

# H.R. 1635, H.R. 755, H.R. 1718, AND H.R. 708

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## HEARING

BEFORE THE

SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC  
LANDS

OF THE

COMMITTEE ON RESOURCES  
HOUSE OF REPRESENTATIVES

ONE HUNDRED FIFTH CONGRESS

FIRST SESSION

ON

H.R. 1635, to Establish Within the United States National Park Service the National Underground Railroad Network to Freedom Program, and for Other Purposes. H.R. 755, to Amend the Internal Revenue Code of 1986 to Allow Individuals to Designate Any Portion of their Income Tax Overpayments, and to make Other Contributions, for the Benefit of Units of the National Park System. H.R. 1718, to Provide for the Conveyance of Certain Lands in Wyoming to the County of Park, Wyoming. H.R. 708, to Require the Secretary of Interior to Conduct a Study Concerning Grazing Use of Certain Land within and adjacent to Grand Teton National Park, Wyoming, and to Extend Temporarily Certain Grazing Privileges.

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JULY 22, 1997—WASHINGTON, DC  
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## CONTENTS

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	Page
Hearing held July 22, 1997 .....	1
Statements of Members:	
Christian-Green, Hon. Donna, a Representative in Congress from the Virgin Islands .....	7
Prepared statement of .....	8
Cubin, Hon. Barbara, a Representative in Congress from the State of Wyoming .....	14
Prepared statement of .....	16
Duncan, Hon. John J., Jr., a Representative in Congress from the State of Tennessee .....	4
Prepared statement of .....	5
Hansen, Hon. James, a Representative in Congress from the State of Utah .....	1
Prepared statement of .....	3
Portman, Hon. Rob, a Representative in Congress from the State of Ohio .....	10
Prepared statement of .....	12
Stokes, Hon. Louis, a Representative in Congress from the State of Ohio .	8
Prepared statement of .....	10
Statements of witnesses:	
Blockson, Charles L., Curator, Charles L. Blockson Afro-American Collec- tion, Temple University .....	24
Prepared statement of .....	89
Eisenberg, Albert C., Deputy Director for Conservation Policy, National Parks and Conservation Association .....	32
Prepared statement of .....	110
Galvin, Denis P., Acting Deputy Director, National Park Service .....	17
Prepared statement of .....	61
Gantt-Wright, Iantha, Diversity Outreach Manager, National Parks and Conservation Association .....	22
Prepared statement of .....	86
Howe, Allan T., Washington Representative, National Park Hospitality Association .....	34
Prepared statement of .....	136
Martinez, Eluid, Commissioner, Bureau of Reclamation .....	18
Prepared statement of .....	72
Nelson, Cathy, State Coordinator, Ohio Underground Railroad Associa- tion .....	26
Prepared statement of .....	93
Rigaud, Edwin J., Executive Director, National Underground Railroad Freedom Center, Cincinnati, Ohio .....	28
Prepared statement of .....	98
Additional material supplied:	
List of Friends of Freedom Society .....	95
Maynard, Charles W., Executive Director, Friends of Great Smoky Moun- tains National Park Sevierville, Tennessee, prepared statement of .....	143
Snowe, Hon. Olympia J., additional testimony submitted by for Maine Underground Railroad Association .....	75
Text of H.R. 1635 .....	39
Text of H.R. 755 .....	46
Text of H.R. 1718 .....	51
Text of H.R. 708 .....	56

**HEARING ON:**

**H.R. 1635, TO ESTABLISH WITHIN THE UNITED STATES NATIONAL PARK SERVICE THE NATIONAL UNDERGROUND RAILROAD NETWORK TO FREEDOM PROGRAM, AND FOR OTHER PURPOSES.**

**H.R. 755, TO AMEND THE INTERNAL REVENUE CODE OF 1986 TO ALLOW INDIVIDUALS TO DESIGNATE ANY PORTION OF THEIR INCOME TAX OVERPAYMENTS, AND TO MAKE OTHER CONTRIBUTIONS, FOR THE BENEFIT OF UNITS OF THE NATIONAL PARK SYSTEM.**

**H.R. 1718, TO PROVIDE FOR THE CONVEYANCE OF CERTAIN LANDS IN WYOMING TO THE COUNTY OF PARK, WYOMING.**

**H.R. 708, TO REQUIRE THE SECRETARY OF INTERIOR TO CONDUCT A STUDY CONCERNING GRAZING USE OF CERTAIN LAND WITHIN AND ADJACENT TO GRAND TETON NATIONAL PARK, WYOMING, AND TO EXTEND TEMPORARILY CERTAIN GRAZING PRIVILEGES.**

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**TUESDAY, JULY 22, 1997**

HOUSE OF REPRESENTATIVES, SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS, COMMITTEE ON RESOURCES, *Washington, DC.*

The Subcommittee met, pursuant to notice, at 10 a.m., Room 1324, Longworth House Office Building, Hon. James V. Hansen (Chairman of the Subcommittee) presiding.

**STATEMENT OF HON. JAMES HANSEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF UTAH**

Mr. HANSEN. The Subcommittee on National Parks and Public Lands convenes to receive testimony on several bills. I want to welcome the members who join us today as sponsors and co-sponsors of the legislation before us. We will hear H.R. 1635 by Mr. Stokes

and Mr. Portman to establish the National Underground Railroad Network to Freedom program, H.R. 755 by Mr. Duncan to allow a tax checkoff for contribution to the National Park System, H.R. 1718 by Mrs. Cubin to transfer lands in Park County, Wyoming, and H.R. 708, also by Mrs. Cubin, to study and extent grazing rights on lands within and adjacent to Grand Teton National Park.

The first bill we will hear today is H.R. 1635, the National Underground Railroad Network to Freedom Act of 1997. The bill was introduced by our colleagues Mr. Stokes and Mr. Portman, who are here today to testify. The bill has over 70 co-sponsors representing broad bipartisan support.

H.R. 1635 does not create any additional units to the National Park System, but provides for the National Park System to establish a program to coordinate, produce and distribute interpretative educational materials, enter into cooperative agreements to provide technical assistance to State and local governments in the private sector, and provides an official symbol for the 380 sites and structures associated with this historic social and humanitarian movement to resist slavery in the United States in the 1800's.

H.R. 755 is the National Parks Checkoff Act, introduced by Mr. Duncan, a member of this Subcommittee. This bill would amend the Internal Revenue Code to allow individual taxpayers to voluntarily designate a portion of their overpayment of Federal income tax or make a contribution in addition to their Federal tax payment of one dollar or more for the benefit of the National Park Service.

This concept is unique in that there is no budgetary impact. This is a voluntary decision by the taxpayer. None of the funds can be used for land acquisition, but only for operation and maintenance of the units of the National Park System.

The next bill is H.R. 1718. H.R. 1718 provides for the conveyance of 190 acres of land in Wyoming to the County of Park, Wyoming. The land conveyed can only be used for economic development by the county or, if the property is transferred to a local non-profit organization, solely for the purposes of economic development. This bill would convey all right, title and interest, except for any right or interest in oil and gas reserves, which would remain held by the U.S. Government. As originally proposed, if within 5 years of the authorization of the conveyance the Secretary determines that the property is not being used for economic development, then right, title and interest shall revert back to the Federal Government. The Federal Government also agrees to hold harmless future owners from violations that may have occurred from past activity. We are aware of a few concerns with this bill that have recently come to light, and Mrs. Cubin will describe H.R. 1718 and some of the concerns when the time comes.

Lastly, H.R. 708, sponsored by Mrs. Cubin, is designated to address a problem that is beginning to affect many of our Federal lands, and that is development up to the boundaries of our parks and recreation areas. I am the last person in Congress to endorse buffer zones, however in this instance Mrs. Cubin has crafted a solution that I believe will insure responsible grazing in and around the park for years to come and will insure the benefits these ranchers provide the park and its resources are not taken over by con-

dominium developments. Many people forget that if we run the true stewards of our Federal lands off these lands, the private lands will likely be sold and developed for purposes that are completely in contradiction to conservation and responsible commodity products.

We will hear from Mr. Duncan first. Mrs. Cubin is second, and then members from the Committee in the order they arrive. I ask unanimous consent that any of these members be allowed to join us on the dias after their testimony. We will then call upon Administration witnesses, Mr. Galvin and Mr. Martinez, to testify on the bills before us. Panel II will address H.R. 1635. Panel III will address H.R. 755. We appreciate the testimony attendants and look forward to their testimony.

[Statement of Hon. James Hansen follows:]

STATEMENT OF HON. JAMES V. HANSEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF UTAH

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Lastly, H.R. 708, sponsored by Mrs. Cubin is designed to address a problem that is beginning to affect many of our Federal lands and that is development up to the boundaries of our parks and recreation areas. I am the last person in Congress to endorse buffer zones; however, in this instance, Mrs. Cubin has crafted a solution that I believe will insure responsible grazing in and around the park for years to come and will insure the benefits these ranches provide the park and its resources are not taken over by condominium developments. Many people forget that if we run

the true stewards of our Federal lands off those lands, the private lands will likely be sold and developed for purposes that are completely in contradiction to conservation and responsible commodity production.

We will hear from Mr. Duncan on H.R. 755 first, Mrs. Cubin, who sits on the Full Committee, second and then Members from off the Committee in the order they arrived. I ask unanimous consent that any of these Members be allowed to join us on the dais after their testimony. We will then call the Administration witnesses, Mr. Galvin and Mr. Martinez to testify on all of the bills before us. Panel II will address H.R. 1635 and then Panel III will address H.R. 755. We appreciate the witnesses attendance and look forward to the testimony.

Mr. HANSEN. Mr. Duncan, do you have any opening statement, sir?

**STATEMENT OF HON. JOHN J. DUNCAN, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TENNESSEE**

Mr. DUNCAN. Well, Mr. Chairman, first I would like to thank you for holding this hearing. You have already explained H.R. 755, the National Parks Checkoff Act. This is a simple bill that would place a checkoff box on Federal income tax forms so that taxpayers could make donations, voluntary donations, to our National Parks. Unlike the Presidential Checkoff, this would not divert funds from the Treasury. Taxpayers would only be able to give above what they already owe or return part of their refund for this purpose. They would not be allowed to divert part of their tax dollars toward this fund. Therefore, it would not have any negative impacts upon the Federal budget.

The other point that—another major point that should be noted is that this legislation would not allow any of this money to be used for land acquisition. This is because I and many others feel that this money should be used to address the estimated \$4 to \$6 billion maintenance backlog that the Park Service currently has. I do not think we should be expanding the National Park System at a time that we are having such extreme difficulties taking care of what we already have.

This bill has strong bipartisan support. It has at this time a total of 70 co-sponsors, 35 Democrats and 35 Republicans. Nine members of this Subcommittee are co-sponsors, including the Chairman and the Ranking Member. And, Mr. Chairman, I want to say that I certainly appreciate your support of this legislation.

In addition, this bill has received the support of the Full Committee Chairman, Representative Don Young, and the Chairman of the Interior Appropriations Subcommittee, Representative Ralph Regula. This bill has also been endorsed by organizations such as the National Tour Association, the American Hiking Society, America Outdoors, Friends of the Smokies and several other leading organizations. I believe we will also hear today from witnesses from the National Parks and Conservation Association and the National Parks Hospitality Association on this bill.

Mr. Chairman, I believe that the Federal Government should take a closer look at some of the State programs which have been so successful which are similar to this. A report recently released by the Federation of Tax Administrators found that "State income tax checkoffs have proven to be popular ways of providing funding for various causes during times of tight State budgets."

Currently 41 States have some type of checkoff on their State income tax forms. At least 37 of these raise money for conservation

funds. During the 1980's these checkoffs brought in over \$30 million a year according to a USA Today article recently published. In addition, my staff was told by the Maryland Natural Resources Department that \$1 million was raised last year alone through its checkoff program to protect the Chesapeake Bay.

Mr. Chairman, if this legislation were passed, I really believe that it could raise a substantial amount. In fact, I believe hundreds of millions of dollars could be raised for our national parks. I believe this because Americans really love and support these parks and they are willing to pitch in to help. One national poll showed that 80 percent of the people would support a checkoff fund such as this on their income tax returns if they were allowed to do so.

Let me just mention a couple other things. When the C&O Canal was destroyed by flooding, numerous people volunteered their time and money to help restore the canal. In fact, the Park Service at the C&O Canal estimated that over \$1 million was donated and over 4,000 people donated time to help clean up.

In my own district a group of individuals formed the Friends of the Smokies three years ago to help the Great Smoky Mountains National Park. In just this short period of time, this organization has raised over \$1.3 million for the Park. This Friends group placed a donation box at one of the more popular points in the park. At the height of the visitation season, this box took in more than \$1,000 a day.

The legislation I have introduced simply places a donation box on tax forms and does not require any specific amount. It just says any even dollar amount. Many people would donate one dollar, five dollars, but some people might even donate extremely large amounts if they were allowed to do so or encouraged in this way.

In conclusion, Mr. Chairman, we all know about the problems which exist in our national parks, and it was highlighted just last week in the cover story by U.S. News and World Report called Parks In Peril. I agree that many of our parks are in peril, however I disagree with one point made in the magazine. The cover of its July 21 edition stated that there is Congressional indifference toward our parks. I think that the fact that you are holding this hearing and the many other things that this Subcommittee has done under your direction, such as allowing parks to keep more of the fees they collect, shows that everyone on this Subcommittee and many, many people in this Congress are very concerned about the condition of our national parks.

I believe that passage of H.R. 755, the National Parks Checkoff Act, will go a long way toward protecting these national treasures for future generations.

Again, Mr. Chairman, I would like to thank you very much for holding this hearing and for supporting this legislation and for giving me the opportunity to discuss the merits of this legislation.

[Statement of Hon. John Duncan follows:]

STATEMENT OF HON. JOHN J. DUNCAN, JR., A REPRESENTATIVE IN CONGRESS FROM  
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They would not be allowed to divert part of their tax dollars toward this fund. Therefore, it would not have any negative impacts upon the Federal budget.

The other point that should be noted is that this legislation would not allow any of this money to be used for land acquisition.

I feel that this money should be used to address the estimated \$4 to \$6 billion maintenance backlog the Park Service currently has.

I do not think that we should expand the National Park System when we cannot take care of what we already have.

This bill has strong bipartisan support. It has a total of 70 cosponsors—35 Democrats and 35 Republicans. Nine Members of this Subcommittee are cosponsors, including the Chairman and the Ranking Member. I want say that I appreciate their support.

In addition, this legislation has received the support of the Full Committee Chairman, Rep. Don Young, and the Interior Appropriations Subcommittee Chairman, Rep. Ralph Regula.

This bill has also been endorsed by organizations such as the National Tour Association, the American Hiking Society, America Outdoors, Friends of the Smokies, and I believe we will hear from our witnesses today, the National Parks and Conservation Association and the National Parks Hospitality Association, as to where they stand on this bill.

Mr. Chairman, I believe that the Federal Government should take a closer look at some of the State programs which have been successful.

A report recently released by the Federation of Tax Administrators found that:

“State income tax check-offs have proven to be popular ways of providing funding for various causes during times of tight State budgets.”

Currently, 41 States have some type of checkoff on their State income tax forms.

At least 37 of these raise money for conservation funds. During the 1980's these checkoffs brought in over \$30 million a year according to a *USA Today* article recently published.

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Mr. Chairman, if this legislation were passed, I really believe that it could raise a substantial amount of money for our Parks.

I believe this because Americans really love their parks, and they are willing to pitch in to help.

Let me give you just a couple of examples.

When the C&O Canal was destroyed by flooding, numerous people volunteered their time and money to help restore the Canal. In fact, the Park Service at the C&O Canal estimated that over \$1 million was donated and over 4,000 people volunteered to help with the clean up.

In my own District, a group of individuals formed the Friends of the Smokies 3 years ago to help the Great Smoky Mountains National Park. In just this short period of time, this organization has raised over \$1.3 million for the Park.

This Friends group placed a donation box at one of the more popular points in the Park. At the height of the visitation season this box took in more than \$1,000 a day.

The legislation I have introduced simply places a donation box on tax forms. I believe, it, too, can do great things for our parks.

In conclusion, Mr. Chairman, we all know about the problems which exist in our parks, as it was highlighted in a recent cover story by *U.S. News and World Report*.

I agree that many of our parks are in peril, however, I disagree with one point made in this magazine. The cover of its July 21st edition stated that there is congressional indifference toward our parks.

I think that the fact you are holding this hearing, and the many other things that this Subcommittee has done under your direction, such as allowing parks to keep more of the fees they collect, shows that everyone on this Subcommittee is very concerned about the condition of our National Parks.

I believe that the passage of H.R. 755, the National Parks Checkoff Act, will go a long way toward protecting these national treasures for future generations.

Again, Mr. Chairman, I would like to thank you for holding this hearing and giving me the opportunity to discuss the merits of this legislation, and I yield back the balance of my time.

Mr. HANSEN. Thank the gentleman.

Mr. DUNCAN. Thank you.

**STATEMENT OF HON. DONNA CHRISTIAN-GREEN, A  
REPRESENTATIVE IN CONGRESS FROM THE VIRGIN ISLANDS**

Ms. CHRISTIAN-GREEN. Thank you, Mr. Chairman. And it is a distinct honor and pleasure for me not only to be able to give these brief opening remarks in support of H.R. 1635, the National Underground Railroad Network to Freedom Bill, but also to welcome our esteemed colleagues who have sponsored this historic piece of legislation, and the other outstanding panelists this morning.

I am proud to be a co-sponsor of this historic bill, and I look forward to hearing the witnesses' testimony.

I am especially pleased and proud to welcome Congressman Lou Stokes, the dean of the Congressional Black Caucus, and someone who has graciously taken me under his wing since I have arrived at the House. And I want to take this opportunity to thank him for his leadership on this issue, as well as on health care and on other issues of importance to the integrity of this Nation.

In 1990 the Congress, in its wisdom, directed what I am sure was a very willing National Park Service to study how best to interpret and commemorate the Underground Railroad. I trust that this Committee and this Congress will be just as wise and pass this significant piece of legislation.

As we embark on a national dialog on race and its impact on our past, present and future, the memorializing of this testament to the courage and sacrifice of many people of all persuasions and to the spirit, strength and the determination of the Africans who had been forced into brutal slavery will be an important legacy.

