURB
- Coordinate with destination-marketing organizations (DMOs) and tourist entities to add the HTURB to their existing marketing plans
- Seek funding to enhance and continue to promote the HTURB website
- Utilize social media to expand the reach of the HTURB (Facebook page, Twitter tweets, YouTube, and others)
- Compile a media mailing list from a variety of sources (ex. businesses, tourism marketing organizations)
- Develop a trade show display for the HTURB including a tablecloth, rear panel, telescoping pull-up banner, and other associated material
- Create a brochure and a rack card (size 4" x 9" informational piece printed on cardstock) for distribution at selected special events and through destination marketing
- Develop a corridor itinerary that provides detailed traveler ideas based on defined timeframes (ex. 30 minutes around Wilmington, two (2) hours along the Byway, etc.)
- Create themed brochures that provide direct and detailed traveler ideas for niche travel segments (ex. wildlife viewing, historic properties, biking, Underground Railroad sites, etc.)
- Develop a quarterly digital magazine that will be distributed to local businesses, the HTURB mailing list, realtors, land owners, tourists, and other appropriate markets

#### ***Intermediate Range (2013-2015)***

- Develop and implement a Wayfinding and Interpretation Assessment Plan (WIAP)
- Create a media/writer's kit that includes background notes, story ideas, photographs and high-quality maps of the region and the corridor
- Develop a Tour Guide Training Certification Program. Before developing a Tour Guide Training Certification Program, it may be wise to have a public meeting with some of the representatives of organizations, societies and individuals in each county that are already engaged in presenting Underground Railroad programs or tours for their feedback.
- Develop a media plan that defines the steps taken and contacts needed to promote large events or key news associated with the HTURB
- Create a driving guide displaying stories and itineraries for automobile travelers (can be done in video format as well)
- Coordinate with corridor resources to promote and educate the public about the HTURB corridor story
- Work with area realtors and accommodations operators (e.g., B&B, motels, inns) to include HTURB information in their publications or in-room guides
- Promote the HTURB website by linking to partner cross-promotion websites
- Coordinate with other regional State or National Scenic Byways for promotion and marketing sharing opportunities
- Increase the visibility of the HTURB in area tourism marketing materials and publications

- Create HTURB merchandise and determine the most effective way to offer it to the public
- Develop a walking tour for the communities along the corridor that incorporate cultural heritage and history (ex. New Castle, Wilmington, Dover, Camden)
- Invite private sector travel and lifestyle publishers to write feature stories about the HTURB
- Add the HTURB route to national and international scenic drive publications and maps (including online versions)
- Retain the services of a publicist to promote the HTURB
- Design and implement one or more media/tourism FAM (familiarization) trips for the HTURB
- Conduct marketing research on the corridor
- Create itinerary files to be shared with the GPS/navigation community for use with in-car and handheld navigation devices
- Develop a geocaching group and/or tour
- Coordinate with the bicycle community to enhance cycling opportunities, promotion, and amenities along the HTURB corridor

### **Long-Range (2015-2020)**

- Continue to market to the historical traveler and education/story seekers
- Continue to promote opportunities to cyclists, specifically the international cycling community
- Create a corridor-wide auto tour with interpretation and wayfinding
- Design and install a mile-marker system along the entire corridor

Since many of the short-range strategies will require substantial resources, both financial and staff-based (in-kind), outside resources (ex. grants and agency appropriations) will be necessary to see them through to implementation. The application process for grants and competitively awarded agency funds will include detailed budgets, timelines and assessment plans.

### **8.8 Assessment/Updating Marketing Activities**

Prior to implementation, each component of the promotion and marketing plan will be assessed for its ability to further the vision and goals of the HTURB. A formal plan for assessment, including a mechanism for evaluating the ROI (return on investment) should be defined prior to the implementation of any marketing initiative or tactic. A useful tool for measuring the economic impact of Byway designation is the *Economic Impact Tool* designed/created by the America's Byways Resource Center in 2010. Information for each marketing initiative or tactic will be developed prior to implementation. Questions to be answered include the following:

- Who will act as the responsible party for this initiative?
- How does this initiative fit with local, regional, state or agency tourism plans?
- What is the distribution plan for the products of this initiative?
- How will the effectiveness of this initiative be assessed?
- Briefly describe the purpose or proposed outcome of the initiative.
- How does this strategy or initiative support the vision and goal for the HTURB?
- Which marketing objective(s) does this strategy or initiative support?

- What is the estimated budget for this strategy or initiative?
- What is the timeline for strategy or initiative?
- How will ROI (return on investment) be determined?

*Note: The research referenced in this chapter is some of the best data available for scenic Byway travel profiles and assessments. There are some active studies being conducted by the America's Byways Resource Center (no longer active as of June 2012) and other state Byway programs to assess the impact of Scenic Byways on the economy and to determine more detailed profiles of scenic Byway travelers. Once this data is readily available to the HTURB it is recommended that the Steering Committee utilizes it to better implement their promotional and marketing efforts.*

### **8.9 Multi-Lingual Promotion, Marketing and Information Plan**

The HTURB is an international destination and as a result of this, multi-lingual information and promotional material is needed. Currently, there are no concentrated efforts by the Steering Committee to produce multi-lingual information. This chapter of the CMP provides a multi-lingual plan and outline (see below) for the corridor and will address Point #17 of the All-American Road/National Scenic Byway requirements.

#### **National Scenic Byway CMP Point #17**

##### **A plan for addressing multi-lingual information needs.**

In an effort to provide effective multi-lingual information the following steps should be taken:

1. The initial step should be for the Steering Committee to form a multi-lingual sub-committee with a leader or chairperson that has a thorough understanding of multi-lingual needs and international travel characteristics. It is advised that part of the group be a university or educational facility representative that has a multi-lingual background. This person can be used as a technical expert to provide future direction and insight.
2. Conduct a corridor-wide assessment to determine the international travelers that are currently traveling the corridor. In addition, an assessment of future international travelers can be conducted by reviewing marketing, outreach, and promotional materials to determine target markets.
3. Conduct a corridor-wide workshop that involves the business community, tourism entities, and local governments to review the multi-lingual needs assessment survey and discuss next steps and target markets. This step is imperative as it qualifies the findings of the survey and ensures a cohesive direction for future multi-lingual efforts.
4. Design a Fact Sheet or other uniform document that outlines the findings of the workshops and the survey and provides the local businesses, governments, and tourism entities with a definite course of direction for corridor-wide multi-lingual information needs and plans.
5. Create a HTURB Marketing and Promotion Plan with a focus and action list outlining the future steps and design characteristics of all multi-lingual information. This should include the language parameters and dialects, color schemes, media, and a schedule (short/long-term).
6. Launch a multi-lingual information campaign with an efficient and targeted approach towards a select few internationalities. This campaign should aim to target the selected

markets and then conduct a survey to determine if the multi-lingual information was beneficial and created the traveler draw.

As globalization and international tourism continues to increase there will be more need for multi-lingual information (wayfinding/interpretation, marketing materials, etc.) and promotional and marketing material along, and about the corridor. The multi-lingual needs assessment will determine what international markets to target and allow the HTURB group to more efficiently meet the needs of their visitors.

## 9.0 Funding and Financing

The HTURB will need to seek funding and financing in an effort to achieve many of its implementation goals and strategies. Funding is available from a multitude of sources and sorting through these funding opportunities can be daunting and time consuming. As a State and/or Nationally designated Scenic Byway the HTURB will be eligible for several funding and financing options. Three (3) main sources of funding opportunities that currently exist for Scenic Byways are: 1) Federal Government funding; 2) State and Local Government funding; and 3) private funding sources. Historically, the majority of funding has been found at the Federal and State/Local levels through government grants, trusts, and assistance programs. However, some of the most effective and direct funding can be accomplished by engaging and utilizing local funding, particularly private sector funding.

Each funding and financing program has specific requirements for applicants and stipulations on how monies can be used. Some require National Scenic Byway designation as a prerequisite to application and other grantors do not.

Although not exhaustive, many potential funding opportunities are outlined in Table 9-1 and discussed in the Federal Grant Programs section below (Section 9.1). There are numerous grant funding opportunities available and many of them change their requirements and deadlines frequently. It will be imperative that a funding sub-group is established to help the HTURB in seeking specific funding to meet their goals and strategies. The following is a list of abbreviations that you may find referenced within this section:

DOT	Department of Transportation
FHWA	Federal Highways Administration
FS	Forest Service
NPS	National Park Service
NSBP	National Scenic Byways Program
RTPA	Regional Transportation Planning Agency
DHCA	State Historic Preservation Office
TEA	Transportation Enhancement Activities
USDA	United States Department of Agriculture
USDI	United States Department of Interior
EPA	Environmental Protection Agency

### 9.1 Federal Grant Programs

#### *National Scenic Byways Program (NSBP)*

The National Scenic Byways Program will offer an awards or recognition-based program that designates National Scenic Byways and All-American Roads. Grant funding for this designated corridors may not continue in the future as the program's direction and future funding capacity is uncertain at this time.

*U.S. Department of the Interior (USDI) – National Park Foundation*

Working with its partners, the National Park Foundation provide funding for programs that meet priorities and critical needs across our National Park System in the areas of youth, community outreach, conservation and professional engagement. The Foundation actively supports the National Park Service in its goal to prepare national parks for another century of conservation, preservation and enjoyment by its 100th anniversary in 2016.



The National Park Foundation has developed an Active Trails Program grant program in 2008. This program provides funding for the recreational sites and trails.

See the following for more information on the above referenced grant programs:

[http://www.nps.gov/partnerships/NPF\\_grants\\_and\\_prgs.htm](http://www.nps.gov/partnerships/NPF_grants_and_prgs.htm)

*USDA – United States Department of Agriculture*

The USDA provides leadership on food, agriculture, natural resources, and related issues based on sound public policy, the best available science, and efficient management. The USDA does this by expanding markets for agricultural products and support international economic development, further developing alternative markets for agricultural products and activities.



The USDA provides financing needed to help expand job opportunities and improve housing, community facilities, loan assistance, utilities and infrastructure in rural America. Food safety is also enhanced by taking steps to reduce the prevalence of food borne hazards from farm to table, improving nutrition and health by providing food assistance and nutrition education and promotion. Efficient management is shown by managing and protecting America's public and private lands while working cooperatively with other levels of government and the private sector.

Please visit [http://www.usda.gov/wps/portal/usda/usdahome?navid=GRANTS\\_LOANS](http://www.usda.gov/wps/portal/usda/usdahome?navid=GRANTS_LOANS) for more information.

*National Park Service (NPS)*

The National Park Service cares for national parks, a network of nearly 400 natural, cultural and recreational sites across the nation. The treasures in this system, the first of its kind in the world, have been set aside by the American people to preserve, protect, and share, the legacies of this land. People from all around the world visit national parks to experience America's story, marvel at the natural wonders, and have fun. Places like the Grand Canyon, the Statue of Liberty, and Gettysburg are popular destinations, but so too are the hundreds of lesser known, yet equally meaningful gems like Rosie the Riveter in California, Boston Harbor Islands in

Massachusetts, and Russell Cave in Alabama. The HTURB corridor has the opportunity to access funding from this entity depending on location and criteria of the project purpose.

Beyond National Parks, the National Park Service helps communities across America preserve and enhance important local heritage and close-to-home recreational opportunities. Grants and assistance are offered to register, record and save historic places; create community parks and local recreation facilities; conserve rivers and streams, and develop trails and greenways.

#### *Federal Transit Authority*

FTA supports transportation planners and the transportation planning practice in a number of ways. FTA administers metropolitan planning (49 USC §5303) and statewide planning (49 USC §5304) grant programs to help fund the multimodal transportation planning efforts of Metropolitan Planning Organizations (MPO) and state departments of transportation. FTA also provides technical assistance on a broad range of planning topics including regional and statewide planning and programming; corridor planning for major capital investments; environmental project reviews under the *National Environmental Policy Act* of 1969 (NEPA) and related laws; travel demand forecasting and analysis; capital costing; operations planning and costing; financial planning and analysis; land use planning; and public involvement.



In cooperation with the Federal Highway Administration, FTA provides a variety of assistance and resources on planning and environmental procedures and methods, including the joint Transportation Planning Capacity Building Program; support of the transportation planning certification review process; implementation of the conformity provisions of the *Clean Air Act* as amended in 1990; and travel demand forecasting through the Travel Model Improvement Program.

#### *National Highway Traffic Safety Administration (NHTSA)*

NHTSA provides leadership to the motor vehicle and highway safety community through the development of innovative approaches to reducing motor vehicle crashes and injuries. NHTSA spearheads innovative research and data analysis critical to motor vehicle and highway safety. They also serve as the catalyst for addressing critical safety issues that affect the motor vehicle and highway safety communities. They provide Innovative and Incentive Grant funding to improve safety along all highways across the nation.



[www.nhtsa.gov](http://www.nhtsa.gov)

#### *Institute of Museum and Library Services*

The Institute of Museum and Library Services is the primary source of federal support for the nation's 122,000 libraries and 17,500 museums. The Institute's mission is to create strong libraries and museums that connect people to information and ideas. The Institute works at the national level and in coordination with state and local organizations to sustain heritage, culture, and knowledge; enhance learning and innovation; and support professional development. The role of the Institute is to provide leadership and funding for the nation's museums and libraries, and to provide funding for the resources these institutions need to fulfill their mission of

becoming centers of learning for life crucial to achieving personal fulfillment, a productive workforce and an engaged citizenry.

There are many grants available from the Institute of Museum and Library Services from conservation, innovation, partnerships, research and others. For more information visit [http://www.ims.gov/applicants/available\\_grants.aspx](http://www.ims.gov/applicants/available_grants.aspx).

#### *Environmental Protection Agency (EPA)*

Nearly half of the EPA's budget goes into grants to state environmental programs, non-profits, educational institutions, and others. The grantees use the money for a wide variety of projects, from scientific studies that help us make decisions to community cleanups. Overall, grants help the Environmental Protection Agency achieve their overall mission: protect human health and the environment.



A sample of the EPA grants available as of January 2012 (as listed on their website) can be found below:

- **Brownfields Grants and Funding:** existing facilities where redevelopment is complicated by real or perceived contamination.
- **Community Action for a Renewed Environment (CARE):** provides funding to build broad-based partnerships to reduce environmental risks at the local level.
- **Environmental Education Grants:** projects to help the public make informed decisions that affect environmental quality.
- **Environmental Information Exchange Network & Grant Program:** provides funding to develop an Internet-based, secure network that supports the electronic collection, exchange, and integration of high-quality data.
- **Environmental Justice:** includes the EJ Community/ University Partnership Grants Program and the Environmental Justice through Pollution Prevention Grants Program.
- **People, Prosperity and the Planet:** college students address challenges from a wide range of categories: agriculture, built environment, materials and chemicals, energy, and water. These can be challenges found in the developed or developing world and the solutions will move us towards a sustainable future.
- **Pollution Prevention Grant Program:** provides matching funds to state and tribal programs to support pollution prevention and to develop State-based programs.
- **State Innovation Grant Program:** provides funds and technical assistance to state environmental agencies to promote testing of innovative approaches in environmental permitting for better results and efficiency.
- **Science to Achieve Results (STAR) Grants & Fellowships:** funds research grants in numerous environmental science and engineering disciplines through a competitive solicitation process and independent peer review.
- **Small Business Innovation Research (SBIR):** competitively funds environmental technology research at small businesses.
- **Water Grants:** includes the state revolving funds for drinking water and wastewater, grants for water pollution prevention and wetlands protection, and tribal grants.

### *National Science Foundation*

The National Science Foundation funds research and education in most fields of science and engineering. It does this through grants, and cooperative agreements to more than 2,000 colleges, universities, K-12 school systems, businesses, informal science organizations and other research organizations throughout the United States. The Foundation accounts for about one-fourth of federal support to academic institutions for basic research.



The agency operates no laboratories itself, but does support National Research Centers, user facilities, certain oceanographic vessels and Antarctic research stations. The Foundation also supports cooperative research between universities and industry, US participation in international scientific and engineering efforts, and educational activities at every academic level.

### *Farmland Protection Program*

The Farm and Ranch Land Protection Program (FRPP) provides matching funds to help purchase development rights to keep productive farm and ranchland in agricultural uses. Working through existing programs, USDA partners with State, tribal, or local governments and non-governmental organizations to acquire conservation easements or other interests in land from landowners. USDA provides up to 50 percent of the fair market easement value of the conservation easement.

To qualify, farmland must: be part of a pending offer from a State, tribe, or local farmland protection program; be privately owned; have a conservation plan for highly erodible land; be large enough to sustain agricultural production; be accessible to markets for what the land produces; have adequate infrastructure and agricultural support services; and have surrounding parcels of land that can support long-term agricultural production. Depending on funding availability, proposals must be submitted by the eligible entities to the appropriate NRCS State Office during the application window. This grant program may provide an opportunity for the HTURB to preserve critical landscapes and locations of significance.

### *Delaware Humanities Forum*

The Delaware Humanities Forum (DHF) promotes the humanities by providing an assortment of resources to the people of Delaware. Their programs include grants to non-profit organizations, educational outreach and special projects, and are designed to bring the public together with humanities specialists. The DHF network links cultural, educational and civic institutions statewide, and focuses on issues of public interest and concern. Ultimately, their goal is to help our residents to learn about life and work by connecting them with other people, cultures and ideas.



*Federal Highway Administration (FHWA) Discretionary Grant Programs*

The FHWA administers the following discretionary programs through its various offices. These discretionary programs represent special funding categories where FHWA solicits for candidates and selects projects for funding

based on applications received. Each program has its own eligibility and selection criteria that are established by law, by regulation, or administratively. More information on each of these programs is available under the FHWA Discretionary Program Information. Information is also available on Current Solicitations for Projects and Recent Awards.



