COURTROOM
1 MUNICIPAL PLAZA
BEACON, NY 12508
AND LIVE VIA ZOOM

Mayor Lee Kyriacou
Councilmember Amber Grant, At Large
Councilmember Paloma Wake, At Large
Councilmember Lastar Gorton, Ward 1
Councilmember Zack Smith, Ward 2
Councilmember Sergei Krasikov, Ward 3
Councilmember Carolyn Glauda, Ward 4
City Administrator Chris White

June 1, 2026
7:00 PM
City Council Agenda

Call to Order

Pledge of Allegiance

Roll Call

Public Comment

Reports: Mayor, City Council, and City Administrator

1. Proclamation Declaring June as LGBTQI+ Pride Month

Workshop

Pedestrian Facility Inventory Presentation

Proposed 2027-2031 Capital Program

Proposed Franchise Agreement with Verizon New York Inc.

Harriet Tubman Underground Railroad New York Scenic Byway

Local Laws and Resolutions

1. Resolution No. 49 - Setting a Public Hearing for a Proposed Franchise Agreement with Verizon New York Inc.
2. Resolution No. 50 - Supporting the Designation of the Harriet Tubman Underground Railroad New York Scenic Byway

Approval of Minutes

1. May 4, 2026 Minutes
2. May 18, 2026 Minutes

Public Comment - Second Opportunity

Announcement of Next Meeting: June 15, 2026 at 7:00 p.m.

Executive Session

1. Executive Session: Real Property & Contracts

Adjournment

City of Beacon City Council Agenda
06/01/2026

Title:

Proclamation Declaring June as LGBTQI+ Pride Month

ATTACHMENTS

Proclamation Declaring June as LGBTQI+ Pride Month

Proclamation

In Honor of the LGBTQI+ Community

As we celebrate June as Pride Month in the City of Beacon, we are reminded of what makes Beacon a great place to live: our remarkable capacity to live together as neighbors and to advance together through every conceivable difference. This June, the City of Beacon stands together with the Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex (LGBTQI+) community with one voice, celebrating everyone's pride in who they are and who they love.

WHEREAS, the City of Beacon proudly celebrates all people who fight for equality, inclusivity, and justice in our community and beyond; and

WHEREAS, we recognize that within the LGBTQI+ community, youth, transgender people, and people of color face great risk to adversity; and recognize that all people, regardless of race, color, creed, or sexual orientation should be able to live openly and freely without risk of harassment, prejudice, or discrimination; and

WHEREAS, President Bill Clinton, on June 2, 2000, declared June "Gay & Lesbian Pride Month" to commemorate the June 1969 Stonewall Uprising; the commemorative month was expanded on June 1, 2009 by President Barack Obama to include Bisexual and Transgender Pride; and on both June 2, 2021 and May 31, 2022 President Joseph Biden further expanded the commemoration to include Queer and Intersex Pride, respectively; and

WHEREAS Congress has commemorated June as Pride Month and in that spirit the City of Beacon will proudly fly the Progress Pride Flag at City Hall.

NOW, THEREFORE BE IT RESOLVED, that I, Mayor Lee Kyriacou, do hereby proclaim the month of June as LGBTQI+ Pride month, and invite everyone to reflect on ways we all can live and work together with a commitment to mutual respect and understanding.

Signature: Lee Kyriacou Date: 5/27/2026

Lee Kyriacou, Mayor

City of Beacon City Council Agenda
06/01/2026

Title:

Pedestrian Facility Inventory Presentation

ATTACHMENTS

Pedestrian Facility Inventory Presentation - Slide Deck

Creighton Manning
a GAI Company

DUTCHESS COUNTY TRANSPORTATION COUNCIL
Better ways from here to there

CITY OF BEACON PEDESTRIAN FACILITY INVENTORY

CITY COUNCIL MEETING

JUNE 1, 2026

City of Beacon
Pedestrian Facility Inventory

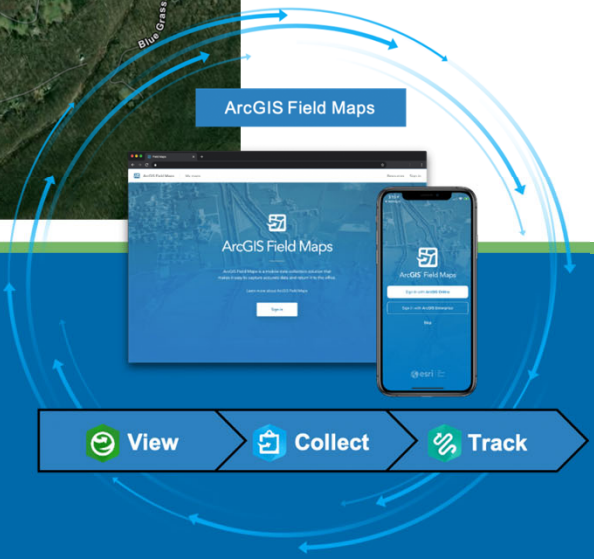
Project Intent:

Create a database of the location and condition of pedestrian facilities throughout the City of Beacon to assist the City in planning construction and maintenance activities, as well as future capital projects.

Pedestrian Facility Inventory captured data on:

- Sidewalks
- Curb ramps
- Pedestrian signals
- Crosswalks

Data Collection



Sidewalk & Curb Ramp Evaluation Criteria and Ratings

Condition Rating	Description	Recommendation
1 – Poor	Access for persons with disabilities is impossible or very difficult. Not constructed to current standards.	Improvements are strongly advised.
2 – Fair	Access is possible with some difficulty. Not constructed to current standards.	Improvements are advised but less critical.
3 – Good	Generally accessible but lacking one or more features to satisfy current standards.	Improvements are not critical but beneficial.
4 – Very Good	Fully accessible to persons with disabilities and compliant with current standards.	Improvements are not required.

Ratings

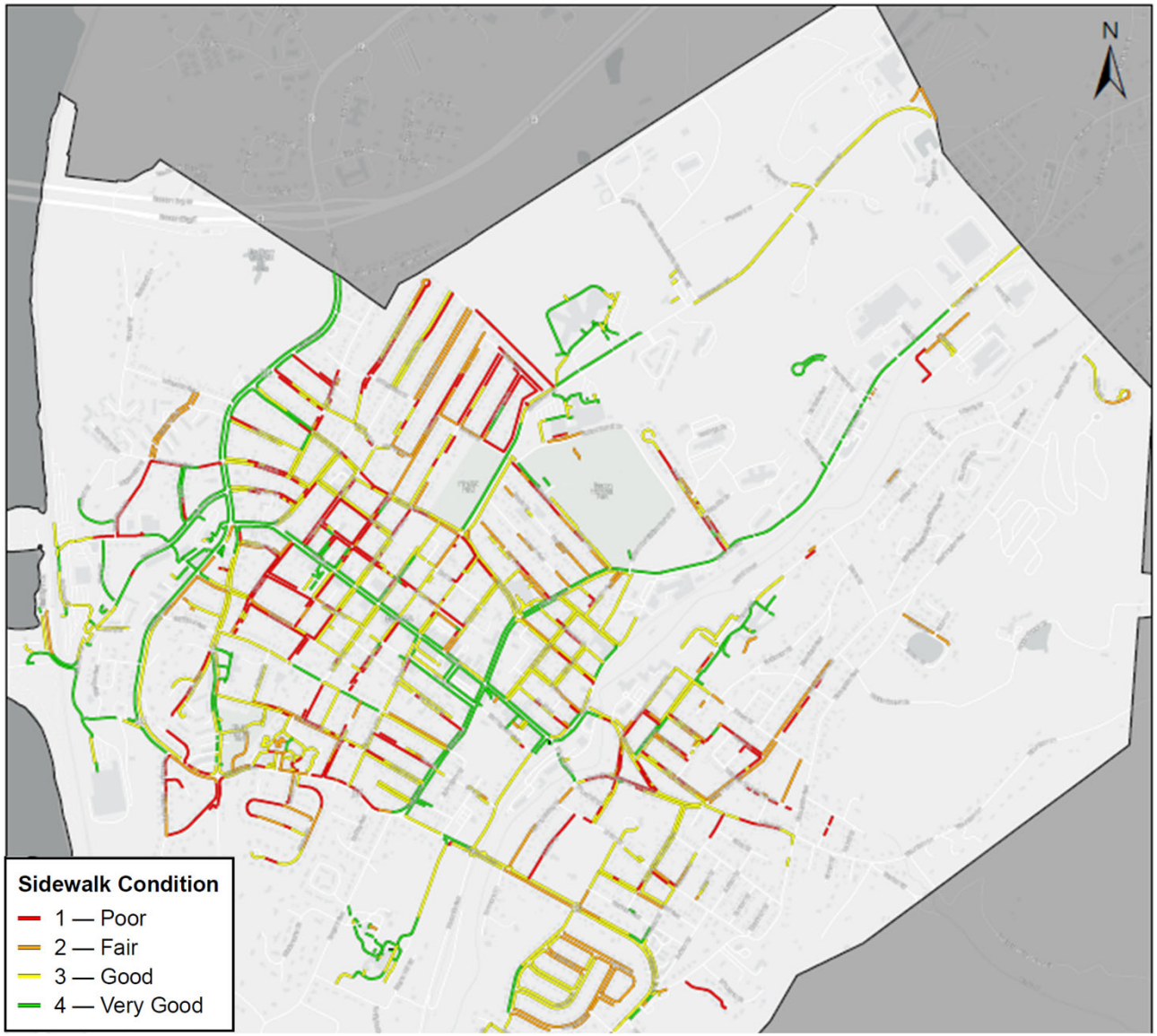
Sidewalk Assessment:

	1 – Poor	2 – Fair	3 – Good	4 – Very Good
Length of Sidewalk (feet)	54,347	46,903	113,912	65,883
Percentage of Total	19%	17%	41%	23%

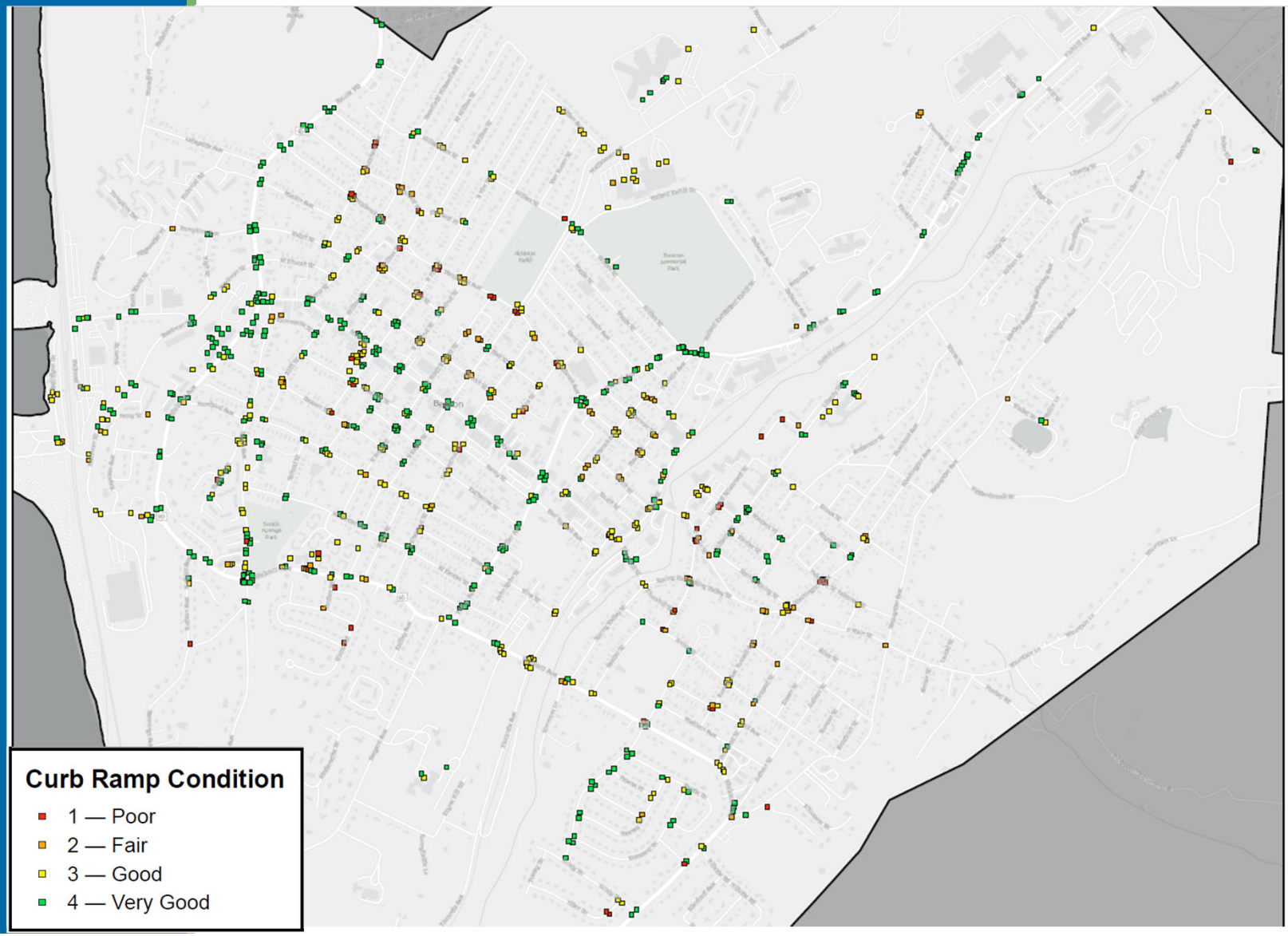
Curb Ramp Assessment:

	1 – Poor	2 – Fair	3 – Good	4 – Very Good
Number of Curb Ramps	53	103	298	402
Percentage of Total	6%	12%	35%	47%

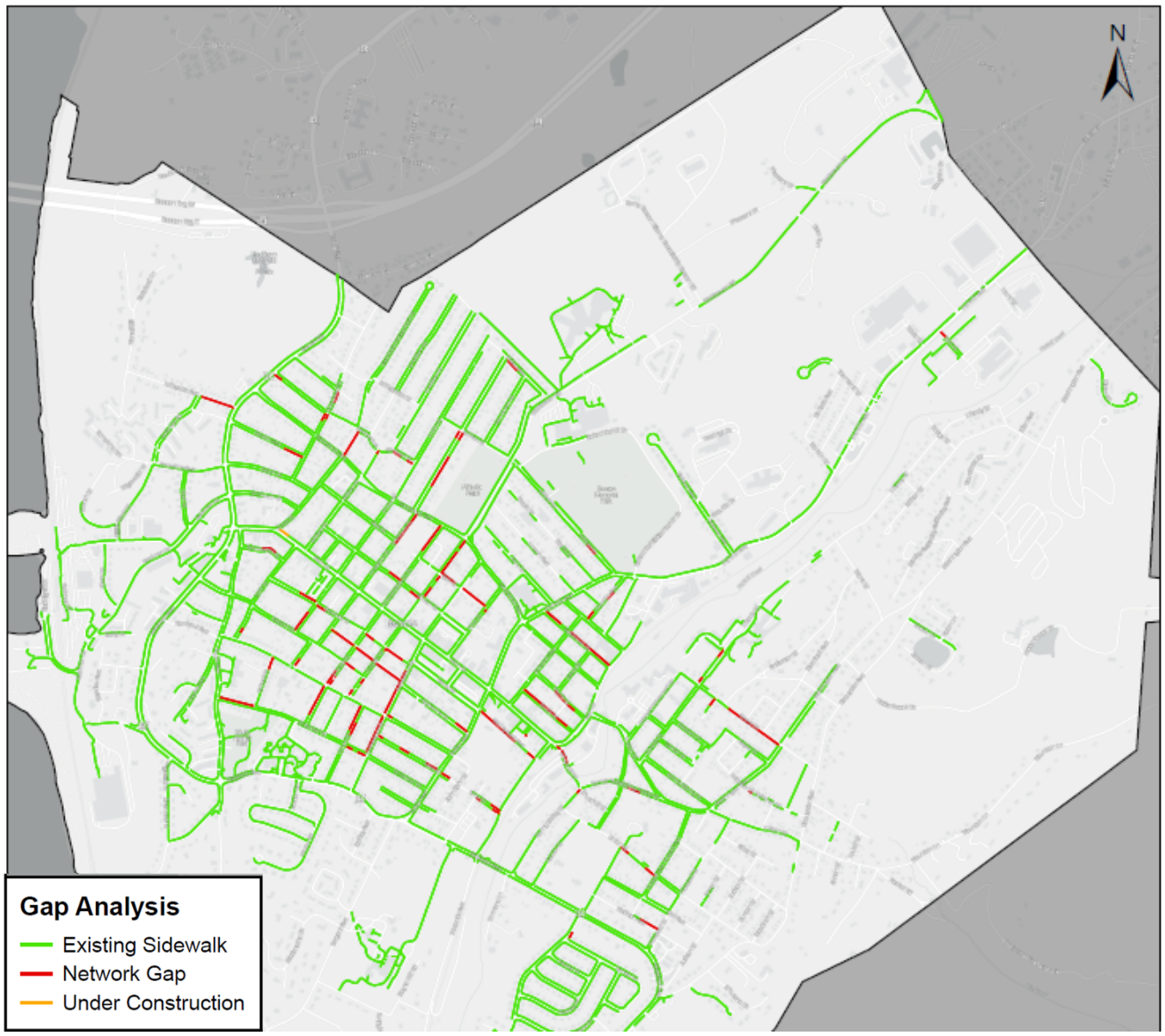
Sidewalk Condition



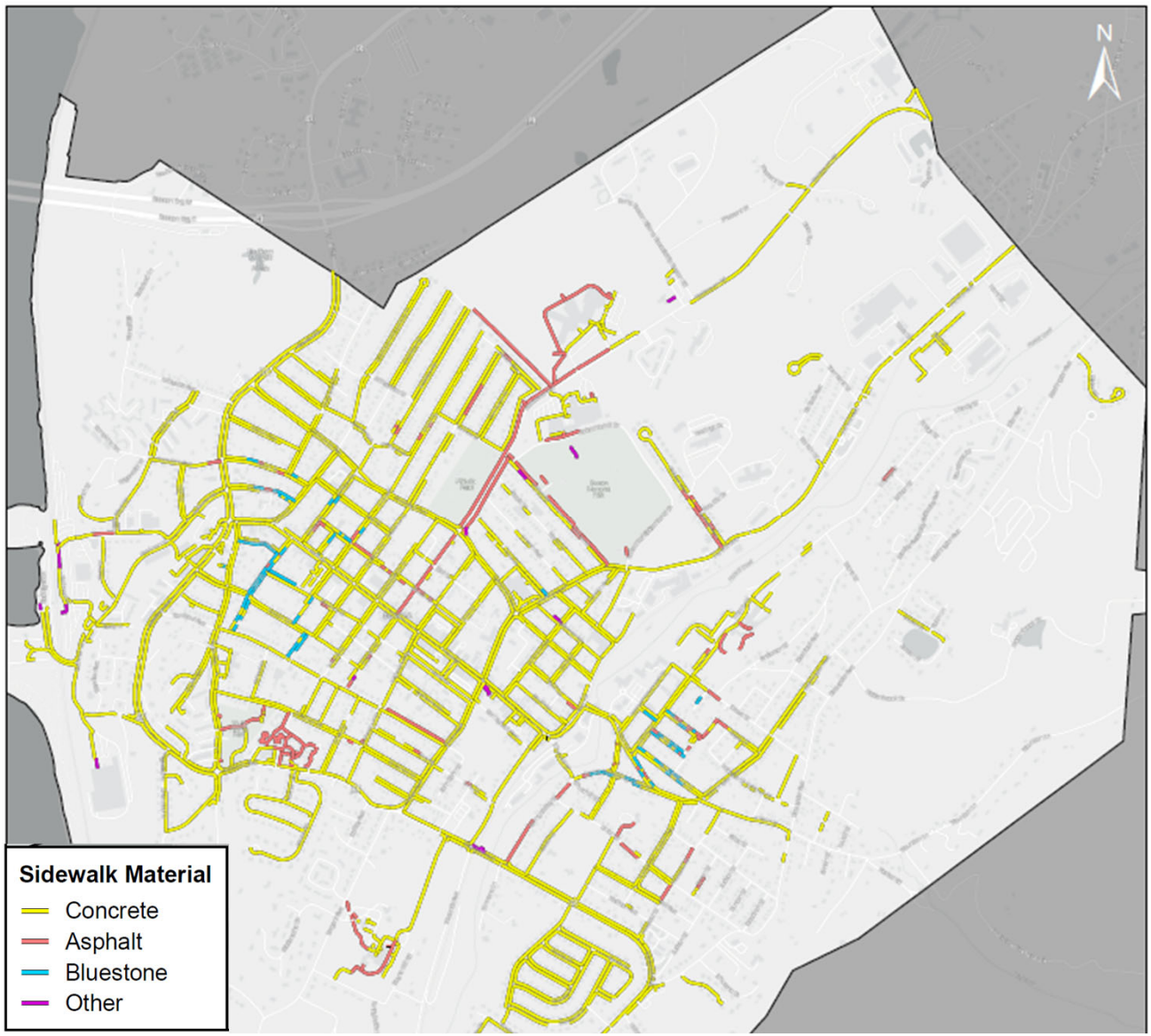
Curb Ramp Condition



Sidewalk Gaps



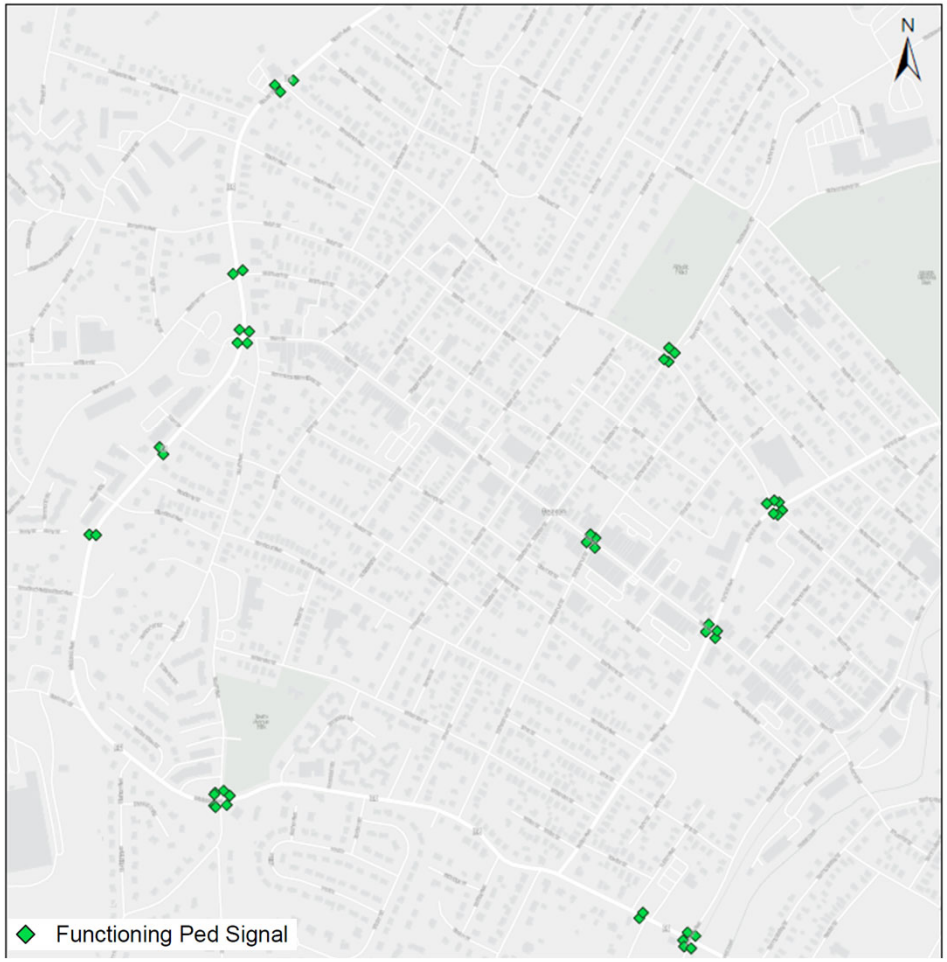
Sidewalk Material



Pedestrian Signals Evaluation Criteria

Does the pedestrian signal function correctly?
Is there push button equipment?
Is the push button equipment functional?
Is the push button audible?

Pedestrian Signals



Crosswalk
Evaluation Criteria and Ratings

Condition Rating	1 – Extremely deteriorated / not visible	2 – Visible with some paint chipping / damage	3 – Adequate	4 – Like new
Number of Crosswalks	5	30	121	118
Percentage of Total	2%	11%	44%	43%

Crosswalk Condition

		Grade 1	Grade 2
Proximity to Main Street	.1 mi	9,867 (5)	3,076 (22)
	.25 mi	12,333 (18)	6,643 (32)
	.5 mi	18,960 (20)	19,489 (31)
Proximity to Schools	.1 mi	1,687 (1)	841 (2)
	.25 mi	5,260 (3)	3,008 (6)
	.5 mi	20,393 (17)	10,989 (26)
Proximity to Parks	.1 mi	2,282 (5)	2,947 (6)
	.25 mi	5,418 (20)	5,260 (28)
	.5 mi	31,978 (29)	26,709 (54)
Aggregate Priority Score	High Priority	8,656 (10)	5,926 (18)
	Medium Priority	24,655 (22)	12,878 (59)
	Low Priority	17,861 (16)	22,894 (18)

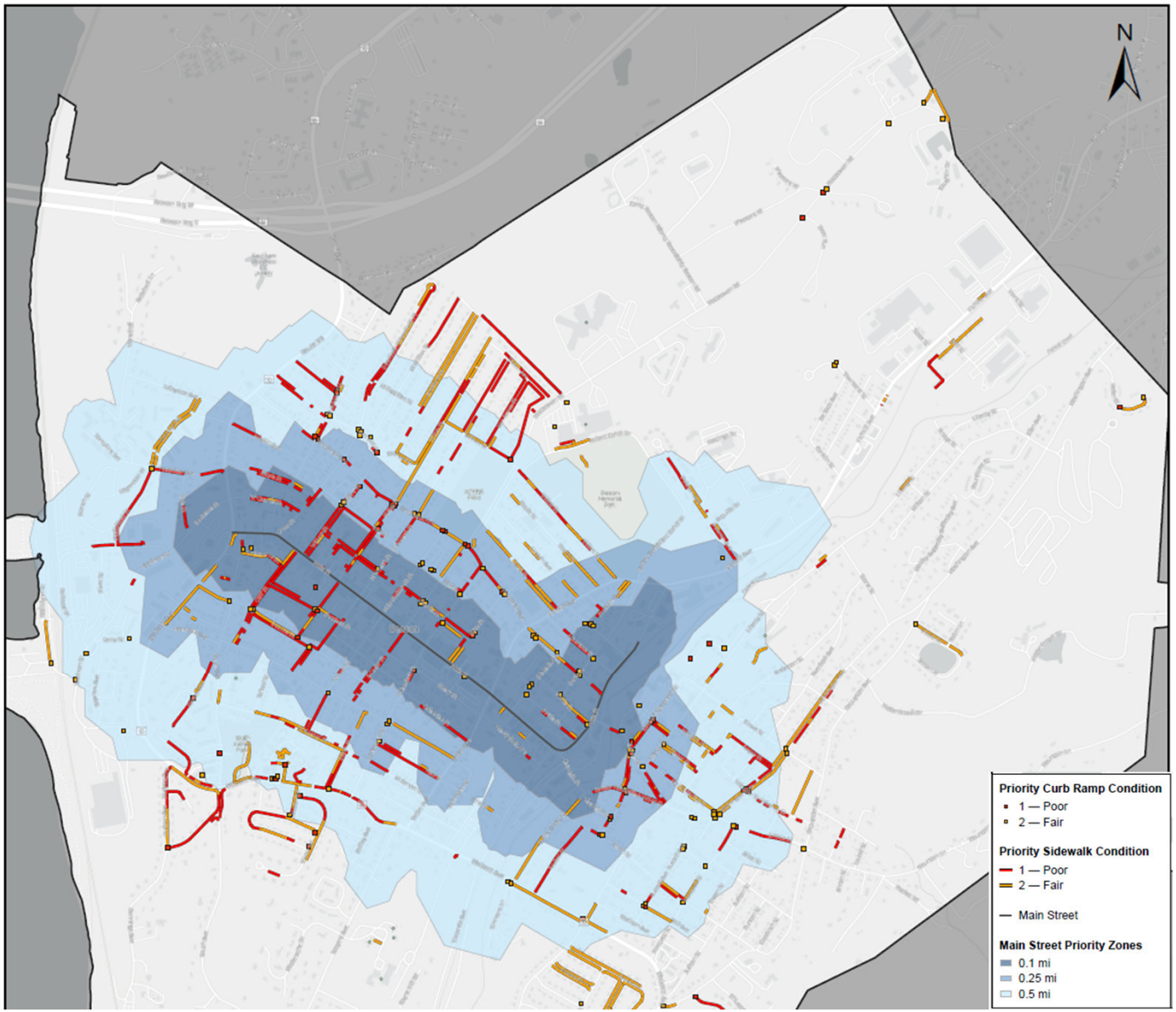
XX = LF of Sidewalk
(YY) = Count of Curb Ramps

Recommended Sidewalk & Curb Ramp Improvement Priority locations

TABULAR DATA

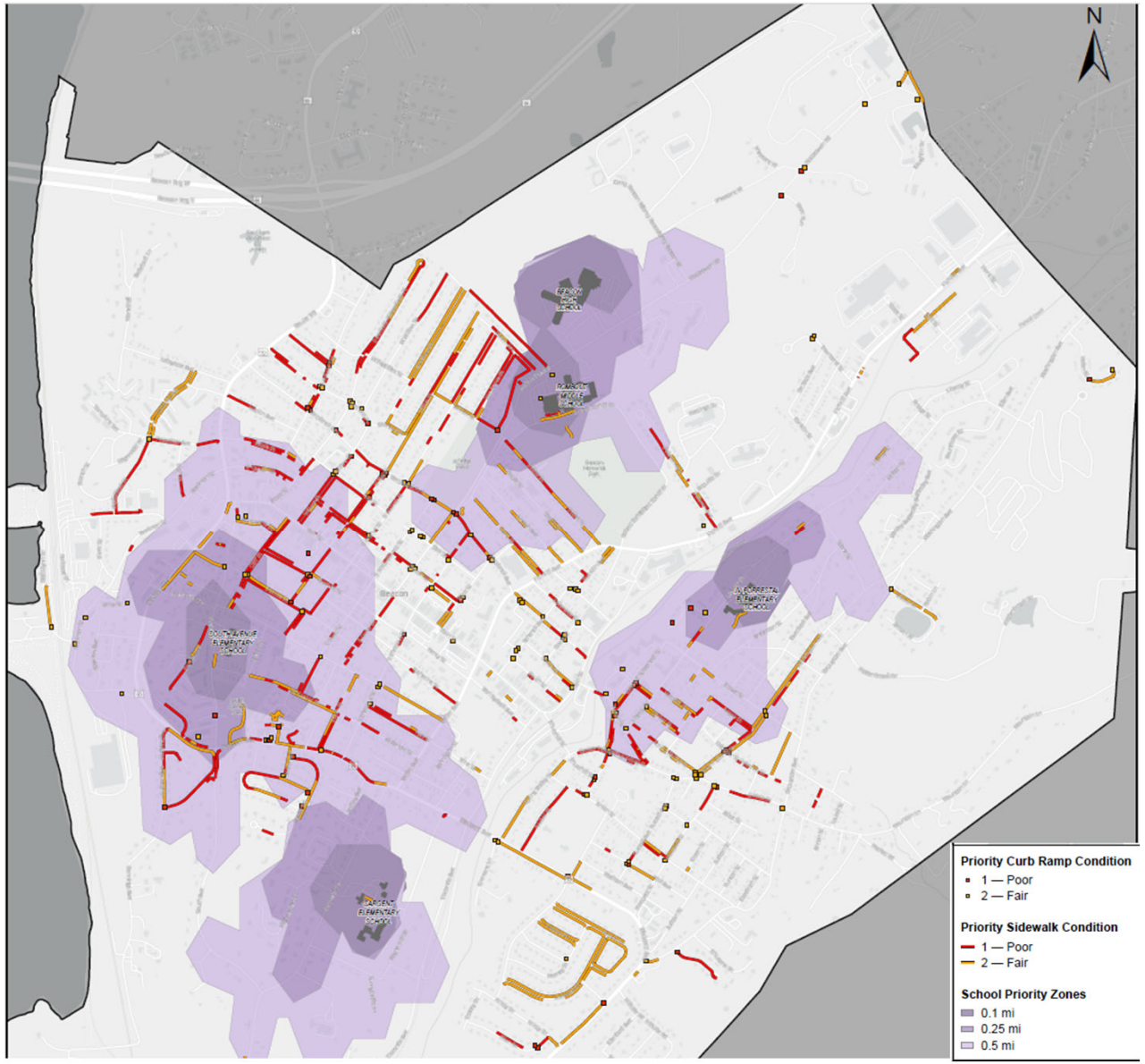
Recommended Sidewalk & Curb Ramp Improvement Priority locations

Proximity to Main Street



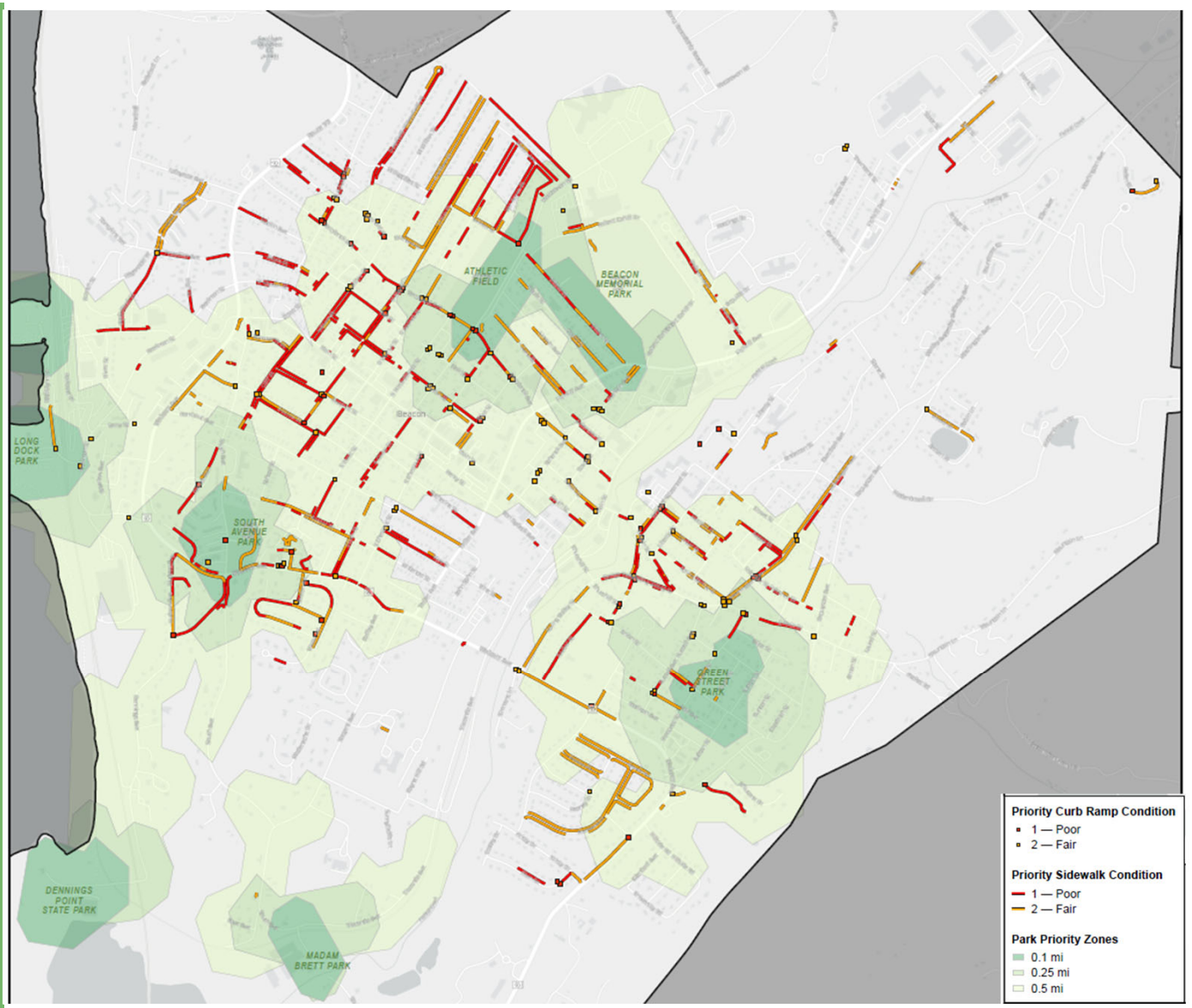
Recommended Sidewalk & Curb Ramp Improvement Priority locations

Proximity to Schools



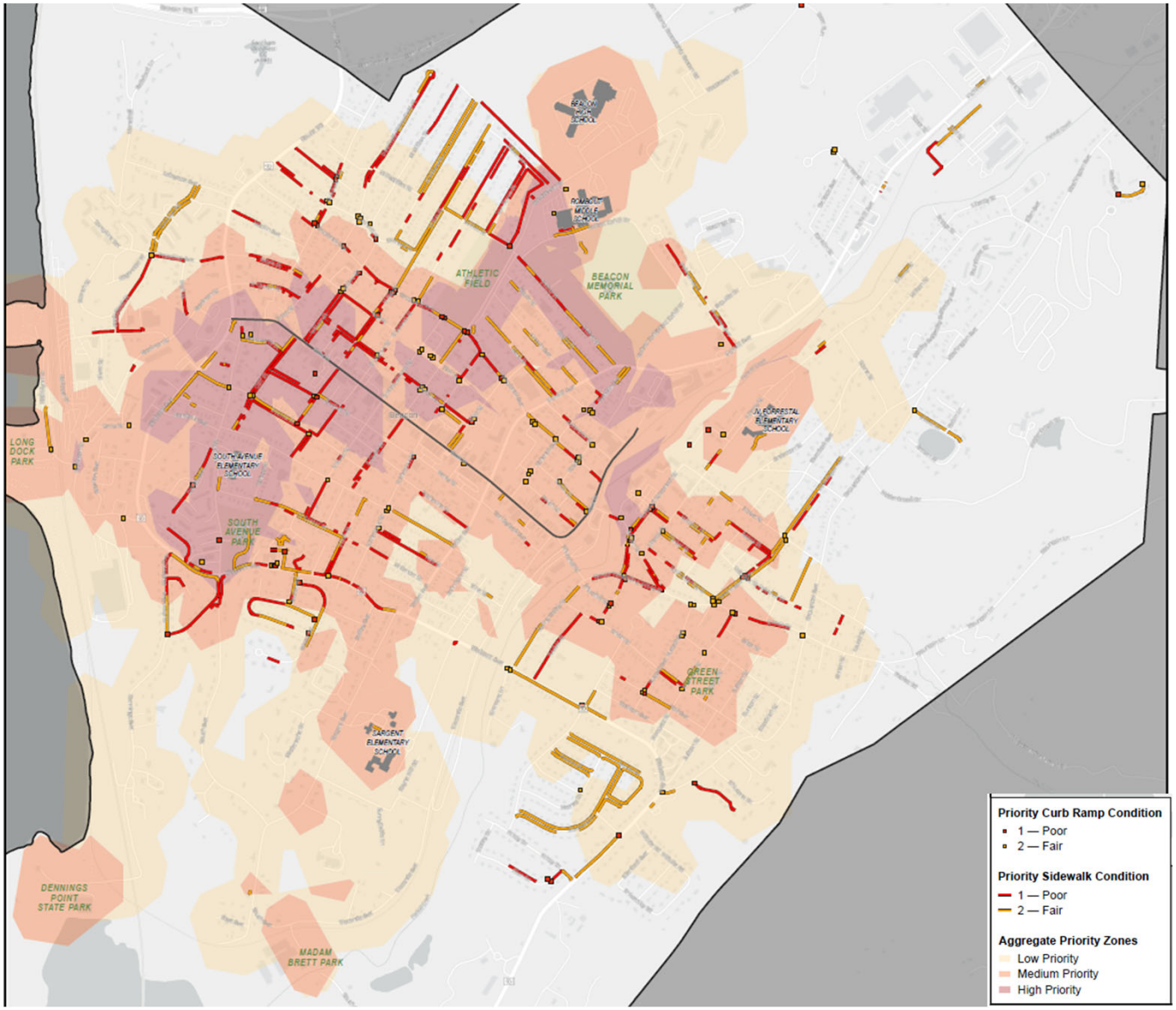
Recommended Sidewalk & Curb Ramp Improvement Priority locations

Proximity to Parks



Recommended Sidewalk & Curb Ramp Improvement Priority locations

Aggregate



Questions?

Thank You

Creighton Manning Engineering & Surveying, PLLC

Amanda J. LaRosa, PE

alarosa@cmellp.com

www.cmellp.com

Tel. 914.307.0041

Title:

Proposed 2027-2031 Capital Program

ATTACHMENTS

Proposed 2027-2031 Capital Program

Proposed 2027 Capital Financing Plan

CITY OF BEACON

CAPITAL PROGRAM 2027-2031 (DRAFT)

	DESCRIPTION OF ITEMS	2027	2028	2029	2030	2031
GENERAL FUND						
FIRE DEPARTMENT						
	Firefighter Personal Protective Equipment	24,893	26,138	27,444	28,816	30,257
	Chevy Tahoe	83,000				
	Chevy 2500	88,766				
	Compressor for Cascade System	55,093				
	Self-Contained Breathing Apparatus Cyclinders		25,541	8,940	5,632	5,913
	Ladder truck (authorized in 2025, additional funding)		218,488			
	Self-Contained Breathing Apparatus (SCBA)			67,489		
ROAD RECONSTRUCTION						
	Mill & Pave Streets/Install ADA Curb Ramps	500,000	500,000	500,000	500,000	500,000
	Beekman Street Pedestrian & Bicycle Improvements	3,561,150				
	Main Street Restriping		50,000			
CITY BUILDINGS & LOTS						
	Parking Lot Improvements	46,200	37,000	30,000	30,000	30,000
	Memorial Building ADA Entrance (Teller Avenue side)	83,000				
	DPW Garage repainting					250,000
SIDEWALKS						
	Sidewalk Improvements	250,000	250,000	250,000	250,000	250,000
STORMWATER SYSTEM						
	Repair & Replace Stormwater lines	100,000	100,000	100,000	100,000	100,000
BUILDING DEPARTMENT						
	Chevy Silverado (Electric)	55,000				
	Chevy Silverado (Electric)			55,000		

CITY OF BEACON

CAPITAL PROGRAM 2027-2031 (DRAFT)

	DESCRIPTION OF ITEMS	2027	2028	2029	2030	2031
HIGHWAY DEPARTMENT						
	1-Ton Dump Truck with Plow	100,000				
	3/4-Ton F250 with lift gate	82,000				
	10 Wheel Swap Loader (additional funds)	105,000				
	Salt Brine System Set up	73,500				
	2027 Track Loader	340,000				
	Dump Truck/Plow/Sander		330,000			
	Backhoe - John Deere		168,000			
	1-Ton Dump Truck with Plow		105,000			
	Dump Truck/Plow/Sander		393,750			
	Debris Bucket			30,000		
	2-Ton Service Truck w/Utility body			275,000		
	Dump Truck/Plow/Sander			350,000		
	Dump Truck/Plow/Sander				375,000	
	1-Ton Dump Truck with Plow				110,000	
	1-Ton Dump Truck with Plow					110,000
	Leaf Collection Truck					375,000
PARKS & RECREATION DEPARTMENT						
	Rail Trail		5,400,000			
	Memorial Park Renovation of Southwest Corner (phased)	400,000	400,000	400,000		
	USC- Pool Restoration - Fiberglass		210,000			
	Riverfront Park - Court & Parking Reconstruction			1,600,000		
	Memorial Park - Hilltop Pavillion (Increase)			52,500		
	Memorial Park - Walkway			525,000		
	Riverfront Park & Memorial Park - Splash Pads				210,000	
	Riverfront Park & Memorial Park- Playgrounds				420,000	
	Recreation & Community Center Improvements					5,250,000
	University Settlement Camp					

CITY OF BEACON

CAPITAL PROGRAM 2027-2031 (DRAFT)

	DESCRIPTION OF ITEMS	2027	2028	2029	2030	2031
POLICE DEPARTMENT						
	Body Worn Camera & Electronic Control Weapons	31,642				
	Patrol Vehicle - Interceptor (Hybrid)	72,809				
	Unmarked Pickup Truck Ford F-250	65,993				
	Drone Program	59,233				
	Server - Camera System Upgrade	30,939				
	Body Worn Camera & Electronic Control Weapons		31,642			
	Patrol Vehicle - Interceptor (Hybrid)		76,450			
	Patrol Vehicle - Interceptor (Hybrid)		76,450			
	Patrol Vehicle - Interceptor (Hybrid)		76,450			
	Camera upgrade - Municipal Plaza		19,600			
	Body Worn Camera & Electronic Control Weapons			31,642		
	Patrol Vehicle - Interceptor (Hybrid)			80,271		
	Unmarked Vehicle - Interceptor (Hybrid)			59,361		
	Unmarked Vehicle - Interceptor (Hybrid)			59,361		
	Camera (new) - South Avenue & Wolcott Avenue			17,149		
	Body Worn Camera & Electronic Control Weapons				71,281	
	Patrol Vehicle - Interceptor (Hybrid)				84,285	
	Unmarked Vehicle - Interceptor (Hybrid)				62,329	
	Camera (New) - Main Street & Wolcott Avenue				18,007	
	Unmarked Vehicle - Interceptor (Hybrid)					65,446
	Unmarked Vehicle - Interceptor (Hybrid)					65,446
	Camera (upgrade) Main Street & Elm Street					18,907
	Body Worn Camera & Electronic Control Weapons					71,281
Subtotal General Fund		**6,208,218**	**8,494,509**	**4,519,157**	**2,265,350**	**7,122,250**

CITY OF BEACON

CAPITAL PROGRAM 2027-2031 (DRAFT)

	DESCRIPTION OF ITEMS	2027	2028	2029	2030	2031
WATER FUND						
EQUIPMENT						
	1-Ton Dump Truck with Plow	100,000				
	Utility Maintenance Truck	350,000				
	Valve Operator (Tow behind)		130,000			
	1-Ton Dump Truck with Plow		100,000			
	Chevy Blazer (Electric) or equivalent			49,200		
	Meter Van (Electric)			70,000		
	Mini Excavator and Trailer			110,000		
WATER SUPPLY						
	Well #1 Pump Replacement	150,000				
	Glendale Booster Control Upgrade		100,000			
	Mt. Beacon Water Storage Tank- Construction (additional)	1,900,000				
	Rehabilitation of Cargill Water Main Engineering & Design (Additional fu	150,000				
	Rehabilitation of Cargill Water Main Construction				3,400,000	
	Rail Trail Water Main Engineering	150,000				
	Rail Trail Water Main Construction		677,000	1,600,000		
	Cargill Resevoir Engineering & Design				310,000	
	Cargill Resevoir Construction & Inspection					2,400,000
WATER FILTRATION PLANT						
	Generator Replacement at Water Plant (Additional Funds)	50,000				
	High Lift Pump # 4- Construction	250,000				
Subtotal Water Fund		**3,100,000**	**1,007,000**	**1,829,200**	**3,710,000**	**2,400,000**

CITY OF BEACON

CAPITAL PROGRAM 2027-2031 (DRAFT)

	DESCRIPTION OF ITEMS	2027	2028	2029	2030	2031
SEWER FUND						
WASTEWATER TREATMENT PLANT						
	Aeration Tanks/Air System Replacement (Engineering/Construction)	147,460	3,326,900			
	Liquid Waste Screening Equipment Upgrade (Rake)	252,000				
	Primary Effluent Pump Replacement & Installation	106,000	111,300	116,865		
	RAS pumps	57,000				
	Concentration Tanks Pump Repacement	44,667	46,900	49,245		
	Removal of Obsolete Equipment			150,000		
	Blower Building Roof Replacement			200,000		
	Blower Building Tile Replacement				150,000	
	Fine Screens Mechanical & Electrical Replacement					80,000
SANITARY SEWER SYSTEM						
	South Ave Interceptor Engineering & Construction			30,000	200,000	
Subtotal Sewer Fund		**607,127**	**3,485,100**	**546,110**	**350,000**	**80,000**
GRAND TOTAL		**9,915,345**	**12,986,609**	**6,894,467**	**6,325,350**	**9,602,250**

CITY OF BEACON 2027 CAPITAL FINANCING PLAN (DRAFT)

RED - General Fund BLUE - Water Fund GREEN- Sewer Fund	FUNDING SOURCES						
	TOTAL COST	FUND BALANCE	BONDS	STATE & FEDERAL AID	GRANT SOURCES	RECREATION TRUST	TOTAL COST
GENERAL FUND							
FIRE DEPARTMENT							
Firefighter Personal Protective Equipment	24,893	24,893					24,893
Chevy Tahoe	83,000	83,000					83,000
Chevy 2500	88,766	88,766					88,766
Compressor for Cascade System	55,093	55,093					55,093
							-
ROAD RECONSTRUCTION							-
Mill & Pave Streets/Install ADA Curb Ramps	500,000			500,000			500,000
Beekman Street Pedestrian & Bicycle Improvements	3,561,150			3,561,150			3,561,150
							-
CITY BUILDING & LOTS							-
Parking Lot Improvements	46,200	46,200					46,200
Memorial Building ADA Entrance (Teller Avenue side)	83,000	83,000					83,000
							-
SIDEWALKS							-
Sidewalk Improvements	250,000	60,790		189,210			250,000
							-
STORM DRAINS							-
Repair & Replace Stormwater lines	100,000	100,000					100,000
							-
BUILDING DEPARTMENT							-
Chevy Silverado (Electric)	55,000				55,000		55,000
							-
HIGHWAY DEPARTMENT							-
1-Ton Dump Truck with Plow	100,000	100,000					100,000
3/4-Ton F250 with lift gate	82,000	82,000					82,000
10 Wheel Swap Loader (additional funds)	105,000	105,000					105,000
Salt Brine System Set up	73,500	73,500					73,500
2027 Track Loader	340,000		340,000				340,000
							-
PARKS & RECREATION DEPARTMENT							-
Memorial Park Renovation of Southwest Corner (phase in)	400,000	308,000				92,000	400,000
							-
POLICE DEPARTMENT							-
Body Worn Camera & Electronic Control Weapons	31,642	31,642					31,642
Patrol Vehicle - Interceptor (Hybrid)	72,809	72,809					72,809
Unmarked Pickup Truck Ford F-250	65,993	65,993					65,993

CITY OF BEACON 2027 CAPITAL FINANCING PLAN (DRAFT)

RED - General Fund BLUE - Water Fund GREEN- Sewer Fund	FUNDING SOURCES						
	TOTAL COST	FUND BALANCE	BONDS	STATE & FEDERAL AID	GRANT SOURCES	RECREATION TRUST	TOTAL COST
Drone Program	59,233	59,233					59,233
Server - Camera System Upgrade	30,939	30,939					30,939
Subtotal General Fund	**6,208,218**	**1,470,858**	**340,000**	**4,250,360**	**55,000**	**92,000**	**6,208,218**

CITY OF BEACON 2027 CAPITAL FINANCING PLAN (DRAFT)

RED - General Fund BLUE - Water Fund GREEN- Sewer Fund	FUNDING SOURCES						
	TOTAL COST	FUND BALANCE	BONDS	STATE & FEDERAL AID	GRANT SOURCES	RECREATION TRUST	TOTAL COST
WATER FUND							
1-Ton Dump Truck with Plow	100,000	100,000					100,000
Utility Maintenance Truck	350,000		350,000				350,000
Well #1 Pump Replacement	150,000	150,000					150,000
Mt. Beacon Water Storage Tank- Construction (additional)	1,900,000		1,900,000				1,900,000
(Additional funds)	150,000	150,000					150,000
Rail Trail Water Main Engineering	150,000	150,000					150,000
Generator Replacement at Water Plant (Additional Funds)	50,000	50,000					50,000
High Lift Pump # 4- Construction	250,000		250,000				250,000
Subtotal Water Fund	**3,100,000**	**600,000**	**2,500,000**	**-**	**-**	**-**	**3,100,000**
SEWER FUND							
Aeration Tanks/Air System Replacement (Engineering/Construction)	147,460	147,460					147,460
Liquid Waste Screening Equipment Upgrade (Rake)	252,000		252,000				252,000
Primary Effluent Pump Replacement & Installation	106,000	106,000					106,000
RAS pumps	57,000	57,000					57,000
Concentration Tanks Pump Repacement	44,667	44,667					44,667
Subtotal Sewer Fund	**607,127**	**355,127**	**252,000**	**-**	**-**	**-**	**607,127**
							-
GRAND TOTAL	**9,915,345**	**2,425,985**	**3,092,000**	**4,250,360**	**55,000**	**92,000**	**9,915,345**

Title:

Proposed Franchise Agreement with Verizon New York Inc.

ATTACHMENTS

Keane & Beane, P.C. Memorandum Regarding a Proposed Franchise Agreement with Verizon New York Inc.

Proposed Franchise Agreement with Verizon New York Inc.

KEANE & BEANE P.C.
ATTORNEYS AT LAW

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Phone 914.946.4777

■ **Long Island**
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Suite 460
Melville, NY 11747
Phone 631.776.5910

■ **Mid-Hudson**
200 Westage Business Center
Suite 120
Fishkill, NY 12524
Phone 845.896.0120

■ **New York City**
60 East 42nd Street
New York, NY 10165
Phone 646.794.5747

MEMORANDUM

TO: **Lee Kyriacou, Mayor**
Members of the City Council

FROM: **Keane & Beane, P.C.**

RE: **Verizon of New York: Proposed Cable Franchise Agreement**

DATE: **May 27, 2026**

The City of Beacon has received a proposal from Verizon New York, Inc. ("Verizon") for a new cable franchise agreement, as required by the 47 U.S.C. § 541 of the Federal Telecommunications Act and the regulations of the NYS Public Service Commission ("PSC") pursuant to 16 NYCRR Part 894. This memorandum will briefly outline the procedure to enter into a new cable franchise agreement and discuss what issues can and cannot be negotiated in a cable franchise agreement.

Our office is reviewing the draft agreement and will work with the City Administration on suggested edits to the agreement, which will be discussed in further detail at a work session this summer and before consideration of final action.

I. Federal and State Regulatory Scheme for Cable Services

Cable Franchise Agreements are subject to regulation under the Federal Telecommunications Act (47 U.S.C. § 541 et seq), and Article 11 of the New York Public Service Law. The Federal Telecommunications Act restricts what a municipality may and may not require in a cable franchise agreement and the Regulations of the NYS PSC also have requirements. The application process is governed by 47 U.S.C. § 541 and 16 NYCRR Part 894.5 through 894.8. The City currently has one cable franchise agreement with Cablevision of Wappingers Falls (i.e., Optimum), which was renewed in 2025. The proposal from Verizon, if approved, would add an additional provider of cable services for residents.

II. Application Procedure

1. Verizon currently offers non-cable services through its fiber-optics facilities to residents. This service is presently available to more than 60% of households and businesses in the City. The proposed franchise will encompass the entire City.

2. Verizon sent a draft agreement to our office for review. The draft agreement provides an initial 5-year term, which is shorter than the existing franchise agreement but not uncommon for new franchisees. Our office will be suggesting changes to the initial draft agreement from Verizon.

3. Schedule and Hold a Public Hearing. To assist the City in negotiating the cable franchise agreement, there needs to be a public hearing published at least three (3) weeks before the date of the hearing. Beacon City Charter § 2.11. The public hearing should obtain comments from the public to determine:

    i. identifying the future cable-related community needs and interests, considering the costs of meeting such needs and interests; and

    ii. reviewing the potential performance of the cable television company; and

    iii. the potential quality of the operator's service, including signal quality, response to consumer complaints, billing practices, and overall service in light of community needs.

    iv. A copy of the application and draft agreement must be made available by the City Clerk for public inspection, upon request.

4. Approval of a New Franchise.

    i. 16 NYCRR § 894.6 provides that the City "shall use due diligence to investigate and assess the technical ability, financial condition, and character of every applicant and, in particular, to ascertain the operating record and reputation" of the applicant.

    ii. As there is only one cable provider in Beacon. As such, the City cannot "unreasonably refuse to award an additional competitive franchise" to Verizon. 47 U.S.C. §541(a)(1); *see also* 16 NYCRR § 894.8(a).

    iii. The City cannot grant Verizon a cable franchise with terms which are more favorable or less burdensome than are presently agreed upon with the existing franchisee.

    iv. After closing the public hearing, the Council can vote whether to approve the franchise agreement. The decision to award or deny the application must be made by the Council within a period of six (6) months from the closing of the public hearing. 16 NYCRR § 894.8(b).

    v. Unless there has been an "egregious" failure by the prospective franchisee to show it is capable of providing adequate services to residents, the Council should approve the negotiated franchise

agreement. A detailed record must be made if the Council contemplates a denial of the franchise agreement. If the application is denied, the City Council shall "include in the resolution the reasons for the denial." 16 NYCRR § 894.8(d).

5. Filing for a Certificate of Confirmation.

   i. Once the Council approves the franchise agreement, the franchisee then files a request with the NYS Public Service Commission for a Certificate of Confirmation.

   ii. The term of the cable franchise agreement begins when the PSC issues a Certificate of Confirmation.

III. Areas Not Subject to Regulation under Franchise Agreement

1. Frequent comment at public hearings on cable franchise agreements deal with subjects that are beyond the scope of the franchise agreement, for example:

   Comment: The City's existing franchisee, Cablevision (i.e., Optimum) will lose business and may discontinue service.

   Response: The City cannot deny a new franchise agreement based upon increased competition alone. In fact, the Federal Telecommunications Act and State regulations expressly state that a municipality "may not unreasonably refuse to award an additional competitive franchise." Moreover, the existing franchise agreement expressly contemplates another cable service provider seeking a franchise in the City.

   Comment: The cost of cable is outrageous; the City needs to force Verizon and/or Optimum (i.e., Cablevision) to reduce prices.

   Response: Under the Federal Telecommunications Act, the City may only regulate the basic cable package, which is the rebroadcast of local television stations, if the City is granted a certificate by the Federal Communications Commission to adopt rate schedules. 47 U.S.C. § 543. As few subscribers have the basic cable package, it is not cost effective for the City to regulate basic cable packages.

   Comment: I don't get a particular cable channel; the City should require that the channel be provided.

Response: the City cannot require the franchisee to provide certain cable television channels or programming.

2. Matters not pertaining to cable service such as telephone or internet service cannot be regulated under the cable franchise agreement.

IV. Negotiable Provisions of a Franchise Agreement.

Under State and Federal Law, the City may negotiate the following provisions contained within a cable franchise agreement:

1. Franchise Fee – Under Federal Law, the City is entitled to a maximum of five (5%) percent of the "gross revenues" the franchisee derives from subscribers and non-subscribers. As such, the definition of "gross revenues" is a significant aspect of the agreement. If the definition of "gross revenues" is too narrow in scope the City may lose out on revenues, if it is too broad or open to interpretation, the City may similarly lose out on revenues for failing to adequately define the sources of revenue. For reference, the City currently imposes the maximum 5% of "gross revenues" in the existing agreement.

V. Please Note the Following:

1. Under Federal law, the franchisee is entitled to pass the franchise fee along to customers.

2. Under Federal law, the term franchise fee can be listed on the bill delivered to customers as a line item.

3. Under Federal law, the franchisee may deduct the amount it pays to the City to provide operation support for PEG access from the franchise fee.

4. The franchisee may offset the amount payable under the franchise fee from the special franchise tax it pays on the value of its physical equipment within the City's right-of-way.

5. Streaming apps provided through the cable box are subject to the cable franchise fee.

6. Advertising revenue can be included within gross revenue.

7. Telephone service and internet service are not cable services so they are not included within the definition of gross revenue.

8. The franchise agreement may require a cable operator to carry channels for public access, education (school district), and government (boards) (PEG). Currently Cablevision is providing a government channel. The cable

agreement may also provide PEG grant funding for the acquisition of capital equipment used to broadcast board meetings on the Government Channel.

9. The City may require the franchisee to provide free services to public buildings and schools. This already occurs per the existing franchise agreement, and Verizon will similarly be required to do so.

10. The franchise agreement can impose right-of-way management and safety rules.

11. Consumer protection regulations if they are not inconsistent with State and Federal laws.

12. Accountability standards and procedures to ensure the terms of the franchise agreement are being met.

cc:

Cable Franchise Agreement

by and between

the City of Beacon

and

Verizon New York Inc.

Pursuant to §87(2)(c) and (d) of the New York Freedom of Information Law, Verizon New York Inc. respectfully requests that the LFA protect the confidentiality of this document and all communications related thereto by not disclosing the same to any third party. See NY CLS PUB O §§87(2)(c) and (d).

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THIS CABLE FRANCHISE AGREEMENT (the "Franchise" or "Agreement") is entered into by and between the City of Beacon, a validly organized and existing political subdivision of the State of New York (the "Local Franchising Authority" or "LFA") and Verizon New York Inc., a corporation duly organized under the applicable laws of the State of New York (the "Franchisee").

WHEREAS, the LFA wishes to grant Franchisee a nonexclusive franchise to construct, install, maintain, extend and operate a cable system in the Franchise Area as designated in this Franchise;

WHEREAS, the LFA is a "franchising authority" in accordance with Title VI of the Communications Act, (*see* 47 U.S.C. §522(10)) and is authorized to grant one or more nonexclusive cable franchises pursuant to Article 11 of the New York Public Service Law, as amended, and Title 16, Chapter VIII, Parts 890.60 through 899, of the Official Compilation of Codes, Rules and Regulations of the State of New York, as amended;

WHEREAS, Franchisee has upgraded its telecommunications and information services network through the installation of a Fiber to the Premise Telecommunications Network ("FTTP Network") in the Franchise Area which transmits the Non-Cable Services pursuant to authority granted by Section 27 of the New York Transportation Corporations Law, as amended, and Title II of the Communications Act, which Non-Cable Services are not subject to the Cable Law or Title VI of the Communications Act;

WHEREAS, the FTTP Network occupies the Public Rights-of-Way within the LFA, and Franchisee desires to use portions of the FTTP Network to provide Cable Services (as hereinafter defined) in the Franchise Area;

WHEREAS, the LFA has identified the future cable-related needs and interests of the LFA and its community, has considered and approved the financial, technical and legal qualifications of Franchisee, and has determined that Franchisee's plans for its Cable System are adequate and feasible in a full public proceeding affording due process to all parties;

WHEREAS, the LFA has found Franchisee to be financially, technically and legally qualified to operate the Cable System;

WHEREAS, the LFA has determined that in accordance with the provisions of the Cable Law, this Franchise complies with NY PSC's franchise standards and the grant of a nonexclusive franchise to Franchisee is consistent with the public interest; and

WHEREAS, the LFA and Franchisee have reached agreement on the terms and conditions set forth herein and the parties have agreed to be bound by those terms and conditions.

NOW, THEREFORE, in consideration of the LFA's grant of a franchise to Franchisee, Franchisee's promise to provide Cable Service to residents of the Franchise Area pursuant to and consistent with the Cable Law (as hereinafter defined), pursuant to the terms and conditions set

forth herein, the promises and undertakings herein, and other good and valuable consideration, the receipt and the adequacy of which are hereby acknowledged,

THE SIGNATORIES DO HEREBY AGREE AS FOLLOWS:

1. DEFINITIONS

Except as otherwise provided herein, the definitions and word usages set forth in the Cable Law are incorporated herein and shall apply in this Agreement. In addition, the following definitions shall apply:

1.1. *Access Channel*: A video Channel, which Franchisee shall make available to the LFA without charge for Public, Educational, or Governmental noncommercial use for the transmission of video programming as directed by the LFA.

1.2. *Affiliate:* Any Person who, directly or indirectly, owns or controls, is owned or controlled by, or is under common ownership or control with, the Franchisee.

1.3. *Basic Service:* Any service tier, which includes the retransmission of local television broadcast signals as well as the PEG Access Channels required by this Franchise.

1.4. *Cable Law:* Article 11 of the New York Public Service Law, as amended, and Title 16, Chapter VIII, Parts 890.60 through 899, of the Official Compilation of Codes, Rules and Regulations of the State of New York, as amended, to the extent authorized under and consistent with federal law.

1.5. *Cable Service* or *Cable Services:* Shall be defined herein as it is defined under Section 602 of the Communications Act, 47 U.S.C. § 522(6), as amended.

1.6. *Cable System* or *System:* Shall be defined herein as it is defined under Section 602 of the Communications Act, 47 U.S.C. § 522(7), as amended.

1.7. *Channel:* Shall be defined herein as it is defined under Section 602 of the Communications Act, 47 U.S.C. § 522(4), as amended.

1.8. *Communications Act*: The Communications Act of 1934, as amended.

1.9. *Control:* The ability to exercise *de facto* or *de jure* control over day-to-day policies and operations or the management of Franchisee's affairs.

1.10. *Educational Access Channel*: An Access Channel available for noncommercial use solely by local public schools and public school districts in the Franchise Area and other not-for-profit educational institutions chartered or licensed by the New York State Department of Education or Board of Regents in the Franchise Area.

1.11. *FCC*: The United States Federal Communications Commission, or successor governmental entity thereto.

1.12. *Force Majeure*: An event or events reasonably beyond the ability of Franchisee to anticipate and control. This includes, but is not limited to, severe or unusual weather conditions, strikes, labor disturbances and disputes, war or act of war (whether an actual declaration of war is made or not), insurrection, riots, act of public enemy, incidences of terrorism, acts of vandalism, epidemics, actions or inactions of any government instrumentality or public utility including condemnation, accidents for which the Franchisee is not primarily responsible, fire, flood, or other acts of God, or work delays caused by waiting for utility providers to service or monitor utility poles to which Franchisee's FTTP Network is attached, and unavailability of materials and/or qualified labor to perform the work necessary.

1.13. *Franchise Area*: Those buildings within the incorporated area (entire existing territorial limits) of the LFA and such additional areas as may be annexed or acquired where, as of the Effective Date, Verizon has installed its FTTP Network and activated its FTTP Network terminals for service, as generally depicted in **Exhibit A**. The Franchise Area shall also include other buildings to the extent provided in the last sentence of Section 3.1 below.

1.14. *Franchisee:* Verizon New York Inc. and its lawful and permitted successors, assigns and transferees.

1.15. *Government Access Channel*: An Access Channel available for the sole noncommercial use of the LFA.

1.16. *Gross Revenue:* All revenue, as determined in accordance with generally accepted accounting principles, which is derived by Franchisee from the operation of the Cable System to provide Cable Service in the Franchise Area, subject to the following inclusions and exclusions.

1.17. 1.16.1. Gross Revenue includes, without limitation: all Subscriber and customer revenue earned or accrued net of bad debts including revenue for: (i) Basic Service; (ii) all fees charged to any Subscribers for any and all Cable Service provided by Franchisee over the Cable System in the Franchise Area, including without limitation Cable Service related program guides, the installation, disconnection or reconnection of Cable Service; revenue from late or delinquent charge fees; Cable Service related or repair calls; the provision of converters, remote controls, additional outlets and/or other Cable Service related Subscriber premises equipment, whether by lease or fee; (iii) revenue from the sale or lease of access channel(s) or channel capacity; (iv) video on demand Cable Service and pay-per-view Cable Service; (v) compensation received by Franchisee that is derived from the operation of Franchisee's Cable System to provide Cable Service with respect to commissions that are paid to Franchisee as compensation for promotion or exhibition of any products or services on the Cable System, such as "home shopping" or a similar channel, subject to the exceptions below; and (vi) Franchise Fees imposed on Franchisee by the LFA that are passed through from Franchisee as a line item paid by Subscribers. Gross Revenue includes a pro rata portion of all revenue derived by Franchisee pursuant to compensation arrangements for advertising derived from the operation of Franchisee's Cable System to provide Cable Service within the Franchise Area, subject to the exceptions below. The allocation of home shopping and advertising revenue shall be based on the number of Subscribers in the Franchise Area divided by the total number of subscribers in

relation to the relevant local, regional or national compensation arrangement. Advertising commissions paid to third parties shall not be netted against advertising revenue included in Gross Revenue.

1.18. 1.16.2. Gross Revenue shall not include: Revenue received by any Affiliate or other Person in exchange for supplying goods or services used by Franchisee to provide Cable Service over the Cable System; bad debts written off by Franchisee in the normal course of its business (provided, however, that bad debt recoveries shall be included in Gross Revenue during the period collected); refunds, rebates or discounts made to Subscribers or other third parties; any revenue of Franchisee or any other Person which is received directly from the sale of merchandise through any Cable Service distributed over the Cable System, however, that portion of such revenue which represents or can be attributed to a Subscriber fee or a payment for the use of the Cable System for the sale of such merchandise shall be included in Gross Revenue; the sale of Cable Service on the Cable System for resale in which the purchaser is required to collect cable Franchise Fees from purchaser's customer; the sale of Cable Service to customers, which are exempt, as required or allowed by the LFA including, without limitation, the provision of Cable Service to public institutions as required or permitted herein; any tax of general applicability imposed upon Franchisee or upon Subscribers by a city, state, federal or any other governmental entity and required to be collected by Franchisee and remitted to the taxing entity (including, but not limited to, sales/use tax, gross receipts tax, excise tax, utility users tax, public service tax, communication taxes and non-cable franchise fees); any foregone revenue which Franchisee chooses not to receive in exchange for its provision of free or reduced cost cable or other communications services to any Person, including without limitation, employees of Franchisee and public institutions or other institutions designated in the Franchise (provided, however, that such foregone revenue which Franchisee chooses not to receive in exchange for trades, barters, services or other items of value shall be included in Gross Revenue); sales of capital assets or sales of surplus equipment; program launch fees, i.e., reimbursement by programmers to Franchisee of marketing costs incurred by Franchisee for the introduction of new programming; directory or Internet advertising revenue including, but not limited to, yellow page, white page, banner advertisement and electronic publishing; or any fees or charges collected from Subscribers or other third parties for any PEG Grant payments.