Already the investigators have greatly expanded our knowledge of this important heritage trail. We now know that this was a far more complex and expansive network than we thought. I am particularly happy that their investigation went beyond the borders of the continent to the Caribbean, and I trust they have included the escape routes to freedom which my ancestors used from the Virgin Islands to nearby Puerto Rico.

From this study, and the bill before us today, we will come to know the many heretofore nameless individuals and groups who made the route come alive, and the traditions that created its culture. All were an integral part of the entire experience. An experience which, with the passage of this legislation, will bring us closer to realizing this effort which will serve to enrich the lives of all Americans.

I get very excited when I think about this project and its unlimited potential to be a part of the education of this country, the healing of our diverse community and a source of strength, direction and hope for our children.

So I again thank the panelists and you, Mr. Chairman, for holding this hearing and for this opportunity to voice my enthusiasm and support for this important project. And I urge all of my colleagues to give it their unqualified and wholehearted support, as well.

Thank you, Mr. Chairman.

[Statement of Hon. Donna Christian-Green follows:]

STATEMENT OF HON. DONNA M. CHRISTIAN-GREEN BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS ON H.R. 1635, TO ESTABLISH THE NATIONAL UNDERGROUND RAILROAD NETWORK TO FREEDOM PROGRAM—JULY 22, 1997

Thank you Mr. Chairman:

It is a distinct privilege and honor, not only to be able to give these brief opening remarks in support of H.R. 1635, the National Underground Railroad Network to Freedom Bill, but to also welcome our esteemed colleagues who have sponsored this historic piece of legislation, and the other outstanding panelists.

I am proud to also be a cosponsor of this historic bill and I look forward to hearing the witnesses' testimony.

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I trust that this Committee and this Congress will be just as wise and pass this significant piece of legislation.

As we embark on a national dialog on race, and its impact on our past, present and future, the memorializing of this testament to the courage and sacrifice of many people, of all persuasions, and to the spirit, strength, and the determination of the Africans who had been forced into brutal slavery, will be an important legacy.

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Again, I thank the panelists and you Mr. Chairman for holding this hearing and for this opportunity to voice my enthusiasm and support for this important project, and I urge all of my colleagues to give it their wholehearted and unqualified support as well.

Mr. HANSEN. Thank you. The gentlelady from Wyoming, Mrs. Cubin.

Mrs. CUBIN. I don't have an opening statement.

Mr. HANSEN. The gentleman from Nevada has no opening statement. We are honored to have our two distinguished colleagues with us today from Ohio who will testify regarding H.R. 1635, the National Underground Railroad Bill. We will first hear from the Honorable Lou Stokes, who I had the privilege of serving as his ranking member for a number of years, and a very distinguished member of our group, and also our distinguished friend from Ohio, the Honorable Rob Portman. We are grateful for both of you being here.

Lou, we will start with you.

**STATEMENT OF HON. LOUIS STOKES, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO**

Mr. STOKES. Thank you very much, Mr. Chairman and members of the Subcommittee. Mr. Chairman, before I begin my testimony,

I want to take just a moment to express my appreciation to you for the expeditious manner in which you have responded to the request of Mr. Portman and myself to conduct hearings on our jointly sponsored legislation. We appreciate very much your responsiveness in this matter.

I am pleased to appear before your panel this morning as you consider H.R. 1635, the National Underground Railroad Network to Freedom Act of 1997. My colleague, Congress Rob Portman, and I introduced this legislation in May. Since its introduction, the bill has enjoyed strong support on both sides of the aisle. As of this morning, we very proudly say to you that we now have 92 co-sponsors here in the House. This Subcommittee hearing represents an important step in our bipartisan effort to secure the enactment of H.R. 1635.

The issue of slavery brings to mind a painful chapter in our Nation's history. As a result of forced enslavement, America witnessed the birth of a movement that would carry masses of people from slave quarters in the South to freedom in northern cities of the United States, Mexico, Canada and the Caribbean. This movement became known as the Underground Railroad.

History teaches us that the Underground Railroad flourished from the end of the 18th century to the end of the Civil War. It was one of the most significant expressions of the American Civil Rights Movement. During its evolution over more than three centuries, the Underground Railroad movement helped thousands of African Americans gain the freedom and human dignity they were endowed with at their birth.

Mr. Chairman, H.R. 1635, the National Underground Railroad Network to Freedom Act, is a good bill. Through the National Park Service, the measure will link Underground Railroad sites. The legislation directs the Secretary of the Interior to produce appropriate educational materials associated with the Underground Railroad. Further, the bill seeks to encourage public and private partnerships to tell the story of the Underground Railroad.

It is our hope that through this legislation, we can educate all people concerning this important episode in American history. Second, we want to bring our country together by facing the lingering vestiges of our dehumanizing past, so that we can find common ground and move forward as a people. I am convinced that we cannot solve our racial problems unless we find a way to bring the American people together in the same manner the Underground Railroad bridged our divisions of race, religion, nationalities and spanned State lines and, indeed, international borders.

I am pleased that a number of distinguished experts are joining us this morning to offer their strong support for the Underground Railroad bill. We are grateful for this high level of support.

Before I close, Mr. Chairman, I also want to thank Mr. Dan Smith and the other members of your staff for the cooperation and the work that they did with us in order to bring this bill before you this morning. I also want to specifically thank Ms. Minnie Kenny and Ms. Joyce Larkin, members of my own staff, who worked so diligently on this legislation, along with members of Mr. Portman's staff. We have had an excellent working relationship, everyone here, to produce the bill we bring before you this morning.

So, Mr. Chairman, I thank you for the opportunity to address the Subcommittee, and I will be pleased to answer any questions if there are any.

[Statement of Hon. Louis Stokes follows:]

STATEMENT OF HON. LOUIS STOKES, A REPRESENTATIVE IN CONGRESS FROM THE  
STATE OF OHIO

Mr. Chairman, Members of the Subcommittee. Before I begin my testimony, I want to express my appreciation to you for the expeditious manner in which you have responded to the request of Mr. Portman and myself to conduct hearings on our jointly-sponsored legislation.

I am pleased to appear before your panel this morning as you consider H.R. 1635, The National Underground Railroad Network to Freedom Act of 1997. My colleague, Congressman Rob Portman, and I introduced this legislation in May. Since its introduction, the bill has enjoyed strong support on both sides of the aisle. This Subcommittee hearing represents an important step in our bipartisan effort to secure the enactment of H.R. 1635.

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History teaches us that the underground railroad flourished from the end of the 18th century to the end of the civil war. It was one of the most significant expressions of the American Civil Rights Movement during its evolution over more than three centuries. The Underground Railroad Movement helped thousands of African Americans to gain the freedom and human dignity they were endowed with at birth.

Mr. Chairman, H.R. 1635, "The National Underground Railroad Network to Freedom Act," is a good bill. Through the National Park Service, the measure will link underground railroad sites. The legislation directs the Secretary of the Interior to produce appropriate educational materials associated with the underground railroad. Further, the bill seeks to encourage public and private partnerships to tell the story of the underground railroad.

It is our hope that through this legislation, we can educate all people concerning this important episode in American history. Second, we want to bring our country together by facing the lingering vestiges of our dehumanizing past, so that we can find common ground and move forward as a people. I am convinced that we cannot solve our racial problems unless we find a way to bring the American people together in the same manner the underground railroad bridged the divisions of race, religion, nationalities, and spanned State lines and international borders.

I am pleased that a number of distinguished experts are joining us this morning to offer their strong support for the underground railroad bill. We are grateful for this high level of support.

Thank you, Mr. Chairman, for the opportunity to address the Subcommittee. I would be pleased to answer any questions at this time.

Mr. HANSEN. Thank you, Mr. Stokes. Appreciate your comments. Mr. Portman, we will hear from you.

STATEMENT OF HON. ROB PORTMAN, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF OHIO

Mr. PORTMAN. Thank you, Mr. Chairman. Mr. Duncan, Ms. Christian-Green, Mrs. Cubin, we appreciate the opportunity to be before you today.

Mr. Chairman, I would like to echo the comments of my colleague, Mr. Stokes, in thanking you for having this hearing and helping us to expedite this process. This is a very important topic, and I think it is important that the Subcommittee, Full Committee and the Congress move forward on it.

I want to commend Lou Stokes—he is the original sponsor of this legislation—for his leadership and also thank other Members of

Congress who have signed on, and the experts and supporters of this project, many of whom are here with us today.

As Congressman Stokes mentioned, H.R. 1635 now has strong bipartisan support. I also understand it has the support of the National Park Service—I think you will be hearing from them directly later—and the National Parks and Conservation Association.

Allow me to go into a little more detail as to the three things this legislation does. First, it creates a National Underground Railroad Freedom Network from all existing units and programs of the National Park Service that pertain to the Underground Railroad, and also from historic buildings, interpretive centers, research facilities, community projects and activities directly related to the Underground Railroad that are spread throughout this country and really this hemisphere, all to commemorate and honor the history of the Underground Railroad.

Much of what we know today, of course, has been handed down by oral traditions over the years. And as a recent National Park Service study indicated, much of the tangible evidence, we believe, is in danger of being lost forever. So this network is very important to establish.

Second, Mr. Chairman, it requires the Secretary of the Interior to produce and disseminate appropriate educational materials such as maps, handbooks, interpretive guides or electronic information, and enter into cooperative agreements to provide technical assistance to facilities that have a verifiable connection to the Underground Railroad, and finally to create a uniform official symbol for the national network and to issue regulations for its use.

Third, and I think, Mr. Duncan, this is along the lines of your opening statement regarding another bill, I think it is very important that this legislation strongly encourages public/private partnerships that I believe we should be doing in the era of the balanced budget discussions we are currently having in Congress.

And finally, Mr. Chairman, the most important thing this legislation does—and it is not just the legislation but all the activities that it will promote—is it helps to foster a spirit of racial harmony and national reconciliation. Just as the Underground Railroad itself bridged the divide of race, religion, sectional differences and nationality and joined people in common purpose, so can this legislation. The powerful and largely untold stories of the brave men and women of the Underground Railroad can inspire us, I believe, even today about racial cooperation and reconciliation, about determination, about freedom and courage.

Like so many of us, I have a personal connection to the Underground Railroad. The family home of my namesake and grandfather, who passed away just last year, was a station on the Underground Railroad. His great grandparents were Quakers and abolitionists who lived in a farmhouse near West Milton, Ohio, that harbored slaves who sought freedom. And so many of the prominent figures of the Underground Railroad happened to come from our area. Levi Coffin, another Quaker, was active as a conductor and often called the President of the Underground Railroad. Harriet Beecher Stowe, another Cincinnati, wrote *Uncle Tom's Cabin*, which of course helped to galvanize the anti-slavery forces back in the 1850's.

I would like to say a special thanks, Mr. Chairman, to my friend and fellow Cincinnati, Ed Rigaud, who is with us here today and you will hear from in a moment, for his help. He has helped me to understand and appreciate the Underground Railroad experience. He is also leading an exciting effort in Cincinnati to establish a National Underground Railroad Freedom Center, funded primarily through private efforts. And he can talk a little about the funds they have been able to raise and the interest that they have locally in Cincinnati, and really around the country now, in this effort. The Cincinnati Center would be located on the banks of the Ohio River, the line dividing the free and the slave States.

I would also like to recognize Iantha Gantt-Wright. She is here with us today, I saw, from the National Parks and Conservation Association, who also has been very helpful in providing input to Mr. Stokes and myself as we have gone through this process.

And finally, I join Mr. Stokes in thanking the staff, particularly Allen Freemyer and Dan Smith of the Majority staff and John Lawrence of the Minority staff, for their great help in putting this together and moving this process forward.

Again, Mr. Chairman, thank you very much for the opportunity to testify, and we look forward to any questions you all may have.  
[Statement of Hon. Rob Portman follows:]

STATEMENT OF HON. ROB PORTMAN, A REPRESENTATIVE IN CONGRESS FROM THE  
STATE OF OHIO

Thank you, Mr. Chairman, Mr. Faleomavaega, and Members of the Subcommittee for holding this important hearing today and giving me the opportunity to testify. I want to thank my colleague, Mr. Stokes, the original sponsor of the legislation, for his leadership on this project. I also want to thank the other Members, experts and supporters of this legislation, some of whom have joined us today.

H.R. 1635 was introduced on May 15 and now has the bipartisan support of 81 cosponsors. I understand this legislation also has the support of the National Park Service and the National Parks and Conservation Association.

Specifically, the bill would do three things: First, create a National Underground Railroad Freedom Network from all existing units and programs of the National Park Service that pertain to the Underground Railroad, historic buildings, interpretive centers, research facilities, community projects, and activities directly related to the Underground Railroad, to commemorate and honor the history of the Underground Railroad. Much of what we know about today has been handed down through oral traditions over the years. And, as a recent National Park Service study indicated, some of the tangible evidence is in danger of being lost forever.

Second, it would require the Secretary of Interior to produce and disseminate appropriate educational materials, such as maps, handbooks, interpretive guides, or electronic information; enter into cooperative agreements to provide technical assistance to facilities with a verifiable connection to the Underground Railroad; and create a uniform, official symbol for the national network and issue regulations for its use.

Third, it would strongly encourage public-private partnerships that we should be promoting in a balanced budget environment. No funds are authorized except a small amount to coordinate the network, offer technical assistance and place plaques on network sites.

I think this legislation will also help to foster a spirit of racial harmony and national reconciliation. Just as the Underground Railroad bridged the divide of race, religion, sectional differences, and nationality and joined people in common purpose, so can this bill. The powerful, and largely untold, stories of the brave men and women of the Underground Railroad can inspire us—even today—about racial cooperation and reconciliation, about determination and courage.

Like so many of us, I have a personal connection to the Underground Railroad. The family home of my namesake and grandfather, who died last year, was a Station on the Underground Railroad. His great, great-grandparents were Quakers and abolitionists who lived in a farmhouse near West Milton, Ohio that harbored slaves who sought freedom. And many of the *prominent* figures the Underground Railroad

have connections to my district I represent in the Greater Cincinnati area. Levi Coffin, another Quaker, was active as a conductor and was often called the "President" of the Underground Railroad. Harriet Beecher Stowe, another Cincinnati, wrote *Uncle Tom's Cabin*, which helped galvanize anti-slavery forces in the 1850's.

I'd like to say a special thanks to my friend and fellow Cincinnati, Ed Rigaud, who will be speaking later this morning, and has helped me to understand and appreciate the significance of the Underground Railroad. Ed is leading an effort to establish a National Underground Railroad Freedom Center, funded largely through private efforts, and located in Cincinnati on the banks of the Ohio River—the dividing line between free and slave States. I would also like to recognize Iantha Gantt-Wright with the National Parks and Conservation Association, who will also be testifying. She provided us with a great deal of input throughout the process. Finally, I wish to thank Allen Freemyer and Dan Smith of the majority staff, and John Lawrence of the minority staff, for their assistance.

Thank you, Mr. Chairman, for this opportunity to testify. I would be happy to answer any questions.

Mr. HANSEN. Thank you. I appreciate your testimony. Do any of the members of the Committee have questions for our distinguished panel on what I consider a very laudatory and reasonable piece of legislation?

Now you know where I am coming from. Let us go to the next one. Mr. Duncan.

Mr. DUNCAN. I don't have any questions, Mr. Chairman, but I would simply like to say that I, too, support this legislation, and Mr. Stokes has helped me on several occasions and is one of our finest members. And I am pleased that my friend Rob Portman is helping to lead the charge on this, because this is legislation that should be bipartisan in nature. And I just want to thank both of them for being here with us today. Thank you very much, gentlemen.

Mr. STOKES. Thank you.

Mr. HANSEN. Any other statements from members of the Committee?

Mrs. CUBIN. Mr. Chairman.

Mr. HANSEN. The gentlelady from Wyoming.

Mrs. CUBIN. Mr. Chairman, I certainly am impressed that you are impressed, and I do support this bill. And if I am not a co-sponsor, this is how much I support it, I would like to go on the bill.

Mr. HANSEN. 93 here.

Mr. STOKES. 93, thank you.

Mr. HANSEN. Why don't we just mark it up and forget the rest of this nonsense.

If our colleagues would like to join us on the dias, we would be happy to have you. We know you are both very, very busy with other things, but we would love to have you join us if you would.

Mr. STOKES. Thank you, Mr. Chairman.

Mr. HANSEN. We will turn to our first panel, Denis P. Galvin, Acting Deputy Director of National Park Service. We are always grateful to have Mr. Galvin with us. And Eluid—if I am pronouncing that wrong, I apologize—L. Martinez, Commissioner of Bureau of Reclamation. We are grateful to have both of you gentlemen with us. And, Mr. Galvin, we will start with you, sir. Now we are going to go to time. Is that okay?

Mr. GALVIN. That is fine, Mr. Chairman.

Mr. HANSEN. All right, we all know the rules. It is like a traffic light, green you start, yellow you wrap up and red I gavel you down. Is that fair?



Mr. GALVIN. That is fair.

Mr. HANSEN. All right, 5 minutes.

Mr. GALVIN. I have—

Mrs. CUBIN. Mr. Chairman.

Mr. HANSEN. Actually, hold on just a minute. The gentlelady from Wyoming.

Mrs. CUBIN. Mr. Chairman, I have an opening statement.

Mr. HANSEN. If you will suspend, we will turn to the gentlelady from Wyoming.

**STATEMENT OF HON. BARBARA CUBIN, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF WYOMING**

Mrs. CUBIN. Thank you. And thank you, Mr. Chairman, for holding this hearing.

H.R. 1718 is the result of 5 years of dedication and hard work by the Cody Chamber of Commerce, by the Cody Economic Development Council to transfer 190 acres of Federal land to the ownership of Park County, Wyoming.

I also extend a special thanks to Paul Hoffman, the Executive Director of the Cody Chamber of Commerce, for his unwavering commitment for the past 5 years in getting this matter resolved.

The land to be transferred is currently in public ownership, more specifically, that of the Bureau of Land Management—excuse me, Bureau of Reclamation. The Bureau has completed its withdrawal review of this land and has done extensive environmental testing, archeological and cultural resource studies. For this I commend them. The State Historic Preservation Office has reviewed and, through the Bureau of Land Management, completed a cadastral survey—it has something to do with cadaver—of the land to be transferred.

All wetlands and lands with potential recreation, wildlife and water management significance have been surveyed out of the area recommended for disposal, and that land will be retained by the Federal Government under the Bureau of Reclamation management.