- Bridge
- Transportation Alternatives
- CMAQ
- Corridor Planning and Development and Border Infrastructure (Corridors & Borders)
- Delta Region Transportation Development Program
- Ferry Boats
- Highways for LIFE
- Innovative Bridge Research and Construction
- Innovative Bridge Research and Deployment Program
- National Historic Covered Bridge Program
- Interstate Maintenance
- Public Lands Highways
- Scenic Byways
- Transportation and Community and System Preservation Program
- Transportation Infrastructure Finance and Innovation Act (TIFIA)
- Truck Parking
- Value Pricing Pilot Program

Table 9-1 Potential Funding and Financing

GRANT MANAGING ORGANIZATION	TYPE OF PROPOSAL	APPLICANT ELIGIBILITY
<b>FEDERAL FUNDING</b>		
National Scenic Byways Program (NSB) <a href="http://www.bywaysonline.org">www.bywaysonline.org</a>	Awards or recognition program for National or All-American Road designation	Byway sponsors
USDI-National Park Foundation <a href="http://www.nps.gov/partnerships/NPF_grants_and_prgs.htm">www.nps.gov/partnerships/NPF_grants_and_prgs.htm</a>	Outdoor recreation , conservation, development and planning	For State Agencies and Partners
Forest Highway Funds <a href="http://www.efl.fhwa.dot.gov/">www.efl.fhwa.dot.gov/</a>	Access to and within state and national forests	For state and USDA, Forest (FS).
USDA, Rural Utilities Service <a href="http://www.rurdev.usda.gov">www.rurdev.usda.gov</a>	Installation, repair, improvements of rural water facility, community facilities	Rural communities
National Park Service <a href="http://www.nps.gov/">www.nps.gov/</a>	Develop new trails and greenways; access and views, conserve open space; Public education, tourism efforts, Kiosk information; Technical information/ provision of specialized services	Nonprofit, federal, state, and local governments, individuals, federal agencies
National Park Service - Technical Preservation Services <a href="http://www.cr.nps.gov/nr/">www.cr.nps.gov/nr/</a>	Preservation of historic properties	Any private, state, or federal property that qualifies <i>Division of Historical and Cultural Affairs (DHCA) makes official determinations of historic property.</i>
National Park Service – National Register of Historic Places (NRHP) <a href="http://www.cr.nps.gov/nr/">www.cr.nps.gov/nr/</a>	Kiosk and interpretive funds for historic places, preservation of historic places	Any tribal, state, or federal property that qualifies <i>DHCA makes official determinations of historic property.</i>
National Park Service - Rivers, Trails, and Conversation <a href="http://www.nps.gov/rtca">www.nps.gov/rtca</a>	Conserve rivers, preserve open space, and development of trails and greenways	Non-profit, federal, state, and local agencies and communities
Federal Transit Authority <a href="http://www.fta.dot.gov/">www.fta.dot.gov/</a>	Assessing and improving local transportation conditions, such as bus routes	State and local governments, transit agencies, private organizations, universities
National Highway Traffic Safety Administration <a href="http://www.nhtsa.dot.gov/">www.nhtsa.dot.gov/</a>	Pedestrian and Bicycle Safety	States, federally recognized Indian tribes
Institute of Museum and Library Services Office of Museum Services <a href="http://www.ims.gov/applicants/available_grants.aspx">www.ims.gov/applicants/available_grants.aspx</a>	Efforts to conserve the Nation's historic, scientific, and cultural heritage	Museums established a minimum of 2 years prior to application
Environmental Protection Agency <a href="http://www.epa.gov/epahome/grants.htm">http://www.epa.gov/epahome/grants.htm</a>	Protect, manage, restore lands and resources	State, tribal, government agencies, non-profit organizations

GRANT MANAGING ORGANIZATION	TYPE OF PROPOSAL	APPLICANT ELIGIBILITY
National Science Foundation <a href="http://www.nsf.gov/funding/">www.nsf.gov/funding/</a>	Research between Universities and Industry, scientific and engineering efforts	Colleges, Universities, businesses, organizations
Farmland Protection Program <a href="http://www.nrcs.usda.gov/programs/frpp/">www.nrcs.usda.gov/programs/frpp/</a>	Purchase rights to keep productive farm and ranch land in agricultural uses	State, tribal, local governments, and non-government organizations
Federal Highways Admin., Dept. of Transportation <a href="http://www.fhwa.dot.gov/environment/rectrails/index.htm">www.fhwa.dot.gov/environment/rectrails/index.htm</a>	Maintenance & restoration of existing trails; development & rehabilitation of trailhead facilities and trail linkages	Private organizations, county, state or federal agencies
FHWA Discretionary Funds <a href="http://www.fhwa.dot.gov/discretionary/">www.fhwa.dot.gov/discretionary/</a>	Bridges, Corridor Planning, Transportation Development, Highways for LIFE, Interstate Maintenance, Scenic Byways, Ferry Boat	State, local, private organizations
<b>State and Local Funding</b>		
Area Development Funds (ADF)	Infrastructure needs including building construction; property and major equipment purchases; and water, gas sewer, electrical and solid waste management	Governmental entities
Delaware Community Foundation <a href="http://www.delcf.org/">www.delcf.org/</a>	Innovative programs, community needs, cultural needs	State, local, private organizations
Delaware Estuary Watershed Grants Program <a href="http://www.nfef.org">www.nfef.org</a>	Projects that sustain, restore, and enhance fish, wildlife, and plant habitats	Federal, state, local, private organizations
Delaware Division of the Arts E-Grants <a href="http://www.artsdel.org/grants/">www.artsdel.org/grants/</a>	Improvements to arts facilities, support for arts exhibits	Government entities, non-profit organizations

## 10.0 Action Plan and CMP Implementation

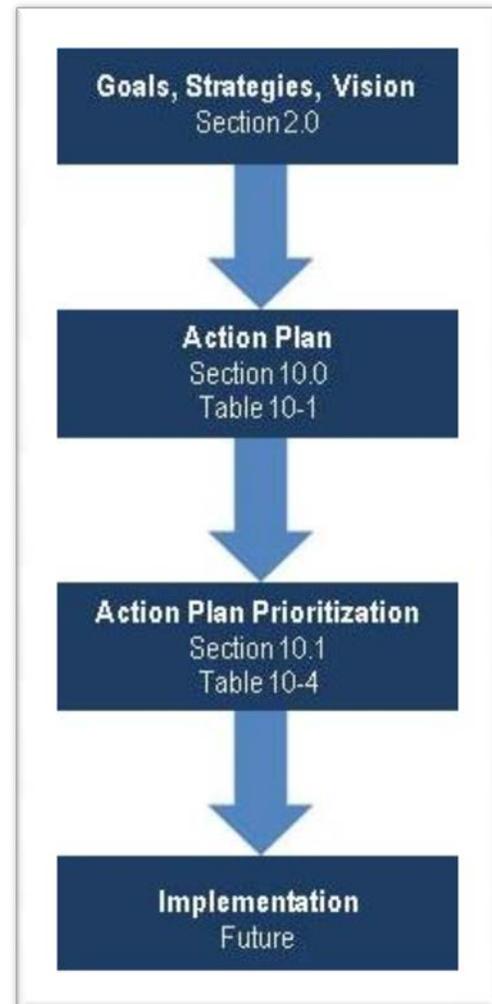
The Action Plan and CMP Implementation chapter outlines the actions that the Harriet Tubman Underground Railroad Byway (HTURB) Steering Committee should work towards in support of the Goals, Strategies, and Corridor Vision provided within this Corridor Management Plan (CMP). The Action Plan serves as the checklist and timeline on how to implement the Corridor Management Plan.

The HTURB Action Plan should be revised and updated over time (annually is recommended) to reflect the changing conditions along the corridor. The Steering Committee should evaluate and revise the Action Plan based on accomplishments and completion of items.

This chapter is structured to provide the HTURB with a comprehensive Action Plan that takes the Goals and Strategies and identifies more specific actions that should be implemented. The comprehensive Action Plan (Table 10-1) has been reviewed by stakeholders, the Steering Committee and the public and an Action Plan Prioritization section and list (Section 10.2 and Table 10-4) has been developed. Both of these are found later in this chapter. The Action Plan Priority list should function as a checklist for implementation of the CMP. It is not designed to be followed in priority/chronological order, but provided as a recommendation as a result of input from the aforementioned groups. In addition, it is important that a comprehensive list of action items are included (Action Plan-Section 10.1) to ensure that the CMP mentions and addresses a variety of possible projects to be consistent with many grant program requirements, specifically the National Scenic Byways Program (FHWA).

The Action Plan (Section 10.1) is divided into fourteen (14) main categories (labeled alphabetically and noted below), which include more specific subcategories or actions along with the corresponding Goals, Responsible Parties, Time Frame, Possible Funding Sources.

The estimated time frames are defined as: (S) short-term as 0-2 years; (L) long-term as 2-10 years; or (O) on-going. The fourteen (14) main categories of the Action Plan include the following:



- A. Transportation Planning/Safety**
- B. Land Use/Zoning**
- C. Utilities**
- D. Conservation/Beautification**
- E. Public Access**
- F. Trail Development**
- G. Tourism/Recreation Facilities**
- H. Historic/Cultural Preservation**
- I. Interpretation/Research & Education**
- J. Promotions/Marketing**
- K. Economic Development/Funding**
- L. Administration/Organization**
- M. Coordination**
- N. Wayfinding & Signage**

### **10.1 Action Plan List**

This section presents the action items that are being proposed as CMP implementation activities and strategies that the HTURB can implement in the short-term, the long-term and as on-going activities. The Action Plan recommendations are the result of extensive community outreach, Steering Committee interviews, and additional research and expertise.

The comprehensive HTURB Action Plan is displayed below as Table 10-1.

Table 10-I: Comprehensive HTURB Action Plan

A. Transportation Planning & Safety

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
<b>A1</b>	<b>Roads and Wildlife</b> Raise awareness of wildlife protection techniques in transportation/land development planning; Support establishment of speed zones and traffic calming measures in areas of known wildlife trails and crossings; Improve sight distance and off-road obstacles to reduce potential for wildlife road kill; Support reduction/enforcement of speed limits to reduce road kills.	4,6	1-6	ACDEF			<b>O</b>
	A1-1 Assess the need and locations for wildlife protections along the Route 9 segment of the Byway	4,6	1-6	ACDEF		<b>L</b>	
<b>A2</b>	<b>Roadway Construction</b> Support roadway construction and associated improvements (passing lanes, turnarounds, pull-off areas, parking sites) that achieve a safe and traveler-friendly environment with design and scale appropriate to the region (context sensitive design); Support construction/improvements of pedestrian walkways, bridges, parking, and rest areas; Promote appropriate paving/improvements to unpaved roads providing access to important intrinsic resource sites in forests, parks, and refuges.	4,6	2-6	ADEF			<b>O</b>
	A2-1 Support the efforts of other groups in the assessment of the need and locations for wildlife protections along the Route 9 segment of the byway.	4,6	2-6	ACDEF			<b>O</b>
<b>A3</b>	<b>Intersections</b> Identify major intersections & corridor segments that require improvement/enhancement, Improve pedestrian crossings at signalized and un-signalized locations.	6	2-6	AE		<b>L</b>	
	A3-1 Sorghum Mill Road and Route 10 – in need of a turn-around	6	2-6	AE		<b>L</b>	
	A3-2 Pedestrian Crossing, sidewalk improvements at the Intersection of SR 13 and SR 299 (Odessa, New Castle County)	6	2-6	AE		<b>L</b>	
<b>A4</b>	<b>Multimodal Transportation</b> Support alternative forms of transportation where appropriate (bicycles, public transit, commuter rail, etc.).	6	2-6	EF			<b>O</b>
	A4-1 Assess the feasibility of returning (previous operation) a streetcar/trolley to Odessa (Odessa Commons)	6	2-6	EF		<b>L</b>	
	A4-2 Coordinate with DART to ensure that bus routes are able to accommodate Byway travelers	6	2-6	N/A	<b>S</b>		
	A4-3 Create a Byway specific bike trails and routes brochure or related document	6	2-6	EF	<b>S</b>		
	A4-4 Attend and coordinate with the local bike/ped committees (MPO, etc.)	6	2-6	N/A			<b>O</b>
	A4-5 Assess the Byway for bike accessibility, including shoulder widths (lacking between Port Penn and Odessa) and existing bike lanes	6	2-6	EF		<b>L</b>	
	A4-6 Coordinate with DelDOT and DART to utilize park and ride lots along the Byway and with connectivity to the Byway to host tour bus loading and other Byway associated needs	6	2-6	N/A	<b>S</b>		
	A4-7 Encourage and promote pedestrian use of the Byway. Exploring the Byway by foot is a key means to understanding the corridor story and experiences.	6	2-6	EF			<b>O</b>

**B. Land Use & Zoning**

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
<b>B1</b>	<b>Land Purchase/Acquisition</b> Support land purchases that advance intrinsic resource protection and public access. Partnering with existing land owners, preservation entities, and State Land Holding Agencies is suggested.	4	1-6	ABDEFG			<b>O</b>
	B1-1 Consider utilizing the transfer of development rights in an effort to acquire property for Byway use and/or preservation.	4	1-6	ABDEFG			<b>O</b>
	B1-2 Coordinate with Kent County to preserve and possibly purchase the Wildcat Manor location for possible enhancements.	4	1-6	ABDEFG		<b>L</b>	
B1-3	Continue to assess and identify locations along the Byway where there is a concentration of environmental, conservation or agricultural land uses that would benefit from scenic and conservation easements, or the purchase and transfer of development rights. Examine the steps to, and put into place the appropriate protection measure for areas such as: 1. Along Route 10 between Sandtown and Camden. There is a concentration of Agricultural Easements and Agricultural Preservation Districts. 2. Along Route 15 between Smyrna and Middletown where there is a current concentration of open space, state owned land, and Agricultural Preservation Districts. 3. South of Port Penn along Route 9 where there is a significant concentration of Wildlife Area land.	4	1-6	ABDEFG		<b>L</b>	
<b>B2</b>	<b>Screening</b> Promote establishment of appropriate setbacks and landscape screening to enhance/improve areas of visual intrusion.	4	1-6	ADEF			<b>O</b>
	B2-1 Coordinate with Delaware Power/Delmarva Power to install screening (natural/landscaping or other) along the Byway, specifically along Route 9 (River Road) and Wrangle Hill Road northwest of Delaware City. The screening should improve the view/aesthetics in areas that have chain link, barbed wire, or other unsightly views of the industrial sites.	4	1-6	ADEF	<b>S</b>		
<b>B3</b>	<b>Easements</b> Work with regional agencies and entities to identify and advocate conservation preservation easements, farmland preservation easements, and historic preservation easements or use other tools for the protection of resources.	4	1-6	ABDEFG			<b>O</b>

C. Utilities

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
C1	<b>Power Lines</b> Promote and coordinate relocation of utility poles where they obstruct or visually impact scenic views or resource access along the corridor. Consider the possibility of placing utility lines underground.	4	3-6	ADEF	<b>S</b>		
	<b>Water Treatment</b> Improve stormwater control practices and sea level rise as needed and appropriate.	4	1-6	DEG		<b>L</b>	
C2-1	Find ways to control standing water on Route 9 (River Road) south of New Castle and south of the Chesapeake and Delaware Canal	4	1-6	DEG		<b>L</b>	
C2-2	Work with DelDOT to remedy standing water issues	4	1-6	DEG		<b>L</b>	
C2-3	Notify and educate travelers about standing water issues on roadways to avoid any possible road closures or impassible locations diminishing the quality of experience for the traveler.	4	1-6	DEG		<b>L</b>	
C2-4	Ensure that regulatory signage along the Byway denotes locations of possible standing water	4	1-6	DEG	<b>S</b>		

D. Conservation & Beautification

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
D1	<b>Native Species</b> Conduct inventories of species and promote use of native plants/trees in landscaping and removal of exotic/invasive species where appropriate; Support planting of native trees and plants that provide wildlife food and forage to expand opportunities for wildlife habitat and viewing.	6	6	ACDEF		L	
	<b>Native Wildflowers</b> Encourage planting of wildflowers along rights-of-way, in medians, and adjacent to public and private properties; Support coordination of mowing along rights-of-way to protect wildflowers, promote natural reseeding, and expand access for butterflies, birds, and other wildlife; Coordinate with local or regional wildflower entities to cross-promote.	6	2-6	ACDEF		L	
D3	<b>Ordinances</b> Encourage the adoption of ordinances regarding landscaping, tree planting, tree canopies, and protections that support beautification efforts.	4,6	2-6	N/A			O
D3-1	Focus on Byway Gateways for enhancement of landscaping and streetscaping. The north and south termini of the Byway should be focused on initially.	4,6	2-6	N/A		L	
D3-2	Work with the Maryland and Pennsylvania (planned) HTURB to ensure a seamless transition between Byway ordinances and policies at the state lines.	4,6	2-6	N/A		L	
D3-3	Encourage new and future expansion of local overlay historic preservation zoning ordinances in communities along the byway to preserve historic properties, the general historic appearance, and manage change within their jurisdiction along the Byway corridor.	4,6	2-6	N/A		L	
D4	<b>Landscapes</b> Promote beautification/landscaping of intersections and use of screening to hide utilities and other negative views from public view. Seek partners and funding to provide the resources for these efforts.	4,6	2-6	ADEF			O
	D4-1 Coordinate with land holders and businesses to the north of the Army National Guard site along River Road to improve landscape screening of chain link fencing	4,6	2-6	ADEF	S		
	D4-2 Coordinate with the Delaware City Refinery (and other industries) at River Road and Wrangle Hill Road (north of Delaware City) to screen the chain link/barbed wire fencing along the Byway	4,6	2-6	ADEF	S		
	D4-3 Improve the gateways of the Byway, specifically the entry nodes at the Maryland border and Pennsylvania border.	4,6	2-6	ADEF	S		
D5	<b>Clean-Up</b> Support effective litter removal of roadways and rights-of-way along corridor; Identify segments of the corridor currently not designated as Adopt-a-Road corridors for litter removal. Work with appropriate entities to develop attractive public facilities.	3,4	1-6	ACDEF			O

D6	<p><b>Water Resource Protection</b> Support and develop measures that aid in the protection of the region's water resources; Encourage water use studies; Minimize future alterations of water resources and connectivity.</p>	3	1-6	FG	O
D7	<p><b>Development Plans</b> Ensure that future and existing developments consider the Corridor Vision/CMP when designing and laying out their development; Street front design should include Corridor Vision considerations; Update and improve corridor frontages to blend with the character of the corridor; Develop an incentive program for adhering to the CMP and the Corridor Vision.</p>	1,4,6	2-6	ADE	O
D7-1	<p>Conduct a corridor-wide planned development analysis on a regular basis (recommended annually) to assess areas of development concern/pressure/impacts.</p>	1,4,6	2-6	ADE	S
D7-2	<p>Coordinate with planned developments along the Byway to ensure or promote appropriate development, aesthetics, connectivity, and to minimize impacts</p>	1,4,6	2-6	ADE	S
D8	<p><b>Comprehensive Planning</b> Ensure that the Corridor Vision and route alignment is included (adopted) in local government Comprehensive Plans; Work with local governments to identify areas of their Comprehensive Plans that achieve the Corridor's Goals and Strategies; Review the local Comprehensive Plans on a regular basis.</p>	1,4,6	2-6	N/A	O
D9	<p><b>Green/Eco/Environmentally Friendly Design</b> Encourage "green" practices through education and partnership along the Byway.</p>	4	1-6	ACD	O
D9-1	<p>Coordinate with the Delaware State Planning Office, DNREC and other environmental entities to encourage and facilitate environmental programs and stewardship along the Byway.</p>	4	1-6	ACD	L
D10	<p><b>Context Sensitive Solutions (CSS)</b> Work with the appropriate entities (DelDOT, private sector, etc.) to implement CSS related activities to assure that road projects meet CSS guidance, particularly through a CSS process; and private land development projects and regulatory agencies are working toward collaborative partnerships to assure that development along the Byway takes CSS into consideration.</p>	4,6	1-6	EF	O
D11	<p><b>Land Preservation</b> Support the work of others who ensure the conservation of natural areas, stream corridors, woodlands, working lands, connectors between protected lands, and small sites with unique features, to afford the best protection of the state's biodiversity.</p>	6	1-6	ACDEF	O