1.19. 1.16.3. Except as otherwise provided in Subsection 1.16.1, any revenue classified, in whole or in part, as Non-Cable Service revenue under federal or state law including, without limitation, revenue received from Telecommunications Services; revenue received from Information Services, including, without limitation, Internet Access service, electronic mail service, electronic bulletin board service, or similar online computer services; charges made to the public for use of the Cable System for two-way communication; fees, taxes and surcharges on Non-Cable Services, including, but not limited to the NY Municipal Construction Surcharge; and any other revenue attributed by Franchisee to Non-Cable Services in accordance with federal law, rules, regulations, standards or orders. Should revenue from any service provided by Franchisee over the Cable System be classified as Cable Service revenue by a final determination or ruling of any agency or court having jurisdiction, after the exhaustion of all appeals related thereto, the LFA shall be entitled, after notification to Franchisee, to amend this Agreement in the manner prescribed under applicable state law or this Franchise to include revenue from Franchisee's provision of such service as Gross Revenue, and Franchisee shall

include revenue from such service as Gross Revenue on a going forward basis commencing within ninety (90) days following the date of issuance of an order from the NY PSC approving such amendment.

1.20. *Information Services*: Shall be defined herein as it is defined under Section 3 of the Communications Act, 47 U.S.C. §153(24), as amended.

1.21. *Internet Access*: Broadband access service that enables Subscribers to access the Internet.

1.22. *Local Franchising Authority (LFA)*: The City of Beacon, New York, or the lawful successor, transferee, or assignee thereof.

1.23. *Non-Cable Service*: Any service that does not constitute the provision of Cable Service including, but not limited to, Information Service and Telecommunications Service.

1.24. *NY PSC:* The New York Public Service Commission.

1.25. *PEG*: Public, Educational, and Governmental.

1.26. *PEG Access Designee*: Any entity designated by the LFA for the purpose of owning and/or operating the equipment and facilities used in the production and/or broadcast of PEG Access Channel programming for the LFA, including but not limited to any access corporation.

1.27. *Person*: An individual, partnership, association, joint stock company, trust, corporation, or governmental entity.

1.28. *Public Access Channel*: An Access Channel available for non-commercial use solely by the residents in the Franchise Area on a first-come, first-served, nondiscriminatory basis.

1.29. *Public Rights-of-Way*: The surface and the area across, in, over, along, upon and below the surface of the public streets, roads, bridges, sidewalks, lanes, courts, ways, alleys, and boulevards, including, public utility easements and public lands and waterways used as Public Rights-of-Way, as the same now or may thereafter exist, which are under the jurisdiction or control of the LFA. Public Rights-of-Way do not include the airwaves above a right-of-way with regard to cellular or other non-wire communications or broadcast services.

1.30. *Subscriber*: A Person who lawfully receives Cable Service over the Cable System with Franchisee's express permission.

1.31. *Telecommunication Services:* Shall be defined herein as it is defined under Section 3 of the Communications Act, 47 U.S.C. § 153(53), as amended.

1.32. *Title VI*: Title VI of the Communications Act, Cable Communications, as amended.

1.33. *Transfer of the Franchise:* Any transaction in which: a fifty percent (50%) ownership or other interest in Franchisee is transferred, directly or indirectly, from one Person or group of Persons to another Person or group of Persons, so that Control of Franchisee is transferred; or the rights held by Franchisee under the Franchise and the certificate of confirmation issued therefor by the NY PSC are transferred or assigned to another Person or group of Persons. However, notwithstanding the foregoing, a *Transfer of the Franchise* shall not include transfer of an ownership or other interest in Franchisee to the parent of Franchisee or to another Affiliate of Franchisee; transfer of an interest in the Franchise or the rights held by the Franchisee under the Franchise to the parent of Franchisee or to another Affiliate of Franchisee; any action which is the result of a merger of the parent of the Franchisee; or any action which is the result of a merger of another Affiliate of the Franchisee.

1.34. *Video Programming:* Shall be defined herein as it is defined under Section 602 of the Communications Act, 47 U.S.C. § 522(20), as amended.

1.35. *Video Service Provider or VSP*: Any entity using any portion of the Public Rights-of-Way to provide Video Programming services to multiple subscribers within the territorial boundaries of the LFA, for purchase, barter, or free of charge, regardless of the transmission method, facilities or technologies used. A VSP shall include, but is not limited to, any entity that provides Cable Services, multi-channel multipoint distribution services, broadcast satellite services, satellite delivered services, wireless services, and internet-protocol based services within the territorial boundaries of the LFA.

2. GRANT OF AUTHORITY; LIMITS AND RESERVATIONS

2.1. *Grant of Authority*: Subject to the terms and conditions of this Agreement and the Cable Law, the LFA hereby grants the Franchisee the right to own, construct, operate and maintain a Cable System along the Public Rights-of-Way within the Franchise Area, in order to provide Cable Service. No privilege or power of eminent domain is bestowed by this grant; nor is such a privilege or power bestowed by this Agreement.

2.2. *The FTTP Network:* Upon delivery of Cable Service, by subjecting Franchisee's mixed-use facilities to the NY PSC's minimum franchise standards and the LFA's police power, the LFA has not been granted broad new authority over the construction, placement and operation of Franchisee's mixed-use facilities.

2.3. *Effective Date and Term:* This Franchise shall become effective on the date that the NY PSC issues a certificate of confirmation for this Franchise (the "Effective Date"), following its approval by the LFA's governing authority authorized to grant franchises and its acceptance by the Franchisee. The term of this Franchise shall be five (5) years from the Effective Date unless the Franchise is earlier terminated by Franchisee pursuant to the terms of Section 2.4 or 2.5 or revoked by the LFA as provided herein. The Franchisee shall memorialize

the Effective Date by notifying the LFA in writing of the same, which notification shall become a part of this Franchise.

2.4. *Termination Generally:* Notwithstanding any provision herein to the contrary, Franchisee may terminate this Agreement and all obligations hereunder at any time during the term of this Agreement for any reason, in Franchisee's sole discretion, upon one hundred eighty (180) days' written notice to the LFA.

2.5. *Modification/Termination Based on VSP Requirements:*

2.1.1. 2.5.1. If there is a change in federal, state, or local law that reduces any material financial and/or operational obligation that the LFA has required from or imposed upon a VSP, or if the LFA enters into any franchise, agreement, license, or grant of authorization to a VSP to provide Video Programming services to residential subscribers in the LFA with terms or conditions materially less burdensome than those imposed by this Franchise, Franchisee and the LFA shall, within sixty (60) days of the LFA's receipt of Franchisee's written notice, commence negotiations to modify this Franchise to create reasonable competitive equity between Franchisee and such other VSPs. Any modification of the Franchise pursuant to the terms of this section shall not trigger the requirements of Subpart 892-1 of the NY PSC rules and regulations.

2.5.2 Franchisee's notice pursuant to Section 2.5.1. shall specify the change in law and the resulting change in obligations. Franchisee shall respond to reasonable information requests from the LFA, as may be necessary to review the change in obligations resulting from the cited law.

2.5.3 In the event the parties do not reach mutually acceptable agreement on a modification requested by Franchisee, Franchisee shall, at any time and in its sole discretion, have the option of exercising any of the following actions:

2.2.a. Commence franchise renewal proceedings in accordance with 47 U.S.C. §546 with the Franchise term being accelerated, thus being deemed to expire thirty-six (36) months from the date of Franchisee's written notice to seek relief hereunder;

2.3.b. Terminate the franchise within two (2) years from notice to the LFA;

2.4.c. If agreed by both parties, submit the matter to commercial arbitration by a mutually-selected arbitrator in accordance with the rules of the American Arbitration Association; or

2.5.d. Submit the matter to mediation by a mutually-acceptable mediator.

2.6. *Grant Not Exclusive:* The Franchise and the rights granted herein to use and occupy the Public Rights-of-Way to provide Cable Services shall not be exclusive, and the LFA reserves the right to grant other franchises for similar uses or for other uses of the Public

Rights-of-Way, or any portions thereof, to any Person, or to make any such use itself, at any time during the term of this Franchise. Any such rights which are granted shall not adversely impact the authority as granted under this Franchise and shall not interfere with existing facilities of the Cable System or Franchisee's FTTP Network.

2.7. *Franchise Subject to Federal Law:* Notwithstanding any provision to the contrary herein, this Franchise is subject to and shall be governed by all applicable provisions of federal law as it may be amended, including but not limited to the Communications Act.

2.8. *No Waiver*:

2.8.1. The failure of the LFA on one or more occasions to exercise a right under this Franchise, the Cable Law, or other applicable state or federal law, or to require compliance or performance under this Franchise, shall not be deemed to constitute a waiver of such right or a waiver of compliance or performance of this Agreement, nor shall it excuse Franchisee from compliance or performance, unless such right or such compliance or performance has been specifically waived in writing.

2.8.2. The failure of the Franchisee on one or more occasions to exercise a right under this Franchise, the Cable Law, or other applicable state or federal law, or to require performance under this Franchise, shall not be deemed to constitute a waiver of such right or a waiver of performance of this Agreement, nor shall it excuse the LFA from performance, unless such right or such performance has been specifically waived in writing.

2.9. *Construction of Agreement:*

2.9.1. The provisions of this Franchise shall be liberally construed to effectuate their objectives.

2.9.2. Nothing herein shall be construed to limit the scope or applicability of Section 625 of the Communications Act, 47 U.S.C. § 545, as amended.

2.9.3. Should any change to state law, rules or regulations have the lawful effect of materially altering the terms and conditions of this Franchise, then the parties shall modify this Franchise to the mutual satisfaction of both parties to ameliorate the negative effects on the Franchisee of the material alteration. Any modification to this Franchise shall be in writing and shall be subject to Section 222 of the New York Public Service Law and Title 16, Chapter VIII, Part 892, Subpart 892-1, Section 892-1.4 of the Official Compilation of Codes, Rules and Regulations of the State of New York requiring application to the NY PSC and approval of any modification. If the parties cannot reach agreement on the above-referenced modification to the Franchise, then Franchisee may terminate this Agreement without further obligation to the LFA or, at Franchisee's option, the parties agree to submit the matter to binding arbitration in accordance with the commercial arbitration rules of the American Arbitration Association.

2.9.4. The LFA and the Franchisee each acknowledge that they have received independent legal advice in entering into this Agreement. In the event that a dispute arises over the meaning or application of any term(s) of this Agreement, such term(s) shall not be construed by the reference to any doctrine calling for ambiguities to be construed against the drafter of this Agreement.

2.8. *Police Powers*: The LFA shall not enact any local laws that are inconsistent with this Franchise, provided, however, that nothing in this Franchise shall be construed to prohibit the reasonable, necessary and lawful exercise of the police powers of the LFA in a manner not materially in conflict with the privileges granted in this Franchise and consistent with all federal and state laws, regulations and orders.

2.9. *Restoration of Municipal Property:* Any municipal property damaged or destroyed by Franchisee's employees or agents in connection with the installation, repair, or disconnection of Cable Service shall be promptly repaired or replaced by the Franchisee and restored to its pre-existing condition.

2.10. Restoration of Subscriber Premises: The Franchisee shall ensure that Subscriber premises are restored to pre-existing condition if damaged by the Franchisee's employees or agents in any respect in connection with the installation, repair, or disconnection of Cable Service.

2.11. Compliance with Federal and State Privacy Laws: Franchisee shall comply with the privacy provisions of Section 631 of the Communications Act and all other applicable federal and state privacy laws and regulations. The parties agree that, during the term hereof, Franchisee shall not be subject to any local laws or ordinances which conflict with such applicable federal and/or state privacy laws, or which would impose additional or distinct requirements upon Franchisee with respect to Subscriber privacy other than those which are expressly set forth in applicable federal and/or state privacy laws.

3. PROVISION OF CABLE SERVICE

Franchise Area: Subject to applicable law and the issuance of all necessary permits by the LFA, Franchisee shall offer Cable Service to all residential households of the Franchise Area and may make Cable Service available to businesses in the Franchise Area, except: (A) for periods of Force Majeure; (B) for periods of delay caused by the LFA; (C) for periods of delay resulting from Franchisee's inability to obtain authority to access rights-of-way in the Franchise Area; (D) in areas where developments or buildings are subject to claimed exclusive arrangements with other providers; (E) in areas, developments, buildings or other residential dwelling units where Franchisee cannot gain access after good faith efforts, including, but not limited to, circumstances where Franchisee cannot access the area, development, or building by using Franchisee's existing network pathways and which would thus require the construction of new trunk, feeder, or distribution lines in accordance with NY PSC rules and regulations; (F) in areas, developments, buildings or other residential dwelling units where the provision of Cable Service is economically infeasible because such provision requires nonstandard facilities which are not available on a commercially reasonable basis, in accordance with NY PSC rules and

regulations; (G) in residential dwelling units that are not habitable or have not been constructed as of the Effective Date; and (H) for Subscribers who fail to abide by Franchisee's terms and conditions of service. Franchisee shall have the right, but not the obligation, to extend the Cable System into other buildings in the territorial limits of the LFA which shall then become part of the Franchise Area.

3.2. *Availability of Cable Service:* Franchisee shall make Cable Service available to all residential dwelling units and may make Cable Service available to businesses within the Franchise Area in conformance with Section 3.1, and Franchisee shall not discriminate between or among any individuals in the availability of Cable Service or based upon the income of the residents in a local area. Within the Franchise Area, Franchisee shall be required to connect, at Franchisee's expense, other than a standard installation charge, all residential dwelling units that are within one hundred fifty (150) feet of aerial trunk or feeder lines not otherwise already served by Franchisee's FTTP Network. Franchisee shall be allowed to recover, from a Subscriber that requests such connection, the actual costs incurred for residential dwelling unit connections that exceed one hundred fifty (150) feet or are in an area with a density of less than twenty-five (25) occupied residential dwelling units per mile and the actual costs incurred to connect any non-residential dwelling unit Subscriber, provided, however, that Franchisee may seek a waiver of any requirement that it extend service to any party requesting the same in an area with a density of less than twenty-five (25) occupied residential dwelling units per mile if such would not be possible within the limitations of economic feasibility. For underground installations, Franchisee shall charge the Subscriber Franchisee's actual cost. Such cost shall be submitted to said Subscriber, in writing, before installation is begun.

3.3. *Cable Service to Public Buildings*: In accordance with applicable provisions of the FCC's 2019 Third Report and Order In the Matter of Implementation of Section 621 of the Cable Act (the "621 Order") and the decision on appeal by the Sixth Circuit Court of Appeals, within a reasonable period of time following the Effective Date, the Franchisee may provide written notice to the LFA regarding the manner and process by which the Franchisee shall implement the 621 Order's requirements regarding the provision of free or discounted Cable Service to public buildings under the franchise agreement. Subject to Section 3.1, if requested in writing by the LFA and within sixty (60) days following such request, Franchisee shall provide, within the Franchise Area, one service outlet activated for Basic Service to each public school and public library, and such other buildings used for municipal purposes as may be designated by the LFA as provided in **Exhibit A**. Franchisee may charge for such Basic Service in accordance with applicable law, which as of the Effective Date is Franchisee's marginal cost of providing such service. If it is necessary to extend Franchisee's aerial trunk or feeder lines more than one hundred fifty (150) feet solely to provide service to any such school or public building, the LFA shall have the option either of paying Franchisee's direct costs for such aerial extension in excess of one hundred fifty (100) feet, or of releasing Franchisee from the obligation to provide service to such school or public building. Furthermore, Franchisee shall be permitted to recover, from any school or public building owner entitled to service, the direct cost of installing, when requested to do so, more than one outlet, or concealed inside wiring, or a service outlet requiring more than one hundred fifty (150) feet of drop cable; provided, however, that Franchisee shall not charge for the provision of Basic

Service to the additional service outlets once installed unless Franchisee decides to charge marginal cost. For underground installations, Franchisee shall charge the recipient Franchisee's actual cost. Such cost shall be submitted to said recipient, in writing, before installation is begun. Cable Service may not be resold or otherwise used in contravention of Franchisee's rights with third parties respecting programming. Equipment provided by Franchisee, if any, shall be replaced at retail rates if lost, stolen or damaged. The parties hereto agree that the exercise of any conditional obligations set forth in this Section 3.3 shall not constitute a modification or amendment of the Franchise within the meaning of Subpart 892-1 of the NY PSC rules and regulations.

3.4 *Contribution in Aid:* Notwithstanding the foregoing, Franchisee shall comply at all times, with the requirements of Section 895.5 of the NY PSC rules and regulations.

4. SYSTEM FACILITIES

4.1. *Quality of Materials and Work:* Franchisee shall operate and maintain its System using materials of good and durable quality, and all work involved in the construction, installation, maintenance and repair of the Cable System shall be performed in a safe, thorough and reliable manner.

4.2. *System Characteristics:* The Cable System shall be operated as an active two-way plant for Subscriber interaction, if any, required for the selection or use of Cable Service using sufficient bandwidth with an initial digital carrier passband between 50 and 860 MHz and/or industry standard Open Systems Interconnection (OSI) model elements.

4.3. *Interconnection:* The Franchisee shall operate its Cable System so that it may be interconnected with other cable systems in the Franchise Area. Interconnection of systems may be made by direct cable connection, microwave link, satellite, or other appropriate methods.

4.4. *Emergency Alert System:* Franchisee shall comply with the Emergency Alert System ("EAS") requirements of the FCC and applicable state and local EAS Plans, in order that emergency messages may be distributed over the System.

4.5. *Parental Control:* The Franchisee shall comply with all applicable requirements of federal law(s) governing Subscribers' capability to control the reception of any channels being received on their television sets.

5. PEG SERVICES

5.1. *PEG Set Aside:*

5.1.1. In order to ensure universal availability of public, educational and government programming, Franchisee shall provide capacity on its Basic Service tier for up to one (1) dedicated Public Access Channel, one (1) dedicated Educational Access Channel, and up to one (1) dedicated Government Access Channel (collectively, "PEG Access Channels"),

5.1.2. The LFA hereby authorizes Franchisee to transmit PEG Access Channel programming within and without LFA jurisdictional boundaries. Franchisee specifically reserves the right to make or change PEG Access Channel assignments in its sole discretion. If a PEG Access Channel provided under this Article is not being utilized by the LFA, Franchisee may utilize such PEG Access Channel, in its sole discretion, until such time as the LFA elects to utilize the PEG Access Channel for its intended purpose. In the event that the LFA determines to use PEG capacity, the LFA shall provide Franchisee with prior written notice of such request in accordance with NY PSC rules and regulations.

5.1.3. Franchisee shall provide the technical ability to play back pre-recorded programming provided to Franchisee consistent with this Section. Franchisee shall transmit programming consistent with the dedicated uses of PEG Access Channels. Franchisee shall comply at all times with the requirements of Section 895.4 of the NY PSC rules and regulations.

5.2. *PEG Grant:*

5.3.1 Franchisee shall provide to the LFA a quarterly grant for use in support of the production of local PEG Access Channel programming in the amount of forty-five cents ($.45) per Subscriber per month (the "PEG Grant"). The amount of the PEG Grant shall be calculated by multiplying the total number of Subscribers per month in each month of the calendar quarter by forty-five cents ($.45), and adding those multiples together. Each PEG Grant payment shall become due and payable within forty-five (45) days following the end of each calendar quarter until the Franchise expires or is terminated by either party, including the final PEG Grant payment due after expiration or termination.

5.3.2 If at any time during the term of this Agreement, any other Cable Service provider(s) in the LFA cease(s) to provide cash grants to the LFA in support of the production of local PEG programming as may be required in the franchise agreement(s) between the LFA and such other Cable Service provider(s), then Franchisee's PEG Grant obligation shall cease. If such other Cable Service provider(s) subsequently resumes the payment of such cash grants as required in its franchise agreement, then Franchisee shall also resume payments of the PEG Grant. Equipment, services and other in-kind, non-monetary contributions to the LFA by such other Cable Service provider shall not count towards the cash grants referenced in the preceding sentence.

5.3.3 The PEG Grant shall be used solely by the LFA for PEG Access Channel equipment, including, but not limited to, studio and portable production equipment, editing equipment and program playback equipment, or for renovation or construction of PEG Access Channel facilities. The LFA and/or PEG Access Designee, as determined by the LFA, shall own all facilities and equipment purchased with the PEG Grant, and Franchisee shall have no obligation to maintain, repair, replace or insure any equipment or facilities purchased with the PEG Grant.

5.3.4. The LFA shall provide Franchisee with a complete accounting annually of the distribution of PEG Grant funds paid to the LFA pursuant to this Section.

5.3. *Indemnity for PEG*: The LFA shall require all local producers and users of any of the PEG facilities or Channels to agree in writing to authorize Franchisee to transmit programming consistent with this Agreement and to defend and hold harmless Franchisee and the LFA from and against any and all liability or other injury, including the reasonable cost of defending claims or litigation, arising from or in connection with claims for failure to comply with applicable federal laws, rules, regulations or other requirements of local, state or federal authorities; for claims of libel, slander, invasion of privacy, or the infringement of common law or statutory copyright; for unauthorized use of any trademark, trade name or service mark; for breach of contractual or other obligations owing to third parties by the producer or user; and for any other injury or damage in law or equity, which result from the use of a PEG facility or Channel. The LFA shall establish rules and regulations for use of PEG Access Channel facilities, consistent with, and as required by, 47 U.S.C. §531.

5.4. *Recovery of Costs:* To the extent permitted by federal law, the Franchisee shall be allowed to recover from Subscribers the costs of interconnection, the PEG Grant or any other costs arising from the provision of PEG Access Channel services and to include such costs as separately billed line items on each Subscriber's bill. Without limiting the forgoing, if allowed under state and federal laws, Franchisee may externalize, line-item, or otherwise pass-through interconnection and any franchise-related costs to Subscribers.

5.6. *No PEG Access Designee Rights*: The LFA and the Franchisee herein acknowledge and agree that any PEG Access Designee is not a party to this Franchise and that any provisions herein that may affect a PEG Access Designee are not intended to create any rights on behalf of any PEG Access Designee.

6. FRANCHISE FEES

6.1. *Payment to LFA:* Franchisee shall pay to the LFA a Franchise Fee of five percent (5%) of annual Gross Revenue (the "Franchise Fee"). In accordance with Title VI, the twelve (12) month period applicable under the Franchise for the computation of the Franchise Fee shall be a calendar year. Such payments shall be calculated on a quarterly basis and made no later than forty-five (45) days following the end of each calendar quarter. Specifically, payments shall be due and payable on or before May 15 (for the first quarter), August 15 (for the second quarter), November 15 (for the third quarter) and February 15 (for the fourth quarter of the previous calendar year). No acceptance of any payment shall be construed as an accord that the amount paid is the correct amount. Franchisee shall be allowed to submit or correct any payments that were incorrectly omitted, and shall be refunded any payments that were incorrectly submitted, in connection with the quarterly Franchise Fee remittances within ninety (90) days following the close of the calendar year for which such payments were applicable. Late payments for Franchise Fees shall be subject to interest at the then-current rate set forth in Section 5004 of the New York Civil Practice Law and Rules (which as of the date of execution of this Agreement is nine percent (9%) per annum) from the due date to the date that such payment is made.

6.2. *Supporting Information:* Each Franchise Fee payment shall be accompanied by a brief report prepared by a representative of Franchisee showing the basis for the computation.

6.3. *Audit:*

6.3.1 The LFA may conduct an audit related to the Franchise Fee payments required under this Agreement no more than once every three (3) years during the term. Any audit shall be initiated through written notice to Franchisee by the LFA, and the LFA or auditor employed by the LFA shall submit its complete request for records within one (1) month of the LFA providing written notice of an audit. Subject to the confidentiality provisions of Section 7.1, and execution of a non-disclosure agreement with an auditor directly employed by the LFA, all records necessary for an audit shall be made available in a timely manner by Franchisee to the LFA or its auditor for inspection at an office of Franchisee during Franchisee's regular business hours. The parties shall work cooperatively on an ongoing basis during the audit review if the LFA or its designated auditor identifies reasonable follow up requests to the extent necessary to complete the audit.

6.3.2 Any such audit conducted by the LFA or auditor employed by the LFA shall be completed in an expeditious and timely manner. If upon completion of the audit, the LFA does not make a claim for additional payments, then the LFA shall provide Franchisee with written documentation of closure of the audit within sixty (60) days of the completion of the audit. If the LFA or the auditor employed by the LFA does not have any open requests and does not provide written documentation of closure of audit, the audit will be deemed closed after 60 days of inactivity.

6.3.3 If the results of an audit indicate an overpayment or underpayment of Franchise Fees, as indicated in a report to be provided by the auditor to Franchisee, the parties agree that such overpayment or underpayment plus interest at the then-current rate set forth in Section 5004 of the New York Civil Practice Law and Rules (which as of the date of execution of this Agreement is nine percent (9%) per annum) per annum from the due date to the date the payment is made shall be returned to the proper party within sixty (60) days of written notice.

6.3.4 All audits conducted by an independent third party should be performed using Generally Accepted Auditing Standards promulgated by the Auditing Standards Board of the American Institute of Certified Public Accountants and who shall not be permitted to be compensated on a success-based formula, *e.g.*, payment based on an underpayment of fees, if any.

6.4. *Limitation on Franchise Fee Actions:* The parties agree that the period of limitation for recovery of any Franchise Fee payable hereunder shall be six (6) years from the date on which payment by Franchisee is due, but cannot exceed the date of records retention reflected in Section 7.

6.5. *Bundled Services:* If Cable Services subject to the Franchise Fee required under this Article 6 are provided to Subscribers in conjunction with Non-Cable Services, then the

calculation of Gross Revenue shall be adjusted, if needed, to include only the value of the Cable Services billed to Subscribers, as reflected on the books and records of Franchisee in accordance with FCC rules, regulations, standards or orders.

7. REPORTS AND RECORDS

7.1. *Open Books and Records:* Upon reasonable written notice to the Franchisee and with no less than thirty (30) business days written notice to the Franchisee, the LFA shall have the right to inspect Franchisee's books and records pertaining to Franchisee's provision of Cable Service in the Franchise Area during Franchisee's regular business hours at an office of the Franchisee and on a nondisruptive basis, as are reasonably necessary to ensure compliance with the terms of this Franchise. Such notice shall specifically reference the section or subsection of the Franchise which is under review, so that Franchisee may organize the necessary books and records for appropriate access by the LFA. Any such inspection by the LFA shall be completed in an expeditious and timely manner. Franchisee shall not be required to maintain any books and records for Franchise compliance purposes longer than three (3) years. Notwithstanding anything to the contrary set forth herein, Franchisee shall not be required to disclose information that it reasonably deems to be proprietary or confidential in nature, nor disclose any of its or an Affiliate's books and records not relating to the provision of Cable Service in the Franchise Area. The LFA shall treat any information disclosed by Franchisee as confidential and shall only disclose it to employees, representatives, and agents thereof who have a need to know, or in order to enforce the provisions hereof. Franchisee shall not be required to provide Subscriber information in violation of Section 631 of the Communications Act, 47 U.S.C. §551.

7.2. *Records Required*: Franchisee shall at all times maintain:

7.2.1. Records of all written complaints for a period of three (3) years after receipt by Franchisee. The term "complaint" as used herein refers to complaints about any aspect of the Cable System or Franchisee's cable operations, including, without limitation, complaints about employee courtesy. Complaints recorded will not be limited to complaints requiring an employee service call;

7.2.2. Records of outages for a period of three (3) years after occurrence, indicating date, duration, area, and the number of Subscribers affected, type of outage, and cause;

7.2.3. Records of service calls for repair and maintenance for a period of three (3) years after resolution by Franchisee, indicating the date and time service was required, the date of acknowledgment and date and time service was scheduled (if it was scheduled), and the date and time service was provided, and (if different) the date and time the problem was resolved;

7.2.4. Records of installation/reconnection and requests for service extension for a period of three (3) years after the request was fulfilled by Franchisee, indicating the date of request, date of acknowledgment, and the date and time service was extended; and

7.2.5. A map showing the area of coverage for the provisioning of Cable Services.

7.3. *System-Wide Statistics*: Any valid reporting requirement in the Franchise may be satisfied with system-wide statistics, except those related to Franchise Fees and consumer complaints.

8. INSURANCE AND INDEMNIFICATION

8.1. *Insurance:*

8.1.1. 8.1.1. Franchisee shall maintain in full force and effect, at its own cost and expense, during the term of this Franchise, the following insurance coverage:

8.1.2. 8.1.1.1. Commercial General Liability Insurance in the amount of twelve million dollars ($12,000,000) per occurrence for property damage and bodily injury and twelve million dollars ($12,000,000) general aggregate. Such insurance shall cover the construction, operation and maintenance of the Cable System, and the conduct of Franchisee's Cable Service business in the LFA**.**

8.1.3. 8.1.1.2. Automobile Liability Insurance in the amount of twelve million dollars ($12,000,000) combined single limit each accident for bodily injury and property damage coverage.

8.1.4. 8.1.1.3. Workers' Compensation Insurance meeting the statutory requirements of the State of New York and Employers' Liability Insurance in the following amounts: (A) Bodily Injury by Accident: $100,000; and (B) Bodily Injury by Disease-each employee: $100,000; $500,000 disease-policy limit.

8.1.2. The LFA shall be included as an additional insured as their interests may appear under this Franchise on the Commercial General Liability Insurance and Automobile Liability Insurance required herein.

8.1.3. Upon receipt of notice from its insurer(s), the Franchisee shall provide the LFA with thirty (30) days' prior written notice of cancellation of any required coverage.

8.1.4. Each of the required insurance policies shall be with insurers qualified to do business in the State of New York, with an A.M. Best Financial Strength rating of A- or better.

8.1.5. Upon written request, Franchisee shall deliver to the LFA Certificates of Insurance showing evidence of the required coverage.

8.2. *Indemnification*:

8.2.1. Franchisee agrees to indemnify the LFA, including its officers, boards, elected officials and employees for, and hold it harmless from, all liability, damage, cost or expense arising from claims of injury to persons or damage to property occasioned by reason of any conduct undertaken pursuant to the Franchise, or by reason of any suit or claim for royalties, programming license fees or infringement of patent rights arising out of Franchisee's provision of Cable Services over the Cable System other than PEG facilities and Channels, provided that the LFA shall give Franchisee timely written notice of a claim or action for which it seeks indemnification pursuant to this Subsection; and in any event the LFA shall provide Franchisee with such written notice within a period of time that allows Franchisee to take action to avoid entry of a default judgment and does not prejudice Franchisee's ability to defend the claim or action. Notwithstanding the foregoing, Franchisee shall not indemnify the LFA for any damages, liability or claims resulting from the willful misconduct or negligence of the LFA, its officers, agents, employees, attorneys, consultants, independent contractors or third parties or for any activity or function conducted by any Person other than Franchisee in connection with PEG Access or EAS.

8.2.2. With respect to Franchisee's indemnity obligations set forth in Subsection 8.2.1, Franchisee shall provide the defense of any claims brought against the LFA by selecting counsel of Franchisee's choice to defend the claim, subject to the consent of the LFA, which shall not be unreasonably withheld. Nothing herein shall be deemed to prevent the LFA from cooperating with the Franchisee and participating in the defense of any litigation by its own counsel at its own cost and expense, provided however, that after consultation with the LFA, Franchisee shall have the right to defend, settle or compromise any claim or action arising hereunder, and Franchisee shall have the authority to decide the appropriateness and the amount of any such settlement. In the event that the terms of any such proposed settlement includes the release of the LFA and the LFA does not consent to the terms of any such settlement or compromise, Franchisee shall not settle the claim or action but its obligation to indemnify the LFA shall in no event exceed the amount of such settlement.

8.2.3. The LFA shall hold harmless and defend Franchisee from and against and shall be responsible for damages, liability or claims resulting from or arising out of the willful misconduct or negligence of the LFA.

8.2.4. The LFA shall be responsible for its own acts of willful misconduct, negligence, or breach, subject to any and all defenses and limitations of liability provided by law. The Franchisee shall not be required to indemnify the LFA for acts of the LFA which constitute willful misconduct or negligence on the part of the LFA, its officers, employees, agents, attorneys, consultants, independent contractors or third parties.

9. TRANSFER OF THE FRANCHISE

9.1. Subject to Section 617 of the Communications Act, 47 U.S.C. § 537, as amended, no Transfer of the Franchise shall occur without the prior consent of the LFA, provided that such consent shall not be unreasonably withheld, delayed or conditioned. In considering an application for the Transfer of the Franchise, the LFA may consider the applicant's: (i) technical ability; (ii) financial ability; (iii) good character; and (iv) other

qualifications necessary to continue to operate the Cable System consistent with the terms of the Franchise. No such consent shall be required, however, for a transfer in trust, by mortgage, by other hypothecation, by assignment of any rights, title, or interest of the Franchisee in the Franchise or Cable System in order to secure indebtedness, or for transactions otherwise excluded under the definition of *Transfer of the Franchise* above.

10. RENEWAL OF FRANCHISE

10.1. *Governing Law:* The LFA and Franchisee agree that any proceedings undertaken by the LFA that relate to the renewal of this Franchise shall be governed by and comply with the provisions of Section 12.12 below, the Cable Law and Section 626 of the Communications Act, 47 U.S.C. § 546, as amended.

10.2. *Needs Assessment:* In addition to the procedures set forth in Section 626 of the Communications Act, the LFA shall notify Franchisee of all of its assessments regarding the identity of future cable-related community needs and interests, as well as the past performance of Franchisee under the then current Franchise term. Such assessments shall be provided to Franchisee by the LFA promptly so that Franchisee will have adequate time to submit a proposal under 47 U.S.C. § 546 and complete renewal of the Franchise prior to expiration of its term.

10.3. *Informal Negotiations:* Notwithstanding anything to the contrary set forth herein, Franchisee and the LFA agree that at any time during the term of the then current Franchise, while affording the public appropriate notice and opportunity to comment, the LFA and Franchisee may agree to undertake and finalize informal negotiations regarding renewal of the then current Franchise and the LFA may grant a renewal thereof.

10.4. *Consistent Terms:* Franchisee and the LFA consider the terms set forth in this Article 10 to be consistent with the express provisions of 47 U.S.C. § 546 and the Cable Law.

11. ENFORCEMENT AND TERMINATION OF FRANCHISE

11.1. *Notice of Violation*: If at any time the LFA believes that Franchisee has not complied with the terms of the Franchise, the LFA shall informally discuss the matter with Franchisee. If these discussions do not lead to resolution of the problem in a reasonable time, the LFA shall then notify Franchisee in writing of the exact nature of the alleged noncompliance in a reasonable time (for purposes of this Article, the "Noncompliance Notice").

11.2. *Franchisee's Right to Cure or Respond:* Franchisee shall have sixty (60) days from receipt of the Noncompliance Notice to: (i) respond to the LFA, if Franchisee contests (in whole or in part) the assertion of noncompliance; (ii) cure such noncompliance; or (iii) in the event that, by its nature, such noncompliance cannot be cured within such sixty (60) day period, initiate reasonable steps to remedy such noncompliance, and notify the LFA of the steps being taken and the date by which Franchisee projects that it will complete cure of such noncompliance. Upon cure of any noncompliance, the LFA shall provide written confirmation that such cure has been effected.

11.3. *Public Hearing:* The LFA shall schedule a public hearing if the LFA seeks to continue its investigation into the alleged noncompliance (i) if Franchisee fails to respond to the Noncompliance Notice pursuant to the procedures required by this Article, or (ii) if Franchisee has not remedied the alleged noncompliance within sixty (60) days or the date projected pursuant to Section 11.2(iii) above. The LFA shall provide Franchisee at least sixty (60) business days prior written notice of such public hearing, which will specify the time, place and purpose of such public hearing, and provide Franchisee the opportunity to be heard.

11.3. *Enforcement*: Subject to Section 12.12 below and applicable federal and state law, in the event the LFA, after the public hearing set forth in Section 11.3 determines that Franchisee is in default of any provision of this Franchise, the LFA may:

11.4.1 Seek specific performance of any provision, which reasonably lends itself to such remedy, as an alternative to damages; or

11.4.2 Commence an action at law for monetary damages or seek other equitable relief; or

11.4.3 In the case of a substantial noncompliance with a material provision of this Franchise, seek to revoke the Franchise in accordance with Section 11.5.

11.5. *Revocation*: Should the LFA seek to revoke this Franchise after following the procedures set forth above in this Article, including the public hearing described in Section 11.3, the LFA shall give written notice to Franchisee of such intent. The notice shall set forth the specific nature of the noncompliance. The Franchisee shall have ninety (90) days from receipt of such notice to object in writing and to state its reasons for such objection. In the event the LFA has not received a satisfactory response from Franchisee, it may then seek termination of the Franchise at a second public hearing. The LFA shall cause to be served upon the Franchisee, at least thirty (30) business days prior to such public hearing, a written notice specifying the time and place of such hearing and stating its intent to revoke the Franchise.

11.5.1. At the designated public hearing, Franchisee shall be provided a fair opportunity for full participation, including the rights to be represented by legal counsel, to introduce relevant evidence, to require the production of evidence, to compel the relevant testimony of the officials, agents, employees or consultants of the LFA, to compel the testimony of other persons as permitted by law, and to question and/or cross examine witnesses. A complete verbatim record and transcript shall be made of such hearing.

11.5.2. Following the second public hearing, Franchisee shall be provided up to thirty (30) days to submit its proposed findings and conclusions to the LFA in writing and thereafter the LFA shall determine: (i) whether an event of default has occurred under this Franchise; (ii) whether such event of default is excusable; and (iii) whether such event of default has been cured or will be cured by the Franchisee. The LFA shall also determine whether it will revoke the Franchise based on the information presented, or, where applicable, grant additional time to the Franchisee to effect any cure. If the LFA determines that it will revoke the Franchise, the LFA shall promptly provide Franchisee with a written determination setting forth the LFA's

reasoning for such revocation. Franchisee may appeal such written determination of the LFA to an appropriate court, which shall have the power to review the decision of the LFA de novo. Franchisee shall be entitled to such relief as the court finds appropriate. Such appeal must be taken within sixty (60) days of Franchisee's receipt of the written determination of the LFA.

11.5.3. The LFA may, at its sole discretion, take any lawful action that it deems appropriate to enforce the LFA's rights under the Franchise in lieu of revocation of the Franchise.

11.6. *Abandonment of Service*: Franchisee shall not abandon any Cable Service or portion thereof without the LFA's prior written consent as provided in the Cable Law. Notwithstanding the foregoing, the parties agree that if Franchisee invokes Section 2.4 of the Franchise (*Termination Generally*) and a timely written termination notice is provided, the LFA's prior written consent is considered granted.

12. MISCELLANEOUS PROVISIONS

12.1. *Actions of Parties*: In any action by the LFA or Franchisee that is mandated or permitted under the terms hereof, such party shall act in a reasonable, expeditious, and timely manner. Furthermore, in any instance where approval or consent is required under the terms hereof, such approval or consent shall not be unreasonably withheld, delayed or conditioned.

12.2. *Binding Acceptance*: This Agreement shall bind and benefit the parties hereto and their respective receivers, trustees, successors and assigns, and the promises and obligations herein shall survive the expiration date hereof.

12.3. *Preemption:* In the event that federal or state law, rules, or regulations preempt a provision or limit the enforceability of a provision of this Agreement, the provision shall be read to be preempted to the extent, and for the time, but only to the extent and for the time, required by law. In the event such federal or state law, rule or regulation is subsequently repealed, rescinded, amended or otherwise changed so that the provision hereof that had been preempted is no longer preempted, such provision shall thereupon return to full force and effect, and shall thereafter be binding on the parties hereto, without the requirement of further action on the part of the LFA.

12.4. *Force Majeure:* Franchisee shall not be held in default under, or in noncompliance with, the provisions of the Franchise, nor suffer any enforcement or penalty relating to noncompliance or default, where such noncompliance or alleged defaults occurred or were caused by a Force Majeure. Furthermore, the parties hereby agree that it is not the LFA's intention to subject Franchisee to penalties, fines, forfeitures or revocation of the Franchise for violations of the Franchise where the violation was a good faith error that resulted in no or minimal negative impact on Subscribers, or where strict performance would result in practical difficulties and hardship being placed upon Franchisee that outweigh the benefit to be derived by the LFA and/or Subscribers.

12.5. *Delivery of Payments:* Franchisee may use electronic funds transfer to make any payments to the LFA required under this Agreement.

12.6. *Notices:* Unless otherwise expressly stated herein, notices required under the Franchise shall be mailed first class, postage prepaid, to the addressees below. Each party may change its designee by providing written notice to the other party. Notwithstanding anything herein to the contrary, all regulatory channel and rate notices from Franchisee to the LFA may be served electronically upon the LFA, instead of by first class mail as described above, to cityofbeacon@beaconny.gov and cityclerk@beaconny.gov, or such other email address(es) provided by the LFA.

12.1.1. Notices to Franchisee shall be to:

Verizon
1 Verizon Way
Basking Ridge, NJ 07920
Attention: Sarah E. Lyzak, VP and Deputy General Counsel

With a copy to:

Verizon
111 Main Street
White Plains, NY 10601
Attention: Pamela Goldstein, Associate General Counsel

12.1.2.

12.1.3. Notices to the LFA shall be to:

City Administrator
City of Beacon
1 Municipal Plaza
Beacon, NY 12508

12.7. *Entire Agreement*: This Franchise and the Exhibit hereto constitute the entire agreement between Franchisee and the LFA and supersede all prior or contemporaneous agreements, representations or understandings (whether written or oral) of the parties regarding the subject matter hereof. Any local laws or parts of local laws that materially conflict with the provisions of this Agreement are superseded by this Agreement.

12.8. *Amendments and Modifications*: Amendments and/or modifications to this Franchise shall be mutually agreed to in writing by the parties and subject to the approval of the NY PSC, pursuant to the Cable Law, except as provided herein.

12.9. *Captions:* The captions and headings of articles and sections throughout this Agreement are intended solely to facilitate reading and reference to the articles, sections and

provisions of this Agreement. Such captions shall not affect the meaning or interpretation of this Agreement.

12.10. *Severability*: If any section, subsection, sub-subsection, sentence, paragraph, term, or provision hereof is determined to be illegal, invalid, or unconstitutional by any court of competent jurisdiction or by any state or federal regulatory authority having jurisdiction thereof, such determination shall have no effect on the validity of any other section, subsection, sentence, paragraph, term or provision hereof, all of which will remain in full force and effect for the term of the Franchise.

12.11. *Recitals:* The recitals set forth in this Agreement are incorporated into the body of this Agreement as if they had been originally set forth herein.

12.12. *FTTP Network Transfer Prohibition*: Under no circumstance including, without limitation, upon expiration, revocation, termination, denial of renewal of the Franchise or any other action to forbid or disallow Franchisee from providing Cable Services, shall Franchisee or its assignees be required to sell any right, title, interest, use or control of any portion of Franchisee's FTTP Network including, without limitation, the Cable System and any capacity used for Cable Service or otherwise, to the LFA or any third party. Franchisee shall not be required to remove the FTTP Network or to relocate the FTTP Network or any portion thereof as a result of revocation, expiration, termination, denial of renewal or any other action to forbid or disallow Franchisee from providing Cable Services. This provision is not intended to contravene leased access requirements under Title VI or PEG requirements set out in this Agreement.

12.13. *NY PSC Approval*: This Franchise is subject to the approval of the NY PSC. Franchisee shall file an application for such approval with the NY PSC within sixty (60) days after the date hereof. Franchisee shall also file any necessary notices with the FCC.

12.14. *Rates and Charges:* The rates and charges for Cable Service provided pursuant to this Franchise shall be subject to regulation in accordance with federal law.

12.15. *Publishing Information:* LFA hereby requests that Franchisee omit publishing information specified in 47 C.F.R. § 76.952 from Subscriber bills.

12.16. *Employment Practices:* Franchisee will not refuse to hire, nor will it bar or discharge from employment, nor discriminate against any person in compensation or in terms, conditions, or privileges of employment because of age, race, creed, color, national origin, or sex.

12.17. *Identification of Franchisee's Employees & Contractors:* The Franchisee shall require all Franchisee personnel, contractors and subcontractors contacting Subscribers or potential Subscribers at the homes of such Subscribers or potential Subscribers to wear a clearly visible identification card bearing their name and photograph.

12.18. *Customer Service:* Franchisee shall comply with the consumer protection and customer service standards set forth in Parts 890 and 896 of the NY PSC rules and regulations.

12.19. *No Third-Party Beneficiaries:* Except as expressly provided in this Agreement, this Agreement is not intended to, and does not, create any rights or benefits on behalf of any Person other than the parties to this Agreement.

12.20. *LFA Official*: The City Administrator of the LFA is the LFA official that is responsible for the continuing administration of this Agreement.

12.21. *No Waiver of LFA's Rights:* Notwithstanding anything to the contrary in this Agreement, no provision of this Agreement shall be construed as a waiver of the LFA's rights under applicable federal and state law.

12.22. *Counterparts:* This Agreement may be executed in counterparts, each of which shall be deemed an original and all of which together shall constitute one and the same instrument. Further, this Agreement may be executed by facsimile, email, electronic signature or other electronic means, and so executed shall have the full force and legal effect as an executed original of this Agreement.

[Signature Page Follows]

AGREED TO THIS ____ DAY OF _____, 2026.

City of Beacon:

By: _____
Lee Kyriacou, Mayor

Verizon New York Inc.

By: _____
Eugene Barrins, Vice President –
Network Engineering & Operations

EXHIBIT A
FRANCHISE AREA

A map depicting the Franchise Area for purpose of illustration is below. Construction of the Franchisee's FTTP Network has been completed to 100% of current households in the Franchise Area and will be at 100% through the term of the Agreement.

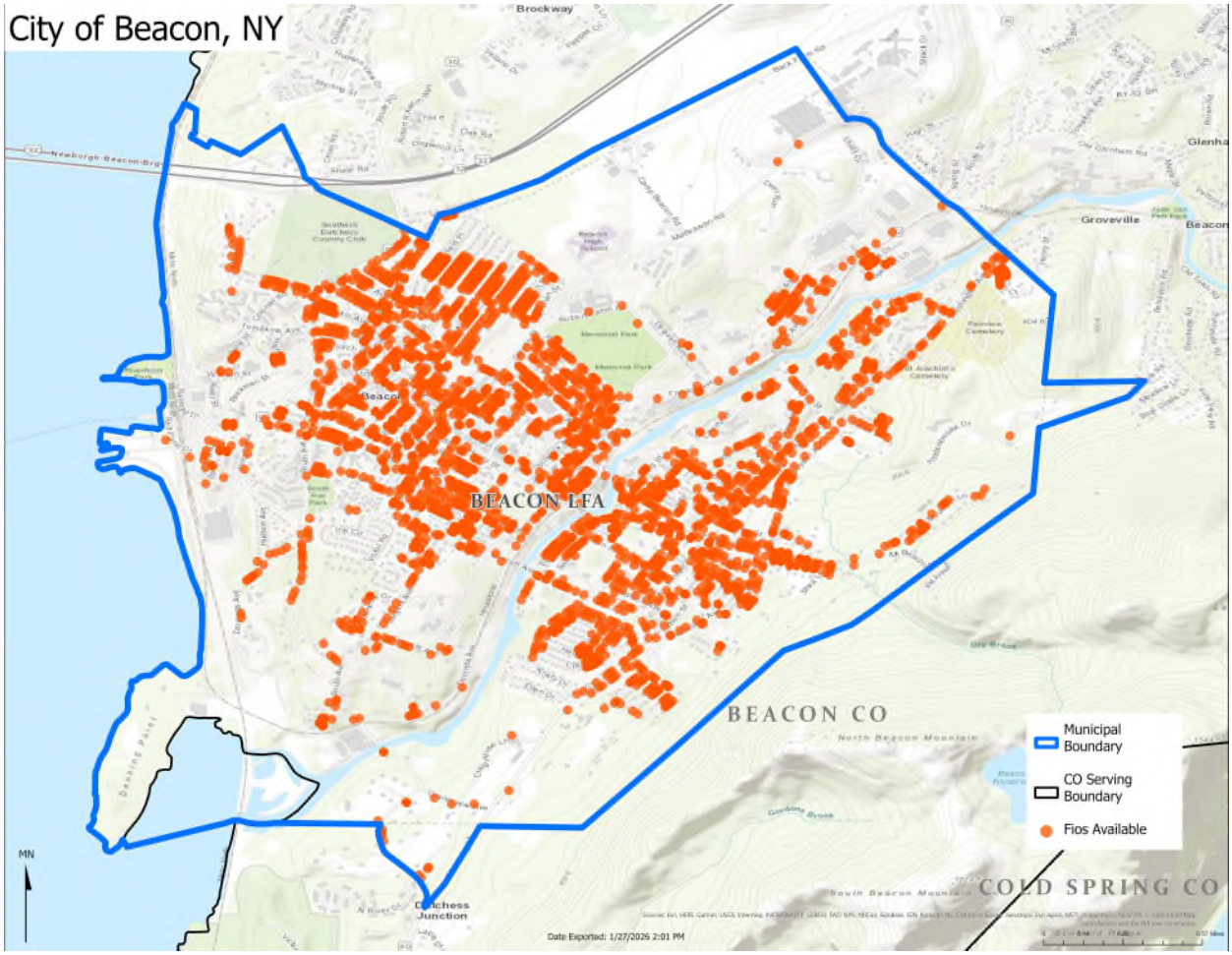

EXHIBIT B

MUNICIPAL BUILDINGS TO BE PROVIDED CABLE SERVICE SUBJECT TO SECTION 3.3

(all in Beacon, NY 12508)

City Hall, One Municipal Plaza

Beacon Transfer Station, 90 Dennings Avenue

Beacon Water & Sewer Dept., 4 70 Liberty Street

Beacon Fire Department, 1140 Wolcott Avenue

Beacon Volunteer Ambulance Corp., One Arquilla Drive

Beacon Board of Education**,** 10 Education Drive

Rombout Middle School, 84 Matteawan Road

J.V. Forrestal Elementary School, 125 Liberty Street

Sargent Elementary School, 29 Education Drive

South Avenue Elementary School, 60 South Avenue

Glenham Elementary School, 20 Chase Road

Howland Public Library, 3 13 Main Street

Beacon Recreation Center, 23 West Center Street

Beacon Highway Facility, 30 Camp Beacon Drive

Beacon High School, 101 Matteawan Road

City of Beacon City Council Agenda
06/01/2026

Title:

Harriet Tubman Underground Railroad New York Scenic Byway

ATTACHMENTS

Harriet Tubman Underground Railroad Byway Corridor Management Plan (2026)

Harriet Tubman Underground Railroad New York Byway

UPDATED

Corridor Management Plan 2026-2036

November 20, 2025

ACKNOWLEDGMENTS

We acknowledge that New York State is the ancestral, unceded, and traditional territory of the Haudenosaunee, Shinnecock, Lenape, and other Indigenous communities who have been the original caretakers of this land for countless generations.

The development of this Corridor Management Plan is made possible through a New York State Economic Development Administration Tourism Partner Sub-Awards Grant.

Special appreciation is extended to the Underground Railroad Consortium of New York State (URCNYS) for the network's leadership and ongoing commitment of time, energy, and resources to expand and bring this important story to communities and visitors. Appreciation is also given to the Niagara Falls National Heritage Area and the Cayuga County Office of Tourism for their contributions of both financial and human resources to engage stakeholders in the byway process and facilitate the creation of this document.

EXECUTIVE SUMMARY

Born into enslavement, Harriet Tubman journeyed through New York several times seeking freedom. She eventually chose New York as her home, as did many other freedom seekers. Abolitionists and other Underground Railroad agents committed their lives to helping individuals escape enslavement.

The first phase of the Harriet Tubman Underground Railroad New York Byway encompasses 176.76 miles and links 22 places of significant association with Harriet Tubman, the Underground Railroad, or freedom seekers. The byway begins at the City of Auburn in Cayuga County and continues from Seneca County through Ontario, Wayne, Monroe, Orleans, Niagara, and Erie Counties before reaching its western terminus in Niagara Falls in Niagara County.

The historic quality of the Harriet Tubman Underground Railroad New York Byway (Phase 1) is evidenced at several nationally recognized locations including the U.S. Department of the Interior's designation of the Harriet Tubman National Historical Park in the City of Auburn, two National Historic Landmarks (William H. Seward House in the City of Auburn and the Erie Canal/New York State Barge Canal in Erie and Wayne Counties), and three sites listed on the National Register of Historic Places (1816 Farmington Quaker Meetinghouse in Ontario County, Mount Hope Cemetery in Rochester/Monroe County, and the Michigan Street Baptist Church in Buffalo/Erie County).

The National Park Service (NPS) has also featured the Niagara Falls Underground Railroad Heritage Center in the City of Niagara Falls on its "Travel with Tubman" program[1] and 14 other sites on the NPS National Underground Network to Freedom program.[2] These sites further demonstrate the historic significance of Phase 1 of the Harriet Tubman Underground Railroad New York Byway and provide unique experiences for travelers along the route.

The eight counties where Phase 1 of the Harriet Tubman Underground Railroad New York Byway traverses already attract visitors to the region. The designation of Phase 1 of this historic byway generates an opportunity to expand visitation and spending from key markets, including individuals and families of African descent, Cultural Heritage Travelers, Domestic and International Leisure Travelers, School Groups, and traditional Scenic Byway Visitors.

The July 2025 *American Travel Sentiment Study* on Road Trip Travel reports that, despite concern about rising gas prices, half (56%) of travelers have spent at least one night following a touring route or scenic/historic highway in the last five years. The top three interests while on touring routes are great local restaurants, cafes, and dining (40%);

[1] Travel with Tubman Program, National Park Service, https://www.nps.gov/articles/000/travel-with-tubman.htm
[2] National Underground Network to Freedom Act, Public Law 105-203 (July 21, 1998), https://www.congress.gov/105/plaws/publ203/PLAW-105publ203.pdf

wonderful outdoor scenery (40%) and historical sites/attractions (36%). *Source: American Travel Sentiment Study Wave 98, Longwoods International.*

Additionally, the byway can lure visitors to lesser-known but historically significant sites where they can learn more about Harriet Tubman, Underground Railroad agents, and freedom seekers in New York. The byway will also serve as a connector to African American neighborhoods, businesses, and other visitor services, encouraging travelers to linger longer (and spend more) in communities along the route. As needed and appropriate, additional interpretation – in the form of kiosks, exhibits, events, or experience centers – will enhance the visitor experience by connecting the traveler with the byway's historical significance. Recreational activities along the byway, such as the Empire State Trail and Erie Canal, further expand the diversity of experiences available to visitors.

Stewardship of the byway and its significant resources is paramount to maintaining its historic integrity for current and future generations. Therefore, conservation and preservation strategies will be a priority for the byway organization and its stakeholders. Several organizations already support segments of the byway through the "Adopt-a-Highway" program, and a key priority is to expand this program to all segments of the byway.

Marketing is essential for increasing awareness of the Harriet Tubman Underground Railroad New York Byway, especially since the route will be designated in phases. During Phase 1, marketing will focus on foundational elements such as branded signage along the route, promotional materials (website, brochures, and on-site decals) to help visitors and residents become aware of the byway and encourage their engagement with historic sites, businesses, and communities. Additionally, the marketing efforts will help spur interest in the designation of Phase 2, culminating in a New York byway focusing on Harriet Tubman and the Underground Railroad from the New Jersey border to Canada.

VISION OF THE

HARRIET TUBMAN UNDERGROUND RAILROAD NEW YORK BYWAY

As a vehicle for education, preservation, and economic growth, the Harriet Tubman Underground Railroad New York Byway fosters community pride, enhances residents' quality of life, preserves its historic and natural assets, inspires visitors to be agents of change, and elevates the authentic stories of Freedom Seekers on their journey to Freedom by providing exceptional and inclusive experiences along its eventual border-to-border route.

TAGLINE: Sharing Authentic Stories of Harriet Tubman, the Underground Railroad, and Freedom Seekers in New York.

The 100+ volunteers involved in the development of this Corridor Management Plan included leadership from the Underground Railroad Consortium of New York State, descendants of Freedom Seekers and relatives of Harriet Tubman, state and federal government agencies, historical associations and historians, historic sites managers, heritage areas, tourism promotion agencies, and other local

stakeholders. The Steering Committee crafted five goals to prioritize tasks and produce desired outcomes. The group also devised an organizational structure and identified potential financial and human resources to implement Phase 1 of the Corridor Management Plan and designate the remaining sections of the byway (Phase 2) to create a border-to-border route in 2027. The Harriet Tubman Underground Railroad New York Byway represents a unique educational and economic opportunity for the state to showcase its distinctive connection to an important era of American history.

ACRONYMS

CMP	Corridor Management Plan
DMO	Destination Marketing Organization
HTURB	Harriet Tubman Underground Railroad Byway
NHA	National Heritage Area
NPS	National Park Service
NTF	Network to Freedom (National Park Service Program)
NYSTIA	New York State Tourism Industry Association
TPA	Tourism Promotion Agency
URCNYS	Underground Railroad Consortium of New York State

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The Byway Foundation

INTRODUCTION

The Harriet Tubman Underground Railroad New York Byway (HTURB) is an initiative of the Underground Railroad Consortium of New York State (URCNYS) that will connect resources (historic sites, canal ways, rivers, railways, and other pathways) related to the Underground Railroad and Harriet Tubman, including some URCNYS sites and sites that showcase freedom seekers' journeys through New York state, as a series of thematic heritage tourism experiences. This byway's primary intrinsic quality is demonstrated by its significant *historic* integrity, particularly evidenced at the National Park Service's designated "Travel with Tubman" and "Network to Freedom" sites in New York.

PHASE 1: Initially, the Byway Steering Committee is seeking designation for two segments spanning eight counties, totalling 176.76 miles, with 22 documented resources demonstrating the significance of Harriet Tubman and the Underground Railroad in New York.

PHASE 2: Upon designation, the byway organization will focus on securing resolutions of support from the remaining jurisdictions so the byway will be a contiguous border-to-border route between New York City and Niagara Falls, ending at the location where many Freedom Seekers, including Harriet Tubman, crossed the international border to freedom in Canada. It is hoped that the entire border-to-border byway can be designated as a contiguous route by 2027.

The Harriet Tubman Underground Railroad New York Byway's goal is to serve as the northern connector for a multi-state/nationally designated byway from Dorchester County, Maryland (Harriet Tubman's birthplace) to St. Catharines, Ontario, in Canada (Harriet Tubman's destination for freedom seekers). The byway will ultimately connect with other state byways (the proposed New Jersey Harriet Tubman Underground Railroad Byway, the existing Pennsylvania Harriet Tubman Underground Railroad Byway/ Brandywine Valley National Scenic Byway, Delaware's 98-mile Harriet Tubman Underground Railroad Byway, and the existing 125-mile Maryland Harriet Tubman Underground Railroad Scenic Byway and All-American Road to provide a continuous multi-state route.

If the national byway designation process reopens for applications, the Harriet Tubman Underground Railroad New York State Byway organization will work collaboratively with other states to secure designation of the multi-state route as an All-American Road by the Federal Highway Administration, U.S. Department of Transportation. Because of its proximity to the Empire State Trail (a multi-use trail), the Erie Canal, and other waterways or bodies of water (such as the Finger Lakes, Lake Erie, Lake Ontario, and the Hudson River), the Harriet Tubman Underground Railroad New York Byway will enhance its designation significance through recognition of its recreational integrity (the second intrinsic quality required for future designation as a National Byway and All-American Road).

THE BYWAY'S ORIGINS

Numerous sites and organizations associated with the Underground Railroad in New York have worked tirelessly over the last several decades to educate individuals and raise awareness about this important part of our country's history. The Underground Railroad Consortium of New York State (URCNYS), a non-profit coalition founded in 2015, is the nominating entity for the proposed Harriet Tubman Underground Railroad New York Byway. URCNYS is dedicated to preserving and promoting New York State's pivotal role in the Underground Railroad and the broader struggle to end enslavement.

Since its inception, URCNYS has sought to support organizations that promote and share the history of the Underground Railroad and freedom seekers across the state. In 2022, it formed the Harriet Tubman Byway Committee to manage a grant from the New York State Economic Development Administration to establish a cohesive history trail connecting Underground Railroad sites. URCNYS received a $519,500 New York State Economic Development Administration (EDA) Post-COVID Tourism Partner Sub-Awards Grant to fund the CMP creation and secure community/ jurisdiction support for the byway. Inspired by similar byways in Maryland and Delaware, the grant aimed to connect Underground Railroad sites with other regional tourism opportunities. The byway strengthens the existing network of historical resources and elevates educational opportunities for travelers to and within New York. The grant permitted the hiring of a byway coordinator in 2023, and contractors to assist with the CMP development. It also funded other URCNYS general marketing initiatives.

The stakeholders involved in the development of the CMP include various groups and individuals:

- ⇒ 42 Members of the Steering Committee representing 16 jurisdictions and state organizations
- ⇒ 20 Committee Members to create the CMP components
- ⇒ Over 75 Advocates/Ambassadors assisting with securing 106 Resolutions of Support (63 jurisdictions for Phase 1 and 43 jurisdictions in Phase 2) for the byway designation.

A complete list of these individuals and organizations is available in *Appendix 1*. Additionally, 128 "Letters of Support" from Individuals, Organizations, and Businesses in 31 jurisdictions in 22 counties were secured. Copies of these letters are available in *Appendix 2*. Copies of the jurisdictions' Resolutions of Support for the Harriet Tubman Underground Railroad New York Byway are provided in *Appendix 3*.

1. Byway Vision, Goals & Objectives

Vision Statement

As a vehicle for education, preservation, and economic growth, the Harriet Tubman Underground Railroad New York Byway fosters community pride, enhances residents' quality of life, preserves its historic and natural assets, inspires visitors to be agents of change, and elevates the authentic stories of Freedom Seekers on their journey to Freedom by providing exceptional and inclusive experiences along its eventual border-to-border route.

TAGLINE: Sharing Authentic Stories of Harriet Tubman, the Underground Railroad, and Freedom Seekers in New York.

Byway Goals & Objectives

GOAL 1: IDENTIFY AND DOCUMENT INFORMATION ABOUT HARRIET TUBMAN, THE UNDERGROUND RAILROAD AGENTS, AND FREEDOM SEEKERS

⇒ Objective 1.1: Utilize existing research and continue to document oral histories and additional information of Freedom Seekers, their descendants, Underground Railroad Agents, Harriet Tubman and her relatives, and other stakeholders (including Historic Sovereign Indigenous Nations and Abolitionist Groups) related to the Underground Railroad and their associated places in the New York byway.

⇒ Objective 1.2: Conduct byway interpretive training following established and accepted guidelines for interpretation and utilize technology to align with local interpretive sites and guides.

⇒ Objective 1.3: Create, update, and maintain digital communication tools for residents, visitors, and byway stakeholders (website, databases, apps, videos)

⇒ Objective 1.4: Communicate regularly with corridor residents, communities, and stakeholders.

GOAL 2: PRESERVE & SHARE AUTHENTIC STORIES & PLACES

Preserve and interpret the documented stories and events related to Harriet Tubman, the Underground Railroad, and Freedom Seekers at natural and historic sites along the byway.

⇒ Objective 2.1: Expand visitor readiness and interpretation of resources using the arts and innovative engagement methods along the byway.

⇒ Objective 2.2: Add new tour programs and events along the byway to showcase and connect the documented stories of Harriet Tubman, the Underground Railroad, and

Freedom Seekers at natural and historic resources along the byway for education from K-12 to lifelong learning.

⇒ Objective 2.3: Create and implement a corridor-wide stewardship plan for resources and the byway.

⇒ Objective 2.4: Identify and encourage safeguarding strategies for the Cultural Landscapes and Historic Viewsheds.

GOAL 3: DEVELOP NEW AUTHENTIC EXPERIENCES

Develop authentic and informative experiences to engage the byway user in the diverse stories about Harriet Tubman, Freedom Seekers, and agents and abolitionists associated with the Underground Railroad in New York.

⇒ Objective 3.1: Develop and/or build upon Regional and Thematic Interpretive Centers and Kiosks to increase visitor awareness and education about Harriet Tubman, the Underground Railroad, and Freedom Seekers in New York.

⇒ Objective 3.2: Create multi-modal interpretive programs, activities, and events along the Byway that expand its use among recreational, train, water, and bicycle visitors.

⇒ Objective 3.3: Conduct interpretive training (sites, guides) following established interpretation guidelines to expand local education and enrich visitor engagement.

⇒ Objective 3.4: Encourage collaboration with communities of African descent and prioritize visibility of Black-owned businesses along the byway to enhance the visitor experience and provide local benefits/economic impact.

GOAL 4: MARKET THE BYWAY

Market the Byway to attract visitors and their spending to communities, sites, and businesses along the route for increased annual economic impact and positive byway brand recognition.

⇒ Objective 4.1: Create and deploy innovative marketing tools and strategies to attract domestic and international visitors to the byway year-round.

⇒ Objective 4.2: Develop and market adult and school group tour programs to attract and educate school, youth, and adult groups about Harriet Tubman, the Underground Railroad, and Freedom Seekers in New York.

⇒ Objective 4.3: Collaborate with other organizations, government agencies, heritage areas, recreational trails, and businesses to promote the Harriet Tubman Underground Railroad in New York experiences and expand the brand awareness of the byway.

⇒ Objective 4.4: Ensure communities of African descent and businesses are represented, elevated, and leading in product development, interpretation, and marketing to generate social and economic benefits locally.

GOAL 5: SUSTAIN AND GROW THE BYWAY

Cultivate and maintain inclusive byway leadership representing a diversity of perspectives and backgrounds to identify resources, implement, oversee, and evaluate the impact of the corridor management plan.

⇒ Objective 5.1: Implement a Byway Management structure to engage stakeholders (including descendants/relatives of Freedom Seekers, Underground Railroad agents, and Harriet Tubman) and residents in programs, activities, and stewardship.

⇒ Objective 5.2: Fund byway signage, CMP activities, historical markers, and operations through diverse sources and revenue-generation strategies.

⇒ Objective 5.3: Foster leadership opportunities among people of African descent and youth to facilitate the byway's growth, diversity, and sustainability.

⇒ Objective 5.4: Collaborate with other organizations, businesses, agencies, and institutions to leverage resources, effectively manage byway activities, and expand educational opportunities.

⇒ Objective 5.5: Document, analyze, and communicate the impact of the byway to stakeholders, residents, and funders with a lens on communities of African descent and businesses on or near the byway.

A planning chart with priority tasks, timeline for completion, metrics for success, and the responsible entity for oversight is provided for each CMP component.

2. Byway Description & Mapping

Byway Narrative

The Harriet Tubman Underground Railroad New York Byway (HTURB) represents a triumphant story of people seeking freedom from enslavement under their own agency between the early 1800s and the Civil War (1861-1865). This historical focus differs from other traumatic African American stories being told throughout the country. With Freedom Seekers and those who assisted them as the focus when speaking about sites and pathways related to Harriet Tubman and the Underground Railroad in New York, the stories are of triumph overcoming adversity. The voices of those who sought personal sovereignty are heard along this byway.

Phase 1 of the HTURB journey begins in the City of Auburn, Harriet Tubman's chosen hometown. She purchased a seven-acre site in 1859, and while the original wood-framed home was destroyed by fire, it was rebuilt out of brick between 1881-1882. In 1896, Harriet Tubman purchased the 25 acres abutting her property, which included a still-standing wood-framed house called the Harriet Tubman Home for the Aged and the ruins of a large brick building that once served as a nursing home facility named John Brown Hall. The current site includes a visitor center with interpretive exhibits and offers guided tours of the property.[3] The Thompson Memorial AME Zion Church, where Tubman worshiped and where her funeral was held (part of the Harriet Tubman National Historical Park), and her burial site across the street at Fort Hill Cemetery are open to the public. At these historic sites, visitors can also learn how William and Frances Seward and David and Martha Coffin were instrumental in helping Tubman along her journey to freedom and securing the freedom of others. Several other local sites, including the Cayuga County Courthouse, pay tribute to Harriet Tubman and other freedom seekers, as well as Underground Railroad agents in Auburn, and offer information about them.

The Byway continues at the boundary of Seneca County, traveling through Seneca Falls (the home of Thomas and Elizabeth James, recognized as a National Park Service Network to Freedom site) and north through Ontario County (the 1816 Farmington Quaker Meeting House, a NPS Network to Freedom Site listed on the National Register of Historic Places) to Wayne County. Traveling west into Monroe County and the City of Rochester allows visitors to explore where Frederick Douglass lived and his burial site at Mount Hope Cemetery (a Network to Freedom site). A park memorializes Kelsy's Landing, north of the Lower Falls of the Genesee River where, according to the NPS Network to Freedom

[3] See National Register report here: New York MPS Tubman, Harriet, House

program, Frederick Douglass and Harriet Tubman (and other prominent Rochesterians) led enslaved persons onto cargo steamships bound for Canada and Detroit from 1847 to 1859.[4]

Continuing west through Orleans County and the Village of Holley, visitors can experience the Erie Canal (designated a National Historic Landmark in 1960) along the boardwalk at Holley Canal Park or access Holley Falls. The Village of Albion is located on the Erie Canalway Trail, one of the three main segments of the 750-mile Empire State Trail, offering bicyclists and walkers scenic paths.

Entering Niagara County, the Byway continues west to the historic city of Lockport, then south to Erie County. Michigan Avenue has been renamed Tubman Way as an entrance to Buffalo and the home of the historic Michigan Street Baptist Church (established 1845). Freedom Park, formerly known as Broderick Park, is located on the banks of the scenic Niagara River, where the Black Rock Ferry operated, and freedom seekers crossed to freedom between Buffalo, New York, and Fort Erie, Canada, from 1825 through the Civil War and to the middle of the 20th century.[5] This NPS Network to Freedom site offers scenic views and historical information about the Underground Railroad. Continuing north, the Byway terminates in Niagara Falls at the site of the former Cataract House Hotel, a known Underground Railroad station, and the Niagara Falls Underground Railroad Heritage Center, an award-winning experiential museum that is recognized as a NPS "Travel with Tubman" site.