Through the General Services Administration, the Bureau of Reclamation recommends that all 190 acres be transferred.

BLM, of course, would be the logical Federal agency to administer the current leases, but it has formally confirmed that it does not want to have the property under its management.

Mr. Chairman, this property, when transferred to Park County, will help ensure the economic stability of many businesses that currently hold leases on the property. Most of the acreage has excellent development potential as an industrial area, but the details of its use would be left to the discretion of the people of Park County, Wyoming.

The Bureau of Reclamation has refused to issue new leases for the past 5 years and has not allowed expansion of existing leases. This is definitely stifling the economic expansion of this area. The area manager for the Bureau has had a letter on his desk to the GSA asking for the property to be turned over, but as yet it has not been sent. As a matter of fact, it has been stated that the Bureau of Reclamation has been withholding transfer to the GSA

pending this legislation. The interesting thing was that letter was sent three months before the legislation was filed.

I am hopeful that my colleagues in the House will see the importance of conveying this Federal property, property that is no longer needed or wanted by the Federal Government, but is significant to the local entities that will directly benefit from it.

It is my understanding that the Bureau of Reclamation has some concerns regarding this bill. Specifically, the Bureau is looking to reap the rewards of selling the property to a private entity. However, to this point the Bureau of Reclamation has not demonstrated it was interested in making any money for the Nation's taxpayers. As I mentioned before, it has not issued any new leases for the past 5 years and is not allowing any extension or expansion of existing leases.

I believe another point must be brought forward. Although it is very difficult to document, I am fairly sure of the fact that the taxable revenue brought about by economic growth, which will be realized after the transfer of the property to the county, will outweigh the nominal \$10,000 per year taxpayers are now making on leases on the property.

An independent consulting team analyzed the North Cody area and two other potential industrial area sites in Cody last fall. They concluded it would cost about \$13,600 per acre to bring the North Cody area up to marketable standards, that is for appropriate water, sewer and other infrastructure. Not all 190 acres of the property are marketable. If the Federal Government insists on receiving fair market value for the property, many of the improvements will never be made.

Through the GSA, the Bureau of Reclamation—oh, wait, I said that. Excuse me.

This property is not pristine. It has no scenic, recreational or environmental values. Park County is made up of over 4 million acres. Eighty one point nine percent of those acres belong to the Federal Government. I would like to repeat that. Over 80 percent of this county belongs to the Federal Government, which means that the schools, the cities, the towns and counties cannot benefit from property taxes on 80 percent of the land in the county. That is what makes it so much more important that the Federal Government move along in their process and dispose of this property as quickly as possible.

The potential for growth in the county is severely limited by the fact that the Federal Government has not moved on the action that they themselves said was important, that is that the land should be disposed of from Federal ownership.

The community supports this project in a variety of ways. In the Park County Land Use Planning process and the Cody Master Plan process, the community has said the focus should be on commercial development near or within existing towns. North Cody has an industrial history and this proposal makes the most sense from a viewshed perspective. It is the least visible area from the town's major entryways.

Cody, Wyoming, is the east entrance to Yellowstone National Park. Understanding and knowing that allows us to realize that one of the most important things on the minds of the people who

live in Park County and in Cody, Wyoming, is to maintain the pristine area. Tourism is their biggest industry. They certainly don't want any industrial development where it would harm the tourism industry.

Over the past 4 years there have been a significant number of front page stories about this project, and neither the Cody Chamber of Commerce or my office has ever received one negative comment regarding this project.

Mr. Chairman, I will work in cooperation with the GSA to resolve as many of these concerns as possible before the bill goes to markup. I continue to believe that the taxpayers of this Nation will be better served through the transfer of this property to Park County and the local economic interests will be better served when this property is out of Federal lands. I commend this legislation to my colleagues and urge their support for its prompt enactment.

This concludes my comments.

[Statement of Hon. Barbara Cubin follows:]

STATEMENT OF HON. BARBARA CUBIN, A REPRESENTATIVE IN CONGRESS FROM THE  
STATE OF WYOMING

Thank you Mr. Chairman for this opportunity to speak today, and the Subcommittee's efforts to schedule this hearing.

Jackson Hole, Wyoming is one of the most beautiful and unique areas of our Nation. Over 3 million visitors per year come to hike, camp, ski, and sightsee amidst the grandeur of the Teton range and the winding Snake River in Grand Teton National Park and the Greater Yellowstone area beyond.

Many wildlife species such as moose, bear, eagles, and trumpeter swan make the valley their home, while the largest elk herd in the lower 48 states annually migrates through it to winter on the wildlife refuge at its southern end.

While much of the valley is protected in perpetuity by Federal ownership, some of the most valuable wildlife habitat, migration routes, and scenic vistas remain in private ownership as working ranch lands.

Conservation groups in Jackson Hole and around the country have worked for years to help protect these ranches from development through the use of scenic easements and other means and are to be commended for their good work.

The concept of preserving and protecting parts of the Teton Range and Jackson Hole date from the time settlers moved into the valley in the late 1800s. In January 1929 the U.S. Senate reported on a bill to establish Grand Teton National Park and stated:

*The Teton range presents the most profoundly impressive view in America. It is a gift to the nation and posterity in which the people of Wyoming may be proud, and the wilderness surrounding them may be preserved in their natural state for the benefit and enjoyment of the people of these United States and future generations to come.*

In 1950, the Act establishing Grand Teton National Park allowed the continuation of grazing privileges within the boundaries of the new park for the life of the designated heirs of the current holders of grazing permits.

Early management of the Park determined that managing cattle in a concentrated area with irrigated grass was less destructive to the resource and less intrusive to the visiting public than random grazing throughout the Park.

Mr. Chairman, the purpose of my legislation, H.R. 708, is not about granting special grazing rights; it is about doing the right thing to maintain the scenic wonderment that encompasses this magnificent area and keep the area open for wildlife, especially migratory elk.

This pristine land obviously comes with a price tag. Real estate prices have skyrocketed; and intense development pressure has occurred because of this fact.

Through this legislation I pledge to work in cooperation with officials from Grand Teton National Park to resolve this issue. I know that all parties involved in this issue are striving to reach the same goal: maintain the scenic beauty that those of us who have been fortunate enough to spend time in the Tetons will continue to enjoy the Park for a long time to come.

Mr. Chairman, I am eager to work with my colleagues both here in the House and the Senate, along with Grand Teton National Park Superintendent Jack Neckels, to bring a resolution to this unique situation.

I believe the changes to the legislation proposed by the Park Service make sense, and I will be happy to incorporate them in the legislation during the markup of the bill.

Mr. Chairman that concludes my remarks.

Mr. HANSEN. I thank the gentlelady.

Mr. Galvin, you are recognized for 5 minutes.

**STATEMENT OF DENIS P. GALVIN, ACTING DEPUTY DIRECTOR,  
NATIONAL PARK SERVICE**

Mr. GALVIN. Mr. Chairman, I have statements on three of the bills before the Subcommittee this morning, and I will simply submit them for the record and summarize my remarks and the Administration's position on each of those bills.

H.R. 1635 establishes the National Underground Railroad Network to Freedom. We strongly support this bill. We are pleased to be part of this program to commemorate, preserve and interpret this important and inspiring chapter in American history. Congressman Stokes adequately and eloquently outlined the history of this chapter of American history. It is not, as some people believe, simply a trail. It is a regional story that touched many States, that touched many races, that indeed is international in character and the bill references that.

The bill that we find here today, as Congressman Portman said, is the result of grass-roots work extending in many of these communities and people who owned these sites that represent this important historic story to our country. And you will be hearing from some of them later this morning.

The study was delivered to Congress in February 1996. Subsequently we have produced a brochure on the Underground Railroad and a handbook is under production. The bill authorizes the Secretary to enter into memorandums of understanding. It is not a high-cost bill. As you pointed out, it does not require new units of the National Park System. It simply authorizes the Secretary to cooperate with these people in marking these sites and interpreting them.

The second bill I would like to discuss is H.R. 755, a bill to amend the Internal Revenue Code of 1968 to allow individuals to designate any portion of their income tax overpayments and to make other contributions for the benefit of the National Park System. As Mr. Duncan mentioned, the needs of the park system are great, particularly in the area that the bill focuses on with respect to infrastructure, rehabilitation of historic structures and reconstruction and rehabilitation of roads.

Regrettably, we must, because of the precedent-setting nature of the bill and the potential for lengthening the Federal tax form, express opposition to H.R. 755. There are probably scores of federally funded activities who could also benefit from such a treatment and would want their own separate line on the 1040.

We understand that this Subcommittee does not have primary jurisdiction in this matter. My prepared statement indicates, Mr. Chairman, the many uses that could be used if this tax checkoff became law. As I said, principally they are in the area of rehabili-

tating infrastructure, although there are important natural and cultural resource preservation issues that could also be funded with the revenue from this tax checkoff.

I noted in Mr. Duncan's statement he estimated over \$200 million of revenue would come from this. That in essence is larger than the recent recreation fee demonstration project authorized by the Congress where we estimate revenues of about \$140 million over 3 years.

Finally, Mr. Chairman, I have a statement on H.R. 708, a bill to require the Secretary of the Interior to conduct a study concerning grazing use of certain land within and adjacent to Grand Teton National Park. We recommend enactment of this legislation, if amended to address our concerns as outlined below.

And we have in our prepared statement three amendments that are not major but simply focus and somewhat broaden the scope of the study. We believe, as you mentioned in your opening statement, Mr. Chairman, in the West, and particularly in this valley, we have intense pressure to develop, to in essence subdivide, some of these important open spaces represented by these traditional uses of the land.

We support this study because we believe it provides an opportunity to engage in an important discussion in this, indeed, world-class scenic valley and to ponder the question of these traditional land uses and their, indeed, importance to the history of this park. The grazing that traditionally was done in this valley led to the dude ranch industry that led to the creation of Grand Teton National Park. So all of these stories are importantly intertwined.

We strongly recommend enactment of this legislation which, as I said, simply authorizes a study. And we have been working with all the local interested parties to see that their views are represented as we do the study. We do recommend an amendment that would extend these grazing privileges until such time as the recommendations in the study are implemented as opposed to the way the legislation is currently written that would only extend them until the study is submitted.

That concludes the summary of remarks, Mr. Chairman. As I said, I will submit our prepared statement. I would be happy to answer any questions of the subcommittee.

[Statement of Denis Galvin may be found at end of hearing.]

Mr. HANSEN. Thank you, Mr. Galvin.

Mr. Martinez, we are grateful to have you with us. We will turn to the time to you for 5 minutes, sir.

**STATEMENT OF ELUID MARTINEZ, COMMISSIONER, BUREAU OF RECLAMATION**

Mr. MARTINEZ. Thank you, Mr. Chairman. Thank you for the opportunity to provide the subcommittee with the Administration's views on H.R. 1718, a bill that would provide for the conveyance of 190.12 acres of Federal land in Park County, Wyoming. With your permission, I would like to summarize my remarks and have the full text of my prepared statement entered into the record.

The Administration believes that the disposal of the subject property should be handled by the General Services Administration consistent with the Federal Property Administrative Services Act of

1949 and accordingly opposes H.R. 1718. The Bureau of Reclamation no longer needs the parcel of land. Reclamation and the Bureau of Land Management have determined that the property is not suitable for return to the public domain. Reclamation supports the intent of this legislation.

Mr. Chairman, my prepared statements contain some items of concern with respect to the legislation. There is an issue of—we believe that if conveyance does occur it should be through a quit-claim deed, that there should be fair market value determined for the property. I am advised that the GSA Property Disposition Act requires a fair compensation, that if the property is transferred there should be no oversight on the part of the Secretary of the Interior and that the environmental liability clause should be stricken. I am advised that the other Federal laws adequately address and protect the Federal interest in these issues.

My prepared statement contains additional items of concern. The Bureau of Reclamation would welcome the opportunity to work with the Subcommittee on amendments to this legislation. And in summary, the Administration opposes the legislation but recommends that the Committee allow the parties to work with GSA to dispose of the property in a way that will facilitate economic development in Park County consistent with the GSA Property Act.

Mr. Chairman, this concludes my remarks. I will be happy to answer any questions you might have.

[Statement of Eluid Martinez may be found at end of hearing.]

Mr. HANSEN. Thank you, Commissioner. Questions for this panel? Mr. Duncan.

Mr. DUNCAN. Thank you, Mr. Chairman. The only question I might have is for Mr. Galvin. I notice that you said your opposition to H.R. 755 was regrettable or reluctant. And I think I understand where you are coming from, but just for the record, you do—the Administration has taken the position that this might require that the Federal tax form be lengthened and made over-complicated, but you do realize that 41 States have similar checkoff funds and have been able to limit them and keep their tax forms much simpler even than the Federal tax code. And what we are talking about has worked successfully throughout this country.

Mr. GALVIN. Indeed, I do. I live in a State that has, I believe, six or eight tax checkoffs and is able to accomplish it.

Mr. DUNCAN. All right, thank you very much.

Mr. HANSEN. The gentlelady from the Virgin Islands. The gentlelady from Wyoming.

Mrs. CUBIN. Thank you, Mr. Chairman. Before I start questioning the panel, I have an opening statement on H.R. 708, which is the study that Mr. Galvin referred to. So rather than read that, I will just submit it for the record.

Mr. HANSEN. The lady is recognized for the opening statement and to question the panel.

Mrs. CUBIN. Thank you. Mr. Martinez, I would like to start off by saying that I, too, would like GSA to dispose of this property going through all of the proper channels. The reason the legislation is here is because the Bureau of Reclamation has not turned the property over to the GSA so that they can do that. And this has been going on for 5 years. So my reflex reaction to your statement

that you would like to work with the Subcommittee to amend the bill is nice and it is laudatory and I appreciate that, however my wish would be that you would work with your managers to get the process completed to get the property owned by GSA so that they can properly dispose of it through the proper channels.

In your statement you mention that the property should be turned over to the GSA. And I am going to ask three questions here, so if you can remember them, good. I couldn't, if you want to take notes. But why has it taken the Bureau of Reclamation so long to turn the property over for disposal? This legislation was introduced in May of this year, but the issue of disposing of this property has been around for a long time. I have a copy of a February 1997 memo to the area manager that informs him that this qualifies as excess property. Could you please explain to the Subcommittee why the paperwork that will turn the property over to GSA is still on the Bureau of Reclamation manager's desk? And when can GSA expect the SF-118?

Mr. MARTINEZ. Mr. Chairman, ma'am, if I may, I can't—I will get that answer for the record, but let me raise an issue which I think is an issue that was raised to my attention and I think that might be of some importance. It is my understanding, and subject to correction, that if a property is transferred to GSA, they will go through the normal proceedings, which does not necessarily result in the fact that the county will acquire the property, because their procedures, as I understand, result in a procedure which is sale of property to the highest bidder. So unless something is worked out, it might not follow that the county will acquire the property.

Bureau of Reclamation is of the opinion that the intent of this legislation that the county acquire the property has merit for the reasons that you have raised and I, reading in between the lines, believe that probably that has been one of the reasons why the transfer has not occurred. But I am prepared to direct to my area manager to move the paper forward.

Mrs. CUBIN. I do appreciate that, Mr. Martinez. When I first began working on this legislation, it was understood that the Bureau would be willing to dispose of the property at no cost to the local community. I think that certainly—that was a result of the fact that a lot of money has to be put into the property before it can be developed and Bureau of Reclamation didn't want to do that, isn't in the position to do that.

And also I was under the understanding that when we were working with the State office of the Bureau of Reclamation that it would be turned over at no cost. Can you tell me why the Washington office and the Bureau disagrees with the State office on this?

Mr. MARTINEZ. Mr. Chairman, Madam, I will be real frank. I do not disagree with that position, however there is a Property Disposition Act that the GSA has that requires just compensation. And there is a value to that property. And the issue is whether there should be a fair price or compensation for the property. And I do realize that some of that value is inherent in the fact that the county and the individual who developed the property have developed it and caused the property value to go up.

Mrs. CUBIN. How many properties—this is industrial property. How many other properties does the Bureau of Reclamation have under its management that are industrial sites?

Mr. MARTINEZ. I couldn't respond to that, but we administer millions of acres across the West, and I imagine we have quite a few of them. And I would be glad to provide that information for the record. In this particular area my understanding is we have six or seven individuals leasing property.

Mrs. CUBIN. Would it be fair to say that managing industrial property by the Bureau of Reclamation is an uncommon thing and that managing industrial property is not in the scope, if you will, of the Bureau of Reclamation?

Mr. MARTINEZ. Mr. Chairman, ma'am, I would like to get out of that business. It is not—I don't think we should be managing those properties.

Mrs. CUBIN. In your testimony you made a couple of indirect references to the economic benefits this area has to the city of Cody, and you also mention your concern about jeopardizing the existing leases that are there. Could you tell me why the Bureau has refused to expand leases over the past 5 years or issue any new leases in that area?

Mr. MARTINEZ. Mr. Chairman, ma'am, I was not aware of that issue, and I will be glad to respond to the record.

Mrs. CUBIN. Is it fair for me to say that you think the best use of the property is industrial use?

Mr. MARTINEZ. For that particular property in question, I believe so. It has been industrial use, some of it, since the 1950's.

Mrs. CUBIN. Thank you very much, Mr. Martinez.

Mr. HANSEN. The gentleman from Nevada, Mr. Gibbons.

Mr. GIBBONS. Thank you, Mr. Chairman. Mr. Galvin, if I made a presumption here that our National Park System over the last few years has seen an increasing need of revenues for wear and tear on it, that would be within the scope of what you would agree to, would it not be?

Mr. GALVIN. Yes, it would.

Mr. GIBBONS. Do you believe that additional funding that could be provided through this Internal Revenue Code change would be helpful to the park system?

Mr. GALVIN. Yes, I do.

Mr. GIBBONS. Yet you are still opposed to it?

Mr. GALVIN. We are opposed to it. The Administration is opposed to it because of the precedent. As I said in my prepared statement it points out that there are probably a lot of other Federal programs that don't come under my jurisdiction but could benefit from a tax checkoff. And I think the basis of the Administration's position is in that precedent, not denying the needs that exist in the National Park System, but simply the precedent of a tax checkoff is the basis of the opposition.