E. Public Access

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
<b>E1</b>	<b>Visitor Sites</b> Collaborate on plans for public sites in need of improved public access.	4,6	1-6	ABEF	<b>S</b>		
E1-1	Support the efforts of the Kent County Government and Delaware State University to appropriately develop the Hunn Property and Wildcat Manor, near Lebanon in Kent County	4,6	1-6	ABEF	<b>S</b>		
E1-2	Support the efforts of the Kent County Government to appropriately develop Brecknock Park and preservation efforts for the historic resources on the property.	4,6	1-6	ABEF	<b>S</b>		
E1-3	Coordinate and partner with the required entities to improve access to Fort Christina Park in Wilmington.	4,6	1-6	ABEF	<b>S</b>		
<b>E2</b>	<b>Viewsheds</b> Identify and create additional viewing opportunities, including the possible construction of platforms/observation towers, to open/improve scenic views; Work with appropriate parties on the preservation of scenic views and public access to rivers and viewsheds; Create additional viewshed areas through selective vegetation clearing; Promote public access to waterfront areas and docks for visitors; Promote the waterways to harness the maritime aspect to the corridor story.	3,4,6	1-6	ABDEF			<b>O</b>
E2-1	Potential viewing locations and scenic pull-off sites may include: 1. St. Augustine Wildlife Area 2. Route 10 east of Sandtown along agricultural wooded and harvest lands (in progress as of June 2012) 3. Multiple location along Route 15 between Smyrna and Middletown 4. Multiple locations along Route 9 between Odessa and New Castle (coordinate with Route 9 Coastal Byway)	6	1-6	ABDEF	<b>S</b>		
<b>E3</b>	<b>Handicap Access/Universal Design and Access</b> Where possible, provide handicap access to resources and interpretation sites; Coordinate efforts of Universal Design and Access.	6	1-6	ABDEF			<b>L</b>
E3-1	Produce a Universal Design and Access Study to assess all resources along the Byway	6	1-6	ABDEF			<b>L</b>
E3-2	Hold a Universal Design and Access workshop to educate businesses and local communities on Universal Design and Access	6	1-6	ABDEF			<b>L</b>

F. Trail Development

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
F1	<b>Connectivity</b> Improve connectivity between and among existing trail networks; Encourage transportation enhancement projects to improve bicycle and pedestrian connectivity and facilities; Support the establishment of non-motorized greenways to connect public lands along the corridor. An example would be the C&D Canal Trail - a Federally funded bicycle and pedestrian trail development.	1,6	1-6	ADEF	S		
	<b>Bicycle/Hiking</b> Help develop and, where possible, expand the existing network of bicycle and hiking trails; Encourage improvement and expansion of bicycle and hiking trails on public lands (ex. C&D Canal Trail)	6	1-6	ADEF			O
F2-1	Evaluate and promote the biking/hiking connection between Brecknock Park and the future Boy Scout Camp on New Burton Road (abutting the park)	6	1-6	DEF		L	
F2-2	Work with the State Departments to develop projects that support the recreational and multimodal facilities along the HTUR Byway including the New Castle Industrial Track Trail, a first phase project. This project would be short term, the action itself ongoing.	6	1-6	DEF	S		
F3	<b>Equestrian</b> Assess the demand for the development of equestrian trails along the corridor, as well as related stables and support facilities.	6	1-6	DEF		L	
	F3-1 Support the efforts of the Brandywine National Scenic Byway in their efforts to assess potential equestrian trail development.	6	1-6	DEF		L	
	F3-2 Coordinate with DNREC to provide horseback riding (and additional wildlife opportunities) at DNREC site along Route 10.	6	1-6	DEF		L	
F4	<b>Trail Heads</b> Help evaluate public staging areas at trail heads and other convenient locations to facilitate public access to trail networks.	6	1-6	DEF		L	

G. Tourism/Recreation Facilities

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
<b>G1</b>	<b>Historic Sites</b> Promote tours and interpretation of historic sites along the corridor.	2,3	2-6	ABCF			<b>O</b>
	G1-1 Create real experience tours (ex. walk in the footsteps of ...)	2,3	2-6	ABCF			<b>O</b>
	G1-2 Create child-oriented tours with sites and educational material/interpretation	2,3	2-6	ABCF			<b>O</b>
	G1-3 Create GPS Tours (Geocaching)	2,3	2-6	ABCF	<b>S</b>		
<b>G2</b>	<b>Community Tours</b> Encourage the creation of community tours along the corridor to highlight the regions resources; Develop walking tours where appropriate, as well as driving tours along the corridor.	2	2-6	ABCEF			<b>O</b>
	G2-1 Work with New Castle to ensure safe and desirable bus/RV/large vehicle access along Market Street (cobblestone road)	2	2-6	ABCEF	<b>S</b>		
	G2-2 Assess bus and RV parking and facilities along the Byway	2	2-6	ABCEF	<b>S</b>		
	G2-3 Coordinate with all communities along the Byway to develop and promote walking tours of sites that relate to the Corridor Story and the intrinsic resources defined in the CMP.	2	2-6	ABCEF	<b>S</b>		
<b>G3</b>	<b>Agri-Tourism</b> Promote agri-tourism opportunities along the corridor for businesses such as Christmas trees, pumpkins, strawberries, etc. Promote and develop agri-tourism in areas where farmland overlaps with the evocative landscapes that can tell the HTURB story, and for agricultural lands where high value scenic views have been identified.	4	2-6	ABCDEF			<b>O</b>
	G3-1 Support the efforts of the Delaware Department of Agriculture to promote Bobola Farms on Route 10 in Kent County, Fifier Orchards near Camden in Kent County and develop other agricultural tourism options along the corridor.	4	2-6	ABCDEF			<b>O</b>
<b>G4</b>	<b>Accommodations/Facilities</b> Encourage the construction and improvement of public restrooms and picnic sites; Encourage the enhancement of lodging and dining facilities, as well as shops and restaurants; Increase bus and RV accommodations and parking.	3,4	2-6	ABDE		<b>L</b>	
<b>G5</b>	<b>Recreation Sites</b> Explore ways to encourage greater use of recreation areas throughout the corridor for boating, fishing, picnicking, and other recreational opportunities.	3,4,6	1-6	CDFG			<b>O</b>

H. Historic/Cultural Preservation

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
<b>H1</b>	<b>Inventory</b> Support the research and continuing inventory efforts of major historic structures, sites, and critical landscapes, defining those requiring further designation, protection, and/or improvement.	4	2-6	ABEF	<b>S</b>		
	H1-1 Create a sub-group of the Steering Committee that is responsible for continued Byway-related research and inventory of sites	4	2-6	ABEF	<b>S</b>		
	H1-2 Conduct an annual resource inventory assessment to review the Intrinsic Resource Inventory developed in the HTURB CMP	4	2-6	ABEF			<b>O</b>
	H1-3 Update all GIS maps regularly (minimum of annually) to ensure quality and accurate data	4	2-6	ABEF			<b>O</b>
<b>H2</b>	<b>Improvement</b> Cooperate with public and private owners on the restoration of selected sites for tourist use; Encourage appropriate repair, restoration, upgrading, and painting of homes and buildings in historic districts and create programs; Utilize any existing (or future) overlay districts to enhance Byway (signage, preservation)	4	1-6	ABC		<b>L</b>	
	H2-1 At Brecknock Park, restore the Brecknock House after which the property is named, and support the development and enhancement of visitor amenities in the entire park.	4	1-6	ABC		<b>L</b>	
	H2-2 Support preservation efforts at the Augustine Inn at Augustine Beach in New Castle County.	4	1-6	ABC		<b>L</b>	
	H2-3 Support archaeological investigations and the development of the Hunn Property including Wildcat Manor.	4	1-6	ABC		<b>L</b>	
	H2-4 Work with Ft. DuPont to improve the property and provide improved access.	4	1-6	ABC	<b>S</b>		
	H2-5 Coordinate with Ft. Christiana Park regarding their existing improvement projects.	4	1-6	ABC	<b>S</b>		
	H2-6 Byway within Star Hill. The Star Hill community has expressed great interest in improvements and the geographic location along the Byway is key to travelers.	4	1-6	ABC	<b>S</b>		
<b>H3</b>	<b>Acquisitions of Historic Property/Critical Landscapes</b> Acquire Byway theme-related properties along the corridor.	4	1-6	ABF		<b>L</b>	
	H3-1 Inventory the critical landscapes along the corridor and assess the areas of need where development pressures or other impacts may affect long-term use and preservation of these landscapes.	4	1-6	ABF	<b>S</b>		
<b>H4</b>	<b>Historic Designation</b> Encourage and seek national and local historic designations along the corridor where applicable; Work with local communities to improve and promote designated historic sites. Amend existing National Register nominations to reflect Underground Railroad significance, where appropriate.	2	2-6	ABC		<b>L</b>	

I. Interpretation/Research & Education

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
I1	<b>Themed Interpretation</b> Coordinate with stakeholders and additional entities to ensure consistent themed interpretive signage along the Byway.	2	2-6	ACEF	S		
	I1-1 Establish a Scenic Byway themed signing/interpretive plan for intrinsic sites and interpretive locations	2	2-6	ACEF	S		
	I1-2 Encourage a byway-wide themed interpretation of the byway story that is attractive, recognizable, consistent and comprehensive for all elements of the interpretive program.	2	2-6	ACEF		L	
I2	<b>Potential Interpretive Sites and Visitor Centers</b> Explore opportunities to educate travelers about the HTURB and utilize intrinsic resources as priority places for development of Interpretive Centers.	2	2-6	ABC			O
	Potential Interpretive Center locations may include the following (not all should be viewed as short-term): 1. First State Heritage Park Welcome Center 2. Smyrna Opera House 3. Camden and Wilmington Friends Meeting House 4. Norman G. Wilder Area near Longwood Farm (Henry Cowgill Farm) on SR 10 in Kent County 5. Wildcat Manor 6. Delaware Historical Society, Wilmington 7. Grass Dale Center (near Fort DuPont) I2-1 8. Brecknock Park	2	2-6	ABC	S		
I2-2	Potential visitor facilities and interpretive sites (smaller than interpretive centers) could be at the following locations: <b>New Castle County:</b> 1. Wilmington Friends Meeting House 2. Delaware Historical Society 3. New Castle Court House Museum 4. Corbit-Sharp House and Historic Odessa Foundation <b>Kent County:</b> 1. Camden Friends Meeting House 2. Star Hill AME Church 3. Old State House Museum 4. John Dickinson Plantation 5. Bombay Hook National Wildlife Refuge	2	2-6	ABC	S		



J. Promotions/Marketing

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
J1	<b>Activities</b> Help educate private property owners and the traveling public on the desirability and value of corridor sites and features; Highlight the opportunity for nature photography and promote the corridor's historical sites and architecture.	3	2-6	CD			O
	<b>Publications</b> Encourage more widespread dissemination and the use of guidebooks and other marketing/promotional materials.	3	2-6	CE	S		
J2-1	Produce multi-lingual publications.	3	2-6	CE	S		
J2-2	Coordinate publications and distribution with the Maryland HTURB, other state (planned) HTURB, the National Park Service, and the Underground Railroad Coalition and Tourism Entities (Chamber of Commerce, Tourism Office, etc.)	3	2-6	CE	S		
J2-3	Develop a corridor itinerary publication (web accessible) that will direct travelers along the Byway. Provide suggested travel timeframes with suggested sites, such as 1 hour visits, 4 hour visits, and so on.	3	2-6	CE	S		
J2-4	Create themed brochures that educate travelers about corridor sites and resources that are grouped and related to a specific theme along the Byway (ex. historic sites, interpretive centers, tours, etc.)	3	2-6	CE	S		
J3	<b>Events/Festivals</b> Coordinate the promotion of all Byway events and festivals and maintain a common calendar; Encourage the creation/establishment of new festivals and events.	3	2-6	C			O
	J3-1 Coordinate events with other state HTURB (Maryland and planned) to ensure that events are consistent and cross-marketed	3	2-6	C			O
	J3-2 Collaborate with Byway themed events and other events along the corridor to highlight the byway theme. (August Quarterly, Wilmington, Camden Day, Camden, Old Dover Days, Dover, Peach Festival, Middletown)	3	2-6	C			O

<b>J4</b>	<b>Marketing</b> Promote the corridor story and its primary sites; Determine the target market for the corridor marketing efforts.	3	2-6	BC			<b>O</b>
	J4-1 Promote Brinkley Hill	3	2-6	BC			<b>O</b>
	J4-2 Promote Zion AME Church	3	2-6	BC			<b>O</b>
	J4-3 Preserve and promote the Old Tannery site in Odessa	3	2-6	BC			<b>O</b>
	J4-4 Promote the ringing of the Liberty Bell	3	2-6	BC			<b>O</b>
	J4-5 Promote the story of peddlers along the Byway	3	2-6	BC			<b>O</b>
	J4-6 Promote Star Hill AME Church	3	2-6	BC			<b>O</b>
	J4-7 Promote Native American stories (if appropriate to the corridor story or interpretation)	3	2-6	BC			<b>O</b>
	J4-8 Coordinate promotion activities with other state HTURB (Maryland and others as planned), the National Park Service, the Underground Railroad Coalition, and tourism entities	3	2-6	BC			<b>O</b>
	J4-9 Develop a Marketing and Promotion committee that includes graphic artists and marketing professionals	3	2-6	BC	<b>S</b>		
	J4-10 Create/update the HTURB Marketing Plan to provide effective direction of all marketing and promotional efforts.	3	2-6	BC			<b>O</b>
	J4-11 Ensure coordination with the Chambers of Commerce and other similar tourism entities	3	2-6	BC			<b>O</b>
	J4-12 Promote story and significance of the Mason Dixon line in relation to the Byway	3	2-6	BC	<b>S</b>		
<b>J5</b>	<b>Internet</b> Promote the Byway through existing and new internet-based applications; Utilize the existing website (www.harrietubmandelaware.com) to promote and expand the audience for the Byway story and visitation.	3	6	CE			<b>O</b>
	J5-1 Revise the existing Byway website (www.harrietubmandelaware.com) to be a tourist-based site (as opposed to a project site).	3	6	CE	<b>S</b>		
<b>J6</b>	<b>Social Networking</b> Promote the Byway through social media (Facebook, Twitter, Google Plus, etc.).	3	6	CE			<b>O</b>

K. Economic Development & Funding

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
K1	<b>Commercial/Retail Facilities</b> Work with local merchants and the business community as well as Main Street Delaware to achieve a wider spectrum of commercial/retail opportunities along the Byway corridor in an effort to enhance the economic development opportunities.	3,4	4-6	C			O
	<b>Training/Mentoring</b> Encourage training programs to improve skills for nature and heritage based tourism; Collaborate on mentoring programs for new tourism entrepreneurs such as agri-tourism industries and accommodators such as Bed & Breakfasts.	2,3	1-6	C			O
K2-1	Coordinate with and partner with tour operators and minority business owners to enhance economic development opportunities along the Byway.	2,3	1-6	C			O
K3	<b>District/"Main Street" Development</b> Focus on key areas of the Byway that have the necessary infrastructure and appeal for redevelopment and economic development activities.	4,6	1-6	ABDE		L	
	K3-1 Study and assess State Street in Dover as a possible Economic Development Pilot Project related to the Byway	4,6	1-6	ABDE		L	
	K3-2 Study and assess Clinton Street and Washington Street in Delaware City (near the Delaware City Port) as a possible Economic Development Pilot Project related to the Byway	4,6	1-6	ABDE		L	
	K3-3 Study and assess Market Street in Wilmington as a possible Economic Development Pilot Project related to the Byway	4,6	1-6	ABDE		L	
K4	<b>National Scenic Byways Program</b> Work with the National Scenic Byways Program; Seek designation as an All-American Road; Seek NSB Grant Funding for future projects (as available)	1	2,6	E		L	

L. Administration & Organization

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
L1	<b>Monitoring/Reporting</b> Monitor and periodically revise the Action Plan to reflect current realities and opportunities, and report to the Delaware Byways Program on problems and progress in a timely manner.	3	6	N/A			O
	<b>Fundraising</b> Develop appropriate fundraising partnerships and activities in an effort to enhance the financial security and sustainability of the HTURB.	1,6	6	ABCDEFG			C
L2-1	Develop a fundraising committee as a sub-committee to the larger HTURB Delaware Steering Committee.	1,6	6	ABCDEFG	S		
L2-2	Create a Fundraising Plan that will guide future fundraising efforts of the Byway.	1,6	6	ABCDEFG		L	
L2-3	Work with the communities along the corridor to raise funds for the support of the Action Plan and to achieve the Corridor Vision.	1,6	6	ABCDEFG			O
L3	<b>Sustainability</b> Organizational sustainability is critical for a Byway to succeed in accomplishing its goals and objectives; HTURB will create and monitor its sustainability annually in order to continue being a healthy byway organization.	1	6	N/A			O
	L3-1 Create a Succession Plan for the Byway Organization, including monthly or quarterly meetings of the Steering Committee	1	6	N/A	S		
	L3-2 Develop a Corridor Management Entity or Group to provide leadership and direction for the future of the Byway. This effort should include the creation and approval of Bylaws.	1	6	N/A	S		
L4	<b>Livability</b> Work with the FHWA Regional Office, DelDOT, and County and Municipal Agencies to achieve livability components where possible and feasible in all communities along the corridor.	1,4	6	ABCDEFG			O

M. Coordination

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
M1	<b>Regional Agency Collaboration</b> Encourage the coordination of regional transportation planning on significant projects that would potentially benefit or impact the byway corridor; Encourage participation of regional entities and management agencies with multi-jurisdictional resources on all corridor-wide projects. Encourage regional collaboration on land use planning and development, and open space and recreation also.	1	1-6	N/A			O
	M1-1 Coordinate with New Castle in regards to Market Street (10 mph speed limit) so that travelers and promotional material can be warned about the bumpy cobblestone street.	1	1-6	N/A	S		
	M1-2 Develop a possible partnership with DNREC for inclusion of the HTURB into their Open Space plan.	1	1-6	N/A	S		
M2	<b>Master Plan</b> Develop a corridor Master Plan to address goals for landscaping, signing, trail networks, scenic viewing areas, public staging areas, interpretation, wildflower sites, and gateways.	4,6	2,6	E		L	
M3	<b>Communication</b> Utilize a website (existing website is in place) to provide status information, contacts, and announcements of upcoming events and activities.	3	2,6	C	S		
M4	<b>Partnerships</b> Involve interested and affected stakeholders in the implementation of the CMP, assuring local stewardship and collaboration to achieve the Byway vision and goals; Build formal and informal public/private partnerships to implement individual action items.	1	1-6	N/A			O
	M4-1 Coordinate with Delaware Greenways & Trails and other existing and future Byways to implement joint ventures and projects.	1	1-6	N/A			O
	M4-2 Explore the continuation of the HTURB through Sussex County.	1	1-6	N/A	S		
	M4-3 Coordinate with the Pennsylvania Byways and Maryland Byways Programs toward an integrated multi-state effort to designate and implement a multi-state All American Road, including the participation in monthly conference call meetings facilitated by Maryland and sharing of logo and trademark.	1	1-6	N/A			O
M5	<b>Education</b> Provide information to the traveling public to educate them about the corridor's resources.	1,2	2-6	BC			O
	M5-1 Work with the educational community to develop educational opportunities for Scenic Byway awareness.	1,2	2-6	BC			O
	M5-2 Partner with local schools to develop curriculums and other educational opportunities.	1,2	2-6	BC			O
	M5-3 Develop a media relations campaign to educate the public about the corridor.	1,2	2-6	BC			O
	M5-4 Establish a speaker's bureau.	1,2	2-6	BC			O