In Phase 2, the sites and towns, as well as cultural and natural landscapes, from New York County along the Hudson River to Albany County and west to Cayuga County, contribute to the story of Harriet Tubman's own journeys as an Underground Railroad conductor through the state as well as the stories of freedom seekers and the individuals who helped them using the Underground Railroad Network in New York. The richness of this historic byway will be enhanced with the sharing of these important stories and places related to Harriet Tubman, the Underground Railroad, and the freedom seekers who traveled through or settled in New York.

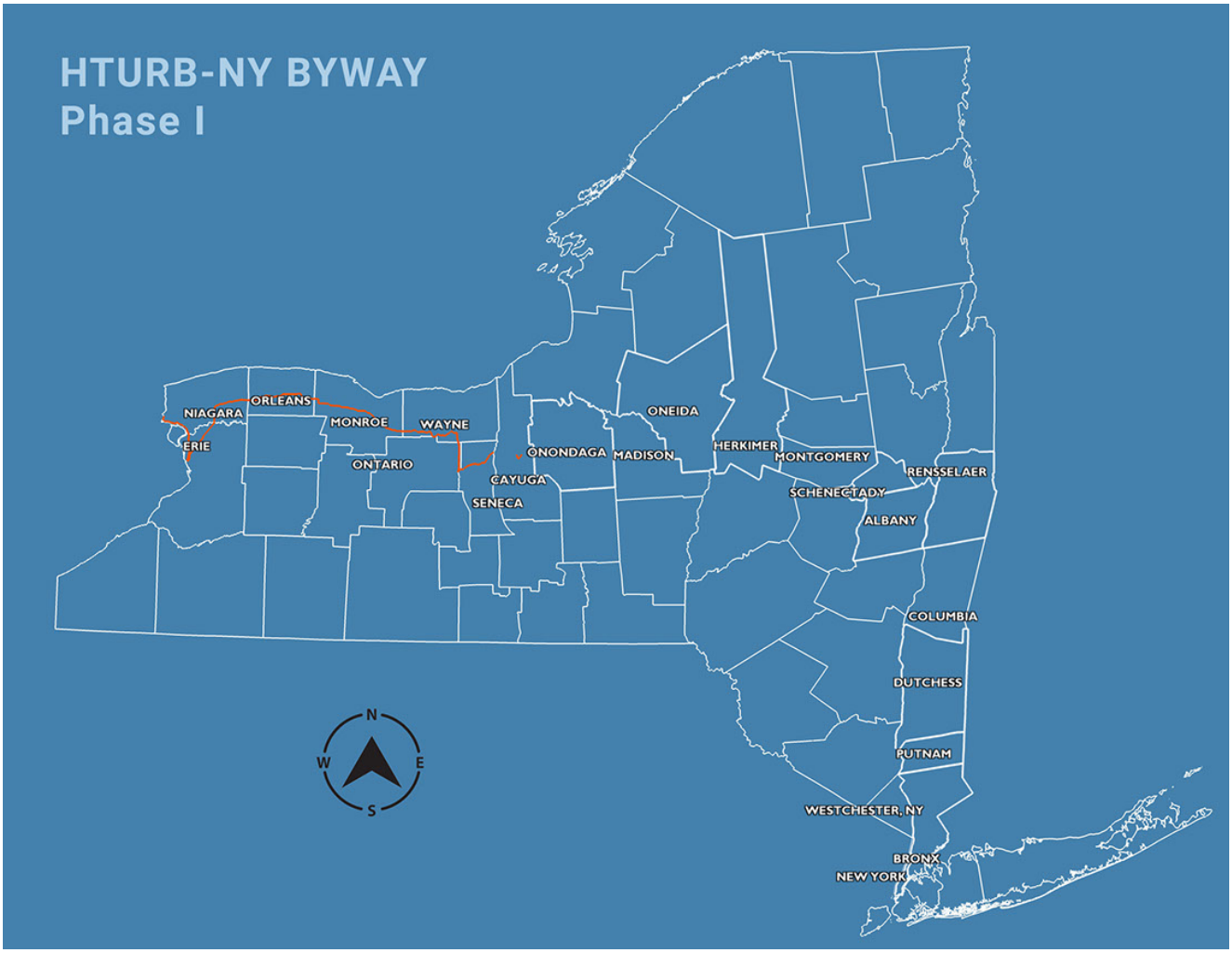
The two segments for designation of the Harriet Tubman Underground Railroad New York Byway (Phase 1) comprise a total of 176.76 miles across 63 jurisdictions in eight counties. A link to the Phase 1 route (shown below) is available here.

The Phase 1 segments represent approximately one-third of the total 550-mile border-to-border route spanning 22 counties and 156 jurisdictions from the New Jersey state line to

[4] Calarco, Tom; Cynthia Vogel. Places of the Underground Railroad. Santa Barbara: ABC-CLIO, 2011, p.287 as cited in the National Park Service Network to Freedom Database, https://www.nps.gov/subjects/undergroundrailroad/ntf-listings.htm

[5] National Park Service Network to Freedom Database, https://www.nps.gov/subjects/undergroundrailroad/ntf-listings.htm

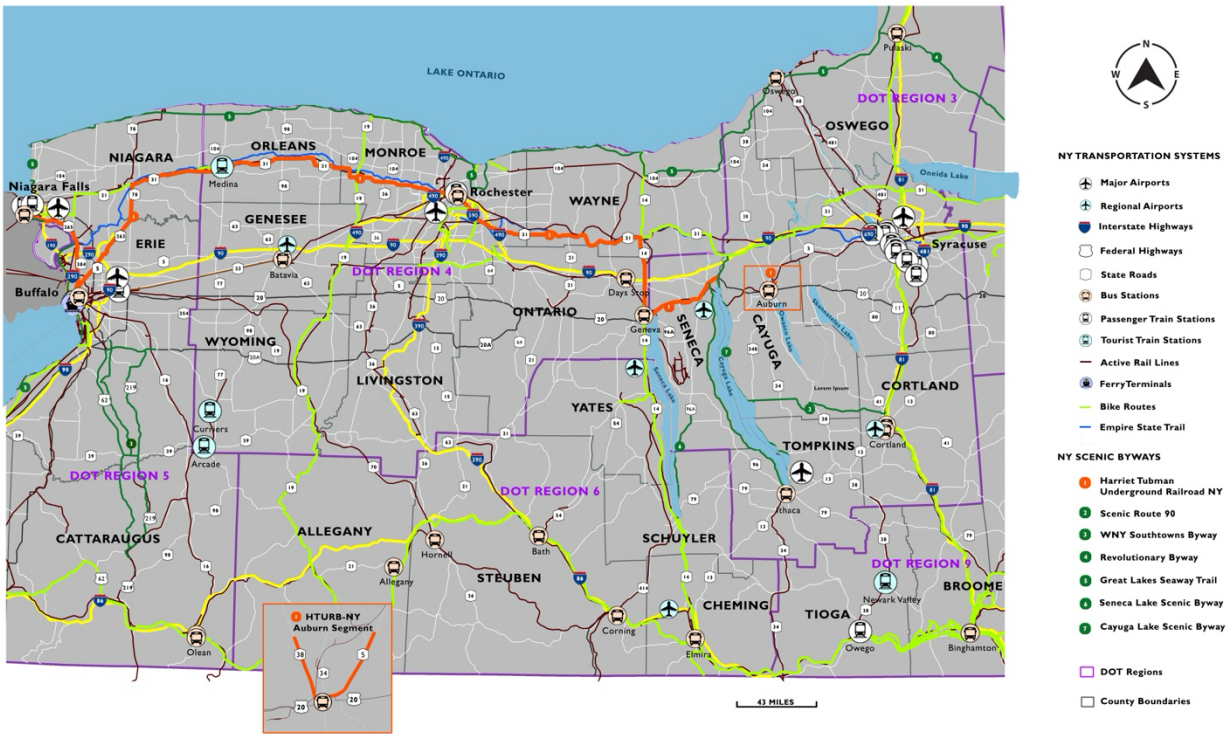
the Canadian border. It is anticipated that during 2026, Phase 2 will complete the contiguous border-to-border byway for designation in 2027.



PHASE 1 BYWAY SEGMENTS HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY IN NEW YORK		
Byway Section	**Mileage**	**Route Directions**
City of Auburn (Cayuga County)	3.76	NY-9 (Grant Avenue, which becomes Arterial Road) at Auburn city limits to downtown Auburn to the intersection of State Route 38 (State Street) to the boundary of the City Limits of Auburn.
Seneca County	14.40	Route 20 from the Seneca County boundary through the Town of Seneca Falls and Village of Waterloo to the City of Geneva.
Region 3	18.16	16.69 miles on NYSDOT; 1.47 miles on Local Jurisdiction Roads
Ontario County	11.85	West onto Lake Street in the City of Geneva. North on SR-14 (Exchange Street) to the intersection with SR-31 (Forgham Street) in the Town of Lyons. West on SR-31 to the Wayne/Ontario County line.
Wayne County	24.89	West on SR 31 (Pittsford Palmyra Road) to Wayne County Boundary and into Monroe County

Monroe County	36.74	West on SR 31 (Monroe Avenue) to the City of Rochester. Continue on SR 31 to Howell Street onto Chestnut Street to East Broad Street (SR 31). West on East Broad Street (SR 31) through West Broad Street, then West on Main Street (SR 31). Continue NY on West Broad Street (SR 31) to Broad Street to Lyell Avenue. West on SR 31 to Washington Street, then south to the intersection of SR 31 and SR 531. West on SR 41 to the intersection of Redman Road, to north on SR 31 to West on West Avenue (SR 31) to Monroe/Orleans County Line
Orleans County	26.09	West on SR 31 to the Orleans/Niagara County Line
Region 4	99.37	90.22 miles on NYSDOT; 9.15 miles on Local Jurisdiction Roads
Niagara County	31.99	West on SR 31 to the intersection with SR 77 at Chestnut Ridge Road. Continue on Chestnut Ridge Road (SR 31) in the City of Lockport to West on East Avenue to Main Street to West Main Street to South on SR 78 (South Transit Street) to Niagara/ Erie County border. (see section below) From Erie/Niagara County Line: North on SR 384 to SR 265 (River Road), north on SR 265 to SR 384, West on SR 384 to Niagara Street, West on Niagara Street to Whirlpool Street, North on Whirlpool Street to the intersection of Whirlpool Street with Depot Avenue West as terminus of the byway.
Erie County	27.24	Continue to intersection with SR 263, south on SR 263 to US 62, South on US 62 to SR 5. West on SR 5 to Michigan Avenue in the City of Buffalo. South on Michigan Avenue (Tubman Way) to Broadway to Lafayette Square (intersecting with Washington Street) to Court Street to Niagara Square. North on SR 384 to Erie/Niagara County Line.
Region 5	59.23	55.76 miles on NYSDOT; 3.47 miles on Local Jurisdiction Roads
TOTAL SEGMENTS	**176.76**	

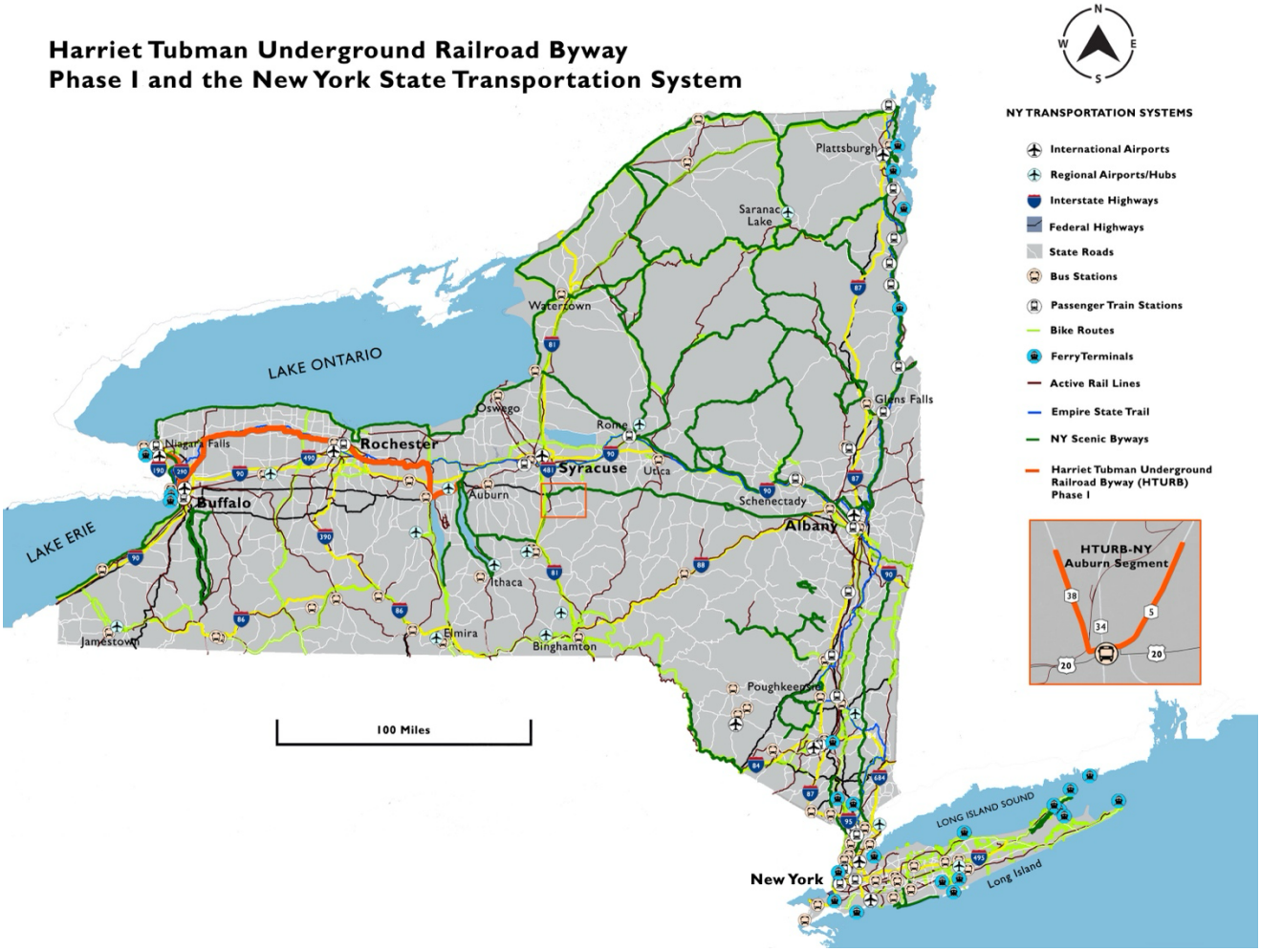
As the map below indicates, Phase 1 of the Harriet Tubman Underground Railroad New York Byway complements the 26 state-designated byways, three national byways, and one All-American Road.



Harriet Tubman Underground Railroad Byway
Regional Transportation Map

Additionally, the Harriet Tubman Underground Railroad New York Byway (Phase 1) is easily accessed by major interstates, major railway systems, the Erie Canalway and the Empire State Trail.

As the Harriet Tubman Underground Railroad Byway expands in Phase 2 to become a border-to-border route, visitors and New York residents will have even greater access to the unique stories and sites located along the byway.


Harriet Tubman Underground Railroad Byway
Phase I and the New York State Transportation System
N
W
E
S
NY TRANSPORTATION SYSTEMS
International Airports
Regional Airports/Hubs
Interstate Highways
Federal Highways
State Roads
Bus Stations
Passenger Train Stations
Bike Routes
FerryTerminals
Active Rail Lines
Empire State Trail
NY Scenic Byways
Harriet Tubman Underground Railroad Byway (HTURB) Phase I
HTURB-NY Auburn Segment
LAKE ONTARIO
LAKE ERIE
Plattsburgh
Saranac Lake
Watertown
Oswego
Rome
Glens Falls
Niagara Falls
Rochester
Syracuse
Utica
Buffalo
Auburn
Schenectady
Albany
Ithaca
Elmira
Binghamton
Jamestown
Poughkeepsie
LONG ISLAND SOUND
New York
Long Island
100 Miles

3. INTRINSIC QUALITIES

PRIMARY: HISTORIC

PHASE 1 (City of Auburn, New York, and section from Seneca County to Niagara County)

The historic quality of the Harriet Tubman Underground Railroad New York Byway (Phase 1) is evidenced at several locations by the U.S. Department of the Interior's designation of the Harriet Tubman National Historical Park in the City of Auburn, two National Historic Landmarks (William H. Seward House in the City of Auburn and the Erie Canal/New York State Barge Canal in Erie and Wayne Counties), and three sites listed on the National Register of Historic Places (1816 Farmington Quaker Meetinghouse in Ontario County, Mount Hope Cemetery in Rochester/Monroe County, and the Michigan Street Baptist Church in Buffalo/Erie County).

The National Park Service has also included two sites along the Harriet Tubman Underground Railroad New York Byway (Phase 1) on its "Travel with Tubman" program[6], including the Harriet Tubman Home in the City of Auburn, and the Niagara Falls Underground Railroad Heritage Center in the City of Niagara Falls, County of Niagara.

Fourteen sites on the Harriet Tubman Underground Railroad New York Byway (Phase 1) are recognized by the National Underground Network to Freedom program, administered by the National Park Service. The program was created by the passage of the federal legislation titled the National Underground Railroad Network to Freedom Act of 1998.[7] These sites have demonstrated significance and association with Harriet Tubman or the Underground Railroad network.

The individual contributing resources located along the Harriet Tubman Underground Railroad New York Byway (Phase 1) are described in more detail in the next section.

PHASE 2 of the proposed Harriet Tubman Underground Railroad New York Byway also includes nationally significant resources recognized by the U.S. Department of Interior's National Park Service (NPS), such as the Gerrit Smith Estate (a National Historic Landmark and designated NPS "Travel with Tubman" site in Peterboro) and the Stephen and Harriet Myers Residence (listed on the National Register of Historic Places and a designated NPS "Travel with Tubman" site in Albany). These and other significant resources associated with Harriet Tubman and the Underground Railroad Network in New York will be described in the Phase 2 CMP for designation.

Additionally, the CMP will be expanded to include a second intrinsic quality focusing on Recreation. As the byway parallels multiple bodies of water (the Niagara River, two Great

[6] Travel with Tubman Program, National Park Service, https://www.nps.gov/articles/000/travel-with-tubman.htm
[7] National Underground Network to Freedom Act, Public Law 105-203 (July 21, 1998), https://www.congress.gov/105/plaws/publ203/PLAW-105publ203.pdf

Lakes, the Finger Lakes, and the Hudson River), it also intersects with two important historical and recreational routes: the Erie Canal and the Empire State Trail. Other recreational parks are also located along the route. The Phase 2 CMP will identify and locate these resources along the border-to-border byway to demonstrate their significance for the potential national byway designation.

4. Resources and Resource Interpretive Plan

Harriet Tubman, Slavery, and the Underground Railroad in New York (BYWAY PHASE 1 and 2)

Born into slavery in Dorchester County, Maryland in March 1822, Harriet Ross Tubman was the fifth of nine children. Her parents, Ben and Rit Green Ross were enslaved by different people, making it difficult for the family to live and be together. "Slavery," Tubman would later tell an interviewer, "was the next thing to hell."[8]

The enslavement of Africans, and the laws and regulations that codified slavery's existence, evolved slowly over a century and a half in the North American colonies between the early 1600s and 1775. After a brief pause during the American Revolution, the transatlantic slave trade from Africa to the United States continued until it was banned in 1808. By then, nearly 500,000 Africans had been forcibly imported to this country and its territories.[9]

The act of freeing or emancipating an individual or group of enslaved African Americans occurred from the earliest days of slavery in North America. Some enslavers manumitted individuals as an act of religious, political, social, or personal action. During and immediately after the American Revolution, a spike in manumissions reflected a newfound recognition of inalienable rights invested in all human beings. This moment reflected growing anti-slavery sentiment in northern states where, beginning in 1777, several newly established state governments banned imports of enslaved Africans. Vermont took it one step further by abolishing slavery via its constitution; Massachusetts's 1780 constitution and a 1783 court decision effectively nullified slavery there; and Pennsylvania, after much anti-slavery debate between 1778 and 1780, instituted the first gradual emancipation laws. Rhode Island, New Jersey, and Connecticut followed suit, and so did New York, which gradually abolished slavery with emancipation set for July 4, 1827.[10] By 1804, slavery was abolished in some form in all the states north of the Mason Dixon Line. Free Black communities were established and thrived. By the 1840s, the abolition movement had become quite vocal, attracting tens of thousands of activists eager to end slavery. It would not happen easily. By 1860, four million remained enslaved in southern slave states.[11]

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[8] Benjamin Drew, *The Refugee: A North-Side View of Slavery*, ed. . rpt. 1969, Tilden G. Edelstein, ed. (Reading, MA: Addison-Wesley Publishing Co., 1855). "Mrs. James Seward," 28-29.

[9] Sven Beckert, *Empire of Cotton: A Global History, 2014*. 109. Ira Berlin, *Generations of Captivity : A History of African-American Slave*, 2004. 36-39.

[10] Berlin, 102-111; and, Manisha Sinha, *The Slave's Cause : A History of Abolition* (New Haven; London: Yale University Press, 2016). Chapter 3.

[11] David Eltis, "The Volume and Structure of the Transatlantic Slave Trade: A Reassessment." *The William and Mary Quarterly* LVIII, 2001 (1):17-46. For recent and accessible contributions to the history and interpretation of the 400th anniversary of the arrival of African people in North America, please see The Washington Post's *The Dawn of American Slavery* at https://www.washingtonpost.com/american-slavery/?noredirect=on; The New York Times's *The 1619 project* at https://www.nytimes.com/interactive/2019/08/14/magazine/1619-america-slavery.html; and USA Today's *1619: Searching for Answers Project* at https://www.usatoday.com/in-

Enslaved people had been fleeing from bondage since they first arrived in the Americas in the 16th century, and in British North America in the early 17th century. Eventually, sympathizers and activists formed networks of clandestine routes, safe houses, individuals, and places by which those who attempted to escape to freedom could navigate their way. The network came to be known as the Underground Railroad.

Despite its name, the Underground Railroad was not actually a railroad nor was it underground—it was a network of people who assisted enslaved people escaping to freedom. The National Park Service Network to Freedom Program (NTF) defines the historical Underground Railroad (UGRR) as the "resistance to enslavement through escape and flight, through the end of the Civil War." In sparsely populated colonial America, enslaved people fled and sought shelter in maroon communities in remote or inhospitable terrain beyond white settlements, or with sympathetic Native American communities. As free Black populations expanded during the late 18th century and into the 19th century, especially in larger cities like Philadelphia, New York City, and Boston, self-liberators achieved freedom by blending into Black neighborhoods. White enslavers and law enforcement called enslaved people who took their own liberty "fugitives" from the law, "runaways," and "escapees." Today, we refer to them as "freedom seekers," "self-liberators," or "self-emancipators."

Tens of thousands of enslaved people ran away during the 17th, 18th and 19th centuries, most without help. Settlement in free northern states where free Black communities were established and supportive white people also lived made the probability of permanent freedom incentive enough to flee. Notices placed in newspapers or on handbills posted in public places offering rewards for the capture and return of freedom seekers increased rapidly from the early 1700s through the Civil War, making the success of such escapes more difficult and dangerous. Some enslavers hired "slave catchers" to track and capture freedom seekers.

Participation in the Underground Railroad—a term that became popular during the 1830s after the construction of steam powered railroads in the United States—was illegal. The terminology related to actual railroads suited the clandestine networks to freedom, too. Underground Railroad "agents" and "stationmasters" provided food and shelter and arranged for connections to the next "station" on the secret route. "Conductors" like Harriet Tubman, offered transportation or guidance from one station to the next. Underground operatives sometimes called freedom seekers "passengers." The terminology—not used all the time or universally—reflected the need to shield the business of the Underground Railroad from law enforcement.

Free Blacks and other enslaved people were among the most important members of the increasingly organized networks to freedom. They were at the most risk, too, especially in

depth/news/nation/2019/08/21/american-slavery-began-1619-project-documents-brutal-journey/1968793001/.)

the South. Free Blacks arrested for aiding in the escape of an enslaved person faced long jail sentences in the North or sale into slavery in the South, unlike whites who could not be enslaved by law. Enslaved agents in the South were subject to torture or death.

African Americans in the North established their own churches, including African Methodist Episcopal Zion (ca. 1800) and African Methodist Episcopal (1816) churches, which became vital resources for self-liberators. Quakers were also among the leading early faith communities involved in helping freedom seekers.[12] In New York, Quakers built meeting houses, like the 1816 Farmington Meeting House in Farmington, NY, where community members could come together from near and far to espouse their beliefs. It was there that Austin Steward found freedom, safety, and community after fleeing slavery in 1815. "When I arrived in Farmington, I felt, for the first time in my life, that I was my own master. I cannot describe to a free man, what a proud and manly feeling came over me, when I hired to Mr. C[omstock], nor when I assumed the dignity of collecting my own earnings." Frederick Douglass, a former freedom seeker from Maryland and one of the greatest orators and abolitionists of the 19th century, often spoke at the 1816 Meetinghouse and in other churches, public halls, private homes, and outdoor settings across the North, encouraging people to support the cause of freedom.[13]

Few people operated as liberators like Harriet Tubman. She became known as a "conductor" on the Underground Railroad after her own escape from enslavement on the Eastern Shore of Maryland in the fall of 1849. At first, she fled with three of her brothers. Their fear of capture, however, increased after their enslaver posted a $300 reward for their apprehension and return, forcing them to give up their quest and turn back. Shortly thereafter, Tubman stole away, again, alone. "I had reasoned this out in my mind," Tubman later said, "there was one of two things I had a right to, liberty, or death; if I could not have one, I would have the other; for no man should take me alive; I should fight for my liberty as long as my strength lasted."[14]

Once Tubman finally crossed the border and into freedom in Pennsylvania, she quickly blended into a large community of free Blacks and freedom seekers in Philadelphia, where she lived precariously as a fugitive of the law. Her fragile freedom did not ensure happiness. "There was no one to welcome me to the land of freedom," she told an early biographer, "I was a stranger in a strange land; and my home, after all, was down in Maryland; because my father, my mother, my brothers, and sisters, and friends were there." Tubman experienced the deep, emotionally painful consequences of escape; leaving loved ones behind was the high cost of freedom. She found life without family and friends almost too much to bear. "But I was free, and they should be free."[15] Tubman's values, hopes, and dreams were rooted in universal ideals of ***Freedom, Family, Faith, and Community.*** Everything she did was in pursuit of ***freedom***. She returned to Maryland about

[12] Kenneth Carroll, *Quakerism on the Eastern Shore*. Maryland Historical Society, Baltimore. 1970. 132-138.
[13] *https://farmingtonmeetinghouse.org/equal-rights/#africanamericanrights* ; and Austin Steward, *Twenty-Two Years a Slave and Forty Years a Free Man* (1857).
[14] Sarah Bradford, *Scenes in the Life of Harriet Tubman.* Auburn, New York: W.J. Moses, 186. 21.
[15] Bradford, *Scenes*. 20.

13 times to rescue ***family*** and other loved ones. It was her ***faith*** that sustained and guided her. And it was a vast ***community*** of people—Black and white, free and enslaved, rich and poor, faithful and agnostic, who protected her, fed her, clothed her, administered medical care, comforted her, and kept her secrets.

These values emboldened Tubman to become one of the most famous freedom fighters of all time. Once she achieved freedom, she continued her fight for equality, justice, and self-determination in a world that would continue to deny her because she was a woman and a person of color. Other freedom seekers' lives were defined by these values, too. Most freedom seekers could not return to rescue loved ones, but they yearned to be reunited with them. In fact, after the Civil War, newspapers published letters, advertisements, and other printed notices from formerly enslaved people looking to reunite with lost family and friends. Freedom seekers in New York and their allies lived in communities, established families, practiced their faith, and lived free.

The prospects for permanent freedom for self-liberators in the North diminished after 1850, just as Tubman was beginning her decade long effort to liberate her loved ones. Frustrated by the rising numbers of escapes, particularly in Border States like Maryland, southern slaveholders rebelled when more liberal politicians from northern states advocated for the admission of California and New Mexico as free states, thus tipping the balance of power in Congress from slaveholder interests to non-slaveholding northern interests. Southerners threatened secession, so Congress enacted the Compromise of 1850, which included an updated Fugitive Slave Act that required federal judges and law enforcement to support the capture and rendition of freedom seekers to their enslavers.[16] Northern abolitionists actively encouraged resistance to this new law, despite heavy fines and prison. Several high-profile public arrests of freedom seekers galvanized Northern resistance. New Yorkers witnessed and participated in numerous conflicts between police officials and freedom seekers and police officials charged with carrying out the law, including the rescue of Charles Nalle in Albany, the Jerry rescue in Syracuse, and more across the state and along the Niagara Falls border with Canada.

Using "her strength and her craft, which was great," Tubman traveled by night, using the North Star and instructions from white and Black helpers to make her way to Philadelphia.[17] The North Star "was one thing she insisted that she was <u>always</u> sure of," Tubman later told a friend in Auburn.[18] Tubman was helped first by a white woman, a Quaker to whom she had confided her plans.[19] From Philadelphia, she followed established routes with networks of people and communities dedicated to freedom through Pennsylvania, New Jersey, New York, New England, and Canada. Her earliest missions included traveling from Philadelphia to Elmira, NY, near the border, and northwest to Rochester, but most of her trips took her on established routes from New York City, where

[16]C. Peter Ripley, ed. *The Black Abolitionist Papers, Vols. 1-5* (Chapel Hill: University of North Carolina Press, 1991). Vol. IV. Sinha, *The Slave's Cause : A History of Abolition*.
[17] Franklin Sanborn, "The Late Araminta Davis: Better Known as 'Moses' or 'Harriet Tubman'."
[18] Earl Conrad, "Interview with Helen W. Tatlock [Mrs. William Tatlock]." In *Earl Conrad/Harriet Tubman Collection*. New York: Schomberg Center for Research in Black Culture, New York Public Library, 1939.
[19] Sanborn, "Harriet Tubman [1863]." *The Commonwealth*, July 17, 1863." See also, as printed in Bradford, *Scenes*. 76; and Conrad, "Interview with Mrs. William Tatlock."

Louis Napolean, Sydney Howard Gay, and Oliver Johnson provided help. From there, she followed the Hudson River north to Albany, passing multiple like-minded and supportive Underground Railroad communities along the way. In Albany, Stephen and Harriet Myers, the Mott sisters, and John Hooper operated way stations for freedom seekers coming from the city or from Massachusetts. Tubman then continued west through Central New York to Canada, seeking help in cities, towns, and villages like Peterboro, where Gerrit and Ann Fitzhugh Smith sheltered them, and Syracuse, where Jermain and Caroline Loguen and Reverends Samuel J. May helped. In Auburn, William Henry and Frances Miller Seward, and Martha Coffin and David Wright provided food and protection. In Rochester she sought aid from Frederick and Anna Murray Douglass, J. P. Morris and Amy and Isaac Post, among others to travel by boat across Lake Ontario, or to take a train to Niagara Falls, where the African American employees of the Cataract House, one of the largest hotels in Niagara Falls, assisted freedom seekers like Cecilia Jane Reynolds and Patrick Sneed. From there Tubman traveled across the river to freedom in St. Catharines, in Ontario, Canada. Other self-liberators continued north from Albany into the Adirondacks, where Tubman's friend and colleague John Brown settled, and to Vermont and Canada.

Tubman returned to Maryland about 13 times between 1850 and 1860 to liberate approximately 70 family and friends from the Eastern Shore and Baltimore. She also gave instructions to dozens more from the region who fled independently.[20] On Christmas Day, 1854, she rescued her three brothers. When they traveled through the offices of Underground Railroad agent William Still in Philadelphia, the brothers told him that they wanted to take new names. Robert Ross became John Stewart, Henry became William Henry Stewart, and Ben, Jr., became James Stewart. She rescued her parents, Ben and Rit in 1857. Unfortunately, Tubman was unsuccessful in rescuing her sister Rachel, who died in 1859, and Rachel's children, Ben and Angerine remained enslaved.

In 1859, the Sewards sold Tubman a seven-acre farm on the outskirts of Auburn, NY. She would eventually bring her family there, where they lived in freedom, practiced their faith, and belonged to a thriving community. She continued to fight for the equality of women and people of color, demand equal justice from the law, and practiced self-determination to live a full life filled with purpose until her death in 1913. The Harriet Tubman New York Underground Railroad Byway will tell these stories and share the inspiration and values that shaped Harriet Tubman, other Freedom Seekers, Abolitionists and Underground Railroad operatives, and their families and communities.

PRIMARY RESOURCE INVENTORY

The following list describes the relevant, documented resources contributing to the historic intrinsic quality of the Phase 1 segments of the Harriet Tubman Underground Railroad New York Byway. Where applicable, the National Park Service's Network to Freedom database was used to identify relevant resources in New York and describe the resource's significance.

[20] Kate Clifford Larson, *Bound for the Promised Land: Harriet Tubman, Portrait of an American Hero*. Ballantine Books, New York. 2003. 85-152.

The **Erie Canalway National Heritage Corridor** has been designated as part of the National Park Service's "Network to Freedom" and is considered a valued contribution to this historic resource inventory.

Byway Segment 1: City of Auburn (Cayuga County)

Cayuga County Courthouse (NPS Network to Freedom Site)
152 Genessee Street, Auburn, NY 13021, 315-237-6450 (42.930244, -76.569158)
https://ww2.nycourts.gov/courts/7jd/cayuga/Supreme-and-County/index.shtml
Bronze plaque dedicated to Harriet Tubman in 1914, a year after her death; a bronze plaque dedicated to William H. Seward; photos of the building during the 19th century; a NY State historical marker.

David and Martha Coffin Wright House (NPS Network to Freedom Site)
192 Genessee Street, Auburn, NY 13021 (42.928233, -76.573149)
Martha Coffin Wright was the sister of Lucrecia Coffin Mott of Philadelphia. Tubman said that Mott was the first white woman to help her when she reached Philadelphia. Historian Kate Clifford Larson believes Tubman ended up in Auburn because Lucretia's sister, Martha, lived there and could protect Tubman. William Henry Seward, whose wife Frances sold a seven-acre farm on the outskirts of Auburn to Tubman in 1859, was David Wright's law partner.[21] Wright was also active in the Suffragist movement, as was Tubman in her later years. There is a historical marker out front of this residence, what is now a doctor's office.

Harriet Tubman Burial Site at Fort Hill Cemetery (NPS Network to Freedom Site and Tubman Lantern Trail)
19 Fort Street, Auburn, NY 13021, 315-253-8132 (42.927107, -76.570892)
http://www.forthillcemetery.net/
The cemetery where Tubman and her family are buried. William Seward and his family are buried here as well.

Harriet Tubman Home, located within the boundary of the Harriet Tubman National Historical Park (NPS Travel with Tubman and Network to Freedom Site)
180 South Street, Auburn, NY 13021, 315-252-2081, https://www.harriettubmanhome.com
Harriet Tubman bought a 7-acre area of land in 1859 in Auburn, New York. There was a barn and a farmhouse, where Harriet Tubman would move her family from St. Catharines, Canada, southeast to Auburn, New York. In 1880, the original wood-frame house burned down when a defective stovepipe sparked a fire in the kitchen. Harriet Tubman and her family constructed a new brick house in 1882 and lived in that building until her passing in 1913.

Thompson Memorial AME Zion Church/Harriet Tubman National Historical Park (NPS Network to Freedom Site, Travel with Tubman Site)
49 Park Street, Auburn, NY 13021 (42°55'24" N 76°34'34" W)
https://www.nps.gov/places/thompsonamez.htm
Built in 1891, the Thompson Memorial African Methodist Episcopal Zion church represented a place of worship and a cornerstone of Auburn's Black community. Harriet Tubman, a prominent member of this community, worshipped at this church alongside her family.

[21] Larson, Kate Clifford, 7-23-25.

Harriet Tubman's funeral was held here on March 13, 1913. She is buried across the street at Fort Hill Cemetery. Registered as a National Historic Landmark in 1974, the church and the parsonage next door were purchased by the National Park Service in 2017 and, after extensive renovations, opened to the public in 2024.

Harriet Tubman Memorial AME Zion Church (URCNYS Partner)
90 Franklin Street, Auburn, NY 13021, 315-252-2000, (42.93724539, -76.554709)
https://www.harriettubmanmemorialamez.org/
This church was dedicated to Harriet Tubman after Tubman's own church, Thompson Memorial AME Zion Church on Parker Street, was sold to the National Park Service in 2017. (Note: This is a modern, post-Tubman's life church; Tubman did not worship here.) The national AME Zion Church is the owning/managing entity of the Harriet Tubman Home. This memorial church site also includes a Harriet Tubman Community Garden.

Seymour Library (NPS Network to Freedom Facility)
176 Genesee Street, Auburn, NY 13021, 315-252-2571 (42.928605, -76.571298)
https://seymourlibrary.org/contact/
The Harriet Tubman Collection in the Mary Van Sickle Wait History Discovery Center at Seymour Library includes books, magazines, newspaper clippings, photographs, and documents. Although no original, primary source material is included in the collection, it provides a wide variety of information in a single location.

William and Frances Seward House Museum (NPS Network to Freedom Site, URCNYS Partner)
33 South Street, Auburn, NY 13021, 315-252-1283 (42.929326, -76.565949)
https://sewardhouse.org/
The Seward family, along with friends and colleagues Martha Coffin Wright and her husband David Wright, was instrumental in bringing Harriet Tubman to Auburn. The family sold Tubman land on which she built her home. The museum features an exhibit titled, "Forged In Freedom: The Bond of The Seward Tubman Families," which considers the life and legacy of Harriet Tubman through the lens of her relationship with the family of William H. Seward. It also tells the story of Margaret Stewart, a young girl whom Harriet brought from Maryland to Auburn and placed in the Sewards' care.

Thomas Elliott and Ann Marie Stewart Elliott House (NPS Network to Freedom Site) – 31 Richardson Avenue, Auburn, NY 13021 (42.919017, -76.560923)
The former home of one of the "Dover Eight" enslaved people who escaped from Dorchester County, Maryland, using instructions from Harriet Tubman. They were captured and jailed in Dover, Delaware, in 1857, but executed an incredible jailbreak and raced to freedom. Thomas Elliott was married to Ann Marie Ross Stewart, the daughter of Harriet Tubman's sister, Soph. This site is part of a documented Underground Railroad tour in Auburn.

Byway Segment 2: Seneca County

Thomas and Elizabeth James House (NPS Network to Freedom Site) – 52 State Street, Seneca Falls, NY 13148 (42.912654, -76.797801) https://www.co.seneca.ny.us/wp-content/uploads/2020/01/Curriculum_Unit_Thomas_James-ADA.pdf
Thomas James was born enslaved, migrated to Canada, and then returned to settle in Seneca Falls, New York, where he became a barber and a wealthy landowner. In the 1850 federal census, he listed his birthplace as "unknown," with a 13-year-old daughter born in Canada. In 1863, two newspaper articles noted that he was a "fugitive slave" who owned

$12,000 to $15,000 worth of real estate in Seneca Falls, including a new brick business block.[22] At his death in 1867, executors of his will noted that "Elizabeth James, his widow, and the said Thomas James had no other relatives known to the deponents or either of them, he having formerly been a slave and made, during his lifetime, diligent enquiry for his relatives without effect."[23]

Byway Segment 2: Ontario County

1816 Farmington Quaker Meetinghouse (NPS Network to Freedom Site) – *230 Sheldon Road, Farmington, NY 14425, (*43.030512, -77.319073)
https://farmingtonmeetinghouse.org/equal-rights/#africanamericanrights
*Many members of the Farmington Quaker Meeting House were staunch abolitionists and have documented stories of Underground Railroad activity. One example of this is a man named William R. Smith who co-owned and operated a nursery alongside many other Wayne County abolitionists and Quakers. William R. Smith often assisted freedom seekers and would direct them North to the Cuyler family (see below), who would then help boat people across Lake Ontario.[24] In 1815, Austin Stewart (author, "*Twenty-Two Years a Slave and Forty Years a Free Man*" (1857)) was the first freedom seeker to settle in Farmington. Selby and Harriet Howard escaped from Maryland, lived near the Meetinghouse, and are buried in the Farmington cemetery. Frederick Douglass visited Farmington often and spoke in the Meetinghouse.[25]*

Byway Segment 2: Monroe County

Kelsey's Landing (NPS Network to Freedom Site)
89 Maplewood Drive, Rochester, NY 14613, 585-428-5900, (43.182333, -77.629833)
https://www.cityofrochester.gov/maplewoodpark/
Kelsey's Landing, a nonextant commercial dock and grain elevator that was located just north of the Lower Falls on the west side of the Genesee River in Rochester, NY, was where Frederick Douglass, Harriet Tubman, and prominent Rochesterians led enslaved persons onto cargo steamships bound for Canada and Detroit from 1847 to 1859.[26]

Douglass Family South Street Home (NPS Network to Freedom Site)*
999 South Avenue, Rochester, NY 14620 (43.1360241, -77.608782)
*Douglass's second home site (1852-1872) in Rochester, formerly School Number 12, was rededicated in 2018 as the Anna Murray-Douglass Academy, with an interpretive exhibit and mural outside. *Additional homes of Frederick Douglass are located in Rochester.*

Mount Hope Cemetery (NPS Network to Freedom Site)

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[22] Walter Gable and Judith Wellman, *Seneca County, NY: A Hotbed of Underground Railroad Activism,* 2006. Pp. 6-7.
[23] NPS Network to Freedom database description, https://www.nps.gov/orgs/1205/index.htm
[24] Judith Wellman, *Uncovering Sites Relating to the Underground Railroad, Abolitionism, and African American Life in Wayne County, New York, 1820-1880*, 2009, 392.
[25] African Americans, 1816 Farmington Quaker Meeting House, downloaded from https://farmingtonmeetinghouse.org/equal-rights/#africanamericanrights
* Additional Rochester residences of Frederick Douglass have been documented. These historic resources can be included in future byway asset inventories, interpretation, and marketing as appropriate.
[26] Calarco, Tom; Cynthia Vogel. Places of the Underground Railroad. Santa Barbara: ABC-CLIO, 2011, p.287

50 Montgomery Street, Rochester, NY 14611, 585-428-7999, (43.128056, -77.615782)
https://www.cityofrochester.gov/mounthope/
Resting place of several significant Underground Railroad agents and Human Rights leaders, including Frederick Douglass.

Byway Segment 2: Orleans County

Erie Canal
Village of Holley, NY (42.2264 N, -78.0267 W)
Located between Rochester and Niagara County, Holley would have been a waypoint for freedom seekers headed to the Canadian border. Settled in 1812, Holley was a trade and shipping hub on the Erie Canal.[27] While it benefited from the system of slavery, the canal also provided a path for freedom seekers to follow on their journeys west to Canada. Rev. Thomas James followed the staked-out path of the canal to Youngstown, where he crossed to Canada.[28]

THE ERIE CANAL: Built between 1817 and 1825, the original Erie Canal traversed 363 miles from Albany to Buffalo. It was the longest artificial waterway and the greatest public works project in North America. The canal put New York on the map as the Empire State—the leader in population, industry, and economic strength. It transformed New York City into the nation's principal seaport and opened the interior of North America to settlement. The canal brought a flow of people and new ideas. Social reform movements like abolitionism and women's suffrage, Utopian communities, and various religious movements thrived in the canal corridor. The Erie Canal carried more westbound immigrants than any other trans-Appalachian canal. These newcomers infused the nation with different languages, customs, practices, and religions.[29] The Erie Canal was designated a National Historic Landmark in 1960.[30]

Byway Segment 2: Erie County

Erie County:
Freedom Park (NPS Network to Freedom Site), 1170 Niagara Street, Buffalo, NY 14203, (42.915694, -78.899429) https://friendsoffreedompark.com
Formerly known as Black Rock Ferry/Broderick Park, Freedom Park is recognized by historians as an historic terminus of the Underground Railroad between the United States and Canada, Located at the foot of Ferry Street on the scenic Niagara River, a plaque in the park pays tribute to the men and women who crossed the water from that point to freedom in Canada. Broderick Park was the location of the Black Rock Ferry, a major transportation link across the Niagara River between Buffalo, New York, and Fort Erie, Canada. The ferry

[27] "Village of Holley," Orleans County Tourism. Accessed July 3, 2025, https://www.orleanscountytourism.com/about-orleans-county/towns-and-villages/village-of-holley; "The Village of Holley, an American Small Town with a Rich Tradition," Town of Holley. Accessed July 3, 2025, http://villageofholley.gov/about.cfm.
[28] Thomas James, *Life of Rev. Thomas James, by Himself* (Post Express Printing Co: 1886), 6. https://docsouth.unc.edu/neh/jamesth/jamesth.html.
[29] Erie Canalway National Heritage Corridor, https://eriecanalway.org/learn/history-culture
[30] National Park Service, List of National Historic Landmarks by state, https://www.nps.gov/subjects/nationalhistoriclandmarks/list-of-nhls-by-state.htm

operated continuously from the Broderick Park location from 1825 until the service was discontinued in the middle of the 20th century. Buffalo's destiny as an important national transportation hub was sealed when it was chosen for the terminus of the Erie Canal in the 1820s. Through the 19th century, Buffalo grew to become a busy inland port and a railroad center. The area around Black Rock Ferry contained the busy Erie Canal, Black Rock Harbor, and other waterfront activities. The dock where the ferry landed and departed for nearby Canada was used as an Underground Railroad station from at least the 1830s until the Civil War.

Michigan Street Baptist Church (NPS Network to Freedom Site)
511 Michigan Avenue, Buffalo, NY 14203, 716-852-2857, (42.886321, -78.867279)
https://www.michiganstreetbaptistchurch.org
Led by members and ministers who had escaped from slavery, the Michigan Street Baptist Church, founded in 1836 and built from 1845-49, became a center of Underground Railroad activity and abolitionist activism before the Civil War. Documentary evidence of several escape stories (1835, 1847, 1850s, and 1860) provides clues. So does evidence of ministers, elders, trustees, and members who had escaped from slavery and were active in the Underground Railroad (including Rev. Rufus Perry, enslaved in Tennessee; Rev. J. Sella Martin, enslaved in North Carolina; and trustees Peyton Harris, John Dandridge, and Henry K. Thomas, all from Virginia). Freeborn church members (such as Rev. Duke W. Anderson and Rev. Samuel Davis) were also active in the UGRR. This church has been continuously owned and occupied by African Americans and is now the oldest standing African American church in Buffalo.

Byway Segment 2: Niagara County

Niagara Falls Underground Railroad Heritage Center (NPS Travel with Tubman Site)
825 Depot Ave W, Niagara Falls, NY 14305, 716-300-8477, (43.109855, -79.05564)
https://www.niagarafallsundergroundrailroad.org
The Niagara Falls Underground Railroad Heritage Center is an experiential museum that reveals authentic stories of Underground Railroad freedom seekers and abolitionists in Niagara Falls and inspires visitors to recognize modern injustices that stem from slavery and take action toward an equitable society. It is located in the former 1863 U.S. Customs House, which stands less than 100 feet from the location of the original International Suspension Bridge that Harriet Tubman and other freedom seekers utilized to cross into freedom in Canada.

Crossing to Freedom-The Cataract House and the Underground Railroad (NPS Network to Freedom Site/ Program) 110 Old Main Street, Niagara Falls, NY 14303 (43.0838328, -79.063074)
Located near Niagara Falls, the Cataract House Hotel was one of the busiest Underground Railroad stations on the US-Canadian border. Directed by head waiter John W. Morrison, the hotel's all-Black waitstaff assisted hundreds of freedom seekers before the American Civil War. The Hotel was a popular destination for Southerners visiting Niagara Falls, and some who fled via this place were enslaved by hotel guests. Freedom seekers were transported, and often transported themselves, across the Niagara River by ferry or in small boats rowed by Cataract House waiters. A historical marker and interpretive panels to explain its significance are located at 2 Buffalo Avenue, Niagara Falls, NY 14303.

RESOURCE INTERPRETATION PLAN

The Interpretive plan is based on the contributing resources identified along the proposed corridor related to Harriet Tubman and the Underground Railroad from 1800-1860. Initially, the steering committee and internal CMP planning team identified nationally designated historic sites that recognized Harriet Tubman and the Underground Railroad. The National Park Service's "Travel with Tubman" and "Network to Freedom" contributing sites from New York became the foundation of the original byway route for consideration.

Other historical documents, including books and research from national, local and regional experts in New York state, national parks and historic sites, and heritage resource and interpretive centers like the Niagara Falls Underground Railroad Heritage Center, have identified and verified some of the landscapes and travel routes of freedom seekers in New York.

CENTRAL THEMES

The Maryland Harriet Tubman Underground Railroad Scenic Byway/ All-American Road and other state byways focus on four central themes: ***Faith, Family, Freedom,*** and ***Community.*** These themes also resonate in New York and provide an opportunity for consistency in interpreting the important elements that drove Harriet Tubman, agents of the Underground Railroad, and Freedom Seekers. As a goal of this byway is to eventually link with other states to provide a multi-state federally-designated (and the potential multi-national) Harriet Tubman Underground Railroad National Scenic Byway, showcasing how New York contributes to these central themes is important.

Harriet Tubman's life was profoundly shaped by the intertwined values of faith, family, freedom, and community. The interplay of these themes created a powerful synergy that defined Tubman's identity and mission, with each element playing a critical role in her journey from enslavement to becoming a leading figure in the abolitionist movement.

FAITH

Faith was foundational to Harriet Tubman's and other freedom seekers' survival and emancipation. It was at the root of the belief systems of abolitionists and Underground Railroad agents and communities. For Harriet Tubman, her faith was deep, and founded upon strong religious teachings, whether these were specifically Methodist, Catholic, Episcopal, Baptist, or of African origin. Thomas Garrett, a Quaker Underground Railroad agent in Wilmington, Delaware, felt that he "never met with any person, of any color, who had more confidence in the voice of God, as spoken direct to her soul… and her faith in a Supreme Power truly was great."[31]

[31] Bradford, *Scenes*. 49.

Historical studies reveal that the great majority of enslaved people were stolen and shipped to the Americas from the West African coast stretching from Senegambia and Sierra Leone south to the Gold Coast around present-day Ghana (Walsh, 145). Though few African cultural traditions from those distinct regions survived completely unaltered and intact into the late 19th century and 20th centuries, they served as a source of strength for captive Africans and their descendants well into the antebellum period and beyond. Forced assimilation over time effectively reshaped many cultural and religious traditions through a process of creolization, or a blending of African spiritual and cultural expression with European Judeo-Christian beliefs and cultural practices.[32]

African American communities in both the North and the South relied on faith to endure threats to their lives, their family stability, and communities.

While enslaved, Tubman and her family found ways to negotiate the cruelties of slavery and the loss of freedom and self-determination. First generation Africans, like her grandmother Modesty, embodied a living African connection and memory for the Tubman and the Ross family. They managed to blend their adopted Christian beliefs with cultural and religious traditions that survived the middle passage from Africa. They and other enslaved people and communities engaged in a variety of methods of resistance and managed to create private spaces where opportunities for cultural and spiritual practices to sustain their physical, familial, and community identities and relationships. Tubman's religious fervor and trust in God to protect and guide her evolved from a fusion of these traditions. In New York, freedom seekers carried these traditions with them and shared with the free communities that welcomed them. They built churches and schools, community centers, and more.

Family

For descendants of Underground Railroad freedom seekers, family holds a profound significance that extends beyond typical familial bonds. Slavery actively sought to inhibit family formation and made stable family life impossible. Enslaved people could not legally marry, and their relationships were not protected by law. Family separation through sale was a constant threat, and the trauma of family separation left deep emotional scars that have been passed down through generations. Harriet Tubman and her family faced these same threats. When she self-liberated in the fall of 1849, she missed her loved ones and determined she must return and bring them to freedom, too. "*There was no one to welcome me to the land of freedom. I was a stranger in a strange land; and my home, after all, was down in Maryland, because my father, my mother, my brothers, and sisters, and friends were there. But I was free, and they should be free,"* she later told biographer

[32] Michel Sobel, *The World They Made Together. Black and White Values in Eighteenth-Century Virginia* (Princeton: Princeton University Press, 1987); and, Laurie A. Wilkie, "Secret and Sacred: Contextualizing the Artifacts of African-American Magic and Religion," *Historical Archaeology* 31, no. 4 (1997). See also, Savin Gavin, "How Ezekiel's Wheel Helped Turn African Americans into Christians: Unique Evidence Discovered by Umd Archaeologists," *UMD Right Now* (2016), https://umdrightnow.umd.edu/news/how-ezekiel%E2%80%99s-wheel-helped-turn-african-americans-christians-unique-evidence-discovered-umd.

Sarah Bradford. Despite these challenges, enslaved people used family bonds as a vital source of strength, comfort, healing, and resistance against the brutality of slavery.

The Underground Railroad networks across New York and access to freedom empowered freedom seekers with the self-agency to build and rebuild their families, reunite with lost family and friends, define family roles and responsibilities, and formalize relationships through legal marriage. It also enabled them to reclaim their culture and create communities rooted in anchor institutions that helped counter the psychological, geographic, and socioeconomic disruptions caused by enslavement. Harriet Tubman's relationships with fellow Freedom Seekers, Abolitionists, Underground Railroad operatives, and community activists enabled her to buy a home in Auburn, New York, where she could live, work, and worship in freedom with her family, friends, and those in need.

Families living freely created a world apart from the oppression of enslavement, where individuals could now be more than just property, but also fathers, sons, daughters, mothers, entrepreneurs, landowners, and community members. For descendants, discovering and connecting with their family history, including African relatives through genetic genealogy, has been a powerful way to restore their sense of identity and belonging, heal from generational trauma, document and pass down family histories, traditions, cultural practices, ancestral wisdom, and create a sense of cultural continuity.

FREEDOM

The American Revolution resulted in the founding of the United States of America. Our Constitution, ratified and adopted in 1789, begins with the words, "We the People." In its preamble, the founding fathers determined that "in Order to form a more perfect Union, establish Justice, insure domestic Tranquility, provide for the common defense, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity," they had to established an entirely new form of federal and state government that would ensure the interests of both the majority and minority rights of "liberty and equality." Despite the establishment of slavery and its protection under the law, the founders believed that individual freedoms and natural rights should be a priority and the foundation of a new world order. But freedom did not extend to the enslaved, and it would take more than sixty years and a Civil War to fully end the legal enslavement of Africans and African Americans in this country.

When Tubman escaped and crossed the Pennsylvania border and into freedom, she was filled with emotion. "When I found I had crossed that line," Tubman later recalled, "I looked at my hands to see if I was the same person. There was such a glory over everything; the sun came like gold through the trees, and over the fields, and I felt like I was in Heaven."[33]

Freedom for Harriet Tubman and other freedom seekers meant the ability to live wherever they wanted, to work for pay, be with their families, friends, and communities, to worship freely and without restriction, to marry and have children without the threats of

[33] Bradford, *Scenes*. 19

separation. Freedom means the ability to advocate, protest, fight for and demand equal rights for all people, genders, races, ethnicities, social status, and more. Tubman and women like her were not allowed to vote, or hold public office, and seek self-determination as freely as white men. She fought for it along with other women, like Susan B. Anthony, Ida B. Wells, and thousands more American women. Today, Americans continue to struggle for a "more perfect union" free of discrimination and the barriers that prevent the fulfillment and security of liberty and equality for all.

COMMUNITY

From a very young age, Tubman was separated from her parents and siblings when her enslaver leased her to other white farmers. Long established familial and virtual kinship relationships and networks among free and enslaved people evolved into a community that helped watch over and take care of her and other children like her. Denied an education, those communities provided her lessons on survival. Her classroom became the landscapes of people and places, where she learned how to read the night sky, navigate the marshes, streams and rivers, the dense forests and open fields. She learned foodways and folk medicines from them. In New York, free Black communities, among others, carried on these same traditions, which were renewed with every freedom seeker who arrived. The provided shelter, food, opportunities for employment and self-determination, to practice faith, and help secure freedom.

Like Tubman, many settled in these communities as well as established new ones, where they could continue to build families, fight for equality and justice, and live lives filled with purpose of their own choosing. Tubman and other freedom seekers proved that despite great disadvantages, they could facilitate change and influence a community and beyond. Free and enslaved communities, from the South to New York City, along the Hudson River Valley, in Albany and through Central New York to Peterboro, Syracuse, Auburn, Farmington, Rochester, and Niagara Falls found ways to defy the efforts of those who would deny them freedom.

The history of the Underground Railroad movement embodies and underscores the value and meaning of communities and their commitments to freedom, equality, justice, self-determination, and interracial cooperation, a commitment still exists today.

ADDITIONAL INTERPRETIVE THEMES

Pursuit of Equality

Early in the American Revolution, in June 1776, Thomas Jefferson and other patriot leaders wrote a resolution, stating "…that these united colonies are and of right ought to be free and independent states." Jefferson went on to write a draft declaring the colonies' determination to be free from British rule called *The Declaration of Independence.* "We hold these truths to be self-evident," he wrote, "that all men are created equal, that they are endowed by their Creator with certain unalienable Rights, that among these are Life,

Liberty and the pursuit of Happiness…" The Declaration did not imagine that those words applied to enslaved people, or people of color or any women of any race or ethnicity.

Equality for all would remain a battle ground before, during and long after the Civil War. Harriet Tubman would never experience equality. Though New York State did allow women to own property independently starting in the 1840s and 1850s, which allowed Tubman to purchase her home in Auburn, NY, women could not vote until 1920. The struggle for equality continues across this country and around the world today.

Justice

For African Americans, both in the North and the South after the Civil War, bigotry inequality and injustice lingered. In cities and rural areas across the country African Americans faced daily indignities and resistance to their claims to equality in transportation, education, entertainment, and employment. Frederick Douglass, Harriet Tubman, and Sojourner Truth, for instance, were among many forcibly removed from trains and streetcars because of the color of their skin. Such injustices became codified in state and local laws, creating barriers to achieving justice from people and institutions that denied equal access and the full enjoyment of the freedoms defined in the Constitution. Harriet Tubman hoped to file a lawsuit against the railroad line that forced her out of a train car heading to New York City from Philadelphia, resulting in her being physically thrown onto the ground and breaking her arm. Justice was never served when witnesses could not be found to support her claim.

Self-Determination

While enslaved and then, once free, Harriet Tubman dreamed of the ability to live her life unimpeded by laws and customs that denied her choices and desire for self-determination. Slavery restricted choices of where to live, where to work, who to love and marry, where to raise a family, where and how to worship, to travel, to be equal in the world. After the Civil War, in fits and starts, efforts to foster equality, access to employment, community building, education, and more shaped landscapes across the country and in New York. Tubman succeeded, like many other newly freed people, in establishing her own home, running a business, and having influence in her community. She raised money for schools, medical facilities, took care of family, friends, those in need, and more. She became independent and in control of her destiny. Today, people still dream of these paths to self-determination that will ensure their own independence in the world.

A more expansive historical narrative, reference documents, and a list of additional resources are provided at the end of this document. This relevant information will be foundational for the border-to-border Harriet Tubman Underground Railroad Byway CMP Phase 2. See *Appendix 15*.

INTERPRETIVE PLANNING & OVERSIGHT

Oversight of the quality and accuracy of the interpretation is critical to the historic integrity of the Harriet Tubman Underground Railroad New York Byway and its visitor experiences. A History & Interpretation Committee will be a core subcommittee under the Byway Steering Committee (along with Tourism/Development, Stewardship/Outreach, and the Descendants Council). The Chair of the History & Interpretation will serve on the Byway Board of Directors. (For more information on the byway organization, see Section 12.) URCNYS members, county historians, members of historical societies, local public and professional historians, docents at museum sites, scholars, and other experts will be invited to participate in this committee.

This Committee will work with staff, volunteers, and consultants to develop, enhance, and implement any interpretive programs, projects, and exhibits at current historic sites (contributing resources) along the byway, for proposed kiosks and regional experience centers, and events and festivals.

Ongoing History & Interpretation Committee Responsibilities:
In addition to more general oversight related to the byway and CMP implementation, the History & Interpretation Committee is directly responsible for ongoing interpretive oversight:

- ⇒ Maintain a reference guide on approved language for use in interpretation regarding enslavement, the Underground Railroad, freedom seekers, etc.
- ⇒ Encourage use of Tilden's Rules of Interpretation (adopted guidelines for the National Park Service and the National Association of Interpretation)
- ⇒ Confer on and provide direction for other interpretive strategies as recommended for implementation by the byway committees.

INTERPRETIVE GOALS AND OBJECTIVES

Of the five goals outlined in the CMP, two directly focus on the interpretation at existing resources along the designated Harriet Tubman Underground Railroad New York Byway. A third goal, the focus of the tourism development plan, expands the locations and access to information about Harriet Tubman, the Underground Railroad, and Freedom Seeker stories along the byway. (Strategies for implementation of Goal 3 are included in the Tourism Development Plan of this document.)

The following goals and objectives demonstrate the importance of interpreting the authentic stories, events, and experiences of Harriet Tubman and Freedom Seekers utilizing the Underground Railroad Network on their journey through New York.
A comprehensive byway interpretive plan will align priorities and funding. It will also address how each site contributes to a broader, more compelling byway experience, like

linking a string of pearls. The contributions by the Descendants Council will help ensure that the quality and integrity of the messaging and delivery are authentic and representative of the Harriet Tubman Underground Railroad New York byway principles, goals, and vision.

GOAL 1: Identify and document information about Harriet Tubman, the Underground Railroad agents, and freedom seekers. Research, document, and share the stories along the byway.

GOAL 1 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 1.1: Utilize existing research and continue to document oral histories and additional information of Freedom Seekers, their descendants, Harriet Tubman and her relatives, and other stakeholders (including Indigenous Peoples) related to the Underground Railroad and their associated places in the New York byway.					
1.1.1 Identify historical documents and resources that contribute to the byway themes	History/ Interpretation Committee	Review existing research; investigate additional sources for information	Jan-Dec 2026	Share as inspirational/ triumphant, fact-based stories on the website	Existing research report produced, two new documented stories related to each theme
1.1.2 Create a border-to-border interpretation plan for the 550-mile byway and its contributing historical resources	History/ Interpretation Committee; consultant	Identify specific thematic stories. Prioritize projects/ programs to fund and implement	July 2026-Dec 2027	Carry on the themes/ stories interpreted in MD, DE, PA, and NJ (proposed)	Revised calendar with costs for priority projects
1.1.3 Host and facilitate annual regional oral history collection workshops	History/ Interpretation Committee, Descendants Council, Universities	Partner with URCNYS, universities, colleges, and cultural institutions. Document related stories and artifacts	2026-2035	Annual workshop	New oral histories of Freedom Seekers descendants or relatives of Harriet Tubman
1.1.4 Investigate potential of spurs to enhance the interpretive stories related to Harriet Tubman, Underground Railroad, and Freedom Seekers	History/ Interpretation Committee, URCNYS	Review potential sites near the designated route to enhance	2027	Content for new itineraries, tourism development, events, and tours	Extended length of time spent by visitors on or near the byway

GOAL 1 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		visitor engagement			
1.1.5 Investigate water journeys of Freedom Seekers and maritime heritage related to the Underground Railroad	History/ Interpretation Committee	Review existing research; investigate additional sources for information	Jan 2028	Content for interpretation tourism development programs, events, and tours	Three new documented maritime/ water journey URR stories
1.1.6 Investigate train travel of Harriet Tubman and Freedom Seekers, along with heritage, transportation, related to the Underground Railroad	History/ Interpretation Committee	Review existing research; investigate additional sources for information	Jan 2028	Use in interpretive programs and events at train stations and as historical content for train travel tours/exhibits	Three new documented rail journey stories for byway
1.1.7 Expand content for interpretive storytelling	History/ Interpretation Committee, Staff	Video byway hubs audio tours, and apps to link oral histories, Freedom Seeker profiles, and artifacts	2029-	New content for website, interpretive exhibits, app	Six videos, Three audio tours/ app hubs, three new exhibits or events
Objective 1.2: Conduct byway interpretive training and utilize technology to align with local interpretive sites and guides.					
1.2.1 Create glossary of approved terms and interpretive messages	Advisory Council, Descendants Council, History/ Interpretation Committee	Obtain NPS and other agencies, byways, for terms. Review and compile	July - Dec 2026	Post on website as a resource. Distribute to historic sites and stakeholders	Consistent use of terms across the byway (at sites, events, in marketing)
1.2.2 Create training manual for interpretive guides	Executive Director, History/ Interpretation Committee	Develop instructive materials; reference guides for docents, utilizing (where	2027	Increased knowledge and factual content to share with visitors	Use Tilden's Interpretive Rules as foundation;

GOAL 1 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		applicable) existing locally developed guides and materials			
1.2.3 Host training workshops (virtual and in-person) for docents	History/ Interpretation Committee	Create and host training program to educate guides on interpretive techniques, storytelling	2028	Recognized certification program	15 guides/ docents trained
1.2.4 Host hospitality training workshops	Tourism/ Marketing Committee	Conduct annual fam tours or provide a "FAM Pass" of the byway for local hospitality workers	2028	Local Hospitality workers more aware, educated about the byway	Increased visitation due to hospitality workers' knowledge of byway

GOAL 2: Preserve and share authentic stories & places. Preserve and interpret the documented stories and events related to Harriet Tubman, the Underground Railroad, and Freedom Seekers at natural and historic sites along the byway.

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 2.1: Expand visitor readiness and interpretation of resources using the arts and innovative engagement methods along the byway.					
2.1.1 Hire a contractor to assess the interpretive experiences at each historic resource (site) along the designated byway	Executive Director (input from Advisory Council)	Identify opportunities for enhancing the accuracy of messages, deliver historical content, use of language, and interpretation of stories	May – Dec 2026	Provide a written recommendations report for implementation (and the foundation of an expanded border-to-border byway interpretive plan, connect to other programs in place	One action item for each resource

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
2.1.2 Assist current historic resources/ sites with documenting Freedom Seeker stories	History/ Interpretation Committee – Universities, Historians	Provide existing research, enlist expert assistance to investigate documented stories	July 2026 – Dec 2027	Database of research, resources, and documented stories	Five Freedom Seeker stories
2.1.3 Identify ways to expand Pathways to Freedom along with site and organizational resources	History/ Interpretation Committee	Research contributing spurs and trails to expand the byway's connectivity to historic sites and locations	2028	Loop itineraries for enhanced byway experiences	Additional contributing resources to interpret, market
Objective 2.2: Add new tour programs and events along the byway to showcase and connect the documented stories of Harriet Tubman, the Underground Railroad, and Freedom Seekers at natural and historic resources along the byway for education from K-12 to lifelong learning.					
2.2.1 Identify a group of experts who can serve as guest lecturers and trainer for local tour specialists, events	History/ Interpretation Committee	Convene the group. Develop the interpretive content and templates for presentations, tours, exhibits, and storytelling programs	July 2026 – Dec 2027	Speakers bureau available for byway events, programs. Post on website	Six experts identified and on board
2.2.2 Develop a byway educational program for school tour groups and homeschoolers to visit current historic sites along the byway	History/ Interpretation Committee	Explore geocaching, scavenger hunt, or other collections-based curriculum (Ex: John Brown Lives! Program)	2028-2029	Fourth-grade program developed on how to use the byway resources as a learning tool/ experience	Six new school group tours to byway sites
2.2.3 Provide guidelines for curriculum development	History/ Interpretation Committee	Use existing education models as foundation	2029	New reference materials, teacher in-service and	NY Teachers informed about HTUR

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
at local historic sites				curriculum learning info for local sites	NY Byway educational resources
2.2.4 Align on-site programs at byway sites with the New York state history curriculum for school children	Executive Director, Advisory Council	Identify teachers for both in-school and field trips.	2030	New York state history curriculum uses HTURNYB sites and resources for education	Applicable exhibits or new instruction at six sites
2.2.5 Produce interpretive content for cultural viewsheds and natural resources	History/ Interpretation Committee – Erie Canalway Heritage Corridor	Identify viewsheds with historic significance. Document potential pathways of Freedom Seekers, URR, create content	2031	New interpretive viewing sites. New information on website, app	Digital information on three historic landscapes
2.2.6 Create video tours of historic resources (current sites) along byway	Marketing Committee (input from History/ Interpretation Committee)	Use expert guides to convey information and share inspiring stories	2031-2035	New video content to refresh stories and byway interpretation – post on website, app	12 new videos

5. STEWARDSHIP PLAN

Oxford Dictionary defines *stewardship* as the "job of taking care of something, such as an organization or property." For a byway, stewardship means ensuring the route is free of litter (such as organizing annual "clean-ups"), preserving the physical integrity of historic sites important to the byway themes, and maintaining recreational areas and bike and pedestrian paths that provide alternative access.

The resources and vistas along the Harriet Tubman Underground Railroad New York Byway are worth stewarding. They are important visual, tangible assets that tell the story(s) of individuals who helped with and sought freedom from enslavement.

Intangible assets, such as the oral histories of Harriet Tubman's relatives, Underground Railroad agents, and Freedom Seeker descendants, are also important resources to be curated and preserved. (Many of these oral histories are held in archives across the country and in Canada.)

Stewardship of the historic and recreational resources, and the byway corridor itself, is an ongoing responsibility for stakeholders along the designated route and a key goal of the byway organization. As articulated in the goals and objectives set forth by the byway leadership, stewardship is integral to the success and sustainability of the designated corridor.

CURRENT REGULATIONS, PRESERVATION & CONSERVATION PLANS

As a baseline of stewardship practices, the byway stewardship planning committee secured copies of existing regulations and policies at each historic resource, byway jurisdiction preservation and conservation plans, and other relevant documents to review and reference. The planning committee also compiled a contact database of preservation offices, county historians, historical societies, Adopt-A-Highway Coordinators, and other potential stakeholders located along the byway for ongoing engagement. This information will be foundational for byway stewardship and enlisting the support of key stakeholders to preserve the historic integrity and byway aesthetics.

STEWARDSHIP ROLES AND RESPONSIBILITIES:

Upon designation, the Byway Organization will invite interested stakeholders (Adopt-a-Highway Coordinators, transportation agencies, local preservation and conservation organizations, civic organizations, and residents/ volunteers who have expressed interest in byway stewardship) to join a Stewardship Outreach Committee that collectively identifies and manages the byway's stewardship strategies. The primary focus of the Stewardship Outreach Committee includes, but is not limited to:

⇒ Annually prioritizing stewardship activities for implementation across the byway.