Mr. GIBBONS. Well, see, my understanding is this is not Federal money. This is money coming back to an individual which is being redonated back in an earmarked fashion for a specific program, not at the will of the Administration but at the will of the taxpayer whose money that is. So it is like a charitable contribution, a gift to that individual or to that park system.



Mr. GALVIN. I share that understanding. I believe in reading the bill that it is, in effect, money that people would get as part of a tax refund that is being checked off here. So, as Mr. Duncan said, it has no negative effect on the deficit. Nevertheless, the precedent, I believe, causes anxiety in the Administration.

Mr. GIBBONS. Thank you, Mr. Chairman.

Mr. HANSEN. Mr. Stokes.

Mr. STOKES. No questions.

Mr. HANSEN. Mr. Portman.

Mr. PORTMAN. No questions.

Mr. HANSEN. I will recognize the gentlelady from Wyoming, Mrs. Cubin.

Mrs. CUBIN. Thank you, Mr. Chairman. Just one last statement for this panel. I wanted to thank Mr. Galvin for his kind remarks regarding the bill for the open spaces in Grand Teton, the grazing study. I appreciate your support and certainly want to work with you on those amendments that you propose. I think they certainly do improve the legislation.

I also wanted to recognize Kit Mullen, who is one of the supervisors of the Grand Teton National Park. Thank you all for being here.

Mr. GALVIN. Thank you very much.

Mr. HANSEN. We thank the panel for being with us. We will excuse you and turn to our second panel.

Mr. GALVIN. Thank you, Mr. Chairman.

Mr. HANSEN. Our second panel is Iantha Gantt-Wright, Diversity Outreach Manager, National Parks and Conservation Association; Charles L. Blockson, Curator, Charles L. Blockson Afro-American Collection, Temple University; Edwin Rigaud, Executive Director, Underground Railroad Freedom Center; and Cathy D. Nelson, State Coordinator, Ohio Underground Railroad Association. If we could ask you folks to come up and take your places, we would appreciate it.

I ask unanimous consent that the statement of Senator Olympia Snowe be incorporated in the record. Is there objection? Hearing none, so ordered.

[Additional material submitted by Senator Snowe may be found at end of hearing.]

Mr. HANSEN. Have we got everybody in place? Let me ask you, can you folks make it in 5 minutes in your testimony? Okay, I appreciate that. That is kind of you to agree with this. Iantha Gantt-Wright, I hope I am pronouncing that right.

Ms. GANTT-WRIGHT. That is right.

Mr. HANSEN. We will give you the first 5 minutes. And just move across the panel.

Ms. GANTT-WRIGHT. Okay, thank you.

Mr. HANSEN. Thank you.

**STATEMENT OF IANTHA GANTT-WRIGHT, DIVERSITY OUTREACH MANAGER, NATIONAL PARKS AND CONSERVATION ASSOCIATION**

Ms. GANTT-WRIGHT. Thank you. Good morning, Mr. Chairman. Once again, my name is Iantha Gantt-Wright, and I am the Cultural Outreach Manager for the National Parks and Conservation Association. I would like to take the time to thank you and the

Committee for the opportunity to testify on behalf of H.R. 1635, the National Underground Railroad Network to Freedom bill.

As a representative of the National Parks and Conservation Association, I would like to note for the record our full support for H.R. 1635 and for sufficient funding to implement it. We believe that this bill encourages the preservation, commemoration and interpretation of the hundreds of route sites, people, programs, activities and events that made up America's historic Underground Railroad. We commend Representatives Stokes and Portman for their leadership on this measure, and we greatly appreciate your positive response to it.

Mr. Chairman, I have had the pleasure of working on this issue now for about 2 years, and it is really close to my heart. And given the level of support we have seen from around the country, it is close to the hearts of many Americans. NPCA has received hundreds of phone calls and letters from Washington DC to Washington State and from every corner of America as people learn about this bill. Blacks, whites, Hispanics, Native Americans, Christians, Quakers, Jews and many others have joined us in support of this bill.

Evidence of this broad and diverse enthusiasm for the bill is here in the room today. I would like to note for the record that here supporting this bill is the Ohio Underground Railroad Association [they came in on a bus yesterday], the Friends of Freedom Society, the National Underground Railroad Association based in St. Louis. We also have here, Mr. Chairman, from Santa Barbara, California, the great granddaughter of Levi Coffin, a well-known conductor of the railroad. We have here today a representative of the tourism industry from Kansas City, a member of the advisory committee that worked on the study, and I am told that we have individuals here from Michigan, Illinois, New York, Maryland and Pennsylvania.

Mr. Chairman, my reason for acknowledging these individuals and organizations is twofold. First, I think it is really crucial that the CCommittee see the ordinary people who have been working for many years to preserve this powerful story. It is through the persistence, fortitude, faith and courage of these wonderful and committed individuals and many people just like them that this story has remained alive for so long. The spirit of the railroad is alive in them today. Look around this room, and what you see is you see the faces are many colors, the backgrounds just as diverse, but the motives are basically the same, the same as they were during the era of the railroad, to promote freedom, justice and the true goodness of the American spirit.

Many of the people that you see here today are owners and operators of Underground Railroad sites. They open their hearts and their homes to the public, not because they get paid to do it but because they want to. The Network to Freedom bill would show them that they are not alone in this effort and that our government also realizes the significance of this chapter of American history. Second, I believe that it is important for the Committee to see first-hand the vastness of the opportunities for interpreting this amazing story. The people here today and what they represent offer re-

sources that would be available to the Park Service for inclusion in this network.

The Underground Railroad spanned 29 States, Canada, Mexico and the Caribbean. Its railways were back roads, swamps, caves, forests, rivers and streams, and the modes of transportation just as diverse. The dilemma for those wishing to commemorate and establish this was to figure out how to best do it so that the American public would experience and benefit from it. The advisory committee responsible for the study realized that the true story of the railroad cannot be told by one site, trail or place but rather through networks of sites, structures, programs, museums, artifacts, commemorative activities bound together through a variety of partnerships among different levels of government, international and all aspects of private sector.

As an African American, I grew up not knowing the intricacies of the resistance to slavery. I spent most of my life believing that my ancestors were not courageous enough to fight for freedom. Today, because of my involvement in this experience, I know better. This network will provide for our youth a better understanding of the institution of slavery, the progress we have made as a country, and more importantly the opportunity to visit a time in our history when many of us put aside our differences and awakened to the fact that if one of us was enslaved we were all enslaved. H.R. 1635 would foster the projects, programs and materials to bring the history, the message of the railroad to all Americans.

It is important to stress what the legislation won't do. It won't create a new park. It would be too complex and diffuse and unmanageable. It is not a heritage area. It would not elevate any site or project or activity above others, but would treat all equally and would allow great flexibility in additions and changes to the network as the program proceeds.

Finally, Mr. Chairman, the National Park System brings to life the history of the joys and pains of a nation striving to grow and progress. The Underground Railroad is a piece of that history that must be passed on to children and adults alike. This bill would create the means for doing that. It will make the connections across borders, social and racial lines and time to create a visible and identifiable commemoration that can engender the spirit of freedom and national reconciliation in our homes, on our jobs and throughout the halls of Congress. What better time is there than now?

This concludes my testimony. I will be happy to answer any questions.

[Statement of Iantha Gantt-Wright may be found at end of hearing.]

Mr. HANSEN. Thank you very much. Mr. Blockson, we will recognize you, sir.

**STATEMENT OF CHARLES L. BLOCKSON, CURATOR, CHARLES L. BLOCKSON AFRO-AMERICAN COLLECTION, TEMPLE UNIVERSITY**

Mr. BLOCKSON. It is indeed an honor for me to return to Washington DC.

I became involved with the Underground Railroad—52 years ago. When I was a boy of 10 years old my grandfather was singing a

song, "There's a highway to heaven," and "Walking up the King's highway." I said grandpop, what are you singing about. He said the Underground Railroad—my father, your great grandfather James and others escaped from the Underground Railroad from Seaford, Delaware, through Pennsylvania into Canada. And so I became more or less baptized in the Underground Railroad from the age of 10 and have been following it ever since.

I have traced my ancestry in Canada from Ontario to Nova Scotia. My great grandfather returned to Delaware from Canada after the Civil War. For more than 35 years I have researched, collected and traveled throughout the United States, and the greatest opportunity came in 1984 when I had the opportunity to write the cover story for the National Geographic magazine, July issue, a story that more or less popularized the Underground Railroad at that time. I received scores of letters from all the country and various parts of the world about the Underground Railroad. I spoke in Denmark, Sweden, Brazil and other countries. They knew about the Underground Railroad.

Condensing 300 years of history in 5 minutes is very difficult, nevertheless I also want to point out long before the National Park Service Underground Railroad Committee was formed, there was concern for preservation. To my astonishment as I traveled throughout, to the deep South—we must not forget the people from the South in the Underground Railroad—the Midwest and through Pennsylvania and New York State, every county, hundreds of counties I collected information from the local history for years and years. So I was able to visit these places.

I was called to Quindaro in Kansas back in June 1988 when there was a problem pertaining to preservation of the nationally known Underground Railroad site Old Quindaro. They were more or less trying to fill it with some trash.

I also was astonished and saddened, deeply saddened, that most of the known Underground Railroad sites in the Midwest where I traveled, in Kentucky, Michigan, Ohio and many counties in upstate New York and Pennsylvania and other places, that many sites in the African American community eliminated, demolished through urban renewal. You will also find that many of the best sites on this great study are the private homes. We must come up with something to help identify private homes.

Let us begin with a short history of how all of this came about. Let us not forget our good friend, my good friend, Peter H. Kostmayer, who was the brainchild behind the study from Pennsylvania. In 1990, Representative Peter Kostmayer asked me, after reading the National Geographic article and one of my other books that I did on the Underground Railroad, was it possible to establish a committee to study the Underground Railroad. And finally I said yes. Representative Kostmayer said select four or five people and then I will contact their representatives of their States from Delaware, from Ohio, from Illinois, and other places. And as a result it was finally established, a committee. We met at a historical African American church, Mother Bethel A.M.E. Church in Philadelphia, where we had a press conference January 16, 1990.

In order to deal with history, we must go back to the beginning, and as I move on it is important to know that people from the age

of 99 to 9 seem—of all races seem to have an interest in the Underground Railroad. As late as last year, I took 35 school teachers from Washington DC in conjunction with the National Geographic from Buckstown, Maryland, Harriet Tubman's home, up through Delaware, Maryland, New Jersey, Pennsylvania to the Finger Lakes of New York State, the great New York State, stood over the grave of Frederick Douglas at Rochester and wept over the grave of Harriet Tubman in Auburn, New York. And later we went on to Niagara Falls and into Canada.

I also want to point out that there were many people of all races, creeds and color. Let us not forget the spirit of Harriet Tubman, Frederick Douglas, Levi Coffin, the great John Brown, the Quaker Lucretia Mott, they chronicled the activities of the Underground Railroad, along with William Still, Chief Pontiac and Detroit Michigan. Long before the Underground Railroad was formed, during the time of George Washington, the Native American assisted not only in the Midwest but the deep South. Let us not forget the Native American, the children and adults.

And as I move on, let us give credit to all of you who came today, from all over the country. Back in 1990, in the beginning, we had to agitate, agitate, agitate for this Committee here. For seven years, it did not come easy. As Frederick Douglas said, "agitate, agitate, agitate." I am greatly pleased just to be here today, after all the trials and tribulations of having meetings around the country.

And let us not forget people such as Vincent De Forest and Barbara Taggart and others on the National Park Service, and our own advisory committee, who worked to make this become a reality.

We must also remember that the Underground Railroad was not a romantic episode. People died, people were arrested, people were taken back. We must commemorate, not commercialize. Recently groups have been springing up all over the country. The best people who know about the Underground Railroad are the local people in the various communities. The National Park Service must reach out to the historical societies and other areas around this country.

And in closing, I would like to say to you in the spirit of the old black spiritual in connection with the Underground Railroad, "Please don't let this harvest pass." Pass this bill. Give us the funding we need so that we today can walk upon this American earth in sisterhood and brotherhood. Thank you.

[Statement of Charles Blockson may be found at end of hearing.]

[Statement of Underground Railroad Advisory Committee may be found at end of hearing.]

Mr. HANSEN. Thank you. Cathy Nelson, you are recognized for 5 minutes. Pull that mike as close to as you can get it, would you please. Thank you.

**STATEMENT OF CATHY NELSON, STATE COORDINATOR, OHIO  
UNDERGROUND RAILROAD ASSOCIATION**

Ms. NELSON. Good morning. My name is Cathy Nelson from Columbus, Ohio. I am the founder and president of the Friends of Freedom Society and the State coordinator for the Ohio Underground Railroad Association commonly known as OURA. I am joined by 22 members of our grass-roots organization from Ohio

and supporters from five States extending from Maine to California. We are all here today to show our support for H.R. 1635, the National Underground Railroad Network to Freedom Act of 1997. We are also joined this morning by thousands of people whose faces you cannot see but voices we hear, those of our ancestors. They are the voices of the past whose determination, courage and sacrifices have spoken to us so we could bring their story to you.

As State coordinator for OURA, I would like to take this opportunity to acquaint you with the efforts of our organization. OURA is made up of 12 regions representing the 88 counties in Ohio. Each region has a coordinator who works with county agents to research, collect and record their local Underground Railroad history along with marking existing and nonexisting sites and structures.

This has been a statewide initiative involving individuals young and old, black, white and Native American working together to reach out across the State of Ohio and regionally to develop interpretive programs and to operate local Underground Railroad museums. To date over 150 sites throughout Ohio have been researched, documented and photographed by county and regional coordinators.

There is a crying need for this history to be told from multiple perspectives and not from one voice, which has traditionally been the case. H.R. 1635 gives long overdue recognition to this important piece of history. It allows for a more expansive and diverse approach to the telling of this story by creating a network to link the countless sites and structures that were a part of the Underground Railroad both nationally and internationally.

Ohio, along with other participatory States, stand to benefit greatly through the passage of this bill. With sufficient appropriations necessary in carrying out the responsibilities of the Underground Railroad Network to Freedom, we hope this bill will provide for the creation of a national/international corridor program on both land and water encompassing the natural and cultural features associated with the Underground Railroad. In addition, we hope the Secretary will enter in cooperative agreements with non-profit organizations in research and in the production of historical information relating to the role of the Underground Railroad movement. In addition, we also hope that assistance to owners of documented Underground Railroad dwellings who at their own expense maintain on a daily basis the historical integrity of their properties while educating the general public of their significance in history.

America is incomprehensible without understanding the institution of slavery and the resistance to it. The U.S. Government enacted the legislation that legalized slavery in this country, which lasted for over 250 years. Slavery was a war waged upon innocent men, women and children. The Underground Railroad was one of the effective resistances against that war. A movement cast in secrecy, the time has now come to reveal the historic deeds of those who fought against the inhumanity of this peculiar institution known as American slavery. Equally, it is now time for the Federal Government to take responsibility by seizing the opportunity to acknowledge, honor and preserve the people, places and events that launched this Nation's greatest social and moral endeavor, the Underground Railroad.

With these and the recommendations from grass-roots organizations around the country and scholars alike, H.R. 1635 can begin to develop a comprehensive understanding and inclusive approach to educate the global society of the significant contributions made by individuals who were diverse racially, politically, religiously, socially and economically.

In conclusion, the Underground Railroad movement is a story of personal empowerment. It appeals to the better nature of humankind. In a sense, these ordinary people became the David who slew Goliath. They were the foot soldiers of resistance and change. These are the unsung heroes and heroines, both black, white and red, whose acts of conscience and courage are largely untold but were prepared to die for their beliefs. It is one of America's most powerful social movements.

On behalf of the Friends of Freedom Society and the Ohio Underground Railroad Association, I would like to thank you for allowing me the opportunity to share our viewpoints with this committee.

[Statement of Cathy Nelson may be found at end of hearing.]

[List of attendees may be found at end of hearing.]

Mr. HANSEN. Thank you very much. Mr. Rigaud, we recognize you for 5 minutes, sir.

**STATEMENT OF EDWIN J. RIGAUD, EXECUTIVE DIRECTOR,  
UNDERGROUND RAILROAD FREEDOM CENTER**

Mr. RIGAUD. Thank you, Mr. Chairman and members of the Subcommittee. My name is Ed Rigaud and I am the Executive Director of the National Underground Railroad Freedom Center in Cincinnati, Ohio.

Three years ago, the Greater Cincinnati Region of the National Conference of Christians and Jews began an effort to create the National Underground Railroad Freedom Center. This will be a major interpretive center to open in 2002, and it will be located on the historic Ohio River in downtown Cincinnati. The Freedom Center desires to become a significant link in the National Underground Railroad Network to Freedom being established by H.R. 1635.

Now let me briefly explain what we are setting out to do. Conceptually the Freedom Center is not a traditional museum. It is a museum of reflection which will attempt to touch the heart as well as the mind. We want visitors to relive the great Underground Railroad stories of courage and cooperation between the races and to understand the importance of the quest for freedom in America. We also want them to be stimulated to think about how this history can teach us to come together today across racial and ethnic barriers to preserve our liberties.

So we also view the Freedom Center as an educational and cultural institution which will employ state-of-the-art technologies and the best minds to accomplish its mission of reconciliation. As one educational psychologist put it: "I believe this project has more potential to create cross-racial reconciliation and collaboration than any national endeavor currently in process."

This legislation is important to the future success of the Freedom Center as well as all of the other Underground Railroad initiatives from four perspectives. First, the expertise of the National Park

Service will be essential in helping our effort in Cincinnati and elsewhere to authenticate historic sites and explore appropriate ways to link those sites together in an official national network.

Secondly, the National Park Service can help facilitate public/private partnerships that will minimize Federal financial commitments and maximize the visibility and integration of each site in the network. The Freedom Center, for example, is looking to raise \$80 million in order to have a 125,000 square foot facility, and the majority of the funds will be coming from private sources. In the future as we ask the private sector to take on increasingly meaningful roles in supporting our cultural institutions, it will be good to hold up the Freedom Center as a strong example of how such partnerships can be made to work. Obtaining the National Park Service technical expertise without having to spend scarce Federal dollars is the best of both worlds.

Thirdly, the National Park Service will help the Freedom Center fulfill its distributive museum role. The Freedom Center is just one important piece of a larger network that needs to be integrated and given visibility so the story of the Underground Railroad is available to all Americans. Making information available about other sites and units throughout the country will enable interaction and communication between all sites. Through this cooperation, the overall story of the Underground Railroad can finally be communicated throughout the entire Nation.