N. Wayfinding & Signage

Action Item #	Action Items	CMP Goal #	Potential Party Involvement	Funding Sources	Implementation Timeframe		
					Short-Term (0 - 2 Years)	Long-Term (2 - 10 Years)	On-Going
<b>N1</b>	<b>Themed Signage</b> Coordinate all signage related activities along the Byway to ensure themed and effective corridor signage.	5	2-6	ACEF			<b>O</b>
	N1-1 Form a Signage Sub-Committee under the umbrella of the HTURB Steering Committee. This group will focus on corridor signage responsibilities.	5	2-6	ACEF	<b>S</b>		
	N1-2 Create a corridor signage inventory and signage plan. This may be part of the suggested Wayfinding and Interpretation Assessment Plan (WIAP).	5	2-6	ACEF	<b>S</b>		
	N1-3 Coordinate with DeIDOT and other local signage entities regarding the placement, theming, and style of corridor-wide signage.	5	2-6	ACEF			<b>O</b>
<b>N2</b>	<b>Local Signage and Markers (Non-Wayfinding)</b> Encourage incentives/opportunities for local signage that meets business needs while helping to maintain the "look" and design characteristics sought after by the Byway.	5	3-6	ACEF			<b>O</b>
	N2-1 Ensure signage consistency with local wayfinding signage (ex. Wilmington, Dover, etc.)	5	3-6	ACEF		<b>L</b>	
	N2-2 Collaboration with other signage entities, including Delaware Public Archives to coordinate historical marker placement and Underground Railroad themed signage	5	3-6	ACEF	<b>S</b>		
<b>N3</b>	<b>Wayfinding</b> Improve signage for, and public access to, attractions, parking, and facilities; Improve directional signage for access to intrinsic resources; Improve Interpretation and Wayfinding to sites that are no longer physically located where they once were; Develop a Wayfinding and Interpretation Assessment Plan (WIAP).	5	2-6	ACE			<b>O</b>
	N3-1 Coordinate all wayfinding activities with DeIDOT and other related agencies	5	2-6	ACE			<b>O</b>
	N3-2 Ensure that all wayfinding meets MUTCD sign regulations	5	2-6	ACE			<b>O</b>
	N3-3 Develop itinerary files for personal navigation devices that are accessible to the travelling public (ex. website, visitor centers, etc.).	5	2-6	ACE	<b>S</b>		
	N3-4 Wayfinding signage is critical in the Wilmington area due to multiple turns and one-way streets. Coordinate with the City of Wilmington and DeIDOT to ensure effective signing oalong the HTURB in the Wilmington area.	5	2-6	ACE	<b>S</b>		
	N3-5 Develop a corridor itinerary publication (web accessible as well) that will direct travelers along the Byway. Provide suggested travel timeframes with suggested sites, such as 1 hour visits, 4 hour visits, and so on.	5	2-6	ACE	<b>S</b>		
	N3-6 As of September 2011 there is no street sign for a right turn on Lombard Street while heading east on 9th Street. Work with the City of Wilmington to install a street sign.	5	2-6	ACE	<b>S</b>		

<b>N4</b>	<b>Gateways</b> Establish "gateways" and/or attractive welcome signs at entry points; Establish information centers/welcome centers at key points along the corridor.	2,5,6	1-6	ADE		<b>L</b>	
	N4-1 Identify and establish HTURB (Delaware specific) termini points that can be utilized for future gateway improvements. This assessment should be part of a Gateway Assessment Plan or part of the Wayfinding and Interpretation Assessment Plan (WIAP).	2,5,6	1-6	ADE	<b>S</b>		
	N4-2 Identify the key entry nodes of the Byway and recognize these locations as the Byway gateways	2,5,6	1-6	ADE	<b>S</b>		
	N4-3 Utilize and enhance the Norman G. Wilder Refuge at Henry Cowgill Road as a possible gateway/interpretive/pull-off area	2,5,6	1-6	ADE	<b>S</b>		
	N4-4 Design and install gateway signage at key entry nodes along the Byway. This should be done as part of a larger Wayfinding and Interpretation Assessment Plan to ensure consistent design and branding of Byway signage	2,5,6	1-6	ADE		<b>L</b>	
<b>N5</b>	<b>Non-Conforming Signage</b> Encourage local governments to remove non-conforming and non-permitted signs.	5	3,4,6	CE			<b>O</b>

**10.1.1 Responsible Parties**

The members of the HTURB Steering Committee identified a variety of groups that should assist with the implementation of the HTURB Action Plan. Table 10-2 outlines some of the possible parties that should be responsible for implementing and updating the Action Plan. The Responsible Parties are categorized in to six (6) main categories. Within each main category there are listed several entities, agencies and other possible responsible parties that could aid in the implementation and updating of the HTURB Action Plan. It is critical that the HTURB Steering Committee coordinate with and engage these listed entities in an effort to proceed with implementation of the Action Plan. Other parties/entities may be engaged or utilized and should be added to this list when an update or revision is conducted.

**Table 10-2: Responsible Parties**

<b>1</b>	<b>GOVERNMENT AGENCIES - FEDERAL</b>
	Federal Highway Administration (FHWA)
	National Scenic Byways Program
	National Association of Conservation Districts (Non-Profit)
	National Watershed Coalition (Non-Profit)
	U.S. Department of Agriculture Forest Service
	U.S. Department of Interior
	National Park Service (Network to Freedom)
	U.S. Fish and Wildlife Service
<b>2</b>	<b>GOVERNMENT AGENCIES - STATE/REGIONAL</b>
	Delaware Department of Agriculture & Consumer Services, Division of Forestry (DOF)
	Delaware Department of Agriculture - Division of Land Use Planning & Preservation
	Delaware Department of Natural Resources and Environmental Control - Division of Water - Division of Fish & Wildlife - Division of Parks and Recreation - Delaware National Estuarine Research Reserve (DNERR)
	Delaware Department of State (DOS) - Division of Historical & Cultural Affairs - Delaware Heritage Commission
	Delaware Department of Transportation (DelDOT)
	Delaware Economic Development Office of Tourism – Delaware Tourism Office
	Delaware Office of State Planning Coordination
	Delaware Transit Corporation – DART First State
<b>3</b>	<b>GOVERNMENT AGENCIES - COUNTY</b>
	Dover/Kent County MPO
	Kent County
	Kent County Tourism / Wilmington Convention & Visitors Bureau
	New Castle County
	School Districts
	WILMAPCO
<b>4</b>	<b>GOVERNMENT AGENCIES - CITY &amp; TOWN</b>
	Centerville (Unincorporated New Castle County)
	Town of Camden

	Town of Clayton
	City of Delaware City
	City of Dover
	Town of Middletown
	City of New Castle
	Town of Odessa
	Town of Smyrna
	Town of Townsend
	City of Wilmington
	Port Penn (Unincorporated New Castle County)
	Sandtown (Unincorporated Kent County)
<b>5</b>	<b>OTHER ORGANIZATIONS &amp; ACADEMIC INSTITUTIONS</b>
	Archeological Conservancy
	African-American Communities and Organizations
	Bike Delaware
	Brandywine Conservancy
	Builders/Realtors Associations
	Business Owners
	Center for Historic Architecture and Design, University of Delaware
	Chambers of Commerce
	Colleges, Universities, Extension Services
	Community Associations
	Conservation/Science Organizations
	Delaware Farm Bureau
	Delaware Greenways
	Delaware Historical Society
	Economic Development Councils
	Education Centers/Museums/ Historical Sites
	For-Profit Organizations
	Garden Clubs
	Historic Preservation Program, Delaware State University
	Land Development Companies
	Local Historical Societies
	Main Street Dover (Downtown Dover Partnership)
	Main Street Middletown
	National Trust for Historic Preservation
	Nature Conservancy
	Other Neighborhood Associations
	Other Non-for-Profit Organizations
	Private Schools
	Property Owners
	Quaker Hill Neighborhood Association
	Quaker Hill Preservation Foundation
	Services Providers
	State and Local Land Trusts
	Tribal Organizations and Entities
	Trust for Public Land

	Wilmington Main Street
<b>6</b>	<b>HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY</b>
	Underground Railroad Coalition of Delaware
	HTURB Steering Committee

### 10.1.2 Potential Funding Sources

Funding is a critical component for the implementation of the Action Plan. This section outlines some potential funding sources, however; it is important that the HTURB Steering Committee consistently review and research potential funding sources that may not be contained in this list. Searching online can be the most effective way to discover funding opportunities. Grants.gov ([www.grants.gov](http://www.grants.gov)) is a central website that lists many Federal grant opportunities and is one example of an effective online funding reference site.

The Potential Funding Sources are divided into seven (7) categories. These seven (7) categories contain sub-categories that identify possible grant funding, programs, or partnerships that could help with the expenses associated with implementation of the Action Plan. Table 10-3 lists some of the possible funding sources.

**Table 10-3: Potential Funding Sources**

<b>A</b>	<b>COMMUNITY REDEVELOPMENT &amp; REVITALIZATION</b>
	American Recovery and Reinvestment Act Grants
	Capital Grants, Delaware Community Foundation
	Community Challenge Grant Planning Program, HUD
	Delaware Community Development Corporation
	Delaware Small Cities Community Development Block Grant Program, HUD
	Main Street Program, Delaware Economic Development Office
	Public/Private Partnerships
	Regional Planning Grant Program, HUD
	Rural Development, Business and Cooperative Programs, USDA
	Wilmington Economic Development Corporation
<b>B</b>	<b>CULTURAL &amp; HISTORIC</b>
	Arts Stabilization Grant Program, Delaware Division of the Arts (DDOA)
	Congressional Appropriations, U.S. Congress
	Delaware Preservation Fund Grants, Preservation Delaware
	Delaware Humanities Forum
	Historic Preservation Grants, DOS
	National Scenic Byway Grants, FHWA
	Private Foundation Grants
	Public/Private Partnerships
	Rehabilitation Tax Credit for Improvements to Historic Properties, DOS
	Transportation Enhancement Projects, DelDOT
<b>C</b>	<b>EDUCATION &amp; PROMOTION</b>
	Arts in Education Program, Delaware Institute for the Arts in Education
	Environmental Education Grants, EPA
	Greater Wilmington Convention and Visitors Bureau
	Informal Science Foundation Planning Grants, National Science Foundation

	Kent County and Greater Dover Convention and Visitors Bureau
	National Scenic Byway Grants, FHWA
	Private Foundation Grants
	Program Grants, Delaware Community Foundation
	Public/Private Partnerships
	Regional Marketing Grants, Visit Delaware
	Tree Management Grants, Delaware Forest Service
<b>D</b>	<b>LANDSCAPING &amp; BEAUTIFICATION</b>
	Delaware Nature Society
	Private Sector Donations
	Invasive Plant Management, DEP
	Litter Removal Program, DEP
	National Scenic Byway Grants, FHWA
	National Urban and Community Forestry Matching Grant Program, FDA
	Public/Private Partnerships
	Transportation Enhancement Projects, DelDOT
	Tree Management Grants, Delaware Forest Service
	Tree Planting Grants, Delaware Forest Service
<b>E</b>	<b>ROADWAY, PEDESTRIAN, &amp; BICYCLE IMPROVEMENTS</b>
	Congressional Appropriations, U.S. Congress
	Delaware Department of Transportation, DelDOT
	Delaware Greenways and Trails Program
	National Scenic Byway Grants, FHWA
	National Urban and Community Forestry Matching Grant Program, FDA
	Public/Private Partnerships
	Recreational Trails Program, DEP
	Regional Bicycle Plan, Dover/Kent County MPO
	Regional Planning Grant Program, HUD
	Transportation Enhancement Projects, DelDOT
<b>F</b>	<b>PARKS &amp; PUBLIC LANDS</b>
	Delaware Land & Water Conservation Trust Fund, Delaware Division of Parks and Recreation
	Delaware State Parks Trust Fund, Delaware Community Foundation
	National Scenic Byway Grants, FHWA
	Public/Private Partnerships
	Urban and Community Forestry Grants
	Urban Parks and Recreational Recovery Program, National Park Service
	Waterways Assistance Program
<b>G</b>	<b>STORMWATER MANAGEMENT/WATER RESOURCE PROTECTION</b>
	Delaware Soil & Water Conservation District
	Public/Private Partnerships
	Section 319 Non-point Source Management Implementation Grants, DEP
	State Revolving Fund Loan Program for Wastewater Treatment, DEP
	Transportation Enhancement Projects, DelDOT

## **10.2 Action Plan Prioritization**

The larger and more comprehensive Action Plan (Section 10.1 and Table 10-1) was developed through extensive community and stakeholder outreach. The comprehensive list of Action Plan items (Table 10-1) were then presented to the public and stakeholders and comments and priorities were collected and analyzed to develop a representative Action Plan Prioritization List (Section 10.2 and Table 10-4). This Action Plan Prioritization list is a bi-product of the larger more comprehensive Action Plan list and directly reflects the corridor-wide interests and preferences of the communities that are located along the HTURB corridor. Equal weighting was given to all communities and no preference or pre-conceived strategies or interests were included in the Action Plan Prioritization List. This Prioritization List should function as a checklist for the implementation of the HTURB CMP, and reviewed periodically (annually) to determine that the validity of the list is current and reflects desired interest by the stakeholders.

The Action Plan Prioritization List for short-term, long-term and on-going implementation activities can be found in Table 10-4 starting on the following page.

Table 10-4: Action Plan Prioritization List

Short-Term Action Item Priority List		
Completed?	Action Item Reference	Action Item
<input type="checkbox"/>	L3-2	Develop a Corridor Management Entity of Group to provide direction and leadership for the future of the Byway. This effort should include the development and approval of Bylaws.
<input type="checkbox"/>	G2-3	Coordinate with all communities along the Byway to develop and promote walking tours of sites that relate to the Corridor Story and the intrinsic resources defined in the CMP.
<input type="checkbox"/>	J2-2	Coordinate publications and distribution with the Maryland HTURB, other state (planned) HTURB, the National Park Service, and the Underground Railroad Coalition and Tourism Entities (Chamber of Commerce, Tourism Office, etc.)
<input type="checkbox"/>	E1	Collaborate with the appropriate entities regarding plans for public sites in need of improved public access, for example: 1. Wildcat Manor, 2. Brecknock Park (On-Site House) and 3. Hunn Farm
<input type="checkbox"/>	J2-4	Create themed brochures that educate travelers about corridor sites and resources that are grouped and related to a specific theme along the Byway (ex. historic sites, interpretive centers, tours, etc.).
<input type="checkbox"/>	A4-3	Create a Byway specific bike trails and routes brochure or related document.
<input type="checkbox"/>	M4-1	Coordinate with Delaware Greenways & Trails and other existing and future Byways to implement joint ventures and projects.
<input type="checkbox"/>	D4-3	Improve/develop and identify the Byway gateways, specifically the entry nodes at the Maryland and Pennsylvania border.
<input type="checkbox"/>	F2-2	Support the State of Delaware's effort to develop state-wide trail system, including Brecknock Park.
<input type="checkbox"/>	G1-3	Create GPS tours and geocaching guides with a focus on the HTURB corridor.
<input type="checkbox"/>	J4-9	Develop a Marketing and Promotion committee that includes graphic artists and marketing professionals
<input type="checkbox"/>	E1-2	Support the efforts of the Kent County Government to appropriately develop Brecknock Park and preservation efforts for the historic resources on the property.
<input type="checkbox"/>	11-1	Establish a Scenic Byway Interpretive Plan for intrinsic sites and potential interpretive locations. The plan should provide an inventory of existing and planned interpretive signage, design and propose new interpretive signage, and present possible funding sources for fabrication and installation.
<input type="checkbox"/>	15-1	Conduct a Wayfinding and Interpretation Assessment Plan (WIAP) to inventory and proposed planned wayfinding and interpretive signage along the Byway.
<input type="checkbox"/>	17	Continue to develop, define, research and promote the different traveler stories and experiences heading north to south and south to north along the Byway.
<input type="checkbox"/>	J2-3	Develop a corridor itinerary publication (web accessible) that will direct travelers along the Byway. Provide suggested travel timeframes with suggested sites, such as 1 hour visits, 4 hour visits, and so on.

Long -Term Action Item Priority List

Completed?	Action Item Reference	Action Item
<input type="checkbox"/>	I2-1	Coordinate and develop potential Interpretive Centers at the following potential locations: 1. First State Heritage Park Welcome Center, 2. Smyrna Opera House, 3. Camden and Wilmington Friends Meeting House, 4. Norman G. Wilder Area near Longwood Farm (Henry Cowgill Farm) on SR 10 in Kent County - Interpretive Signage, 5. Wildcat Manor, 6. Delaware Historical Society, Wilmington
<input type="checkbox"/>	G4	Work to improve traveler amenities along the Byway such as public restrooms and picnic sites, lodging and dining facilities, as well as shops and restaurants.
<input type="checkbox"/>	H2-3	Support archaeological investigations and the development of the Hunn Property and Wildcat Manor.
<input type="checkbox"/>	I4	Establish "gateways" and/or attractive welcome signs at entry points; Establish information centers/welcome centers at key points along the corridor.
<input type="checkbox"/>	D3-2	Work with the Maryland and Pennsylvania (planned) HTURB to ensure a seamless transition between Byway ordinances and policies at the state lines.
<input type="checkbox"/>	H2-1	Restore the Brecknock House at Brecknock Park in Dover and support the development and enhancement of visitor amenities at the park.
<input type="checkbox"/>	I2-2	Coordinate potential visitor facilities and interpretive sites (smaller than interpretive centers) at the following locations: <b>New Castle County:</b> 1. Wilmington Friends Meeting House, 2. Delaware Historical Society, 3. New Castle Court House Museum, 4. Corbit-Sharp House and Historic Odessa Foundation <b>Kent County:</b> 1. Camden Friends Meeting House, 2. Star Hill AME Church, 3. Old State House Museum, 4. John Dickinson Plantation, 5. Bombay Hook National Wildlife Refuge
<input type="checkbox"/>	M2	Develop a corridor Master Plan to address goals for landscaping, signing, trail networks, scenic viewing areas, public staging areas, interpretation, wildflower sites, and gateways.
<input type="checkbox"/>	N2-1	Ensure signage consistency with local wayfinding signage (ex. Wilmington, Dover, etc.)
<input type="checkbox"/>	L2-2	Create a Fundraising Plan that will guide future fundraising efforts of the Byway.