⇒ Working with the Adopt-a-Highway Coordinators in each region.

⇒ Educating visitors and residents about the importance of stewardship, and recruiting stakeholders in the voluntary care of the byway and its assets/resources.

The Stewardship Outreach Committee is chaired by a Byway Board member, works with byway staff (as available), regional volunteer stewardship committees, government entities, and other local stakeholders to advise on and implement stewardship activities designed to support and sustain the byway's intrinsic qualities in each jurisdiction.

The Stewardship Outreach Committee:

- May be comprised of government, non-profit, civic organizations, preservation, and conservation representatives, as well as private citizens.

- Assigns specific roles and responsibilities (and where applicable, funding) to regional stewardship committees to achieve desired outcomes for scheduled activities.

- Enlists the support of other entities to ensure the integrity, compliance, and standards for byway sustainability.

- Confers with the implementers to provide periodic updates to the byway stakeholders at large and report (at least semi-annually) to the Byway Board of Directors.

Upon recommendations from the Byway's Board of Directors, the Stewardship Outreach Committee meets quarterly or at least semi-annually to update the work plan of projects and activities to administer along the byway.

Ongoing Stewardship Strategies

Stewardship is sustainable when all byway stakeholders – visitors, residents, resource entities, and local government/advisory agencies – are involved in the process. Activities and events that encourage this collective engagement are most impactful as they provide tangible outcomes that benefit all involved.

Typically, stewardship includes both regulatory and non-regulatory strategies for stewardship. Regulatory strategies can include establishing conservation districts, National Register Districts, establishing context-sensitive building design standards, density guidelines, and inclusion of specific requirements in comprehensive plans. Non-regulatory strategies include developer incentives, subsidies, technical and financial assistance, purchase of conservation easements, and serving as an information conduit.

Initially, the Harriet Tubman Underground Railroad New York Byway will focus on non-regulatory strategies that build a foundation of stewardship and education. Ongoing strategies include:

⇒ Champion the continuation of existing regulations, policies, and economic incentives that support the byway's goals and vision.

⇒ Engage county historians and/or local history societies and organizations in on-site stewardship and the identification of preservation needs within their jurisdictions.

⇒ Engage Adopt-a-Highway coordinators in on-site stewardship and the identification of byway needs within their jurisdiction.

⇒ Work with local and regional transportation agencies/offices to identify road improvements for safety and visitor access to byway resources.

Specific stewardship strategies are encouraged to preserve the historic integrity of resources along the byway and care for the cultural landscapes along the route. As the byway's integrity and valued visitor experiences depend on linking and interpreting historic sites and natural areas along the designated route, specific strategies to sustain and enhance these resources are important.

As it is anticipated that the byway will be expanded to create a continuous route from the New York-New Jersey border up the Hudson River Valley and west to terminate at Niagara Falls, at the New York-Canadian border, the strategies are planned for implementation in phases to ensure stewardship of the entire route.

This holistic stewardship plan outlines the overarching strategies needed to safeguard tangible and intangible assets associated with Harriet Tubman and the Underground Railroad. To accomplish the stewardship required to maintain the historic integrity of the byway, the strategies are designed for local implementation by stakeholder groups along the designated route with oversight by a corridor-wide committee.

GOAL 2: Preserve and share authentic stories and places. Preserve and interpret the documented stories and events related to Harriet Tubman, the Underground Railroad, and Freedom Seekers at historic sites and natural areas along the byway.

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 2.3: Create and implement a corridor-wide stewardship plan for resources and the byway.					
2.3.1 Create a recommended maintenance policy, general preservation procedures manual	Stewardship Committee	Use the Secretary of Interior's Standards as a guide. Use sample guides to create policy manual for distribution	May – Dec 2026	Informed sites and policies to guide preservation, maintenance	2 sites create custom plans
2.3.2 Create, adopt, and recommend implementation of curatorial standards	Stewardship Committee	Identify industry best practices and compile into manual for distribution on preserving artifacts and documents	2027	Informed sites and standardized practices of curatorial preservation	Manual on website

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
2.3.3 Conduct a needs assessment for byway sites	Executive Director	Visit each site. Work with on-site team to identify and prioritize preservation and maintenance projects.	2027	List of priority projects for each resource	Increase awareness of site stewardship
2.3.4 Create and update an annual resource directory (digital)	Stewardship Committee	Identify technical assistance, protocols, policies, and potential funding for historic preservation, restoration, maintenance	2027	Resource manual for reference (online)	Increase awareness of site stewardship
2.3.5 Provide technical assistance to historic sites and resources	Executive Director, Staff	Identify funding to Implement individual preservation and maintenance projects.	2029	Enhanced preservation and site maintenance	Increased preservation
Objective 2.4: Identify and encourage safeguarding strategies for the Cultural Landscapes and Historic Viewsheds.					
2.4.1 Inventory Adopt-a-Highway sponsorships	Executive Director, Stewardship Committee	Contact DOT Regions to identify byway sections in need of Adopt-a-Highway sponsors (current or renewing in 12 months)	2026-2027	GAP Analysis to identify areas for sponsors	Inventory of existing sponsors to engage in byway stewardship
2.4.2 Evaluate the byways cultural landscapes	Executive Director, Stewardship Committee	Hire a contractor to conduct assessment, Conduct on-site assessment of cultural landscapes. Write recommendation report	2028	Define appropriate strategies for safeguarding landscapes.	Written report
2.4.3 Organize annual byway "clean-ups."	Stewardship Committee, Civic Orgs	Recruit Keep America Beautiful, civic orgs to conduct or sponsor annual byway cleanups. Schedule at locations along the byway. Promote events on website and recognize participants.	Spring 2028	Improved aesthetics, new stakeholder engagement, education	3 Annual Cleanups
2.4.4 Secure local byway sponsors	Stewardship Committee/ Advisory Council	Identify local and state organizations to support the byway maintenance. Recruit local chapters of Black Cultural Groups (i.e.	2028	Increased byway stewardship	12 Adopt-a-Byway sponsors

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		NAACP and Black Sororities and Fraternities) and Civic Groups located along the byway to fund byway maintenance			
2.4.5 Host voluntourism projects at historic sites to enhance grounds and assist with ongoing maintenance activities	Stewardship Committee	Identify projects at byway sites. Recruit civic orgs to volunteer for site maintenance. Schedule along the byway. Promote events on website and recognize participants	2028	Increased site maintenance and stakeholder involvement	2 Site Events annually; 10 new volunteers
2.4.6 Work with educational institutions tied to a specific learning opportunity	Stewardship committee, Colleges, Universities	Identify school class projects (graduating classes, academic or athletic clubs, social studies/history/science classes) that assist with a byway maintenance project	2029	New educational partners, increased awareness, byway maintenance	2 site Events
2.4.7 Implement a Byway "Care Fare" campaign	Stewardship/ Marketing Committees	Recruit local gas stations and visitor centers as donation locations. Establish guidelines for contributions and donation collections. Market on website and at byway locations	2030	New partners, increased awareness, byway maintenance	$25,000 raised for byway stewardship
2.4.8 Assist Scout troops and Eagle Scouts interested in stewardship projects to earn their badge	Stewardship Committee	Identify scout troops located along byway. Encourage Eagle Scouts to use the byway as a badge project	2030	New partners, increased awareness, stewardship	One Eagle Scout award annually
2.4.9 Identify mitigation strategies to safeguard against threats to the byway integrity	Stewardship Committee	Create list of locations where improvements are needed for enhanced visitor experience. Encourage creative placemaking activities and projects	2031	Priority list for development	Project list for next five years

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		to maintain byway aesthetics and historic integrity of sites. Provide incentives for sustainable tourism development and management			
2.4.10 Offer annual grants to assist with preservation or conservation projects at historic sites or other locations along the byway	Executive staff with input from Stewardship Committee	Establish annual grant fund and guidelines. Identify funding entity or source for annual grants. Market to byway sites, resources, organizations. Open application round and invite participants. Award grants and monitor projects	2031 - 2035	Increased preservation, conservation	Enhanced stewardship and visitor experiences (positive feedback)
2.4.11 Recognize National Significance	Stewardship Committee, History/ Interpretation Committee	Encourage listing of eligible sites on the NPS Network to Freedom, State and National Register of Historic Places and/or National Historic Landmark designation	2031	Increased national recognition	Significant designations
2.4.12 Foster byway aesthetics and integrity	Stewardship Committee	Provide community economic development agencies and local developers with compatible infill strategies and recommend new development guidelines to ensure consistent aesthetics and integrity of the entire byway	2032	Increased awareness, importance of aesthetics to sense of place	Byway conservation

The Stewardship Outreach Committee will continuously monitor the byway to identify stewardship needs to maintain the historic integrity. The annual stewardship work plan will be updated and modified, as needed, to ensure the byway retains its integrity. A list of county comprehensive plans and other documents for reference is included in *Appendix 5*.

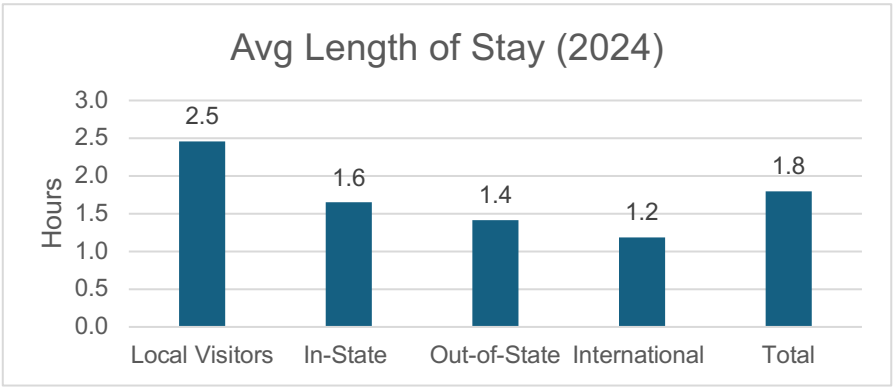
6. Marketing and Promotion Plan

According to Tourism Economics, the state of New York hosted a record 306.3 million visitors in 2023, generating $88 billion in direct spending.[34] The 13 counties for the three initial sections of the Harriet Tubman Underground Railroad New York Byway (and ultimately the 22 counties for the entire border-to-border route) already receive visitation. Local and regional tourism promotion agencies promote travel to existing experiences. The Harriet Tubman Underground Railroad New York Byway offers another incentive to visit these counties and opportunities for specific tourism marketing activities to enhance visitation and tourist spending.

Current Byway Visitation

In May 2025, the research firm Azira used mobile device tracking to produce a baseline data report comparing visitation in 2023 and 2024 for the Harriet Tubman Underground Railroad Byway. This data serves as a benchmark for future analysis. Below are some baseline statistics for reference; a full set of data points for the byway is available upon request.

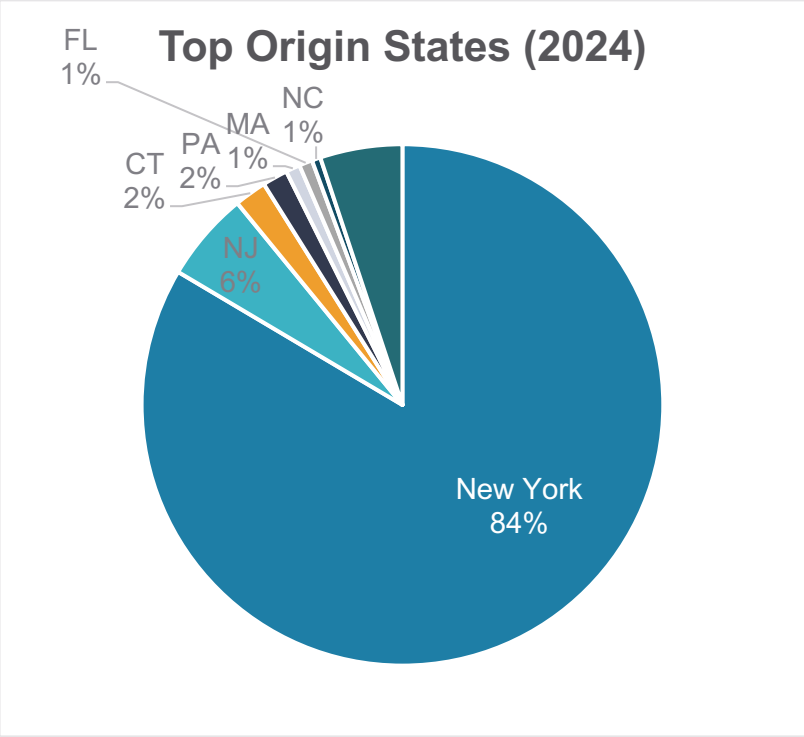
The opportunity to increase the visitor's length of stay is great, and byway marketing must offer compelling information and education to help the traveler understand the experiences, activities, and services available along the designated route. Getting visitors to extend their trip (more hours) on the byway also enhances the potential for overnight stays in the region, thereby increasing the economic impact of tourism, particularly to lesser-visited places. With a higher potential of rural visitation, the economic benefits become even more impactful and sustainable.



The increase in repeat visitation (as evidenced by this year-over-year market comparison graph from 2023 to 2024) demonstrates the appeal of the byway experiences. However, to maintain this steady increase, sites must also provide reasons to return through new, enhanced, or evolving products, services, or events.
New Yorkers are currently the primary audience for the byway. Out-of-state audiences are from the surrounding states, including New Jersey, Pennsylvania, Connecticut, and

[34] "Economic Impact of Visitors in New York 2023" (August 2024) Tourism Economics, https://esd.ny.gov/sites/default/files/media/document/Central-New-York-New-York-Tourism-Economic-Impact-2023.pdf

Massachusetts. International audiences, particularly from Canada, will also be a focus. The byway also attracts visitors from Florida and North Carolina.



Top Origin Metropolitan Service Areas (MSAs) include New York City (56%), Rochester (14%), Syracuse (12%), Buffalo (4%), Albany (2%). Utica (NY), Boston (MA), Hartford (CT), and Philadelphia (PA) each contributed 1% of visitors to the byway in 2024.

Visitation to Current Historic Attractions

Since the byway already sees visitation to its historic attractions, the baseline data in the next table offers a foundation for future comparison and benchmarks for increasing the traveler's length of stay at each location. Obtaining similar data from other sites is necessary to ensure the byway comparison is available for all counties. Additional data specific to group tours, particularly school bus tours, is necessary for a baseline of future comparison.

Many of the resources contributing to the byway's historic quality are seasonal, operate on small budgets, and are often run by volunteers or minimal staff. Expanding access to these sites will be important to the educational/ visitation goals.

Byway Resources: 2024 Mobile Data (Source: Azira)	Avg Length of Stay (hours)	Percent of Device Sample	Mobile Devices Detected
PHASE 1			
Harriet Tubman Home/National Historic Park	1.8	1%	142
Seward House Museum	3.5	8%	1,947
Niagara Falls Underground Railroad Heritage Center	2.3	4%	907
PHASE 2			
Gerrit Smith Estate National Historic Landmark	2.3	0%	75
National Abolition Hall of Fame and Museum	2.4	1%	134
Madison County Historical Society	2.1	1%	175
Walkway Over The Hudson-Dutchess County	1.5	42%	9,694
Walkway Over The Hudson-Ulster County	1.2	24%	5,486
Philipsburg Manor State Historic Site	2.3	1%	179

MARKETING & PROMOTION: BYWAY OVERSIGHT AND IMPLEMENTATION

Upon designation, the Byway Organization will appoint a Tourism/ Marketing Committee that collectively creates and implements the byway's marketing plan. The Tourism/Marketing Committee comprises tourism industry and marketing professionals located within, or responsible for, the promotion of the byway jurisdictions. A list of Tourism Promotion Agencies (TPAs) along the current segments for designation and the entire border-to-border byway is attached as *Appendix 6.*

The primary focus of the Tourism/ Marketing Committee includes, but is not limited to:

⇒ Annually prioritizing the marketing activities for implementation.

⇒ Overseeing the collection and analysis of market research to measure the economic and social impact of the byway (CMP Objective 5.5).

⇒ Identifying and collaborating with partners to leverage resources and enhance awareness of the byway brand and visitation.

The Tourism/ Marketing Committee is chaired by a Byway Board member and works with byway staff (as available), regional volunteer marketing committees, government entities, and other local stakeholders to advise on and implement marketing activities designed to increase awareness of and visitation to the byway. Duties of the Tourism/ Marketing Committee also include:

- Requesting promotional support from county tourism offices, chamber of commerce, attractions, and businesses along the byway and I LOVE NY to leverage and extend the reach of the HTURB marketing.

- Assigning specific roles and responsibilities (and, where applicable, funding) to regional marketing committees or specialized teams (digital, events, public relations) to achieve desired outcomes for scheduled activities.

- Conferring with the implementors to provide periodic updates to byway stakeholders at large and report (at minimum biannually) to the Byway Board of Directors.

Upon recommendations from the Byway's Board of Directors, the Tourism Marketing Committee meets quarterly to create/refine the work plan of projects and activities to promote the byway as part of the broader integrated long-term marketing plan.

The Maryland Office of Tourism Development encouraged the use of the name, Harriet Tubman Underground Railroad Byway, in New York and other states seeking to create a similar byway to allow for multi-state designation by the Federal Highway Administration, the government agency responsible for approving/managing National Scenic Byways and All-American Roads.

However, the New York State Byway needed a different logo to represent the byway. One of the first activities of the Tourism/ Marketing Committee included working with the

Steering Committee and the Descendants Council to create a byway logo for use on signs and promotional materials. The logo is included below as Figure 1.1.

Figure 1.1.

Logo

Sign art

Full color

Gray scale

Sign

Markets of Focus

Byways traditionally attract “drive” markets (persons traveling by auto, RV. Motorcycle) interested in exploring more local experiences via a designated route that provides

thematic and often scenic experiences. For byways focusing on historic intrinsic qualities, the audience segments expand to include educational adult and student groups, cultural heritage travelers, and multigenerational groups.

The July 2025 *American Travel Sentiment Study* on Road Trip Travel reports that, despite concern about rising gas prices, half (56%) of travelers have spent at least one night following a touring route or scenic/historic highway in the last five years. The top three interests while on touring routes are great local restaurants, cafes, and dining (40%); wonderful outdoor scenery (40%), and historical sites/attractions (36%). *Source: American Travel Sentiment Study Wave 98, Longwoods International.*

Because of its focus and location, the Harriet Tubman Underground Railroad New York Byway will also attract Black/African American travelers, New York residents, and international visitors (particularly Canadians) interested in American history. According to Tourism Economics' report on the *Economic Impact of Visitors in New York 2023*, "domestic visitor spending remains the dominant force for New York's visitor economy." The report noted that "spending growth from Canadian and overseas visitors outpaced that of domestic (travel)."[35] While declines in Canadian (and other international) visitation to the U.S. have been recorded in 2025, this market is expected to rebound in the coming years and should be maintained as a key market.

Multi-modal travel is also important to the Harriet Tubman Underground Railroad Byway, especially with its proximity to the Erie Canal, Empire State Bicycle Trail, Amtrak/rail system, and the Hudson River (as a source of interpretation for the New York Underground Railroad).

KEY AUDIENCES FOR THE BYWAY

The **African American Traveler**: According to the *Portrait of Black Travelers in America* survey conducted by MMGY in Fall 2024 and data extracted from DK Shifflet's *2023 Travel Performance/Monitor*™ of the overall U.S. leisure travel market, the U.S. Black leisure travel audience spent $145 billion on travel in 2023. The U.S. Black leisure travel market totaled 184.12 million visitors, accounting for 11% of the U.S. leisure market.[36] U.S. Black leisure travelers tend to be younger, are more likely to be employed, and are more likely to have children in the household. A majority of U.S. Black leisure travelers (79%) took trips by car,

[35] "Economic Impact of Visitors in New York 2023" (August 2024) Tourism Economics, https://esd.ny.gov/sites/default/files/media/document/Central-New-York-New-York-Tourism-Economic-Impact-2023.pdf

[36] "Portrait of Black Travelers in America" (February 2025) MMGY, https://mmgyintel.com/u-s-black-travel-market-is-now-a-145-billion-audience-according-to-new-research/#:~:text=Black%20leisure%20travelers%20are%20somewhat,of%20247%20miles%20one%20way.

averaging 247 miles one way.[37] Creating memories, relaxing, and exploring new destinations while feeling safe are paramount for this audience. Word-of-mouth recommendations from friends and family remain the primary driver for travel planning decisions, particularly for Boomers. Therefore, key influencers of this market include:

- ⇒ African American church groups and travel groups
- ⇒ Black Travel Alliance members
- ⇒ National Council of Black Meeting Planners (NCBMP)
- ⇒ University and HBCU alumni groups
- ⇒ Black parent groups (Jack and Jill)
- ⇒ Black social groups (the Links, Divine Nine)

Nearly half (46%) of African American leisure travelers are members of Black travel groups, such as Black Travel Movement and Black Women Travels, which foster a sense of community and provide culturally tailored experiences. Millennials are particularly motivated to visit destinations that celebrate Black culture and seek opportunities to engage in cultural experiences and support Black-owned businesses. Affordability is more important to Gen Zers and Boomers alike, reinforcing the desire for memorable, high-value travel experiences.[38]

For more than three decades, the **Cultural Heritage Traveler** has been a desired market for byways and destinations because they typically stay longer and spend more while visiting, travel more frequently, and are not season-dependent compared with the general U.S. leisure traveler. A 2022 study conducted by Young Strategies for Hargrove International and the Educational Travel Consortium revealed the following profile of the post-pandemic cultural heritage traveler (defined not by race, ethnicity, or sex, but by their travel preference/motivation for engaging in historic and cultural attractions/ experiences):

- ⇒ *Trending younger: 56% are 30-49 years old; 17% are aged 50-59; 12% are aged 70-79*
- ⇒ *More Educated: 54.4% have a college or advanced degree*
- ⇒ *Still affluent*: 26% have a household income of $100,000-$250,000, and 7% have a household income of more than $250,000.
- ⇒ *Household Composite:*
  - o *Couples working with dependents* *28.6%*
  - o *Single working/living alone* *21.6%*
  - o *Couples working with no dependents* *13.8%*
  - o *Retired: single/couple* *11.9%*

[37] "Portrait of Black Travelers in America" (February 2025) MMGY, https://mmgyintel.com/u-s-black-travel-market-is-now-a-145-billion-audience-according-to-new-research/#:~:text=Black%20leisure%20travelers%20are%20somewhat,of%20247%20miles%20one%20way.

[38] "Portrait of Black Travelers in America" (February 2025) MMGY, https://mmgyintel.com/u-s-black-travel-market-is-now-a-145-billion-audience-according-to-new-research/#:~:text=Black%20leisure%20travelers%20are%20somewhat,of%20247%20miles%20one%20way.

The average spending of cultural heritage travelers is $1,182.00 per trip. That amount is down slightly from the record $1,319 in 2013 but is up from the 2009 spending of $994.00 per trip (per Mandala Research). According to the 2022 Young Strategies report, these leisure travelers often engage in more than one heritage activity during their visit.[39]
Motivations for cultural heritage travel that have not changed post-pandemic include:

- ⇒ 71.3% want to "learn something new/different"
- ⇒ 67% said it was important or very important to "immerse (yourself) in the culture of a destination"
- ⇒ 65% want to "uncover the heritage of a place"
- ⇒ Desire for/seek out little-known destinations nearby, "off the beaten path," or nostalgic locations
- ⇒ Prefer to shop for items they can't find at home (67%) or in a unique shopping atmosphere (52%).

Given its historic quality of experiences, the Harriet Tubman Underground New York Byway is a prime destination for this audience.

Canadian Leisure Travelers: According to the U.S. Travel Association, Canada is the top source of international visitors to the United States, with 20.4 million visits in 2024, generating $20.5 billion in spending.[40] New York is the fourth most visited state for Canadian leisure travelers arriving by air. In 2023, nearly 4 million Canadians visited the state (via auto and air), contributing over $1.7 billion in spending. In the fourth quarter of 2023, Canadian residents spent an average of $954 per trip to the United States and the average length of trips to the United States was 3.8 nights.[41]
Canadian leisure travelers are increasingly seeking diverse and multi-experience trips, often combining urban, beach, and cultural activities.

- Canadian leisure travelers value quality accommodations, affordability, and interesting attractions.
- Canadian travelers under 45 often prioritize family-friendly and outdoor adventures, while those over 45 value local hospitality.[42]

Given its proximity to Canada, particularly the Ontario province as a neighbor to Niagara Falls and the historic connection to St. Catharines, the Harriet Tubman Underground Railroad New York Byway has a unique opportunity to attract Canadian leisure travelers to

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[39] "Profile of Post-Covid Cultural Heritage Traveler" (2022) Young Strategies for Hargrove International, Inc.
[40] "Potential Results of Decline in Canadian travel to United States" (February 2025), U.S. Travel Association, https://www.ustravel.org/press/potential-results-decline-canadian-travel-united-states#:~:text=Canada%20is%20the%20top%20source,spending%20and%2014%2C000%20job%20losses.
[41] National Travel Survey-fourth quarter 2023 (May 24, 2025) Statistics Canada, https://www150.statcan.gc.ca/n1/daily-quotidien/240524/dq240524c-eng.htm
[42] Sorsroutomo, Cindy, "Profiling the Canadian traveler: What they want, where they're going, and who they're booking with," Travelweek Canada (April 2018), https://www.travelweek.ca/news/profiling-the-canadian-traveller-what-they-want-where-theyre-going-and-who-theyre-booking-with/#:~:text="Canadian%20travellers%20report%20that%20quality,to%20booking%20airfare%20and%20accommodations.

its sites and businesses, even with anticipated visitor declines due to the recent changes in federal policies.

MARKETING & PROMOTION ACTION PLAN

GOAL: Market the Byway to attract visitors and their spending to communities, sites, and businesses along the route for increased annual economic impact and positive byway brand recognition.

This marketing plan outlines a phased, multi-channel strategy to promote the Harriet Tubman Underground Railroad Scenic Byway via its four specific objectives. With a focus on storytelling, narrative of historic preservation, and community engagement, the plan leverages digital platforms, partner networks, and traditional media to enhance awareness, drive visitation, increase visitor spending, and build long-term sustainability.

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 4.1: Create and deploy innovative marketing tools and strategies to attract domestic and international visitors to the byway year-round.					
4.1.1 Branding & Visual Identity	Marketing contractors with input from Tourism, Marketing Committee	Logo Graphic Standards Manual, Window Clings and Decals, Presentation Templates, Branded Merchandise	Jan – Dec 2026	Visual Identity for Byway	Increased on-site awareness, revenue generation from sales merchandise
4.1.2 Social & Digital Marketing	Executive Director with input from Tourism, Marketing Committee, Advisory Council	Launch/maintain byway website, create blog & website content, use free tools to optimize search, post to Instagram, Facebook, create and publish integrated event calendar, create QR codes for use at site locations, signage	March 2026 -	Central info source for byway, trip planning, and partners	Increased visitor, awareness for byway
4.1.3 QR Codes	Marketing Committee, Attractions, Regional organizations	Develop interactive digital products accessible via QR code-enabled physical	2026-	Increase time spent on byway	Expand on-site length of stay and access to other byway sites, services

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		signage (or other comparable technology) at byway resources (historic sites) and visitor centers to provide travelers access to additional regional and trip-planning information to connect the byway with regional destination amenities and services			
4.1.4 Collateral Material	Executive Director with input from Tourism, Marketing Committee	Produce general rack card, banners, pop-up exhibit for use at historic sites along the byway, and other distribution/ promotional outlets	2026-2027	Increased awareness and branding	Distribution of 10K brochures
4.1.5 Byway reference guide	Marketing Committee	Dynamic digital and physical guide for use by visitor center and heritage site staff	2026	Educational reference guide re: byway	Increased on-site visitor education of byway
4.1.6 Digital App	Marketing Committee, History/ interpretation Committee	Create, update, and expand a digital app to enhance story access for byway travelers	2026 -	More in-depth visitor education	Education of visitors about HT, URR, FS in New York
4.1.7 Promotions	Executive Director with input from Tourism/ Marketing Committee	Organize Byway Signage Unveiling, Special Event and National Tourism Week promotions	2026 -	Increase local awareness of byway sites and events	Increased publicity, increased attendance, stakeholder engagement

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
4.18 Events	Tourism/ Marketing Committee, Descendants Council	Coordinate scheduled Black History Month, Juneteenth, and International UGRR History Month events at Byway Resources to encourage visitation	2026 -	Increase coordination	Increased publicity, increased attendance, stakeholder engagement
4.1.9 Public Relations	Tourism, Marketing Committee, Staff, Board	Host Familiarization Tours (journalists), issue press releases, give speeches/ presentations	2026 -	Increase positive publicity about the byway, historic sites and stories	6 articles, 3 speeches, and 3 press releases annually
4.1.10 Create itineraries to expand visitation	Tourism Marketing Committee	Work with local sites to enhance opportunities for visitors to explore beyond the byway boundaries and engage with other relevant, related attractions	2027	Increase "stop while there" opportunities for visitors	Increased time spent by visitors on the byway and in nearby communities
4.1.11 Market Research	TPAs on Byway, staff, Tourism Marketing Committee	Gather relevant visitation info and data; establish annual marketing benchmarks	June 2026 -	Annual analysis report	Increase year-over-year impact
4.1.12 Advertising	Staff	Purchase digital, traditional media advertisements, expand posting on social media, build email marketing	2028 -	Enhanced ROI from Marketing	Increase in digital, social and print responses
4.1.13 Translation	Staff	Work with I Love NY, Brand USA, and Visit USA Committees to translate byway	2029	Translated materials to attract international visitors	Criteria for All-American Road designation

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		& site information into key market languages for trip planning and education			
4.1.14 Byway Research	Staff	Conduct resident and business attitude sentiment study	2030	Analysis of byway knowledge, value, appreciation	Improved attitudes about byway impact, importance
4.1.15 Byway Impact	Staff	Conduct 10-year impact report to demonstrate value of byway	2035	Documented impact, baseline for future	Articles along byway promoting its value
Objective 4.2: Develop and market adult and school group tour programs to attract and educate school, youth, and adult groups about Harriet Tubman, the Underground Railroad, and Freedom Seekers in New York.					
4.2.1 Group Tours	Executive Director, TPAs, Tourism Committee	Create database of group travel-ready byway sites and businesses. Compile database of group tour operators, create profile sheets, create group tour itineraries. Attend group tour conferences (2028)	2027 -	Cultivate group tours for byway and historic sites	Increase of 6 group tours annually on byway by 2030
4.2.2 Student Youth Tours (See 2.2.2)	Exec Director, Tourism Committee, coordinate with History/ Interpretation Committee	Create database of student tour-ready sites. Compile database of group tour operators, schools to cultivate for tours.	2027 -	Cultivate student tours for byway and historic sites	Increase of six student tours on byway by 2030
4.2.3 Specialty tours	Tourism, Marketing Committee	Cultivate specialty tour operators	2028	Increased awareness of unique	Increased visitation at restaurants,

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		focusing on food, music, and other cultural elements along the byway		assets along the byway	entertainment venues, etc.
<u>Objective 4.3:</u> Collaborate with other organizations, government agencies, heritage areas, recreational trails, and businesses to promote the Harriet Tubman Underground Railroad in New York experiences and expand the brand awareness of the byway.					
<u>4.3.1</u> Solicit Partners	Tourism, Marketing Committee	Encourage NHA, Erie Canal NHC, I Love NY, Empire State Trail, and other entities to promote byway via their channels	2026	Extended reach	Lead generation increases from other origin sites
<u>4.3.2</u> Collaborate on promotions	Tourism, Marketing Committee	Work with I Love NY, Brand USA, TPAs, and other entities to increase awareness (through hosted fam tours, publicity, etc.)	2027	Increased awareness with key tourism influencers	Earned media in 12 national, int'l travel trade, or consumer publications (NY Times, Chicago Tribune, WSJ, Washington Post, etc.)
<u>4.3.3</u> Hotel and outfitter packages	Tourism, Marketing Committee	Partner with local hotels, TPAs, attraction, RV clubs, recreational programs to increase overnight, multimodal visits	2028	New package experiences along the byway	Increased overnight stays (+5%)
<u>4.3.4</u> Historical Documentaries	Tourism, Marketing Committee, History/ Interpretation Committee	Secure Documentary or special educational series produced by the *History Channel*, *National Geographic*, or streaming	2030	High-profile recognition of byway assets	Increased visitation resulting from national publicity

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		services to showcase the byway and its historic assets			
<u>Objective 4.4:</u> Ensure African American communities and businesses are represented and elevated in product development, interpretation, and marketing to generate social and economic benefits locally.					
<u>4.4.1</u> Promote African American businesses	Tourism, Marketing Committee	Develop list of Black-owned and operated businesses (restaurants, retail, services) along the byway and communities. Post on byway website	June 2026	Increased awareness of African American assets on the byway	Increased patronage at these businesses
<u>4.4.2</u> Recognize African American businesses	Tourism, Marketing Committee	Create a certification program for locally-owned and managed African American businesses on the byway. Provide window clings to recognize their byway significance	2027	Increased awareness of African American assets on the byway	Increased patronage at these businesses
<u>4.4.3</u> Profile African American byway leaders	Tourism Marketing Committee, Descendants Council, Advisory Council	Create and publish profiles of business owners, community leaders, and other prominent African Americans along the byway on the website	June 2027	Increased awareness of African American assets on the byway	Increased patronage at these businesses
<u>4.4.4</u> Byway Passport	Tourism Marketing Committee	In partnership with Black Travel Alliance, develop and distribute a byway passport	2028	New product to promote, distribute	Increased awareness, patronage of African American businesses on/near byway

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
4.4.5 Increase economic impact	Tourism Marketing Committee	Offer opportunity for businesses to sell branded merchandise. Split profits.	2028	Expand byway brand through signature merchandise	Increased revenue generation
4.4.6 Event locations	Staff	Encourage local organizations to use the byway's historic sites, attractions, businesses and interpretive centers as event locations	2028 -	Expand local stakeholder engagement with byway assets	Increased patronage, visitation to byway assets

As stated above, the final phase of this byway management plan also concentrates on documenting the byway's economic, social, and marketing impact on its jurisdictions and assets.

Additionally, the byway marketing committee will evaluate the performance of its tools and specific activities against the byway goals and objectives. This analysis will help frame recommendations and discussion points for updating the byway CMP in its next phase.

7. TOURISM PLAN

In 2023, visitors to New York contributed $88 billion across the state. According to Tourism Economics' annual report, *Economic Impact of Tourism in New York 2023*, (released August 2024), visitor spending increased by more than $9 billion from $79 billion in 2022. The direct visitor spending impact of $88 billion generated a total economic impact of $137 billion (including indirect and induced impacts). This total economic impact generated $11 billion in state and local tax revenues in 2023.[43]

As evidenced by the table below, the counties along the Harriet Tubman Underground Railroad New York Byway already experience a substantial economic impact from tourism. The following table demonstrates the current economic impact of tourism in the initial eight counties in Phase 1 of the Harriet Tubman Underground Railroad Byway and the remaining 14 counties in the Byway's Phase 2 to designate a border-to-border route from New Jersey to Canada.

Economic Impact of Visitors to New York (2023)					
County	**Visitor Spending (Millions)**	**Lodging (Millions)**	**Food & Bev (Millions)**	**Jobs**	**Local Tax (Millions)**
PHASE 1					
Cayuga	$157	$62	$36	1,110	$9,397
Seneca	$86	$23	$33	792	$5,538
Ontario	$341	$98	$138	3,382	$21,134
Wayne	$45	$5	$19	636	$3,326
Monroe	$1,492	$480	$517	13,065	$100,948
Orleans	$42	$3	$15	578	$3
Erie	$2,423	$455	$1,033	28,650	$144
Niagara	$1,082	$193	$343	15,918	$60
TOTAL	**$5,668**	**$1,319**	**$2,143**	**64,131**	**$140,550**
PHASE 2					
New York	$37,618	$12,640	$8,896	161,191	$2,882,200
Bronx	$1,007	$128	$385	8.091	$90,419.00
Westchester	$2,161	$518	$785	15,196	$140,509
Putnam	$86	$10	$35	1,056	$5,816
Dutchess	$756	$212	$230	7.096	$53,220
Columbia	$253	$61	$61	1,778	$13,961
Rensselaer	$177	$35	$79	1,292	$10,595

[43] Tourism Economics, "Economic Impact of Visitors to New York 2023" (August 2024), Statewide Report, page 4, https://esd.ny.gov/esd-media-center/reports/2023-tourism-economics

Economic Impact of Visitors to New York (2023)					
Albany	$1.07	$321	$318	9,752	$79,186
Schenectady	$416	$30	$248	5,164	$24,712
Montgomery	$79	$19	$22	669	4,364
Herkimer	$152	$50	$31	1,448	$9,381
Oneida	$3,739	$1,781	$477	16,644	$161,301
Madison	$138	$33	$52	1,515	$9,314
Onondaga	$1,256	$415	$411	11,151	$84,844
TOTAL (Phase 1 and 2 of Byway)	$47,463	$14,878	$12,491	242,311	$3,320,859

It is anticipated that the designation to create a contiguous byway will attract visitors and enhance the economic impact from tourism. The marketing plan outlines specific strategies to attract visitors to the byway, promote thematic programs and events, and champion it to New York residents, domestic travelers, and international visitors.

A direct benefit of the Harriet Tubman Underground Railroad New York Byway designation is enhanced economic growth from tourism. Growth metrics defined by the Byway Tourism Committee include, but are not limited to:

- Increased spending from visitors
- Increased local sales tax generated from spending
- Increased stays in local hotels
- Increased patronage in businesses (restaurants, retail, tour companies, and others), particularly Black-owned or operated, along the byway
- Increased employment at current and new businesses
- New entrepreneurship opportunities

An additional metric for future measurement of the byway's impact is the tax savings per household. This amount, which currently ranges from $283 to $6,289, indicates the benefit of tourism to residents, reflecting how much each household would have to pay in additional taxes without visitation to the New York byway counties. Increasing this amount in each county over the decade can be one of the strongest economic impacts and benefits of the byway designation for residents along the route.

Tourism development is important to creating, expanding, and refreshing desired byway experiences for visitors. Ongoing tourism development and enhancement also ensure that experiences for byway visitors contribute to tourism's positive economic impact in each jurisdiction along the designated route.

Tourism management is also important to the byway's sustainability and success, to safeguard against the negative impacts of overuse or lack of education about appropriate visitor engagement. Monitoring tourism development and hosting is an important strategy to carry out across the designated byway.

TOURISM PLANNING & OVERSIGHT

Each of the 22 counties representing the jurisdictions for Phase 1 and proposed Phase 2 of the designated byway has tourism promotion agencies (TPAs) actively involved in the development and marketing of their destination's assets. The byway will be an additional focus for developing new and enhancing current tourism products and services to attract and host visitors in their respective counties and along the byway. Local economic development agencies and civic and nonprofit organizations will also be tapped to help with these enhancements, event planning, and new business recruitment to expand tourism experiences for greater economic impact from visitor spending.

Initially, the TPAs, along with other industry leaders and businesses, will be invited to serve as a byway tourism/marketing committee.

Ultimately, three regional committees will be formed to align with byway staffing and oversight (see Byway Management section). The tourism/ marketing committee will be responsible for implementing the strategies outlined in this plan. The tourism marketing committee will report to and have oversight from a Byway Committee Chair serving on the Harriet Tubman Underground Railroad New York Byway Organization's Board of Directors. The committee's efforts will be supported or assisted by the byway's organizational staff as available.

Ongoing Tourism/Marketing Committee Responsibilities:

- ⇒ Assess byway experiences (annually) to identify areas for improvement, on-site issues regarding capacity management, and recommendations for enhancing, expanding, and/or refreshing byway resources for increased visitor value and impact.

- ⇒ Maintain an updated inventory of visitor accommodations and tourist services (locations of public restrooms, parking, ATMs, electric car charging stations, etc.) available along the byway for listing on the byway website and as a reference for Visitor Information Centers, byway businesses, and attractions.

- ⇒ Identify other needs of byway visitors, including but not limited to infrastructure improvements, public restrooms, and other amenities to enhance the byway experience. Convey these needs to the byway organization for action.

Specific tourism development strategies are recommended to achieve byway goals for increasing tourism's economic impact and the education of visitors.

TOURISM STRATEGIES TO ACHIEVE GOAL 3 AND ATTAIN THE BYWAY VISION

The following goals and strategies support the consistent development and management of quality, appropriate tourism products and experiences along the designated Harriet Tubman Underground Railroad New York Byway.

Goal 3 of the Harriet Tubman Underground Railroad Byway focuses on *developing new, authentic, and informative experiences* to engage the byway user in the diverse stories about Harriet Tubman, Freedom Seekers, and the Underground Railroad in New York.

GOAL 3 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 3.1: Develop Regional and Thematic Interpretive Centers and Kiosks to increase visitor awareness and education about Harriet Tubman, the Underground Railroad, and Freedom Seekers in New York.					
3.1.1 Gap Analysis	Executive Director	Identify where visitor services are needed to provide a consistent byway experience	2026-2028	Map, strategy for future dev	New byway economic dev and information opps
3.1.2 Investigate options for thematic spurs	History/ Interpretation Committee	Identify potential sites or locations that enhance the thematic experience for byway visitors	2027	Map, determine visitor readiness and interpretive links to enhance thematic experiences	Additional thematic visitor experiences
3.1.3 Interpretive kiosks	History/ Interpretation Committee	Identify current or new locations, interpretive content, funding	2028 - 2031	Planned Kiosks in each region (tent: Poughkeepsie, Albany, Rochester)	Plans for content, construction funding
3.1.4 Interpretive art trail	Tourism/ Marketing Committee (with History/ Interpretation Committee)	Identify locations, content, and funding for creative placemaking using the arts in byway interpretive storytelling to complement existing activities by URCNYS and other organizations	2028-2031	Planned art in each NY Tourism region	Plans for content, construction funding
3.1.5 Regional Interpretive Experience Centers	Tourism Committee, History/ Interpretation Committee	Identify current or new locations, or places where content can be	2029-2035	Draft plans for new exhibits at existing visitor	At least 12 access points (4 each region) across the

GOAL 3 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		added, potential funding		centers. Add byway gateway centers (as needed) in three regions (existing or new sites)	byway for information
3.1.6 Expand branded merchandise sales	Tourism Development/ Marketing Committee	Identify new distribution outlets for byway merchandise (including current historic site stores). Identify other unique, locally-made products for sale at area stores and museum gift shops (particularly at Black-owned businesses) to enhance the opportunities for purchases by byway travelers	2029-2035	Increased sale of local merch	Increased revenue generation from byway visitors
Objective 3.2: Create multi-modal Interpretive Programs, Activities, and Events along the Byway that expand its use among recreational, train, water, and bicycle visitors.					
3.2.1 Expand Rail Access	Executive Director, Tourism Marketing Committee	Partner with Amtrak and Metro Transit Authority (Metro North, LIRR) and depot owners to provide byway information at their stations along the Hudson River, particularly in Peekskill and Poughkeepsie (Phase 2)	2028	Information posted, available in rail stations	Increased byway visitation via rail
3.2.2 New Comfort Stations	Staff, Tourism Committee	Develop comfort stations (rest rooms), as needed, along the route.	2030	Additional services for visitors	Increased accessibility

GOAL 3 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
3.2.3 Water tours	Staff	Recruit local boat tour operators to establish a new water infrastructure and experiences on the Hudson River focusing on Harriet Tubman/Freedom Seekers/Underground Railroad, highlighting the maritime aspect of the Underground Railroad.	2030	Additional access, experiences for byway visitors	Increased publicity, increased tour options
3.2.4 Expand Recreation	Staff	Work with recreational outfitters, campgrounds, RV parks, and other outdoor and hospitality businesses to encourage engagement with byway experiences Identify other opportunities and events to engage recreational visitors in the byway experience including hiking, birding, camping, or other outdoor recreational practices	2030	Additional access, experiences for byway visitors	Increased overnight, excursion options along the byway
3.2.5 New Business Opportunities	Staff, Economic Development agencies	Identify business opportunities along the byway for entrepreneurs to expand visitation and spending. Provide incentives for new businesses, event planners, and tour guides to expand tourism products along the byway	2031	Expanded local impact	New businesses, entrepreneur opps, jobs

GOAL 3 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
3.2.6 Broadband	Staff, Advocacy Committee, Planning Agencies	Advocate for broadband coverage across the byway	2032	Greater access for apps, online tools	Increased accessibility
Objective 3.3: Conduct interpretive training (sites, guides) to expand local education and enrich visitor engagement					
3.3.1 Investigate current training programs	Executive Director, History/ Interpretation Committee	Identify training needs of sites, educational forums for guides and volunteers, and desired format for enhancing local education (partner with NAI)	2028	Annual guide training program	Certified NAI guides
3.3.2 Use instruction from visitor experience assessments to help enrich engagement	History/ Interpretation Committee, Tourism Committee	Identify best practices in visitor engagement and experience delivery. Host a forum for historic sites to learn trends and techniques for engagement	2028	Annual Heritage Tourism/ Experience Dev Forum	Increase in net promoter scores (referrals for good experiences)
Objective 3.4: Encourage collaboration with African American communities and prioritize visibility of Black-owned businesses along the byway to enhance the visitor experience and provide local benefits/economic impact					
3.4.1 Promote Black-owned businesses along the byway	Executive Director, Tourism Marketing Committee	Create a directory of Black-owned or managed businesses, post on website and encourage TPAs to share with visitors Encourage businesses to use HTURB decal at their location, sell merchandise developed by and approved by HTURB Organization	2028	Increased awareness, patronage	Increase in promotion, publicity

GOAL 3 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
3.4.2 Create a "Green Book" for the byway in partnership with the Green Book Global	Tourism Marketing Committee	Create a "passport" of Black businesses along the byway to encourage visitation	2029	New tourism product for distribution to byway travelers	100 distributed at local sites, visitor centers, media outlets
3.4.3 Provide business, community improvement grants	Staff, Tourism Marketing Committee, Board	In partnership with local EDA, Main Streets, and TPAs, identify business and community enhancement strategies to improve curb appeal along the byway	2030	Enhanced products	10 Black businesses or communities benefit from enhance grants

These strategies depend on funding and prioritization of byway tour product development and enhancement. These development and enhancement strategies should also be implemented to complement other byway activities, including resource interpretation, marketing, and stewardship. The Tourism/Marketing Committee, with oversight from the Byway Board of Directors and input from staff (where applicable), will monitor and prioritize the most appropriate projects, programs, and activities based on visitor needs and desired experience outcomes. A list of current visitor services located along the designated sections of the byway is available in *Appendix 7*.

8. PUBLIC PARTICIPATION PLAN

Public involvement has been integral to the CMP process. Since the project's inception, numerous opportunities have been provided for stakeholders to give input on the CMP and to learn about the byway designation process.

1. From April 2024 to June 2025, the Internal Planning Committee hosted 14 public meetings along the proposed route. These meetings, which were widely promoted through public notices and invitations via news outlets, social media, newsletters, and shared on the project website, educated over 200 residents on the byway and its designation process. The objective of these meetings was to inform residents about the proposed byway and its approval process while also providing an opportunity for attendees to review and discuss the byway's route and identify potential goals and benefits. Examples of public notices and invitations are in *Appendix 8;* a detailed log of meeting dates and attendees is in *Appendix 9.*

2. Throughout the planning process, attendees reviewed draft materials, discussed route details, and provided feedback on the CMP via surveys and an online comments tab on the original project website (https://harriettubmancorridorny.com).

3. Stakeholders were also encouraged to submit letters of support and sign up for updates through the website. As of 8-6-25, the CMP includes 127 Letters of Support from citizens, churches, towns, elected officials, businesses, nonprofit organizations, and tourism entities in support of the full 22-county byway designation (Phases 1 and 2).

4. Input obtained during public meetings, surveys, and comments submitted via the project website was instrumental in shaping the goals and objectives of the HTURB, as outlined in this Corridor Management Plan. The Committee aimed to ensure that adequate measures and public input were incorporated into the CMP as it progressed.

5. A four-day bus tour in March 2025, organized by New York State 56th Assembly District Representative Stephanie Zinerman and URCNYS, commemorated Harriet Tubman Day and further raised awareness. The tour took 25 New Yorkers from Brooklyn to St. Catharines, Ontario, spotlighting the proposed 550-mile route and Harriet Tubman's legacy.

6. Six public meetings, held across the state from June 29 – July 2, 2025, garnered further support for the byway designation with attendance from 81 elected officials, representatives from historical societies, government agencies, tourism entities, religious institutions, civic organizations, and residents.

Byway Leadership:
Given the byway's historical significance, an early consensus emerged that input was vital to build local support, foster civic pride, and ensure future stewardship.

- The 42-member Steering Committee comprises representatives from URCNYS, tourism bureaus, historic sites, local history organizations, heritage areas, nationally-recognized historians, local communities and businesses, and public land agencies overseeing the CMP's governance and framework, and reviewing public input to shape the byway's vision and goals. Subcommittees expanded opportunities for local stakeholders to contribute information and advice on key CMP components.

- A Descendants Council was formed to include Harriet Tubman's relatives and descendants of Underground Railroad agents and Freedom Seekers.

- The Internal Planning Team includes the URCNYS President/ Administrator for the New York State EDA Tourism Sub-Awards Grant, the Byway Coordinator, a Tourism Industry Leader representing Harriet Tubman sites, and the contractor hired to facilitate the CMP development. The entity led the day-to-day oversight and implementation of the CMP planning process.

- A consulting team, in addition to dozens of volunteer stakeholders across the 550-mile route, advocated for designation and secured passage of 121 resolutions of support from jurisdictions along the proposed border-to-border byway.[44]

- A marketing consultant worked with the Internal Planning Team, URCNYS, and the Tourism/Marketing Committee to develop a byway logo approved by the Descendants Council and the New York Department of Transportation.

To ensure long-term oversight and development of the byway, the Steering Committee authorized the formation of the HTURNYBO. After designation and with administrative support by the Niagara Falls National Heritage Area or other contracted administrative agency, the HTURB Organization will continue the committee's work, managing governance and stewardship moving forward, and continuing to develop the longer and more inclusive byway.

BYWAY ORGANIZATION:

Goal 5 (Sustain and Grow the Byway) focuses on cultivating and maintaining inclusive byway leadership to identify resources, implement and oversee the corridor management plan, and evaluate its impact. Several objectives relate to the structure and responsibilities of the byway organization and operations.

[44] As of 7-25-25: 97 have been received/ filed with 20 awaiting receipt of notarized copy

⇒ Objective 5.1: Implement a Byway Management structure to engage stakeholders (including descendants/relatives of Freedom Seekers, Underground Railroad agents, and Harriet Tubman), historic sites and history organizations, and residents in programs, activities, and stewardship.

⇒ Objective 5.2: Fund byway signage, CMP activities, and operations through diverse sources and revenue-generation strategies.

⇒ Objective 5.3: Foster leadership opportunities among people of African descent and youth to facilitate the byway's growth, diversity, and sustainability.

⇒ Objective 5.4: Collaborate with other organizations, businesses, agencies, and institutions to leverage resources, effectively manage byway activities, and expand educational opportunities.

⇒ Objective 5.5: Document, analyze, and communicate the impact of the byway to stakeholders, residents, and funders with a lens on communities of African descent.

Several partner organizations and local stakeholders have pledged support for the oversight of the byway and implementation of the Corridor Management Plan. Below is a list of the principal partners who will lead/assist the organization both as a volunteer organization and when the entity has paid staff.

Support and Implementation

As this byway focuses on history and people, particularly one representing the size and scope of the proposed Harriet Tubman Underground Railroad New York Byway, the participation needs to be diverse. Several stakeholder groups are important to maintaining the byway's integrity and oversight:

√ Descendants and relatives of Freedom Seekers, Underground Railroad agents, and Harriet Tubman

√ County, Professional, and Public Historians and Researchers, Historical Societies, Educational and Cultural Institutions

√ Heritage Area and National Park Service leadership

√ Tourism Industry, represented by Tourism Promotion Agencies in each designated county, plus private businesses, recreational activities, other historic and cultural attractions, and visitor services located along the byway or in nearby communities

√ Local, state, and federal government agencies

√ Civic and religious organizations or institutions with historical ties or interest in Harriet Tubman, the Underground Railroad, and Freedom Seekers.

- √ Recreational businesses and major landowners located along the byway.

KEY PARTNERS:

Niagara Falls National Heritage Area: The Niagara Falls National Heritage Area is one of 62 National Heritage Areas in the United States. Designated by the United States Congress in 2008, the heritage area's mission is to preserve, protect, and promote the historic, natural, and cultural resources of the area stretching from Niagara Falls to Old Fort Niagara in Youngstown, New York.

When the byway is designated, the Harriet Tubman Underground Railroad New York Byway Organization (HTURNYBO) will be housed during the first stages of operation in the Niagara Falls National Heritage Area (NFNHA), based in Niagara Falls, New York. The NFNHA will serve as the byway's fiscal agent, provide administrative and executive staffing support, and offer its historical expertise to the organization. The on-loan Byway Executive Director (September 2025 – December 2026) will oversee the implementation of the CMP, formation of its volunteer leadership to govern the byway, and work with the Advocacy Committee to secure additional jurisdictional support to expand the current segments to a border-to-border route from New Jersey to the Canadian border, and seek funding for implementation for Phase 2 operations and implementation.

When the byway organization receives sufficient funds to hire staff, the NFNHA is willing to continue to serve as the entity's fiscal sponsor and offer other operational support as needed. The NFHNA will work in collaboration with the other National Heritage Areas in New York State along the Byway route – Erie Canalway National Heritage Corridor, Hudson River Valley National Heritage Area, and the future Finger Lakes National Heritage Area – to identify opportunities for collaboration and support. An official letter outlining the commitment from the Niagara Falls National Heritage is attached as *Appendix 10.*

Contact Details:
Harriet Tubman Underground Railroad New York Byway
c/o Niagara Falls National Heritage Area
PO Box 1940
Niagara University, NY 14109
Tax-Exempt Status Number: 46-1240940
A copy of the Niagara Falls National Heritage Area Bylaws is provided in *Appendix 11*.

HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY ORGANIZATION – PHASE 1 Additional Commitment of Resources	
Entity	**Commitment**
Cayuga County Office of Tourism	Active and engaged ally to the Niagara Falls National Heritage Area; assist, collaborate, and support direct management responsibilities of the byway as needed
Destination Niagara USA	Promote community events along the byway; share marketing expertise and outreach;

	contribute volunteer hours for maintenance projects, clean-up days and other byway stewardship initiatives; explore funding opportunities; and help raise awareness
Discover Seneca	Organize community events, contribute volunteer hours for byway projects, coordinate educational programs, offer marketing expertise
Equal Rights Heritage Center	Organize collaborative events, help with promotional materials, engage visitors in stewardship, coordinate educational programs
Erie Canalway National Heritage Corridor	Provide marketing expertise and promote community events, assist with historical information, help develop educational programs (particularly K-12 materials promoted through the Erie Canal Learning Hub), participate in committees, and support fundraising through various grant programs for events, amenities infrastructure, and K-12 field trips.
Finger Lakes Visitors Connection (Ontario County)	Support the byway through organic promotion, engage in byway initiatives that promote connection to history, culture, inclusion
Harriet Tubman National Historical Park	Organize community events along the byway, coordinate educational programs, and provide research/ historical support
Inside Out Tours	Organize heritage based walking and bus tours, contribute historical research and interpretive content, support promotional campaigns
Mid-Hudson Antislavery History Project	Research and educational programming; promote the important history of enslavement and freedom in New York
New York Canal Corporation	Work the byway to protect, preserve, and promote unique resources, and support tourism, revitalization, and development of the canal system
New York State Tourism Industry Association (NYSTIA)	Multi-media marketing initiatives, travel show and trail promotions.
NY Office of Parks, Recreation, and Historic Preservation	Support the byway and its stewardship of historic and natural resources
Orleans County Tourism	Organize collaborative events along the byway
Visit Buffalo-Niagara	Promote the byway on the TPA website and social media platforms, and include the byway organization in the TPA Certified Travel Ambassador program

Visit Rochester	Provide marketing expertise and outreach (brochures, social media, informational displays); contribute volunteer support and hours (for maintenance projects and other stewardship initiatives); promote educational programs; encourage residents and visitors to appreciate (visit) and preserve the area
Underground Railroad Consortium of New York State	Offer knowledge and deep interpretations of the history of the institution of enslavement in New York State; provide sites, activities, events, and programs for rich learning opportunities; collaborate with community members to develop new opportunities for engagement
Wayne County Tourism	Organize byway events, provide marketing expertise, support the historical/ interpretation committee with information.

Individual letters of commitment for the organizations listed above are included in *Appendix 12.*

BYWAY OPERATIONS:

To achieve Objective 5.1. (Implement a Byway Management structure to engage Byway stakeholders and residents in programs, activities, and stewardship), byway operations will evolve with the expansion of the byway route designation.

PHASE 1 (Fall 2025 – March 2027) for Designation of the Two Segments (Auburn to Niagara Falls):

⇒ Secure participants for and establish the Volunteer Board of Directors, Advisory Council, Advocacy Committee, and Sub-Committees (History/Interpretation, Stewardship, Tourism/Marketing, Descendants Council). Host initial meetings and establish priorities for 2026.

⇒ Create the website with public-facing documents to increase awareness and legislative support for the proposed Harriet Tubman Underground Railroad New York Byway, and other informational materials to promote byway designation.

⇒ Secure funding to implement initial CMP marketing, interpretation, and tourism projects.

PHASE 2 (Fall 2025-March 2027) for Expanded Route Designation:
Resolutions of support for the byway have been secured from XX jurisdictions in XX counties for the proposed border-to-border byway. The Advocacy Committee, Board of

Directors, and Executive Director will work to complete the collection of resolutions of support from the remaining XX jurisdictions.

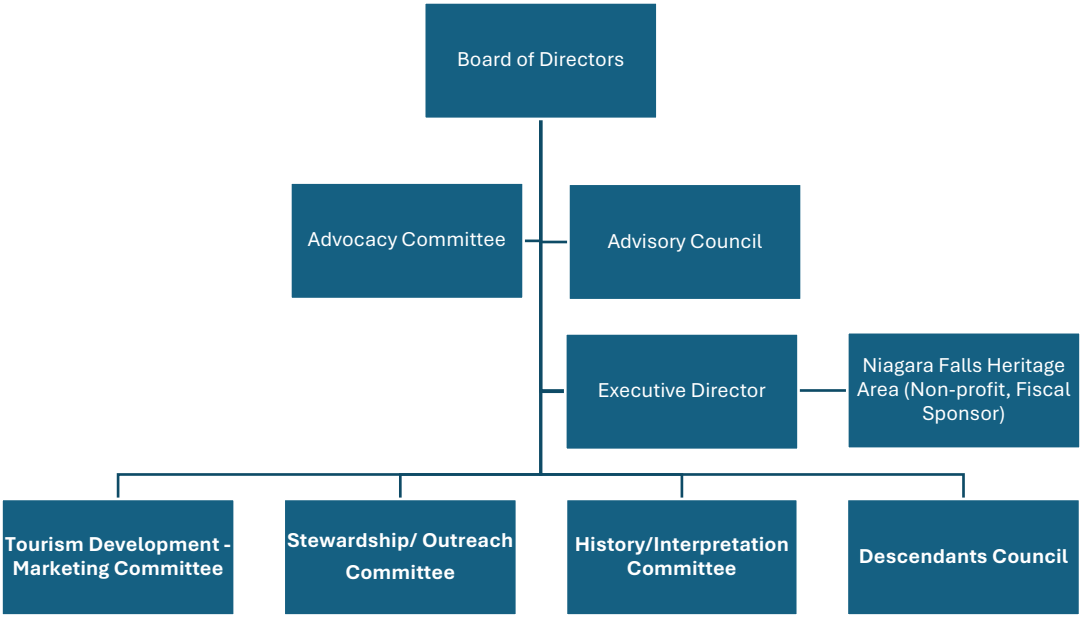
Once the resolutions for the route are secured, the byway organization will also make any necessary adjustments to the route to accommodate the resolutions of support and update the corridor management plan to reflect these additions/changes. Additionally, the Byway Leadership and Advocacy Committee will secure legislation for the expanded byway in the 2027 legislative session.

Funding will be secured to transition the executive director from staff-on-loan (from the Niagara Falls National Heritage Area) to an independent paid position by January 2027, and seed future operations and capacity building.

PHASE 1 & 2: **Byway Organizational Structure (Fall 2025 – March 2027)**
(Subsidiary of Niagara Falls National Heritage Area)

The following organizational structure to lead the implementation of the corridor management plan.

- A Board of Directors with diverse representation will serve as the strategic leadership of the organization, with elected officials and committee chairs.
- An Advisory Board will be comprised of two representatives each from four key constituent groups: historians, the Descendants Council, the New York Department of Transportation, and the Tourism Industry.
- An Advocacy Committee comprised of local stakeholders is responsible for obtaining additional jurisdictional support for future byway segments and securing support from elected officials for passage of byway legislation.
- Three Committees (Tourism/Marketing, Stewardship, and History/Interpretation) to oversee specific CMP components.
- A Descendants Council (as relatives or descendants) to Harriet Tubman, Underground Railroad Agents, or Freedom Seekers will provide connections to the namesakes and contribute to the byway vision.



Although the two byway segments span the western part of the state, the HTURNYBO will coordinate with the other designated heritage areas in New York (the Hudson River Valley National Heritage Area and the Erie Canalway National Heritage Corridor) to implement the corridor management plan's intent. Phase 1 designation will also afford the byway organization to seek funding, begin marketing, and implement the CMP.

HTURNYBO Board of Directors

A Board of Directors is elected from residents located in the municipalities of the designated New York Harriet Tubman Underground Railroad Byway and/or individuals representing significant association with Harriet Tubman and Freedom Seekers in New York.

Duties: The Board of Directors is responsible for monitoring the performance of the Corridor Management Plan. Additionally, the board of directors is responsible for:

⇒ Supporting the Advocacy Committee in securing the designation of the remaining sections of the Harriet Tubman Underground Railroad New York Byway.

⇒ Serving as advocates for the byway.

⇒ Helping secure the financial resources necessary to complete the CMP and manage the byway.

⇒ Leading the engagement of stakeholders and implementation of priorities through committees and programs.

⇒ Participating as a “working” board rather than a “governing” board to ensure maximum engagement by and leverage the resources of stakeholders.

⇒ Periodically reviewing the performance of the Executive Director.

Composition: Up to 17 stakeholders representing the byway constituents will serve as its leadership. The board will meet at least four times annually (virtually and/or in person).

⇒ Executive Committee (4): The Board of Directors will elect a President, Vice President (for Succession to President), Secretary, and Treasurer to serve as the Executive Committee. After the first year of operation, the Past President will also serve on the Executive Committee to provide continuity and institutional knowledge. The Executive Committee will meet at least bi-monthly and give counsel to the Executive Director as needed.

⇒ Committee Chairs (3): Three board members will chair the Tourism/Marketing, Advocacy/Outreach, and History & Interpretation Committees (composed of local, regional, and state participants). These board members should have an interest and expertise in their particular committee.

⇒ Descendants Council Representation (2): The board shall include two members representing Harriet Tubman relatives or descendants of Freedom Seekers and Underground Railroad agents (one of these board members will serve as the Chair of the Descendants Council).

⇒ At-Large Byway Stakeholders (up to 8): The board of directors will include up to eight byway supporters who will serve a three-year term of office. The persons may be invited, self-nominated, or appointed. Ideally, they are located in one of the current or proposed jurisdictions on the byway. They may represent the tourism industry, marketing organizations, historic sites, government, civic/ community groups, historical societies, preservation/ conservation entities, economic development, and/or other state agencies. They may also be residents interested in supporting the byway through leadership or a freedom seeker descendant/ Harriet Tubman relative.

The board of directors will serve a three-year term, with the option to renew an additional term, if requested. Additionally, leadership appointments (service on the Executive Committee) are exempt from the term of service. A board member may serve a maximum of two terms, with one year off the board before being eligible to rejoin the Byway Board of Directors.

Advisory Council

Duties: The Advisory Council will provide advice on the byway activities to the Board (and Staff) and guide specific projects along the byway. In addition, the Advisory Council will advise the organization on byway management, compliance, and evaluation of the CMP implementation.

Composition: Nine members representing various constituent groups and expertise will serve in an advisory capacity to the Harriet Tubman Underground Railroad New York Byway leadership and staff. The Advisory Council will meet at least quarterly. A Chair and Vice Chair will be appointed to conduct meetings.

- ⇒ Two historians or representatives of historical organizations located in New York, preferably located in one of the counties along the byway route.
- ⇒ Two of Harriet Tubman's Relatives or Freedom Seeker Descendants.
- ⇒ Two representatives from the tourism industry, preferably located in one of the counties along the byway route.
- ⇒ Representative from the New York State Department of Transportation.
- ⇒ Representative from the Niagara Falls National Heritage Area (as fiscal sponsor)
- ⇒ President of URCNYS.

Advocacy Committee

As public engagement is such a crucial aspect in the designation process, members of the current Steering Committee will be tapped to become an expanded Advocacy Committee, working in tandem with the Byway Executive Director. Additional stakeholders and volunteers from the byway jurisdictions will be asked for support and participation.

Duties:

- ⇒ Secure legislative support for the Phase 1 byway designation (two segments)
- ⇒ Secure additional jurisdictional support for the expanded border-to-border route with subsequent legislation for the byway.

The Advocacy Committee will meet at least four times per year, or more frequently as it deems necessary to carry out its responsibilities. Members may decide to transition to the Stewardship/Outreach committee once the entire border-to-border byway is designated, or join another committee of choice.

Descendants Council

The Harriet Tubman Underground Railroad New York Byway has a distinct goal to include representation of and benefit for communities of African descent along the byway.

The Descendants Council will be expanded to identify and convene relatives of Freedom Seekers in New York and relatives of Harriet Tubman. These individuals will be tapped to work with the byway leadership and other committees to ensure the realization of the CMP goals and objectives. The Descendants Council will also:

- ⇒ Work with the other committees to support the development of and adherence to the byway's guiding principles, and

- ⇒ Discuss strategies to maximize the economic and social impact while minimizing the commodification of Black heritage, inappropriate branding/ commercialization

and interpretation of Harriet Tubman and the Underground Railroad, and other negative messaging or exploitation.

⇒ Confer with other committees and byway leadership to ensure proper allocation of credit and recognition of storytelling and message delivery.

⇒ Support the outreach and participation of Black communities, organizations, and businesses along the byway.

A board/council/committee job description is attached in *Appendix 13 for reference*.

PHASE 3: **Byway Organizational Structure (April 2027 and beyond)**
Phase 3 of the Byway Operations is proposed once the entire border-to-border route is designated (April 2027), and funding is secured to have paid staff with diverse working committees and regional representation. A complete description of operations with an organizational chart is attached as *Appendix 14.*

BYWAY MANAGEMENT PRIORITIES & TASKS

GOAL 5 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 5.3: Foster leadership opportunities among people of African descent and youth to facilitate the byway's growth, diversity, and sustainability.					
5.3.1: Identify additional descendants, relatives to engage in the byway	Descendants Council, Board of Directors	Compile a list of individuals to contact	2026	Increased participation; educational outreach	New Council members, byway volunteers
5.3.2 Identify opportunities for volunteers	Committees	List of projects and tasks that can engage volunteers	2026	Expanded capacity	New volunteers
5.3.3 Work with local schools, HBC, Black Sororities and Fraternities	Committees	Create a database of schools, organizations to engage in byway programs and events. Solicit their participation.	2027	Increased education and outreach	New organizational partners and stakeholders
5.3.4 Create a Youth Leadership Council	Board	Establish a forum for youth (particularly of African descent) to learn more about HTURR Byway, opportunities for engagement	2029	Youth Leadership Forum	Increased education and awareness

GOAL 5 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 5.4: Collaborate with other organizations, businesses, agencies, and institutions to leverage resources, effectively manage byway activities, and expand educational opportunities.					
5.4.1. Compile list of potential partners for byway projects	Staff, Advisory Council	Identify opportunities for collaboration, including in-kind activities. Conduct outreach for byway education	2026	More informed, engaged Chambers of Commerce, Educational Institutions, Businesses	List of potential byway companies, organizations, institutions
5.4.2 Solicit sponsorships for byway events and activities	Staff, Advisory Council	Create a sponsor packet for stewarding, developing and promoting byway activities, projects, events	2026 (update bi-annually)	Itemized opportunities for supporting the byway	New local / corporate funding for byway projects
5.4.3 Create MOUs with NHAs and other regional partners	Staff, Board	Establish partnership agreements or MOUs between organizations to support goals	2027 -	Documented outreach and engagement	New collaborations to leverage resources, opportunities
Objective 5.5: Document, analyze, and communicate the impact of the byway to stakeholders, residents, and funders with a lens on communities of African descent.					
5.5.1 Identify metrics for measurement	Staff, Board	Determine credible sources of data for measurement	2026	Defined benchmarks, foundation of measurement	Defined metrics
5.5.2 Collect and analyze data (see 4.1.10: Market Research)	Staff, Board, Tourism/ Marketing Committee	Conduct analysis of byway impact	July 2026 (then annually)	Annual Report	Annual analysis of impact
5.5.3 Byway Impact (see 4.1.13)	Staff	Conduct 10-year impact report to demonstrate value of byway	2035	Documented impact,	Articles along byway promoting its value, increased funding and support

9. TRAFFIC AND SAFETY PLAN

The Traffic and Safety Plan includes content from local, regional, and state transportation agencies to document and support the byway's designation. These agencies must also contribute to the development of the Traffic and Safety Plan with usage and safety records, and design and maintenance standards/guidelines.