Finally, in our day when we see so many examples of divisiveness among our country's diverse races and cultures, there is an increased need for institutions that can help foster understanding, respect and cooperation between people of different races and backgrounds. When each element of the network, including the Freedom Center, becomes part of an overall National Underground Railroad Network to Freedom, it will be in a much better position to achieve its goals of commemoration, education and inspiration.

So I ask for your favorable consideration of H.R. 1635. It gives the Underground Railroad sites visibility and unity. It promotes public/private partnerships and it is fiscally responsible. The uplifting stories of the Underground Railroad, in sharp contrast with the stark reality of slavery, can provide this entire country with a metaphor to shed light on the many issue confronting contemporary society. The powerful experiences from the Underground Railroad Network to Freedom should encourage everyone, perhaps for the first time, to have positive discussions about an otherwise painful past. This is a great way to underscore the precious value of freedom to all and emphasize the importance of preserving that freedom for all future generations.

Thank you again, Mr. Chairman, for your kind consideration.

[Statement of Edwin J. Rigaud may be found at end of hearing.]

Mr. HANSEN. Thank you. We appreciate the testimony of all the members of this panel. Now we will turn to the Members of Congress. You are recognized for 5 minutes for questioning of the panel. Mr. Duncan from Tennessee is recognized.

Mr. DUNCAN. Well, let me—I have earlier said that I think this is a very worthwhile cause, and I want to say that I appreciate very much that in this time when we are all looking for funds for so many good causes that you are working so hard to make sure



that the majority of these funds come from private sources. But thank you very much for being here with us today. Thank you.

Mr. HANSEN. The gentlelady from the Virgin Islands, you are recognized.

Ms. CHRISTIAN-GREEN. Thank you, Mr. Chairman. I also want to add my thanks to the panel and also to all of you who have come out to support this bill, and to thank you also for your efforts, which I am sure come at sacrifice to many of you to keep the story of the railroad alive.

I would like to just ask one question just to probably allow you to elaborate, but let me ask, Ms. Gantt-Wright, having just read a book that my staff is tired of hearing me talk about, I am sure, the Comino Folk, which gives the eyewitness accounts of slavery in the Danish West Indies and Virgin Islands, and how much that book enriched my life from reading those accounts, I understand how important it is for us as African Americans to be able to relive and to come to understand in a more meaningful way the history and the story of the Underground Railroad. But to what do you attribute the widespread support that you say you have been receiving through phone calls to your offices?

Ms. GANTT-WRIGHT. I think you can attribute it to several things, but I think probably one of the most important is the Underground Railroad engenders in people something really powerful, especially in a time when we are really struggling with this issue of race. And many of the phone calls that we are getting are from people who have stories, who had families or ancestors who either were conductors of the railroad or they were enslaved individuals who passed stories down. And what you get most times from those people is not just a story, but you get the passion. There is just this wonderful passion about the ability to educate the rest of the country on what this story really was. And what that education means is a country that begins to look at each other in an entirely different—from an entirely different perspective. And I think that is exactly what it is. It is just the passion for the story.

Mr. HANSEN. The gentlelady from Wyoming.

Mrs. CUBIN. Thank you, Mr. Chairman. I especially liked your remark, Mr. Blockson, that we want to commemorate, not commercialize. And also several of you alluded to the fact that the people at the local level know how to do this better than the people at the national level or the people from another part of the country. And I so very, very much support that concept, not just with this issue but most all issues that come into play in my life. The grass-roots effort that I see from all of you, all of you out there, is very moving to me, and I am so thankful that you are doing this.

I represent the entire State of Wyoming, and we have fewer than 2 percent African American population in the entire State, and I know that the education that I received—I am a chemist—in Wyoming was a wonderful education, but it wasn't complete. And now the opportunity my children will have to learn about all Americans is very, very rewarding to me. And I thank you very much.

Mr. HANSEN. The gentleman from Nevada.

Mr. GIBBONS. Thank you, Mr. Chairman. And I also would like to join my colleagues in thanking all of you for your appearance here today. I think it is very important for America to hear and to

learn about what this project is all about and what we are trying to celebrate here. I think if this country is ever going to heal, it has to heal from inside. And in order to heal from inside, we have to educate. This program, this project will help America heal from inside. I think it is a wonderful opportunity for us to create an institution of recognition of the struggle of Americans as the history of this country developed. This is critically important to the future of this country. I applaud you and I thank you very much for your effort in trying to get this promoted. Thank you, Mr. Chairman.

Mr. HANSEN. Thank you, Mr. Stokes.

Mr. STOKES. Thank you, Mr. Chairman. Mr. Chairman, I don't have any questions, but I would like to take just a moment to express my appreciation to Ms. Iantha Gantt-Wright, to Curator Charles L. Blockson, Ms. Cathy D. Nelson and Mr. Edward J. Rigaud for their very eloquent and powerful testimony here this morning with reference to this part of American history.

Mr. Chairman, this is one of those days when one serving in the U.S. Congress feels how very important it is to have an opportunity to serve in this great body. There are days when one questions whether it is really—whether you are really providing a service to be here. This happens to be one of those days where I in particular feel very good about being able to serve in the U.S. Congress.

I am mindful on an occasion of this sort that I am a great grandson of a slave. I am also reminded of the fact that in the history of the U.S. Congress, less than 100 African Americans have ever served in the U.S. Congress. And so I sit here today, of course, with a great deal of personal feeling regarding the history lesson that we have heard in this room today. And I again want to especially thank you for the privilege all of us have had to be able to participate in the history that has taken place in this room today. And I thank you.

Mr. HANSEN. Mr. Portman.

Mr. PORTMAN. Thank you, Mr. Chairman. I, too, want to thank the panel. I have no questions for them, but to commend them. Iantha, you were very helpful in coming up with this legislation. I think this is the proper vehicle. I know that every one of the panelists and a lot of the visitors who are with us today, Mr. Chairman, have put an enormous amount of time and energy into this effort. Dr. Blockson and I have spoken before about his research dating back a couple of decades and other people who I see around the room who have also worked together and in their own regions on this effort.

I am very pleased to see that everyone is pulling together. I would urge all of us to continue to do that. And I think that is one of the lessons, of course, of the Underground Railroad, is the cooperation that we are commemorating here today. I also think that it is important that we all try to stick together as we move this process forward. I saw that today and I want to thank everyone, because a number of people have spent an enormous amount of time and energy working on this. It is difficult sometimes to pull together with a single vehicle or method or approach to commemorating this incredible mosaic that was the Underground Railroad that has so many aspects to it. It is very difficult, I think, to commemorate with one single approach.

Again, I want to thank all the panelists, Iantha particularly, for kind of pulling this together.

I am very pleased, Mr. Chairman, with your comments and the support of others around this panel. I think this is something that is very important for this Congress to do and for this country to do for proper commemoration. I would just also thank you for the forum today, because you heard a lot of very powerful statements made by our panelists. It is a very emotional and powerful tale, and you have provided the ability for this to be told.

I hope that we will now be able to move forward to final passage, enactment, and we can do something together, as Mr. Stokes says, which will be positive for not just this Congress but for our country. It is a pleasure to have been involved in it and to have been enriched myself as I looked into my own roots. And I think all Americans will find that experience enriching.

Thank you, Mr. Chairman.

Mr. HANSEN. Thank you very much. We thank the distinguished panel for their excellent testimony. We will excuse you at this time and turn to our last panel. The last panel is Albert C. Eisenberg, Deputy Director for Conservation Policy, National Parks and Conservation Association, and our former colleague, Allan T. Howe, Washington Representative, National Park Hospitality Association. Mr. Eisenberg, you now have 5 minutes.

**STATEMENT OF ALBERT C. EISENBERG, DEPUTY DIRECTOR  
FOR CONSERVATION POLICY, NATIONAL PARKS AND CON-  
SERVATION ASSOCIATION**

Mr. EISENBERG. Thank you, Mr. Chairman and members of the Subcommittee. I am Albert C. Eisenberg, Deputy Director of Conservation Policy for National Parks and Conservation Association. We were founded in 1919, and today have about 500,000 members.

I will summarize my statement and ask that the written one be included in the record.

I appreciate the opportunity to indicate our strong support for H.R. 755. By coincidence, the basic elements of my testimony track Mr. Duncan's almost exactly, but that will not dissuade me from proceeding.

I have three points here. Before I get to them I do want to commend Mr. Duncan for this leadership in this important issue, and you, Mr. Chairman, for holding these hearings and being responsive to it. Three basic points: National Park Service has an enormous and growing backlog of maintenance operations and capital projects that regular appropriations can't match. Two, the Federal Government has a fundamental responsibility to support the National Parks through general appropriations. We should also use other means to supplement, not supplant these appropriations. Three, the taxpayer checkoff concept is a sound one that Congress should endorse by enacting this legislation with just a couple of modest but important changes.

The backlog: Congressional appropriations would reach \$1.6 billion for fiscal year 1998 under the Presidential Congressional Budget Agreement, but looked at over the last 20 years that amount represents a substantial loss in actual purchasing power.

In other words, as actual dollar levels have increased, the value of these dollars is stretched thinner and thinner.

Park visitation has grown to almost 270 million people now, 55 million more than 20 years ago. It has a direct impact on the amount and severity of park needs. The park system has grown, too, since then by 79 new units. The Park Service backlogs \$5.6 billion for construction and maintenance, \$2 billion in resource protection, \$1.2 billion land acquisition, which we understand is not part of this particular legislation.

As the old saying goes, the harder I run the behinder I get, and that is basically how the Park Service is operating today with these backlogs. We have a survey of park superintendents that bears this out, and I would like to have that submitted for the record, Mr. Chairman.

Mr. HANSEN. Without objection.

Mr. EISENBERG. The combination of internal and external pressures compounded by inadequate Federal funding have imperiled places that this Nation has officially recognized as the American peoples' most treasured lands. As the parks historic, cultural and natural resources deteriorate, along with infrastructure and facilities designed to serve and to help in the safety of park visitors, the very reasons that Americans value their parks will diminish too. Behind repeated expressions of support for the national parks, the Federal Government has also got to place the money to protect the resources that make these places unique, enduring symbols of America's relationship to its land and its heritage.

Two, supplemental financing: It is a good idea to augment general appropriations with supplement sources of funds to benefit the national parks. The new fee program is one way to do it. We support this at reasonable levels carefully monitored, its progress measured according to suitable, reliable criteria on which to base future decisions. Too, like you, Mr. Chairman, we are also eager for reform of the national parks concession system, and we look forward to our continuing collaboration with you on this important issue.

Also NPCA supports a workable program of revenue bond finance for park capital projects, particularly for resource protection projects.

Three, to the point of this hearing, Mr. Duncan's taxpayer check-off program offers a worthwhile addition to the list of supplemental financing proposals. It should be adopted. It creates an entirely win/win result for the national parks, the American taxpayer and the Federal Government. It would utilize a mechanism already in place. It would cost the Federal Government nothing since additional administrative costs, if any, would be financed by taxpayers' donations. Monies would come into the program through entirely voluntary contributions that in many cases would otherwise be lost to the Federal Treasury through tax refunds.

Mr. Duncan's proposal is based on a long-time experience with the State. As he noted, 41 plus the District of Columbia already have some 163 taxpayer checkoff programs. Many of the programs relate directly to the purpose of Mr. Duncan's legislation. The most popular and widely employed program of this type are the non-game wildlife funds that exist in 36 States. We think that when

you figure the amount of taxpayers in this—tax returns in this country on an individual basis, about 116 million, a 1-percent median participation rate for these programs and then calculate the \$8.28 per tax return amount here, multiply that product and put it all together, you get about a little less than \$10 million per year from this program. It is a very worthwhile amount.

We would suggest three changes. One, specify that construction include resource protection. We have got to protect and upgrade these historic structures and cultural sites and other park resources or else the park's values will decline and visitors will not enjoy what they have come to enjoy. Specify that the funds derived from the program shall not be used to offset Congressional appropriations. We know you can't bind the Committee, the appropriations committees in that regard, but it does send a strong signal about the intent of the legislation. Three, establish a study on the effects of the program for the 2-year period following enactment so that you can monitor how it works and then make adjustments as necessary.

With your indulgence, Mr. Chairman, I will address one quick issue of the National Park Service position. Just because others may also have a good idea about other tax checkoffs doesn't mean that none should be accepted. Congress is fully capable of determining which if any taxpayer checkoff to specify. And besides, as Mr. Gibbons pointed out earlier, these are not Federal funds. These are taxpayers' money, and this legislation presents an organized means of encouraging voluntary contributions.

Thank you, Mr. Chairman.

[Statement of Albert C. Eisenberg may be found at end of hearing.]

Mr. HANSEN. Thank you. From Utah, Mr. Howe.

**STATEMENT OF ALLAN T. HOWE, WASHINGTON REPRESENTATIVE, NATIONAL PARK HOSPITALITY ASSOCIATION**

Mr. HOWE. Thank you, Mr. Chairman. Nice to be back in the old Committee room again where I spent a number of busy hours when I was here. This is a wonderful Committee, and you are doing an outstanding job as the Chairman of this Committee moving forward the protection and the use and enjoyment of our national parks by millions of visitors who come every year.

Mr. Duncan, I am particularly pleased to be here today to support your legislation, H.R. 755. You have done a remarkable job, I think, of outlining an idea and a method by which the Park Service can be supported and good projects within the Park Service can be funded with no impact at all on the deficit. And it should give no worry to anybody in the Congress to support that legislation.

I am also glad to be here with Al Eisenberg, who is the Chairman of the Arlington County Board, who I support and try to work with over in Arlington where I live.

Today I would like to say a number of things, Mr. Chairman. Some people may find it curious that the association that I represent, which of course is the National Park Hospitality Association, the men and women and their companies who provide visitor services in the parks, would come forward and support this legislation. But as one considers the fact that our businesses only exist

in terms of supporting the visitors who come to the parks and enjoy it, you can understand that if the infrastructure of the park is falling down around our visitor service businesses, no one would come. No one wants to come and endanger their lives to participate even in the glorious experience of going to a scenic area that would be otherwise very enjoyable.

The needs have been outlined very well before your Committee, and I won't spend a lot of time on that except to say that the figure of at least \$8 billion in backlog does boggle my mind somewhat. When I was here we were dealing with millions and now you are into the billions. It seems to me that we need to take hold of this problem before it grows any larger. I won't elaborate more except to say that one fact that comes through to me as I drive to the parks, and you probably have this feeling, as well, is that throughout the entire park system each year the Park Service says about another 1 percent of the roads fall from fair classification to the area of poor or failed. So just to keep up with the road-building program, which of course as you know is only one aspect of it, but a very important one. The mobility of the visitors around the park to be able to see it is, in fact, very important.

The concept of H.R. 755 does make sense. It allows the American taxpayers to authorize by a checkoff on their Federal tax returns a contribution over and above what they would owe in taxes, or to return a portion of their refund. Unlike the Presidential checkoff, as Mr. Duncan has observed, H.R. 755 would not allow taxpayers to divert their taxes from the Treasury to the National Park Trust Fund, as provided and set up under section 2 of the bill.

Now would the checkoff really help meet the NPS needs? Let me tick off about four quick points, Mr. Chairman. The National Park Service is the most popular Federal agency. I am always interested in the polls that are run when the pollsters go out among the public and they say what do you like best about the Federal Government. Well, as we know—you especially who serve in the Congress know the American people aren't always very happy with what the government is doing, and it is incredible that the Park Service comes out No. 1 in all of these polls of relative popularity.

What does that mean in terms of the checkoff? Certainly it means that their idea of supporting the Park Service and favorably endorsing what they are doing would likely carry over to this checkoff system. We would get, I think, a tremendous response.

No. 2, the precedent of the Presidential checkoff shows that it could be done. Over the last 3 years, the Presidential checkoff has raised over \$200 million. I think that could be matched or even exceeded by this system that is set up for the parks. We are talking here about the 368 units of the park system. The Park Service would certainly have to determine where the greatest need was. As we saw this year with Yosemite, that was crucial to get that problem solved, which I commend you and your colleagues in the Appropriations Committee for addressing this year to get those needs taken care of. It would change from year to year.

No. 3, the cost to the Internal Revenue Service would be minimal. The reprinting of the forms goes on every year anyway. The addition of another line to explain the Park Service checkoff would not be any great burden on cost to the National Park Service.

No. 4, the similar conservation checkoff programs, as has been observed, in various States has been successful. We have observed that 41 States have a successful program.

In conclusion, Mr. Chairman, let me just say that the American people do have a longstanding love affair with recreation activities on their public lands, and especially do we see this in our national parks. Millions upon millions of American families and many more foreign visitors come to enjoy our camping, hiking, boating, fishing, sightseeing and other sports each year. These visits are very valuable in the ways in which our Nation rekindles its love and dedication to our great historic, cultural, professional, natural and recreational heritage. I am confident that millions of Americans will respond to the opportunity to make a small but significant contribution to support our national parks if Congress will enable them to do so through the provisions of H.R. 755.

Thank you, Mr. Chairman, for this opportunity to testify.

[Statement of Allan T. Howe may be found at end of hearing.]

Mr. HANSEN. Thank you very much. We appreciate the testimony of both of you gentlemen. Questions for the panel, Mr. Duncan?

Mr. DUNCAN. Well, thank you, Mr. Chairman. First, let me thank Mr. Eisenberg and former Congressman Howe for some outstanding testimony and remarks and thank them for the support that they and their organizations have provided to this legislation. It really means a lot to me personally and I appreciate it very much.

Like you, I am extremely optimistic about this legislation. As Congressman Howe pointed out, the Presidential checkoff has resulted in over \$200 million in funds going to the Presidential campaigns in just the last 3 years. And I think this checkoff will be much more popular than that.

Mr. Eisenberg's group conducted a poll not too long ago that found that 80 percent of the American people would support or would give at least a \$1 contribution to the parks if given an opportunity to do so on their tax returns. And as I said in my opening statement, we envision this, if we can accomplish this, to be done in a way in which people can contribute \$1, \$5 or \$10. And I think that many, many people would contribute some very large amounts. And I think that we would be amazed at what could be raised in this way. I believe we could raise hundreds of millions of dollars each year.