On-Going Action Item Priority List

Completed?	Action Item Reference	Action Item
<input type="checkbox"/>	G1-1	Create real experience tours (ex. walk in the footsteps of...).
<input type="checkbox"/>	I3	Continue to research the significance of the corridor story and associated themes.
<input type="checkbox"/>	M5	Provide information to the traveling public to educate them about the corridor's resources and the corridor story.
<input type="checkbox"/>	K4	Work with the National Scenic Byways Program; Seek designation as a National Scenic Byway or All-American Road; Seek NSB Grant Funding for future projects (as available)
<input type="checkbox"/>	J6	Promote the Byway through social media (Facebook, Twitter, Google Plus, etc.).
<input type="checkbox"/>	J5	Promote the Byway through existing and new internet-based applications; Utilize the existing website (www.harriettubmandelaware.com) to promote and expand the audience for the Byway story and visitation.
<input type="checkbox"/>	I3-5	Continue to foster collaboration between researchers and provide events to highlight current and on-going research projects.
<input type="checkbox"/>	M4-3	Coordinate with the Pennsylvania Byways and Maryland Byways Programs, specifically related to additional and future Harriet Tubman Byway routes.
<input type="checkbox"/>	L2-3	Work with the communities along the corridor to raise funds for the support of the Action Plan and to achieve the Corridor Vision.
<input type="checkbox"/>	G1-2	Create child-oriented tours with sites and educational material/interpretation.
<input type="checkbox"/>	D8	Ensure that the Corridor Vision and route alignment is included (adopted) in local government Comprehensive Plans; Work with local governments to identify areas of their Comprehensive Plans that achieve the Corridor's Goals and Strategies; Review the local Comprehensive Plans on a regular basis.

## 11.0 Wayfinding, Interpretation, Gateways and Signage

This chapter will present a general summary of the wayfinding, interpretation and signage found along the HTURB corridor and present opportunities for future gateway development. It is important to first distinguish the difference between these mediums.

### National Scenic Byway CMP Point #14

A description of what you plan to do to explain and interpret your byway's significant resources to visitors.

#### 11.1 Wayfinding

Wayfinding (sometimes referred to as waymarking) is much more than just signage. Wayfinding encompasses all of the methods that people use to orient themselves in a particular area or space, and also aides in getting a person from one place to another. Wayfinding can take the form of signage, but it can also be a map, brochure, audio driving tours, website, or a GPS unit. These non-signage forms of wayfinding are often referred to as “soft” wayfinding.

Urban planner Kevin A. Lynch coined the term in his 1960 book *Image of the City*, where he defined wayfinding as “a consistent use and organization of definite sensory cues from the external environment”.

Wayfinding design and planning is the process of organizing information to help users find their way. This information is commonly spatial and environmental and is often the result of a deliberate plan or series of plans. Traditional signage design is only one small component of wayfinding. To be efficient, a good wayfinding plan assesses all of the environmental issues that affect the user’s ability to find their way. A wayfinding plan and/or design approach can produce a high-quality communications solution, because it can identify sources of confusion in the environment, which may be operational, organizational, having to do with nomenclature, or due to the design of the site or resource itself. The wayfinding plan can then resolve the issues and evolve an appropriate solution. The HTURB group declared during the community workshops held for this CMP that they would like to see a full-scale, detailed Wayfinding and Interpretation Assessment Plan (WIAP) produced in the short-term (1-2 years).

##### 11.1.1 Wayfinding Goals and Objectives

The HTURB has very little existing wayfinding in place, both in the form of signage along the corridor, and “soft” wayfinding such as brochures, maps and booklets. The corridor can be difficult to navigate due to many road name changes, turns and deviations, difficult urban areas (Wilmington, Dover), limited or missing street signage and rural areas. The HTURB is in critical need of accurate and efficient wayfinding and a WIAP will be critical to ensuring the Byway traveler’s experience.

### Wayfinding Goals and Objectives

- Reflect the corridor's history and culture in wayfinding design solutions
- Enhance the arrival and wayfinding experience along the corridor
- Provide information to assist travelers so they can easily access the corridor's intrinsic resources
- Enhance the HTURB's image as an accessible, attractive, and active destination through distinctive, themed/branded helpful graphics and wayfinding mediums
- Present the travelling public with a unified and cohesive wayfinding system that is recognizable and unique
- Simplify traffic patterns by directing the travelling public along the most desirable routes
- Remove Byway traveler's anxieties and make their experiences more memorable
- Utilize wayfinding to encourage repeat visitation to the corridor
- Coordinate signage with other Byways in the region, especially the HTURB in other states



#### 11.1.2 Wayfinding Categories

The following list of wayfinding categories group the different forms of wayfinding into similar areas:

##### **Gateway/Entrance**

Identifies the gateways/entrances to the HTURB corridor and its associated intrinsic resources. These features can be located at the termini of the Byway and also at key locations along the Byway where main access points enter or merge with the HTURB.

##### **Orientation**

Identifies direction and distances to resource points and other points of interest.

##### **Identification**

Indicates the names of resources and point of interest along the Byway corridor.

##### **Interpretive**

Instructs or provides the educational information about a site, resource, or location.

##### **Regulatory**

Provides the traveler with rules, laws, or safety information.

**Temporary**

Provides travelers with information about temporary hazards, special events, or temporary construction (redevelopment, etc.).

**11.2 Gateways**

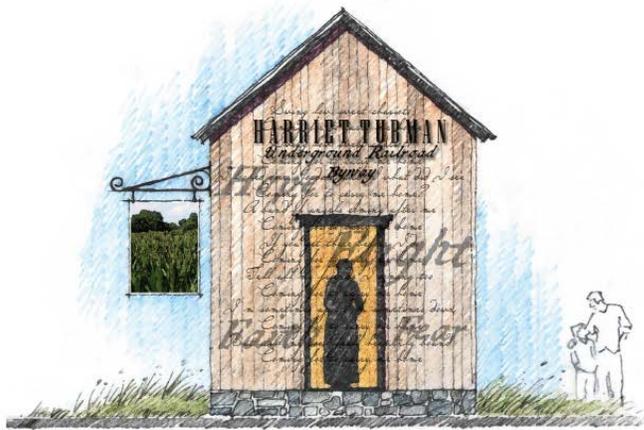
As stated above in the wayfinding chapter, gateways identify the HTURB corridor and its associated intrinsic resources to travelers. Gateways can be located at the termini of the Byway and also at key locations along the Byway where main access points enter or merge with the HTURB. Gateways announce the Byway to travelers and offer a sense of destination.

One of the key locations that will be presented in this CMP is located near the Maryland border at the Caulk-Denney Tract parking lot currently owned by the Delaware Department of Natural Resources and Environmental Control (DNREC). This site is in an opportune location for a gateway as it announces the HTURB Delaware corridor to travelers entering Delaware and leaving the HTURB in Maryland. It will also provide a key location for Delaware specific interpretation about the HTURB Delaware corridor story and provide a potential site for parking and traveler facilities.

The following section presents some conceptual designs for HTURB gateways. These conceptual designs were presented to the public in June 2012 and comments were collected and passed along to the Steering Committee and DeIDOT for further phases of gateway development. The original intent of these gateway designs was for possible construction at the Caulk-Denney Tract for use as a gateway and traveler facility location.

The two (2) most preferred conceptual gateway designs as voted on by the public (during the June 2012 meetings) and the Steering Committee were concepts #2 and #4.

CONCEPT ONE



**"SAFE HOUSE" GATEWAY CHARACTER SKETCH**  
 This gateway is reminiscent of a safe house along the underground railroad. A cast iron silhouette illustrates a figure standing in the doorway ushering a safe respite. The words Hope, Flight, Faith and Fear are engraved into the boards of the structure. The background text depicts the words to "Swing Low Sweet Chariot" to pay homage to the hymnals that were used to signal escape.



**CHARACTER IMAGES**  
 Top left to lower right: simple residential structures along the byway, Harriet Tubman's hymn book, lettering engraved in wood, Harriet Tubman, agriculture occurring along the byway, artwork of escaping slaves

**HARRIET TUBMAN**  
*Underground Railroad Byway*


  
DIX LATHROP  
 2012 DELAWARE TRANSPORTATION TRUST  
 6.1.2012

CONCEPT TWO



"BIG DIPPER COLUMN"

The gateway in this concept is a simple iron obelisk with artwork panels (one per side) depicting escaping slaves under a bright night sky. The base is made from traditional clay brick with a limestone cap and plaque. The artwork is intended to be back lit at night to provide a glow to the Big Dipper and sky.

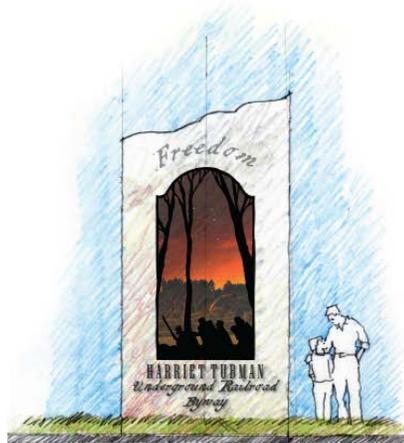


ARTWORK

The artwork depicts a group of escaping slaves under a bright night sky. The image on the left illustrates the Big Dipper. The silhouettes are black powder-coated aluminum panels. The background image is a hand painted scene.



CONCEPT THREE



"STONE MONUMENT GATEWAY"

This gateway monument is of a natural indigenous stone (granite) slab. A single word "Freedom" is carved into the upper portion of the monument. The logo consists of a black iron frame with a silhouette of a forest and Harriet Tubman guiding escaping slaves to freedom. The background image is an artistic rendering of the surrounding countryside



CHARACTER IMAGES

Top left to lower right: rough hewn granite marker, wrought iron detail, artwork depicting escaping slaves, Harriet Tubman guiding slaves to freedom, State Park monument, artwork example



CONCEPT FOUR



"SILHOUETTE PANEL GATEWAY"

This gateway monument is of a natural indigenous stacked stone base with a limestone cap. The upper portion of the monument consists of a silhouette of Harriet Tubman guiding escaping slaves to freedom. The silhouette is made from aluminum panels powder-coated black. The surrounding landscape consists of native pines and the Delaware state tree, the American Holly.



CHARACTER IMAGES

Top left to lower right: statue in silhouette, stacked stone wall, black metal signage, Harriet Tubman guiding slaves to freedom, traditional stone monument, American Holly



### 11.3 Interpretation

As defined by the National Association for Interpretation the definition for interpretation is a mission-based communication process that forges emotional and intellectual connections between the interests of the audience and the meanings inherent in the resource. (Source: National Association for Interpretation, 2008) In essence, interpretation allows for a viewer or user of a resource to receive education and information about the resource. This is a vital function for the Scenic Byway industry as traveler’s long for information about a corridor’s resources. This section will review interpretation and how it can be used along the HTURB. This section will address different mediums, themes, and principals.

Interpretation can help accomplish the HTURB’s Vision, build a knowledgeable constituency for supporting the corridor’s goals and strategies, encourage a sense of stewardship among visitors and stakeholders, and help educate the travelling public. Interpretation encourages curiosity and provokes thought. It can be more than words and images. It can be incorporated into buildings and elements without labels or explanation.

#### 11.2.1 Interpretive Mediums

There are a variety of mediums that can be used for the production and delivery of interpretation. Some of these are as follows:

##### Tours

Travel groups led along the corridor or at specific resources by trained and knowledgeable individuals. Tours will be a critical activity for the HTURB as much of the corridor story is about the movement of freedom seekers and many of these pathways and routes are not

clearly documented or visible, so tour operators can lead travelers along possible perceived routes and enhance visitor's imagination. Night tours could enhance the visitor's imagination if they too experience the difficult journey to be hidden as on traveled.

### **Signage**

Signage may be placed for purposes of sharing information or messages. Signage may also be free standing or incorporated into a building or structure/resource. Interpretive elements might be included with other types of signage such as wayfinding/maps with an interpretive sidebar.

### **Media/Digital Technology**

Devices that use technology to share information or messages such as personal data assistants (PDAs), smart phones, electronic kiosks linked to global positioning systems (GPS), sound wands or listening devices linked to broadcast systems, and low wattage FM radio systems. This is an emerging and ever-advancing area of visitor interpretation. Social media can assist this area of interpretation, including use uploaded videos, input, blogs, or other social media mediums.

### **Programming**

Non-recurring events held for a specified period of time and date(s), such as special events, classes, lectures, symposia, and workshops.

### **Web Learning**

Information and images shared over the internet such as activities, games, curriculum, identification, and graphics.

### **Exhibits**

Three dimensional displays, or activities, designed to be self-explanatory (independent of program or guide).

## **11.2.2 Interpretive Categories/Themes**

The HTURB encompasses the significant themes of Harriet Tubman and the story of the Underground Railroad. In addition, many "side-stories" or "sub-stories" can be tapped into for potential interpretation and increased visitor appreciation. Interpretation should focus on these themes and geographic areas/zones should be developed where these themes are most prominent (Hunn Farm, Meeting Houses, etc.). Examples of possible themes are freedom, slavery and religion.

## **11.2.3 Interpretive Principals**

The following principals are guidelines that interpretive material or mediums should follow:

- **Be appropriate and to the point** - All elements of signage and interpretation along the corridor should be in scale to the use and user.
- **Be of consistent attitude** - Everything seen and experienced by the public should reflect a consistent attitude and philosophy of the HTURB. Publications (fliers,

brochures, announcements, website, etc.) should have a cohesive and harmonious design and style indicating that they emerge from and represent the HTURB.

- **Engage all senses** - When appropriate, use plants or other natural materials for color, texture, smell, light, sound, and scale to tell or enhance a story.
- **Embrace change** – Keep in mind that things will grow, change, and even decay over time. Allow these natural properties to be part of the aesthetic message, and prepare for them in the early design stages.
- **Fit the historic context** - The design of signs and markers should draw from the historical elements of the HTURB without replicating them. Designs can hearken backward, but take initiative to find innovation.
- **Use character befitting the place** - The character of signs should fit within forms and function of the location and region. Configure and juxtapose displays, pathways, buildings, parking, and outdoor interpretive shelters in an effort to retain the naturalistic environment that visitors enjoy. The CSS Manual prepared by DelDOT may be a useful resource to ensure this area of concerns is addressed.
- **Structures and materials tell the story** – Style, design and material types tell the story just as well as words and graphics do. Also, a structure can allow people to circulate in one direction, but not another. It can frame, inhibit, or enhance views. It can allow one to sit, or not, and encourage places for people to converse acoustically, or not. Allow for the materials to reflect the story and the feeling that the story or interpretation is attempting to convey.
- **Place only a few, small, harmonious signs** - As signs, markers and other built elements are physical, man-made items in natural landscape have the potential to distract from the immersive quality of the intrinsic resource. Allow the traveler to feel that they are in a natural and “untouched” setting. Again, the CSS Manual prepared by DelDOT may assist with this.
- **Be unobtrusive** - Locate signs or markers in the landscape so that they are surrounded by vegetation when possible, appearing as if they have been there for a long time even when they are new.
- **Be polite** - All signs and interpretation should have good manners. They should be warm and even imperfect as though they have been influenced by the human hand and mind of a craftsman.
- **Cluster and incorporate** - Wherever possible, interpretive markers should be located near and incorporated into the design of other built elements so that we do not litter the landscape with signs.
- **Use positive language** - When possible, regulations should be stated in positive language, emphasizing what behavior is desired instead of what is not to be done.
- **Communicate effectively** - Interpretation and wayfinding rely on communication. In order to communicate effectively, the HTURB must portray a recognizable identity and brand.
- **Acknowledge contributions** - There is opportunity to place donor recognition at built elements including shelters, benches, graphic panels, and their supports. Ideally, visual recognition (engraved name/symbol, or place, etc.) will occur in a designated place on specific built elements in a standard design style. When possible and appropriate, donor recognition should be consolidated.

### 11.3 Next Steps

The HTURB Steering Committee should focus on the recommended next steps in an effort to create a wayfinding and interpretation atmosphere along the corridor that achieves the vision and goals of the communities and this CMP:

#### **National Scenic Byway CMP Point #11**

**A plan to make sure that the number and placement of highway signs will not get in the way of the scenery, but still be sufficient to help tourists find their way. This includes, where appropriate, signs for international tourists who may not speak or read English fluently.**

- Conduct an inventory of all existing and planned wayfinding and interpretation along the entire corridor, and possibly the region. This inventory should be in GIS and GPS formats and should contain a condition assessment and a photo log.
- Create an interpretive plan matrix that identifies, for each category, the statement of significance, subthemes, the target audience/market, and what services and media will be used.
- Break the HTURB corridor into interpretive zones or regions (if desired). These zones or regions will represent different themes or subthemes and will be presented with independent challenges and opportunities.
- Coordinate with the Maryland HTURB marketing and branding campaign.
- Address maintenance and operations of the wayfinding and interpretation along the corridor, both existing and planned. Coordination with DelDOT and local municipalities is critical. Also, adherence and a thorough understanding of the Manual on Uniform Traffic Control Devices (MUTCD) is important.
- Create a Wayfinding and Interpretation Design Manual that should be shared with local and state regulatory entities. This Design Manual can be part of the WIAP, if desired.
- Develop a series of prototype signs and panels that others can use in order to be consistent with the planned HTURB wayfinding and interpretation.
- Assess the multi-lingual wayfinding and interpretation needs of the corridor.
- Ensure that the number and placement of signs will not impact traveler safety or the visitor's experience.

## Definitions and Acronyms

**Abolitionism** - In Western Europe and the Americas abolitionism was a movement to end the slave trade and set slaves free. Abolitionists were people who wanted to do away with slavery.

**All-American Roads (AAR)** - Public roads that have been designated by the federal government as satisfying National Scenic Byways criteria and have satisfied the additional criteria and requirements for designation as All-American Roads pursuant to the National Scenic Byways Program and its implementing legislation and regulations. All-American Road status is the highest designation that can be achieved through National Scenic Byways.

**American Civil War** – Also known as the War Between the States, the American Civil war was a civil war in the United States of America that began in 1861. Eleven (11) Southern slave states declared their secession from the U.S. and formed the Confederate States of America (the Confederacy). Led by Jefferson Davis, they fought against the U.S. federal government (the Union, led by Abraham Lincoln), which was supported by all the free states and the five (5) border slave states. Delaware was one of the five (5) border states.

**Antebellum Period** – This term refers to the timer before the war. Usually it is specific to the time period before the Civil War (1815-1861).

**Annual Average Daily Traffic (AADT)** - The Annual Average Daily Traffic (AADT) is the total volume of vehicular traffic on a roadway throughout the entire year divided by 365 days (Annual Volume / 365 = AADT). The AADT tells how many vehicles utilize a roadway.

**Appoquinimink** – A river in northern Delaware. Also a term used for people or cultures of the area surrounding the river.

**Archeological Resources** - The physical evidence or remains of known historic or prehistoric human life, activity or culture in Delaware. For example, significant ruins, artifacts, inscriptions, structural and/or human remains may all be considered archeological resources. These resources differ from historic resources in that they may have existed before written records were kept in an area.

**Attraction** - A specific site, building, structure, event, or other occurrence that can be physically entered, attended, or seen. Example: Museum, aquarium, park, monument, festival.

**Commemorative/Interpretive Sites (I)** - Sites that commemorate specific Underground Railroad events or interpret the general history of the Underground Railroad, including museums and historical markers.

**Comprehensive Plan** - A general community plan that describes land use patterns according to whether a given district or parcel will be devoted to residential, commercial, or industrial use. Such a plan also includes transportation, public facilities, and sometimes social services or redevelopment (urban renewal) plans.