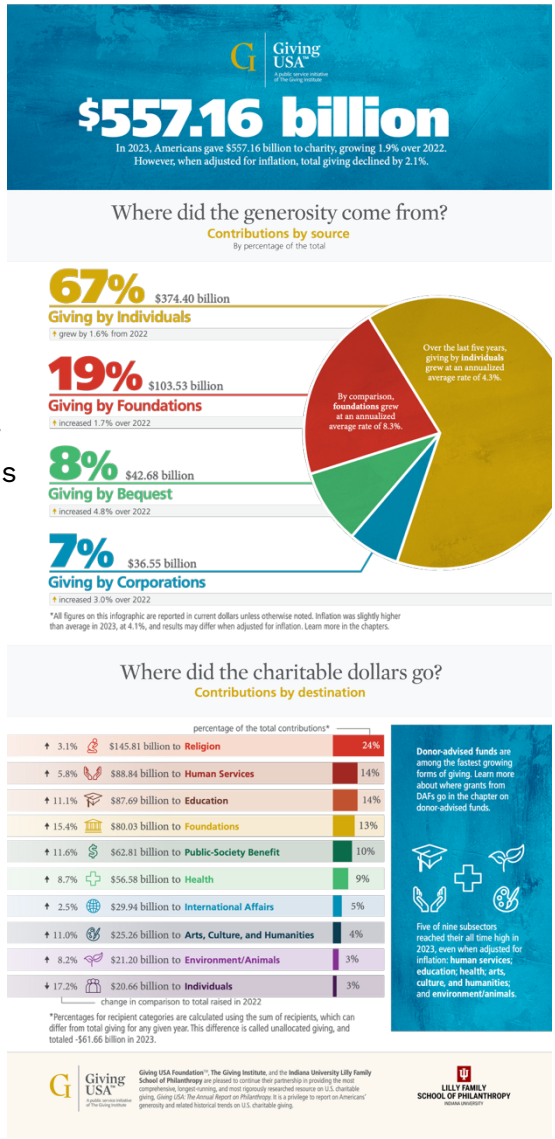
THIS INFORMATION WILL BE ADDED BY NYDOT IN THE FINAL CMP.

10. SIGNAGE PLAN

A signage plan typically includes three components: Sign inventory, Jurisdiction compliance (see Appendix 3), and signage management and maintenance. NYDOT will provide this information in the final CMP.

11. Financial Resources

The Harriet Tubman Underground Railroad New York Byway has received extensive state financial support through grants for the creation and marketing of resources related to the Underground Railroad. The byway organization also received extensive pro bono technical assistance and support from numerous historians, industry experts, and National Heritage Areas in New York. Additionally, local stakeholders have volunteered exhaustive hours to create this plan for designation. Throughout this development process, the byway organization has identified and pursued additional funding to develop and implement the proposed projects outlined in this plan. A five-year budget is provided at the end of this section.



THE FUNDING LANDSCAPE

In 2024, U.S. charitable giving saw a 1.9% increase in current dollars, reaching $557.16 billion according to Giving USA. While overall giving increased, donor numbers have seen a decline.[45] Recent giving trends indicate that individual donors are aging out, smaller donors are giving less, or are establishing foundations as an alternative control mechanism for contributions.

Key sectors that saw major boosts in giving include arts, culture, and humanities (+11%), public society benefit (+ 7.2%), and education (+6%).[46] This is good news for a history-centric byway focusing on educational experiences.

Byways and other non-profit organizations are also utilizing creative revenue-generation opportunities, such as voluntary contribution programs, sales and licensing of products/merchandise, events, charity and online auctions, crowdfunding, and matching gifts. Capital campaigns and endowments are often the preferred strategies for large-scale projects.

Preliminary investigation of potential funding sources for the byway includes three major categories:

[45] Giving USA 2024 Report, https://givingusa.org/5-takeaways-and-next-steps-from-the-giving-usa-2024-report/#:~:text=The%202023%20Giving%20USA%20report,give%20just%20once%20or%20sporadically.
[46] Ibid.

1) Government grants, loans, technical assistance programs
2) Private Foundation grants
3) Corporate sponsorships

The HTURB Board of Directors will initially be responsible for identifying, cultivating, and securing funds for the CMP's implementation. As resources become available, staff will be hired to further develop and deploy fundraising efforts, including grants, sponsorships, planned giving (bequeaths), voluntary contribution campaigns, and special events to raise dedicated project revenue or fund operations.

FEDERAL FUNDING

In early 2025, executive orders paused or eliminated notable federal funding sources. Several of these agencies provided relevant grant or technical assistance opportunities, such as:

⇒ The Institute of Museum & Library Services' grants for African American History and Culture, INSPIRE! Grants for Small Museums, and Museums for America's Community Engagement Program.
⇒ The National Endowment for the Arts' Our Town creative placemaking grant program funds projects that integrate arts, culture, and design activities into activities to strengthen communities.
⇒ The National Park Service Rivers, Trails, and Conservation Assistance Program supports locally-led conservation and outdoor recreation projects.

Some agencies and departments are still funding programs and services at the state and local levels. The US Department of Agriculture offers loans and grants for rural infrastructure and economic development. Whether the Community Facilities Program, Rural Economic Development Loan and Grant programs, Strategic Economic and Community Development Program, or Rural Microentrepreneur Assistance Program, USDA continues to support many programs and initiatives outlined in the CMP.

While the Federal Highway Administration does not have current funding cycles open for byways, the U.S. Department of Transportation does offer various funding opportunities, such as the Safe Streets and Roads for All (SS4A) Grant Program with $2 billion in appropriated funds still available through 2026. Although the HTURB may not be ready for this funding opportunity, US DOT and other federal agencies should be monitored for potential grants that fit the infrastructure and community needs/improvements along the byway in the future.

NATIONAL FUNDING

African American Cultural Heritage Action Fund
National Trust for Historic Preservation

⇒ Action Fund National Grant Program
⇒ Descendant and Family Stewardship Initiative: supported by Mellon Foundation, this initiative supports descendant community and family-led organizations to be

leaders in the physical preservation, interpretative programming, management and governance of historic African American places.

⇒ Preserving Black Churches

African American Heritage Preservation Foundation
Preservation, maintenance, and awareness of endangered or little-known African American historical sites.

National Fund for Sacred Places, Partners for Sacred Places
National Trust for Historic Preservation
Providing training, planning, and capital grants for congregations of all faiths.

PRIVATE FOUNDATIONS

In researching the Foundation Center's Foundation Directory, six major New York-based foundations are potential funders of sizable donations for the Harriet Tubman Underground New York Byway because of their profile for giving (African American heritage, arts and culture, community and economic development, and human rights):

⇒ The Ford Foundation
⇒ The Mellon Foundation
⇒ The New York Community Trust
⇒ Fidelity Investments Charitable Gift Fund
⇒ Donor Advised Charitable Giving, Inc.
⇒ North Star Fund

Other foundations support some of the goals and initiatives outlined in the Harriet Tubman Underground Railroad NY CMP, including:

⇒ The American Express Foundation funds the growth and sustainability of small businesses and small restaurants across the U.S.
⇒ Charles Stewart Mott Foundation has funded the Harriet Tubman Center in Detroit, Michigan
⇒ The Robert Wood Johnson Foundation funds leadership development, community organizing, and economic justice.
⇒ The Groundswell Fund has funded education, arts and culture, human rights, and community and economic development.
⇒ Tides Foundation funds human rights and community and economic development, particularly in underserved neighborhoods.

CORPORATE GIVING

Several New York-based corporations offer community funding programs. Here is a preliminary list of companies to investigate as to their potential to support the byway:

- Rich Production (Donation, Resources)
- M&T Bank (Donation, Resources)
- Citizen's Bank (Donation, Resources)
- Wegman's

- Bank of Utica

STATE FUNDING

The State of New York offers several grant and funding programs to aid in economic development, tourism, marketing, historic preservation, and conservation. While some state agencies receive funds from the federal government to distribute as grants to non-profits and local entities, several programs are appropriated by the state legislature or executive branch to support/enhance key goals and initiatives.

The state border-to-border byway winds through 22 counties and more than 174 jurisdictions.

Counties	Empire State Development	New York DOT	I New York
PHASE 1			
Cayuga	Finger Lakes	Central NY	Finger Lakes
Seneca	Finger Lakes	Central NY	Finger Lakes
Ontario	Finger Lakes	Genesee Valley	Finger Lakes
Wayne	Finger Lakes	Genesee Valley	Finger Lakes
Monroe	Finger Lakes	Genesee Valley	Finger Lakes
Orleans	Finger Lakes	Genesee Valley	Finger Lakes
Erie	Western NY	Western NY	Greater Niagara
Niagara	Western NY	Western NY	Greater Niagara
PHASE 2			
New York	New York City	New York City	New York City
Bronx	Mid-Hudson	Hudson Valley	New York City
Westchester	Mid-Hudson	Hudson Valley	Hudson Valley
Putnam	Mid-Hudson	Hudson Valley	Hudson Valley
Dutchess	Mid-Hudson	Hudson Valley	Hudson Valley
Columbia	Capital	Hudson Valley	Hudson Valley
Rensselaer	Capital	Capital District	Capital-Saratoga
Albany	Capital	Capital District	Capital-Saratoga
Schenectady	Capital	Capital District	Capital-Saratoga
Montgomery	Mohawk Valley	Mohawk Valley	Central New York
Herkimer	Mohawk Valley	Mohawk Valley	Central New York
Oneida	Mohawk Valley	Mohawk Valley	Central New York
Madison	Central New York	Mohawk Valley	Central New York
Onondaga	Central New York	Central New York	Finger Lakes

Specific state funding opportunities include the following:

Empire State Development (ESD)

- ⇒ Market New York grant program to strengthen tourism by promoting destinations, attractions, and special events. Funding is also available for tourism marketing initiatives.($7 million available in FY 25-26; minimum request of $50,000 with a 50% match requirement)
- ⇒ Tourism Capital Projects (NEW): Funding introduced in May 2025 through the Regional Council Capital Funds Program for a minimum grant request of $100,000 or more ($8 million available for tourism projects in FY 25-26, formerly offered through the Market New York Capital Grant program).
- ⇒ Tourism Matching Funds Program, which provides funding for tourism marketing initiatives, including the development of new products or experiences. ($3.45 million to TPAs to market their destination.)
- ⇒ Path Through History, administered through Empire State Development and I LOVE NY, promotes historic sites and events officially enrolled in the state's thematic heritage tourism program.

Environmental Protection Fund (EPF)

- ⇒ Provides grants for capital projects that protect the environment and enhance communities, including land acquisition, infrastructure improvements, and historic site restoration.

Other agencies to investigate include the New York State Canal Corporation, New York Humanities, Erie Canalway/NYS Canal Corporation Events Grants,
and I Love NY marketing grants.

LOCAL FUNDING

Community Foundations represent a substantial opportunity for dedicated, ongoing funding for the byway. Focusing on a specific geographic area, community foundations pool donations to address community needs and support local nonprofits. They offer various types of programs, including grantmaking, donor-advised funds, scholarships, and field-of-interest funds. They also manage endowments, provide technical assistance to nonprofits, and lead community initiatives.

Every county in the proposed byway is represented by at least one community foundation. This affords the HTURB a unique opportunity to collaborate/ partner with multiple community foundations to secure funding for the entire designated route.

During the CMP development process, members of the URCNYS/Byway Planning Committee have already had initial conversations with a few community foundations, banks (community giving programs), and state agencies about potential funding.

This initial research provides a strong foundation for securing additional revenue once the border-to-border route is designated.

County	Community Foundation
PHASE 1	
Cayuga	Central NY CF
Seneca	Tiffin CF
Ontario	Rochester Area CF
Wayne	Rochester Area CF
Monroe	Rochester Area CF
Orleans	CF for Greater Buffalo
Erie	CF for Greater Buffalo
Niagara	CF for Greater Buffalo
PHASE 2	
New York	North Start Fund, Stonewall CF, NY Community Trust
Bronx	Bronx CF
Westchester	Westchester County CF
Dutchess	Berkshire Taconic CF, North Star Fund CF of the Hudson Valley
Putnam	CF of the Hudson Valley
Columbia	Berkshire Taconic CF, North Star Fund CF for the Greater Capital Region, Inc.
Rensselaer	CF for the Greater Capital Region, Inc.
Albany	CF for the Greater Capital Region, Inc.
Schenectady	CF for the Greater Capital Region, Inc.
Montgomery	CF for the Greater Capital Region, Inc.
Herkimer	CF of Herkimer and Oneida Counties, Inc.
Oneida	CF of Herkimer and Oneida Counties, Inc.

Success and sustainability will require a diversified funding strategy mixing both private contributions with public funds and affording opportunities for sponsorships as well as capital campaigns to increase revenue generation from multiple sources.

FUNDING THE BYWAY MANAGEMENT AND CMP IMPLEMENTATION

The following budget reflects the byway priorities for the next five years, to achieve initial Phase 1 and 2 implementation of the CMP.

HARRIET TUBMAN UNDERGROUND RAILROAD PHASE 1 FIVE-YEAR BUDGET

CATEGORY	YEAR	YEAR	YEAR	YEAR	YEAR
REVENUES (Proposed)	**2026**	**2027**	**2028**	**2029**	**2030**
Federal Grants		$50,000	$50,000	$100,000	$100,000
State Grants	$100,000	$500,000	$500,000	$500,000	$500,000
Community Foundations		$50,000	$50,000	$50,000	$50,000

Other Revenue (Donations, Sponsorships, Tours, Merchandise)	$50,000	$100,000	$500,000	$500,000	$500,000
Niagara Falls NHA (in-kind)	$250,000	$100,000	$50,000	$50,000	$50,000
Other In-kind (documented)	$20,000	$100,000	$150,000	$150,000	$150,000
TOTAL	**$470,000**	**$900,000**	**$1,300,000**	**$1,350,000**	**$1,350,000**

EXPENSES (Proposed)	**2026**	**2027**	**2028**	**2029**	**2030**
Byway Designation					
Phase 1 Advocacy - Legislation					
Phase 1 Byway Designation Celebration	$10,000				
Phase 2 Advocacy - Resolutions	$10,000				
Phase 2 CMP Update (resources, route, maps)	$75,000				
Phase 2 Byway Designation Celebration		$10,000			
Phase 3 (spurs) Advocacy - Resolutions				$10,000	
Phase 3 (spurs) CMP Update				$75,000	
Management of the Byway					
Create new non-profit organization		$20,000			
Executive Director	$100,000	$100,000	$120,000	$125,000	$130,000
Grant Writer	$36,000	$36,000	$36,000	$36,000	$36,000
Support Staff (AA, Regional Reps)			$180,000	$190,000	$200,000
Administrative Expenses	$25,000	$50,000	$60,000	$60,000	$60,000
Travel	$10,000	$10,000	$20,000	$30,000	$30,000
Developing, Interpreting the Byway					
Hire Interpretive Planner	$75,000				
Historic Overview		$75,000	$25,000	$25,000	$25,000
Interpretation Signage		$150,000	$150,000	$50,000	$50,000
Site Improvements (grants)		$25,000	$75,000	$100,000	$200,000
Interpretive center(s)*					
Interpretive kiosks with road pull-offs			$400,000	$500,000	$400,000
Interpretive Training		$25,000	$25,000	$25,000	$25,000
Landscaping			$25,000		$25,000
Marketing the Byway					
Website design, content, and maintenance	$30,000	$15,000	$35,000	$20,000	$20,000
Brand strategy and guide	$15,000				
Promotions (Exhibit, banners, advertising, events)	$15,000	$15,000	$15,000	$15,000	$15,000
Social media	$25,000	$25,000	$25,000	$25,000	$25,000

Print (brochures/rack cards)	$20,000	$20,000	$20,000	$20,000	$20,000
Branded merchandise	$25,000	$50,000	$50,000	$50,000	$50,000
Site banners, window clings, other on-site branding	$10,000			$15,000	
Market research		$10,000	$20,000	$20,000	$20,000
TOTAL	**$483,026**	**$626,000**	**$1,281,000**	**$1,306,000**	**$1,331,000**

*Separate Capital Funding & Budgets

To meet budget projections, the byway organizations (including leadership and staff) will need to prioritize activities and tasks to leverage resources and maximize opportunities. The following chart demonstrates the key actions necessary to generate funds.

GOAL 5 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 5.2: Fund byway signage, CMP activities, and operations through diverse sources and revenue-generation strategies					
5.2.1 Finalize detailed budget	Staff, Board Treasurer	Itemize schedule of expenses and prioritize for funding	2026	Budget for use in planning, fundraising	Cost of byway business
5.2.2 Seek support from Community Foundations	Staff, Board	Schedule follow-up meetings with community foundations representing the byway counties.	2026	Operational funding secured	New sources of funding identified, educated about byway
5.2.3. Create a development plan	Staff, Board Treasurer	Identify potential funding sources, schedule for grants, donations, and requirements (match) to determine priority list to pursue	2026	Plan for fundraising	Revenue generation amounts and sources identified
5.2.4 Solicit funds	Staff, Board, Stakeholders	Write and pitch proposals for funding	Ongoing	Funds for budgeted priorities	New funds generated
5.2.5 Collaborate with state partners	Staff, Board, Advisory Board	Identify state agencies and partners that can collaborate with the byway or endorse funding Proposals	2026	Expand opportunities to leverage resources	New partnerships identified
5.2.6 Identify and secure alternative	Staff, Committee Chairs	Identify strategies to raise funds for various byway priorities: Branded merchandise, licensing, Events, Tours, Sponsorships,	2027 -	Grants, donations, fundraising events, merchandise sales	Budget reflects diverse funding sources

GOAL 5 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
sources of revenue		Revolving Loan Fund, Adopt-a-Highway, In-kind/Volunteers			
5.2.7 Establish HTURB Trust	Staff, Board	Establish the Byway Trust to receive charitable contributions and establish the organization for future grant programs	Fall 2027	Entity for dedicated donations	Dedicated entity to collect funds on behalf of the byway
5.2.8 Hire development director	Staff	Hire person dedicated to identifying, soliciting, and managing donations	2028		
5.2.9 Host regional fundraising workshops	Staff	Advance the capacity of local nonprofit organizations and improve the grant award success rate	2028		
5.2.10 Establish peer giving program	Staff	Design and launch a grass-roots peer-to-peer giving program to fund initial projects, research, and special events	2028	New donor cultivation program	Revenue vehicle for individual stakeholders to support the byway
5.2.11 Capital Campaign for Byway projects	Staff, Board, Committees	Create and launch a capital campaign to fund major projects including regional interpretive centers and kiosks	2029		
5.2.12 Annual Fundraising event	Staff, Stewardship/ Outreach Committee	Organize event to attract a diverse collection of donors from across the byway jurisdictions, from special interest groups interested in Harriet Tubman and the Underground Railroad, and businesses/civic organizations wanting to support the byway programs and services	2030		
5.2.12 Planned giving program	Staff	Encourage donors to support the byway	2031	New forum for donations	

GOAL 5 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
5.2.13 Expand sales	Staff, Tourism/ Marketing Committee	Expand licensing and branded merchandise sales	2032	New sales vehicles	$500,000 annually
5.2.14 Update funding plan	Staff	Identify funding needs of new products and services, operations, marketing refresh, and preservation/interpretation programs	2033	Updated budget for priority projects	Plan for use in grants, funding proposals

12. SUMMARY

Phase 1 of the Harriet Tubman Underground Railroad New York Byway marks the launch of a statewide strategy to recognize individuals seeking freedom from enslavement through their own agency and to acknowledge those who aided their journeys from the early 1800s to the Civil War. The sites associated with Harriet Tubman, the Underground Railroad network, and freedom seekers provide exceptional, authentic place-based experiences that tell New York's distinctive stories from this important era of American history. Freedom seekers and participants in the Underground Railroad Network had perseverance and commitment to a cause that serves as a testament for all byway visitors to be agents of positive change.

The byway also offers a unique opportunity to showcase the various methods of travel used by freedom seekers more than a century ago – water, rail, and trailways – and are available to travelers today. Engaging in recreational activities along the Erie Canalway and Empire State Trail affords travelers unique perspectives, past to present, and access to the byway.

The designation of Phase 1 of the Harriet Tubman Underground Railroad New York Byway helps focus attention on the importance of this era of history, its relevance to America today, the educational value for visitors traveling to the contributing sites, and the potential economic impact for local communities and businesses. The designation of the Phase 1 Harriet Tubman Underground Railroad Byway provides an impetus for completing Phase 2 to provide a contiguous route for eventual multi-state designation that further elevates New York's history on a national and international stage.

13. APPENDICES

1. List of Byway Leadership and Stakeholders Involved in the CMP Process
2. Letters of Support for Byway Designation
3. Letters of Resolution for Byway Designation
4. Historical Narrative: Harriet Tubman and the Underground Railroad in New York
5. Database of Comprehensive Plans
6. List of TPAs for the Byway Segments (Phase 1)
7. Current List of Visitor Services along the Byway Segments (Phase 1)
8. Public Meeting Notices and Invitations
9. Public Meeting Dates and Attendees
10. Niagara Falls National Heritage Area Letter of Commitment
11. Niagara Falls National Heritage Area Bylaws
12. Additional Letters of Commitment for Byway Implementation (Phase 1)
13. Post-designation Board/Council Description
14. Future Byway Management
15. Expanded Historical Narrative, Bibliography, and Other Resources
    a. Expanded Narrative – Truth is of No Color
    b. Nineteenth Century Gerrit Smith at Peterboro
    c. Bibliography of Wellman UGRR Reports
    d. Border-to-Border Inventory
    e. Hamlet of Peterboro UGRR Sites
    f. Chenango County UGRR Sites
    g. Madison County UGRR Sites
    h. Otsego County UGRR Sites
16. Niagara Falls National Heritage Area: Additional Information

Title:

Resolution No. 49 - Setting a Public Hearing for a Proposed Franchise Agreement with Verizon New York Inc.

ATTACHMENTS

Resolution Scheduling a Public Hearing for Verizon New York Inc. Cable Franchise Agreement

Keane & Beane, P.C. Memorandum Regarding a Proposed Franchise Agreement with Verizon New York Inc.

Proposed Franchise Agreement with Verizon New York Inc.

CITY OF BEACON
CITY COUNCIL

RESOLUTION NO. 49 OF 2026

SETTING A PUBLIC HEARING RELATED TO FRANCHISE AGREEMENT WITH VERIZON NEW YORK INC.

WHEREAS, the City of Beacon has received a proposed franchise agreement for cable television services from Verizon, New York Inc. ("Verizon"); and

WHEREAS, the Beacon City Charter § 2.11 requires that a public hearing be held upon at least three (3) weeks advance notice before a franchise may be approved.

WHEREAS, the public hearing is intended to gather comments from the public to:

1) identify the future cable-related community needs and interests, considering the costs of meeting such needs and interests; and
2) review the potential performance of the cable television company; and
3) the potential quality of the operator's service, including signal quality, response to consumer complaints, billing practices, and overall service in light of community needs; and
4) inform the Council's "due diligence" investigation and assessment of the operator's technical ability, financial condition, and character and, in particular, to ascertain the operator's operating record and reputation.

NOW THEREFORE, BE IT RESOLVED, the City Council of the City of Beacon hereby sets July 6, 2026 at 7 p.m. at City Hall Court Room, One Municipal Plaza, Beacon, NY, as the date, time, and place of a public hearing to receive comments from the public on the proposed cable franchise agreement between the City of Beacon and Verizon. A copy of the proposed cable franchise agreement shall be made available for public inspection during normal business hours at the City Clerk's office, 1 Municipal Plaza, Beacon, NY 12508 and on the City's website.

Resolution No. 49 of 2026		**Date: June 1, 2026**					
☐ **Amendments**					☐ **2/3 Required**		
☐ **On roll call**					☐ **3/4 Required**		
Motion	Second	Council Member	Yes	No	Abstain	Reason	Absent
		Paloma Wake					
		Amber Grant					
		Lastar Gorton					
		Zack Smith					
		Sergei Krasikov					
		Carolyn Glauda					
		Mayor Lee Kyriacou					
		Motion Carried					

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MEMORANDUM

TO: **Lee Kyriacou, Mayor**
Members of the City Council

FROM: **Keane & Beane, P.C.**

RE: **Verizon of New York: Proposed Cable Franchise Agreement**

DATE: **May 27, 2026**

The City of Beacon has received a proposal from Verizon New York, Inc. ("Verizon") for a new cable franchise agreement, as required by the 47 U.S.C. § 541 of the Federal Telecommunications Act and the regulations of the NYS Public Service Commission ("PSC") pursuant to 16 NYCRR Part 894. This memorandum will briefly outline the procedure to enter into a new cable franchise agreement and discuss what issues can and cannot be negotiated in a cable franchise agreement.

Our office is reviewing the draft agreement and will work with the City Administration on suggested edits to the agreement, which will be discussed in further detail at a work session this summer and before consideration of final action.

I. Federal and State Regulatory Scheme for Cable Services

Cable Franchise Agreements are subject to regulation under the Federal Telecommunications Act (47 U.S.C. § 541 et seq), and Article 11 of the New York Public Service Law. The Federal Telecommunications Act restricts what a municipality may and may not require in a cable franchise agreement and the Regulations of the NYS PSC also have requirements. The application process is governed by 47 U.S.C. § 541 and 16 NYCRR Part 894.5 through 894.8. The City currently has one cable franchise agreement with Cablevision of Wappingers Falls (i.e., Optimum), which was renewed in 2025. The proposal from Verizon, if approved, would add an additional provider of cable services for residents.

II. Application Procedure

1. Verizon currently offers non-cable services through its fiber-optics facilities to residents. This service is presently available to more than 60% of households and businesses in the City. The proposed franchise will encompass the entire City.

2. Verizon sent a draft agreement to our office for review. The draft agreement provides an initial 5-year term, which is shorter than the existing franchise agreement but not uncommon for new franchisees. Our office will be suggesting changes to the initial draft agreement from Verizon.

3. Schedule and Hold a Public Hearing. To assist the City in negotiating the cable franchise agreement, there needs to be a public hearing published at least three (3) weeks before the date of the hearing. Beacon City Charter § 2.11. The public hearing should obtain comments from the public to determine:

    i. identifying the future cable-related community needs and interests, considering the costs of meeting such needs and interests; and

    ii. reviewing the potential performance of the cable television company; and

    iii. the potential quality of the operator's service, including signal quality, response to consumer complaints, billing practices, and overall service in light of community needs.

    iv. A copy of the application and draft agreement must be made available by the City Clerk for public inspection, upon request.

4. Approval of a New Franchise.

    i. 16 NYCRR § 894.6 provides that the City "shall use due diligence to investigate and assess the technical ability, financial condition, and character of every applicant and, in particular, to ascertain the operating record and reputation" of the applicant.

    ii. As there is only one cable provider in Beacon. As such, the City cannot "unreasonably refuse to award an additional competitive franchise" to Verizon. 47 U.S.C. §541(a)(1); *see also* 16 NYCRR § 894.8(a).

    iii. The City cannot grant Verizon a cable franchise with terms which are more favorable or less burdensome than are presently agreed upon with the existing franchisee.

    iv. After closing the public hearing, the Council can vote whether to approve the franchise agreement. The decision to award or deny the application must be made by the Council within a period of six (6) months from the closing of the public hearing. 16 NYCRR § 894.8(b).

    v. Unless there has been an "egregious" failure by the prospective franchisee to show it is capable of providing adequate services to residents, the Council should approve the negotiated franchise

agreement. A detailed record must be made if the Council contemplates a denial of the franchise agreement. If the application is denied, the City Council shall "include in the resolution the reasons for the denial." 16 NYCRR § 894.8(d).

5. Filing for a Certificate of Confirmation.

   i. Once the Council approves the franchise agreement, the franchisee then files a request with the NYS Public Service Commission for a Certificate of Confirmation.

   ii. The term of the cable franchise agreement begins when the PSC issues a Certificate of Confirmation.

III. Areas Not Subject to Regulation under Franchise Agreement

1. Frequent comment at public hearings on cable franchise agreements deal with subjects that are beyond the scope of the franchise agreement, for example:

   Comment: The City's existing franchisee, Cablevision (i.e., Optimum) will lose business and may discontinue service.

   Response: The City cannot deny a new franchise agreement based upon increased competition alone. In fact, the Federal Telecommunications Act and State regulations expressly state that a municipality "may not unreasonably refuse to award an additional competitive franchise." Moreover, the existing franchise agreement expressly contemplates another cable service provider seeking a franchise in the City.

   Comment: The cost of cable is outrageous; the City needs to force Verizon and/or Optimum (i.e., Cablevision) to reduce prices.

   Response: Under the Federal Telecommunications Act, the City may only regulate the basic cable package, which is the rebroadcast of local television stations, if the City is granted a certificate by the Federal Communications Commission to adopt rate schedules. 47 U.S.C. § 543. As few subscribers have the basic cable package, it is not cost effective for the City to regulate basic cable packages.

   Comment: I don't get a particular cable channel; the City should require that the channel be provided.

Response: the City cannot require the franchisee to provide certain cable television channels or programming.

2. Matters not pertaining to cable service such as telephone or internet service cannot be regulated under the cable franchise agreement.

IV. Negotiable Provisions of a Franchise Agreement.

Under State and Federal Law, the City may negotiate the following provisions contained within a cable franchise agreement:

1. Franchise Fee – Under Federal Law, the City is entitled to a maximum of five (5%) percent of the "gross revenues" the franchisee derives from subscribers and non-subscribers. As such, the definition of "gross revenues" is a significant aspect of the agreement. If the definition of "gross revenues" is too narrow in scope the City may lose out on revenues, if it is too broad or open to interpretation, the City may similarly lose out on revenues for failing to adequately define the sources of revenue. For reference, the City currently imposes the maximum 5% of "gross revenues" in the existing agreement.

V. Please Note the Following:

1. Under Federal law, the franchisee is entitled to pass the franchise fee along to customers.

2. Under Federal law, the term franchise fee can be listed on the bill delivered to customers as a line item.

3. Under Federal law, the franchisee may deduct the amount it pays to the City to provide operation support for PEG access from the franchise fee.

4. The franchisee may offset the amount payable under the franchise fee from the special franchise tax it pays on the value of its physical equipment within the City's right-of-way.

5. Streaming apps provided through the cable box are subject to the cable franchise fee.

6. Advertising revenue can be included within gross revenue.

7. Telephone service and internet service are not cable services so they are not included within the definition of gross revenue.

8. The franchise agreement may require a cable operator to carry channels for public access, education (school district), and government (boards) (PEG). Currently Cablevision is providing a government channel. The cable

agreement may also provide PEG grant funding for the acquisition of capital equipment used to broadcast board meetings on the Government Channel.

9. The City may require the franchisee to provide free services to public buildings and schools. This already occurs per the existing franchise agreement, and Verizon will similarly be required to do so.

10. The franchise agreement can impose right-of-way management and safety rules.

11. Consumer protection regulations if they are not inconsistent with State and Federal laws.

12. Accountability standards and procedures to ensure the terms of the franchise agreement are being met.

cc:

Cable Franchise Agreement

by and between

the City of Beacon

and

Verizon New York Inc.

Pursuant to §87(2)(c) and (d) of the New York Freedom of Information Law, Verizon New York Inc. respectfully requests that the LFA protect the confidentiality of this document and all communications related thereto by not disclosing the same to any third party. See NY CLS PUB O §§87(2)(c) and (d).

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Exhibit A: Franchise Area

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THIS CABLE FRANCHISE AGREEMENT (the "Franchise" or "Agreement") is entered into by and between the City of Beacon, a validly organized and existing political subdivision of the State of New York (the "Local Franchising Authority" or "LFA") and Verizon New York Inc., a corporation duly organized under the applicable laws of the State of New York (the "Franchisee").

WHEREAS, the LFA wishes to grant Franchisee a nonexclusive franchise to construct, install, maintain, extend and operate a cable system in the Franchise Area as designated in this Franchise;

WHEREAS, the LFA is a "franchising authority" in accordance with Title VI of the Communications Act, (*see* 47 U.S.C. §522(10)) and is authorized to grant one or more nonexclusive cable franchises pursuant to Article 11 of the New York Public Service Law, as amended, and Title 16, Chapter VIII, Parts 890.60 through 899, of the Official Compilation of Codes, Rules and Regulations of the State of New York, as amended;

WHEREAS, Franchisee has upgraded its telecommunications and information services network through the installation of a Fiber to the Premise Telecommunications Network ("FTTP Network") in the Franchise Area which transmits the Non-Cable Services pursuant to authority granted by Section 27 of the New York Transportation Corporations Law, as amended, and Title II of the Communications Act, which Non-Cable Services are not subject to the Cable Law or Title VI of the Communications Act;

WHEREAS, the FTTP Network occupies the Public Rights-of-Way within the LFA, and Franchisee desires to use portions of the FTTP Network to provide Cable Services (as hereinafter defined) in the Franchise Area;

WHEREAS, the LFA has identified the future cable-related needs and interests of the LFA and its community, has considered and approved the financial, technical and legal qualifications of Franchisee, and has determined that Franchisee's plans for its Cable System are adequate and feasible in a full public proceeding affording due process to all parties;

WHEREAS, the LFA has found Franchisee to be financially, technically and legally qualified to operate the Cable System;

WHEREAS, the LFA has determined that in accordance with the provisions of the Cable Law, this Franchise complies with NY PSC's franchise standards and the grant of a nonexclusive franchise to Franchisee is consistent with the public interest; and

WHEREAS, the LFA and Franchisee have reached agreement on the terms and conditions set forth herein and the parties have agreed to be bound by those terms and conditions.

NOW, THEREFORE, in consideration of the LFA's grant of a franchise to Franchisee, Franchisee's promise to provide Cable Service to residents of the Franchise Area pursuant to and consistent with the Cable Law (as hereinafter defined), pursuant to the terms and conditions set

forth herein, the promises and undertakings herein, and other good and valuable consideration, the receipt and the adequacy of which are hereby acknowledged,

THE SIGNATORIES DO HEREBY AGREE AS FOLLOWS:

1. DEFINITIONS

Except as otherwise provided herein, the definitions and word usages set forth in the Cable Law are incorporated herein and shall apply in this Agreement. In addition, the following definitions shall apply:

1.1. *Access Channel*: A video Channel, which Franchisee shall make available to the LFA without charge for Public, Educational, or Governmental noncommercial use for the transmission of video programming as directed by the LFA.

1.2. *Affiliate:* Any Person who, directly or indirectly, owns or controls, is owned or controlled by, or is under common ownership or control with, the Franchisee.

1.3. *Basic Service:* Any service tier, which includes the retransmission of local television broadcast signals as well as the PEG Access Channels required by this Franchise.

1.4. *Cable Law:* Article 11 of the New York Public Service Law, as amended, and Title 16, Chapter VIII, Parts 890.60 through 899, of the Official Compilation of Codes, Rules and Regulations of the State of New York, as amended, to the extent authorized under and consistent with federal law.

1.5. *Cable Service* or *Cable Services:* Shall be defined herein as it is defined under Section 602 of the Communications Act, 47 U.S.C. § 522(6), as amended.

1.6. *Cable System* or *System:* Shall be defined herein as it is defined under Section 602 of the Communications Act, 47 U.S.C. § 522(7), as amended.

1.7. *Channel:* Shall be defined herein as it is defined under Section 602 of the Communications Act, 47 U.S.C. § 522(4), as amended.

1.8. *Communications Act*: The Communications Act of 1934, as amended.

1.9. *Control:* The ability to exercise *de facto* or *de jure* control over day-to-day policies and operations or the management of Franchisee's affairs.

1.10. *Educational Access Channel*: An Access Channel available for noncommercial use solely by local public schools and public school districts in the Franchise Area and other not-for-profit educational institutions chartered or licensed by the New York State Department of Education or Board of Regents in the Franchise Area.

1.11. *FCC*: The United States Federal Communications Commission, or successor governmental entity thereto.

1.12. *Force Majeure*: An event or events reasonably beyond the ability of Franchisee to anticipate and control. This includes, but is not limited to, severe or unusual weather conditions, strikes, labor disturbances and disputes, war or act of war (whether an actual declaration of war is made or not), insurrection, riots, act of public enemy, incidences of terrorism, acts of vandalism, epidemics, actions or inactions of any government instrumentality or public utility including condemnation, accidents for which the Franchisee is not primarily responsible, fire, flood, or other acts of God, or work delays caused by waiting for utility providers to service or monitor utility poles to which Franchisee's FTTP Network is attached, and unavailability of materials and/or qualified labor to perform the work necessary.

1.13. *Franchise Area*: Those buildings within the incorporated area (entire existing territorial limits) of the LFA and such additional areas as may be annexed or acquired where, as of the Effective Date, Verizon has installed its FTTP Network and activated its FTTP Network terminals for service, as generally depicted in **Exhibit A**. The Franchise Area shall also include other buildings to the extent provided in the last sentence of Section 3.1 below.

1.14. *Franchisee:* Verizon New York Inc. and its lawful and permitted successors, assigns and transferees.

1.15. *Government Access Channel*: An Access Channel available for the sole noncommercial use of the LFA.

1.16. *Gross Revenue:* All revenue, as determined in accordance with generally accepted accounting principles, which is derived by Franchisee from the operation of the Cable System to provide Cable Service in the Franchise Area, subject to the following inclusions and exclusions.

1.17. 1.16.1. Gross Revenue includes, without limitation: all Subscriber and customer revenue earned or accrued net of bad debts including revenue for: (i) Basic Service; (ii) all fees charged to any Subscribers for any and all Cable Service provided by Franchisee over the Cable System in the Franchise Area, including without limitation Cable Service related program guides, the installation, disconnection or reconnection of Cable Service; revenue from late or delinquent charge fees; Cable Service related or repair calls; the provision of converters, remote controls, additional outlets and/or other Cable Service related Subscriber premises equipment, whether by lease or fee; (iii) revenue from the sale or lease of access channel(s) or channel capacity; (iv) video on demand Cable Service and pay-per-view Cable Service; (v) compensation received by Franchisee that is derived from the operation of Franchisee's Cable System to provide Cable Service with respect to commissions that are paid to Franchisee as compensation for promotion or exhibition of any products or services on the Cable System, such as "home shopping" or a similar channel, subject to the exceptions below; and (vi) Franchise Fees imposed on Franchisee by the LFA that are passed through from Franchisee as a line item paid by Subscribers. Gross Revenue includes a pro rata portion of all revenue derived by Franchisee pursuant to compensation arrangements for advertising derived from the operation of Franchisee's Cable System to provide Cable Service within the Franchise Area, subject to the exceptions below. The allocation of home shopping and advertising revenue shall be based on the number of Subscribers in the Franchise Area divided by the total number of subscribers in

relation to the relevant local, regional or national compensation arrangement. Advertising commissions paid to third parties shall not be netted against advertising revenue included in Gross Revenue.

1.18. 1.16.2. Gross Revenue shall not include: Revenue received by any Affiliate or other Person in exchange for supplying goods or services used by Franchisee to provide Cable Service over the Cable System; bad debts written off by Franchisee in the normal course of its business (provided, however, that bad debt recoveries shall be included in Gross Revenue during the period collected); refunds, rebates or discounts made to Subscribers or other third parties; any revenue of Franchisee or any other Person which is received directly from the sale of merchandise through any Cable Service distributed over the Cable System, however, that portion of such revenue which represents or can be attributed to a Subscriber fee or a payment for the use of the Cable System for the sale of such merchandise shall be included in Gross Revenue; the sale of Cable Service on the Cable System for resale in which the purchaser is required to collect cable Franchise Fees from purchaser's customer; the sale of Cable Service to customers, which are exempt, as required or allowed by the LFA including, without limitation, the provision of Cable Service to public institutions as required or permitted herein; any tax of general applicability imposed upon Franchisee or upon Subscribers by a city, state, federal or any other governmental entity and required to be collected by Franchisee and remitted to the taxing entity (including, but not limited to, sales/use tax, gross receipts tax, excise tax, utility users tax, public service tax, communication taxes and non-cable franchise fees); any foregone revenue which Franchisee chooses not to receive in exchange for its provision of free or reduced cost cable or other communications services to any Person, including without limitation, employees of Franchisee and public institutions or other institutions designated in the Franchise (provided, however, that such foregone revenue which Franchisee chooses not to receive in exchange for trades, barters, services or other items of value shall be included in Gross Revenue); sales of capital assets or sales of surplus equipment; program launch fees, i.e., reimbursement by programmers to Franchisee of marketing costs incurred by Franchisee for the introduction of new programming; directory or Internet advertising revenue including, but not limited to, yellow page, white page, banner advertisement and electronic publishing; or any fees or charges collected from Subscribers or other third parties for any PEG Grant payments.

1.19. 1.16.3. Except as otherwise provided in Subsection 1.16.1, any revenue classified, in whole or in part, as Non-Cable Service revenue under federal or state law including, without limitation, revenue received from Telecommunications Services; revenue received from Information Services, including, without limitation, Internet Access service, electronic mail service, electronic bulletin board service, or similar online computer services; charges made to the public for use of the Cable System for two-way communication; fees, taxes and surcharges on Non-Cable Services, including, but not limited to the NY Municipal Construction Surcharge; and any other revenue attributed by Franchisee to Non-Cable Services in accordance with federal law, rules, regulations, standards or orders. Should revenue from any service provided by Franchisee over the Cable System be classified as Cable Service revenue by a final determination or ruling of any agency or court having jurisdiction, after the exhaustion of all appeals related thereto, the LFA shall be entitled, after notification to Franchisee, to amend this Agreement in the manner prescribed under applicable state law or this Franchise to include revenue from Franchisee's provision of such service as Gross Revenue, and Franchisee shall

include revenue from such service as Gross Revenue on a going forward basis commencing within ninety (90) days following the date of issuance of an order from the NY PSC approving such amendment.

1.20. *Information Services*: Shall be defined herein as it is defined under Section 3 of the Communications Act, 47 U.S.C. §153(24), as amended.

1.21. *Internet Access*: Broadband access service that enables Subscribers to access the Internet.

1.22. *Local Franchising Authority (LFA)*: The City of Beacon, New York, or the lawful successor, transferee, or assignee thereof.

1.23. *Non-Cable Service*: Any service that does not constitute the provision of Cable Service including, but not limited to, Information Service and Telecommunications Service.

1.24. *NY PSC:* The New York Public Service Commission.

1.25. *PEG*: Public, Educational, and Governmental.

1.26. *PEG Access Designee*: Any entity designated by the LFA for the purpose of owning and/or operating the equipment and facilities used in the production and/or broadcast of PEG Access Channel programming for the LFA, including but not limited to any access corporation.

1.27. *Person*: An individual, partnership, association, joint stock company, trust, corporation, or governmental entity.

1.28. *Public Access Channel*: An Access Channel available for non-commercial use solely by the residents in the Franchise Area on a first-come, first-served, nondiscriminatory basis.

1.29. *Public Rights-of-Way*: The surface and the area across, in, over, along, upon and below the surface of the public streets, roads, bridges, sidewalks, lanes, courts, ways, alleys, and boulevards, including, public utility easements and public lands and waterways used as Public Rights-of-Way, as the same now or may thereafter exist, which are under the jurisdiction or control of the LFA. Public Rights-of-Way do not include the airwaves above a right-of-way with regard to cellular or other non-wire communications or broadcast services.

1.30. *Subscriber*: A Person who lawfully receives Cable Service over the Cable System with Franchisee's express permission.

1.31. *Telecommunication Services:* Shall be defined herein as it is defined under Section 3 of the Communications Act, 47 U.S.C. § 153(53), as amended.

1.32. *Title VI*: Title VI of the Communications Act, Cable Communications, as amended.

1.33. *Transfer of the Franchise:* Any transaction in which: a fifty percent (50%) ownership or other interest in Franchisee is transferred, directly or indirectly, from one Person or group of Persons to another Person or group of Persons, so that Control of Franchisee is transferred; or the rights held by Franchisee under the Franchise and the certificate of confirmation issued therefor by the NY PSC are transferred or assigned to another Person or group of Persons. However, notwithstanding the foregoing, a *Transfer of the Franchise* shall not include transfer of an ownership or other interest in Franchisee to the parent of Franchisee or to another Affiliate of Franchisee; transfer of an interest in the Franchise or the rights held by the Franchisee under the Franchise to the parent of Franchisee or to another Affiliate of Franchisee; any action which is the result of a merger of the parent of the Franchisee; or any action which is the result of a merger of another Affiliate of the Franchisee.

1.34. *Video Programming:* Shall be defined herein as it is defined under Section 602 of the Communications Act, 47 U.S.C. § 522(20), as amended.

1.35. *Video Service Provider or VSP*: Any entity using any portion of the Public Rights-of-Way to provide Video Programming services to multiple subscribers within the territorial boundaries of the LFA, for purchase, barter, or free of charge, regardless of the transmission method, facilities or technologies used. A VSP shall include, but is not limited to, any entity that provides Cable Services, multi-channel multipoint distribution services, broadcast satellite services, satellite delivered services, wireless services, and internet-protocol based services within the territorial boundaries of the LFA.

2. GRANT OF AUTHORITY; LIMITS AND RESERVATIONS

2.1. *Grant of Authority*: Subject to the terms and conditions of this Agreement and the Cable Law, the LFA hereby grants the Franchisee the right to own, construct, operate and maintain a Cable System along the Public Rights-of-Way within the Franchise Area, in order to provide Cable Service. No privilege or power of eminent domain is bestowed by this grant; nor is such a privilege or power bestowed by this Agreement.

2.2. *The FTTP Network:* Upon delivery of Cable Service, by subjecting Franchisee's mixed-use facilities to the NY PSC's minimum franchise standards and the LFA's police power, the LFA has not been granted broad new authority over the construction, placement and operation of Franchisee's mixed-use facilities.

2.3. *Effective Date and Term:* This Franchise shall become effective on the date that the NY PSC issues a certificate of confirmation for this Franchise (the "Effective Date"), following its approval by the LFA's governing authority authorized to grant franchises and its acceptance by the Franchisee. The term of this Franchise shall be five (5) years from the Effective Date unless the Franchise is earlier terminated by Franchisee pursuant to the terms of Section 2.4 or 2.5 or revoked by the LFA as provided herein. The Franchisee shall memorialize

the Effective Date by notifying the LFA in writing of the same, which notification shall become a part of this Franchise.

2.4. *Termination Generally:* Notwithstanding any provision herein to the contrary, Franchisee may terminate this Agreement and all obligations hereunder at any time during the term of this Agreement for any reason, in Franchisee's sole discretion, upon one hundred eighty (180) days' written notice to the LFA.

2.5. *Modification/Termination Based on VSP Requirements:*

2.1.1. 2.5.1. If there is a change in federal, state, or local law that reduces any material financial and/or operational obligation that the LFA has required from or imposed upon a VSP, or if the LFA enters into any franchise, agreement, license, or grant of authorization to a VSP to provide Video Programming services to residential subscribers in the LFA with terms or conditions materially less burdensome than those imposed by this Franchise, Franchisee and the LFA shall, within sixty (60) days of the LFA's receipt of Franchisee's written notice, commence negotiations to modify this Franchise to create reasonable competitive equity between Franchisee and such other VSPs. Any modification of the Franchise pursuant to the terms of this section shall not trigger the requirements of Subpart 892-1 of the NY PSC rules and regulations.

2.5.2 Franchisee's notice pursuant to Section 2.5.1. shall specify the change in law and the resulting change in obligations. Franchisee shall respond to reasonable information requests from the LFA, as may be necessary to review the change in obligations resulting from the cited law.

2.5.3 In the event the parties do not reach mutually acceptable agreement on a modification requested by Franchisee, Franchisee shall, at any time and in its sole discretion, have the option of exercising any of the following actions:

2.2.a. Commence franchise renewal proceedings in accordance with 47 U.S.C. §546 with the Franchise term being accelerated, thus being deemed to expire thirty-six (36) months from the date of Franchisee's written notice to seek relief hereunder;

2.3.b. Terminate the franchise within two (2) years from notice to the LFA;

2.4.c. If agreed by both parties, submit the matter to commercial arbitration by a mutually-selected arbitrator in accordance with the rules of the American Arbitration Association; or

2.5.d. Submit the matter to mediation by a mutually-acceptable mediator.

2.6. *Grant Not Exclusive:* The Franchise and the rights granted herein to use and occupy the Public Rights-of-Way to provide Cable Services shall not be exclusive, and the LFA reserves the right to grant other franchises for similar uses or for other uses of the Public

Rights-of-Way, or any portions thereof, to any Person, or to make any such use itself, at any time during the term of this Franchise. Any such rights which are granted shall not adversely impact the authority as granted under this Franchise and shall not interfere with existing facilities of the Cable System or Franchisee's FTTP Network.

2.7. *Franchise Subject to Federal Law:* Notwithstanding any provision to the contrary herein, this Franchise is subject to and shall be governed by all applicable provisions of federal law as it may be amended, including but not limited to the Communications Act.

2.8. *No Waiver*:

2.8.1. The failure of the LFA on one or more occasions to exercise a right under this Franchise, the Cable Law, or other applicable state or federal law, or to require compliance or performance under this Franchise, shall not be deemed to constitute a waiver of such right or a waiver of compliance or performance of this Agreement, nor shall it excuse Franchisee from compliance or performance, unless such right or such compliance or performance has been specifically waived in writing.

2.8.2. The failure of the Franchisee on one or more occasions to exercise a right under this Franchise, the Cable Law, or other applicable state or federal law, or to require performance under this Franchise, shall not be deemed to constitute a waiver of such right or a waiver of performance of this Agreement, nor shall it excuse the LFA from performance, unless such right or such performance has been specifically waived in writing.

2.9. *Construction of Agreement:*

2.9.1. The provisions of this Franchise shall be liberally construed to effectuate their objectives.

2.9.2. Nothing herein shall be construed to limit the scope or applicability of Section 625 of the Communications Act, 47 U.S.C. § 545, as amended.

2.9.3. Should any change to state law, rules or regulations have the lawful effect of materially altering the terms and conditions of this Franchise, then the parties shall modify this Franchise to the mutual satisfaction of both parties to ameliorate the negative effects on the Franchisee of the material alteration. Any modification to this Franchise shall be in writing and shall be subject to Section 222 of the New York Public Service Law and Title 16, Chapter VIII, Part 892, Subpart 892-1, Section 892-1.4 of the Official Compilation of Codes, Rules and Regulations of the State of New York requiring application to the NY PSC and approval of any modification. If the parties cannot reach agreement on the above-referenced modification to the Franchise, then Franchisee may terminate this Agreement without further obligation to the LFA or, at Franchisee's option, the parties agree to submit the matter to binding arbitration in accordance with the commercial arbitration rules of the American Arbitration Association.

2.9.4. The LFA and the Franchisee each acknowledge that they have received independent legal advice in entering into this Agreement. In the event that a dispute arises over the meaning or application of any term(s) of this Agreement, such term(s) shall not be construed by the reference to any doctrine calling for ambiguities to be construed against the drafter of this Agreement.

2.8. *Police Powers*: The LFA shall not enact any local laws that are inconsistent with this Franchise, provided, however, that nothing in this Franchise shall be construed to prohibit the reasonable, necessary and lawful exercise of the police powers of the LFA in a manner not materially in conflict with the privileges granted in this Franchise and consistent with all federal and state laws, regulations and orders.

2.9. *Restoration of Municipal Property:* Any municipal property damaged or destroyed by Franchisee's employees or agents in connection with the installation, repair, or disconnection of Cable Service shall be promptly repaired or replaced by the Franchisee and restored to its pre-existing condition.

2.10. Restoration of Subscriber Premises: The Franchisee shall ensure that Subscriber premises are restored to pre-existing condition if damaged by the Franchisee's employees or agents in any respect in connection with the installation, repair, or disconnection of Cable Service.

2.11. Compliance with Federal and State Privacy Laws: Franchisee shall comply with the privacy provisions of Section 631 of the Communications Act and all other applicable federal and state privacy laws and regulations. The parties agree that, during the term hereof, Franchisee shall not be subject to any local laws or ordinances which conflict with such applicable federal and/or state privacy laws, or which would impose additional or distinct requirements upon Franchisee with respect to Subscriber privacy other than those which are expressly set forth in applicable federal and/or state privacy laws.

3. PROVISION OF CABLE SERVICE

Franchise Area: Subject to applicable law and the issuance of all necessary permits by the LFA, Franchisee shall offer Cable Service to all residential households of the Franchise Area and may make Cable Service available to businesses in the Franchise Area, except: (A) for periods of Force Majeure; (B) for periods of delay caused by the LFA; (C) for periods of delay resulting from Franchisee's inability to obtain authority to access rights-of-way in the Franchise Area; (D) in areas where developments or buildings are subject to claimed exclusive arrangements with other providers; (E) in areas, developments, buildings or other residential dwelling units where Franchisee cannot gain access after good faith efforts, including, but not limited to, circumstances where Franchisee cannot access the area, development, or building by using Franchisee's existing network pathways and which would thus require the construction of new trunk, feeder, or distribution lines in accordance with NY PSC rules and regulations; (F) in areas, developments, buildings or other residential dwelling units where the provision of Cable Service is economically infeasible because such provision requires nonstandard facilities which are not available on a commercially reasonable basis, in accordance with NY PSC rules and

regulations; (G) in residential dwelling units that are not habitable or have not been constructed as of the Effective Date; and (H) for Subscribers who fail to abide by Franchisee's terms and conditions of service. Franchisee shall have the right, but not the obligation, to extend the Cable System into other buildings in the territorial limits of the LFA which shall then become part of the Franchise Area.

3.2. *Availability of Cable Service:* Franchisee shall make Cable Service available to all residential dwelling units and may make Cable Service available to businesses within the Franchise Area in conformance with Section 3.1, and Franchisee shall not discriminate between or among any individuals in the availability of Cable Service or based upon the income of the residents in a local area. Within the Franchise Area, Franchisee shall be required to connect, at Franchisee's expense, other than a standard installation charge, all residential dwelling units that are within one hundred fifty (150) feet of aerial trunk or feeder lines not otherwise already served by Franchisee's FTTP Network. Franchisee shall be allowed to recover, from a Subscriber that requests such connection, the actual costs incurred for residential dwelling unit connections that exceed one hundred fifty (150) feet or are in an area with a density of less than twenty-five (25) occupied residential dwelling units per mile and the actual costs incurred to connect any non-residential dwelling unit Subscriber, provided, however, that Franchisee may seek a waiver of any requirement that it extend service to any party requesting the same in an area with a density of less than twenty-five (25) occupied residential dwelling units per mile if such would not be possible within the limitations of economic feasibility. For underground installations, Franchisee shall charge the Subscriber Franchisee's actual cost. Such cost shall be submitted to said Subscriber, in writing, before installation is begun.

3.3. *Cable Service to Public Buildings*: In accordance with applicable provisions of the FCC's 2019 Third Report and Order In the Matter of Implementation of Section 621 of the Cable Act (the "621 Order") and the decision on appeal by the Sixth Circuit Court of Appeals, within a reasonable period of time following the Effective Date, the Franchisee may provide written notice to the LFA regarding the manner and process by which the Franchisee shall implement the 621 Order's requirements regarding the provision of free or discounted Cable Service to public buildings under the franchise agreement. Subject to Section 3.1, if requested in writing by the LFA and within sixty (60) days following such request, Franchisee shall provide, within the Franchise Area, one service outlet activated for Basic Service to each public school and public library, and such other buildings used for municipal purposes as may be designated by the LFA as provided in **Exhibit A**. Franchisee may charge for such Basic Service in accordance with applicable law, which as of the Effective Date is Franchisee's marginal cost of providing such service. If it is necessary to extend Franchisee's aerial trunk or feeder lines more than one hundred fifty (150) feet solely to provide service to any such school or public building, the LFA shall have the option either of paying Franchisee's direct costs for such aerial extension in excess of one hundred fifty (100) feet, or of releasing Franchisee from the obligation to provide service to such school or public building. Furthermore, Franchisee shall be permitted to recover, from any school or public building owner entitled to service, the direct cost of installing, when requested to do so, more than one outlet, or concealed inside wiring, or a service outlet requiring more than one hundred fifty (150) feet of drop cable; provided, however, that Franchisee shall not charge for the provision of Basic

Service to the additional service outlets once installed unless Franchisee decides to charge marginal cost. For underground installations, Franchisee shall charge the recipient Franchisee's actual cost. Such cost shall be submitted to said recipient, in writing, before installation is begun. Cable Service may not be resold or otherwise used in contravention of Franchisee's rights with third parties respecting programming. Equipment provided by Franchisee, if any, shall be replaced at retail rates if lost, stolen or damaged. The parties hereto agree that the exercise of any conditional obligations set forth in this Section 3.3 shall not constitute a modification or amendment of the Franchise within the meaning of Subpart 892-1 of the NY PSC rules and regulations.

3.4 *Contribution in Aid:* Notwithstanding the foregoing, Franchisee shall comply at all times, with the requirements of Section 895.5 of the NY PSC rules and regulations.

4. SYSTEM FACILITIES

4.1. *Quality of Materials and Work:* Franchisee shall operate and maintain its System using materials of good and durable quality, and all work involved in the construction, installation, maintenance and repair of the Cable System shall be performed in a safe, thorough and reliable manner.

4.2. *System Characteristics:* The Cable System shall be operated as an active two-way plant for Subscriber interaction, if any, required for the selection or use of Cable Service using sufficient bandwidth with an initial digital carrier passband between 50 and 860 MHz and/or industry standard Open Systems Interconnection (OSI) model elements.

4.3. *Interconnection:* The Franchisee shall operate its Cable System so that it may be interconnected with other cable systems in the Franchise Area. Interconnection of systems may be made by direct cable connection, microwave link, satellite, or other appropriate methods.

4.4. *Emergency Alert System:* Franchisee shall comply with the Emergency Alert System ("EAS") requirements of the FCC and applicable state and local EAS Plans, in order that emergency messages may be distributed over the System.

4.5. *Parental Control:* The Franchisee shall comply with all applicable requirements of federal law(s) governing Subscribers' capability to control the reception of any channels being received on their television sets.

5. PEG SERVICES

5.1. *PEG Set Aside:*

5.1.1. In order to ensure universal availability of public, educational and government programming, Franchisee shall provide capacity on its Basic Service tier for up to one (1) dedicated Public Access Channel, one (1) dedicated Educational Access Channel, and up to one (1) dedicated Government Access Channel (collectively, "PEG Access Channels"),

5.1.2. The LFA hereby authorizes Franchisee to transmit PEG Access Channel programming within and without LFA jurisdictional boundaries. Franchisee specifically reserves the right to make or change PEG Access Channel assignments in its sole discretion. If a PEG Access Channel provided under this Article is not being utilized by the LFA, Franchisee may utilize such PEG Access Channel, in its sole discretion, until such time as the LFA elects to utilize the PEG Access Channel for its intended purpose. In the event that the LFA determines to use PEG capacity, the LFA shall provide Franchisee with prior written notice of such request in accordance with NY PSC rules and regulations.

5.1.3. Franchisee shall provide the technical ability to play back pre-recorded programming provided to Franchisee consistent with this Section. Franchisee shall transmit programming consistent with the dedicated uses of PEG Access Channels. Franchisee shall comply at all times with the requirements of Section 895.4 of the NY PSC rules and regulations.

5.2. *PEG Grant:*

5.3.1 Franchisee shall provide to the LFA a quarterly grant for use in support of the production of local PEG Access Channel programming in the amount of forty-five cents ($.45) per Subscriber per month (the "PEG Grant"). The amount of the PEG Grant shall be calculated by multiplying the total number of Subscribers per month in each month of the calendar quarter by forty-five cents ($.45), and adding those multiples together. Each PEG Grant payment shall become due and payable within forty-five (45) days following the end of each calendar quarter until the Franchise expires or is terminated by either party, including the final PEG Grant payment due after expiration or termination.

5.3.2 If at any time during the term of this Agreement, any other Cable Service provider(s) in the LFA cease(s) to provide cash grants to the LFA in support of the production of local PEG programming as may be required in the franchise agreement(s) between the LFA and such other Cable Service provider(s), then Franchisee's PEG Grant obligation shall cease. If such other Cable Service provider(s) subsequently resumes the payment of such cash grants as required in its franchise agreement, then Franchisee shall also resume payments of the PEG Grant. Equipment, services and other in-kind, non-monetary contributions to the LFA by such other Cable Service provider shall not count towards the cash grants referenced in the preceding sentence.

5.3.3 The PEG Grant shall be used solely by the LFA for PEG Access Channel equipment, including, but not limited to, studio and portable production equipment, editing equipment and program playback equipment, or for renovation or construction of PEG Access Channel facilities. The LFA and/or PEG Access Designee, as determined by the LFA, shall own all facilities and equipment purchased with the PEG Grant, and Franchisee shall have no obligation to maintain, repair, replace or insure any equipment or facilities purchased with the PEG Grant.

5.3.4. The LFA shall provide Franchisee with a complete accounting annually of the distribution of PEG Grant funds paid to the LFA pursuant to this Section.

5.3. *Indemnity for PEG*: The LFA shall require all local producers and users of any of the PEG facilities or Channels to agree in writing to authorize Franchisee to transmit programming consistent with this Agreement and to defend and hold harmless Franchisee and the LFA from and against any and all liability or other injury, including the reasonable cost of defending claims or litigation, arising from or in connection with claims for failure to comply with applicable federal laws, rules, regulations or other requirements of local, state or federal authorities; for claims of libel, slander, invasion of privacy, or the infringement of common law or statutory copyright; for unauthorized use of any trademark, trade name or service mark; for breach of contractual or other obligations owing to third parties by the producer or user; and for any other injury or damage in law or equity, which result from the use of a PEG facility or Channel. The LFA shall establish rules and regulations for use of PEG Access Channel facilities, consistent with, and as required by, 47 U.S.C. §531.

5.4. *Recovery of Costs:* To the extent permitted by federal law, the Franchisee shall be allowed to recover from Subscribers the costs of interconnection, the PEG Grant or any other costs arising from the provision of PEG Access Channel services and to include such costs as separately billed line items on each Subscriber's bill. Without limiting the forgoing, if allowed under state and federal laws, Franchisee may externalize, line-item, or otherwise pass-through interconnection and any franchise-related costs to Subscribers.

5.6. *No PEG Access Designee Rights*: The LFA and the Franchisee herein acknowledge and agree that any PEG Access Designee is not a party to this Franchise and that any provisions herein that may affect a PEG Access Designee are not intended to create any rights on behalf of any PEG Access Designee.

6. FRANCHISE FEES

6.1. *Payment to LFA:* Franchisee shall pay to the LFA a Franchise Fee of five percent (5%) of annual Gross Revenue (the "Franchise Fee"). In accordance with Title VI, the twelve (12) month period applicable under the Franchise for the computation of the Franchise Fee shall be a calendar year. Such payments shall be calculated on a quarterly basis and made no later than forty-five (45) days following the end of each calendar quarter. Specifically, payments shall be due and payable on or before May 15 (for the first quarter), August 15 (for the second quarter), November 15 (for the third quarter) and February 15 (for the fourth quarter of the previous calendar year). No acceptance of any payment shall be construed as an accord that the amount paid is the correct amount. Franchisee shall be allowed to submit or correct any payments that were incorrectly omitted, and shall be refunded any payments that were incorrectly submitted, in connection with the quarterly Franchise Fee remittances within ninety (90) days following the close of the calendar year for which such payments were applicable. Late payments for Franchise Fees shall be subject to interest at the then-current rate set forth in Section 5004 of the New York Civil Practice Law and Rules (which as of the date of execution of this Agreement is nine percent (9%) per annum) from the due date to the date that such payment is made.

6.2. *Supporting Information:* Each Franchise Fee payment shall be accompanied by a brief report prepared by a representative of Franchisee showing the basis for the computation.

6.3. *Audit:*

6.3.1 The LFA may conduct an audit related to the Franchise Fee payments required under this Agreement no more than once every three (3) years during the term. Any audit shall be initiated through written notice to Franchisee by the LFA, and the LFA or auditor employed by the LFA shall submit its complete request for records within one (1) month of the LFA providing written notice of an audit. Subject to the confidentiality provisions of Section 7.1, and execution of a non-disclosure agreement with an auditor directly employed by the LFA, all records necessary for an audit shall be made available in a timely manner by Franchisee to the LFA or its auditor for inspection at an office of Franchisee during Franchisee's regular business hours. The parties shall work cooperatively on an ongoing basis during the audit review if the LFA or its designated auditor identifies reasonable follow up requests to the extent necessary to complete the audit.

6.3.2 Any such audit conducted by the LFA or auditor employed by the LFA shall be completed in an expeditious and timely manner. If upon completion of the audit, the LFA does not make a claim for additional payments, then the LFA shall provide Franchisee with written documentation of closure of the audit within sixty (60) days of the completion of the audit. If the LFA or the auditor employed by the LFA does not have any open requests and does not provide written documentation of closure of audit, the audit will be deemed closed after 60 days of inactivity.

6.3.3 If the results of an audit indicate an overpayment or underpayment of Franchise Fees, as indicated in a report to be provided by the auditor to Franchisee, the parties agree that such overpayment or underpayment plus interest at the then-current rate set forth in Section 5004 of the New York Civil Practice Law and Rules (which as of the date of execution of this Agreement is nine percent (9%) per annum) per annum from the due date to the date the payment is made shall be returned to the proper party within sixty (60) days of written notice.

6.3.4 All audits conducted by an independent third party should be performed using Generally Accepted Auditing Standards promulgated by the Auditing Standards Board of the American Institute of Certified Public Accountants and who shall not be permitted to be compensated on a success-based formula, *e.g.*, payment based on an underpayment of fees, if any.

6.4. *Limitation on Franchise Fee Actions:* The parties agree that the period of limitation for recovery of any Franchise Fee payable hereunder shall be six (6) years from the date on which payment by Franchisee is due, but cannot exceed the date of records retention reflected in Section 7.

6.5. *Bundled Services:* If Cable Services subject to the Franchise Fee required under this Article 6 are provided to Subscribers in conjunction with Non-Cable Services, then the

calculation of Gross Revenue shall be adjusted, if needed, to include only the value of the Cable Services billed to Subscribers, as reflected on the books and records of Franchisee in accordance with FCC rules, regulations, standards or orders.

7. REPORTS AND RECORDS

7.1. *Open Books and Records:* Upon reasonable written notice to the Franchisee and with no less than thirty (30) business days written notice to the Franchisee, the LFA shall have the right to inspect Franchisee's books and records pertaining to Franchisee's provision of Cable Service in the Franchise Area during Franchisee's regular business hours at an office of the Franchisee and on a nondisruptive basis, as are reasonably necessary to ensure compliance with the terms of this Franchise. Such notice shall specifically reference the section or subsection of the Franchise which is under review, so that Franchisee may organize the necessary books and records for appropriate access by the LFA. Any such inspection by the LFA shall be completed in an expeditious and timely manner. Franchisee shall not be required to maintain any books and records for Franchise compliance purposes longer than three (3) years. Notwithstanding anything to the contrary set forth herein, Franchisee shall not be required to disclose information that it reasonably deems to be proprietary or confidential in nature, nor disclose any of its or an Affiliate's books and records not relating to the provision of Cable Service in the Franchise Area. The LFA shall treat any information disclosed by Franchisee as confidential and shall only disclose it to employees, representatives, and agents thereof who have a need to know, or in order to enforce the provisions hereof. Franchisee shall not be required to provide Subscriber information in violation of Section 631 of the Communications Act, 47 U.S.C. §551.

7.2. *Records Required*: Franchisee shall at all times maintain:

7.2.1. Records of all written complaints for a period of three (3) years after receipt by Franchisee. The term "complaint" as used herein refers to complaints about any aspect of the Cable System or Franchisee's cable operations, including, without limitation, complaints about employee courtesy. Complaints recorded will not be limited to complaints requiring an employee service call;

7.2.2. Records of outages for a period of three (3) years after occurrence, indicating date, duration, area, and the number of Subscribers affected, type of outage, and cause;

7.2.3. Records of service calls for repair and maintenance for a period of three (3) years after resolution by Franchisee, indicating the date and time service was required, the date of acknowledgment and date and time service was scheduled (if it was scheduled), and the date and time service was provided, and (if different) the date and time the problem was resolved;

7.2.4. Records of installation/reconnection and requests for service extension for a period of three (3) years after the request was fulfilled by Franchisee, indicating the date of request, date of acknowledgment, and the date and time service was extended; and

7.2.5. A map showing the area of coverage for the provisioning of Cable Services.

7.3. *System-Wide Statistics*: Any valid reporting requirement in the Franchise may be satisfied with system-wide statistics, except those related to Franchise Fees and consumer complaints.

8. INSURANCE AND INDEMNIFICATION

8.1. *Insurance:*

8.1.1. 8.1.1. Franchisee shall maintain in full force and effect, at its own cost and expense, during the term of this Franchise, the following insurance coverage:

8.1.2. 8.1.1.1. Commercial General Liability Insurance in the amount of twelve million dollars ($12,000,000) per occurrence for property damage and bodily injury and twelve million dollars ($12,000,000) general aggregate. Such insurance shall cover the construction, operation and maintenance of the Cable System, and the conduct of Franchisee's Cable Service business in the LFA**.**

8.1.3. 8.1.1.2. Automobile Liability Insurance in the amount of twelve million dollars ($12,000,000) combined single limit each accident for bodily injury and property damage coverage.

8.1.4. 8.1.1.3. Workers' Compensation Insurance meeting the statutory requirements of the State of New York and Employers' Liability Insurance in the following amounts: (A) Bodily Injury by Accident: $100,000; and (B) Bodily Injury by Disease-each employee: $100,000; $500,000 disease-policy limit.

8.1.2. The LFA shall be included as an additional insured as their interests may appear under this Franchise on the Commercial General Liability Insurance and Automobile Liability Insurance required herein.

8.1.3. Upon receipt of notice from its insurer(s), the Franchisee shall provide the LFA with thirty (30) days' prior written notice of cancellation of any required coverage.

8.1.4. Each of the required insurance policies shall be with insurers qualified to do business in the State of New York, with an A.M. Best Financial Strength rating of A- or better.

8.1.5. Upon written request, Franchisee shall deliver to the LFA Certificates of Insurance showing evidence of the required coverage.