So I appreciate the efforts that both of you are making through your groups and your willingness to come here and testify in support of this legislation today.

I did—interestingly enough, I noticed that Mr. Galvin said that his opposition was regrettable, and I tried to point out that States, 41 States have these, and Mr. Eisenberg mentioned the District of Columbia also. They have been able to limit these checkoffs and keep their tax forms simple and do this without any real problem. And Mr. Galvin was smiling and very friendly out in the hall and he said—he told me, he said, Congressman, he said, we would love your bill. And I think that the lukewarm opposition that he expressed was—came from a little higher up, maybe, than the Treasury or the OMB or something like that. But I think it is opposition that we can overcome.

One matter of paperwork, I suppose. I do have a letter from the Friends of the Great Smoky Mountains National Park. This is an organization with over 6,000 members which has raised—I said in my statement \$1.3 million. Since they were formed 3 years ago, they have raised \$1.6 million. And they have written a letter, a very strong letter, in support of this legislation. And they have asked that I place this in the record. And, Mr. Chairman, I would like to place this in the record at this time.

Mr. HANSEN. Without objection.

[Statement of Friend of Great Smoky Mountains may be found at end of hearing.]

Mr. DUNCAN. Thank you very much.

Mr. HANSEN. Thank you, Mr. Duncan. The gentlelady from the Virgin Islands.

Ms. CHRISTIAN-GREEN. Thank you, Mr. Chairman. I don't really have a question. I want to thank Congressman Howe and Mr. Eisenberg for their testimony. I just had a comment based on Mr. Eisenberg's testimony, because as we see an increasing resistance to appropriating adequate funds for national parks and public lands, I share what really is a concern that the funds supplement and supplant Federal appropriations. And I agree that if passed at the very least the intent of Congress that these funds not be used to offset the Congressional appropriations be included in the bill.

Mr. HANSEN. Thank you. The gentleman from Michigan, Mr. Kildee, the Distinguished Mr. Kildee.

Mr. KILDEE. Thank you, Mr. Distinguished Chairman. It is good to have Allan Howe. Allan is one who befriended me when I first came to Congress 21 years ago, and I remember that very much, Allan. You made a very good point. The Park Service certainly is very well respected by the American people. If we ever had any doubt on that, when the government was closed down a couple years ago the thing that, I think, angered people more than anything else was the fact that the parks were closed now. It really—I got more letters on that than any other parts of government closing down. So I think your point was really demonstrated during that unfortunate closing down of government. And I think Mr. Duncan has a bill here that certainly, I think, will help them show their reverence and respect for the Park Service. I certainly would like to support him.

Mr. HANSEN. Thank you very much. We appreciate the testimony from the distinguished panel. Mr. Duncan.

Mr. DUNCAN. Mr. Chairman, can I say one more thing? And I appreciate Ms. Christian-Green as a co-sponsor, and I think many, many of the co-sponsors that we have of this legislation are from this Subcommittee and Full Committee. I appreciate Mr. Kildee's support and especially yours. But also, I did mean to mention it when I was speaking a few moment ago that I think Mr. Eisenberg has made several good suggestions in regard to this legislation. I think they are suggestions that can make this bill even better. And so we will work with you in regard to those suggestions.

Mr. EISENBERG. Thank you very much.

Mr. HANSEN. We look forward to marking up this legislation. I would be curious—I don't mean to take you time and I have got a meeting in about 5 minutes, but I would curious to know your



reaction to the—what was it, U.S. News and World Report or Newsweek or something that said Parks in Peril? Which one was that? U.S. News and World Report. I hope you both read that. I would be curious to know your reaction. If you ever get a chance, drop me a note.

Thank you. The Committee will stand adjourned.

[Whereupon, at 11:52 a.m., the Subcommittee was adjourned.]

105TH CONGRESS  
1ST SESSION

# H. R. 1635

To establish within the United States National Park Service the National Underground Railroad Network to Freedom program, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

MAY 15, 1997

Mr. STOKES (for himself, Mr. PORTMAN, Mr. BARRETT of Wisconsin, Mr. BISHOP, Mr. BOEHNER, Ms. BROWN of Florida, Mr. BROWN of Ohio, Mr. CARDIN, Ms. CARSON, Mr. CHABOT, Mr. CLAY, Mrs. CLAYTON, Mr. CLYBURN, Mr. CONYERS, Mr. CUMMINGS, Mr. DAVIS of Illinois, Mr. DEFAZIO, Ms. DELAURO, Mr. DELLUMS, Mr. DICKS, Mr. DIXON, Mr. EVANS, Mr. FILNER, Mr. FLAKE, Mr. FORD, Mr. FRANK of Massachusetts, Mr. FROST, Mr. GINGRICH, Mr. GUTIERREZ, Mr. HILLIARD, Mr. HOBSON, Mr. JACKSON of Illinois, Ms. JACKSON-LEE of Texas, Mr. JEFFERSON, Ms. EDDIE BERNICE JOHNSON of Texas, Mr. KASICH, Ms. KILPATRICK, Mr. LEWIS of Georgia, Mr. MCGOVERN, Ms. MCKINNEY, Mrs. MALONEY of New York, Mrs. MEEK of Florida, Ms. MILLENDER-MCDONALD, Mr. MILLER of California, Mr. MORAN of Virginia, Mrs. MORELLA, Mr. NEAL of Massachusetts, Mr. NEY, Ms. NORTON, Mr. OWENS, Mr. OXLEY, Ms. PELOSI, Mr. POSHARD, Mr. RANGEL, Mr. RUSH, Mr. SAWYER, Mr. DAN SCHAEFER of Colorado, Mr. SCOTT, Mr. SISISKY, Mr. STRICKLAND, Mr. THOMPSON, Mr. TRAFICANT, Ms. WATERS, Mr. WATT of North Carolina, Mr. WATTS of Oklahoma, Mr. WYNN, Mr. GONZALEZ, Ms. CHRISTIAN-GREEN, Mr. PAYNE, Mr. FATAH, Mr. HASTINGS of Florida, and Mr. TOWNS) introduced the following bill; which was referred to the Committee on Resources

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## A BILL

To establish within the United States National Park Service the National Underground Railroad Network to Freedom program, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “National Underground  
5 Railroad Network to Freedom Act of 1997”.

6 **SEC. 2. FINDINGS AND PURPOSES.**

7 (a) FINDINGS.—The Congress finds the following:

8 (1) The Underground Railroad, which flour-  
9 ished from the end of the 18th century to the end  
10 of the Civil War, was one of the most significant ex-  
11 pressions of the American civil rights movement dur-  
12 ing its evolution over more than 3 centuries.

13 (2) The Underground Railroad bridged the di-  
14 vides of race, religion, sectional differences, and na-  
15 tionality; spanned State lines and international bor-  
16 ders; and joined the American ideals of liberty and  
17 freedom expressed in the Declaration of Independ-  
18 ence and the Constitution to the extraordinary ac-  
19 tions of ordinary men and women working in com-  
20 mon purpose to free a people.

21 (3) Pursuant to title VI of Public Law 101–628  
22 (16 U.S.C. 1a–5 note; 104 Stat. 4495), the Under-  
23 ground Railroad Advisory Committee conducted a  
24 study of the appropriate means of establishing an  
25 enduring national commemorative Underground

1 Railroad program of education, example, reflection,  
2 and reconciliation.

3 (4) The Underground Railroad Advisory Com-  
4 mittee found that—

5 (A) although a few elements of the Under-  
6 ground Railroad story are represented in exist-  
7 ing National Park Service units and other sites,  
8 many sites are in imminent danger of being lost  
9 or destroyed, and many important resource  
10 types are not adequately represented and pro-  
11 tected;

12 (B) there are many important sites which  
13 have high potential for preservation and visitor  
14 use in 29 States, the District of Columbia, and  
15 the Virgin Islands;

16 (C) no single site or route completely re-  
17 flects and characterizes the Underground Rail-  
18 road, since its story and associated resources  
19 involve networks and regions of the country  
20 rather than individual sites and trails; and

21 (D) establishment of a variety of partner-  
22 ships between the Federal Government and  
23 other levels of government and the private sec-  
24 tor would be most appropriate for the protec-

1           tion and interpretation of the Underground  
2           Railroad.

3           (5) The National Park Service can play a vital  
4           role in facilitating the national commemoration of  
5           the Underground Railroad.

6           (6) The story and significance of the Under-  
7           ground Railroad can best engage the American peo-  
8           ple through a national program of the National Park  
9           Service that links historic buildings, structures, and  
10          sites; routes, geographic areas, and corridors; inter-  
11          pretive centers, museums, and institutions; and pro-  
12          grams, activities, community projects, exhibits, and  
13          multimedia materials, in a manner that is both uni-  
14          fied and flexible.

15          (b) PURPOSES.—The purposes of this Act are the fol-  
16          lowing:

17               (1) To recognize the importance of the Under-  
18               ground Railroad, the sacrifices made by those who  
19               used the Underground Railroad in search of freedom  
20               from tyranny and oppression, and the sacrifices  
21               made by the people who helped them.

22               (2) To authorize the National Park Service to  
23               coordinate and facilitate Federal and non-Federal  
24               activities to commemorate, honor, and interpret the  
25               history of the Underground Railroad, its significance

1 as a crucial element in the evolution of the national  
2 civil rights movement, and its relevance in fostering  
3 the spirit of racial harmony and national reconcili-  
4 ation.

5 **SEC. 3. NATIONAL UNDERGROUND RAILROAD NETWORK TO**  
6 **FREEDOM PROGRAM.**

7 (a) IN GENERAL.—The Secretary of the Interior (in  
8 this Act referred to as the “Secretary”) shall establish in  
9 the National Park Service a program to be known as the  
10 “National Underground Railroad Network to Freedom”  
11 (in this Act referred to as the “national network”). Under  
12 the program, the Secretary shall—

13 (1) produce and disseminate appropriate edu-  
14 cational materials, such as handbooks, maps, inter-  
15 pretive guides, or electronic information;

16 (2) enter into appropriate cooperative agree-  
17 ments and memoranda of understanding to provide  
18 technical assistance under subsection (c); and

19 (3) create and adopt an official, uniform symbol  
20 or device for the national network and issue regula-  
21 tions for its use.

22 (b) ELEMENTS.—The national network shall encom-  
23 pass the following elements:

1           (1) All units and programs of the National  
2           Park Service determined by the Secretary to pertain  
3           to the Underground Railroad.

4           (2) Other Federal, State, local, and privately  
5           owned properties pertaining to the Underground  
6           Railroad that have a verifiable connection to the Un-  
7           derground Railroad and that are included on, or de-  
8           termined by the Secretary to be eligible for inclusion  
9           on, the National Register of Historic Places.

10          (3) Other governmental and nongovernmental  
11          facilities and programs of an educational, research,  
12          or interpretive nature that are directly related to the  
13          Underground Railroad.

14          (c) COOPERATIVE AGREEMENTS AND MEMORANDA  
15          OF UNDERSTANDING.—To achieve the purposes of this  
16          Act and to ensure effective coordination of the Federal  
17          and non-Federal elements of the national network referred  
18          to in subsection (b) with National Park Service units and  
19          programs, the Secretary may enter into cooperative agree-  
20          ments and memoranda of understanding with, and provide  
21          technical assistance to—

22                 (1) the heads of other Federal agencies, States,  
23                 localities, regional governmental bodies, and private  
24                 entities; and

1           (2) in cooperation with the Secretary of State,  
2           the governments of Canada, Mexico, and any appro-  
3           priate country in the Caribbean.

4           (d) APPROPRIATIONS.—No amounts may be appro-  
5           priated for the purposes of this Act except to the Secretary  
6           for carrying out the responsibilities of the Secretary as  
7           set forth in section 3(a).



105TH CONGRESS  
1ST SESSION

# H. R. 755

To amend the Internal Revenue Code of 1986 to allow individuals to designate any portion of their income tax overpayments, and to make other contributions, for the benefit of units of the National Park System.

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## IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 13, 1997

Mr. DUNCAN (for himself, Mr. HAYWORTH, Mr. HEFLEY, Ms. RIVERS, Mr. ROMERO-BARCELÓ, Mr. GORDON, Mr. CALVERT, Mr. NETHERCUTT, Mr. BARTLETT of Maryland, Mr. BAKER, Mr. WAMP, Ms. NORTON, Mr. SPRATT, Ms. MOLINARI, Mr. PAYNE, Mr. LaTOURETTE, Ms. LOFGREN, Mr. REGULA, Mr. HANSEN, Mr. GALLEGLY, Mr. LIPINSKI, Mr. DAN SCHAEFER of Colorado, Mr. HOLDEN, Mr. STEARNS, Mr. FALDOMAVAEGA, Mr. EHLERS, Mrs. SMITH of Washington, Mr. FRELINGHUYSEN, Mr. GEJDENSON, Mr. BEREUTER, and Mr. JENKINS) introduced the following bill; which was referred to the Committee on Ways and Means, and in addition to the Committee on Resources, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

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## A BILL

To amend the Internal Revenue Code of 1986 to allow individuals to designate any portion of their income tax overpayments, and to make other contributions, for the benefit of units of the National Park System.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

1 **SECTION 1. DESIGNATION OF OVERPAYMENTS AND CON-**  
2 **TRIBUTIONS FOR THE BENEFIT OF UNITS OF**  
3 **THE NATIONAL PARK SYSTEM.**

4 (a) IN GENERAL.—Subchapter A of chapter 61 of the  
5 Internal Revenue Code of 1986 is amended by adding at  
6 the end the following new part:

7 **“PART IX—DESIGNATION OF OVERPAYMENTS**  
8 **AND CONTRIBUTIONS FOR THE BENEFIT OF**  
9 **UNITS OF THE NATIONAL PARK SYSTEM**

“Sec. 6097. Designation.

10 **“SEC. 6097. DESIGNATION.**

11 “(a) IN GENERAL.—In the case of an individual, with  
12 respect to each taxpayer’s return for the taxable year of  
13 the tax imposed by chapter 1, such taxpayer may des-  
14 ignate that—

15 “(1) a specified portion (but not less than \$1)  
16 of any overpayment of tax for such taxable year, and

17 “(2) any cash contribution which the taxpayer  
18 includes with such return,

19 shall be used for the benefit of units of the National Park  
20 System.

21 “(b) MANNER AND TIME OF DESIGNATION.—A des-  
22 ignation under subsection (a) may be made with respect  
23 to any taxable year only at the time of filing the return  
24 of the tax imposed by chapter 1 for such taxable year.  
25 Such designation shall be made in such manner as the

1 Secretary prescribes by regulations except that such des-  
2 ignation shall be made either on the first page of the re-  
3 turn or on the page bearing the taxpayer's signature.

4       “(c) OVERPAYMENTS TREATED AS REFUNDED.—For  
5 purposes of this title, any portion of an overpayment of  
6 tax designated under subsection (a) shall be treated as  
7 being refunded to the taxpayer as of the last date pre-  
8 scribed for filing the return of tax imposed by chapter 1  
9 (determined without regard to extensions) or, if later, the  
10 date the return is filed.”

11       (b) CLERICAL AMENDMENT.—The table of parts for  
12 subchapter A of chapter 61 of such Code is amended by  
13 adding at the end thereof the following new item:

“Part IX. Designation of overpayments and contributions for the  
benefit of units of the National Park System.”

14       (c) EFFECTIVE DATE.—The amendments made by  
15 this section shall apply to taxable years beginning after  
16 December 31, 1997.

17 **SEC. 2. NATIONAL PARKS TRUST FUND.**

18       (a) IN GENERAL.—Subchapter A of chapter 98 of the  
19 Internal Revenue Code of 1986 (relating to trust fund  
20 code) is amended by adding at the end the following new  
21 section:

22 **“SEC. 9512. NATIONAL PARKS TRUST FUND.**

23       “(a) CREATION OF TRUST FUND.—There is estab-  
24 lished in the Treasury of the United States a trust fund

1 to be known as the 'National Parks Trust Fund', consist-  
2 ing of such amounts as may be appropriated or credited  
3 to the National Parks Trust Fund as provided in this sec-  
4 tion or section 9602(b).

5       “(b) TRANSFER TO NATIONAL PARKS TRUST FUND  
6 OF AMOUNTS DESIGNATED.—There is hereby appro-  
7 priated to the National Parks Trust Fund amounts equiv-  
8 alent to the amounts designated under section 6097 and  
9 received in the Treasury.

10       “(c) EXPENDITURES FROM TRUST FUND.—

11           “(1) IN GENERAL.—The Secretary shall pay,  
12 not less often than quarterly, to the Director of the  
13 National Park Service from the National Parks  
14 Trust Fund an amount equal to the amount in such  
15 Fund as of the time of such payment less any ad-  
16 ministrative expenses of the Secretary which may be  
17 paid under paragraph (2). Amounts paid under this  
18 subsection shall be used only for operations, mainte-  
19 nance, and construction within the units of the Na-  
20 tional Park System and may not be used for land  
21 acquisition.

22           “(2) ADMINISTRATIVE EXPENSES.—Amounts in  
23 the National Parks Trust Fund shall be available to  
24 pay the administrative expenses of the Department  
25 of the Treasury directly allocable to—

1           “(A) modifying the individual income tax  
2           return forms to carry out section 6097,

3           “(B) carrying out this chapter with respect  
4           to such Fund, and

5           “(C) processing amounts received under  
6           section 6097 and transferring such amounts to  
7           such Fund.”

8           (b) CLERICAL AMENDMENT.—The table of sections  
9           for such subchapter A is amended by adding at the end  
10          the following new item:

          “Sec. 9512. National Parks Trust Fund.”

105TH CONGRESS  
1ST SESSION

# H. R. 1718

To provide for the conveyance of certain lands in Wyoming to the County of Park, Wyoming.

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## IN THE HOUSE OF REPRESENTATIVES

MAY 22, 1997

Mrs. CUBIN introduced the following bill; which was referred to the Committee on Resources

---

## A BILL

To provide for the conveyance of certain lands in Wyoming to the County of Park, Wyoming.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. FINDINGS.**

4 The Congress makes the following findings:

- 5 (1) The 190.12 acres described in subsection  
6 (e) are in the public domain, withdrawn from public  
7 domain for reclamation purposes, and managed by  
8 the Bureau of Reclamation.
- 9 (2) The land to be conveyed under this Act has  
10 been subject to a Withdrawal Review, a Level I Con-

1 taminant Survey, Historical, Cultural and Archae-  
2 ological Resource Surveys by the Bureau of Rec-  
3 lamation.