**Confederate** – The Confederate States of America (also called the Confederacy, the Confederate States, C.S.A. and The South) was a government established from 1861 to 1865 by eleven Southern slave-owning states that had declared their secession from the United States.

The Confederate Constitution of seven state signatories — South Carolina, Mississippi, Florida, Alabama, Georgia, Louisiana, and Texas — formed a "permanent federal government" in Montgomery, Alabama. In response to a call by Lincoln for troops from each state to recapture Sumter and other lost federal properties in the South, four additional slave-holding states — Virginia, Arkansas, Tennessee, and North Carolina — declared their secession and joined the Confederacy. Missouri and Kentucky were represented by partisan factions from those states. (Source: Frank L. Owsley, "State Rights in the Confederacy", Chicago, 1925).

**Corridor** - The road or highway right-of-way and the adjacent area that is visible from and extending along the highway. The distance the corridor extends from the highway could vary with the different intrinsic qualities. (Federal Register, National Scenic Byways Program, 1995)

**Corridor Management Plan (CMP)** - A written document that specifies the actions, procedures, controls, operational practices, and administrative strategies to maintain the scenic, cultural, historic, recreational, archeological and natural qualities of the scenic Byway. (Federal Register, National Scenic Byways Program, 1995).

**Cultural Context Sites (C)** - Connotes a site or area that is related to broad themes of the Underground Railroad historic context, such as the growth of free black communities and churches, abolitionist Quaker families and meetings/meeting houses, African Americans in the Civil War and others.

**Cultural Resources** - Portions of the human environment that express aesthetics, traditions, values and customs. Traditions are associated with distinct groups of people, which are passed on from one generation to the next. Cultural Resources include crafts, music, arts, dance or drama, rituals, tribal or ethnic customs, festivals, languages, museums, foods, special events, vernacular architecture, physical or recognized legacies, non-resource based recreational activities, and customs practiced by people, either in the past or present.

**Delaware Transit Corporation (DART)** - Provides public transportation services for the state. Created in 1994 by the Delaware State Legislature to manage and operate public transit along with the *Delaware Administration for Specialized Transport, Delaware Railroad Administration, and Commuter Services Administration*. From this merger arose the name change to *DART First State*.

**Dover Eight (8)** – A group of eight runways who had successfully eluded capture in a dramatic flight from Dorchester County.

**Emancipation Proclamation** - The Emancipation Proclamation consists of two executive orders issued by United States President Abraham Lincoln during the American Civil War. The first one, issued September 22, 1862, declared the freedom of all slaves in any state of the Confederate States of America that did not return to Union control by January 1, 1863. The

second order, issued January 1, 1863, named the specific states where it applied. In Delaware, the 40,000 or so remaining slaves were emancipated by the ratification of the Thirteenth Amendment in December 1865.

**Evocative Landscape Site (E)** - Connotes a site or area that visually evokes the general undisturbed historic landscape of this part of Delaware providing the traveler with an experience as removed as possible from contemporary intrusion.

**Federal Highway Administration (FHWA)** - The U.S. government agency which oversees all highway transportation issues for the nation.

**Federal Highway Beautification Act (FHBA)** - Refers to the national legislation regulating the construction of signage on the Interstate and Federal-Aid Primary highway systems.

**Freemen** - a person who is not a slave or in bondage

**Historical Marker** - Historical markers are usually placed at important historical locations and sites across the state. These markers offer historical facts, stories and interpretation regarding the sites.

**Hospitality Training** - is a form of customer service training specifically geared towards those in the hospitality industry who interact with customers

**Historical Resources** - Distinctive physical elements in the landscape, either natural or manmade, that reflect actions of humans as they relate to past events, sites, or structures. These Historical Resources symbolize an important era in Delaware history and portray a legacy of Delaware that educates viewers while providing an appreciation of the past. Resources may include buildings, Indian habitations, trails, engineering structures, settlement patterns and landscapes.

**Intermodal Surface Transportation Efficiency Act (ISTEA)** - Refers to the federal legislation which initiated the development of the National Scenic Byways Program.

**Intrinsic Resources** - The cultural, historical, archeological, recreational, natural or scenic qualities or values along a roadway that are necessary for designation as a National Scenic Byway. Intrinsic resources are features considered significant, exceptional and distinctive by a community and are recognized and expressed by that community in its comprehensive plan to be of local, regional, statewide or national significance and worthy of preservation and management.

**Intrinsic Qualities** - The basic characteristics of a Scenic Byway, corridor or trail. For Scenic Byways, the intrinsic qualities are categorized according to scenic, historic, recreational, cultural, natural, and archaeological factors.

**Level of Service (LOS)** - Level of Service is classified as a measure-of-effectiveness by which traffic engineers determine the quality of service of transportation infrastructure. The

transportation LOS system is classified using the letters A through F, with A being the best and F being the worst.

**Local Government** - A county, municipality, or consolidated city-county government.

**Metropolitan Planning Organization (MPO) or Metropolitan Transportation Planning Organization (MTPO)** - The forum for cooperative transportation decision making for the metropolitan planning area, as defined by Federal Transportation Planning Regulation 23 CFR 450.104. MPOs designated prior to the promulgation of this regulation remain in effect until re-designated in accordance with § 450.106 and nothing in this part is intended to require or encourage such re-designation.

**National Register of Historic Places** - The United States government's official list of districts, sites, buildings, structures, and objects deemed worthy of preservation. A property listed in the National Register, or located within a National Register Historic District, may qualify for tax incentives derived from the total value of expenses incurred preserving the property.

**National Scenic Byway (NSB)** - A roadway or corridor that is designated by the Federal government as satisfying the criteria for a National Scenic Byway pursuant to Section 1047(f) of Title 23 USC and any federal regulation and/or guidelines. These roadways offer drivers and passengers views of cultural, historical, archeological, recreational, natural or scenic resources and provide a relaxed recreational and educational experience.

**Natural Resource** - The natural environment such as wetlands, marshes, geological features, forests, landforms or topography, as well as water bodies and vegetation that are indigenous and characteristic of Oklahoma and its differing regions. These resources must show minimal evidence of exotic vegetation and adverse human disruption.

**Network to Freedom** - This National Park Service (NPS) project builds upon and is supported by community initiatives around the country as well as legislation passed in 1990 and the National Underground Railroad Network to Freedom Act of 1998. Historic places and educational or interpretive programs associated with the Underground Railroad are part of a network, eligible to use or display a uniform network logo, receive technical assistance and participate in program workshops.

**Primary Resources** - These are considered to be the most important resources along a scenic Byway corridor. In the Harriet Tubman Underground Railroad Byway CMP the Primary Resources are coded into four (4) categories: Underground Railroad Sites, Cultural Context Sites, Commemorative/Interpretive Sites, and Evocative Landscape Sites.

**Public Road** - A road which is open and available for use by the public and dedicated to the public use, according to law or by prescription.

**“Real Experience”** - To provide travelers with an experience that emulates or represents the actual experiences that took place at the specific site or location.

**Recreational Resources** - Those resources that provide either active or passive outdoor recreational activities directly dependent upon the natural or cultural elements of the landscape. These activities may include boating, saltwater and freshwater fishing, hiking, canoeing, camping (RV/Trailer and tent), biking, saltwater beach activities, wildlife viewing, horseback riding, driving, hunting, and picnicking.

**Secondary Resources** - Secondary resources are important attractors and destinations for the Scenic Byway corridor, though they may not reflect the corridor story directly and are therefore considered to be Secondary.

**Scenic Byway** - A public road having special scenic, historic, recreational, cultural, archaeological, and/or natural qualities that have been recognized as such through legislation or some other official declaration (Federal Register, National Scenic Byways Program, 1995).

**Scenic Resources** - A combination of natural and manmade features that give remarkable character to the visual landscape. These resources are striking in appearance and provide a pleasing and memorable experience to those who view them.

**Site** - A specific location.

**Site-Specific Interpretation** - Interpreting information to visitors at a specific attraction or site.

**Theme** - The concept, message, or idea that an interpretive program communicates to visitors.

**Transportation Equity Act of the 21st Century (TEA-21)** - Refers to the federal legislation which followed the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 and continued the implementation of the National Scenic Byways Program and its grant program.

**Underground Railroad** - an informal network of secret routes and safe houses used by 19th-century black slaves in the United States to escape to free states and Canada with the aid of abolitionists and allies who were sympathetic to their cause. The term is also applied to the abolitionists, both black and white, free and enslaved, who aided the fugitives.

**Underground Railroad Sites (U)** - These sites have verified association between individuals, events, and places with the network of people who assisted fugitive enslaved people in their escape to freedom.

**Union** - During the American Civil War, the Union was a name used to refer to the federal government of the United States, which was supported by the big twenty-three states which were not part of the secession attempt by the 11 states that formed the Confederacy. Although the Union states included the Western states of California, Oregon, and (after 1864)

Nevada, and the states generally considered to be part of the Midwest, the Union has been also often loosely referred to as "the North", both then and now.

**Viewshed** - The area of the landscape that is visible from any point along the road.

**Wayfinding** – Wayfinding encompasses all of the ways in which people and animals orient themselves in physical space and navigate from place to place.

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## Appendix

The following sections are provided as an appendix to the HTURB CMP.

## **Appendix A**

### **Full Intrinsic Resource List**

# Harriet Tubman Underground Railroad Byway (Delaware)

## Corridor Management Plan (CMP) - Intrinsic Resource List

Segment #	Resource ID #	Resource Name	Resource Category (Primary or Secondary)	Harriet Tubman URR Primary Resource Type *	Significance	
					Regionally	Nationally
<b>SEGMENT 1</b>						
1	1	Sandtown	Primary	U	X	
1	2	State Route 10 Agricultural Landscape	Primary	E	X	
1	3	Star Hill AME Church, Cemetery and Museum	Primary	I	X	
1	4	Henry Cowgill Farm Site	Primary	U, E	X	
1	5	Willow Grove	Primary	U, C	X	
1	6	Free Black Settlement Between Camden and Wyoming	Primary	C	X	
1	7	Zion AME Church	Primary	C	X	
1	8	Camden Historic District	Primary	C	X	
1	9	Camden Friends Meeting House	Primary	C, I	X	
1	10	Whatcoat Methodist Episcopal Church (Morningstar Inst.)	Primary	C	X	
1	11	Brinkley Hill	Primary	C	X	
1	12	Brecknock Park	Primary	C	X	
1	13	Great Geneva	Primary	C	X	
1	14	Wildcat Manor	Primary	C	X	
1	15	Happy Valley	Primary	C	X	
1	16	Dover Green	Primary	C	X	
1	17	Old State House	Primary	C		X
1	18	Delaware National Estuarine Research Reserve	Secondary			X
1	19	John Dickinson Plantation	Secondary		X	
1	20	First State Heritage Park and Welcome Center & Galleries	Secondary			X
<b>SEGMENT 2</b>						
2	21	Bombay Hook National Wildlife Refuge	Secondary			X
2	22	Hawkins Route to the Hunn Farm	Primary	E	X	
2	23	Landscape of Blackbird State Forest	Primary	E	X	
2	24	Ebenezer Church	Primary	E	X	
2	25	Site of the Farm of John Hunn, now Middletown High School	Primary	U	X	
2	26	Old St. Anne's Episcopal Church	Secondary		X	
2	27	Appoquinimink Friends Meeting House	Primary	U, I		X
2	28	Corbit-Sharp House	Primary	U, I		X
2	29	Odessa Historic District	Secondary		X	
<b>SEGMENT 3</b>						
3	30	Stewart Street in Port Penn (Free Black Settlement)	Primary	C	X	
3	31	Port Penn Interpretive Center	Secondary		X	
3	32	Augustine Wildlife Area	Secondary		X	
3	33	Fort Delaware	Secondary	E		X
3	34	Delaware State Route 9 (SR 9) Landscape	Primary	E	X	
3	35	Polktown near Delaware City (Free Black Settlement)	Primary	C, E	X	
3	36	Fort Dupont State Park	Secondary		X	
3	37	New Castle Courthouse Museum	Primary	U, I		X
3	38	New Castle Historic District	Secondary		X	
<b>SEGMENT 4</b>						
4	39	The Rocks-Fort Christina State Park	Primary	U	X	
4	40	Severn Johnson Home Site	Primary	U	X	
4	41	George Wilmer Home Site	Primary	U	X	
4	42	Comegys Munson Home Site	Primary	U	X	
4	43	Peter Spencer Plaza	Primary	I	X	

					Significance	
Segment #	Resource ID #	Resource Name	Resource Category (Primary or Secondary)	Harriet Tubman URR Primary Resource Type *	Regionally	Nationally
4	44	Tubman-Garrett Riverfront Park and Market Street Bridge	Primary	C, I		X
4	45	Wilmington Old Town Hall	Primary	U, I	X	
4	46	Thomas Garrett Home Site	Primary	U, I		X
4	47	Quaker Hill Historic District	Primary	C, E	X	
4	48	Wilmington Friends Meeting House and Cemetery	Primary	U, C, I		X
4	49	Elwood Garrett Home Site	Primary	C	X	
4	50	Joseph Walker Home Site	Primary	U	X	
4	51	Henry Craige Home Site	Primary	U	X	
4	52	Centreville	Primary	C	X	
4	53	Thomas Garrett Route to Longwood	Primary	C, E	X	

**\* Resource Type**

**Underground Railroad Sites (U):** These sites have verified association between individuals, events, and places with the network of people who assisted fugitive enslaved people in their escape to freedom.

Underground Railroad historic context such as the growth of free black communities and churches, abolitionist Quaker families and meetinghouses, African Americans in the Civil War and others.

**Commemorative/Interpretive Sites (I):** Sites that commemorate specific Underground Railroad events or interpret the general history of the Underground Railroad, including museums and historical markers.

**Evocative Landscape Site (E):** Connotes a site or area that visually evokes the general undisturbed historic landscape of this part of Delaware providing the traveler with an experience as removed as possible from contemporary intrusion.

## **Appendix B**

### **Public Notices and Press Releases**

# Harriet Tubman Underground Railroad Byway – Delaware Public Workshop Press Release – May 2011

## *Workshop Locations and Times:*

*June 20 - Historic Odessa Bank, Odessa, DE - 6:00 to 7:30pm*

*June 21 – (Tentative) Camden Friends Meeting House, Camden, DE - 6:00 to 7:30pm (Tentative)*

*June 22 – Wilmington Friends Meeting House, Wilmington, DE – 6:00 to 7:30pm*

## **What is the Goal of the Public Workshops?**

A series of Public Workshops are being held along the Harriet Tubman Underground Railroad Byway (HTURB). The Public Workshops are a vital component to the success and effectiveness of the Corridor Management Plan (CMP). The goals, concerns, and wishes of the Harriet Tubman Underground Railroad Byway community will be summarized and presented in the CMP, and the Public Workshops provide the forum for gathering and summarizing these items. The Public Workshops provide the public with the opportunity to ask questions, voice their concerns, and help make the Harriet Tubman Underground Railroad Byway CMP a valuable and effective document that will truly be the voice of the corridor and its communities.

## **What are the Scenic Byway Limits?**

The HTURB corridor is approximately 90 miles travelling through the State of Delaware. The corridor passes through the communities of Sandtown, Camden, Dover, Smyrna, Clayton, Townsend, Middletown, Odessa, Port Penn, Delaware City, New Castle, and Wilmington.

The Harriet Tubman Underground Railroad Byway Corridor Management Plan (CMP) is a collaboration of efforts between the Delaware Department of Transportation, the Underground Railroad Coalition, residents, business owners, and any other individuals with a vested interest in the HTURB.

## **What is a Corridor Management Plan (CMP)?**

The Harriet Tubman Underground Railroad Byway CMP is a document that is required as a State of Delaware Scenic Byway and for future designation as a National Scenic Byway (NSB) or an All-American Road (AAR). The Harriet Tubman Underground Railroad Byway CMP will describe the current corridor conditions, evaluate the intrinsic resources, outline the many community's goals and strategies for the corridor, and guide the future of the Byway. It is being created with the participation of persons representing broad interests along the Byway. It will incorporate information on the preservation, development, and promotional activities which these agencies and individuals have already implemented, and describes future plans for traveler improvements, the management of intrinsic qualities, interpretive development, improvements in tourism facilities and services, sign installation, and marketing.

The Harriet Tubman Underground Railroad Byway (HTURB) Corridor Management Plan (CMP) is intended to provide a collection of information that will assist in the preservation, promotion, interpretation, enhancement, and management of the intrinsic resources found throughout the HTURB corridor. This CMP will attempt to foster economic planning and activity within the HTURB communities and provide direction and foresight as to the proper course of promotion, use, and preservation of the corridor's resources.

This CMP is an extension of the people – the people of the Harriet Tubman Underground Railroad Byway. The diverse goals and wishes of the many communities along the corridor will be assembled and unified in the CMP, to give a common voice that will be heard and understood by all. This unification and common ground assembled in the CMP will be the promoter and the protector of the HTURB corridor for decades to come.

The mission for this Corridor Management Plan is to produce a document which is:

- **Comprehensive**, addressing all aspects of the corridor including roadway conditions, intrinsic qualities, visitor experiences, signage, and marketing
- **Consistent** and **Coordinated** with existing plans and people including: local and state governments, businesses, communities, agencies (including the Delaware Department of Transportation)
- **Guiding** in terms of the direction for the future it will provide through management guidelines
- **Creative** and **Visionary**
- **Integrated** with CMPs and programs in other states
- **Dynamic and Responsive** to changes over time, while sensitive to preservation
- **Specific** rather than general, containing well-defined and achievable strategies
- **Long-term** with definitive plans for the initial years and direction for the future
- **Feasible** and **Realistic**

## What are the Benefits of Scenic Byway Designation?

Some of the benefits of Scenic Byway Designation are:

- **Promotion** - The Harriet Tubman Underground Railroad Byway will be promoted nationally and internationally through the Delaware Byways Program and the National Scenic Byways Program. Communities can benefit from statewide campaigns and local efforts that are designed to draw the traveler to their communities.
- **Preservation** - Preserving the Intrinsic Qualities of the Harriet Tubman Underground Railroad Byway is essential to its long-term integrity and sustainability. Byways create legacies and offer opportunities to preserve special places.
- **Partnerships** - Even before nomination or designation, citizens and key stakeholders are engaged to create and foster a Byway vision. Partnerships, both formal and informal, are needed to begin and sustain a successful byway. Many partners bring new resources to the table through their knowledge of the area, expertise, personal commitment and access to public or private funding sources. Scenic Byway designation offers the opportunity to expand partnerships well beyond local or state boundaries.
- **Pride** - Scenic Byway designation can instill a greater sense of awareness and pride among citizens. Neighbors learn and share with one another. People work with each other to identify the resources that the community believes form the basis of the story of the byway. Byways attract volunteers who may help clear a trail, repair or restore a building, participate in planning, or advance the overall interest of the byway in the community. The Byway itself may become the connecting force between communities along a route.
- **Funding** - Many funding opportunities are offered to designated Scenic Byways that can assist the Byway in achieving their goals. For example, \$40+ million was authorized for National Scenic Byway Program funding in FY2010.