8.2. *Indemnification*:

8.2.1. Franchisee agrees to indemnify the LFA, including its officers, boards, elected officials and employees for, and hold it harmless from, all liability, damage, cost or expense arising from claims of injury to persons or damage to property occasioned by reason of any conduct undertaken pursuant to the Franchise, or by reason of any suit or claim for royalties, programming license fees or infringement of patent rights arising out of Franchisee's provision of Cable Services over the Cable System other than PEG facilities and Channels, provided that the LFA shall give Franchisee timely written notice of a claim or action for which it seeks indemnification pursuant to this Subsection; and in any event the LFA shall provide Franchisee with such written notice within a period of time that allows Franchisee to take action to avoid entry of a default judgment and does not prejudice Franchisee's ability to defend the claim or action. Notwithstanding the foregoing, Franchisee shall not indemnify the LFA for any damages, liability or claims resulting from the willful misconduct or negligence of the LFA, its officers, agents, employees, attorneys, consultants, independent contractors or third parties or for any activity or function conducted by any Person other than Franchisee in connection with PEG Access or EAS.

8.2.2. With respect to Franchisee's indemnity obligations set forth in Subsection 8.2.1, Franchisee shall provide the defense of any claims brought against the LFA by selecting counsel of Franchisee's choice to defend the claim, subject to the consent of the LFA, which shall not be unreasonably withheld. Nothing herein shall be deemed to prevent the LFA from cooperating with the Franchisee and participating in the defense of any litigation by its own counsel at its own cost and expense, provided however, that after consultation with the LFA, Franchisee shall have the right to defend, settle or compromise any claim or action arising hereunder, and Franchisee shall have the authority to decide the appropriateness and the amount of any such settlement. In the event that the terms of any such proposed settlement includes the release of the LFA and the LFA does not consent to the terms of any such settlement or compromise, Franchisee shall not settle the claim or action but its obligation to indemnify the LFA shall in no event exceed the amount of such settlement.

8.2.3. The LFA shall hold harmless and defend Franchisee from and against and shall be responsible for damages, liability or claims resulting from or arising out of the willful misconduct or negligence of the LFA.

8.2.4. The LFA shall be responsible for its own acts of willful misconduct, negligence, or breach, subject to any and all defenses and limitations of liability provided by law. The Franchisee shall not be required to indemnify the LFA for acts of the LFA which constitute willful misconduct or negligence on the part of the LFA, its officers, employees, agents, attorneys, consultants, independent contractors or third parties.

9. TRANSFER OF THE FRANCHISE

9.1. Subject to Section 617 of the Communications Act, 47 U.S.C. § 537, as amended, no Transfer of the Franchise shall occur without the prior consent of the LFA, provided that such consent shall not be unreasonably withheld, delayed or conditioned. In considering an application for the Transfer of the Franchise, the LFA may consider the applicant's: (i) technical ability; (ii) financial ability; (iii) good character; and (iv) other

qualifications necessary to continue to operate the Cable System consistent with the terms of the Franchise. No such consent shall be required, however, for a transfer in trust, by mortgage, by other hypothecation, by assignment of any rights, title, or interest of the Franchisee in the Franchise or Cable System in order to secure indebtedness, or for transactions otherwise excluded under the definition of *Transfer of the Franchise* above.

10. RENEWAL OF FRANCHISE

10.1. *Governing Law:* The LFA and Franchisee agree that any proceedings undertaken by the LFA that relate to the renewal of this Franchise shall be governed by and comply with the provisions of Section 12.12 below, the Cable Law and Section 626 of the Communications Act, 47 U.S.C. § 546, as amended.

10.2. *Needs Assessment:* In addition to the procedures set forth in Section 626 of the Communications Act, the LFA shall notify Franchisee of all of its assessments regarding the identity of future cable-related community needs and interests, as well as the past performance of Franchisee under the then current Franchise term. Such assessments shall be provided to Franchisee by the LFA promptly so that Franchisee will have adequate time to submit a proposal under 47 U.S.C. § 546 and complete renewal of the Franchise prior to expiration of its term.

10.3. *Informal Negotiations:* Notwithstanding anything to the contrary set forth herein, Franchisee and the LFA agree that at any time during the term of the then current Franchise, while affording the public appropriate notice and opportunity to comment, the LFA and Franchisee may agree to undertake and finalize informal negotiations regarding renewal of the then current Franchise and the LFA may grant a renewal thereof.

10.4. *Consistent Terms:* Franchisee and the LFA consider the terms set forth in this Article 10 to be consistent with the express provisions of 47 U.S.C. § 546 and the Cable Law.

11. ENFORCEMENT AND TERMINATION OF FRANCHISE

11.1. *Notice of Violation*: If at any time the LFA believes that Franchisee has not complied with the terms of the Franchise, the LFA shall informally discuss the matter with Franchisee. If these discussions do not lead to resolution of the problem in a reasonable time, the LFA shall then notify Franchisee in writing of the exact nature of the alleged noncompliance in a reasonable time (for purposes of this Article, the "Noncompliance Notice").

11.2. *Franchisee's Right to Cure or Respond:* Franchisee shall have sixty (60) days from receipt of the Noncompliance Notice to: (i) respond to the LFA, if Franchisee contests (in whole or in part) the assertion of noncompliance; (ii) cure such noncompliance; or (iii) in the event that, by its nature, such noncompliance cannot be cured within such sixty (60) day period, initiate reasonable steps to remedy such noncompliance, and notify the LFA of the steps being taken and the date by which Franchisee projects that it will complete cure of such noncompliance. Upon cure of any noncompliance, the LFA shall provide written confirmation that such cure has been effected.

11.3. *Public Hearing:* The LFA shall schedule a public hearing if the LFA seeks to continue its investigation into the alleged noncompliance (i) if Franchisee fails to respond to the Noncompliance Notice pursuant to the procedures required by this Article, or (ii) if Franchisee has not remedied the alleged noncompliance within sixty (60) days or the date projected pursuant to Section 11.2(iii) above. The LFA shall provide Franchisee at least sixty (60) business days prior written notice of such public hearing, which will specify the time, place and purpose of such public hearing, and provide Franchisee the opportunity to be heard.

11.3. *Enforcement*: Subject to Section 12.12 below and applicable federal and state law, in the event the LFA, after the public hearing set forth in Section 11.3 determines that Franchisee is in default of any provision of this Franchise, the LFA may:

11.4.1 Seek specific performance of any provision, which reasonably lends itself to such remedy, as an alternative to damages; or

11.4.2 Commence an action at law for monetary damages or seek other equitable relief; or

11.4.3 In the case of a substantial noncompliance with a material provision of this Franchise, seek to revoke the Franchise in accordance with Section 11.5.

11.5. *Revocation*: Should the LFA seek to revoke this Franchise after following the procedures set forth above in this Article, including the public hearing described in Section 11.3, the LFA shall give written notice to Franchisee of such intent. The notice shall set forth the specific nature of the noncompliance. The Franchisee shall have ninety (90) days from receipt of such notice to object in writing and to state its reasons for such objection. In the event the LFA has not received a satisfactory response from Franchisee, it may then seek termination of the Franchise at a second public hearing. The LFA shall cause to be served upon the Franchisee, at least thirty (30) business days prior to such public hearing, a written notice specifying the time and place of such hearing and stating its intent to revoke the Franchise.

11.5.1. At the designated public hearing, Franchisee shall be provided a fair opportunity for full participation, including the rights to be represented by legal counsel, to introduce relevant evidence, to require the production of evidence, to compel the relevant testimony of the officials, agents, employees or consultants of the LFA, to compel the testimony of other persons as permitted by law, and to question and/or cross examine witnesses. A complete verbatim record and transcript shall be made of such hearing.

11.5.2. Following the second public hearing, Franchisee shall be provided up to thirty (30) days to submit its proposed findings and conclusions to the LFA in writing and thereafter the LFA shall determine: (i) whether an event of default has occurred under this Franchise; (ii) whether such event of default is excusable; and (iii) whether such event of default has been cured or will be cured by the Franchisee. The LFA shall also determine whether it will revoke the Franchise based on the information presented, or, where applicable, grant additional time to the Franchisee to effect any cure. If the LFA determines that it will revoke the Franchise, the LFA shall promptly provide Franchisee with a written determination setting forth the LFA's

reasoning for such revocation. Franchisee may appeal such written determination of the LFA to an appropriate court, which shall have the power to review the decision of the LFA de novo. Franchisee shall be entitled to such relief as the court finds appropriate. Such appeal must be taken within sixty (60) days of Franchisee's receipt of the written determination of the LFA.

11.5.3. The LFA may, at its sole discretion, take any lawful action that it deems appropriate to enforce the LFA's rights under the Franchise in lieu of revocation of the Franchise.

11.6. *Abandonment of Service*: Franchisee shall not abandon any Cable Service or portion thereof without the LFA's prior written consent as provided in the Cable Law. Notwithstanding the foregoing, the parties agree that if Franchisee invokes Section 2.4 of the Franchise (*Termination Generally*) and a timely written termination notice is provided, the LFA's prior written consent is considered granted.

12. MISCELLANEOUS PROVISIONS

12.1. *Actions of Parties*: In any action by the LFA or Franchisee that is mandated or permitted under the terms hereof, such party shall act in a reasonable, expeditious, and timely manner. Furthermore, in any instance where approval or consent is required under the terms hereof, such approval or consent shall not be unreasonably withheld, delayed or conditioned.

12.2. *Binding Acceptance*: This Agreement shall bind and benefit the parties hereto and their respective receivers, trustees, successors and assigns, and the promises and obligations herein shall survive the expiration date hereof.

12.3. *Preemption:* In the event that federal or state law, rules, or regulations preempt a provision or limit the enforceability of a provision of this Agreement, the provision shall be read to be preempted to the extent, and for the time, but only to the extent and for the time, required by law. In the event such federal or state law, rule or regulation is subsequently repealed, rescinded, amended or otherwise changed so that the provision hereof that had been preempted is no longer preempted, such provision shall thereupon return to full force and effect, and shall thereafter be binding on the parties hereto, without the requirement of further action on the part of the LFA.

12.4. *Force Majeure:* Franchisee shall not be held in default under, or in noncompliance with, the provisions of the Franchise, nor suffer any enforcement or penalty relating to noncompliance or default, where such noncompliance or alleged defaults occurred or were caused by a Force Majeure. Furthermore, the parties hereby agree that it is not the LFA's intention to subject Franchisee to penalties, fines, forfeitures or revocation of the Franchise for violations of the Franchise where the violation was a good faith error that resulted in no or minimal negative impact on Subscribers, or where strict performance would result in practical difficulties and hardship being placed upon Franchisee that outweigh the benefit to be derived by the LFA and/or Subscribers.

12.5. *Delivery of Payments:* Franchisee may use electronic funds transfer to make any payments to the LFA required under this Agreement.

12.6. *Notices:* Unless otherwise expressly stated herein, notices required under the Franchise shall be mailed first class, postage prepaid, to the addressees below. Each party may change its designee by providing written notice to the other party. Notwithstanding anything herein to the contrary, all regulatory channel and rate notices from Franchisee to the LFA may be served electronically upon the LFA, instead of by first class mail as described above, to cityofbeacon@beaconny.gov and cityclerk@beaconny.gov, or such other email address(es) provided by the LFA.

12.1.1. Notices to Franchisee shall be to:

Verizon
1 Verizon Way
Basking Ridge, NJ 07920
Attention: Sarah E. Lyzak, VP and Deputy General Counsel

With a copy to:

Verizon
111 Main Street
White Plains, NY 10601
Attention: Pamela Goldstein, Associate General Counsel

12.1.2.

12.1.3. Notices to the LFA shall be to:

City Administrator
City of Beacon
1 Municipal Plaza
Beacon, NY 12508

12.7. *Entire Agreement*: This Franchise and the Exhibit hereto constitute the entire agreement between Franchisee and the LFA and supersede all prior or contemporaneous agreements, representations or understandings (whether written or oral) of the parties regarding the subject matter hereof. Any local laws or parts of local laws that materially conflict with the provisions of this Agreement are superseded by this Agreement.

12.8. *Amendments and Modifications*: Amendments and/or modifications to this Franchise shall be mutually agreed to in writing by the parties and subject to the approval of the NY PSC, pursuant to the Cable Law, except as provided herein.

12.9. *Captions:* The captions and headings of articles and sections throughout this Agreement are intended solely to facilitate reading and reference to the articles, sections and

provisions of this Agreement. Such captions shall not affect the meaning or interpretation of this Agreement.

12.10. *Severability*: If any section, subsection, sub-subsection, sentence, paragraph, term, or provision hereof is determined to be illegal, invalid, or unconstitutional by any court of competent jurisdiction or by any state or federal regulatory authority having jurisdiction thereof, such determination shall have no effect on the validity of any other section, subsection, sentence, paragraph, term or provision hereof, all of which will remain in full force and effect for the term of the Franchise.

12.11. *Recitals:* The recitals set forth in this Agreement are incorporated into the body of this Agreement as if they had been originally set forth herein.

12.12. *FTTP Network Transfer Prohibition*: Under no circumstance including, without limitation, upon expiration, revocation, termination, denial of renewal of the Franchise or any other action to forbid or disallow Franchisee from providing Cable Services, shall Franchisee or its assignees be required to sell any right, title, interest, use or control of any portion of Franchisee's FTTP Network including, without limitation, the Cable System and any capacity used for Cable Service or otherwise, to the LFA or any third party. Franchisee shall not be required to remove the FTTP Network or to relocate the FTTP Network or any portion thereof as a result of revocation, expiration, termination, denial of renewal or any other action to forbid or disallow Franchisee from providing Cable Services. This provision is not intended to contravene leased access requirements under Title VI or PEG requirements set out in this Agreement.

12.13. *NY PSC Approval*: This Franchise is subject to the approval of the NY PSC. Franchisee shall file an application for such approval with the NY PSC within sixty (60) days after the date hereof. Franchisee shall also file any necessary notices with the FCC.

12.14. *Rates and Charges:* The rates and charges for Cable Service provided pursuant to this Franchise shall be subject to regulation in accordance with federal law.

12.15. *Publishing Information:* LFA hereby requests that Franchisee omit publishing information specified in 47 C.F.R. § 76.952 from Subscriber bills.

12.16. *Employment Practices:* Franchisee will not refuse to hire, nor will it bar or discharge from employment, nor discriminate against any person in compensation or in terms, conditions, or privileges of employment because of age, race, creed, color, national origin, or sex.

12.17. *Identification of Franchisee's Employees & Contractors:* The Franchisee shall require all Franchisee personnel, contractors and subcontractors contacting Subscribers or potential Subscribers at the homes of such Subscribers or potential Subscribers to wear a clearly visible identification card bearing their name and photograph.

12.18. *Customer Service:* Franchisee shall comply with the consumer protection and customer service standards set forth in Parts 890 and 896 of the NY PSC rules and regulations.

12.19. *No Third-Party Beneficiaries:* Except as expressly provided in this Agreement, this Agreement is not intended to, and does not, create any rights or benefits on behalf of any Person other than the parties to this Agreement.

12.20. *LFA Official*: The City Administrator of the LFA is the LFA official that is responsible for the continuing administration of this Agreement.

12.21. *No Waiver of LFA's Rights:* Notwithstanding anything to the contrary in this Agreement, no provision of this Agreement shall be construed as a waiver of the LFA's rights under applicable federal and state law.

12.22. *Counterparts:* This Agreement may be executed in counterparts, each of which shall be deemed an original and all of which together shall constitute one and the same instrument. Further, this Agreement may be executed by facsimile, email, electronic signature or other electronic means, and so executed shall have the full force and legal effect as an executed original of this Agreement.

[Signature Page Follows]

AGREED TO THIS ____ DAY OF _____, 2026.

City of Beacon:

By: _____
Lee Kyriacou, Mayor

Verizon New York Inc.

By: _____
Eugene Barrins, Vice President –
Network Engineering & Operations

EXHIBIT A
FRANCHISE AREA

A map depicting the Franchise Area for purpose of illustration is below. Construction of the Franchisee's FTTP Network has been completed to 100% of current households in the Franchise Area and will be at 100% through the term of the Agreement.

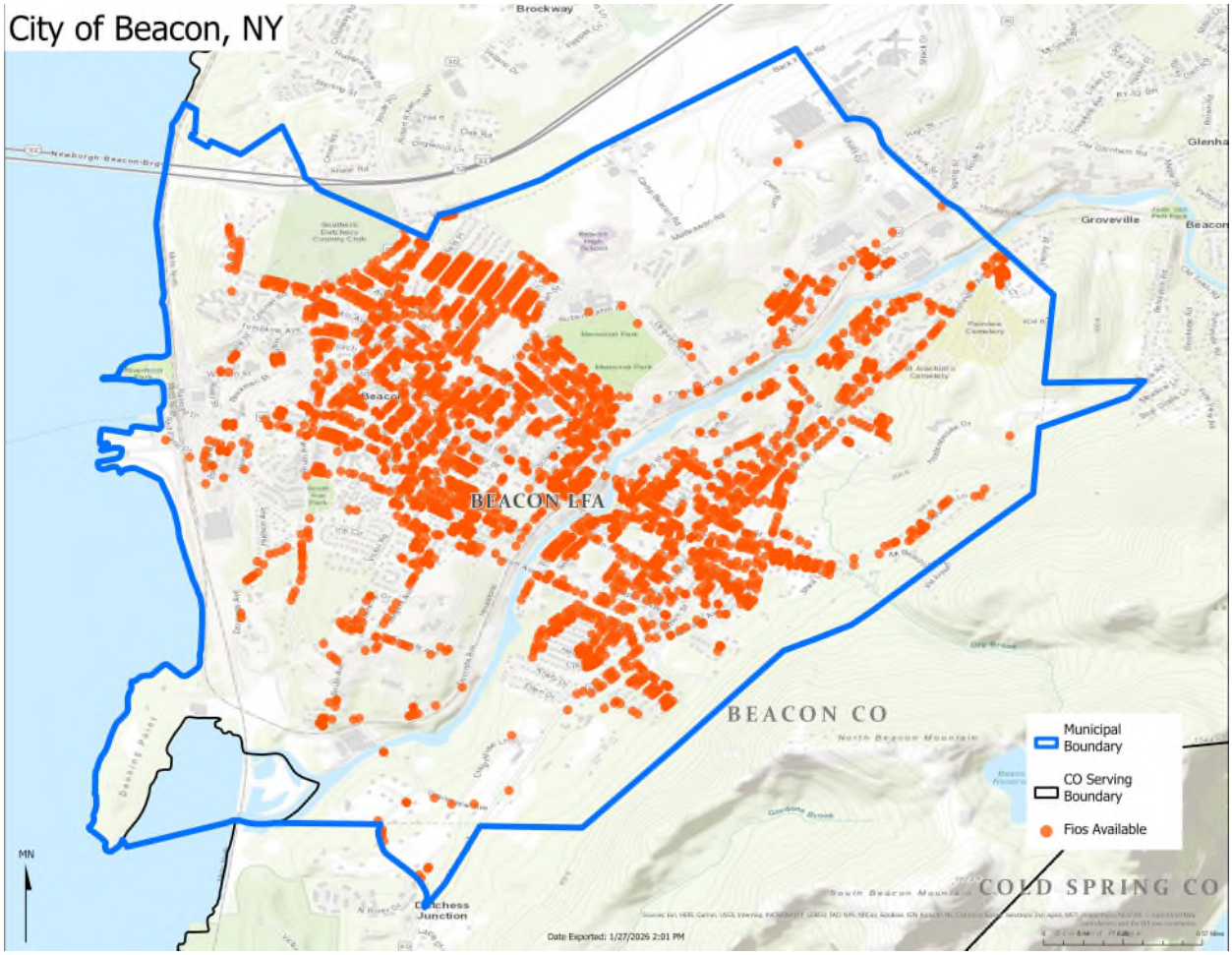

EXHIBIT B

MUNICIPAL BUILDINGS TO BE PROVIDED CABLE SERVICE SUBJECT TO SECTION 3.3

(all in Beacon, NY 12508)

City Hall, One Municipal Plaza

Beacon Transfer Station, 90 Dennings Avenue

Beacon Water & Sewer Dept., 4 70 Liberty Street

Beacon Fire Department, 1140 Wolcott Avenue

Beacon Volunteer Ambulance Corp., One Arquilla Drive

Beacon Board of Education**,** 10 Education Drive

Rombout Middle School, 84 Matteawan Road

J.V. Forrestal Elementary School, 125 Liberty Street

Sargent Elementary School, 29 Education Drive

South Avenue Elementary School, 60 South Avenue

Glenham Elementary School, 20 Chase Road

Howland Public Library, 3 13 Main Street

Beacon Recreation Center, 23 West Center Street

Beacon Highway Facility, 30 Camp Beacon Drive

Beacon High School, 101 Matteawan Road

Title:

Resolution No. 50 - Supporting the Designation of the Harriet Tubman Underground Railroad New York Scenic Byway

ATTACHMENTS

Resolution Supporting the Designation of the Harriet Tubman Underground Railroad New York Scenic Byway

Harriet Tubman Underground Railroad Byway Corridor Management Plan (2026)

CITY OF BEACON
CITY COUNCIL

RESOLUTION NO. 50 OF 2026

SUPPORTING THE DESIGNATION OF THE HARRIET TUBMAN UNDERGROUND RAILROAD NEW YORK SCENIC BYWAY

WHEREAS, the historic qualities of the Harriet Tubman Underground Railroad New York Scenic Byway, as described in the corridor management plan, and the surrounding areas have been appreciated and celebrated for over a century by the residents of New York State, as well as tourists, historians, artists, authors, and other visitors to the region; and it is this unique combination of the journeys of Harriet Tubman and those Freedom Seekers who traveled on the Underground Railroad that create the special sense of place that is vital in telling the New York story of the human desire for freedom and the historic sites they utilized during their journey to emancipation;

WHEREAS, the Steering Committee of the Harriet Tubman Underground Railroad New York Scenic Byway, composed of representatives of 22 municipalities along the proposed scenic byway route, committed to working cooperatively to protect and promote the historic, scenic, recreational, and economic well-being of the 550-mile Corridor throughout the state and agreed to pursue the nomination of the Harriet Tubman Underground Railroad New York Scenic Byway; and

WHEREAS, under the leadership of the Harriet Tubman Underground Railroad New York Scenic Byway Steering Committee, each of the 22 counties contributed to the development of this corridor management plan by encouraging public participation, confirming the vision and goals, and leading individual meetings of the Collaborative; and

WHEREAS, the Steering Committee of the Harriet Tubman Underground Railroad New York Scenic Byway, consisting of relatives of Harriet Tubman, descendants of Freedom Seekers, Harriet Tubman and/or Underground Railroad historians, representatives from state and federal agencies, has strengthened the historic integrity, representation, and the principles of the corridor management plan; and

WHEREAS, in the process of developing this corridor management plan, the Harriet Tubman Underground Railroad New York Scenic Byway Steering Committee has strengthened the bonds of inter-municipal cooperation, and the involved entities envision further benefit through scenic byway designation including sustained collaborative progress, increased funding opportunities for recommendations identified in the plan, enhanced partnerships with agencies responsible for the stewardship of resources along and adjacent to the byway route, and an improved visitor experience that interprets and promotes the corridor's intrinsic qualities and resources; and

NOW THEREFORE, BE IT RESOLVED, that the City Council of Beacon supports the designation of the Harriet Tubman Underground Railroad New York Scenic Byway which includes programs for stewardship and enhancement of the historic scenic byway and guidance to manage future activities along its corridor; and

BE IT FURTHER RESOLVED, that the City Council of Beacon supports the continued examination of future Byway programs, economic development, marketing, and collaboration with interested entities to explore opportunities for cooperation to realize the Scenic Byway goals.

Resolution No. 50 of 2026		**Date: June 1, 2026**					
□ **Amendments**						□ **2/3 Required**	
□ **On roll call**						□ **3/4 Required**	
Motion	Second	Council Member	Yes	No	Abstain	Reason	Absent
		Paloma Wake					
		Amber Grant					
		Lastar Gorton					
		Zack Smith					
		Sergei Krasikov					
		Carolyn Glauda					
		Mayor Lee Kyriacou					
		Motion Carried					

Harriet Tubman Underground Railroad New York Byway

UPDATED

Corridor Management Plan 2026-2036

November 20, 2025

ACKNOWLEDGMENTS

We acknowledge that New York State is the ancestral, unceded, and traditional territory of the Haudenosaunee, Shinnecock, Lenape, and other Indigenous communities who have been the original caretakers of this land for countless generations.

The development of this Corridor Management Plan is made possible through a New York State Economic Development Administration Tourism Partner Sub-Awards Grant.

Special appreciation is extended to the Underground Railroad Consortium of New York State (URCNYS) for the network's leadership and ongoing commitment of time, energy, and resources to expand and bring this important story to communities and visitors. Appreciation is also given to the Niagara Falls National Heritage Area and the Cayuga County Office of Tourism for their contributions of both financial and human resources to engage stakeholders in the byway process and facilitate the creation of this document.

EXECUTIVE SUMMARY

Born into enslavement, Harriet Tubman journeyed through New York several times seeking freedom. She eventually chose New York as her home, as did many other freedom seekers. Abolitionists and other Underground Railroad agents committed their lives to helping individuals escape enslavement.

The first phase of the Harriet Tubman Underground Railroad New York Byway encompasses 176.76 miles and links 22 places of significant association with Harriet Tubman, the Underground Railroad, or freedom seekers. The byway begins at the City of Auburn in Cayuga County and continues from Seneca County through Ontario, Wayne, Monroe, Orleans, Niagara, and Erie Counties before reaching its western terminus in Niagara Falls in Niagara County.

The historic quality of the Harriet Tubman Underground Railroad New York Byway (Phase 1) is evidenced at several nationally recognized locations including the U.S. Department of the Interior's designation of the Harriet Tubman National Historical Park in the City of Auburn, two National Historic Landmarks (William H. Seward House in the City of Auburn and the Erie Canal/New York State Barge Canal in Erie and Wayne Counties), and three sites listed on the National Register of Historic Places (1816 Farmington Quaker Meetinghouse in Ontario County, Mount Hope Cemetery in Rochester/Monroe County, and the Michigan Street Baptist Church in Buffalo/Erie County).

The National Park Service (NPS) has also featured the Niagara Falls Underground Railroad Heritage Center in the City of Niagara Falls on its "Travel with Tubman" program[1] and 14 other sites on the NPS National Underground Network to Freedom program.[2] These sites further demonstrate the historic significance of Phase 1 of the Harriet Tubman Underground Railroad New York Byway and provide unique experiences for travelers along the route.

The eight counties where Phase 1 of the Harriet Tubman Underground Railroad New York Byway traverses already attract visitors to the region. The designation of Phase 1 of this historic byway generates an opportunity to expand visitation and spending from key markets, including individuals and families of African descent, Cultural Heritage Travelers, Domestic and International Leisure Travelers, School Groups, and traditional Scenic Byway Visitors.

The July 2025 *American Travel Sentiment Study* on Road Trip Travel reports that, despite concern about rising gas prices, half (56%) of travelers have spent at least one night following a touring route or scenic/historic highway in the last five years. The top three interests while on touring routes are great local restaurants, cafes, and dining (40%);

[1] Travel with Tubman Program, National Park Service, https://www.nps.gov/articles/000/travel-with-tubman.htm
[2] National Underground Network to Freedom Act, Public Law 105-203 (July 21, 1998), https://www.congress.gov/105/plaws/publ203/PLAW-105publ203.pdf

wonderful outdoor scenery (40%) and historical sites/attractions (36%). *Source: American Travel Sentiment Study Wave 98, Longwoods International.*

Additionally, the byway can lure visitors to lesser-known but historically significant sites where they can learn more about Harriet Tubman, Underground Railroad agents, and freedom seekers in New York. The byway will also serve as a connector to African American neighborhoods, businesses, and other visitor services, encouraging travelers to linger longer (and spend more) in communities along the route. As needed and appropriate, additional interpretation – in the form of kiosks, exhibits, events, or experience centers – will enhance the visitor experience by connecting the traveler with the byway's historical significance. Recreational activities along the byway, such as the Empire State Trail and Erie Canal, further expand the diversity of experiences available to visitors.

Stewardship of the byway and its significant resources is paramount to maintaining its historic integrity for current and future generations. Therefore, conservation and preservation strategies will be a priority for the byway organization and its stakeholders. Several organizations already support segments of the byway through the "Adopt-a-Highway" program, and a key priority is to expand this program to all segments of the byway.

Marketing is essential for increasing awareness of the Harriet Tubman Underground Railroad New York Byway, especially since the route will be designated in phases. During Phase 1, marketing will focus on foundational elements such as branded signage along the route, promotional materials (website, brochures, and on-site decals) to help visitors and residents become aware of the byway and encourage their engagement with historic sites, businesses, and communities. Additionally, the marketing efforts will help spur interest in the designation of Phase 2, culminating in a New York byway focusing on Harriet Tubman and the Underground Railroad from the New Jersey border to Canada.

VISION OF THE

HARRIET TUBMAN UNDERGROUND RAILROAD NEW YORK BYWAY

As a vehicle for education, preservation, and economic growth, the Harriet Tubman Underground Railroad New York Byway fosters community pride, enhances residents' quality of life, preserves its historic and natural assets, inspires visitors to be agents of change, and elevates the authentic stories of Freedom Seekers on their journey to Freedom by providing exceptional and inclusive experiences along its eventual border-to-border route.

TAGLINE: Sharing Authentic Stories of Harriet Tubman, the Underground Railroad, and Freedom Seekers in New York.

The 100+ volunteers involved in the development of this Corridor Management Plan included leadership from the Underground Railroad Consortium of New York State, descendants of Freedom Seekers and relatives of Harriet Tubman, state and federal government agencies, historical associations and historians, historic sites managers, heritage areas, tourism promotion agencies, and other local

stakeholders. The Steering Committee crafted five goals to prioritize tasks and produce desired outcomes. The group also devised an organizational structure and identified potential financial and human resources to implement Phase 1 of the Corridor Management Plan and designate the remaining sections of the byway (Phase 2) to create a border-to-border route in 2027. The Harriet Tubman Underground Railroad New York Byway represents a unique educational and economic opportunity for the state to showcase its distinctive connection to an important era of American history.

ACRONYMS

CMP	Corridor Management Plan
DMO	Destination Marketing Organization
HTURB	Harriet Tubman Underground Railroad Byway
NHA	National Heritage Area
NPS	National Park Service
NTF	Network to Freedom (National Park Service Program)
NYSTIA	New York State Tourism Industry Association
TPA	Tourism Promotion Agency
URCNYS	Underground Railroad Consortium of New York State

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    c. Statewide Map showing Byway related to other State Byways
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The Byway Foundation

INTRODUCTION

The Harriet Tubman Underground Railroad New York Byway (HTURB) is an initiative of the Underground Railroad Consortium of New York State (URCNYS) that will connect resources (historic sites, canal ways, rivers, railways, and other pathways) related to the Underground Railroad and Harriet Tubman, including some URCNYS sites and sites that showcase freedom seekers' journeys through New York state, as a series of thematic heritage tourism experiences. This byway's primary intrinsic quality is demonstrated by its significant *historic* integrity, particularly evidenced at the National Park Service's designated "Travel with Tubman" and "Network to Freedom" sites in New York.

PHASE 1: Initially, the Byway Steering Committee is seeking designation for two segments spanning eight counties, totalling 176.76 miles, with 22 documented resources demonstrating the significance of Harriet Tubman and the Underground Railroad in New York.

PHASE 2: Upon designation, the byway organization will focus on securing resolutions of support from the remaining jurisdictions so the byway will be a contiguous border-to-border route between New York City and Niagara Falls, ending at the location where many Freedom Seekers, including Harriet Tubman, crossed the international border to freedom in Canada. It is hoped that the entire border-to-border byway can be designated as a contiguous route by 2027.

The Harriet Tubman Underground Railroad New York Byway's goal is to serve as the northern connector for a multi-state/nationally designated byway from Dorchester County, Maryland (Harriet Tubman's birthplace) to St. Catharines, Ontario, in Canada (Harriet Tubman's destination for freedom seekers). The byway will ultimately connect with other state byways (the proposed New Jersey Harriet Tubman Underground Railroad Byway, the existing Pennsylvania Harriet Tubman Underground Railroad Byway/ Brandywine Valley National Scenic Byway, Delaware's 98-mile Harriet Tubman Underground Railroad Byway, and the existing 125-mile Maryland Harriet Tubman Underground Railroad Scenic Byway and All-American Road to provide a continuous multi-state route.

If the national byway designation process reopens for applications, the Harriet Tubman Underground Railroad New York State Byway organization will work collaboratively with other states to secure designation of the multi-state route as an All-American Road by the Federal Highway Administration, U.S. Department of Transportation. Because of its proximity to the Empire State Trail (a multi-use trail), the Erie Canal, and other waterways or bodies of water (such as the Finger Lakes, Lake Erie, Lake Ontario, and the Hudson River), the Harriet Tubman Underground Railroad New York Byway will enhance its designation significance through recognition of its recreational integrity (the second intrinsic quality required for future designation as a National Byway and All-American Road).

THE BYWAY'S ORIGINS

Numerous sites and organizations associated with the Underground Railroad in New York have worked tirelessly over the last several decades to educate individuals and raise awareness about this important part of our country's history. The Underground Railroad Consortium of New York State (URCNYS), a non-profit coalition founded in 2015, is the nominating entity for the proposed Harriet Tubman Underground Railroad New York Byway. URCNYS is dedicated to preserving and promoting New York State's pivotal role in the Underground Railroad and the broader struggle to end enslavement.

Since its inception, URCNYS has sought to support organizations that promote and share the history of the Underground Railroad and freedom seekers across the state. In 2022, it formed the Harriet Tubman Byway Committee to manage a grant from the New York State Economic Development Administration to establish a cohesive history trail connecting Underground Railroad sites. URCNYS received a $519,500 New York State Economic Development Administration (EDA) Post-COVID Tourism Partner Sub-Awards Grant to fund the CMP creation and secure community/ jurisdiction support for the byway. Inspired by similar byways in Maryland and Delaware, the grant aimed to connect Underground Railroad sites with other regional tourism opportunities. The byway strengthens the existing network of historical resources and elevates educational opportunities for travelers to and within New York. The grant permitted the hiring of a byway coordinator in 2023, and contractors to assist with the CMP development. It also funded other URCNYS general marketing initiatives.

The stakeholders involved in the development of the CMP include various groups and individuals:

- ⇒ 42 Members of the Steering Committee representing 16 jurisdictions and state organizations
- ⇒ 20 Committee Members to create the CMP components
- ⇒ Over 75 Advocates/Ambassadors assisting with securing 106 Resolutions of Support (63 jurisdictions for Phase 1 and 43 jurisdictions in Phase 2) for the byway designation.

A complete list of these individuals and organizations is available in *Appendix 1*. Additionally, 128 "Letters of Support" from Individuals, Organizations, and Businesses in 31 jurisdictions in 22 counties were secured. Copies of these letters are available in *Appendix 2*. Copies of the jurisdictions' Resolutions of Support for the Harriet Tubman Underground Railroad New York Byway are provided in *Appendix 3*.

1. Byway Vision, Goals & Objectives

Vision Statement

As a vehicle for education, preservation, and economic growth, the Harriet Tubman Underground Railroad New York Byway fosters community pride, enhances residents' quality of life, preserves its historic and natural assets, inspires visitors to be agents of change, and elevates the authentic stories of Freedom Seekers on their journey to Freedom by providing exceptional and inclusive experiences along its eventual border-to-border route.

TAGLINE: Sharing Authentic Stories of Harriet Tubman, the Underground Railroad, and Freedom Seekers in New York.

Byway Goals & Objectives

GOAL 1: IDENTIFY AND DOCUMENT INFORMATION ABOUT HARRIET TUBMAN, THE UNDERGROUND RAILROAD AGENTS, AND FREEDOM SEEKERS

⇒ Objective 1.1: Utilize existing research and continue to document oral histories and additional information of Freedom Seekers, their descendants, Underground Railroad Agents, Harriet Tubman and her relatives, and other stakeholders (including Historic Sovereign Indigenous Nations and Abolitionist Groups) related to the Underground Railroad and their associated places in the New York byway.

⇒ Objective 1.2: Conduct byway interpretive training following established and accepted guidelines for interpretation and utilize technology to align with local interpretive sites and guides.

⇒ Objective 1.3: Create, update, and maintain digital communication tools for residents, visitors, and byway stakeholders (website, databases, apps, videos)

⇒ Objective 1.4: Communicate regularly with corridor residents, communities, and stakeholders.

GOAL 2: PRESERVE & SHARE AUTHENTIC STORIES & PLACES

Preserve and interpret the documented stories and events related to Harriet Tubman, the Underground Railroad, and Freedom Seekers at natural and historic sites along the byway.

⇒ Objective 2.1: Expand visitor readiness and interpretation of resources using the arts and innovative engagement methods along the byway.

⇒ Objective 2.2: Add new tour programs and events along the byway to showcase and connect the documented stories of Harriet Tubman, the Underground Railroad, and

Freedom Seekers at natural and historic resources along the byway for education from K-12 to lifelong learning.

⇒ Objective 2.3: Create and implement a corridor-wide stewardship plan for resources and the byway.

⇒ Objective 2.4: Identify and encourage safeguarding strategies for the Cultural Landscapes and Historic Viewsheds.

GOAL 3: DEVELOP NEW AUTHENTIC EXPERIENCES

Develop authentic and informative experiences to engage the byway user in the diverse stories about Harriet Tubman, Freedom Seekers, and agents and abolitionists associated with the Underground Railroad in New York.

⇒ Objective 3.1: Develop and/or build upon Regional and Thematic Interpretive Centers and Kiosks to increase visitor awareness and education about Harriet Tubman, the Underground Railroad, and Freedom Seekers in New York.

⇒ Objective 3.2: Create multi-modal interpretive programs, activities, and events along the Byway that expand its use among recreational, train, water, and bicycle visitors.

⇒ Objective 3.3: Conduct interpretive training (sites, guides) following established interpretation guidelines to expand local education and enrich visitor engagement.

⇒ Objective 3.4: Encourage collaboration with communities of African descent and prioritize visibility of Black-owned businesses along the byway to enhance the visitor experience and provide local benefits/economic impact.

GOAL 4: MARKET THE BYWAY

Market the Byway to attract visitors and their spending to communities, sites, and businesses along the route for increased annual economic impact and positive byway brand recognition.

⇒ Objective 4.1: Create and deploy innovative marketing tools and strategies to attract domestic and international visitors to the byway year-round.

⇒ Objective 4.2: Develop and market adult and school group tour programs to attract and educate school, youth, and adult groups about Harriet Tubman, the Underground Railroad, and Freedom Seekers in New York.

⇒ Objective 4.3: Collaborate with other organizations, government agencies, heritage areas, recreational trails, and businesses to promote the Harriet Tubman Underground Railroad in New York experiences and expand the brand awareness of the byway.

⇒ Objective 4.4: Ensure communities of African descent and businesses are represented, elevated, and leading in product development, interpretation, and marketing to generate social and economic benefits locally.

GOAL 5: SUSTAIN AND GROW THE BYWAY

Cultivate and maintain inclusive byway leadership representing a diversity of perspectives and backgrounds to identify resources, implement, oversee, and evaluate the impact of the corridor management plan.

⇒ Objective 5.1: Implement a Byway Management structure to engage stakeholders (including descendants/relatives of Freedom Seekers, Underground Railroad agents, and Harriet Tubman) and residents in programs, activities, and stewardship.

⇒ Objective 5.2: Fund byway signage, CMP activities, historical markers, and operations through diverse sources and revenue-generation strategies.

⇒ Objective 5.3: Foster leadership opportunities among people of African descent and youth to facilitate the byway's growth, diversity, and sustainability.

⇒ Objective 5.4: Collaborate with other organizations, businesses, agencies, and institutions to leverage resources, effectively manage byway activities, and expand educational opportunities.

⇒ Objective 5.5: Document, analyze, and communicate the impact of the byway to stakeholders, residents, and funders with a lens on communities of African descent and businesses on or near the byway.

A planning chart with priority tasks, timeline for completion, metrics for success, and the responsible entity for oversight is provided for each CMP component.

2. Byway Description & Mapping

Byway Narrative

The Harriet Tubman Underground Railroad New York Byway (HTURB) represents a triumphant story of people seeking freedom from enslavement under their own agency between the early 1800s and the Civil War (1861-1865). This historical focus differs from other traumatic African American stories being told throughout the country. With Freedom Seekers and those who assisted them as the focus when speaking about sites and pathways related to Harriet Tubman and the Underground Railroad in New York, the stories are of triumph overcoming adversity. The voices of those who sought personal sovereignty are heard along this byway.

Phase 1 of the HTURB journey begins in the City of Auburn, Harriet Tubman's chosen hometown. She purchased a seven-acre site in 1859, and while the original wood-framed home was destroyed by fire, it was rebuilt out of brick between 1881-1882. In 1896, Harriet Tubman purchased the 25 acres abutting her property, which included a still-standing wood-framed house called the Harriet Tubman Home for the Aged and the ruins of a large brick building that once served as a nursing home facility named John Brown Hall. The current site includes a visitor center with interpretive exhibits and offers guided tours of the property.[3] The Thompson Memorial AME Zion Church, where Tubman worshiped and where her funeral was held (part of the Harriet Tubman National Historical Park), and her burial site across the street at Fort Hill Cemetery are open to the public. At these historic sites, visitors can also learn how William and Frances Seward and David and Martha Coffin were instrumental in helping Tubman along her journey to freedom and securing the freedom of others. Several other local sites, including the Cayuga County Courthouse, pay tribute to Harriet Tubman and other freedom seekers, as well as Underground Railroad agents in Auburn, and offer information about them.

The Byway continues at the boundary of Seneca County, traveling through Seneca Falls (the home of Thomas and Elizabeth James, recognized as a National Park Service Network to Freedom site) and north through Ontario County (the 1816 Farmington Quaker Meeting House, a NPS Network to Freedom Site listed on the National Register of Historic Places) to Wayne County. Traveling west into Monroe County and the City of Rochester allows visitors to explore where Frederick Douglass lived and his burial site at Mount Hope Cemetery (a Network to Freedom site). A park memorializes Kelsy's Landing, north of the Lower Falls of the Genesee River where, according to the NPS Network to Freedom

[3] See National Register report here: New York MPS Tubman, Harriet, House

program, Frederick Douglass and Harriet Tubman (and other prominent Rochesterians) led enslaved persons onto cargo steamships bound for Canada and Detroit from 1847 to 1859.[4]

Continuing west through Orleans County and the Village of Holley, visitors can experience the Erie Canal (designated a National Historic Landmark in 1960) along the boardwalk at Holley Canal Park or access Holley Falls. The Village of Albion is located on the Erie Canalway Trail, one of the three main segments of the 750-mile Empire State Trail, offering bicyclists and walkers scenic paths.

Entering Niagara County, the Byway continues west to the historic city of Lockport, then south to Erie County. Michigan Avenue has been renamed Tubman Way as an entrance to Buffalo and the home of the historic Michigan Street Baptist Church (established 1845). Freedom Park, formerly known as Broderick Park, is located on the banks of the scenic Niagara River, where the Black Rock Ferry operated, and freedom seekers crossed to freedom between Buffalo, New York, and Fort Erie, Canada, from 1825 through the Civil War and to the middle of the 20th century.[5] This NPS Network to Freedom site offers scenic views and historical information about the Underground Railroad. Continuing north, the Byway terminates in Niagara Falls at the site of the former Cataract House Hotel, a known Underground Railroad station, and the Niagara Falls Underground Railroad Heritage Center, an award-winning experiential museum that is recognized as a NPS "Travel with Tubman" site.

In Phase 2, the sites and towns, as well as cultural and natural landscapes, from New York County along the Hudson River to Albany County and west to Cayuga County, contribute to the story of Harriet Tubman's own journeys as an Underground Railroad conductor through the state as well as the stories of freedom seekers and the individuals who helped them using the Underground Railroad Network in New York. The richness of this historic byway will be enhanced with the sharing of these important stories and places related to Harriet Tubman, the Underground Railroad, and the freedom seekers who traveled through or settled in New York.

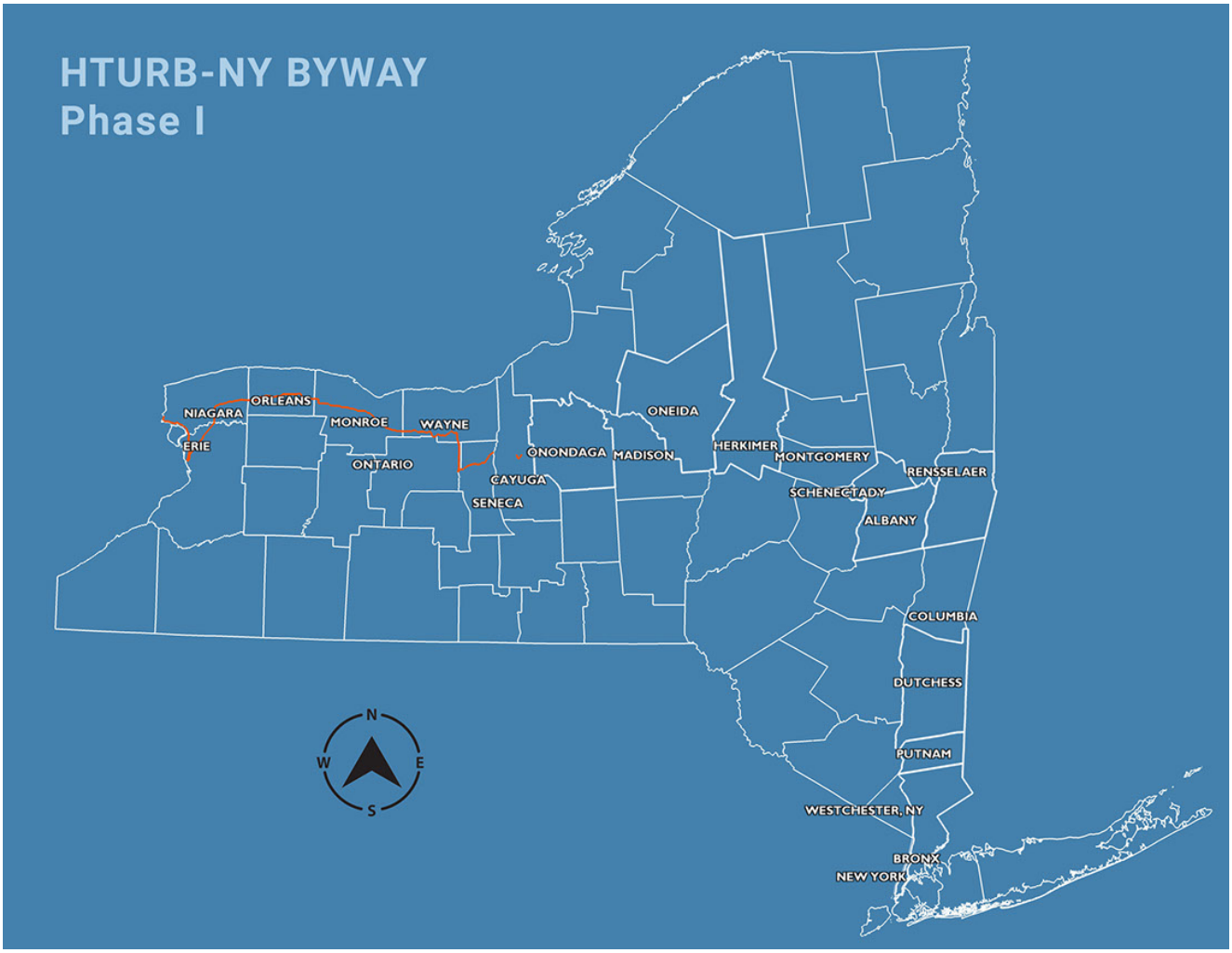
The two segments for designation of the Harriet Tubman Underground Railroad New York Byway (Phase 1) comprise a total of 176.76 miles across 63 jurisdictions in eight counties. A link to the Phase 1 route (shown below) is available here.

The Phase 1 segments represent approximately one-third of the total 550-mile border-to-border route spanning 22 counties and 156 jurisdictions from the New Jersey state line to

[4] Calarco, Tom; Cynthia Vogel. Places of the Underground Railroad. Santa Barbara: ABC-CLIO, 2011, p.287 as cited in the National Park Service Network to Freedom Database, https://www.nps.gov/subjects/undergroundrailroad/ntf-listings.htm

[5] National Park Service Network to Freedom Database, https://www.nps.gov/subjects/undergroundrailroad/ntf-listings.htm

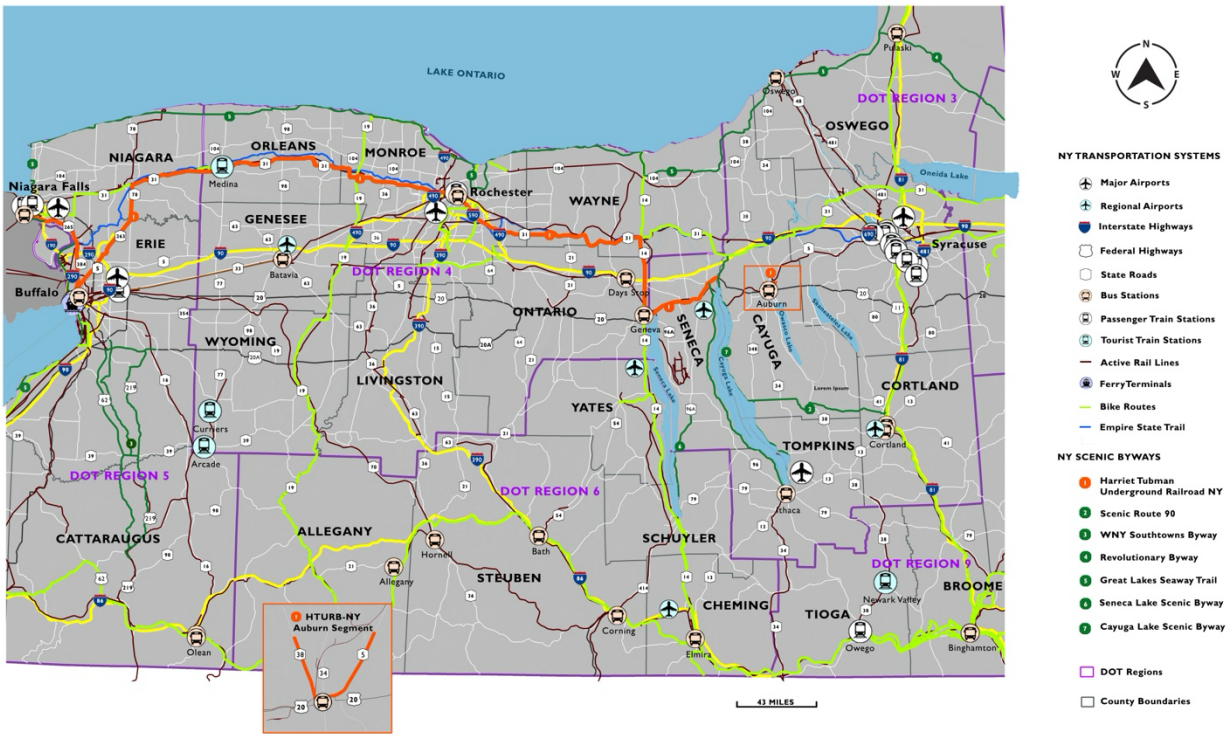
the Canadian border. It is anticipated that during 2026, Phase 2 will complete the contiguous border-to-border byway for designation in 2027.



PHASE 1 BYWAY SEGMENTS HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY IN NEW YORK		
Byway Section	**Mileage**	**Route Directions**
City of Auburn (Cayuga County)	3.76	NY-9 (Grant Avenue, which becomes Arterial Road) at Auburn city limits to downtown Auburn to the intersection of State Route 38 (State Street) to the boundary of the City Limits of Auburn.
Seneca County	14.40	Route 20 from the Seneca County boundary through the Town of Seneca Falls and Village of Waterloo to the City of Geneva.
Region 3	18.16	16.69 miles on NYSDOT; 1.47 miles on Local Jurisdiction Roads
Ontario County	11.85	West onto Lake Street in the City of Geneva. North on SR-14 (Exchange Street) to the intersection with SR-31 (Forgham Street) in the Town of Lyons. West on SR-31 to the Wayne/Ontario County line.
Wayne County	24.89	West on SR 31 (Pittsford Palmyra Road) to Wayne County Boundary and into Monroe County

Monroe County	36.74	West on SR 31 (Monroe Avenue) to the City of Rochester. Continue on SR 31 to Howell Street onto Chestnut Street to East Broad Street (SR 31). West on East Broad Street (SR 31) through West Broad Street, then West on Main Street (SR 31). Continue NY on West Broad Street (SR 31) to Broad Street to Lyell Avenue. West on SR 31 to Washington Street, then south to the intersection of SR 31 and SR 531. West on SR 41 to the intersection of Redman Road, to north on SR 31 to West on West Avenue (SR 31) to Monroe/Orleans County Line
Orleans County	26.09	West on SR 31 to the Orleans/Niagara County Line
Region 4	99.37	90.22 miles on NYSDOT; 9.15 miles on Local Jurisdiction Roads
Niagara County	31.99	West on SR 31 to the intersection with SR 77 at Chestnut Ridge Road. Continue on Chestnut Ridge Road (SR 31) in the City of Lockport to West on East Avenue to Main Street to West Main Street to South on SR 78 (South Transit Street) to Niagara/ Erie County border. (see section below) From Erie/Niagara County Line: North on SR 384 to SR 265 (River Road), north on SR 265 to SR 384, West on SR 384 to Niagara Street, West on Niagara Street to Whirlpool Street, North on Whirlpool Street to the intersection of Whirlpool Street with Depot Avenue West as terminus of the byway.
Erie County	27.24	Continue to intersection with SR 263, south on SR 263 to US 62, South on US 62 to SR 5. West on SR 5 to Michigan Avenue in the City of Buffalo. South on Michigan Avenue (Tubman Way) to Broadway to Lafayette Square (intersecting with Washington Street) to Court Street to Niagara Square. North on SR 384 to Erie/Niagara County Line.
Region 5	59.23	55.76 miles on NYSDOT; 3.47 miles on Local Jurisdiction Roads
TOTAL SEGMENTS	**176.76**	

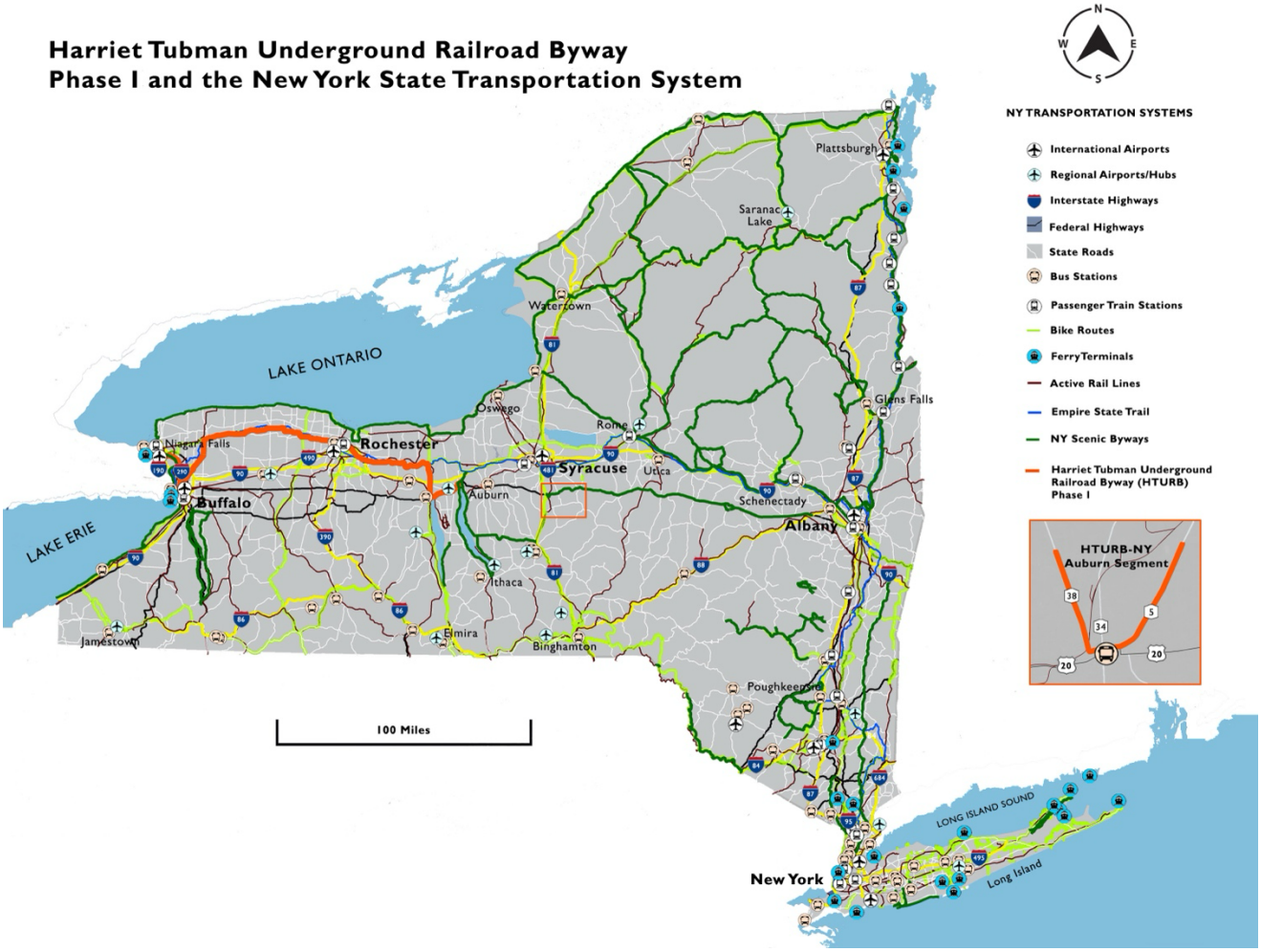
As the map below indicates, Phase 1 of the Harriet Tubman Underground Railroad New York Byway complements the 26 state-designated byways, three national byways, and one All-American Road.



Harriet Tubman Underground Railroad Byway
Regional Transportation Map

Additionally, the Harriet Tubman Underground Railroad New York Byway (Phase 1) is easily accessed by major interstates, major railway systems, the Erie Canalway and the Empire State Trail.

As the Harriet Tubman Underground Railroad Byway expands in Phase 2 to become a border-to-border route, visitors and New York residents will have even greater access to the unique stories and sites located along the byway.


Harriet Tubman Underground Railroad Byway
Phase I and the New York State Transportation System
N
W
E
S
NY TRANSPORTATION SYSTEMS
International Airports
Regional Airports/Hubs
Interstate Highways
Federal Highways
State Roads
Bus Stations
Passenger Train Stations
Bike Routes
FerryTerminals
Active Rail Lines
Empire State Trail
NY Scenic Byways
Harriet Tubman Underground Railroad Byway (HTURB) Phase I
HTURB-NY Auburn Segment
LAKE ONTARIO
LAKE ERIE
Plattsburgh
Saranac Lake
Watertown
Oswego
Rome
Glens Falls
Niagara Falls
Rochester
Syracuse
Utica
Buffalo
Auburn
Schenectady
Albany
Ithaca
Elmira
Binghamton
Jamestown
Poughkeepsie
LONG ISLAND SOUND
New York
Long Island
100 Miles

3. INTRINSIC QUALITIES

PRIMARY: HISTORIC

PHASE 1 (City of Auburn, New York, and section from Seneca County to Niagara County)

The historic quality of the Harriet Tubman Underground Railroad New York Byway (Phase 1) is evidenced at several locations by the U.S. Department of the Interior's designation of the Harriet Tubman National Historical Park in the City of Auburn, two National Historic Landmarks (William H. Seward House in the City of Auburn and the Erie Canal/New York State Barge Canal in Erie and Wayne Counties), and three sites listed on the National Register of Historic Places (1816 Farmington Quaker Meetinghouse in Ontario County, Mount Hope Cemetery in Rochester/Monroe County, and the Michigan Street Baptist Church in Buffalo/Erie County).

The National Park Service has also included two sites along the Harriet Tubman Underground Railroad New York Byway (Phase 1) on its "Travel with Tubman" program[6], including the Harriet Tubman Home in the City of Auburn, and the Niagara Falls Underground Railroad Heritage Center in the City of Niagara Falls, County of Niagara.

Fourteen sites on the Harriet Tubman Underground Railroad New York Byway (Phase 1) are recognized by the National Underground Network to Freedom program, administered by the National Park Service. The program was created by the passage of the federal legislation titled the National Underground Railroad Network to Freedom Act of 1998.[7] These sites have demonstrated significance and association with Harriet Tubman or the Underground Railroad network.

The individual contributing resources located along the Harriet Tubman Underground Railroad New York Byway (Phase 1) are described in more detail in the next section.

PHASE 2 of the proposed Harriet Tubman Underground Railroad New York Byway also includes nationally significant resources recognized by the U.S. Department of Interior's National Park Service (NPS), such as the Gerrit Smith Estate (a National Historic Landmark and designated NPS "Travel with Tubman" site in Peterboro) and the Stephen and Harriet Myers Residence (listed on the National Register of Historic Places and a designated NPS "Travel with Tubman" site in Albany). These and other significant resources associated with Harriet Tubman and the Underground Railroad Network in New York will be described in the Phase 2 CMP for designation.

Additionally, the CMP will be expanded to include a second intrinsic quality focusing on Recreation. As the byway parallels multiple bodies of water (the Niagara River, two Great

[6] Travel with Tubman Program, National Park Service, https://www.nps.gov/articles/000/travel-with-tubman.htm
[7] National Underground Network to Freedom Act, Public Law 105-203 (July 21, 1998), https://www.congress.gov/105/plaws/publ203/PLAW-105publ203.pdf

Lakes, the Finger Lakes, and the Hudson River), it also intersects with two important historical and recreational routes: the Erie Canal and the Empire State Trail. Other recreational parks are also located along the route. The Phase 2 CMP will identify and locate these resources along the border-to-border byway to demonstrate their significance for the potential national byway designation.

4. Resources and Resource Interpretive Plan

Harriet Tubman, Slavery, and the Underground Railroad in New York (BYWAY PHASE 1 and 2)

Born into slavery in Dorchester County, Maryland in March 1822, Harriet Ross Tubman was the fifth of nine children. Her parents, Ben and Rit Green Ross were enslaved by different people, making it difficult for the family to live and be together. "Slavery," Tubman would later tell an interviewer, "was the next thing to hell."[8]

The enslavement of Africans, and the laws and regulations that codified slavery's existence, evolved slowly over a century and a half in the North American colonies between the early 1600s and 1775. After a brief pause during the American Revolution, the transatlantic slave trade from Africa to the United States continued until it was banned in 1808. By then, nearly 500,000 Africans had been forcibly imported to this country and its territories.[9]

The act of freeing or emancipating an individual or group of enslaved African Americans occurred from the earliest days of slavery in North America. Some enslavers manumitted individuals as an act of religious, political, social, or personal action. During and immediately after the American Revolution, a spike in manumissions reflected a newfound recognition of inalienable rights invested in all human beings. This moment reflected growing anti-slavery sentiment in northern states where, beginning in 1777, several newly established state governments banned imports of enslaved Africans. Vermont took it one step further by abolishing slavery via its constitution; Massachusetts's 1780 constitution and a 1783 court decision effectively nullified slavery there; and Pennsylvania, after much anti-slavery debate between 1778 and 1780, instituted the first gradual emancipation laws. Rhode Island, New Jersey, and Connecticut followed suit, and so did New York, which gradually abolished slavery with emancipation set for July 4, 1827.[10] By 1804, slavery was abolished in some form in all the states north of the Mason Dixon Line. Free Black communities were established and thrived. By the 1840s, the abolition movement had become quite vocal, attracting tens of thousands of activists eager to end slavery. It would not happen easily. By 1860, four million remained enslaved in southern slave states.[11]

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[8] Benjamin Drew, *The Refugee: A North-Side View of Slavery*, ed. . rpt. 1969, Tilden G. Edelstein, ed. (Reading, MA: Addison-Wesley Publishing Co., 1855). "Mrs. James Seward," 28-29.

[9] Sven Beckert, *Empire of Cotton: A Global History, 2014*. 109. Ira Berlin, *Generations of Captivity : A History of African-American Slave*, 2004. 36-39.

[10] Berlin, 102-111; and, Manisha Sinha, *The Slave's Cause : A History of Abolition* (New Haven; London: Yale University Press, 2016). Chapter 3.

[11] David Eltis, "The Volume and Structure of the Transatlantic Slave Trade: A Reassessment." *The William and Mary Quarterly* LVIII, 2001 (1):17-46. For recent and accessible contributions to the history and interpretation of the 400th anniversary of the arrival of African people in North America, please see The Washington Post's *The Dawn of American Slavery* at https://www.washingtonpost.com/american-slavery/?noredirect=on; The New York Times's *The 1619 project* at https://www.nytimes.com/interactive/2019/08/14/magazine/1619-america-slavery.html; and USA Today's *1619: Searching for Answers Project* at https://www.usatoday.com/in-

Enslaved people had been fleeing from bondage since they first arrived in the Americas in the 16th century, and in British North America in the early 17th century. Eventually, sympathizers and activists formed networks of clandestine routes, safe houses, individuals, and places by which those who attempted to escape to freedom could navigate their way. The network came to be known as the Underground Railroad.

Despite its name, the Underground Railroad was not actually a railroad nor was it underground—it was a network of people who assisted enslaved people escaping to freedom. The National Park Service Network to Freedom Program (NTF) defines the historical Underground Railroad (UGRR) as the "resistance to enslavement through escape and flight, through the end of the Civil War." In sparsely populated colonial America, enslaved people fled and sought shelter in maroon communities in remote or inhospitable terrain beyond white settlements, or with sympathetic Native American communities. As free Black populations expanded during the late 18th century and into the 19th century, especially in larger cities like Philadelphia, New York City, and Boston, self-liberators achieved freedom by blending into Black neighborhoods. White enslavers and law enforcement called enslaved people who took their own liberty "fugitives" from the law, "runaways," and "escapees." Today, we refer to them as "freedom seekers," "self-liberators," or "self-emancipators."

Tens of thousands of enslaved people ran away during the 17th, 18th and 19th centuries, most without help. Settlement in free northern states where free Black communities were established and supportive white people also lived made the probability of permanent freedom incentive enough to flee. Notices placed in newspapers or on handbills posted in public places offering rewards for the capture and return of freedom seekers increased rapidly from the early 1700s through the Civil War, making the success of such escapes more difficult and dangerous. Some enslavers hired "slave catchers" to track and capture freedom seekers.

Participation in the Underground Railroad—a term that became popular during the 1830s after the construction of steam powered railroads in the United States—was illegal. The terminology related to actual railroads suited the clandestine networks to freedom, too. Underground Railroad "agents" and "stationmasters" provided food and shelter and arranged for connections to the next "station" on the secret route. "Conductors" like Harriet Tubman, offered transportation or guidance from one station to the next. Underground operatives sometimes called freedom seekers "passengers." The terminology—not used all the time or universally—reflected the need to shield the business of the Underground Railroad from law enforcement.

Free Blacks and other enslaved people were among the most important members of the increasingly organized networks to freedom. They were at the most risk, too, especially in

depth/news/nation/2019/08/21/american-slavery-began-1619-project-documents-brutal-journey/1968793001/.)

the South. Free Blacks arrested for aiding in the escape of an enslaved person faced long jail sentences in the North or sale into slavery in the South, unlike whites who could not be enslaved by law. Enslaved agents in the South were subject to torture or death.

African Americans in the North established their own churches, including African Methodist Episcopal Zion (ca. 1800) and African Methodist Episcopal (1816) churches, which became vital resources for self-liberators. Quakers were also among the leading early faith communities involved in helping freedom seekers.[12] In New York, Quakers built meeting houses, like the 1816 Farmington Meeting House in Farmington, NY, where community members could come together from near and far to espouse their beliefs. It was there that Austin Steward found freedom, safety, and community after fleeing slavery in 1815. "When I arrived in Farmington, I felt, for the first time in my life, that I was my own master. I cannot describe to a free man, what a proud and manly feeling came over me, when I hired to Mr. C[omstock], nor when I assumed the dignity of collecting my own earnings." Frederick Douglass, a former freedom seeker from Maryland and one of the greatest orators and abolitionists of the 19th century, often spoke at the 1816 Meetinghouse and in other churches, public halls, private homes, and outdoor settings across the North, encouraging people to support the cause of freedom.[13]

Few people operated as liberators like Harriet Tubman. She became known as a "conductor" on the Underground Railroad after her own escape from enslavement on the Eastern Shore of Maryland in the fall of 1849. At first, she fled with three of her brothers. Their fear of capture, however, increased after their enslaver posted a $300 reward for their apprehension and return, forcing them to give up their quest and turn back. Shortly thereafter, Tubman stole away, again, alone. "I had reasoned this out in my mind," Tubman later said, "there was one of two things I had a right to, liberty, or death; if I could not have one, I would have the other; for no man should take me alive; I should fight for my liberty as long as my strength lasted."[14]

Once Tubman finally crossed the border and into freedom in Pennsylvania, she quickly blended into a large community of free Blacks and freedom seekers in Philadelphia, where she lived precariously as a fugitive of the law. Her fragile freedom did not ensure happiness. "There was no one to welcome me to the land of freedom," she told an early biographer, "I was a stranger in a strange land; and my home, after all, was down in Maryland; because my father, my mother, my brothers, and sisters, and friends were there." Tubman experienced the deep, emotionally painful consequences of escape; leaving loved ones behind was the high cost of freedom. She found life without family and friends almost too much to bear. "But I was free, and they should be free."[15] Tubman's values, hopes, and dreams were rooted in universal ideals of ***Freedom, Family, Faith, and Community.*** Everything she did was in pursuit of ***freedom***. She returned to Maryland about

[12] Kenneth Carroll, *Quakerism on the Eastern Shore*. Maryland Historical Society, Baltimore. 1970. 132-138.
[13] *https://farmingtonmeetinghouse.org/equal-rights/#africanamericanrights* ; and Austin Steward, *Twenty-Two Years a Slave and Forty Years a Free Man* (1857).
[14] Sarah Bradford, *Scenes in the Life of Harriet Tubman.* Auburn, New York: W.J. Moses, 186. 21.
[15] Bradford, *Scenes*. 20.