4 (3) The Bureau of Land Management has con-  
5 ducted a Cadastral Survey of the lands and has de-  
6 termined that the land is no longer suitable for re-  
7 turn to the public domain.

8 (4) The Bureau of Reclamation and the Bureau  
9 of Land Management concur in their recommenda-  
10 tion of disposal of the 190.12 acres described there-  
11 in.

12 **SEC. 2. CONVEYANCE.**

13 (a) CONVEYANCE.—The Secretary of the Interior  
14 (hereinafter referred to as the “Secretary”) shall convey,  
15 without consideration, to the County of Park, Wyoming  
16 (hereafter in this section referred to as the “County”) all  
17 right, title, and interest of the United States, in and to  
18 a parcel of real property, excluding any improvements  
19 thereon, consisting of 190.12 acres located in Park Coun-  
20 ty, Wyoming, as described in subsection (e), such convey-  
21 ance shall reserve all rights to locatable, salable, and  
22 leasable oil and gas reserves, and shall be subject to any  
23 existing land use leases, easements, rights-of-way, and  
24 special use permits.

1       (b) ENVIRONMENTAL LIABILITY.—The United  
2 States has in good faith exercised due diligence and deter-  
3 mined that the conveyed lands are free of any environ-  
4 mental contamination according to any laws, statutes, and  
5 regulations of record and, therefore, the United States  
6 agrees to hold harmless and release from all liability any  
7 future owners of the conveyed lands from any environ-  
8 mental law, statute, and regulatory violations or contami-  
9 nant problems arising from any action, or inaction of those  
10 previous tenants that had vacated their lease prior to con-  
11 veyance of said lands. Tenants or owners of leases at the  
12 time of conveyance, or thereafter shall be responsible and  
13 liable for any environmental law, statute, and regulatory  
14 violations or contaminant problems resulting from their  
15 action, or inaction subsequent to the conveyance of said  
16 lands.

17       (c) CONDITION OF CONVEYANCE.—The conveyance  
18 authorized under subsection (a) shall be subject to the  
19 condition that the county use the property conveyed under  
20 that subsection for economic development, or transfer the  
21 property to a local organization formed for the purpose  
22 of economic development.

23       (d) REVERSIONARY INTEREST.—During the 5-year  
24 period beginning on the date that the Secretary makes the  
25 conveyance authorized under subsection (a), if the Sec-



1 retary determines that the conveyed property is not being  
 2 used in accordance with subsection (c), all right, title, and  
 3 interest in and to the conveyed property, excluding any  
 4 improvements thereon, and subject to any existing land  
 5 use leases, easements, rights-of-way, and special use per-  
 6 mits, shall revert to the United States and the United  
 7 States shall have the right of immediate entry onto the  
 8 property.

9 (e) DESCRIPTION OF PROPERTY.—The exact total  
 10 acreage is 190.12 acres and the legal description of the  
 11 property conveyed, as determined by a Cadastral Survey,  
 12 is as follows:

Sixth Principal Meridian, Park County, Wyoming

T. 53 N., R. 101 W.	<i>Acreege</i>
Section 20, S½SE¼SW¼SE¼ .....	5.00
Section 29, Lot 7 .....	9.91
Lot 9 .....	38.24
Lot 10 .....	31.29
Lot 12 .....	5.78
Lot 13 .....	8.64
Lot 14 .....	.04
Lot 15 .....	9.73
S½NE¼NE¼NW¼ .....	5.00
SW¼NE¼NW¼ .....	10.00
SE¼NW¼NW¼ .....	10.00
NW¼SW¼NW¼ .....	10.00
Tract 101 .....	13.24
Section 30, Lot 31 .....	16.95
Lot 32 .....	16.30

13 (f) ADDITIONAL TERMS AND CONDITIONS.—The Sec-  
 14 retary may require such additional terms and conditions  
 15 in connection with the conveyance under this section as

55

5

1 the Secretary considers appropriate to protect the inter-  
2 ests of the United States.

105TH CONGRESS  
1ST SESSION

# H. R. 708

To require the Secretary of the Interior to conduct a study concerning grazing use of certain land within and adjacent to Grand Teton National Park, Wyoming, and to extend temporarily certain grazing privileges.

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## IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 12, 1997

Mrs. CUBIN introduced the following bill; which was referred to the Committee on Resources

---

## A BILL

To require the Secretary of the Interior to conduct a study concerning grazing use of certain land within and adjacent to Grand Teton National Park, Wyoming, and to extend temporarily certain grazing privileges.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. FINDINGS.**

4 Congress finds that—

5 (1) open space near Grand Teton National  
6 Park continues to decline;

1           (2) as the population continues to grow in  
2 Teton County, Wyoming, undeveloped land near the  
3 Park becomes more scarce;

4           (3) the loss of open space around Teton Park  
5 has negative impacts on wildlife migration routes in  
6 the area and on visitors to the Park, and its reper-  
7 cussions can be felt throughout the entire region;

8           (4) a few ranches make up Teton Valley's re-  
9 maining open space, and the ranches depend on  
10 grazing in Grand Teton National Park for summer  
11 range to maintain operations;

12           (5) the Act that created Grand Teton National  
13 Park allowed several permittees to continue livestock  
14 grazing in the Park for the life of a designated heir  
15 in the family;

16           (6) the last remaining heirs have died, and as  
17 a result the open space around the Park will most  
18 likely be subdivided and developed;

19           (7) in order to develop the best solution to pro-  
20 tect open space immediately adjacent to Grand  
21 Teton National Park, the Park Service should con-  
22 duct a study of grazing in the area and its impact  
23 on open space in the region; and

24           (8) the study should develop workable solutions  
25 that are fiscally responsible and acceptable to the

1 National Park Service, the public, local government,  
2 and landowners in the area.

3 **SEC. 2. STUDY OF GRAZING USE.**

4 (a) IN GENERAL.—The Secretary of the Interior shall  
5 conduct a study concerning grazing use in Grand Teton  
6 National Park, Wyoming, and associated use of certain  
7 agricultural and ranch lands, within and adjacent to the  
8 Park, including—

9 (1) base land having appurtenant grazing privi-  
10 leges within Grand Teton National Park, Wyoming,  
11 remaining after January 1, 1990, under the provi-  
12 sions of the Act entitled “An Act to establish a new  
13 Grand Teton National Park in the State of Wyo-  
14 ming, and for other purposes”, approved September  
15 14, 1950 (16 U.S.C. 406d-1 et seq.); and

16 (2) any ranch and agricultural land adjacent to  
17 the Park, the use and disposition of which may af-  
18 fect the accomplishment of the purposes of the Act.

19 (b) PURPOSE.—The study shall—

20 (1) determine the significance of the ranching  
21 use and pastoral character of the land (including  
22 open vistas, wildlife habitat, and other public bene-  
23 fits);

1           (2) determine the significance of that use and  
2           character to the purposes for which Grand Teton  
3           National Park was established;

4           (3) identify any need for preservation of, and  
5           practicable means of preserving, the land that is  
6           necessary to protect that use and character; and

7           (4) estimate the costs of implementing any rec-  
8           ommendations made for the preservation of the land.

9           (e) PARTICIPATION.—In conducting the study, the  
10          Secretary of the Interior shall seek participation from the  
11          Governor of the State of Wyoming, the Teton County  
12          Commissioners, the Secretary of Agriculture, affected land  
13          owners, and other interested members of the public.

14          (d) REPORT.—Not later than 3 years after the enact-  
15          ment of this Act, the Secretary of the Interior shall submit  
16          a report to Congress that contains the findings of the  
17          study under subsection (a), and makes recommendations  
18          to Congress regarding action that may be taken with re-  
19          spect to the land described in subsection (a).

20          **SEC. 3. EXTENSION OF GRAZING PRIVILEGES.**

21          (a) IN GENERAL.—Subject to subsection (b), the Sec-  
22          retary of the Interior shall reinstate and extend for the  
23          duration of the study described in section 2(a), the grazing  
24          privileges described in section 2(a)(1), under the terms

1 and conditions as were in effect prior to the expiration  
2 of the privileges.

3 (b) EFFECT OF CHANGE IN LAND USE.—If, during  
4 the period of the study, any portion of the land described  
5 in section 1(a)(1) is disposed of in a manner that would  
6 result in the land no longer being used for ranching or  
7 other agricultural purposes, the Secretary of the Interior  
8 shall cancel the extension described in subsection (a).

**STATEMENT OF DENIS P. GALVIN, ACTING DEPUTY DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS OF THE HOUSE COMMITTEE ON RESOURCES, CONCERNING H.R. 1635, THE NATIONAL UNDERGROUND RAILROAD NETWORK TO FREEDOM ACT OF 1997.**

**JULY 22, 1997**

---

Mr. Chairman, thank you for the opportunity to appear before your committee to present the views of the Department on H.R. 1635, the National Underground Railroad Network to Freedom Act of 1997.

We strongly support H.R. 1635, which would establish the National Underground Railroad Network to Freedom program within the National Park Service (NPS). We are pleased to be part of this program to commemorate, preserve, and interpret this important and inspiring chapter in American history.

Public Law 101-628 directed the Secretary of the Interior, through the NPS, to conduct a study of alternatives for commemorating and interpreting the underground railroad. The study was completed and transmitted to Congress on February 7, 1996. Our study focused on the sites, routes, and other resources that remain available for public appreciation and education. The underground railroad was found to be nationally significant. The study determined that many regions of the United States contain structures, sites, landscapes and related resources linked to the underground railroad. Sites in danger of being lost or destroyed were identified in the study and concern was expressed that other sites have yet to be located and documented.



If enacted, H.R. 1635 would provide a structure to identify and commemorate the activities of the underground railroad and would promote public education of this part of American history. The bill would allow the NPS, working in partnership with other public agencies and the private sector, to raise community awareness of the value of the remaining sites and to coordinate a regional approach to the presentation of historic sites and the interpretation of the underground railroad story.

The underground railroad was perhaps the most dramatic protest against human bondage in United States history. It was a clandestine operation that began during colonial times, grew as part of the organized abolitionist movement, and reached a peak between 1830 and 1865. It is a story of individual heroism and sacrifice as well as cooperation to help enslaved people reach freedom. Participants in the movement placed their moral values above local and federal laws which protected the institution of slavery. They risked imprisonment, return to slavery, and death in their effort to achieve justice.

The underground railroad was an activity of long duration and had wide geographic sweep. Underground railroad destinations included the northern states and Canada, as well as the Caribbean, Mexico, and Africa. While some aspects of the underground railroad story are represented in NPS units and sites, for the most part such sites are outside the National Park System. H.R. 1635 will allow the NPS to enhance interpretation at existing sites and to identify other sites, some of which are in danger of being destroyed. Identification of these sites will be the first step toward protection and preservation.

Section 3(a) of this bill establishes the National Underground Railroad Network to Freedom program in the NPS. Under this program, the NPS is directed to produce and disseminate appropriate educational materials, enter into cooperative agreements to provide technical assistance, and to create an official, uniform symbol for the national network and to develop regulations for its use. Section 3(b) lists the elements which will make up the national network, including existing units and programs of the NPS; Federal, State, local, and privately owned property, and other governmental and nongovernmental facilities and programs that the Secretary determines are directly related to the underground railroad. Section 3(c) permits the Secretary to enter into cooperative agreements and memoranda of understanding with Federal agencies, States, local and regional governments, and private entities. This section also authorizes the Secretary, in cooperation with the Secretary of State, to enter into such agreements with “the governments of Canada, Mexico, and any appropriate country in the Caribbean.”

The central purpose of the National Underground Railroad Network to Freedom Act is to honor the courage and sacrifice of slaves and their allies through an historic interpretation of their diverse experiences. The underground railroad movement was one of the most important social, humanitarian movements in the history of our nation. The National Park Service is looking forward to working with the private and public sectors to ensure that the extraordinary story of the underground railroad is told.

Mr. Chairman, this concludes my prepared remarks. I would be happy to take any questions you may have.

**STATEMENT BY DENIS P. GALVIN, ACTING DEPUTY DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE HOUSE OF REPRESENTATIVES SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS, CONCERNING H.R. 755, A BILL TO AMEND THE INTERNAL REVENUE CODE OF 1986 TO ALLOW INDIVIDUALS TO DESIGNATE ANY PORTION OF THEIR INCOME TAX OVERPAYMENTS, AND TO MAKE OTHER CONTRIBUTIONS, FOR THE BENEFIT OF THE NATIONAL PARK SYSTEM.**

**JULY 22, 1997**

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Mr. Chairman, members of the Subcommittee, thank you for the opportunity to appear before you to comment on H.R. 755, a bill to amend the Internal Revenue Code of 1968 to allow individuals to designate any portion of their income tax overpayments, and to make other contributions, for the benefit of the National Park System.

H.R. 755 would require the Internal Revenue Service to place a line on income tax forms which would allow taxpayers to donate one or more dollars toward operations, maintenance and construction within units of the National Park System. We appreciate the interest and support for our programs indicated by this bill. However, because of the precedent-setting nature of the bill, and the potential for lengthening the Federal tax forms, the Administration opposes H.R. 755. There are probably scores of Federally funded activities and programs that would also believe they are worthy of equal treatment and their own separate line item on the 1040. We understand that this Subcommittee does not have primary jurisdiction in this matter, however, we are pleased to respond to the Subcommittee's request for information on how such increased revenue could be used for the benefit of the National Park System.

The 375 units of the National Park System contain over 16,000 permanent structures including about 11,000 public use and administrative buildings, over 4,800 employee housing units, over

1,500 major water and sewer systems, 8,000 miles of roadway, 1,500 bridges and tunnels, 260 dams and over 12,700 miles of trails. The National Park Service has had the opportunity to testify before this Congress on two occasions to discuss the challenge of managing a system with decaying infrastructure, deferred maintenance, a backlog of planning and research projects, and an ever-increasing number of visitors. In March, former Director Roger Kennedy provided broad testimony on the future of the National Park System. Last month, I testified about the status of the recreation fee demonstration program being implemented by the National Park Service.

Former Director Kennedy discussed the need for the National Park Service to rely on a number of mechanisms to address some of the problems associated with a decaying infrastructure. Admission fees, recreation user fees, concession revenues and partnerships are all tools endorsed by the Administration that the National Park Service can use to help meet programmatic and infrastructure needs. Congress recently provided us with one of these tools through the passage of the three-year fee demonstration program, which authorizes federal land management agencies to increase and retain entrance and user fees through implementation of up to 100 projects per agency.

The fee demonstration program is expected to generate more than \$140 million for the National Park Service over the course of the three-year test. With this program, the Park Service anticipates that it will be able to address a number of maintenance needs including the rehabilitation of trails and trailheads at Rocky Mountain National Park, the repair of utility systems and the improvement of public restrooms at Yellowstone National Park, and the rehabilitation of the Wahweap picnic area at Glen Canyon National Recreation Area.

Along with the appropriate use of admission fees, recreation user fees, concessions revenue and partnerships, the revenue received from the National Parks Trust Fund through the enactment of H.R. 755 could contribute to the restoration of our National Park System. Revenues could be used to meet non-recurring maintenance, resource stabilization and infrastructure repair needs, and could provide critical support for natural and cultural resource management activities, educational programs, and visitor services.

For example, at Gettysburg National Military Park there is a need to repair 22 historic monuments, and to rehabilitate the visitor center and park roads. Glacier National Park needs to upgrade failing sewer and water systems and rehabilitate obsolete housing.

Additionally, revenue available from these new sources of funding could help accomplish a number of critical cultural resource management projects. In Bandelier National Monument, funds could be used to stabilize excavated archeological ruins and construct storage facilities. At Grant Kohrs Ranch National Historic Site, this money would help toward the installation of a fire and security system in historic buildings. At Yellowstone National Park, funds could assure the protection of National Register historic buildings and the preservation of historic objects in the museum collection.

On the natural resource side, the new sources could help by allowing for the identification and protection of sensitive cave features at Oregon Caves National Monument. The protection of endangered native mussel populations through testing, relocating and monitoring native species at

the St. Croix National Riverway could be assisted with this money. Finally, funds could help to study the threats that wildland fires at Point Reyes National Seashore pose to adjacent property and to make recommendations that would lessen fire danger for these nearby communities.

All of these are just a few examples of the important projects that could be accomplished through the provision of additional revenue to the National Park Service.

That concludes my remarks, Mr. Chairman and members of the Subcommittee. I would be happy to answer any questions that you may have.

**STATEMENT BY DENIS P. GALVIN, ACTING DEPUTY DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE HOUSE OF REPRESENTATIVES SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS, CONCERNING H.R. 708, A BILL TO REQUIRE THE SECRETARY OF THE INTERIOR TO CONDUCT A STUDY CONCERNING GRAZING USE OF CERTAIN LAND WITHIN AND ADJACENT TO GRAND TETON NATIONAL PARK, WYOMING, AND TO EXTEND TEMPORARILY CERTAIN GRAZING PRIVILEGES.**

**JULY 22, 1997**

---

Mr. Chairman and members of the subcommittee, thank you for the opportunity to appear before you to address H.R. 708, a bill requiring the Secretary of the Interior to conduct a study of grazing use of land within and adjacent to Grand Teton National Park in Wyoming. We recommend enactment of this legislation if amended to address our concerns as outlined below.

If enacted, H.R. 708 would authorize a study which would determine the significance of the ranching use and pastoral character of lands within and adjacent to Grand Teton National Park. The study would identify any need for preserving the character these lands, make recommendations on practicable means of preserving them, and provide cost estimates for implementing any of the preservation alternatives. The bill also calls for a temporary extension of grazing privileges that were in effect through January 1, 1990, under the provisions of the park's enabling legislation for the duration of the study.

We commend the Wyoming delegation for their interest in this issue, and appreciate the efforts they have made on behalf of Grand Teton National Park. Since 1977, the price of land adjacent to Grand Teton National Park and in the Jackson Hole area has increased an average of 600%. Owners of large tracts of land, such as ranchers, have been tempted to sell their land for subdivision. The

subdivision of large tracts of land has reduced the amount of open space in the valley and has resulted in the loss of wildlife habitat and the fragmentation of migration routes. It also compromises some of the most dramatic and unforgettable views of the Rocky Mountains and one of Grand Teton National Park's most spectacular resources -- the views from the south entrance of the park. As a result of these changes we have seen an increasing vulnerability of ranching operations to land price increases. The bill before us today was introduced as a way to respond to these changes.