## What are the Next Steps?

The information gathered from the Public Workshops will be summarized and included into the Draft Corridor Management Plan. Further research will take place regarding the background conditions and history of the Bwyay, as well as funding opportunities, marketing and promotion, signage, and preservation/conservation. Once the Draft CMP is complete it will be distributed to the community for review and comment. The revisions and comments will be incorporated into a Final CMP.

# Harriet Tubman Underground Railroad Byway – Delaware Public Workshop Press Release – March 2012

## *Workshop Locations and Times:*

*March 12, 2012 – Odessa Bank, 201 Main Street, Odessa, DE, 6:30-8:00pm*

*March 13, 2012 – Wilmington Friends Meeting House, 401 N. West Street, Wilmington, DE, 6:30-8:00pm*

*March 14 – Camden Friends Meeting House, 122 E. Camden Wyoming Avenue, Camden, DE 6:30-8:00pm*

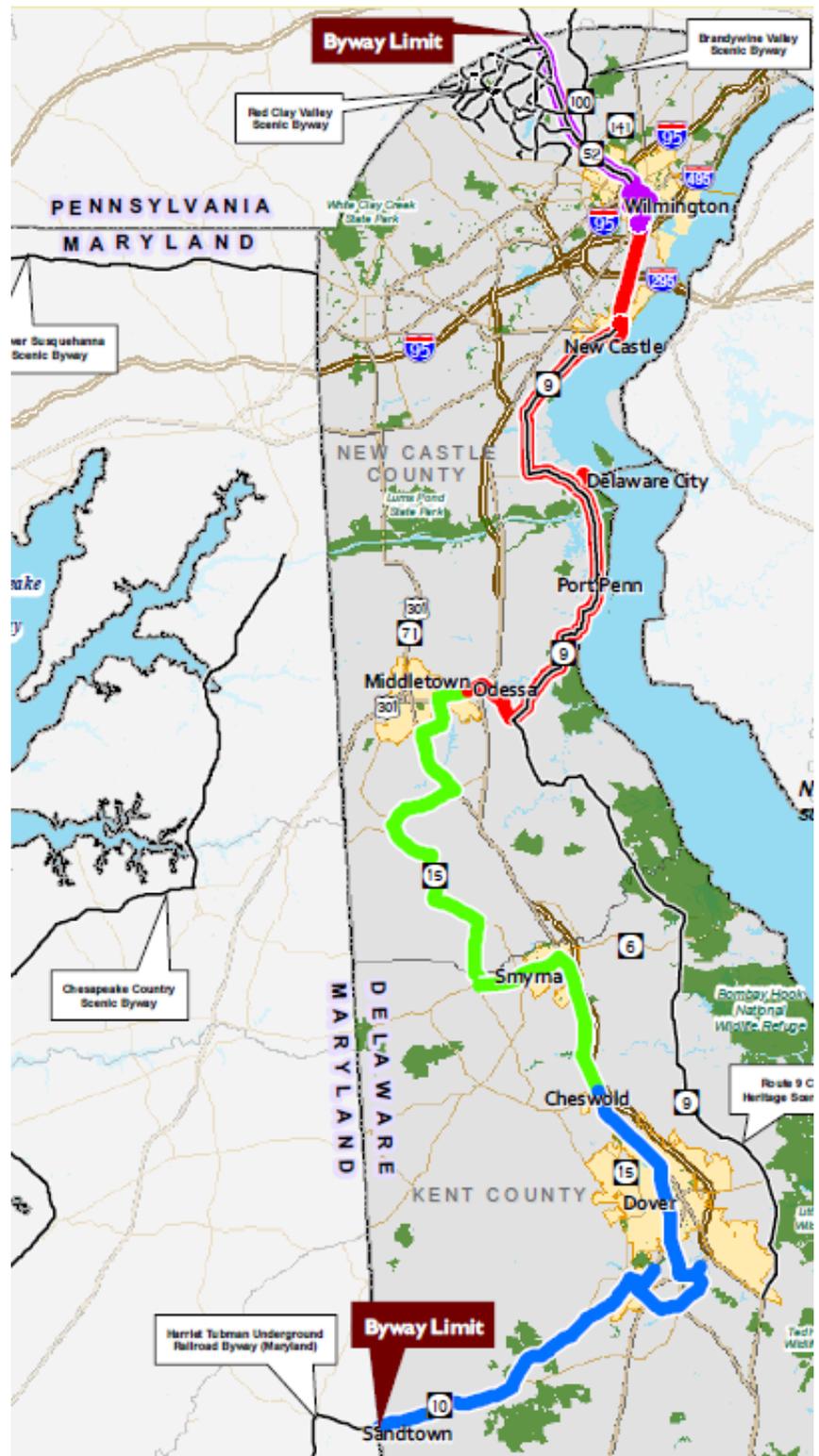
## **What is the Goal of these Public Workshops?**

A series of three (3) Public Workshops are being held along the Harriet Tubman Underground Railroad Byway (HTURB). This is the second series of Public Workshops held (first series in November 2011) for the HTURB Corridor Management Plan (CMP) development. The Public Workshops are a vital component to the success and effectiveness of the Corridor Management Plan (CMP). The goals, concerns, and wishes of the Harriet Tubman Underground Railroad Byway community will be summarized and presented in the CMP, and the Public Workshops provide the forum for gathering and summarizing these items. The Public Workshops provide the public with the opportunity to ask questions, voice their concerns, and help make the Harriet Tubman Underground Railroad Byway CMP a valuable and effective document that will truly be the voice of the corridor and its communities.

## **What are the Scenic Byway Limits?**

The HTURB corridor is approximately 90 miles travelling through the State of Delaware. The corridor passes through the communities of Sandtown, Camden, Dover, Smyrna, Clayton, Townsend, Middletown, Odessa, Port Penn, Delaware City, New Castle, and Wilmington (see map to the right).

The Harriet Tubman Underground Railroad Byway Corridor Management Plan (CMP) is a collaboration of efforts between the Delaware Department of Transportation, the Underground Railroad Coalition, residents,



business owners, and any other individuals with a vested interest in the HTURB.

### **What is a Corridor Management Plan (CMP)?**

The Harriet Tubman Underground Railroad Byway CMP is a document that is required as a State of Delaware Scenic Byway and for future designation as a National Scenic Byway (NSB) or an All-American Road (AAR). The Harriet Tubman Underground Railroad Byway (HTURB) Corridor Management Plan (CMP) is intended to provide a collection of information that will assist in the preservation, promotion, interpretation, enhancement, and management of the intrinsic resources found throughout the HTURB corridor. This CMP will attempt to foster economic planning and activity within the HTURB communities and provide direction and foresight as to the proper course of promotion, use, and preservation of the corridor's resources.

### **What are the Benefits of Scenic Byway Designation?**

Some of the benefits of Scenic Byway Designation are:

- **Promotion**
- **Preservation**
- **Partnerships**
- **Pride**
- **Funding**
- **Community Visioning**

### **What are the Next Steps?**

The Public Workshop Series #2 will allow for the Project Team to capture input and feedback regarding the Draft CMP. The input received at these Public Workshops will be incorporated into the Final CMP.

For more information please visit [www.harriettubmandelaware.com](http://www.harriettubmandelaware.com).

# Be a Part of Something Great!

Join us for a Focus Group meeting to provide input and comments on the Harriet Tubman Underground Railroad Byway Corridor Management Plan (CMP) in your community.

## *Project Purpose*

The Focus Group meeting will provide an opportunity for you to contribute your thoughts and ideas for the development and future of Delaware's Harriet Tubman Underground Railroad Byway. The CMP will develop a vision with goals and strategies for the future preservation, promotion, and enhancement of the Byway and its communities.

## *Focus Group Meeting Details*

This is the second series of Focus Group meetings. Each series includes seven (7) individual Focus Group meetings.

**You are invited to attend the Focus Group meeting of your choice, listed in the sidebar to the right.**

For more information, please contact:

- Annamay Decker, (302) 760-2114, [annamay.decker@state.de.us](mailto:annamay.decker@state.de.us)
- Carol Truppi, (302) 760-2128, [carol.truppi@state.de.us](mailto:carol.truppi@state.de.us)
- Ann Gravatt, (302) 760-2254, [ann.gravatt@state.de.us](mailto:ann.gravatt@state.de.us)

Visit our website at [www.harriettubmandelaware.com](http://www.harriettubmandelaware.com).



## *Meeting Dates and Times*

### **Monday, November 14**

Wilmington - Greater Wilmington Convention and Visitors Bureau  
100 West 10th Street, Wilmington  
2:00pm - 3:30pm

Delaware City - Delaware City Library  
250 5th Street, Delaware City  
6:30pm - 8:00pm

### **Tuesday, November 15**

Odessa - Historic Odessa Bank  
201 Main Street, Odessa  
10:00am - 11:30am

New Castle - New Castle Courthouse Museum  
211 Delaware Street, New Castle  
2:00pm - 3:30pm

Camden - Camden Town Hall  
First Floor King Meeting Room  
1783 Friends Way, Camden  
6:45pm - 8:15pm

### **Wednesday, November 16**

Smyrna - Smyrna Town Hall  
27 South Market Street Plaza, Smyrna  
3:00pm - 4:30pm

Dover - Old State House  
First Floor Courtroom  
25 The Green, Dover  
6:30pm - 8:00pm

# Be a Part of Something Great!

Join us for our final Public Workshop to provide input and comments on the Harriet Tubman Underground Railroad Byway Corridor Management Plan (CMP) and Gateway concepts in your community.

## *Meeting Purpose*

The Public Workshop will provide an opportunity for you to contribute your thoughts and ideas for the development of gateway concepts for the Harriet Tubman Underground Railroad Byway. The final CMP will also be discussed.

**You are invited to attend the Public Workshop of your choice, listed in the sidebar to the right.**

For more information, please contact:

- Ann Gravatt, (302) 760-2254, [ann.gravatt@state.de.us](mailto:ann.gravatt@state.de.us)
- Andy Nicol, (407) 875-8926, [awnicol@transystems.com](mailto:awnicol@transystems.com)

Visit our website at [www.harriettubmandelaware.com](http://www.harriettubmandelaware.com).

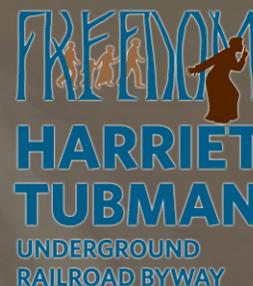
## *Meeting Dates and Times*

**Tuesday, June 19**

Dover - Old State House  
First Floor Courtroom  
25 The Green, Dover  
6:30pm - 8:00pm

**Wednesday, June 20**

Wilmington - Wilmington  
Friends Meeting House  
401 North West Street,  
Wilmington  
6:30pm - 8:00pm



# Get Involved!

## Steering Committee Invitation

### Final Meeting

We are inviting you to participate in the final Steering Committee meetings for the Harriet Tubman Underground Railroad Corridor Management Plan. This meeting will provide for an opportunity to review the Gateway Concepts and the final Corridor Management Plan (CMP).

For more information, please contact:

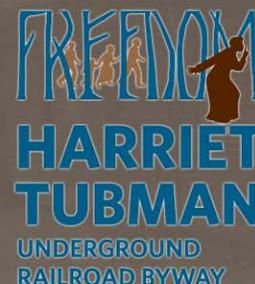
- Ann Gravatt, (302) 760-2254,  
ann.gravatt@state.de.us
- Andy Nicol, (407) 875-8926,  
awnicol@transystems.com

Visit our website at  
[www.harriettubmandelaware.com](http://www.harriettubmandelaware.com).

## Meeting Date & Location

June 21, 2012  
2:00pm-4:00pm

Smyrna Rest Area  
on Route 13  
(north of Smyrna)  
5500 N. DuPont Highway  
Smyrna, DE 19977



# op Camden



## Town of Camden

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*Historic Friends Meeting House*



*Camden Municipal Building*



*Camden-Wyoming Fire Department*



## CAMDEN UPCOMING EVENTS:

### **September 30:**

Holiday committee meeting

### **October 3:**

Town Council Meeting @ 7pm

### **October 8:**

Caesar Rodney Pride Day  
9am - 2pm

### **November 15:**

Focus Group Meeting,  
Hariott Tubman Underground  
Railroad Byway  
@ Town Hall 6:45 - 8pm

**The 2nd Annual  
Camden Festival of Lights  
is scheduled for  
Friday, December 2nd  
at the**

**Camden Municipal Building  
from 6:00 - 8:00pm**



# DoverPost.com

## Public workshops set for Harriet Tubman Underground Railroad Scenic Byway

By Julie Kallas

**Messenger Post correspondent**

Posted Jun 27, 2011 @ 07:13 PM

Sign Up to see what your friends recommend.
 


Dover, Del. — The Delaware Department of Transportation (DelDOT) is promoting a series of public workshops in support of the Harriet Tubman Underground Railroad Byway (HTURB). The public workshops are a vital component to the success and effectiveness of the Corridor Management Plan (CMP) for the proposed Scenic Byway.

The Public Workshops will be held Monday, June 20 from 6 p.m. to 7:30 p.m. at the Historic Odessa Bank, 201 Main St. in Odessa; Tuesday, June 21 from 6 p.m. to 7:30 p.m. at the Camden Friends Meeting House, 122 East Camden-Wyoming Ave. in Camden; and Wednesday, June 22 from 6 p.m. to 7:30 p.m. at the Wilmington Friends Meeting House, 401 N. West St. in Wilmington.

The goals, concerns, and wishes of the Harriet Tubman Underground Railroad Byway community will be summarized and presented in the CMP and the public workshops provide the forum for gathering and summarizing these items. The public workshops will provide the public with the opportunity to ask questions and voice their concerns about the Harriet Tubman Underground Railroad Byway CMP.

The HTURB corridor is approximately 90 miles traveling through the State of Delaware. The corridor passes through the communities of Sandtown, Camden, Dover, Smyrna, Clayton, Townsend, Middletown, Odessa, Port Penn, Delaware City, New Castle and Wilmington.

The Harriet Tubman Underground Railroad Byway Corridor Management Plan (CMP) is a collaboration of efforts between the Delaware Department of Transportation, the Underground Railroad Coalition, residents, business owners, and any other individuals with a vested interest in the HTURB.

The Harriet Tubman Underground Railroad Byway CMP is a document that is required as a State of Delaware Scenic Byway and for future designation as a National Scenic Byway (NSB) or an All-American Road (AAR). The Harriet Tubman Underground Railroad Byway CMP will describe the current corridor conditions, evaluate the intrinsic resources, outline the community's goals and strategies for the corridor, and guide the future of the Byway.

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## **Appendix C**

### **Sample Corridor Management Entity (CME) Bylaws**

# Sample of Stakeholder Advisory Committee Bylaws

*\*These bylaws are used courtesy of the River of Lakes Heritage Corridor Scenic Highway in the Central Florida region.*



## BY-LAWS OF THE RIVER OF LAKES HERITAGE CORRIDOR SCENIC HIGHWAY CORRIDOR MANAGEMENT ENTITY

### **Introduction:**

The Corridor Management Entity (CME) serves as the caretaker of the River of Lakes Heritage Corridor Scenic Highway by ensuring that the Action Plan is executed and that all Corridor activities are monitored and implemented in accordance with the Corridor Management Plan (CMP).

This agreement is a continuing contract and program to ensure implementation and consistency in carrying out the goals and objectives of the CMP. However, any director or entity may terminate its participation in the CME upon thirty days written notice. The CME will terminate when no party remains active.

The following by-laws entered into this \_\_\_\_\_ day of \_\_\_\_\_, year of \_\_\_\_\_, by and among the parties shown on the signature page hereto, constitute the rules and procedures adopted by the River of Lakes Heritage Corridor Scenic Highway for the regulation and management of its affairs.

### **ARTICLE I** **ORGANIZATION**

Section 1: Name: The name of the entity is the **River of Lakes Heritage Corridor Scenic Highway Corridor Management Entity (CME)**.

Section 2: Governance: The Scenic Highway is administered by the CME, a sub-committee sponsored by the West Volusia Tourism Advertising Authority (“WVTAA” – a county authority chartered in 1987 by the State of Florida to promote tourism for the River of Lakes Heritage Corridor region) and its marketing agency, the River of Lakes Heritage Corridor, Inc., (the “Corporation” – a 501(c)(3) not-for profit corporation that strives to preserve, protect and promote the intrinsic resources of West Volusia County, Florida) The CME operates under its own by-laws and may, in the future, elect to establish itself as an entity separate from the WVTAA and the Corporation, having a separate 501(c)(3) designation.

Section 3: Designation History: U. S. Highways 17 and 17-92 as well as selected ancillary roads in Volusia County, have been designated as a “Florida Scenic Highway” by the Florida Department of Transportation. The River of Lakes Heritage Corridor Scenic Highway Corridor Advocacy Group (CAG) applied for the Florida Scenic Highway designation. Prerequisites for designation as a Florida Scenic Highway were the preparation and submittal by the CAG of a Corridor Management Plan setting forth goals and a vision for the Scenic Highway, as well as strategies to achieve such goals, and institution of a Corridor Management Entity to facilitate and monitor accomplishment of those goals. The parties hereto desire to establish the CME.

## **ARTICLE II** **PURPOSE**

The specific and primary purpose of the River of Lakes Heritage Corridor Scenic Highway CME is to implement and maintain a Corridor Management Plan (CMP) for the River of Lakes Heritage Corridor Scenic Highway in Volusia County, Florida; to promote the preservation and beautification of the significant, historic, cultural, archaeological, recreational, scenic and natural resources along the Scenic Highway; to promote public education and protection of the intrinsic resources of the Corridor; to promote positive managed development of the Corridor and adjacent properties; to seek out and enlist the necessary resources and funding to accomplish its goals; and to serve as a vehicle for community input to express the views and desires of the public for the preservation of the intrinsic resources of the Scenic Highway.

## **ARTICLE III** **CORRIDOR MANAGEMENT ENTITY**

The CME is responsible for the overall policy and direction of the CMP implementation, and shall oversee day-to-day activities. The CME is composed of Directors and an Executive Committee (see Article V).

Section 1: CME Directorship: The CME should include interested citizens, landowners, businesses, public land managers and government agencies within the area affected by the Scenic Highway. The Directorship shall be composed of the following individuals and organizations and each member entitled to one vote.

Citizen Directors – Shall consist of private citizens to represent users of and/or landowners along or affected by the Scenic Highway.

Corporate Directors – Shall consist of individuals representing business interests along the Scenic Highway, other Scenic Highway organizations, partners or other non-profit organizations. Corporate Directors are entitled to one representative. As a major sponsoring party of the Scenic Highway designation, the Corporation shall be entitled to one permanent seat on the CME.

Governmental and/or Agency Appointee Directors – Shall consist of one representative from entities such as:

- County of Volusia
- Town of Pierson

- City of DeLand
- City of Orange City
- City of DeBary
- City of Deltona
- City of Lake Helen
- West Volusia Tourism Advertising Authority (WVTAA)

As a major funding partner of the Scenic Highway designation, the WVTAA shall be entitled to one permanent seat on the CME.

Governmental/Agency Directors shall provide technical and/or professional advice in the area of planning, engineering, architecture, economics and/or environmental management as may be appropriate. Each representative shall serve at the pleasure of the appointing authority.