13 times to rescue ***family*** and other loved ones. It was her ***faith*** that sustained and guided her. And it was a vast ***community*** of people—Black and white, free and enslaved, rich and poor, faithful and agnostic, who protected her, fed her, clothed her, administered medical care, comforted her, and kept her secrets.

These values emboldened Tubman to become one of the most famous freedom fighters of all time. Once she achieved freedom, she continued her fight for equality, justice, and self-determination in a world that would continue to deny her because she was a woman and a person of color. Other freedom seekers' lives were defined by these values, too. Most freedom seekers could not return to rescue loved ones, but they yearned to be reunited with them. In fact, after the Civil War, newspapers published letters, advertisements, and other printed notices from formerly enslaved people looking to reunite with lost family and friends. Freedom seekers in New York and their allies lived in communities, established families, practiced their faith, and lived free.

The prospects for permanent freedom for self-liberators in the North diminished after 1850, just as Tubman was beginning her decade long effort to liberate her loved ones. Frustrated by the rising numbers of escapes, particularly in Border States like Maryland, southern slaveholders rebelled when more liberal politicians from northern states advocated for the admission of California and New Mexico as free states, thus tipping the balance of power in Congress from slaveholder interests to non-slaveholding northern interests. Southerners threatened secession, so Congress enacted the Compromise of 1850, which included an updated Fugitive Slave Act that required federal judges and law enforcement to support the capture and rendition of freedom seekers to their enslavers.[16] Northern abolitionists actively encouraged resistance to this new law, despite heavy fines and prison. Several high-profile public arrests of freedom seekers galvanized Northern resistance. New Yorkers witnessed and participated in numerous conflicts between police officials and freedom seekers and police officials charged with carrying out the law, including the rescue of Charles Nalle in Albany, the Jerry rescue in Syracuse, and more across the state and along the Niagara Falls border with Canada.

Using "her strength and her craft, which was great," Tubman traveled by night, using the North Star and instructions from white and Black helpers to make her way to Philadelphia.[17] The North Star "was one thing she insisted that she was <u>always</u> sure of," Tubman later told a friend in Auburn.[18] Tubman was helped first by a white woman, a Quaker to whom she had confided her plans.[19] From Philadelphia, she followed established routes with networks of people and communities dedicated to freedom through Pennsylvania, New Jersey, New York, New England, and Canada. Her earliest missions included traveling from Philadelphia to Elmira, NY, near the border, and northwest to Rochester, but most of her trips took her on established routes from New York City, where

[16]C. Peter Ripley, ed. *The Black Abolitionist Papers, Vols. 1-5* (Chapel Hill: University of North Carolina Press, 1991). Vol. IV. Sinha, *The Slave's Cause : A History of Abolition*.
[17] Franklin Sanborn, "The Late Araminta Davis: Better Known as 'Moses' or 'Harriet Tubman'."
[18] Earl Conrad, "Interview with Helen W. Tatlock [Mrs. William Tatlock]." In *Earl Conrad/Harriet Tubman Collection*. New York: Schomberg Center for Research in Black Culture, New York Public Library, 1939.
[19] Sanborn, "Harriet Tubman [1863]." *The Commonwealth*, July 17, 1863." See also, as printed in Bradford, *Scenes*. 76; and Conrad, "Interview with Mrs. William Tatlock."

Louis Napolean, Sydney Howard Gay, and Oliver Johnson provided help. From there, she followed the Hudson River north to Albany, passing multiple like-minded and supportive Underground Railroad communities along the way. In Albany, Stephen and Harriet Myers, the Mott sisters, and John Hooper operated way stations for freedom seekers coming from the city or from Massachusetts. Tubman then continued west through Central New York to Canada, seeking help in cities, towns, and villages like Peterboro, where Gerrit and Ann Fitzhugh Smith sheltered them, and Syracuse, where Jermain and Caroline Loguen and Reverends Samuel J. May helped. In Auburn, William Henry and Frances Miller Seward, and Martha Coffin and David Wright provided food and protection. In Rochester she sought aid from Frederick and Anna Murray Douglass, J. P. Morris and Amy and Isaac Post, among others to travel by boat across Lake Ontario, or to take a train to Niagara Falls, where the African American employees of the Cataract House, one of the largest hotels in Niagara Falls, assisted freedom seekers like Cecilia Jane Reynolds and Patrick Sneed. From there Tubman traveled across the river to freedom in St. Catharines, in Ontario, Canada. Other self-liberators continued north from Albany into the Adirondacks, where Tubman's friend and colleague John Brown settled, and to Vermont and Canada.

Tubman returned to Maryland about 13 times between 1850 and 1860 to liberate approximately 70 family and friends from the Eastern Shore and Baltimore. She also gave instructions to dozens more from the region who fled independently.[20] On Christmas Day, 1854, she rescued her three brothers. When they traveled through the offices of Underground Railroad agent William Still in Philadelphia, the brothers told him that they wanted to take new names. Robert Ross became John Stewart, Henry became William Henry Stewart, and Ben, Jr., became James Stewart. She rescued her parents, Ben and Rit in 1857. Unfortunately, Tubman was unsuccessful in rescuing her sister Rachel, who died in 1859, and Rachel's children, Ben and Angerine remained enslaved.

In 1859, the Sewards sold Tubman a seven-acre farm on the outskirts of Auburn, NY. She would eventually bring her family there, where they lived in freedom, practiced their faith, and belonged to a thriving community. She continued to fight for the equality of women and people of color, demand equal justice from the law, and practiced self-determination to live a full life filled with purpose until her death in 1913. The Harriet Tubman New York Underground Railroad Byway will tell these stories and share the inspiration and values that shaped Harriet Tubman, other Freedom Seekers, Abolitionists and Underground Railroad operatives, and their families and communities.

PRIMARY RESOURCE INVENTORY

The following list describes the relevant, documented resources contributing to the historic intrinsic quality of the Phase 1 segments of the Harriet Tubman Underground Railroad New York Byway. Where applicable, the National Park Service's Network to Freedom database was used to identify relevant resources in New York and describe the resource's significance.

[20] Kate Clifford Larson, *Bound for the Promised Land: Harriet Tubman, Portrait of an American Hero*. Ballantine Books, New York. 2003. 85-152.

The **Erie Canalway National Heritage Corridor** has been designated as part of the National Park Service's "Network to Freedom" and is considered a valued contribution to this historic resource inventory.

Byway Segment 1: City of Auburn (Cayuga County)

Cayuga County Courthouse (NPS Network to Freedom Site)
152 Genessee Street, Auburn, NY 13021, 315-237-6450 (42.930244, -76.569158)
https://ww2.nycourts.gov/courts/7jd/cayuga/Supreme-and-County/index.shtml
Bronze plaque dedicated to Harriet Tubman in 1914, a year after her death; a bronze plaque dedicated to William H. Seward; photos of the building during the 19th century; a NY State historical marker.

David and Martha Coffin Wright House (NPS Network to Freedom Site)
192 Genessee Street, Auburn, NY 13021 (42.928233, -76.573149)
Martha Coffin Wright was the sister of Lucrecia Coffin Mott of Philadelphia. Tubman said that Mott was the first white woman to help her when she reached Philadelphia. Historian Kate Clifford Larson believes Tubman ended up in Auburn because Lucretia's sister, Martha, lived there and could protect Tubman. William Henry Seward, whose wife Frances sold a seven-acre farm on the outskirts of Auburn to Tubman in 1859, was David Wright's law partner.[21] Wright was also active in the Suffragist movement, as was Tubman in her later years. There is a historical marker out front of this residence, what is now a doctor's office.

Harriet Tubman Burial Site at Fort Hill Cemetery (NPS Network to Freedom Site and Tubman Lantern Trail)
19 Fort Street, Auburn, NY 13021, 315-253-8132 (42.927107, -76.570892)
http://www.forthillcemetery.net/
The cemetery where Tubman and her family are buried. William Seward and his family are buried here as well.

Harriet Tubman Home, located within the boundary of the Harriet Tubman National Historical Park (NPS Travel with Tubman and Network to Freedom Site)
180 South Street, Auburn, NY 13021, 315-252-2081, https://www.harriettubmanhome.com
Harriet Tubman bought a 7-acre area of land in 1859 in Auburn, New York. There was a barn and a farmhouse, where Harriet Tubman would move her family from St. Catharines, Canada, southeast to Auburn, New York. In 1880, the original wood-frame house burned down when a defective stovepipe sparked a fire in the kitchen. Harriet Tubman and her family constructed a new brick house in 1882 and lived in that building until her passing in 1913.

Thompson Memorial AME Zion Church/Harriet Tubman National Historical Park (NPS Network to Freedom Site, Travel with Tubman Site)
49 Park Street, Auburn, NY 13021 (42°55'24" N 76°34'34" W)
https://www.nps.gov/places/thompsonamez.htm
Built in 1891, the Thompson Memorial African Methodist Episcopal Zion church represented a place of worship and a cornerstone of Auburn's Black community. Harriet Tubman, a prominent member of this community, worshipped at this church alongside her family.

[21] Larson, Kate Clifford, 7-23-25.

Harriet Tubman's funeral was held here on March 13, 1913. She is buried across the street at Fort Hill Cemetery. Registered as a National Historic Landmark in 1974, the church and the parsonage next door were purchased by the National Park Service in 2017 and, after extensive renovations, opened to the public in 2024.

Harriet Tubman Memorial AME Zion Church (URCNYS Partner)
90 Franklin Street, Auburn, NY 13021, 315-252-2000, (42.93724539, -76.554709)
https://www.harriettubmanmemorialamez.org/
This church was dedicated to Harriet Tubman after Tubman's own church, Thompson Memorial AME Zion Church on Parker Street, was sold to the National Park Service in 2017. (Note: This is a modern, post-Tubman's life church; Tubman did not worship here.) The national AME Zion Church is the owning/managing entity of the Harriet Tubman Home. This memorial church site also includes a Harriet Tubman Community Garden.

Seymour Library (NPS Network to Freedom Facility)
176 Genesee Street, Auburn, NY 13021, 315-252-2571 (42.928605, -76.571298)
https://seymourlibrary.org/contact/
The Harriet Tubman Collection in the Mary Van Sickle Wait History Discovery Center at Seymour Library includes books, magazines, newspaper clippings, photographs, and documents. Although no original, primary source material is included in the collection, it provides a wide variety of information in a single location.

William and Frances Seward House Museum (NPS Network to Freedom Site, URCNYS Partner)
33 South Street, Auburn, NY 13021, 315-252-1283 (42.929326, -76.565949)
https://sewardhouse.org/
The Seward family, along with friends and colleagues Martha Coffin Wright and her husband David Wright, was instrumental in bringing Harriet Tubman to Auburn. The family sold Tubman land on which she built her home. The museum features an exhibit titled, "Forged In Freedom: The Bond of The Seward Tubman Families," which considers the life and legacy of Harriet Tubman through the lens of her relationship with the family of William H. Seward. It also tells the story of Margaret Stewart, a young girl whom Harriet brought from Maryland to Auburn and placed in the Sewards' care.

Thomas Elliott and Ann Marie Stewart Elliott House (NPS Network to Freedom Site) – 31 Richardson Avenue, Auburn, NY 13021 (42.919017, -76.560923)
The former home of one of the "Dover Eight" enslaved people who escaped from Dorchester County, Maryland, using instructions from Harriet Tubman. They were captured and jailed in Dover, Delaware, in 1857, but executed an incredible jailbreak and raced to freedom. Thomas Elliott was married to Ann Marie Ross Stewart, the daughter of Harriet Tubman's sister, Soph. This site is part of a documented Underground Railroad tour in Auburn.

Byway Segment 2: Seneca County

Thomas and Elizabeth James House (NPS Network to Freedom Site) – 52 State Street, Seneca Falls, NY 13148 (42.912654, -76.797801) https://www.co.seneca.ny.us/wp-content/uploads/2020/01/Curriculum_Unit_Thomas_James-ADA.pdf
Thomas James was born enslaved, migrated to Canada, and then returned to settle in Seneca Falls, New York, where he became a barber and a wealthy landowner. In the 1850 federal census, he listed his birthplace as "unknown," with a 13-year-old daughter born in Canada. In 1863, two newspaper articles noted that he was a "fugitive slave" who owned

$12,000 to $15,000 worth of real estate in Seneca Falls, including a new brick business block.[22] At his death in 1867, executors of his will noted that "Elizabeth James, his widow, and the said Thomas James had no other relatives known to the deponents or either of them, he having formerly been a slave and made, during his lifetime, diligent enquiry for his relatives without effect."[23]

Byway Segment 2: Ontario County

1816 Farmington Quaker Meetinghouse (NPS Network to Freedom Site) – *230 Sheldon Road, Farmington, NY 14425, (*43.030512, -77.319073)
https://farmingtonmeetinghouse.org/equal-rights/#africanamericanrights
*Many members of the Farmington Quaker Meeting House were staunch abolitionists and have documented stories of Underground Railroad activity. One example of this is a man named William R. Smith who co-owned and operated a nursery alongside many other Wayne County abolitionists and Quakers. William R. Smith often assisted freedom seekers and would direct them North to the Cuyler family (see below), who would then help boat people across Lake Ontario.[24] In 1815, Austin Stewart (author, "*Twenty-Two Years a Slave and Forty Years a Free Man*" (1857)) was the first freedom seeker to settle in Farmington. Selby and Harriet Howard escaped from Maryland, lived near the Meetinghouse, and are buried in the Farmington cemetery. Frederick Douglass visited Farmington often and spoke in the Meetinghouse.[25]*

Byway Segment 2: Monroe County

Kelsey's Landing (NPS Network to Freedom Site)
89 Maplewood Drive, Rochester, NY 14613, 585-428-5900, (43.182333, -77.629833)
https://www.cityofrochester.gov/maplewoodpark/
Kelsey's Landing, a nonextant commercial dock and grain elevator that was located just north of the Lower Falls on the west side of the Genesee River in Rochester, NY, was where Frederick Douglass, Harriet Tubman, and prominent Rochesterians led enslaved persons onto cargo steamships bound for Canada and Detroit from 1847 to 1859.[26]

Douglass Family South Street Home (NPS Network to Freedom Site)*
999 South Avenue, Rochester, NY 14620 (43.1360241, -77.608782)
*Douglass's second home site (1852-1872) in Rochester, formerly School Number 12, was rededicated in 2018 as the Anna Murray-Douglass Academy, with an interpretive exhibit and mural outside. *Additional homes of Frederick Douglass are located in Rochester.*

Mount Hope Cemetery (NPS Network to Freedom Site)

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[22] Walter Gable and Judith Wellman, *Seneca County, NY: A Hotbed of Underground Railroad Activism,* 2006. Pp. 6-7.
[23] NPS Network to Freedom database description, https://www.nps.gov/orgs/1205/index.htm
[24] Judith Wellman, *Uncovering Sites Relating to the Underground Railroad, Abolitionism, and African American Life in Wayne County, New York, 1820-1880*, 2009, 392.
[25] African Americans, 1816 Farmington Quaker Meeting House, downloaded from https://farmingtonmeetinghouse.org/equal-rights/#africanamericanrights
* Additional Rochester residences of Frederick Douglass have been documented. These historic resources can be included in future byway asset inventories, interpretation, and marketing as appropriate.
[26] Calarco, Tom; Cynthia Vogel. Places of the Underground Railroad. Santa Barbara: ABC-CLIO, 2011, p.287

50 Montgomery Street, Rochester, NY 14611, 585-428-7999, (43.128056, -77.615782)
https://www.cityofrochester.gov/mounthope/
Resting place of several significant Underground Railroad agents and Human Rights leaders, including Frederick Douglass.

Byway Segment 2: Orleans County

Erie Canal
Village of Holley, NY (42.2264 N, -78.0267 W)
Located between Rochester and Niagara County, Holley would have been a waypoint for freedom seekers headed to the Canadian border. Settled in 1812, Holley was a trade and shipping hub on the Erie Canal.[27] While it benefited from the system of slavery, the canal also provided a path for freedom seekers to follow on their journeys west to Canada. Rev. Thomas James followed the staked-out path of the canal to Youngstown, where he crossed to Canada.[28]

THE ERIE CANAL: Built between 1817 and 1825, the original Erie Canal traversed 363 miles from Albany to Buffalo. It was the longest artificial waterway and the greatest public works project in North America. The canal put New York on the map as the Empire State—the leader in population, industry, and economic strength. It transformed New York City into the nation's principal seaport and opened the interior of North America to settlement. The canal brought a flow of people and new ideas. Social reform movements like abolitionism and women's suffrage, Utopian communities, and various religious movements thrived in the canal corridor. The Erie Canal carried more westbound immigrants than any other trans-Appalachian canal. These newcomers infused the nation with different languages, customs, practices, and religions.[29] The Erie Canal was designated a National Historic Landmark in 1960.[30]

Byway Segment 2: Erie County

Erie County:
Freedom Park (NPS Network to Freedom Site), 1170 Niagara Street, Buffalo, NY 14203, (42.915694, -78.899429) https://friendsoffreedompark.com
Formerly known as Black Rock Ferry/Broderick Park, Freedom Park is recognized by historians as an historic terminus of the Underground Railroad between the United States and Canada, Located at the foot of Ferry Street on the scenic Niagara River, a plaque in the park pays tribute to the men and women who crossed the water from that point to freedom in Canada. Broderick Park was the location of the Black Rock Ferry, a major transportation link across the Niagara River between Buffalo, New York, and Fort Erie, Canada. The ferry

[27] "Village of Holley," Orleans County Tourism. Accessed July 3, 2025, https://www.orleanscountytourism.com/about-orleans-county/towns-and-villages/village-of-holley; "The Village of Holley, an American Small Town with a Rich Tradition," Town of Holley. Accessed July 3, 2025, http://villageofholley.gov/about.cfm.
[28] Thomas James, *Life of Rev. Thomas James, by Himself* (Post Express Printing Co: 1886), 6. https://docsouth.unc.edu/neh/jamesth/jamesth.html.
[29] Erie Canalway National Heritage Corridor, https://eriecanalway.org/learn/history-culture
[30] National Park Service, List of National Historic Landmarks by state, https://www.nps.gov/subjects/nationalhistoriclandmarks/list-of-nhls-by-state.htm

operated continuously from the Broderick Park location from 1825 until the service was discontinued in the middle of the 20th century. Buffalo's destiny as an important national transportation hub was sealed when it was chosen for the terminus of the Erie Canal in the 1820s. Through the 19th century, Buffalo grew to become a busy inland port and a railroad center. The area around Black Rock Ferry contained the busy Erie Canal, Black Rock Harbor, and other waterfront activities. The dock where the ferry landed and departed for nearby Canada was used as an Underground Railroad station from at least the 1830s until the Civil War.

Michigan Street Baptist Church (NPS Network to Freedom Site)
511 Michigan Avenue, Buffalo, NY 14203, 716-852-2857, (42.886321, -78.867279)
https://www.michiganstreetbaptistchurch.org
Led by members and ministers who had escaped from slavery, the Michigan Street Baptist Church, founded in 1836 and built from 1845-49, became a center of Underground Railroad activity and abolitionist activism before the Civil War. Documentary evidence of several escape stories (1835, 1847, 1850s, and 1860) provides clues. So does evidence of ministers, elders, trustees, and members who had escaped from slavery and were active in the Underground Railroad (including Rev. Rufus Perry, enslaved in Tennessee; Rev. J. Sella Martin, enslaved in North Carolina; and trustees Peyton Harris, John Dandridge, and Henry K. Thomas, all from Virginia). Freeborn church members (such as Rev. Duke W. Anderson and Rev. Samuel Davis) were also active in the UGRR. This church has been continuously owned and occupied by African Americans and is now the oldest standing African American church in Buffalo.

Byway Segment 2: Niagara County

Niagara Falls Underground Railroad Heritage Center (NPS Travel with Tubman Site)
825 Depot Ave W, Niagara Falls, NY 14305, 716-300-8477, (43.109855, -79.05564)
https://www.niagarafallsundergroundrailroad.org
The Niagara Falls Underground Railroad Heritage Center is an experiential museum that reveals authentic stories of Underground Railroad freedom seekers and abolitionists in Niagara Falls and inspires visitors to recognize modern injustices that stem from slavery and take action toward an equitable society. It is located in the former 1863 U.S. Customs House, which stands less than 100 feet from the location of the original International Suspension Bridge that Harriet Tubman and other freedom seekers utilized to cross into freedom in Canada.

Crossing to Freedom-The Cataract House and the Underground Railroad (NPS Network to Freedom Site/ Program) 110 Old Main Street, Niagara Falls, NY 14303 (43.0838328, -79.063074)
Located near Niagara Falls, the Cataract House Hotel was one of the busiest Underground Railroad stations on the US-Canadian border. Directed by head waiter John W. Morrison, the hotel's all-Black waitstaff assisted hundreds of freedom seekers before the American Civil War. The Hotel was a popular destination for Southerners visiting Niagara Falls, and some who fled via this place were enslaved by hotel guests. Freedom seekers were transported, and often transported themselves, across the Niagara River by ferry or in small boats rowed by Cataract House waiters. A historical marker and interpretive panels to explain its significance are located at 2 Buffalo Avenue, Niagara Falls, NY 14303.

RESOURCE INTERPRETATION PLAN

The Interpretive plan is based on the contributing resources identified along the proposed corridor related to Harriet Tubman and the Underground Railroad from 1800-1860. Initially, the steering committee and internal CMP planning team identified nationally designated historic sites that recognized Harriet Tubman and the Underground Railroad. The National Park Service's "Travel with Tubman" and "Network to Freedom" contributing sites from New York became the foundation of the original byway route for consideration.

Other historical documents, including books and research from national, local and regional experts in New York state, national parks and historic sites, and heritage resource and interpretive centers like the Niagara Falls Underground Railroad Heritage Center, have identified and verified some of the landscapes and travel routes of freedom seekers in New York.

CENTRAL THEMES

The Maryland Harriet Tubman Underground Railroad Scenic Byway/ All-American Road and other state byways focus on four central themes: ***Faith, Family, Freedom,*** and ***Community.*** These themes also resonate in New York and provide an opportunity for consistency in interpreting the important elements that drove Harriet Tubman, agents of the Underground Railroad, and Freedom Seekers. As a goal of this byway is to eventually link with other states to provide a multi-state federally-designated (and the potential multi-national) Harriet Tubman Underground Railroad National Scenic Byway, showcasing how New York contributes to these central themes is important.

Harriet Tubman's life was profoundly shaped by the intertwined values of faith, family, freedom, and community. The interplay of these themes created a powerful synergy that defined Tubman's identity and mission, with each element playing a critical role in her journey from enslavement to becoming a leading figure in the abolitionist movement.

FAITH

Faith was foundational to Harriet Tubman's and other freedom seekers' survival and emancipation. It was at the root of the belief systems of abolitionists and Underground Railroad agents and communities. For Harriet Tubman, her faith was deep, and founded upon strong religious teachings, whether these were specifically Methodist, Catholic, Episcopal, Baptist, or of African origin. Thomas Garrett, a Quaker Underground Railroad agent in Wilmington, Delaware, felt that he "never met with any person, of any color, who had more confidence in the voice of God, as spoken direct to her soul… and her faith in a Supreme Power truly was great."[31]

[31] Bradford, *Scenes*. 49.

Historical studies reveal that the great majority of enslaved people were stolen and shipped to the Americas from the West African coast stretching from Senegambia and Sierra Leone south to the Gold Coast around present-day Ghana (Walsh, 145). Though few African cultural traditions from those distinct regions survived completely unaltered and intact into the late 19th century and 20th centuries, they served as a source of strength for captive Africans and their descendants well into the antebellum period and beyond. Forced assimilation over time effectively reshaped many cultural and religious traditions through a process of creolization, or a blending of African spiritual and cultural expression with European Judeo-Christian beliefs and cultural practices.[32]

African American communities in both the North and the South relied on faith to endure threats to their lives, their family stability, and communities.

While enslaved, Tubman and her family found ways to negotiate the cruelties of slavery and the loss of freedom and self-determination. First generation Africans, like her grandmother Modesty, embodied a living African connection and memory for the Tubman and the Ross family. They managed to blend their adopted Christian beliefs with cultural and religious traditions that survived the middle passage from Africa. They and other enslaved people and communities engaged in a variety of methods of resistance and managed to create private spaces where opportunities for cultural and spiritual practices to sustain their physical, familial, and community identities and relationships. Tubman's religious fervor and trust in God to protect and guide her evolved from a fusion of these traditions. In New York, freedom seekers carried these traditions with them and shared with the free communities that welcomed them. They built churches and schools, community centers, and more.

Family

For descendants of Underground Railroad freedom seekers, family holds a profound significance that extends beyond typical familial bonds. Slavery actively sought to inhibit family formation and made stable family life impossible. Enslaved people could not legally marry, and their relationships were not protected by law. Family separation through sale was a constant threat, and the trauma of family separation left deep emotional scars that have been passed down through generations. Harriet Tubman and her family faced these same threats. When she self-liberated in the fall of 1849, she missed her loved ones and determined she must return and bring them to freedom, too. "*There was no one to welcome me to the land of freedom. I was a stranger in a strange land; and my home, after all, was down in Maryland, because my father, my mother, my brothers, and sisters, and friends were there. But I was free, and they should be free,"* she later told biographer

[32] Michel Sobel, *The World They Made Together. Black and White Values in Eighteenth-Century Virginia* (Princeton: Princeton University Press, 1987); and, Laurie A. Wilkie, "Secret and Sacred: Contextualizing the Artifacts of African-American Magic and Religion," *Historical Archaeology* 31, no. 4 (1997). See also, Savin Gavin, "How Ezekiel's Wheel Helped Turn African Americans into Christians: Unique Evidence Discovered by Umd Archaeologists," *UMD Right Now* (2016), https://umdrightnow.umd.edu/news/how-ezekiel%E2%80%99s-wheel-helped-turn-african-americans-christians-unique-evidence-discovered-umd.

Sarah Bradford. Despite these challenges, enslaved people used family bonds as a vital source of strength, comfort, healing, and resistance against the brutality of slavery.

The Underground Railroad networks across New York and access to freedom empowered freedom seekers with the self-agency to build and rebuild their families, reunite with lost family and friends, define family roles and responsibilities, and formalize relationships through legal marriage. It also enabled them to reclaim their culture and create communities rooted in anchor institutions that helped counter the psychological, geographic, and socioeconomic disruptions caused by enslavement. Harriet Tubman's relationships with fellow Freedom Seekers, Abolitionists, Underground Railroad operatives, and community activists enabled her to buy a home in Auburn, New York, where she could live, work, and worship in freedom with her family, friends, and those in need.

Families living freely created a world apart from the oppression of enslavement, where individuals could now be more than just property, but also fathers, sons, daughters, mothers, entrepreneurs, landowners, and community members. For descendants, discovering and connecting with their family history, including African relatives through genetic genealogy, has been a powerful way to restore their sense of identity and belonging, heal from generational trauma, document and pass down family histories, traditions, cultural practices, ancestral wisdom, and create a sense of cultural continuity.

Freedom

The American Revolution resulted in the founding of the United States of America. Our Constitution, ratified and adopted in 1789, begins with the words, "We the People." In its preamble, the founding fathers determined that "in Order to form a more perfect Union, establish Justice, insure domestic Tranquility, provide for the common defense, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity," they had to established an entirely new form of federal and state government that would ensure the interests of both the majority and minority rights of "liberty and equality." Despite the establishment of slavery and its protection under the law, the founders believed that individual freedoms and natural rights should be a priority and the foundation of a new world order. But freedom did not extend to the enslaved, and it would take more than sixty years and a Civil War to fully end the legal enslavement of Africans and African Americans in this country.

When Tubman escaped and crossed the Pennsylvania border and into freedom, she was filled with emotion. "When I found I had crossed that line," Tubman later recalled, "I looked at my hands to see if I was the same person. There was such a glory over everything; the sun came like gold through the trees, and over the fields, and I felt like I was in Heaven."[33]

Freedom for Harriet Tubman and other freedom seekers meant the ability to live wherever they wanted, to work for pay, be with their families, friends, and communities, to worship freely and without restriction, to marry and have children without the threats of

[33] Bradford, *Scenes*. 19

separation. Freedom means the ability to advocate, protest, fight for and demand equal rights for all people, genders, races, ethnicities, social status, and more. Tubman and women like her were not allowed to vote, or hold public office, and seek self-determination as freely as white men. She fought for it along with other women, like Susan B. Anthony, Ida B. Wells, and thousands more American women. Today, Americans continue to struggle for a "more perfect union" free of discrimination and the barriers that prevent the fulfillment and security of liberty and equality for all.

COMMUNITY

From a very young age, Tubman was separated from her parents and siblings when her enslaver leased her to other white farmers. Long established familial and virtual kinship relationships and networks among free and enslaved people evolved into a community that helped watch over and take care of her and other children like her. Denied an education, those communities provided her lessons on survival. Her classroom became the landscapes of people and places, where she learned how to read the night sky, navigate the marshes, streams and rivers, the dense forests and open fields. She learned foodways and folk medicines from them. In New York, free Black communities, among others, carried on these same traditions, which were renewed with every freedom seeker who arrived. The provided shelter, food, opportunities for employment and self-determination, to practice faith, and help secure freedom.

Like Tubman, many settled in these communities as well as established new ones, where they could continue to build families, fight for equality and justice, and live lives filled with purpose of their own choosing. Tubman and other freedom seekers proved that despite great disadvantages, they could facilitate change and influence a community and beyond. Free and enslaved communities, from the South to New York City, along the Hudson River Valley, in Albany and through Central New York to Peterboro, Syracuse, Auburn, Farmington, Rochester, and Niagara Falls found ways to defy the efforts of those who would deny them freedom.

The history of the Underground Railroad movement embodies and underscores the value and meaning of communities and their commitments to freedom, equality, justice, self-determination, and interracial cooperation, a commitment still exists today.

ADDITIONAL INTERPRETIVE THEMES

Pursuit of Equality

Early in the American Revolution, in June 1776, Thomas Jefferson and other patriot leaders wrote a resolution, stating "…that these united colonies are and of right ought to be free and independent states." Jefferson went on to write a draft declaring the colonies' determination to be free from British rule called *The Declaration of Independence.* "We hold these truths to be self-evident," he wrote, "that all men are created equal, that they are endowed by their Creator with certain unalienable Rights, that among these are Life,

Liberty and the pursuit of Happiness…" The Declaration did not imagine that those words applied to enslaved people, or people of color or any women of any race or ethnicity.

Equality for all would remain a battle ground before, during and long after the Civil War. Harriet Tubman would never experience equality. Though New York State did allow women to own property independently starting in the 1840s and 1850s, which allowed Tubman to purchase her home in Auburn, NY, women could not vote until 1920. The struggle for equality continues across this country and around the world today.

Justice

For African Americans, both in the North and the South after the Civil War, bigotry inequality and injustice lingered. In cities and rural areas across the country African Americans faced daily indignities and resistance to their claims to equality in transportation, education, entertainment, and employment. Frederick Douglass, Harriet Tubman, and Sojourner Truth, for instance, were among many forcibly removed from trains and streetcars because of the color of their skin. Such injustices became codified in state and local laws, creating barriers to achieving justice from people and institutions that denied equal access and the full enjoyment of the freedoms defined in the Constitution. Harriet Tubman hoped to file a lawsuit against the railroad line that forced her out of a train car heading to New York City from Philadelphia, resulting in her being physically thrown onto the ground and breaking her arm. Justice was never served when witnesses could not be found to support her claim.

Self-Determination

While enslaved and then, once free, Harriet Tubman dreamed of the ability to live her life unimpeded by laws and customs that denied her choices and desire for self-determination. Slavery restricted choices of where to live, where to work, who to love and marry, where to raise a family, where and how to worship, to travel, to be equal in the world. After the Civil War, in fits and starts, efforts to foster equality, access to employment, community building, education, and more shaped landscapes across the country and in New York. Tubman succeeded, like many other newly freed people, in establishing her own home, running a business, and having influence in her community. She raised money for schools, medical facilities, took care of family, friends, those in need, and more. She became independent and in control of her destiny. Today, people still dream of these paths to self-determination that will ensure their own independence in the world.

A more expansive historical narrative, reference documents, and a list of additional resources are provided at the end of this document. This relevant information will be foundational for the border-to-border Harriet Tubman Underground Railroad Byway CMP Phase 2. See *Appendix 15*.

INTERPRETIVE PLANNING & OVERSIGHT

Oversight of the quality and accuracy of the interpretation is critical to the historic integrity of the Harriet Tubman Underground Railroad New York Byway and its visitor experiences. A History & Interpretation Committee will be a core subcommittee under the Byway Steering Committee (along with Tourism/Development, Stewardship/Outreach, and the Descendants Council). The Chair of the History & Interpretation will serve on the Byway Board of Directors. (For more information on the byway organization, see Section 12.) URCNYS members, county historians, members of historical societies, local public and professional historians, docents at museum sites, scholars, and other experts will be invited to participate in this committee.

This Committee will work with staff, volunteers, and consultants to develop, enhance, and implement any interpretive programs, projects, and exhibits at current historic sites (contributing resources) along the byway, for proposed kiosks and regional experience centers, and events and festivals.

Ongoing History & Interpretation Committee Responsibilities:
In addition to more general oversight related to the byway and CMP implementation, the History & Interpretation Committee is directly responsible for ongoing interpretive oversight:

- ⇒ Maintain a reference guide on approved language for use in interpretation regarding enslavement, the Underground Railroad, freedom seekers, etc.
- ⇒ Encourage use of Tilden's Rules of Interpretation (adopted guidelines for the National Park Service and the National Association of Interpretation)
- ⇒ Confer on and provide direction for other interpretive strategies as recommended for implementation by the byway committees.

INTERPRETIVE GOALS AND OBJECTIVES

Of the five goals outlined in the CMP, two directly focus on the interpretation at existing resources along the designated Harriet Tubman Underground Railroad New York Byway. A third goal, the focus of the tourism development plan, expands the locations and access to information about Harriet Tubman, the Underground Railroad, and Freedom Seeker stories along the byway. (Strategies for implementation of Goal 3 are included in the Tourism Development Plan of this document.)

The following goals and objectives demonstrate the importance of interpreting the authentic stories, events, and experiences of Harriet Tubman and Freedom Seekers utilizing the Underground Railroad Network on their journey through New York.
A comprehensive byway interpretive plan will align priorities and funding. It will also address how each site contributes to a broader, more compelling byway experience, like

linking a string of pearls. The contributions by the Descendants Council will help ensure that the quality and integrity of the messaging and delivery are authentic and representative of the Harriet Tubman Underground Railroad New York byway principles, goals, and vision.

GOAL 1: Identify and document information about Harriet Tubman, the Underground Railroad agents, and freedom seekers. Research, document, and share the stories along the byway.

GOAL 1 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 1.1: Utilize existing research and continue to document oral histories and additional information of Freedom Seekers, their descendants, Harriet Tubman and her relatives, and other stakeholders (including Indigenous Peoples) related to the Underground Railroad and their associated places in the New York byway.					
1.1.1 Identify historical documents and resources that contribute to the byway themes	History/ Interpretation Committee	Review existing research; investigate additional sources for information	Jan-Dec 2026	Share as inspirational/ triumphant, fact-based stories on the website	Existing research report produced, two new documented stories related to each theme
1.1.2 Create a border-to-border interpretation plan for the 550-mile byway and its contributing historical resources	History/ Interpretation Committee; consultant	Identify specific thematic stories. Prioritize projects/ programs to fund and implement	July 2026-Dec 2027	Carry on the themes/ stories interpreted in MD, DE, PA, and NJ (proposed)	Revised calendar with costs for priority projects
1.1.3 Host and facilitate annual regional oral history collection workshops	History/ Interpretation Committee, Descendants Council, Universities	Partner with URCNYS, universities, colleges, and cultural institutions. Document related stories and artifacts	2026-2035	Annual workshop	New oral histories of Freedom Seekers descendants or relatives of Harriet Tubman
1.1.4 Investigate potential of spurs to enhance the interpretive stories related to Harriet Tubman, Underground Railroad, and Freedom Seekers	History/ Interpretation Committee, URCNYS	Review potential sites near the designated route to enhance	2027	Content for new itineraries, tourism development, events, and tours	Extended length of time spent by visitors on or near the byway

GOAL 1 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		visitor engagement			
1.1.5 Investigate water journeys of Freedom Seekers and maritime heritage related to the Underground Railroad	History/ Interpretation Committee	Review existing research; investigate additional sources for information	Jan 2028	Content for interpretation tourism development programs, events, and tours	Three new documented maritime/ water journey URR stories
1.1.6 Investigate train travel of Harriet Tubman and Freedom Seekers, along with heritage, transportation, related to the Underground Railroad	History/ Interpretation Committee	Review existing research; investigate additional sources for information	Jan 2028	Use in interpretive programs and events at train stations and as historical content for train travel tours/exhibits	Three new documented rail journey stories for byway
1.1.7 Expand content for interpretive storytelling	History/ Interpretation Committee, Staff	Video byway hubs audio tours, and apps to link oral histories, Freedom Seeker profiles, and artifacts	2029-	New content for website, interpretive exhibits, app	Six videos, Three audio tours/ app hubs, three new exhibits or events
Objective 1.2: Conduct byway interpretive training and utilize technology to align with local interpretive sites and guides.					
1.2.1 Create glossary of approved terms and interpretive messages	Advisory Council, Descendants Council, History/ Interpretation Committee	Obtain NPS and other agencies, byways, for terms. Review and compile	July - Dec 2026	Post on website as a resource. Distribute to historic sites and stakeholders	Consistent use of terms across the byway (at sites, events, in marketing)
1.2.2 Create training manual for interpretive guides	Executive Director, History/ Interpretation Committee	Develop instructive materials; reference guides for docents, utilizing (where	2027	Increased knowledge and factual content to share with visitors	Use Tilden's Interpretive Rules as foundation;

GOAL 1 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		applicable) existing locally developed guides and materials			
1.2.3 Host training workshops (virtual and in-person) for docents	History/ Interpretation Committee	Create and host training program to educate guides on interpretive techniques, storytelling	2028	Recognized certification program	15 guides/ docents trained
1.2.4 Host hospitality training workshops	Tourism/ Marketing Committee	Conduct annual fam tours or provide a "FAM Pass" of the byway for local hospitality workers	2028	Local Hospitality workers more aware, educated about the byway	Increased visitation due to hospitality workers' knowledge of byway

GOAL 2: Preserve and share authentic stories & places. Preserve and interpret the documented stories and events related to Harriet Tubman, the Underground Railroad, and Freedom Seekers at natural and historic sites along the byway.

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 2.1: Expand visitor readiness and interpretation of resources using the arts and innovative engagement methods along the byway.					
2.1.1 Hire a contractor to assess the interpretive experiences at each historic resource (site) along the designated byway	Executive Director (input from Advisory Council)	Identify opportunities for enhancing the accuracy of messages, deliver historical content, use of language, and interpretation of stories	May – Dec 2026	Provide a written recommendations report for implementation (and the foundation of an expanded border-to-border byway interpretive plan, connect to other programs in place	One action item for each resource

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
2.1.2 Assist current historic resources/ sites with documenting Freedom Seeker stories	History/ Interpretation Committee – Universities, Historians	Provide existing research, enlist expert assistance to investigate documented stories	July 2026 – Dec 2027	Database of research, resources, and documented stories	Five Freedom Seeker stories
2.1.3 Identify ways to expand Pathways to Freedom along with site and organizational resources	History/ Interpretation Committee	Research contributing spurs and trails to expand the byway's connectivity to historic sites and locations	2028	Loop itineraries for enhanced byway experiences	Additional contributing resources to interpret, market
Objective 2.2: Add new tour programs and events along the byway to showcase and connect the documented stories of Harriet Tubman, the Underground Railroad, and Freedom Seekers at natural and historic resources along the byway for education from K-12 to lifelong learning.					
2.2.1 Identify a group of experts who can serve as guest lecturers and trainer for local tour specialists, events	History/ Interpretation Committee	Convene the group. Develop the interpretive content and templates for presentations, tours, exhibits, and storytelling programs	July 2026 – Dec 2027	Speakers bureau available for byway events, programs. Post on website	Six experts identified and on board
2.2.2 Develop a byway educational program for school tour groups and homeschoolers to visit current historic sites along the byway	History/ Interpretation Committee	Explore geocaching, scavenger hunt, or other collections-based curriculum (Ex: John Brown Lives! Program)	2028-2029	Fourth-grade program developed on how to use the byway resources as a learning tool/ experience	Six new school group tours to byway sites
2.2.3 Provide guidelines for curriculum development	History/ Interpretation Committee	Use existing education models as foundation	2029	New reference materials, teacher in-service and	NY Teachers informed about HTUR

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
at local historic sites				curriculum learning info for local sites	NY Byway educational resources
2.2.4 Align on-site programs at byway sites with the New York state history curriculum for school children	Executive Director, Advisory Council	Identify teachers for both in-school and field trips.	2030	New York state history curriculum uses HTURNYB sites and resources for education	Applicable exhibits or new instruction at six sites
2.2.5 Produce interpretive content for cultural viewsheds and natural resources	History/ Interpretation Committee – Erie Canalway Heritage Corridor	Identify viewsheds with historic significance. Document potential pathways of Freedom Seekers, URR, create content	2031	New interpretive viewing sites. New information on website, app	Digital information on three historic landscapes
2.2.6 Create video tours of historic resources (current sites) along byway	Marketing Committee (input from History/ Interpretation Committee)	Use expert guides to convey information and share inspiring stories	2031-2035	New video content to refresh stories and byway interpretation – post on website, app	12 new videos

5. STEWARDSHIP PLAN

Oxford Dictionary defines *stewardship* as the "job of taking care of something, such as an organization or property." For a byway, stewardship means ensuring the route is free of litter (such as organizing annual "clean-ups"), preserving the physical integrity of historic sites important to the byway themes, and maintaining recreational areas and bike and pedestrian paths that provide alternative access.

The resources and vistas along the Harriet Tubman Underground Railroad New York Byway are worth stewarding. They are important visual, tangible assets that tell the story(s) of individuals who helped with and sought freedom from enslavement.

Intangible assets, such as the oral histories of Harriet Tubman's relatives, Underground Railroad agents, and Freedom Seeker descendants, are also important resources to be curated and preserved. (Many of these oral histories are held in archives across the country and in Canada.)

Stewardship of the historic and recreational resources, and the byway corridor itself, is an ongoing responsibility for stakeholders along the designated route and a key goal of the byway organization. As articulated in the goals and objectives set forth by the byway leadership, stewardship is integral to the success and sustainability of the designated corridor.

CURRENT REGULATIONS, PRESERVATION & CONSERVATION PLANS

As a baseline of stewardship practices, the byway stewardship planning committee secured copies of existing regulations and policies at each historic resource, byway jurisdiction preservation and conservation plans, and other relevant documents to review and reference. The planning committee also compiled a contact database of preservation offices, county historians, historical societies, Adopt-A-Highway Coordinators, and other potential stakeholders located along the byway for ongoing engagement. This information will be foundational for byway stewardship and enlisting the support of key stakeholders to preserve the historic integrity and byway aesthetics.

STEWARDSHIP ROLES AND RESPONSIBILITIES:

Upon designation, the Byway Organization will invite interested stakeholders (Adopt-a-Highway Coordinators, transportation agencies, local preservation and conservation organizations, civic organizations, and residents/ volunteers who have expressed interest in byway stewardship) to join a Stewardship Outreach Committee that collectively identifies and manages the byway's stewardship strategies. The primary focus of the Stewardship Outreach Committee includes, but is not limited to:

⇒ Annually prioritizing stewardship activities for implementation across the byway.

⇒ Working with the Adopt-a-Highway Coordinators in each region.

⇒ Educating visitors and residents about the importance of stewardship, and recruiting stakeholders in the voluntary care of the byway and its assets/resources.

The Stewardship Outreach Committee is chaired by a Byway Board member, works with byway staff (as available), regional volunteer stewardship committees, government entities, and other local stakeholders to advise on and implement stewardship activities designed to support and sustain the byway's intrinsic qualities in each jurisdiction.

The Stewardship Outreach Committee:

- May be comprised of government, non-profit, civic organizations, preservation, and conservation representatives, as well as private citizens.

- Assigns specific roles and responsibilities (and where applicable, funding) to regional stewardship committees to achieve desired outcomes for scheduled activities.

- Enlists the support of other entities to ensure the integrity, compliance, and standards for byway sustainability.

- Confers with the implementers to provide periodic updates to the byway stakeholders at large and report (at least semi-annually) to the Byway Board of Directors.

Upon recommendations from the Byway's Board of Directors, the Stewardship Outreach Committee meets quarterly or at least semi-annually to update the work plan of projects and activities to administer along the byway.

Ongoing Stewardship Strategies

Stewardship is sustainable when all byway stakeholders – visitors, residents, resource entities, and local government/advisory agencies – are involved in the process. Activities and events that encourage this collective engagement are most impactful as they provide tangible outcomes that benefit all involved.

Typically, stewardship includes both regulatory and non-regulatory strategies for stewardship. Regulatory strategies can include establishing conservation districts, National Register Districts, establishing context-sensitive building design standards, density guidelines, and inclusion of specific requirements in comprehensive plans. Non-regulatory strategies include developer incentives, subsidies, technical and financial assistance, purchase of conservation easements, and serving as an information conduit.

Initially, the Harriet Tubman Underground Railroad New York Byway will focus on non-regulatory strategies that build a foundation of stewardship and education. Ongoing strategies include:

⇒ Champion the continuation of existing regulations, policies, and economic incentives that support the byway's goals and vision.

⇒ Engage county historians and/or local history societies and organizations in on-site stewardship and the identification of preservation needs within their jurisdictions.

⇒ Engage Adopt-a-Highway coordinators in on-site stewardship and the identification of byway needs within their jurisdiction.

⇒ Work with local and regional transportation agencies/offices to identify road improvements for safety and visitor access to byway resources.

Specific stewardship strategies are encouraged to preserve the historic integrity of resources along the byway and care for the cultural landscapes along the route. As the byway's integrity and valued visitor experiences depend on linking and interpreting historic sites and natural areas along the designated route, specific strategies to sustain and enhance these resources are important.

As it is anticipated that the byway will be expanded to create a continuous route from the New York-New Jersey border up the Hudson River Valley and west to terminate at Niagara Falls, at the New York-Canadian border, the strategies are planned for implementation in phases to ensure stewardship of the entire route.

This holistic stewardship plan outlines the overarching strategies needed to safeguard tangible and intangible assets associated with Harriet Tubman and the Underground Railroad. To accomplish the stewardship required to maintain the historic integrity of the byway, the strategies are designed for local implementation by stakeholder groups along the designated route with oversight by a corridor-wide committee.

GOAL 2: Preserve and share authentic stories and places. Preserve and interpret the documented stories and events related to Harriet Tubman, the Underground Railroad, and Freedom Seekers at historic sites and natural areas along the byway.

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 2.3: Create and implement a corridor-wide stewardship plan for resources and the byway.					
2.3.1 Create a recommended maintenance policy, general preservation procedures manual	Stewardship Committee	Use the Secretary of Interior's Standards as a guide. Use sample guides to create policy manual for distribution	May – Dec 2026	Informed sites and policies to guide preservation, maintenance	2 sites create custom plans
2.3.2 Create, adopt, and recommend implementation of curatorial standards	Stewardship Committee	Identify industry best practices and compile into manual for distribution on preserving artifacts and documents	2027	Informed sites and standardized practices of curatorial preservation	Manual on website

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
2.3.3 Conduct a needs assessment for byway sites	Executive Director	Visit each site. Work with on-site team to identify and prioritize preservation and maintenance projects.	2027	List of priority projects for each resource	Increase awareness of site stewardship
2.3.4 Create and update an annual resource directory (digital)	Stewardship Committee	Identify technical assistance, protocols, policies, and potential funding for historic preservation, restoration, maintenance	2027	Resource manual for reference (online)	Increase awareness of site stewardship
2.3.5 Provide technical assistance to historic sites and resources	Executive Director, Staff	Identify funding to Implement individual preservation and maintenance projects.	2029	Enhanced preservation and site maintenance	Increased preservation
Objective 2.4: Identify and encourage safeguarding strategies for the Cultural Landscapes and Historic Viewsheds.					
2.4.1 Inventory Adopt-a-Highway sponsorships	Executive Director, Stewardship Committee	Contact DOT Regions to identify byway sections in need of Adopt-a-Highway sponsors (current or renewing in 12 months)	2026-2027	GAP Analysis to identify areas for sponsors	Inventory of existing sponsors to engage in byway stewardship
2.4.2 Evaluate the byways cultural landscapes	Executive Director, Stewardship Committee	Hire a contractor to conduct assessment, Conduct on-site assessment of cultural landscapes. Write recommendation report	2028	Define appropriate strategies for safeguarding landscapes.	Written report
2.4.3 Organize annual byway "clean-ups."	Stewardship Committee, Civic Orgs	Recruit Keep America Beautiful, civic orgs to conduct or sponsor annual byway cleanups. Schedule at locations along the byway. Promote events on website and recognize participants.	Spring 2028	Improved aesthetics, new stakeholder engagement, education	3 Annual Cleanups
2.4.4 Secure local byway sponsors	Stewardship Committee/ Advisory Council	Identify local and state organizations to support the byway maintenance. Recruit local chapters of Black Cultural Groups (i.e.	2028	Increased byway stewardship	12 Adopt-a-Byway sponsors

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		NAACP and Black Sororities and Fraternities) and Civic Groups located along the byway to fund byway maintenance			
2.4.5 Host voluntourism projects at historic sites to enhance grounds and assist with ongoing maintenance activities	Stewardship Committee	Identify projects at byway sites. Recruit civic orgs to volunteer for site maintenance. Schedule along the byway. Promote events on website and recognize participants	2028	Increased site maintenance and stakeholder involvement	2 Site Events annually; 10 new volunteers
2.4.6 Work with educational institutions tied to a specific learning opportunity	Stewardship committee, Colleges, Universities	Identify school class projects (graduating classes, academic or athletic clubs, social studies/history/science classes) that assist with a byway maintenance project	2029	New educational partners, increased awareness, byway maintenance	2 site Events
2.4.7 Implement a Byway "Care Fare" campaign	Stewardship/ Marketing Committees	Recruit local gas stations and visitor centers as donation locations. Establish guidelines for contributions and donation collections. Market on website and at byway locations	2030	New partners, increased awareness, byway maintenance	$25,000 raised for byway stewardship
2.4.8 Assist Scout troops and Eagle Scouts interested in stewardship projects to earn their badge	Stewardship Committee	Identify scout troops located along byway. Encourage Eagle Scouts to use the byway as a badge project	2030	New partners, increased awareness, stewardship	One Eagle Scout award annually
2.4.9 Identify mitigation strategies to safeguard against threats to the byway integrity	Stewardship Committee	Create list of locations where improvements are needed for enhanced visitor experience. Encourage creative placemaking activities and projects	2031	Priority list for development	Project list for next five years

GOAL 2 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		to maintain byway aesthetics and historic integrity of sites. Provide incentives for sustainable tourism development and management			
2.4.10 Offer annual grants to assist with preservation or conservation projects at historic sites or other locations along the byway	Executive staff with input from Stewardship Committee	Establish annual grant fund and guidelines. Identify funding entity or source for annual grants. Market to byway sites, resources, organizations. Open application round and invite participants. Award grants and monitor projects	2031 - 2035	Increased preservation, conservation	Enhanced stewardship and visitor experiences (positive feedback)
2.4.11 Recognize National Significance	Stewardship Committee, History/ Interpretation Committee	Encourage listing of eligible sites on the NPS Network to Freedom, State and National Register of Historic Places and/or National Historic Landmark designation	2031	Increased national recognition	Significant designations
2.4.12 Foster byway aesthetics and integrity	Stewardship Committee	Provide community economic development agencies and local developers with compatible infill strategies and recommend new development guidelines to ensure consistent aesthetics and integrity of the entire byway	2032	Increased awareness, importance of aesthetics to sense of place	Byway conservation

The Stewardship Outreach Committee will continuously monitor the byway to identify stewardship needs to maintain the historic integrity. The annual stewardship work plan will be updated and modified, as needed, to ensure the byway retains its integrity. A list of county comprehensive plans and other documents for reference is included in *Appendix 5*.

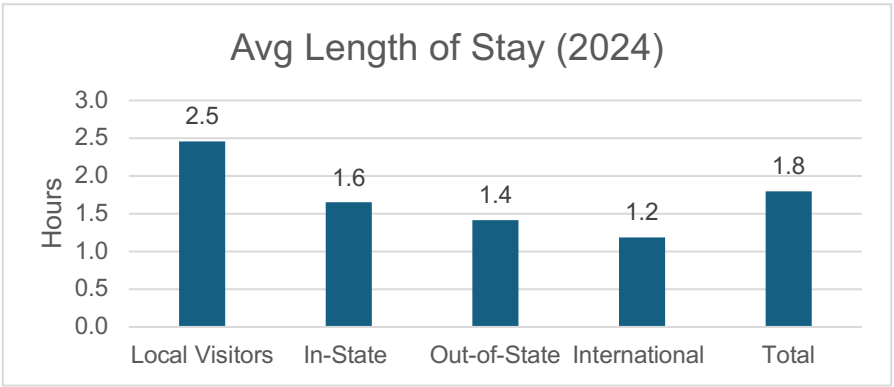
6. Marketing and Promotion Plan

According to Tourism Economics, the state of New York hosted a record 306.3 million visitors in 2023, generating $88 billion in direct spending.[34] The 13 counties for the three initial sections of the Harriet Tubman Underground Railroad New York Byway (and ultimately the 22 counties for the entire border-to-border route) already receive visitation. Local and regional tourism promotion agencies promote travel to existing experiences. The Harriet Tubman Underground Railroad New York Byway offers another incentive to visit these counties and opportunities for specific tourism marketing activities to enhance visitation and tourist spending.

Current Byway Visitation

In May 2025, the research firm Azira used mobile device tracking to produce a baseline data report comparing visitation in 2023 and 2024 for the Harriet Tubman Underground Railroad Byway. This data serves as a benchmark for future analysis. Below are some baseline statistics for reference; a full set of data points for the byway is available upon request.

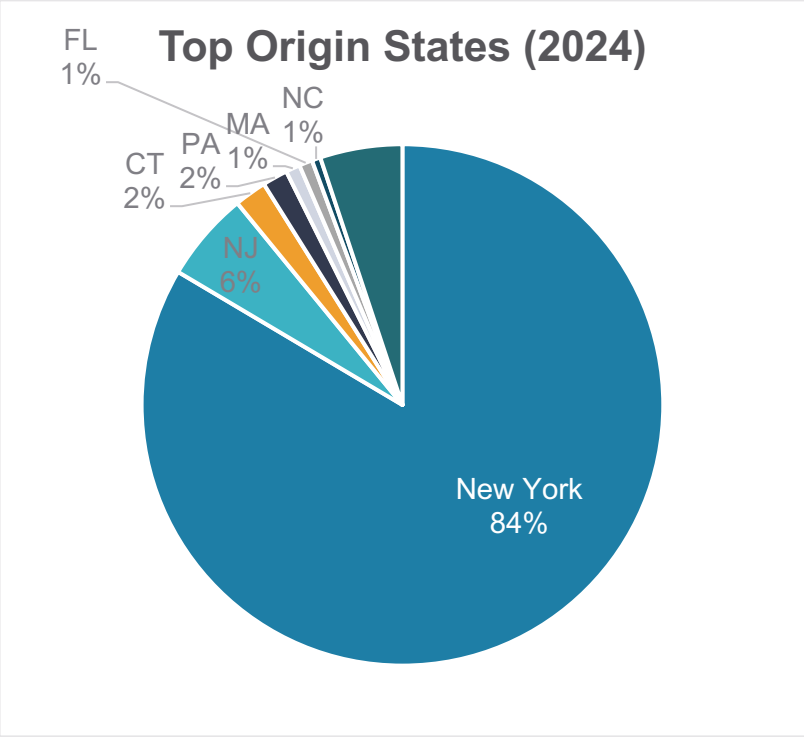
The opportunity to increase the visitor's length of stay is great, and byway marketing must offer compelling information and education to help the traveler understand the experiences, activities, and services available along the designated route. Getting visitors to extend their trip (more hours) on the byway also enhances the potential for overnight stays in the region, thereby increasing the economic impact of tourism, particularly to lesser-visited places. With a higher potential of rural visitation, the economic benefits become even more impactful and sustainable.



The increase in repeat visitation (as evidenced by this year-over-year market comparison graph from 2023 to 2024) demonstrates the appeal of the byway experiences. However, to maintain this steady increase, sites must also provide reasons to return through new, enhanced, or evolving products, services, or events.
New Yorkers are currently the primary audience for the byway. Out-of-state audiences are from the surrounding states, including New Jersey, Pennsylvania, Connecticut, and

[34] "Economic Impact of Visitors in New York 2023" (August 2024) Tourism Economics, https://esd.ny.gov/sites/default/files/media/document/Central-New-York-New-York-Tourism-Economic-Impact-2023.pdf

Massachusetts. International audiences, particularly from Canada, will also be a focus. The byway also attracts visitors from Florida and North Carolina.



Top Origin Metropolitan Service Areas (MSAs) include New York City (56%), Rochester (14%), Syracuse (12%), Buffalo (4%), Albany (2%). Utica (NY), Boston (MA), Hartford (CT), and Philadelphia (PA) each contributed 1% of visitors to the byway in 2024.

Visitation to Current Historic Attractions

Since the byway already sees visitation to its historic attractions, the baseline data in the next table offers a foundation for future comparison and benchmarks for increasing the traveler's length of stay at each location. Obtaining similar data from other sites is necessary to ensure the byway comparison is available for all counties. Additional data specific to group tours, particularly school bus tours, is necessary for a baseline of future comparison.

Many of the resources contributing to the byway's historic quality are seasonal, operate on small budgets, and are often run by volunteers or minimal staff. Expanding access to these sites will be important to the educational/ visitation goals.

Byway Resources: 2024 Mobile Data (Source: Azira)	Avg Length of Stay (hours)	Percent of Device Sample	Mobile Devices Detected
PHASE 1			
Harriet Tubman Home/National Historic Park	1.8	1%	142
Seward House Museum	3.5	8%	1,947
Niagara Falls Underground Railroad Heritage Center	2.3	4%	907
PHASE 2			
Gerrit Smith Estate National Historic Landmark	2.3	0%	75
National Abolition Hall of Fame and Museum	2.4	1%	134
Madison County Historical Society	2.1	1%	175
Walkway Over The Hudson-Dutchess County	1.5	42%	9,694
Walkway Over The Hudson-Ulster County	1.2	24%	5,486
Philipsburg Manor State Historic Site	2.3	1%	179

MARKETING & PROMOTION: BYWAY OVERSIGHT AND IMPLEMENTATION

Upon designation, the Byway Organization will appoint a Tourism/ Marketing Committee that collectively creates and implements the byway's marketing plan. The Tourism/Marketing Committee comprises tourism industry and marketing professionals located within, or responsible for, the promotion of the byway jurisdictions. A list of Tourism Promotion Agencies (TPAs) along the current segments for designation and the entire border-to-border byway is attached as *Appendix 6.*

The primary focus of the Tourism/ Marketing Committee includes, but is not limited to:

⇒ Annually prioritizing the marketing activities for implementation.

⇒ Overseeing the collection and analysis of market research to measure the economic and social impact of the byway (CMP Objective 5.5).

⇒ Identifying and collaborating with partners to leverage resources and enhance awareness of the byway brand and visitation.

The Tourism/ Marketing Committee is chaired by a Byway Board member and works with byway staff (as available), regional volunteer marketing committees, government entities, and other local stakeholders to advise on and implement marketing activities designed to increase awareness of and visitation to the byway. Duties of the Tourism/ Marketing Committee also include:

- Requesting promotional support from county tourism offices, chamber of commerce, attractions, and businesses along the byway and I LOVE NY to leverage and extend the reach of the HTURB marketing.

- Assigning specific roles and responsibilities (and, where applicable, funding) to regional marketing committees or specialized teams (digital, events, public relations) to achieve desired outcomes for scheduled activities.

- Conferring with the implementors to provide periodic updates to byway stakeholders at large and report (at minimum biannually) to the Byway Board of Directors.

Upon recommendations from the Byway's Board of Directors, the Tourism Marketing Committee meets quarterly to create/refine the work plan of projects and activities to promote the byway as part of the broader integrated long-term marketing plan.

The Maryland Office of Tourism Development encouraged the use of the name, Harriet Tubman Underground Railroad Byway, in New York and other states seeking to create a similar byway to allow for multi-state designation by the Federal Highway Administration, the government agency responsible for approving/managing National Scenic Byways and All-American Roads.

However, the New York State Byway needed a different logo to represent the byway. One of the first activities of the Tourism/ Marketing Committee included working with the

Steering Committee and the Descendants Council to create a byway logo for use on signs and promotional materials. The logo is included below as Figure 1.1.

Figure 1.1.

Logo

Sign art

Full color

Gray scale

Sign

Markets of Focus

Byways traditionally attract “drive” markets (persons traveling by auto, RV. Motorcycle) interested in exploring more local experiences via a designated route that provides

thematic and often scenic experiences. For byways focusing on historic intrinsic qualities, the audience segments expand to include educational adult and student groups, cultural heritage travelers, and multigenerational groups.

The July 2025 *American Travel Sentiment Study* on Road Trip Travel reports that, despite concern about rising gas prices, half (56%) of travelers have spent at least one night following a touring route or scenic/historic highway in the last five years. The top three interests while on touring routes are great local restaurants, cafes, and dining (40%); wonderful outdoor scenery (40%), and historical sites/attractions (36%). *Source: American Travel Sentiment Study Wave 98, Longwoods International.*

Because of its focus and location, the Harriet Tubman Underground Railroad New York Byway will also attract Black/African American travelers, New York residents, and international visitors (particularly Canadians) interested in American history. According to Tourism Economics' report on the *Economic Impact of Visitors in New York 2023*, "domestic visitor spending remains the dominant force for New York's visitor economy." The report noted that "spending growth from Canadian and overseas visitors outpaced that of domestic (travel)."[35] While declines in Canadian (and other international) visitation to the U.S. have been recorded in 2025, this market is expected to rebound in the coming years and should be maintained as a key market.

Multi-modal travel is also important to the Harriet Tubman Underground Railroad Byway, especially with its proximity to the Erie Canal, Empire State Bicycle Trail, Amtrak/rail system, and the Hudson River (as a source of interpretation for the New York Underground Railroad).

KEY AUDIENCES FOR THE BYWAY

The **African American Traveler**: According to the *Portrait of Black Travelers in America* survey conducted by MMGY in Fall 2024 and data extracted from DK Shifflet's *2023 Travel Performance/Monitor*™ of the overall U.S. leisure travel market, the U.S. Black leisure travel audience spent $145 billion on travel in 2023. The U.S. Black leisure travel market totaled 184.12 million visitors, accounting for 11% of the U.S. leisure market.[36] U.S. Black leisure travelers tend to be younger, are more likely to be employed, and are more likely to have children in the household. A majority of U.S. Black leisure travelers (79%) took trips by car,

[35] "Economic Impact of Visitors in New York 2023" (August 2024) Tourism Economics, https://esd.ny.gov/sites/default/files/media/document/Central-New-York-New-York-Tourism-Economic-Impact-2023.pdf
[36] "Portrait of Black Travelers in America" (February 2025) MMGY, https://mmgyintel.com/u-s-black-travel-market-is-now-a-145-billion-audience-according-to-new-research/#:~:text=Black%20leisure%20travelers%20are%20somewhat,of%20247%20miles%20one%20way.

averaging 247 miles one way.[37] Creating memories, relaxing, and exploring new destinations while feeling safe are paramount for this audience. Word-of-mouth recommendations from friends and family remain the primary driver for travel planning decisions, particularly for Boomers. Therefore, key influencers of this market include:

- ⇒ African American church groups and travel groups
- ⇒ Black Travel Alliance members
- ⇒ National Council of Black Meeting Planners (NCBMP)
- ⇒ University and HBCU alumni groups
- ⇒ Black parent groups (Jack and Jill)
- ⇒ Black social groups (the Links, Divine Nine)

Nearly half (46%) of African American leisure travelers are members of Black travel groups, such as Black Travel Movement and Black Women Travels, which foster a sense of community and provide culturally tailored experiences. Millennials are particularly motivated to visit destinations that celebrate Black culture and seek opportunities to engage in cultural experiences and support Black-owned businesses. Affordability is more important to Gen Zers and Boomers alike, reinforcing the desire for memorable, high-value travel experiences.[38]

For more than three decades, the **Cultural Heritage Traveler** has been a desired market for byways and destinations because they typically stay longer and spend more while visiting, travel more frequently, and are not season-dependent compared with the general U.S. leisure traveler. A 2022 study conducted by Young Strategies for Hargrove International and the Educational Travel Consortium revealed the following profile of the post-pandemic cultural heritage traveler (defined not by race, ethnicity, or sex, but by their travel preference/motivation for engaging in historic and cultural attractions/ experiences):

- ⇒ *Trending younger: 56% are 30-49 years old; 17% are aged 50-59; 12% are aged 70-79*
- ⇒ *More Educated: 54.4% have a college or advanced degree*
- ⇒ *Still affluent*: 26% have a household income of $100,000-$250,000, and 7% have a household income of more than $250,000.
- ⇒ *Household Composite:*
  - *Couples working with dependents* *28.6%*
  - *Single working/living alone* *21.6%*
  - *Couples working with no dependents* *13.8%*
  - *Retired: single/couple* *11.9%*

[37] "Portrait of Black Travelers in America" (February 2025) MMGY, https://mmgyintel.com/u-s-black-travel-market-is-now-a-145-billion-audience-according-to-new-research/#:~:text=Black%20leisure%20travelers%20are%20somewhat,of%20247%20miles%20one%20way.

[38] "Portrait of Black Travelers in America" (February 2025) MMGY, https://mmgyintel.com/u-s-black-travel-market-is-now-a-145-billion-audience-according-to-new-research/#:~:text=Black%20leisure%20travelers%20are%20somewhat,of%20247%20miles%20one%20way.

The average spending of cultural heritage travelers is $1,182.00 per trip. That amount is down slightly from the record $1,319 in 2013 but is up from the 2009 spending of $994.00 per trip (per Mandala Research). According to the 2022 Young Strategies report, these leisure travelers often engage in more than one heritage activity during their visit.[39]
Motivations for cultural heritage travel that have not changed post-pandemic include:

- ⇒ 71.3% want to "learn something new/different"
- ⇒ 67% said it was important or very important to "immerse (yourself) in the culture of a destination"
- ⇒ 65% want to "uncover the heritage of a place"
- ⇒ Desire for/seek out little-known destinations nearby, "off the beaten path," or nostalgic locations
- ⇒ Prefer to shop for items they can't find at home (67%) or in a unique shopping atmosphere (52%).

Given its historic quality of experiences, the Harriet Tubman Underground New York Byway is a prime destination for this audience.

Canadian Leisure Travelers: According to the U.S. Travel Association, Canada is the top source of international visitors to the United States, with 20.4 million visits in 2024, generating $20.5 billion in spending.[40] New York is the fourth most visited state for Canadian leisure travelers arriving by air. In 2023, nearly 4 million Canadians visited the state (via auto and air), contributing over $1.7 billion in spending. In the fourth quarter of 2023, Canadian residents spent an average of $954 per trip to the United States and the average length of trips to the United States was 3.8 nights.[41]
Canadian leisure travelers are increasingly seeking diverse and multi-experience trips, often combining urban, beach, and cultural activities.

- Canadian leisure travelers value quality accommodations, affordability, and interesting attractions.
- Canadian travelers under 45 often prioritize family-friendly and outdoor adventures, while those over 45 value local hospitality.[42]

Given its proximity to Canada, particularly the Ontario province as a neighbor to Niagara Falls and the historic connection to St. Catharines, the Harriet Tubman Underground Railroad New York Byway has a unique opportunity to attract Canadian leisure travelers to

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[39] "Profile of Post-Covid Cultural Heritage Traveler" (2022) Young Strategies for Hargrove International, Inc.
[40] "Potential Results of Decline in Canadian travel to United States" (February 2025), U.S. Travel Association, https://www.ustravel.org/press/potential-results-decline-canadian-travel-united-states#:~:text=Canada%20is%20the%20top%20source,spending%20and%2014%2C000%20job%20losses.
[41] National Travel Survey-fourth quarter 2023 (May 24, 2025) Statistics Canada, https://www150.statcan.gc.ca/n1/daily-quotidien/240524/dq240524c-eng.htm
[42] Sorsroutomo, Cindy, "Profiling the Canadian traveler: What they want, where they're going, and who they're booking with," Travelweek Canada (April 2018), https://www.travelweek.ca/news/profiling-the-canadian-traveller-what-they-want-where-theyre-going-and-who-theyre-booking-with/#:~:text="Canadian%20travellers%20report%20that%20quality,to%20booking%20airfare%20and%20accommodations.

its sites and businesses, even with anticipated visitor declines due to the recent changes in federal policies.

MARKETING & PROMOTION ACTION PLAN

GOAL: Market the Byway to attract visitors and their spending to communities, sites, and businesses along the route for increased annual economic impact and positive byway brand recognition.

This marketing plan outlines a phased, multi-channel strategy to promote the Harriet Tubman Underground Railroad Scenic Byway via its four specific objectives. With a focus on storytelling, narrative of historic preservation, and community engagement, the plan leverages digital platforms, partner networks, and traditional media to enhance awareness, drive visitation, increase visitor spending, and build long-term sustainability.