Section 2: Elections and Terms: CME Director and Officer nominations will be sought by the Governance Committee three months prior to the beginning of each new fiscal year. Elections will be held by the Directorship at a regular CME meeting one month prior to the new fiscal year. New and/or re-elected Directors and Officers shall take office upon the first day of the new fiscal year. Presentation of the duly elected CME Directorship will occur as the first item of business at the Annual Meeting of the CME.

The CME shall have up to twenty-five Directors. Directors of the first duly elected CME shall hold office for three-year, two-year and one-year terms, as determined by the Directorship through a drawing of lots following the first election as follows: one-third of the Directorship for one year; one-third for two years, and one-third for three years. Thereafter, Directors shall serve three-year terms, but are eligible for re-election.

Transferability of Directorship: CME Directorships (Citizen Directors) are non-transferable and non-assignable.

Property Rights: No Director shall have any vested rights, interest or privileges of, in or to the assets or franchises of the Scenic Highway.

Conflict of Interest: In order to assure the fairness and reasonableness of all contracts and transactions of the entity, no CME Director or Officer shall vote on any contract or other business transaction in which the Director, the Director's employer or the Director's family has a financial interest in the outcome. In the event of such a conflict of interest, the Director shall abstain from voting and such abstention shall be noted in the minutes with an identification of the Director's conflict. The Director may participate in the discussion of the issue and his/her presence may be counted for purposes of determining a quorum.

Termination of Directorship: Directorship will terminate in the CME on one of the following events:

- Receipt by the CME of the written resignation, executed by such Director or his/her duly authorized attorney-in-fact.
- The death of a Director.

- For cause inconsistent with Directorship. Any Director or officer so removed for just cause may be removed by a simple majority affirmation vote of a quorum of the CME, present in person at any regular or special meeting called for that purpose, whenever in the CME's judgment the best interest of the Scenic Highway would be served thereby. Any such Director or Officer proposed to be removed shall be entitled to appear before and be heard at such meeting, at which time he/she may present such witnesses and made such defenses as he/she shall deem advisable.
- Failure to attend three consecutive meetings without valid excuse shall constitute cause for removal from the CME.
- Engaging in any conduct that is a violation of the conflict of interest provision.
- Failure of payment of dues, if dues are charged, past December 31<sup>st</sup> of each year.
- In the case of Corporate Directorship, by voluntary or involuntary dissolution of the business, corporation, firm, partnership, organization or other business entity, the membership will be terminated.

Vacancies: Any vacancy occurring in the CME (whether occasioned by an increase in the number of Directors or otherwise) shall be filled by a vote of the majority of the remaining Directors, or by appointment in the case of a CME-chosen Governmental office or agency. These vacancies will be filled only to the end of the particular Director's term.

Section 3: Meetings: Regular meetings of the CME shall be held bi-monthly for a total of six times annually, at a minimum; the time and date shall be determined by the Directors.

Special Meetings: Special meetings of the CME, when deemed necessary, shall be called by the Chair or upon the written request of six Directors. Notices of such meetings shall be mailed or emailed to all Directors at least ten days before the scheduled date set for such meeting. Such notice shall state the reasons that such meeting has been called, the business to be transacted and who called it. No other business but that specified in the notice may be transacted at such special meeting without the unanimous consent of all present at such meeting.

Annual Meeting: The CME will hold an Annual Meeting after the close of each fiscal year to present an Annual Report, including the closing year's highlights, financial standing, programs and the rising year's duly elected Directorship. The Annual Meeting shall take place within two months of the close of the fiscal year.

Public Notice: Notice of all meetings, except Special Meetings, of the CME shall be given by either regular or electronic mail to each Director at least fourteen days before the date therein designated for meeting. The notice shall specify time, place and agenda for such meeting.

Public Access: All meetings of the CME shall be open to the public and in accordance with Florida's Government-in-the-Sunshine Law. Notice of the meeting shall be furnished to the local news media at least seven days before the date of the scheduled meeting. The notice shall specify the time and place for such meeting.

Quorum: The presence of a simple majority of Directors shall be necessary at any meeting to constitute a quorum to transact business. The act of a majority of Directors present at a meeting

with a quorum shall be the act of the CME. In cases where a decision is urgently necessary, the Directors or Executive Committee absent from the scheduled meeting may vote by teleconference.

Voting: At all meetings or acts of the CME with a quorum, each Director is to have one vote on each item of business. Proxy votes will not be accepted.

## **ARTICLE IV** **COMMITTEES**

The CME may establish such committees as it deems necessary to carry out its business. The CME shall also designate temporary committees/task forces for special projects and initiatives. The CME Chair appoints all committee chairs.

Section 1: Permanent Committees: At a minimum, the CME shall maintain an Executive Committee and committees for Governance, Finance and Fundraising.

Executive Committee: The CME Directors shall have power to elect an Executive Committee composed of four Officers: Chair, Vice-Chair, Secretary, Treasurer. The Executive Committee shall have and exercise the authority of the Directorship in the management of the business of the Scenic Highway between meetings of the CME, subject to the direction and control of the CME, and it shall reply to all Federal and Florida DOT requests.

Governance: Presents a slate of eligible CME Director and Officer candidates at a CME meeting three months prior to the election. The Governance Committee also reviews the by-laws annually or as needed to meet changing conditions.

Finance: The Treasurer of the CME is chair of the Finance Committee, which is comprised of three additional CME members to include a representative of the Corporation. The Finance Committee is responsible for developing and reviewing fiscal procedures and the annual budget. The CME must approve the budget, and all expenditures must be within the budget. The CME or the Executive Committee must approve any major change in the budget. The fiscal year shall be October 1-September 30.

Fundraising: Enlists individuals to develop, oversee and update an annual fundraising plan, to write grants, pursue partnerships and project sponsors, and to plan fundraising activities of the CME.

Section 2: Other Committees: The CME may, at its discretion, appoint such other committees as may be necessary, including but are not limited to:

Corridor Advocacy Group: Develops methods to increase the advocacy group and volunteers of the Scenic Highway; insures that advocates of the Scenic Highway are kept informed of future activities; and maintain an up-to-date volunteer information list; enlists individuals to stimulate interest and notify supporters of the activities of the CME.

Education and Awareness: Develops and implements education programs to promote a better understanding of the Scenic Highway and to increase the community's awareness of its cultural heritage and intrinsic resources, including a speakers program and the utilization of the local media; welcomes guest speakers; promotes the knowledge of the Scenic Highway within the community through related programs and activities; oversees the construction and placement of interpretive signage and informational kiosks.

Projects: Oversees the execution of all projects listed in the CMP; identifies, creates and records any additional projects generated by the implementation of the CMP; ensures the implementation of projects are accomplished in accordance to the Action Plan.

Publicity and Marketing: Develops and implements strategies to promote the Scenic Highway; disseminates information to the community and public at-large by announcing upcoming meetings and activities with local news media; designs and distributes educational and promotional brochures; updates website; serves as the custodian of the CME's archive; documents the year's activities in written and pictorial form in an annual scrapbook.

## **ARTICLE V** **EXECUTIVE COMMITTEE**

Section 1: Chair: The Chair shall be selected from and elected by the CME Directors, shall preside over all meetings of the CME, and shall oversee the general management of the business of the CME. The Chair shall be one of the authorized signatories for the CME.

Section 2: Vice-Chair: The Vice-Chair shall have and may exercise the duties and responsibilities of the office of the Chair during the absence of the Chair or in the event of his/her inability to act. The Vice-Chair shall have any other duties, responsibilities, and powers, as the CME shall determine.

Section 3: Treasurer: The Treasurer shall oversee all financial affairs of the CME, including oversight of the books and records, preparing regular written financial reports and annual year-end reports. The Treasurer shall be an authorized signatory. The Treasurer shall have any other duties, responsibilities, and powers, as the CME shall determine.

Section 4: Secretary: The Secretary records and obtains minutes from all meetings and shall make such minutes available for inspection by members of the CME or the general public, as necessary. Per Florida's Government-in-the-Sunshine Law, the Secretary shall give all notices required by statute, including notice of annual membership and board meetings. The Secretary shall have the responsibility of reviewing and certifying election results by a procedure outlined and adopted by the CME. The Secretary shall have any other duties, responsibilities, and powers, as the CME shall determine.

Transfer of Authority: In case of the absence of any officer of the CME, or for any other reason that the Directors deems sufficient, the CME may transfer the powers of duties of that officer to any other officer or any Director or employee of the Scenic Highway, provided a majority of the full Directorship concurs.

**ARTICLE VI**  
**SPECIAL CORPORATE ACTS**

Negotiable Instrument, Deeds and Contracts: All checks, drafts, notes, bonds, bills of exchange and orders for the payments of money of the CME above \$100 in value, and all deeds, mortgages and other written contracts and agreements to which the CME shall be a party, shall, unless otherwise directed by the Board of Directors, or unless required by law, be signed by any two of the following officers who are different persons: president, vice-president, treasurer or designated employee.

Dissolution of the CME: Upon the dissolution of the CME, assets shall be distributed for one or more exempt purposes within the meaning of section 501(c)(3) of the Internal Revenue Code, or the corresponding section of any future federal tax code, or by Volusia County government for the preservation and beautification of the River of Lakes Heritage Corridor Scenic Highway.

Limits of Financial Obligations: No part of the net earnings of the CME shall inure to the benefit of, or be distributable to the members or officers, except that the CME shall be authorized and empowered to pay reasonable compensation for services rendered.

**ARTICLE VII**  
**LOCAL SUPPORT**

Section 1: Corridor Advocacy Group: The CME shall maintain a Corridor Advocacy Group (CAG) consisting of local supporters and volunteers. No dues will be collected initially; however, the CME may, at a later date, convert the CAG to a General Membership Program, which might include the collection of annual dues for the support of general operations and special programs.

Section 2: Partnerships: The CME will enter into formal or informal partnership agreements with various partners to implement the CMP. Partnerships may be long term or activity-specific in nature.

**ARTICLE VIII**  
**NON-DISCRIMINATION**

In all matters pertaining to the operation of the Scenic Highway, including the selection and appointment of Directors and Officers, the employment of staff, the provision of services to eligible persons and the conduct of the Scenic Highway business, the Scenic Highway, its Directors, Officers, agents and employees shall not discriminate against any person on account of age, race, sex, religion, national origin or physical or mental impairment.

**ARTICLE IX**  
**FISCAL YEAR**

The fiscal year of the Scenic Highway shall be October 1 – September 30.

**ARTICLE X**  
**DUES AND FINANCES**

At this time, the CME collects no special dues from its Directors or Corridor Advocacy Group.

The CME shall not incur any indebtedness on the part of the Scenic Highway in excess of the money in the hands of the Treasurer, unless such indebtedness shall be first authorized at a general membership meeting and subsequently authorized by a two-thirds majority vote of the CME Directors.

**ARTICLE XI**  
**RULES OF ORDER**

The current "Robert's Rules of Order" shall be the parliamentary authority for all meetings and matters of procedure specifically covered by these by-laws.

**ARTICLE XII**  
**AMENDMENTS TO BY-LAWS**

The CME may make, amend, revise, alter or rescind these by-laws, from time to time, in whole or in part, by a majority vote.

We, the undersigned, hereby certify that the foregoing by-laws were duly adopted by the River of Lakes Heritage Corridor Scenic Highway CAG at a meeting duly held and called on the \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

By: \_\_\_\_\_, Chair  
Date: \_\_\_\_\_

Attest: \_\_\_\_\_, Co-Chair  
Date: \_\_\_\_\_

06-13-08

# Sample of Stakeholder Advisory Committee Agreements

## River of Lakes Heritage Corridor Scenic Highway Corridor Management Entity Agreement

THIS AGREEMENT is made and entered into on the \_\_\_\_\_ day of \_\_\_\_\_, 200X by the River of Lakes Heritage Corridor Scenic Highway Corridor Advisory Group (“CAG”) and the County of Volusia, City of DeBary, City of DeLand, City of Deltona, City of Lake Helen, City of Orange City, Town of Pierson and the West Volusia Tourism Advertising Authority, hereinafter collectively referred to as “Member Entities.”

THEREFORE, in consideration of the above premises and the mutual covenants and agreements set forth herein, the Member Entities agree as follows:

- 1. Recitals:** U. S. Highways 17 and 17/92 as well as selected ancillary roads in Volusia County have been designated as a “Florida Scenic Highway” (the “Scenic Highway”) by the Florida Department of Transportation. In January 2009, the River of Lakes Heritage Corridor Scenic Highway Corridor Advocacy Group (“CAG”) intends to apply for the Florida Scenic Highway Designation. Prerequisites for designation as a Florida Scenic Highway are preparation and submittal by the CAG of a Corridor Management Plan (“CMP”), setting forth goals and a vision for the Scenic Highway, as well as strategies to achieve such goals, and institution of a “Corridor Management Entity”.
- 2. Creation:** There is hereby created the River of Lakes Heritage Corridor Scenic Highway Corridor Management Entity (“CME”), which shall initiate, coordinate and monitor plans, strategies, programs and events set forth in the River of Lakes Heritage CMP in accordance with section 335.093, Florida Statutes and Rule 14-15.016, F.A.C..
- 3. Directorship:** It is desired that the CME include interested and affected citizens, landowners, businesses, public land managers and government agencies within the area benefited by the Scenic Highway.

The CME shall constitute up to twenty-five voting directors as follows:

- I. Private Citizens
- II. Business Representatives
- III. Member Entities

Each of the Member Entities shall be entitled to one (1) directorship and each shall be appointed and serve at the pleasure of their respective governing bodies. Private citizens and business representative directors shall be entitled to one (1) directorship and will be elected for their first term by the CAG, and thereafter by the CME. Directorship terms shall be for a period of three years. Upon expiration of the terms, the directors shall elect individuals for a succeeding term.

The CME shall adopt such by-laws and organizational rules as shall be necessary or appropriate for the organization of the CME, consistent with provisions hereof, including, as appropriate,

provision for the formation of committees, the election of a Chairperson, Vice-Chairperson, Secretary and Treasurer and retention of employees or independent contractors.

CME directors may cooperate to provide planning and engineering resources necessary to implement the CMP. Nothing herein shall obligate a Member Entity to provide said resources. In addition, the CME shall keep and maintain all public records of the CME in accordance with Chapter 119, Florida Statutes.

4. **Meetings:** All meetings of the CME shall be conducted as duly noticed public meetings pursuant to the requirements of Section 286.011, Florida Statutes.

5. **Termination:** Any Member Entity may dissolve its participation in the CME and terminate this Agreement with a thirty (30) day written notice to the remaining Member Entities in advance of the termination. The CME will terminate when no Member Entity remains a party to this Agreement.

6. **Intent:** Nothing contained herein shall constitute the adoption of the provisions of the CMP as a law, regulation or ordinance of any public body; nor shall obligate any Member Entity to expend any monies or resources to fulfill the purposes of this Agreement or any other activity of the CME. Land management planning decisions, directions, budgeting and implementation of the public lands within the Scenic Highway are the responsibility of the individual public agencies and shall not be subject to any direction of the CME.

7. **Effective Date:** The CME shall exist upon rendition of written notice of designation approval in accordance with Rule-15.016, F.A.C.

IN WITNESS WHEREOF, the undersigned have executed the Agreement as of the day and year written above.

## SIGNATORIES

\_\_\_\_\_  
Chair – Corridor Advocacy Group Date

\_\_\_\_\_  
County of Volusia Date

\_\_\_\_\_  
City of DeBary Date

\_\_\_\_\_  
City of DeLand Date

\_\_\_\_\_  
City of Deltona Date

\_\_\_\_\_  
City of Lake Helen Date

\_\_\_\_\_  
City of Orange City Date

\_\_\_\_\_  
Town of Pierson Date

\_\_\_\_\_  
West Volusia Tourism Advertising Authority Date

**Appendix D**

**HTURB Steering Committee List**

*(as of June 2012)*

**Harriet Tubman Underground Railroad Byway, Delaware**  
**Corridor Management Plan (CMP) - Steering Committee Contact List**

Last Name	First Name	Agency/Affiliation	Title	Street Address	City	State	Zip
Altevogt	Charles	Citizen - Camden/Wyoming Historic Society					
Ames	David	University of Delaware	Director, Center for Historic Architecture and Design	332 Alison Hall	Newark	DE	19716
Blakey	Don	State Representative					
Boyce	Marco	Delaware Department of Transportation	Program Manager	800 Bay Road	Wilmington	DE	
Brenchley	Elaine	Delaware Department of Natural Resources, Division of State Parks, First State Heritage Park	Park Administrator	102 S. State Street	Dover	DE	19901
Chura	Mark	Delaware Greenways	Executive Director	1910 Rockland Road	Wilmington	DE	19803
Decker	Annamay	Delaware Department of Transportation	DelDOT Representative	800 Bay Road	Dover	DE	19901
Fisher	Judy	Delaware Historical Society		7 Weir Circle	Middletown	DE	19720
Gravatt	Ann	Delaware Department of Transportation	State Byways Coordinator	800 Bay Road	Dover	DE	19901
Greene	Jeff	Delaware Greenways	Planner	P. O. Box 2095	Wilmington	DE	19899
Haggerty	George	New Castle County		87 Reads Way	New Castle	DE	
Henry	Gloria	Museum/Historic Site Interpreter (Dickinson Plantation)	Interpreter	340 kits Hammock Road	Dover	DE	19901
Hugg	David	Town of Smyrna	Town Manager	P. O. Box 307	Smyrna	DE	19977
Krawitz	Robin	Historian					
Laing	Bev	Underground Railroad Coalition of Delaware, Division of Historical and Cultural Affairs	Manager of Historic Sites	25 The Green	Dover	DE	19901
Lewis	Patricia	Researcher/Historian					
Loehr	Scott	Delaware Historical Society	CEO	505 N. Market Street	Wilmington	DE	19801

Last Name	First Name	Agency/Affiliation	Title	Street Address	City	State	Zip
Lukezic	Craig	Delaware Division of Historical and Cultural Affairs	Travis	21 The Green	Dover	DE	19901
Martin	Debra	City of Wilmington/ Underground Railroad Coalition of Delaware	Historic Preservation Planner	800 French Street	Wilmington	DE	19801
Parkowski	Linda	Delaware Development Office of Tourism	Director	824 N. Market St, Suite 610	Wilmington	DE	19801
Perez	C. Edwin	Main Street Dover (Downtown Dover Partnership)	Downtown Coordinator	101 West LoockermanStreet, Suite 1A	Dover	DE	19904
Phelps	Willis	Citizen/Interpreter					
Sheppard	Jeremy	Kent County	Interim Assistant Director	555 Bay Road	Dover	DE	19901
Small	Cindy	Kent County Tourism	Executive Director	435 North DuPont Highway	Dover	DE	19901
Truppi	Carol	Consultant to DeDOT	Scenic Byway Advisor	6006 Anniston Road	Bethesda	MD	20817
Vinc	Janet	Town of Smyrna	Manager of Planning and Zoning	27 S. Market Street Plaza	Smyrna	DE	19977





**FREEDOM**  
**HARRIET**  
**TUBMAN**  
UNDERGROUND  
RAILROAD BYWAY