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 4.1: Create and deploy innovative marketing tools and strategies to attract domestic and international visitors to the byway year-round.					
4.1.1 Branding & Visual Identity	Marketing contractors with input from Tourism, Marketing Committee	Logo Graphic Standards Manual, Window Clings and Decals, Presentation Templates, Branded Merchandise	Jan – Dec 2026	Visual Identity for Byway	Increased on-site awareness, revenue generation from sales merchandise
4.1.2 Social & Digital Marketing	Executive Director with input from Tourism, Marketing Committee, Advisory Council	Launch/maintain byway website, create blog & website content, use free tools to optimize search, post to Instagram, Facebook, create and publish integrated event calendar, create QR codes for use at site locations, signage	March 2026 -	Central info source for byway, trip planning, and partners	Increased visitor, awareness for byway
4.1.3 QR Codes	Marketing Committee, Attractions, Regional organizations	Develop interactive digital products accessible via QR code-enabled physical	2026-	Increase time spent on byway	Expand on-site length of stay and access to other byway sites, services

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		signage (or other comparable technology) at byway resources (historic sites) and visitor centers to provide travelers access to additional regional and trip-planning information to connect the byway with regional destination amenities and services			
4.1.4 Collateral Material	Executive Director with input from Tourism, Marketing Committee	Produce general rack card, banners, pop-up exhibit for use at historic sites along the byway, and other distribution/ promotional outlets	2026-2027	Increased awareness and branding	Distribution of 10K brochures
4.1.5 Byway reference guide	Marketing Committee	Dynamic digital and physical guide for use by visitor center and heritage site staff	2026	Educational reference guide re: byway	Increased on-site visitor education of byway
4.1.6 Digital App	Marketing Committee, History/ interpretation Committee	Create, update, and expand a digital app to enhance story access for byway travelers	2026 -	More in-depth visitor education	Education of visitors about HT, URR, FS in New York
4.1.7 Promotions	Executive Director with input from Tourism/ Marketing Committee	Organize Byway Signage Unveiling, Special Event and National Tourism Week promotions	2026 -	Increase local awareness of byway sites and events	Increased publicity, increased attendance, stakeholder engagement

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
4.18 Events	Tourism/ Marketing Committee, Descendants Council	Coordinate scheduled Black History Month, Juneteenth, and International UGRR History Month events at Byway Resources to encourage visitation	2026 -	Increase coordination	Increased publicity, increased attendance, stakeholder engagement
4.1.9 Public Relations	Tourism, Marketing Committee, Staff, Board	Host Familiarization Tours (journalists), issue press releases, give speeches/ presentations	2026 -	Increase positive publicity about the byway, historic sites and stories	6 articles, 3 speeches, and 3 press releases annually
4.1.10 Create itineraries to expand visitation	Tourism Marketing Committee	Work with local sites to enhance opportunities for visitors to explore beyond the byway boundaries and engage with other relevant, related attractions	2027	Increase "stop while there" opportunities for visitors	Increased time spent by visitors on the byway and in nearby communities
4.1.11 Market Research	TPAs on Byway, staff, Tourism Marketing Committee	Gather relevant visitation info and data; establish annual marketing benchmarks	June 2026 -	Annual analysis report	Increase year-over-year impact
4.1.12 Advertising	Staff	Purchase digital, traditional media advertisements, expand posting on social media, build email marketing	2028 -	Enhanced ROI from Marketing	Increase in digital, social and print responses
4.1.13 Translation	Staff	Work with I Love NY, Brand USA, and Visit USA Committees to translate byway	2029	Translated materials to attract international visitors	Criteria for All-American Road designation

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		& site information into key market languages for trip planning and education			
4.1.14 Byway Research	Staff	Conduct resident and business attitude sentiment study	2030	Analysis of byway knowledge, value, appreciation	Improved attitudes about byway impact, importance
4.1.15 Byway Impact	Staff	Conduct 10-year impact report to demonstrate value of byway	2035	Documented impact, baseline for future	Articles along byway promoting its value
Objective 4.2: Develop and market adult and school group tour programs to attract and educate school, youth, and adult groups about Harriet Tubman, the Underground Railroad, and Freedom Seekers in New York.					
4.2.1 Group Tours	Executive Director, TPAs, Tourism Committee	Create database of group travel-ready byway sites and businesses. Compile database of group tour operators, create profile sheets, create group tour itineraries. Attend group tour conferences (2028)	2027 -	Cultivate group tours for byway and historic sites	Increase of 6 group tours annually on byway by 2030
4.2.2 Student Youth Tours (See 2.2.2)	Exec Director, Tourism Committee, coordinate with History/ Interpretation Committee	Create database of student tour-ready sites. Compile database of group tour operators, schools to cultivate for tours.	2027 -	Cultivate student tours for byway and historic sites	Increase of six student tours on byway by 2030
4.2.3 Specialty tours	Tourism, Marketing Committee	Cultivate specialty tour operators	2028	Increased awareness of unique	Increased visitation at restaurants,

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		focusing on food, music, and other cultural elements along the byway		assets along the byway	entertainment venues, etc.
<u>Objective 4.3:</u> Collaborate with other organizations, government agencies, heritage areas, recreational trails, and businesses to promote the Harriet Tubman Underground Railroad in New York experiences and expand the brand awareness of the byway.					
<u>4.3.1</u> Solicit Partners	Tourism, Marketing Committee	Encourage NHA, Erie Canal NHC, I Love NY, Empire State Trail, and other entities to promote byway via their channels	2026	Extended reach	Lead generation increases from other origin sites
<u>4.3.2</u> Collaborate on promotions	Tourism, Marketing Committee	Work with I Love NY, Brand USA, TPAs, and other entities to increase awareness (through hosted fam tours, publicity, etc.)	2027	Increased awareness with key tourism influencers	Earned media in 12 national, int'l travel trade, or consumer publications (NY Times, Chicago Tribune, WSJ, Washington Post, etc.)
<u>4.3.3</u> Hotel and outfitter packages	Tourism, Marketing Committee	Partner with local hotels, TPAs, attraction, RV clubs, recreational programs to increase overnight, multimodal visits	2028	New package experiences along the byway	Increased overnight stays (+5%)
<u>4.3.4</u> Historical Documentaries	Tourism, Marketing Committee, History/ Interpretation Committee	Secure Documentary or special educational series produced by the *History Channel*, *National Geographic*, or streaming	2030	High-profile recognition of byway assets	Increased visitation resulting from national publicity

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		services to showcase the byway and its historic assets			
<u>Objective 4.4:</u> Ensure African American communities and businesses are represented and elevated in product development, interpretation, and marketing to generate social and economic benefits locally.					
<u>4.4.1</u> Promote African American businesses	Tourism, Marketing Committee	Develop list of Black-owned and operated businesses (restaurants, retail, services) along the byway and communities. Post on byway website	June 2026	Increased awareness of African American assets on the byway	Increased patronage at these businesses
<u>4.4.2</u> Recognize African American businesses	Tourism, Marketing Committee	Create a certification program for locally-owned and managed African American businesses on the byway. Provide window clings to recognize their byway significance	2027	Increased awareness of African American assets on the byway	Increased patronage at these businesses
<u>4.4.3</u> Profile African American byway leaders	Tourism Marketing Committee, Descendants Council, Advisory Council	Create and publish profiles of business owners, community leaders, and other prominent African Americans along the byway on the website	June 2027	Increased awareness of African American assets on the byway	Increased patronage at these businesses
<u>4.4.4</u> Byway Passport	Tourism Marketing Committee	In partnership with Black Travel Alliance, develop and distribute a byway passport	2028	New product to promote, distribute	Increased awareness, patronage of African American businesses on/near byway

GOAL 4 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
4.4.5 Increase economic impact	Tourism Marketing Committee	Offer opportunity for businesses to sell branded merchandise. Split profits.	2028	Expand byway brand through signature merchandise	Increased revenue generation
4.4.6 Event locations	Staff	Encourage local organizations to use the byway's historic sites, attractions, businesses and interpretive centers as event locations	2028 -	Expand local stakeholder engagement with byway assets	Increased patronage, visitation to byway assets

As stated above, the final phase of this byway management plan also concentrates on documenting the byway's economic, social, and marketing impact on its jurisdictions and assets.

Additionally, the byway marketing committee will evaluate the performance of its tools and specific activities against the byway goals and objectives. This analysis will help frame recommendations and discussion points for updating the byway CMP in its next phase.

7. TOURISM PLAN

In 2023, visitors to New York contributed $88 billion across the state. According to Tourism Economics' annual report, *Economic Impact of Tourism in New York 2023*, (released August 2024), visitor spending increased by more than $9 billion from $79 billion in 2022. The direct visitor spending impact of $88 billion generated a total economic impact of $137 billion (including indirect and induced impacts). This total economic impact generated $11 billion in state and local tax revenues in 2023.[43]

As evidenced by the table below, the counties along the Harriet Tubman Underground Railroad New York Byway already experience a substantial economic impact from tourism. The following table demonstrates the current economic impact of tourism in the initial eight counties in Phase 1 of the Harriet Tubman Underground Railroad Byway and the remaining 14 counties in the Byway's Phase 2 to designate a border-to-border route from New Jersey to Canada.

Economic Impact of Visitors to New York (2023)					
County	**Visitor Spending (Millions)**	**Lodging (Millions)**	**Food & Bev (Millions)**	**Jobs**	**Local Tax (Millions)**
PHASE 1					
Cayuga	$157	$62	$36	1,110	$9,397
Seneca	$86	$23	$33	792	$5,538
Ontario	$341	$98	$138	3,382	$21,134
Wayne	$45	$5	$19	636	$3,326
Monroe	$1,492	$480	$517	13,065	$100,948
Orleans	$42	$3	$15	578	$3
Erie	$2,423	$455	$1,033	28,650	$144
Niagara	$1,082	$193	$343	15,918	$60
TOTAL	**$5,668**	**$1,319**	**$2,143**	**64,131**	**$140,550**
PHASE 2					
New York	$37,618	$12,640	$8,896	161,191	$2,882,200
Bronx	$1,007	$128	$385	8.091	$90,419.00
Westchester	$2,161	$518	$785	15,196	$140,509
Putnam	$86	$10	$35	1,056	$5,816
Dutchess	$756	$212	$230	7.096	$53,220
Columbia	$253	$61	$61	1,778	$13,961
Rensselaer	$177	$35	$79	1,292	$10,595

[43] Tourism Economics, "Economic Impact of Visitors to New York 2023" (August 2024), Statewide Report, page 4, https://esd.ny.gov/esd-media-center/reports/2023-tourism-economics

Economic Impact of Visitors to New York (2023)					
Albany	$1.07	$321	$318	9,752	$79,186
Schenectady	$416	$30	$248	5,164	$24,712
Montgomery	$79	$19	$22	669	4,364
Herkimer	$152	$50	$31	1,448	$9,381
Oneida	$3,739	$1,781	$477	16,644	$161,301
Madison	$138	$33	$52	1,515	$9,314
Onondaga	$1,256	$415	$411	11,151	$84,844
TOTAL (Phase 1 and 2 of Byway)	$47,463	$14,878	$12,491	242,311	$3,320,859

It is anticipated that the designation to create a contiguous byway will attract visitors and enhance the economic impact from tourism. The marketing plan outlines specific strategies to attract visitors to the byway, promote thematic programs and events, and champion it to New York residents, domestic travelers, and international visitors.

A direct benefit of the Harriet Tubman Underground Railroad New York Byway designation is enhanced economic growth from tourism. Growth metrics defined by the Byway Tourism Committee include, but are not limited to:

- Increased spending from visitors
- Increased local sales tax generated from spending
- Increased stays in local hotels
- Increased patronage in businesses (restaurants, retail, tour companies, and others), particularly Black-owned or operated, along the byway
- Increased employment at current and new businesses
- New entrepreneurship opportunities

An additional metric for future measurement of the byway's impact is the tax savings per household. This amount, which currently ranges from $283 to $6,289, indicates the benefit of tourism to residents, reflecting how much each household would have to pay in additional taxes without visitation to the New York byway counties. Increasing this amount in each county over the decade can be one of the strongest economic impacts and benefits of the byway designation for residents along the route.

Tourism development is important to creating, expanding, and refreshing desired byway experiences for visitors. Ongoing tourism development and enhancement also ensure that experiences for byway visitors contribute to tourism's positive economic impact in each jurisdiction along the designated route.

Tourism management is also important to the byway's sustainability and success, to safeguard against the negative impacts of overuse or lack of education about appropriate visitor engagement. Monitoring tourism development and hosting is an important strategy to carry out across the designated byway.

TOURISM PLANNING & OVERSIGHT

Each of the 22 counties representing the jurisdictions for Phase 1 and proposed Phase 2 of the designated byway has tourism promotion agencies (TPAs) actively involved in the development and marketing of their destination's assets. The byway will be an additional focus for developing new and enhancing current tourism products and services to attract and host visitors in their respective counties and along the byway. Local economic development agencies and civic and nonprofit organizations will also be tapped to help with these enhancements, event planning, and new business recruitment to expand tourism experiences for greater economic impact from visitor spending.

Initially, the TPAs, along with other industry leaders and businesses, will be invited to serve as a byway tourism/marketing committee.

Ultimately, three regional committees will be formed to align with byway staffing and oversight (see Byway Management section). The tourism/ marketing committee will be responsible for implementing the strategies outlined in this plan. The tourism marketing committee will report to and have oversight from a Byway Committee Chair serving on the Harriet Tubman Underground Railroad New York Byway Organization's Board of Directors. The committee's efforts will be supported or assisted by the byway's organizational staff as available.

Ongoing Tourism/Marketing Committee Responsibilities:

- ⇒ Assess byway experiences (annually) to identify areas for improvement, on-site issues regarding capacity management, and recommendations for enhancing, expanding, and/or refreshing byway resources for increased visitor value and impact.

- ⇒ Maintain an updated inventory of visitor accommodations and tourist services (locations of public restrooms, parking, ATMs, electric car charging stations, etc.) available along the byway for listing on the byway website and as a reference for Visitor Information Centers, byway businesses, and attractions.

- ⇒ Identify other needs of byway visitors, including but not limited to infrastructure improvements, public restrooms, and other amenities to enhance the byway experience. Convey these needs to the byway organization for action.

Specific tourism development strategies are recommended to achieve byway goals for increasing tourism's economic impact and the education of visitors.

TOURISM STRATEGIES TO ACHIEVE GOAL 3 AND ATTAIN THE BYWAY VISION

The following goals and strategies support the consistent development and management of quality, appropriate tourism products and experiences along the designated Harriet Tubman Underground Railroad New York Byway.

Goal 3 of the Harriet Tubman Underground Railroad Byway focuses on *developing new, authentic, and informative experiences* to engage the byway user in the diverse stories about Harriet Tubman, Freedom Seekers, and the Underground Railroad in New York.

GOAL 3 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 3.1: Develop Regional and Thematic Interpretive Centers and Kiosks to increase visitor awareness and education about Harriet Tubman, the Underground Railroad, and Freedom Seekers in New York.					
3.1.1 Gap Analysis	Executive Director	Identify where visitor services are needed to provide a consistent byway experience	2026-2028	Map, strategy for future dev	New byway economic dev and information opps
3.1.2 Investigate options for thematic spurs	History/ Interpretation Committee	Identify potential sites or locations that enhance the thematic experience for byway visitors	2027	Map, determine visitor readiness and interpretive links to enhance thematic experiences	Additional thematic visitor experiences
3.1.3 Interpretive kiosks	History/ Interpretation Committee	Identify current or new locations, interpretive content, funding	2028 - 2031	Planned Kiosks in each region (tent: Poughkeepsie, Albany, Rochester)	Plans for content, construction funding
3.1.4 Interpretive art trail	Tourism/ Marketing Committee (with History/ Interpretation Committee)	Identify locations, content, and funding for creative placemaking using the arts in byway interpretive storytelling to complement existing activities by URCNYS and other organizations	2028-2031	Planned art in each NY Tourism region	Plans for content, construction funding
3.1.5 Regional Interpretive Experience Centers	Tourism Committee, History/ Interpretation Committee	Identify current or new locations, or places where content can be	2029-2035	Draft plans for new exhibits at existing visitor	At least 12 access points (4 each region) across the

GOAL 3 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
		added, potential funding		centers. Add byway gateway centers (as needed) in three regions (existing or new sites)	byway for information
3.1.6 Expand branded merchandise sales	Tourism Development/ Marketing Committee	Identify new distribution outlets for byway merchandise (including current historic site stores). Identify other unique, locally-made products for sale at area stores and museum gift shops (particularly at Black-owned businesses) to enhance the opportunities for purchases by byway travelers	2029-2035	Increased sale of local merch	Increased revenue generation from byway visitors
Objective 3.2: Create multi-modal Interpretive Programs, Activities, and Events along the Byway that expand its use among recreational, train, water, and bicycle visitors.					
3.2.1 Expand Rail Access	Executive Director, Tourism Marketing Committee	Partner with Amtrak and Metro Transit Authority (Metro North, LIRR) and depot owners to provide byway information at their stations along the Hudson River, particularly in Peekskill and Poughkeepsie (Phase 2)	2028	Information posted, available in rail stations	Increased byway visitation via rail
3.2.2 New Comfort Stations	Staff, Tourism Committee	Develop comfort stations (rest rooms), as needed, along the route.	2030	Additional services for visitors	Increased accessibility

GOAL 3 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
3.2.3 Water tours	Staff	Recruit local boat tour operators to establish a new water infrastructure and experiences on the Hudson River focusing on Harriet Tubman/Freedom Seekers/Underground Railroad, highlighting the maritime aspect of the Underground Railroad.	2030	Additional access, experiences for byway visitors	Increased publicity, increased tour options
3.2.4 Expand Recreation	Staff	Work with recreational outfitters, campgrounds, RV parks, and other outdoor and hospitality businesses to encourage engagement with byway experiences Identify other opportunities and events to engage recreational visitors in the byway experience including hiking, birding, camping, or other outdoor recreational practices	2030	Additional access, experiences for byway visitors	Increased overnight, excursion options along the byway
3.2.5 New Business Opportunities	Staff, Economic Development agencies	Identify business opportunities along the byway for entrepreneurs to expand visitation and spending. Provide incentives for new businesses, event planners, and tour guides to expand tourism products along the byway	2031	Expanded local impact	New businesses, entrepreneur opps, jobs

GOAL 3 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
3.2.6 Broadband	Staff, Advocacy Committee, Planning Agencies	Advocate for broadband coverage across the byway	2032	Greater access for apps, online tools	Increased accessibility
Objective 3.3: Conduct interpretive training (sites, guides) to expand local education and enrich visitor engagement					
3.3.1 Investigate current training programs	Executive Director, History/ Interpretation Committee	Identify training needs of sites, educational forums for guides and volunteers, and desired format for enhancing local education (partner with NAI)	2028	Annual guide training program	Certified NAI guides
3.3.2 Use instruction from visitor experience assessments to help enrich engagement	History/ Interpretation Committee, Tourism Committee	Identify best practices in visitor engagement and experience delivery. Host a forum for historic sites to learn trends and techniques for engagement	2028	Annual Heritage Tourism/ Experience Dev Forum	Increase in net promoter scores (referrals for good experiences)
Objective 3.4: Encourage collaboration with African American communities and prioritize visibility of Black-owned businesses along the byway to enhance the visitor experience and provide local benefits/economic impact					
3.4.1 Promote Black-owned businesses along the byway	Executive Director, Tourism Marketing Committee	Create a directory of Black-owned or managed businesses, post on website and encourage TPAs to share with visitors Encourage businesses to use HTURB decal at their location, sell merchandise developed by and approved by HTURB Organization	2028	Increased awareness, patronage	Increase in promotion, publicity

GOAL 3 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
3.4.2 Create a "Green Book" for the byway in partnership with the Green Book Global	Tourism Marketing Committee	Create a "passport" of Black businesses along the byway to encourage visitation	2029	New tourism product for distribution to byway travelers	100 distributed at local sites, visitor centers, media outlets
3.4.3 Provide business, community improvement grants	Staff, Tourism Marketing Committee, Board	In partnership with local EDA, Main Streets, and TPAs, identify business and community enhancement strategies to improve curb appeal along the byway	2030	Enhanced products	10 Black businesses or communities benefit from enhance grants

These strategies depend on funding and prioritization of byway tour product development and enhancement. These development and enhancement strategies should also be implemented to complement other byway activities, including resource interpretation, marketing, and stewardship. The Tourism/Marketing Committee, with oversight from the Byway Board of Directors and input from staff (where applicable), will monitor and prioritize the most appropriate projects, programs, and activities based on visitor needs and desired experience outcomes. A list of current visitor services located along the designated sections of the byway is available in *Appendix 7*.

8. PUBLIC PARTICIPATION PLAN

Public involvement has been integral to the CMP process. Since the project's inception, numerous opportunities have been provided for stakeholders to give input on the CMP and to learn about the byway designation process.

1. From April 2024 to June 2025, the Internal Planning Committee hosted 14 public meetings along the proposed route. These meetings, which were widely promoted through public notices and invitations via news outlets, social media, newsletters, and shared on the project website, educated over 200 residents on the byway and its designation process. The objective of these meetings was to inform residents about the proposed byway and its approval process while also providing an opportunity for attendees to review and discuss the byway's route and identify potential goals and benefits. Examples of public notices and invitations are in *Appendix 8;* a detailed log of meeting dates and attendees is in *Appendix 9.*

2. Throughout the planning process, attendees reviewed draft materials, discussed route details, and provided feedback on the CMP via surveys and an online comments tab on the original project website (https://harriettubmancorridorny.com).

3. Stakeholders were also encouraged to submit letters of support and sign up for updates through the website. As of 8-6-25, the CMP includes 127 Letters of Support from citizens, churches, towns, elected officials, businesses, nonprofit organizations, and tourism entities in support of the full 22-county byway designation (Phases 1 and 2).

4. Input obtained during public meetings, surveys, and comments submitted via the project website was instrumental in shaping the goals and objectives of the HTURB, as outlined in this Corridor Management Plan. The Committee aimed to ensure that adequate measures and public input were incorporated into the CMP as it progressed.

5. A four-day bus tour in March 2025, organized by New York State 56th Assembly District Representative Stephanie Zinerman and URCNYS, commemorated Harriet Tubman Day and further raised awareness. The tour took 25 New Yorkers from Brooklyn to St. Catharines, Ontario, spotlighting the proposed 550-mile route and Harriet Tubman's legacy.

6. Six public meetings, held across the state from June 29 – July 2, 2025, garnered further support for the byway designation with attendance from 81 elected officials, representatives from historical societies, government agencies, tourism entities, religious institutions, civic organizations, and residents.

Byway Leadership:
Given the byway's historical significance, an early consensus emerged that input was vital to build local support, foster civic pride, and ensure future stewardship.

- The 42-member Steering Committee comprises representatives from URCNYS, tourism bureaus, historic sites, local history organizations, heritage areas, nationally-recognized historians, local communities and businesses, and public land agencies overseeing the CMP's governance and framework, and reviewing public input to shape the byway's vision and goals. Subcommittees expanded opportunities for local stakeholders to contribute information and advice on key CMP components.

- A Descendants Council was formed to include Harriet Tubman's relatives and descendants of Underground Railroad agents and Freedom Seekers.

- The Internal Planning Team includes the URCNYS President/ Administrator for the New York State EDA Tourism Sub-Awards Grant, the Byway Coordinator, a Tourism Industry Leader representing Harriet Tubman sites, and the contractor hired to facilitate the CMP development. The entity led the day-to-day oversight and implementation of the CMP planning process.

- A consulting team, in addition to dozens of volunteer stakeholders across the 550-mile route, advocated for designation and secured passage of 121 resolutions of support from jurisdictions along the proposed border-to-border byway.[44]

- A marketing consultant worked with the Internal Planning Team, URCNYS, and the Tourism/Marketing Committee to develop a byway logo approved by the Descendants Council and the New York Department of Transportation.

To ensure long-term oversight and development of the byway, the Steering Committee authorized the formation of the HTURNYBO. After designation and with administrative support by the Niagara Falls National Heritage Area or other contracted administrative agency, the HTURB Organization will continue the committee's work, managing governance and stewardship moving forward, and continuing to develop the longer and more inclusive byway.

BYWAY ORGANIZATION:

Goal 5 (Sustain and Grow the Byway) focuses on cultivating and maintaining inclusive byway leadership to identify resources, implement and oversee the corridor management plan, and evaluate its impact. Several objectives relate to the structure and responsibilities of the byway organization and operations.

[44] As of 7-25-25: 97 have been received/ filed with 20 awaiting receipt of notarized copy

⇒ Objective 5.1: Implement a Byway Management structure to engage stakeholders (including descendants/relatives of Freedom Seekers, Underground Railroad agents, and Harriet Tubman), historic sites and history organizations, and residents in programs, activities, and stewardship.

⇒ Objective 5.2: Fund byway signage, CMP activities, and operations through diverse sources and revenue-generation strategies.

⇒ Objective 5.3: Foster leadership opportunities among people of African descent and youth to facilitate the byway's growth, diversity, and sustainability.

⇒ Objective 5.4: Collaborate with other organizations, businesses, agencies, and institutions to leverage resources, effectively manage byway activities, and expand educational opportunities.

⇒ Objective 5.5: Document, analyze, and communicate the impact of the byway to stakeholders, residents, and funders with a lens on communities of African descent.

Several partner organizations and local stakeholders have pledged support for the oversight of the byway and implementation of the Corridor Management Plan. Below is a list of the principal partners who will lead/assist the organization both as a volunteer organization and when the entity has paid staff.

Support and Implementation

As this byway focuses on history and people, particularly one representing the size and scope of the proposed Harriet Tubman Underground Railroad New York Byway, the participation needs to be diverse. Several stakeholder groups are important to maintaining the byway's integrity and oversight:

√ Descendants and relatives of Freedom Seekers, Underground Railroad agents, and Harriet Tubman

√ County, Professional, and Public Historians and Researchers, Historical Societies, Educational and Cultural Institutions

√ Heritage Area and National Park Service leadership

√ Tourism Industry, represented by Tourism Promotion Agencies in each designated county, plus private businesses, recreational activities, other historic and cultural attractions, and visitor services located along the byway or in nearby communities

√ Local, state, and federal government agencies

√ Civic and religious organizations or institutions with historical ties or interest in Harriet Tubman, the Underground Railroad, and Freedom Seekers.

- √ Recreational businesses and major landowners located along the byway.

KEY PARTNERS:

Niagara Falls National Heritage Area: The Niagara Falls National Heritage Area is one of 62 National Heritage Areas in the United States. Designated by the United States Congress in 2008, the heritage area's mission is to preserve, protect, and promote the historic, natural, and cultural resources of the area stretching from Niagara Falls to Old Fort Niagara in Youngstown, New York.

When the byway is designated, the Harriet Tubman Underground Railroad New York Byway Organization (HTURNYBO) will be housed during the first stages of operation in the Niagara Falls National Heritage Area (NFNHA), based in Niagara Falls, New York. The NFNHA will serve as the byway's fiscal agent, provide administrative and executive staffing support, and offer its historical expertise to the organization. The on-loan Byway Executive Director (September 2025 – December 2026) will oversee the implementation of the CMP, formation of its volunteer leadership to govern the byway, and work with the Advocacy Committee to secure additional jurisdictional support to expand the current segments to a border-to-border route from New Jersey to the Canadian border, and seek funding for implementation for Phase 2 operations and implementation.

When the byway organization receives sufficient funds to hire staff, the NFNHA is willing to continue to serve as the entity's fiscal sponsor and offer other operational support as needed. The NFHNA will work in collaboration with the other National Heritage Areas in New York State along the Byway route – Erie Canalway National Heritage Corridor, Hudson River Valley National Heritage Area, and the future Finger Lakes National Heritage Area – to identify opportunities for collaboration and support. An official letter outlining the commitment from the Niagara Falls National Heritage is attached as *Appendix 10.*

Contact Details:
Harriet Tubman Underground Railroad New York Byway
c/o Niagara Falls National Heritage Area
PO Box 1940
Niagara University, NY 14109
Tax-Exempt Status Number: 46-1240940
A copy of the Niagara Falls National Heritage Area Bylaws is provided in *Appendix 11*.

HARRIET TUBMAN UNDERGROUND RAILROAD BYWAY ORGANIZATION – PHASE 1 Additional Commitment of Resources	
Entity	**Commitment**
Cayuga County Office of Tourism	Active and engaged ally to the Niagara Falls National Heritage Area; assist, collaborate, and support direct management responsibilities of the byway as needed
Destination Niagara USA	Promote community events along the byway; share marketing expertise and outreach;

	contribute volunteer hours for maintenance projects, clean-up days and other byway stewardship initiatives; explore funding opportunities; and help raise awareness
Discover Seneca	Organize community events, contribute volunteer hours for byway projects, coordinate educational programs, offer marketing expertise
Equal Rights Heritage Center	Organize collaborative events, help with promotional materials, engage visitors in stewardship, coordinate educational programs
Erie Canalway National Heritage Corridor	Provide marketing expertise and promote community events, assist with historical information, help develop educational programs (particularly K-12 materials promoted through the Erie Canal Learning Hub), participate in committees, and support fundraising through various grant programs for events, amenities infrastructure, and K-12 field trips.
Finger Lakes Visitors Connection (Ontario County)	Support the byway through organic promotion, engage in byway initiatives that promote connection to history, culture, inclusion
Harriet Tubman National Historical Park	Organize community events along the byway, coordinate educational programs, and provide research/ historical support
Inside Out Tours	Organize heritage based walking and bus tours, contribute historical research and interpretive content, support promotional campaigns
Mid-Hudson Antislavery History Project	Research and educational programming; promote the important history of enslavement and freedom in New York
New York Canal Corporation	Work the byway to protect, preserve, and promote unique resources, and support tourism, revitalization, and development of the canal system
New York State Tourism Industry Association (NYSTIA)	Multi-media marketing initiatives, travel show and trail promotions.
NY Office of Parks, Recreation, and Historic Preservation	Support the byway and its stewardship of historic and natural resources
Orleans County Tourism	Organize collaborative events along the byway
Visit Buffalo-Niagara	Promote the byway on the TPA website and social media platforms, and include the byway organization in the TPA Certified Travel Ambassador program

Visit Rochester	Provide marketing expertise and outreach (brochures, social media, informational displays); contribute volunteer support and hours (for maintenance projects and other stewardship initiatives); promote educational programs; encourage residents and visitors to appreciate (visit) and preserve the area
Underground Railroad Consortium of New York State	Offer knowledge and deep interpretations of the history of the institution of enslavement in New York State; provide sites, activities, events, and programs for rich learning opportunities; collaborate with community members to develop new opportunities for engagement
Wayne County Tourism	Organize byway events, provide marketing expertise, support the historical/ interpretation committee with information.

Individual letters of commitment for the organizations listed above are included in *Appendix 12.*

BYWAY OPERATIONS:

To achieve Objective 5.1. (Implement a Byway Management structure to engage Byway stakeholders and residents in programs, activities, and stewardship), byway operations will evolve with the expansion of the byway route designation.

PHASE 1 (Fall 2025 – March 2027) for Designation of the Two Segments (Auburn to Niagara Falls):

⇒ Secure participants for and establish the Volunteer Board of Directors, Advisory Council, Advocacy Committee, and Sub-Committees (History/Interpretation, Stewardship, Tourism/Marketing, Descendants Council). Host initial meetings and establish priorities for 2026.

⇒ Create the website with public-facing documents to increase awareness and legislative support for the proposed Harriet Tubman Underground Railroad New York Byway, and other informational materials to promote byway designation.

⇒ Secure funding to implement initial CMP marketing, interpretation, and tourism projects.

PHASE 2 (Fall 2025-March 2027) for Expanded Route Designation:
Resolutions of support for the byway have been secured from XX jurisdictions in XX counties for the proposed border-to-border byway. The Advocacy Committee, Board of

Directors, and Executive Director will work to complete the collection of resolutions of support from the remaining XX jurisdictions.

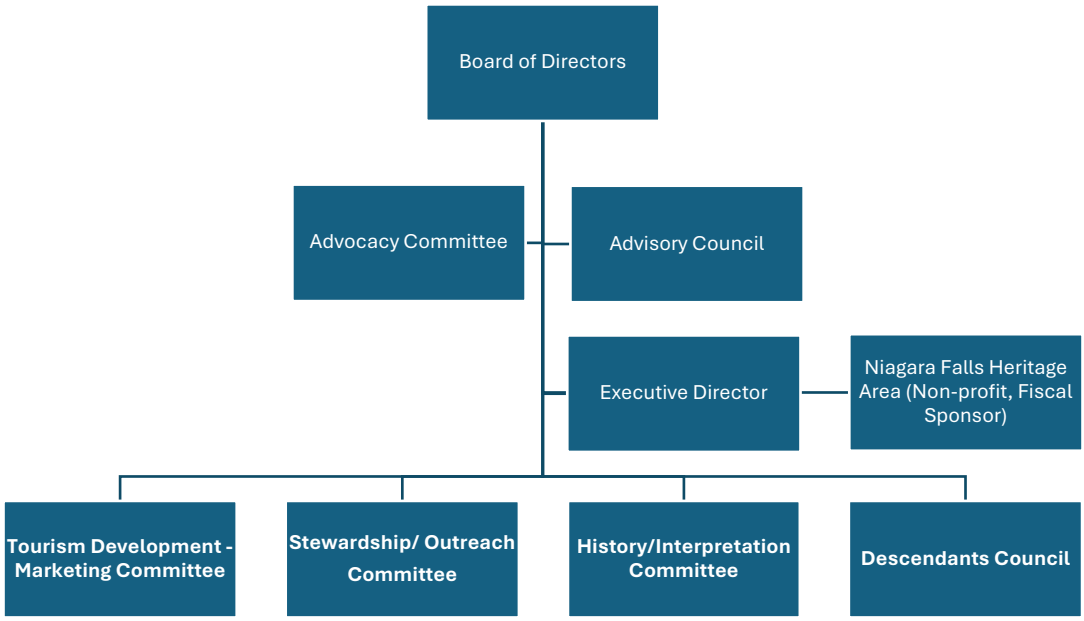
Once the resolutions for the route are secured, the byway organization will also make any necessary adjustments to the route to accommodate the resolutions of support and update the corridor management plan to reflect these additions/changes. Additionally, the Byway Leadership and Advocacy Committee will secure legislation for the expanded byway in the 2027 legislative session.

Funding will be secured to transition the executive director from staff-on-loan (from the Niagara Falls National Heritage Area) to an independent paid position by January 2027, and seed future operations and capacity building.

PHASE 1 & 2: **Byway Organizational Structure (Fall 2025 – March 2027)**
(Subsidiary of Niagara Falls National Heritage Area)

The following organizational structure to lead the implementation of the corridor management plan.

- A Board of Directors with diverse representation will serve as the strategic leadership of the organization, with elected officials and committee chairs.
- An Advisory Board will be comprised of two representatives each from four key constituent groups: historians, the Descendants Council, the New York Department of Transportation, and the Tourism Industry.
- An Advocacy Committee comprised of local stakeholders is responsible for obtaining additional jurisdictional support for future byway segments and securing support from elected officials for passage of byway legislation.
- Three Committees (Tourism/Marketing, Stewardship, and History/Interpretation) to oversee specific CMP components.
- A Descendants Council (as relatives or descendants) to Harriet Tubman, Underground Railroad Agents, or Freedom Seekers will provide connections to the namesakes and contribute to the byway vision.



Although the two byway segments span the western part of the state, the HTURNYBO will coordinate with the other designated heritage areas in New York (the Hudson River Valley National Heritage Area and the Erie Canalway National Heritage Corridor) to implement the corridor management plan's intent. Phase 1 designation will also afford the byway organization to seek funding, begin marketing, and implement the CMP.

HTURNYBO Board of Directors

A Board of Directors is elected from residents located in the municipalities of the designated New York Harriet Tubman Underground Railroad Byway and/or individuals representing significant association with Harriet Tubman and Freedom Seekers in New York.

Duties: The Board of Directors is responsible for monitoring the performance of the Corridor Management Plan. Additionally, the board of directors is responsible for:

⇒ Supporting the Advocacy Committee in securing the designation of the remaining sections of the Harriet Tubman Underground Railroad New York Byway.

⇒ Serving as advocates for the byway.

⇒ Helping secure the financial resources necessary to complete the CMP and manage the byway.

⇒ Leading the engagement of stakeholders and implementation of priorities through committees and programs.

⇒ Participating as a “working” board rather than a “governing” board to ensure maximum engagement by and leverage the resources of stakeholders.

⇒ Periodically reviewing the performance of the Executive Director.

Composition: Up to 17 stakeholders representing the byway constituents will serve as its leadership. The board will meet at least four times annually (virtually and/or in person).

⇒ Executive Committee (4): The Board of Directors will elect a President, Vice President (for Succession to President), Secretary, and Treasurer to serve as the Executive Committee. After the first year of operation, the Past President will also serve on the Executive Committee to provide continuity and institutional knowledge. The Executive Committee will meet at least bi-monthly and give counsel to the Executive Director as needed.

⇒ Committee Chairs (3): Three board members will chair the Tourism/Marketing, Advocacy/Outreach, and History & Interpretation Committees (composed of local, regional, and state participants). These board members should have an interest and expertise in their particular committee.

⇒ Descendants Council Representation (2): The board shall include two members representing Harriet Tubman relatives or descendants of Freedom Seekers and Underground Railroad agents (one of these board members will serve as the Chair of the Descendants Council).

⇒ At-Large Byway Stakeholders (up to 8): The board of directors will include up to eight byway supporters who will serve a three-year term of office. The persons may be invited, self-nominated, or appointed. Ideally, they are located in one of the current or proposed jurisdictions on the byway. They may represent the tourism industry, marketing organizations, historic sites, government, civic/ community groups, historical societies, preservation/ conservation entities, economic development, and/or other state agencies. They may also be residents interested in supporting the byway through leadership or a freedom seeker descendant/ Harriet Tubman relative.

The board of directors will serve a three-year term, with the option to renew an additional term, if requested. Additionally, leadership appointments (service on the Executive Committee) are exempt from the term of service. A board member may serve a maximum of two terms, with one year off the board before being eligible to rejoin the Byway Board of Directors.

Advisory Council

Duties: The Advisory Council will provide advice on the byway activities to the Board (and Staff) and guide specific projects along the byway. In addition, the Advisory Council will advise the organization on byway management, compliance, and evaluation of the CMP implementation.

Composition: Nine members representing various constituent groups and expertise will serve in an advisory capacity to the Harriet Tubman Underground Railroad New York Byway leadership and staff. The Advisory Council will meet at least quarterly. A Chair and Vice Chair will be appointed to conduct meetings.

- ⇒ Two historians or representatives of historical organizations located in New York, preferably located in one of the counties along the byway route.
- ⇒ Two of Harriet Tubman's Relatives or Freedom Seeker Descendants.
- ⇒ Two representatives from the tourism industry, preferably located in one of the counties along the byway route.
- ⇒ Representative from the New York State Department of Transportation.
- ⇒ Representative from the Niagara Falls National Heritage Area (as fiscal sponsor)
- ⇒ President of URCNYS.

Advocacy Committee

As public engagement is such a crucial aspect in the designation process, members of the current Steering Committee will be tapped to become an expanded Advocacy Committee, working in tandem with the Byway Executive Director. Additional stakeholders and volunteers from the byway jurisdictions will be asked for support and participation.

Duties:

- ⇒ Secure legislative support for the Phase 1 byway designation (two segments)
- ⇒ Secure additional jurisdictional support for the expanded border-to-border route with subsequent legislation for the byway.

The Advocacy Committee will meet at least four times per year, or more frequently as it deems necessary to carry out its responsibilities. Members may decide to transition to the Stewardship/Outreach committee once the entire border-to-border byway is designated, or join another committee of choice.

Descendants Council

The Harriet Tubman Underground Railroad New York Byway has a distinct goal to include representation of and benefit for communities of African descent along the byway.

The Descendants Council will be expanded to identify and convene relatives of Freedom Seekers in New York and relatives of Harriet Tubman. These individuals will be tapped to work with the byway leadership and other committees to ensure the realization of the CMP goals and objectives. The Descendants Council will also:

- ⇒ Work with the other committees to support the development of and adherence to the byway's guiding principles, and

- ⇒ Discuss strategies to maximize the economic and social impact while minimizing the commodification of Black heritage, inappropriate branding/ commercialization

and interpretation of Harriet Tubman and the Underground Railroad, and other negative messaging or exploitation.

⇒ Confer with other committees and byway leadership to ensure proper allocation of credit and recognition of storytelling and message delivery.

⇒ Support the outreach and participation of Black communities, organizations, and businesses along the byway.

A board/council/committee job description is attached in *Appendix 13 for reference*.

PHASE 3: **Byway Organizational Structure (April 2027 and beyond)**
Phase 3 of the Byway Operations is proposed once the entire border-to-border route is designated (April 2027), and funding is secured to have paid staff with diverse working committees and regional representation. A complete description of operations with an organizational chart is attached as *Appendix 14.*

BYWAY MANAGEMENT PRIORITIES & TASKS

GOAL 5 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 5.3: Foster leadership opportunities among people of African descent and youth to facilitate the byway's growth, diversity, and sustainability.					
5.3.1: Identify additional descendants, relatives to engage in the byway	Descendants Council, Board of Directors	Compile a list of individuals to contact	2026	Increased participation; educational outreach	New Council members, byway volunteers
5.3.2 Identify opportunities for volunteers	Committees	List of projects and tasks that can engage volunteers	2026	Expanded capacity	New volunteers
5.3.3 Work with local schools, HBC, Black Sororities and Fraternities	Committees	Create a database of schools, organizations to engage in byway programs and events. Solicit their participation.	2027	Increased education and outreach	New organizational partners and stakeholders
5.3.4 Create a Youth Leadership Council	Board	Establish a forum for youth (particularly of African descent) to learn more about HTURR Byway, opportunities for engagement	2029	Youth Leadership Forum	Increased education and awareness

GOAL 5 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 5.4: Collaborate with other organizations, businesses, agencies, and institutions to leverage resources, effectively manage byway activities, and expand educational opportunities.					
5.4.1. Compile list of potential partners for byway projects	Staff, Advisory Council	Identify opportunities for collaboration, including in-kind activities. Conduct outreach for byway education	2026	More informed, engaged Chambers of Commerce, Educational Institutions, Businesses	List of potential byway companies, organizations, institutions
5.4.2 Solicit sponsorships for byway events and activities	Staff, Advisory Council	Create a sponsor packet for stewarding, developing and promoting byway activities, projects, events	2026 (update bi-annually)	Itemized opportunities for supporting the byway	New local / corporate funding for byway projects
5.4.3 Create MOUs with NHAs and other regional partners	Staff, Board	Establish partnership agreements or MOUs between organizations to support goals	2027 -	Documented outreach and engagement	New collaborations to leverage resources, opportunities
Objective 5.5: Document, analyze, and communicate the impact of the byway to stakeholders, residents, and funders with a lens on communities of African descent.					
5.5.1 Identify metrics for measurement	Staff, Board	Determine credible sources of data for measurement	2026	Defined benchmarks, foundation of measurement	Defined metrics
5.5.2 Collect and analyze data (see 4.1.10: Market Research)	Staff, Board, Tourism/ Marketing Committee	Conduct analysis of byway impact	July 2026 (then annually)	Annual Report	Annual analysis of impact
5.5.3 Byway Impact (see 4.1.13)	Staff	Conduct 10-year impact report to demonstrate value of byway	2035	Documented impact,	Articles along byway promoting its value, increased funding and support

9. TRAFFIC AND SAFETY PLAN

The Traffic and Safety Plan includes content from local, regional, and state transportation agencies to document and support the byway's designation. These agencies must also contribute to the development of the Traffic and Safety Plan with usage and safety records, and design and maintenance standards/guidelines.

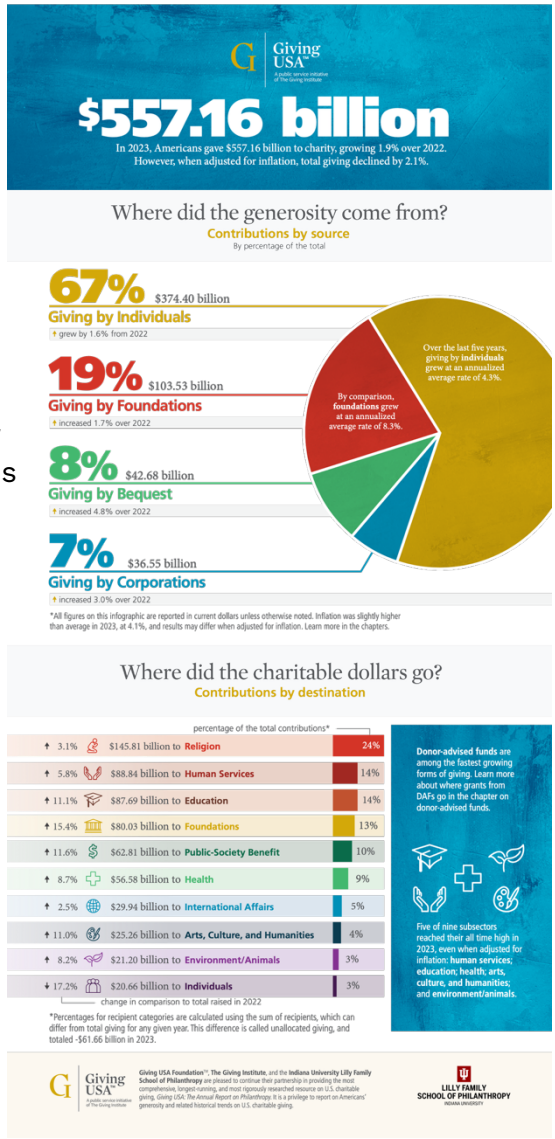
THIS INFORMATION WILL BE ADDED BY NYDOT IN THE FINAL CMP.

10. SIGNAGE PLAN

A signage plan typically includes three components: Sign inventory, Jurisdiction compliance (see Appendix 3), and signage management and maintenance. NYDOT will provide this information in the final CMP.

11. Financial Resources

The Harriet Tubman Underground Railroad New York Byway has received extensive state financial support through grants for the creation and marketing of resources related to the Underground Railroad. The byway organization also received extensive pro bono technical assistance and support from numerous historians, industry experts, and National Heritage Areas in New York. Additionally, local stakeholders have volunteered exhaustive hours to create this plan for designation. Throughout this development process, the byway organization has identified and pursued additional funding to develop and implement the proposed projects outlined in this plan. A five-year budget is provided at the end of this section.



THE FUNDING LANDSCAPE

In 2024, U.S. charitable giving saw a 1.9% increase in current dollars, reaching $557.16 billion according to Giving USA. While overall giving increased, donor numbers have seen a decline.[45] Recent giving trends indicate that individual donors are aging out, smaller donors are giving less, or are establishing foundations as an alternative control mechanism for contributions.

Key sectors that saw major boosts in giving include arts, culture, and humanities (+11%), public society benefit (+ 7.2%), and education (+6%).[46] This is good news for a history-centric byway focusing on educational experiences.

Byways and other non-profit organizations are also utilizing creative revenue-generation opportunities, such as voluntary contribution programs, sales and licensing of products/merchandise, events, charity and online auctions, crowdfunding, and matching gifts. Capital campaigns and endowments are often the preferred strategies for large-scale projects.

Preliminary investigation of potential funding sources for the byway includes three major categories:

[45] Giving USA 2024 Report, https://givingusa.org/5-takeaways-and-next-steps-from-the-giving-usa-2024-report/#:~:text=The%202023%20Giving%20USA%20report,give%20just%20once%20or%20sporadically.
[46] Ibid.

1) Government grants, loans, technical assistance programs
2) Private Foundation grants
3) Corporate sponsorships

The HTURB Board of Directors will initially be responsible for identifying, cultivating, and securing funds for the CMP's implementation. As resources become available, staff will be hired to further develop and deploy fundraising efforts, including grants, sponsorships, planned giving (bequeaths), voluntary contribution campaigns, and special events to raise dedicated project revenue or fund operations.

FEDERAL FUNDING

In early 2025, executive orders paused or eliminated notable federal funding sources. Several of these agencies provided relevant grant or technical assistance opportunities, such as:

⇒ The Institute of Museum & Library Services' grants for African American History and Culture, INSPIRE! Grants for Small Museums, and Museums for America's Community Engagement Program.
⇒ The National Endowment for the Arts' Our Town creative placemaking grant program funds projects that integrate arts, culture, and design activities into activities to strengthen communities.
⇒ The National Park Service Rivers, Trails, and Conservation Assistance Program supports locally-led conservation and outdoor recreation projects.

Some agencies and departments are still funding programs and services at the state and local levels. The US Department of Agriculture offers loans and grants for rural infrastructure and economic development. Whether the Community Facilities Program, Rural Economic Development Loan and Grant programs, Strategic Economic and Community Development Program, or Rural Microentrepreneur Assistance Program, USDA continues to support many programs and initiatives outlined in the CMP.

While the Federal Highway Administration does not have current funding cycles open for byways, the U.S. Department of Transportation does offer various funding opportunities, such as the Safe Streets and Roads for All (SS4A) Grant Program with $2 billion in appropriated funds still available through 2026. Although the HTURB may not be ready for this funding opportunity, US DOT and other federal agencies should be monitored for potential grants that fit the infrastructure and community needs/improvements along the byway in the future.

NATIONAL FUNDING

African American Cultural Heritage Action Fund
National Trust for Historic Preservation

⇒ Action Fund National Grant Program
⇒ Descendant and Family Stewardship Initiative: supported by Mellon Foundation, this initiative supports descendant community and family-led organizations to be

leaders in the physical preservation, interpretative programming, management and governance of historic African American places.

⇒ Preserving Black Churches

African American Heritage Preservation Foundation
Preservation, maintenance, and awareness of endangered or little-known African American historical sites.

National Fund for Sacred Places, Partners for Sacred Places
National Trust for Historic Preservation
Providing training, planning, and capital grants for congregations of all faiths.

PRIVATE FOUNDATIONS

In researching the Foundation Center's Foundation Directory, six major New York-based foundations are potential funders of sizable donations for the Harriet Tubman Underground New York Byway because of their profile for giving (African American heritage, arts and culture, community and economic development, and human rights):

⇒ The Ford Foundation
⇒ The Mellon Foundation
⇒ The New York Community Trust
⇒ Fidelity Investments Charitable Gift Fund
⇒ Donor Advised Charitable Giving, Inc.
⇒ North Star Fund

Other foundations support some of the goals and initiatives outlined in the Harriet Tubman Underground Railroad NY CMP, including:

⇒ The American Express Foundation funds the growth and sustainability of small businesses and small restaurants across the U.S.
⇒ Charles Stewart Mott Foundation has funded the Harriet Tubman Center in Detroit, Michigan
⇒ The Robert Wood Johnson Foundation funds leadership development, community organizing, and economic justice.
⇒ The Groundswell Fund has funded education, arts and culture, human rights, and community and economic development.
⇒ Tides Foundation funds human rights and community and economic development, particularly in underserved neighborhoods.

CORPORATE GIVING

Several New York-based corporations offer community funding programs. Here is a preliminary list of companies to investigate as to their potential to support the byway:

- Rich Production (Donation, Resources)
- M&T Bank (Donation, Resources)
- Citizen's Bank (Donation, Resources)
- Wegman's

- Bank of Utica

STATE FUNDING

The State of New York offers several grant and funding programs to aid in economic development, tourism, marketing, historic preservation, and conservation. While some state agencies receive funds from the federal government to distribute as grants to non-profits and local entities, several programs are appropriated by the state legislature or executive branch to support/enhance key goals and initiatives.

The state border-to-border byway winds through 22 counties and more than 174 jurisdictions.

Counties	Empire State Development	New York DOT	I New York
PHASE 1			
Cayuga	Finger Lakes	Central NY	Finger Lakes
Seneca	Finger Lakes	Central NY	Finger Lakes
Ontario	Finger Lakes	Genesee Valley	Finger Lakes
Wayne	Finger Lakes	Genesee Valley	Finger Lakes
Monroe	Finger Lakes	Genesee Valley	Finger Lakes
Orleans	Finger Lakes	Genesee Valley	Finger Lakes
Erie	Western NY	Western NY	Greater Niagara
Niagara	Western NY	Western NY	Greater Niagara
PHASE 2			
New York	New York City	New York City	New York City
Bronx	Mid-Hudson	Hudson Valley	New York City
Westchester	Mid-Hudson	Hudson Valley	Hudson Valley
Putnam	Mid-Hudson	Hudson Valley	Hudson Valley
Dutchess	Mid-Hudson	Hudson Valley	Hudson Valley
Columbia	Capital	Hudson Valley	Hudson Valley
Rensselaer	Capital	Capital District	Capital-Saratoga
Albany	Capital	Capital District	Capital-Saratoga
Schenectady	Capital	Capital District	Capital-Saratoga
Montgomery	Mohawk Valley	Mohawk Valley	Central New York
Herkimer	Mohawk Valley	Mohawk Valley	Central New York
Oneida	Mohawk Valley	Mohawk Valley	Central New York
Madison	Central New York	Mohawk Valley	Central New York
Onondaga	Central New York	Central New York	Finger Lakes

Specific state funding opportunities include the following:

Empire State Development (ESD)

- ⇒ Market New York grant program to strengthen tourism by promoting destinations, attractions, and special events. Funding is also available for tourism marketing initiatives.($7 million available in FY 25-26; minimum request of $50,000 with a 50% match requirement)
- ⇒ Tourism Capital Projects (NEW): Funding introduced in May 2025 through the Regional Council Capital Funds Program for a minimum grant request of $100,000 or more ($8 million available for tourism projects in FY 25-26, formerly offered through the Market New York Capital Grant program).
- ⇒ Tourism Matching Funds Program, which provides funding for tourism marketing initiatives, including the development of new products or experiences. ($3.45 million to TPAs to market their destination.)
- ⇒ Path Through History, administered through Empire State Development and I LOVE NY, promotes historic sites and events officially enrolled in the state's thematic heritage tourism program.

Environmental Protection Fund (EPF)

- ⇒ Provides grants for capital projects that protect the environment and enhance communities, including land acquisition, infrastructure improvements, and historic site restoration.

Other agencies to investigate include the New York State Canal Corporation, New York Humanities, Erie Canalway/NYS Canal Corporation Events Grants,
and I Love NY marketing grants.

LOCAL FUNDING

Community Foundations represent a substantial opportunity for dedicated, ongoing funding for the byway. Focusing on a specific geographic area, community foundations pool donations to address community needs and support local nonprofits. They offer various types of programs, including grantmaking, donor-advised funds, scholarships, and field-of-interest funds. They also manage endowments, provide technical assistance to nonprofits, and lead community initiatives.

Every county in the proposed byway is represented by at least one community foundation. This affords the HTURB a unique opportunity to collaborate/ partner with multiple community foundations to secure funding for the entire designated route.

During the CMP development process, members of the URCNYS/Byway Planning Committee have already had initial conversations with a few community foundations, banks (community giving programs), and state agencies about potential funding.

This initial research provides a strong foundation for securing additional revenue once the border-to-border route is designated.

County	Community Foundation
PHASE 1	
Cayuga	Central NY CF
Seneca	Tiffin CF
Ontario	Rochester Area CF
Wayne	Rochester Area CF
Monroe	Rochester Area CF
Orleans	CF for Greater Buffalo
Erie	CF for Greater Buffalo
Niagara	CF for Greater Buffalo
PHASE 2	
New York	North Start Fund, Stonewall CF, NY Community Trust
Bronx	Bronx CF
Westchester	Westchester County CF
Dutchess	Berkshire Taconic CF, North Star Fund CF of the Hudson Valley
Putnam	CF of the Hudson Valley
Columbia	Berkshire Taconic CF, North Star Fund CF for the Greater Capital Region, Inc.
Rensselaer	CF for the Greater Capital Region, Inc.
Albany	CF for the Greater Capital Region, Inc.
Schenectady	CF for the Greater Capital Region, Inc.
Montgomery	CF for the Greater Capital Region, Inc.
Herkimer	CF of Herkimer and Oneida Counties, Inc.
Oneida	CF of Herkimer and Oneida Counties, Inc.

Success and sustainability will require a diversified funding strategy mixing both private contributions with public funds and affording opportunities for sponsorships as well as capital campaigns to increase revenue generation from multiple sources.

FUNDING THE BYWAY MANAGEMENT AND CMP IMPLEMENTATION

The following budget reflects the byway priorities for the next five years, to achieve initial Phase 1 and 2 implementation of the CMP.

HARRIET TUBMAN UNDERGROUND RAILROAD PHASE 1 FIVE-YEAR BUDGET

CATEGORY	YEAR	YEAR	YEAR	YEAR	YEAR
REVENUES (Proposed)	**2026**	**2027**	**2028**	**2029**	**2030**
Federal Grants		$50,000	$50,000	$100,000	$100,000
State Grants	$100,000	$500,000	$500,000	$500,000	$500,000
Community Foundations		$50,000	$50,000	$50,000	$50,000

Other Revenue (Donations, Sponsorships, Tours, Merchandise)	$50,000	$100,000	$500,000	$500,000	$500,000
Niagara Falls NHA (in-kind)	$250,000	$100,000	$50,000	$50,000	$50,000
Other In-kind (documented)	$20,000	$100,000	$150,000	$150,000	$150,000
TOTAL	**$470,000**	**$900,000**	**$1,300,000**	**$1,350,000**	**$1,350,000**

EXPENSES (Proposed)	**2026**	**2027**	**2028**	**2029**	**2030**
Byway Designation					
Phase 1 Advocacy - Legislation					
Phase 1 Byway Designation Celebration	$10,000				
Phase 2 Advocacy - Resolutions	$10,000				
Phase 2 CMP Update (resources, route, maps)	$75,000				
Phase 2 Byway Designation Celebration		$10,000			
Phase 3 (spurs) Advocacy - Resolutions				$10,000	
Phase 3 (spurs) CMP Update				$75,000	
Management of the Byway					
Create new non-profit organization		$20,000			
Executive Director	$100,000	$100,000	$120,000	$125,000	$130,000
Grant Writer	$36,000	$36,000	$36,000	$36,000	$36,000
Support Staff (AA, Regional Reps)			$180,000	$190,000	$200,000
Administrative Expenses	$25,000	$50,000	$60,000	$60,000	$60,000
Travel	$10,000	$10,000	$20,000	$30,000	$30,000
Developing, Interpreting the Byway					
Hire Interpretive Planner	$75,000				
Historic Overview		$75,000	$25,000	$25,000	$25,000
Interpretation Signage		$150,000	$150,000	$50,000	$50,000
Site Improvements (grants)		$25,000	$75,000	$100,000	$200,000
Interpretive center(s)*					
Interpretive kiosks with road pull-offs			$400,000	$500,000	$400,000
Interpretive Training		$25,000	$25,000	$25,000	$25,000
Landscaping			$25,000		$25,000
Marketing the Byway					
Website design, content, and maintenance	$30,000	$15,000	$35,000	$20,000	$20,000
Brand strategy and guide	$15,000				
Promotions (Exhibit, banners, advertising, events)	$15,000	$15,000	$15,000	$15,000	$15,000
Social media	$25,000	$25,000	$25,000	$25,000	$25,000

Print (brochures/rack cards)	$20,000	$20,000	$20,000	$20,000	$20,000
Branded merchandise	$25,000	$50,000	$50,000	$50,000	$50,000
Site banners, window clings, other on-site branding	$10,000			$15,000	
Market research		$10,000	$20,000	$20,000	$20,000
TOTAL	**$483,026**	**$626,000**	**$1,281,000**	**$1,306,000**	**$1,331,000**

*Separate Capital Funding & Budgets

To meet budget projections, the byway organizations (including leadership and staff) will need to prioritize activities and tasks to leverage resources and maximize opportunities. The following chart demonstrates the key actions necessary to generate funds.

GOAL 5 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
Objective 5.2: Fund byway signage, CMP activities, and operations through diverse sources and revenue-generation strategies					
5.2.1 Finalize detailed budget	Staff, Board Treasurer	Itemize schedule of expenses and prioritize for funding	2026	Budget for use in planning, fundraising	Cost of byway business
5.2.2 Seek support from Community Foundations	Staff, Board	Schedule follow-up meetings with community foundations representing the byway counties.	2026	Operational funding secured	New sources of funding identified, educated about byway
5.2.3. Create a development plan	Staff, Board Treasurer	Identify potential funding sources, schedule for grants, donations, and requirements (match) to determine priority list to pursue	2026	Plan for fundraising	Revenue generation amounts and sources identified
5.2.4 Solicit funds	Staff, Board, Stakeholders	Write and pitch proposals for funding	Ongoing	Funds for budgeted priorities	New funds generated
5.2.5 Collaborate with state partners	Staff, Board, Advisory Board	Identify state agencies and partners that can collaborate with the byway or endorse funding Proposals	2026	Expand opportunities to leverage resources	New partnerships identified
5.2.6 Identify and secure alternative	Staff, Committee Chairs	Identify strategies to raise funds for various byway priorities: Branded merchandise, licensing, Events, Tours, Sponsorships,	2027 -	Grants, donations, fundraising events, merchandise sales	Budget reflects diverse funding sources

GOAL 5 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
sources of revenue		Revolving Loan Fund, Adopt-a-Highway, In-kind/Volunteers			
5.2.7 Establish HTURB Trust	Staff, Board	Establish the Byway Trust to receive charitable contributions and establish the organization for future grant programs	Fall 2027	Entity for dedicated donations	Dedicated entity to collect funds on behalf of the byway
5.2.8 Hire development director	Staff	Hire person dedicated to identifying, soliciting, and managing donations	2028		
5.2.9 Host regional fundraising workshops	Staff	Advance the capacity of local nonprofit organizations and improve the grant award success rate	2028		
5.2.10 Establish peer giving program	Staff	Design and launch a grass-roots peer-to-peer giving program to fund initial projects, research, and special events	2028	New donor cultivation program	Revenue vehicle for individual stakeholders to support the byway
5.2.11 Capital Campaign for Byway projects	Staff, Board, Committees	Create and launch a capital campaign to fund major projects including regional interpretive centers and kiosks	2029		
5.2.12 Annual Fundraising event	Staff, Stewardship/ Outreach Committee	Organize event to attract a diverse collection of donors from across the byway jurisdictions, from special interest groups interested in Harriet Tubman and the Underground Railroad, and businesses/civic organizations wanting to support the byway programs and services	2030		
5.2.12 Planned giving program	Staff	Encourage donors to support the byway	2031	New forum for donations	

GOAL 5 Objectives	Primary Responsibility	Priority Actions/ Tasks	Timeline (Start-End)	Outcomes	Metrics
5.2.13 Expand sales	Staff, Tourism/ Marketing Committee	Expand licensing and branded merchandise sales	2032	New sales vehicles	$500,000 annually
5.2.14 Update funding plan	Staff	Identify funding needs of new products and services, operations, marketing refresh, and preservation/interpretation programs	2033	Updated budget for priority projects	Plan for use in grants, funding proposals

12. SUMMARY

Phase 1 of the Harriet Tubman Underground Railroad New York Byway marks the launch of a statewide strategy to recognize individuals seeking freedom from enslavement through their own agency and to acknowledge those who aided their journeys from the early 1800s to the Civil War. The sites associated with Harriet Tubman, the Underground Railroad network, and freedom seekers provide exceptional, authentic place-based experiences that tell New York's distinctive stories from this important era of American history. Freedom seekers and participants in the Underground Railroad Network had perseverance and commitment to a cause that serves as a testament for all byway visitors to be agents of positive change.

The byway also offers a unique opportunity to showcase the various methods of travel used by freedom seekers more than a century ago – water, rail, and trailways – and are available to travelers today. Engaging in recreational activities along the Erie Canalway and Empire State Trail affords travelers unique perspectives, past to present, and access to the byway.

The designation of Phase 1 of the Harriet Tubman Underground Railroad New York Byway helps focus attention on the importance of this era of history, its relevance to America today, the educational value for visitors traveling to the contributing sites, and the potential economic impact for local communities and businesses. The designation of the Phase 1 Harriet Tubman Underground Railroad Byway provides an impetus for completing Phase 2 to provide a contiguous route for eventual multi-state designation that further elevates New York's history on a national and international stage.

13. APPENDICES

1. List of Byway Leadership and Stakeholders Involved in the CMP Process
2. Letters of Support for Byway Designation
3. Letters of Resolution for Byway Designation
4. Historical Narrative: Harriet Tubman and the Underground Railroad in New York
5. Database of Comprehensive Plans
6. List of TPAs for the Byway Segments (Phase 1)
7. Current List of Visitor Services along the Byway Segments (Phase 1)
8. Public Meeting Notices and Invitations
9. Public Meeting Dates and Attendees
10. Niagara Falls National Heritage Area Letter of Commitment
11. Niagara Falls National Heritage Area Bylaws
12. Additional Letters of Commitment for Byway Implementation (Phase 1)
13. Post-designation Board/Council Description
14. Future Byway Management
15. Expanded Historical Narrative, Bibliography, and Other Resources
    a. Expanded Narrative – Truth is of No Color
    b. Nineteenth Century Gerrit Smith at Peterboro
    c. Bibliography of Wellman UGRR Reports
    d. Border-to-Border Inventory
    e. Hamlet of Peterboro UGRR Sites
    f. Chenango County UGRR Sites
    g. Madison County UGRR Sites
    h. Otsego County UGRR Sites
16. Niagara Falls National Heritage Area: Additional Information

Title:

May 4, 2026 Minutes

ATTACHMENTS

May 4, 2026 Minutes

COURTROOM
1 MUNICIPAL PLAZA
BEACON, NY 12508
AND LIVE VIA ZOOM

Mayor Lee Kyriacou
Councilmember Amber Grant, At Large
Councilmember Paloma Wake, At Large
Councilmember Lastar Gorton, Ward 1
Councilmember Zack Smith, Ward 2
Councilmember Sergei Krasikov, Ward 3
Councilmember Carolyn Glauda, Ward 4
Deputy City Administrator Ben Swanson

May 4, 2026
7:00 PM
Draft
City Council
Minutes

Regular Meeting

These minutes are for the regular meeting of the Beacon City Council. The City Council Meeting was held through video conference and in the Courtroom at 1 Municipal Plaza, Beacon NY 12508. A video recording of the meeting is available at

https://www.youtube.com/@cityofbeacon8181. The public was able to attend in-person or through video or telephone and were made aware via the City of Beacon website, beaconny.gov. Please take notice that the full transcript of this meeting is available upon request at City Hall Suite 1, 1 Municipal Plaza, Beacon NY 12508, or by calling (845) 838 – 5010, or by emailing cityofbeacon@beaconny.gov .

Councilmembers Present
Mayor Lee Kyriacou

Councilmember Amber Grant, At Large

Councilmember Paloma Wake, At Large

Councilmember Lastar Gorton, Ward One

Councilmember Zack Smith, Ward Two

Councilmember Sergei Krasikov, Ward Three

Councilmember Carolyn Glauda, Ward Four

Also Present

Benjamin Swanson, Deputy City Administrator

Nicholas Ward-Willis, City Attorney

Call to Order

Pledge of Allegiance

Roll Call

Public Comment

Workshop

Discussion of Proposed HDLO Nominations

Parking Reform Local Law Annual Report

Overview of Comprehensive Plan Review Process

Mandatory Property Tax Exemption for Fully Disabled Veterans

Proposed Amendments to the 2026 Budget

Discussion of City Council Meeting Schedule

Reports: Mayor, City Council, and City Administrator

Local Laws and Resolutions

1. Resolution No. 45 - Approving Amendments to the 2026 Budget

    Motion to adopt the resolution by Councilmember Grant.
    Second by Councilmember Smith.
    Motion passes 7 – 0.

Approval of Minutes

1. April 20, 2026 Minutes

    Motion to approve the minutes by Councilmember Glauda.
    Second by Councilmember Grant.
    Motion passes 7 – 0.

Public Comment - Second Opportunity

Announcement of Next Meeting: May 18, 2026 at 7:00 p.m.

Adjournment

Motion to adjourn by Councilmember Smith.
Second by Councilmember Grant.
Motion passes 7 - 0.

City of Beacon City Council Agenda
06/01/2026

Title:

May 18, 2026 Minutes

ATTACHMENTS

May 18, 2026 Minutes

COURTROOM
1 MUNICIPAL PLAZA
BEACON, NY 12508
AND LIVE VIA ZOOM

Mayor Lee Kyriacou
Councilmember Amber Grant, At Large
Councilmember Paloma Wake, At Large
Councilmember Lastar Gorton, Ward 1
Councilmember Zack Smith, Ward 2
Councilmember Sergei Krasikov, Ward 3
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Deputy City Administrator Ben Swanson

May 18, 2026
7:00 PM
Draft
City Council
Minutes

Regular Meeting

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Councilmembers Present
Mayor Lee Kyriacou

Councilmember Lastar Gorton, Ward One

Councilmember Zack Smith, Ward Two

Councilmember Sergei Krasikov, Ward Three

Councilmember Carolyn Glauda, Ward Four

Also Present

Benjamin Swanson, Deputy City Administrator

Nicholas Ward-Willis, City Attorney

Call to Order

Pledge of Allegiance

Roll Call

Public Comment

Public Hearings

Public Hearing Concerning HDLO Nominations (to be adjourned to June 15, 2026)

Motion to adjourn the public hearing to June 15, 2026 by Councilmember Gorton.
Second by Councilmember Smith.
Motion passes 5 – 0.

Reports: Mayor, City Council, and City Administrator

Workshop

Presentation of the Proposed 2027-2031 Capital Program

Amended Concept Plan for 248 Tioronda Avenue

2026 City Councilmember Standard Workday

Lead Agency Designation for the University Settlement Camp

Local Laws and Resolutions

1. Resolution No. 46 - Approving an Amended Concept Plan for 248 Tioronda Avenue

Motion to adopt the resolution by Councilmember Smith.
Second by Councilmember Glauda.
Motion passes 4 – 1. Councilmember Gorton voted against the resolution.

2. Resolution No. 47 - Establishment of Standard Workday For Elected Officials and Authorizing Reporting to the New York State and Local Retirement System

Motion to adopt the resolution by Councilmember Krasikov.
Second by Councilmember Smith.

Motion passes 5 - 0.

3. Resolution No. 48 - Setting a Public Hearing for the 2027-2031 Capital Program

Motion to adopt the resolution by Councilmember Gorton.
Second by Councilmember Smith.

Motion passes 5 - 0.

Approval of Minutes

1. May 4, 2026 Minutes

Motion to table voting on the minutes for vote on June 1, 2026 by Councilmember Glauda.
Second by Councilmember Gorton.
Motion passes 5 – 0.

Public Comment - Second Opportunity

Announcement of Next Meeting: June 1, 2026 at 7:00 p.m.

Adjournment

Motion to adjourn by Councilmember Smith.
Second by Councilmember Gorton.
Motion passes 5 - 0.

City of Beacon City Council Agenda
06/01/2026

Title:

Executive Session: Real Property & Contracts

ATTACHMENTS