To assure a comprehensive review of the changes facing this area, we recommend three amendments to the bill. Our first amendment concerns the scope of the study. While we agree with the intent of the legislation, we recommend that the scope and purpose of the study be expanded beyond grazing. Broadening the scope of the study will allow the study team to evaluate the economic relationships to a variety of activities associated with open space, including, but not limited to, recreation and grazing. We need to understand the relationships of various options of open space preservation and their economics in order to be prepared to respond to changing conditions over time. Looking at a single solution puts us at risk of ignoring others and making recommendations based on a short-term perspective.

The National Park Service has participated in informal discussions between ranchers and community leaders on the subject of grazing and open space for the past two and one-half years. All the groups and individuals who have participated in these informal discussions thus far understand and recognize the larger problem and are committed to finding a solution. All agree that the final recommendations must incorporate the following conditions:



1. protecting the pastoral, scenic and environmental qualities of the area;
2. providing the tools and techniques to make this protection possible;
3. meeting the needs of the community as a whole, and
4. being economically feasible and viable.

We would be glad to work with the committee on appropriate language to broaden the scope of the study.

We propose a second amendment to expand the list of groups that participate in the study. We recommend drawing on the expertise of national and regional experts in the fields of open space and agricultural economics, regional history and regional planning, in addition to the federal, state and local representatives identified in the legislation.

Our final amendment addresses the duration of the grazing privileges. We recommend that the terms and conditions of the grazing privileges coincide not only with the completion and transmittal of recommendations to the Congress but also with sufficient time to enact recommendations if appropriate. This provision would allow grazing to continue until a solution is developed and implemented, at which time the grazing privileges would expire and would be replaced by the recommendations adopted from the study.

We believe that it will take approximately three years from the date funds are appropriated to complete and transmit the study to Congress. We estimate the cost of the study to be approximately \$200,000.

We welcome the opportunity to work with the subcommittee and the Wyoming delegation in making the appropriate changes in order to create a study that will determine the most beneficial and acceptable strategy for protecting park and resource values while acknowledging and accommodating local community values and economic realities of the 21st century.

That concludes my remarks, Mr. Chairman and members of the subcommittee. I would be happy to respond to any questions that you may have.

Statement of Eluid L. Martinez  
Commissioner, U. S. Bureau of Reclamation  
House Subcommittee on National Parks and Public Lands  
On H.R. 1718

July 22, 1997

Thank you for the opportunity to provide the Subcommittee on National Parks and Public Lands with the Administration's views on H.R. 1718, a bill that provides for conveyance of 190.12 acres of Federal land to Park County, Wyoming. The Administration opposes H.R. 1718. The Administration believes that the disposal of the subject property should be handled by the General Services Administration (GSA) consistent with the Federal Property Administrative Services Act of 1949 (Property Act). We recognize that under the normal GSA process, ownership of the land might end up in the hands of other parties. Accordingly, we recommend that all the parties explore with GSA ways in which the property could be disposed of by GSA to achieve the economic development purpose of the bill without jeopardizing existing rights of the current lessees.

H.R. 1718 provides for the transfer of title to Federal property located in Cody, Wyoming, to Park County, Wyoming. The county would be authorized to further convey the property to a local organization formed for the purpose of economic development. Presently, the Federal government leases the property to several private sector lessees and the land is occupied by a lumber mill and other industrial businesses. During 1996 the United States received about \$16,165 in lease fees. The Bureau of Reclamation no longer needs this parcel of land. Reclamation and the Bureau of Land Management have determined that the property is not suitable for return to the public domain because of the way in which the lands have been

developed. National Environmental Policy Act reviews for transferring this parcel of land have been completed, and Reclamation has determined that transfer of the parcel out of Federal ownership would have no significant environmental impacts. A level 1 hazardous waste review suitable for this site has been done. No hazardous waste was identified. Reclamation is in the process of referring the property to the General Services Administration (GSA) for disposal.

In addition to being generally inconsistent with the Property Act, the bill has other significant defects. H.R. 1718 would transfer the property known as the Cody Industrial Park at no cost. Under the Property Act, GSA would be required to obtain fair market value for the lands to be transferred. In certain cases states and local governments may be eligible to receive a public benefit discount. The Administration is strongly opposed to Section 2(a) of the bill, which would transfer these lands without fair market value compensation.

The Administration is also strongly opposed to Section 2(b) on environmental liability. The environmental responsibilities of the United States and other parties for transferred lands are defined in the Comprehensive Environmental Response, Compensation, and Liability Act, (42 U.S.C. 9201, et. seq., particularly section 9620), and in other laws. The provision here would provide a very broad hold harmless from the United States to all future owners from certain potential liabilities. Moreover, it would alter the application of other established Federal and state environmental laws, and it would establish under Federal statute the future relationship of all future owners and tenants of the land even under county or other non-Federal ownership. We believe existing laws protect future owners appropriately, and such a provision as section 2(b) is poor law and very bad precedent.

Under Section 2(d), the Secretary would continue to have the responsibility to oversee the use of the property for five years following transfer. In the event that the Secretary determined the property was not being used under terms of this legislation, the lands would revert to the Department. While similar provisions have been useful in other cases, this property is excess to Federal needs, and we have no continuing special interest in its management. In addition, Section 2(d) could require reversion in cases where the conveyed property becomes contaminated after the conveyance. Once title to the lands is transferred, the Department sees no need or benefit to the United States in maintaining oversight responsibilities or the possibility of a reverter.

For the record, we would like to note that H.R. 1718 also includes other problematic provisions.

In summary, the Administration opposes H.R. 1718 and urges the Committee to allow the parties to work with GSA to dispose of the property in a way that will facilitate economic development in Park County in a manner consistent with the Property Act.

This concludes my remarks. I would be happy to answer any questions you may have.

MAINE UNDERGROUND RAILROAD ASSOCIATION

Testimony to the

U.S. HOUSE OF REPRESENTATIVES RESOURCE COMMITTEE

Sub-committee on the National Park Service

Hearing on H.R. 1635

"Underground Railroad Network to Freedom Act"

July 22, 1997

Washington, D.C.

The State of Maine has a vast network of Underground Railroad (URR) stations and routes to Canada, which have yet to be acknowledged and whose story is still unfolding. Maine may well be a classic example of an area that participated in the URR but has been overlooked. We caution the United States Congress, as you prepare to legislate on this great thread of the American spirit, to leave room for areas and peoples unknown to us now who, like Maine, deserve to be included when they come to light.

There are several reasons Maine was left to the last in the above respect. One is its sheer size -- the rest of New England combined would fit into Maine, and six-sevenths of it is uninhabited. Another is the passage of time and an "historical amnesia" about the great economic and political importance Maine played in the mid-1800's, when the URR was at its peak. There are barely any written records about the URR in Maine, and the few letters that exist come from Southern Maine. Even Wilbur H. Siebert, the academic expert whose book *The Underground Railroad from Slavery to Freedom* was published in 1898, admits not to have done any research on Maine, although all the other New England states are included in his work. When one looks at a map of Northeastern North America, it is comical to read the shallow reports on how runaways made it to Canada because Maine is never mentioned. This may be why government agencies responsible for conserving landmarks have not taken on the task of aggressively documenting and preserving URR sites in Maine.

Perhaps the most important reason Maine is late in being included is that our history, particularly north of Portland (which is most of Maine), is told largely through the oral tradition. Maine people just know when something is true, and that is all that matters. We do not need someone from away to tell us about ourselves.

Approximately half of Maine's population is of Franco-American descent, where oral tradition is not only the hallmark of the culture but is spoken in another language besides the dominant one; Maine's Native Americans and African-Americans have always relied on the oral tradition; and the rural ethos and seafaring ways are built on it as well. We still pass on from generation-to-generation, not as gossip or rumor, but the story of what happened long ago. For example, a 79-year old woman from Lincolnville was asked when she first heard that the Holyoke House in Brewer (50 miles away) was a station on the URR, and she said, "Oh, I have always known it. I recollect I first heard about it when I was a youngster."

The Holyoke House is the reason we formed the Maine Underground Railroad Association (MURRA). The stately landmark, built of Brewer brick and with eight fireplaces, was located on a bluff overlooking Bangor and Maine's largest river, the Penobscot, about half-way between the 400 miles from Maine's most southerly point to its most northerly one. After the house was torn down in 1995 by Maine's Department of Transportation (DOT) to make way for a new bridge across the Penobscot River, in spite of a 20-year effort by local people applying and petitioning for protection of the building, a very important URR artifact was discovered. The DOT sub-contractor found a "slave-style" shirt [photocopy of picture attached] stuffed in the eave of the attic room, which was used by runaways from slavery to hide in until they could move on to the next station, but did not bring it to the attention of the Brewer Historical Society (BHS), the high-profile advocate to save the house, until two weeks after the house was gone. Generations of people in Brewer knew, through oral tradition, that the Holyoke House was a station on the URR, and its owner/occupant from the early 1950's to the 1980's had documented as much as possible how the station and station master operated. Local people told the occupants that there was a tunnel from the river to the house, which runaways used to crawl through to get to the house. In 1996, when the DOT was grading to prepare the entrance to the new bridge, the top of the tunnel was uncovered exactly where the house's previous long-term owner/occupant and the local historians had said it would be: directly under where an ell to the house had been in the mid-1800's to the 1930's; and in 1954 a stone-lined, 9



x 15-foot room was accidentally discovered beneath the ground-level directly under where the old ell had been. Runaways, who had stowed away on ships from the South, crawled through the tunnel to the underground room, where they stayed until it was safe to enter the ell through a trap door, and then through the kitchen and up the back stairs to the third floor, where they hid in the attic room where the shirt was found in 1995 when the house was demolished.

There was considerable news coverage in 1996 on the controversy between the DOT, which maintained that the tunnel was just a well, and the BHS, which was receiving all kinds of post-mortem information that pointed to the Holyoke House having been used for the URR. Two OpEd pieces [attached: 7/4/96; 7/13/96], which supported the BHS, appeared in *The Bangor Daily News*. A small but intense effort then started to prove something local people already knew: that John Holyoke III, a wealthy shipper, industrialist, and known abolitionist, who built the grand house for his family sometime before 1830, had harbored runaways on their way to Canada.

We, of MURRA, read Charles L. Blockson's *Hippocrene Guide to the Underground Railroad*, 1994, and his *National Geographic*, July, 1984 cover-article on the URR. The *Guide* has two major chapters on aspects of the URR that affected Maine: "Canada" and "Waterways." Maine has mighty rivers, tributaries, streams, ponds, lakes, swamps, coastline, and salt marshes galore in a giant water-web that reaches into Canada. It also has a 300-mile border with Canada, not including an extensive coastline with 1000's of inlets and direct access to Canada.

When we realized Blockson had been Chair of an advisory committee to the National Park Service (NPS) on the URR, one of us contacted him because we believed the Holyoke House site, now the Chamberlain Freedom Park (named after General Joshua L. Chamberlain, native of Brewer), deserved to be on a network or program established by the NPS. Blockson pointed us to the NPS URR Project, said very little was known about Maine, and sketched out the necessary research for documentation. We learned from the staff responsible for the NPS 1995 *Underground Railroad Special Resource Study* that they had not been able to do on-site visits to Maine and had to rely on written surveys, which can never plunge the well

of oral history. The *Study* lists 10 sites in Maine, some that we already know are inaccurate.

We have researched for the last year, which has resulted in establishing as closely as possible that the Holyoke House was indeed a station on the URR [attached: 7/3/97 Op/Ed] and uncovering a network of 30 possible sites (20 in addition to the NPS *Study*) and many routes all across Maine, through word-of-mouth and without publicity or solicitation. The intent of MURRA is to continue to hear the oral history, document when possible, and tell the story in such a way that our children will know and understand it was an extraordinary time of breaking up the great evil of slavery by the best of the human spirit.

The backdrop for our discoveries lies in what Maine and its people were like at the height of the URR. One has to think in terms of the mid-1800's to escape the imagination's stricture by current highways, impenetrable forests, commerce, social structures, and political issues. At that time, most passengers and cargo were transported by waterways. People traveled regularly from Bangor to Fort Kent, just across the St. John River from Canada, and to Boston, and visa versa. Eastport tied with Boston as being the second largest port in North America (New York was first). Maine was the logging capitol of the world; it was one of the world's greatest ship builders; and Bangor provided most of the masts for ships everywhere. Maine shipped huge quantities of ice, granite, and brick all up and down the East Coast, which was totally dependent on Maine for them and lumber. Most of Maine was not tied to the South commercially, except Portland and Bath, which had connections to Southern cotton and slave holders.

There were small settlements of African-Americans in parts of Maine that are no longer on the major thoroughfares. Probably Maine's most famous African-American of the time was John Brown Russworm, who was born in Jamaica, West Indies, in 1799. He became the first African-American to graduate from Bowdoin College (1826), lived in one of Portland's fine homes, and became editor of *Freedom Herald* in the United States and then of *Liberia Herald* in Liberia, where he was Governor of the

Maryland Colony at Cape Palmas.

Reform societies related to ending slavery abounded in Maine. There were abolitionists, anti-slavery societies, and colonizing societies, all fueled mostly by Congregationalists, Universalists, and Unitarians. The Congregationalists of New England were to anti-slavery what the Quakers were to it in Pennsylvania. In fact, much of the anti-slavery sentiment in Midwestern Presbyterian churches came from the New Englanders who settled there, many of them station masters. Albion, Maine, for instance, produced Owen Lovejoy, a station master in Princeton, Illinois, and his brother, Elijah Lovejoy, who was martyred in Alton, Illinois, for publishing a call to abolish slavery immediately.

The Greater Bangor Area (GBA) was rich spiritually as well as materially at the height of the URR. What is now the Bangor Theological Seminary had as its first professor Jehudi Ashmun, who went on to become the first agent in establishing Liberia as a colony for freed African-Americans. Monrovia's main thoroughfare is named Ashmun Boulevard. The Transcendentalists who met regularly in Concord, Massachusetts, and many of whom were active abolitionists and worked the URR, scheduled their meetings around when Rev. Frederick Henry Hedge from Bangor could attend. Henry David Thoreau, who wrote some of the most radical pieces on the evils of slavery and was a regular conductor on the URR, was at the very same time exploring the Maine woods with his Bangor relative, George Thatcher, Deacon in the First Congregational Church of Bangor, and Joe Aitteon, a Native American guide. The Native Americans outnumbered non-Native Americans in Brewer during the early 1800's and, we can assume, like their counter-parts throughout the country, had URR stations, conductors, and routes throughout Northern and Eastern Maine. John Holyoke, the Holyoke House station master and Deacon of Brewer's First Congregational Church, hosted the Passamaquoddy Chief from Princeton when he walked the 200 miles to Bangor and back twice a year to register with the state authorities. There were two Native American foot-paths from the GBA that connected to the Passamaquoddy settlements downeast, where runaways could cross easily to Canada and freedom.

The Captain John Nehemiah Marks Brewer House in Robbinston, near the terminus of one of those trails and on the shore of the St. Croix River that runs between Canada and Maine, was a station on the URR. It is listed on the National Register of Historic Places and referenced as the hiding place for runaways by an important piece of oral history now written down. Dr. John W. Miner of Robbinston gave testimony on April 11, 1997, to Frances M. Raye of the Border Historical Society, Eastport **[attached]**, that when he was a child at the beginning of this century he heard from an elderly African-American man in Mount Whatley, Nova Scotia, that he and others hid in the Robbinston Brewer House attic for a few days "until the conditions were right to get them across the river into Canada under cover of darkness." Dr. Miner is in his 90's, and his testimony is invaluable.

The oral history of people his age with information about the URR are our most precious, and fragile, resource for telling the story. A woman from Brewer, now in her 90's, remembers her grandfather telling about punting his batteau along the Penobscot River and seeing the entrance to the tunnel, which he knew was used by runaways to get to the Holyoke House. Her father, a ship's captain from Brewer, told her that he knew ships doing business in the South brought back URR stowaways regularly.

The GBA political mind in the mid-1800's tells a great deal about an atmosphere conducive to ferreting runaways on ships and then north and east to Canada. There were so many piers and ships on the Penobscot River between Brewer and Bangor that it is said one could walk across the river on them. Most of the piers had family names, but the one next to Holyoke's Wharf, and likely next to the tunnel's entrance, was called Free Soil Wharf. Free Soil was the name of an anti-slavery political party. And Hannibal Hamlin, who practiced law in the GBA and was a Maine Governor and Senator, helped start the Republican Party, was Abraham Lincoln's first Vice President, and was an active supporter of Reconstruction.

Some things are so obvious they are often missed. Joshua L. Chamberlain, General, President of Bowdoin College, and Governor of Maine, the man who is credited for winning the battle at Gettysburg that ended the Civil War and who

accepted the Confederacy's surrender at Appomattox with such respect that he is famous in the South but less well-known at home, grew up next door to the Holyoke House. He was a student of the neighboring Native Americans; traveled throughout Northern Maine and along what became the Canadian border with his father, who surveyed the vast territory; attended the First Congregational in Brewer where his family's pew was right next to the Holyoke's; and studied for the ministry at Bangor Theological Seminary. His first academic job links him up directly with Maine's most famous abolitionist and the woman who is credited for igniting the smoldering embers that lit our Civil War: Harriet Beecher Stowe, author of *Uncle Tom's Cabin*, written mostly in her Brunswick home. Chamberlain not only succeeded her husband in teaching religion at Bowdoin, but he was part of a group that heard Stowe read her manuscript for the famous book. Here we have one of America's heroes and a "Maine first citizen of history," Joshua Chamberlain, maturing in an environment of abolition. If the propinquity of Chamberlain to Holyoke does not convince the skeptic, then nothing will.

Each site in Maine will need the same kind of research-attention as the Brewer station, with documentation where possible. To date [map attached], the following communities have oral history (occasionally written down) about houses that were used as stations, some still standing and some not: Fort Kent, Robbinston, Eastport, Ellsworth, Basin Mills, Bangor, Brewer, Hampden, Winterport, Exeter, Newport, Palmyra, Salem, Belgrade, Vassalboro, China, Dirigo, Winthrop, Augusta, Farmingdale, Gardiner, Brunswick, and Portland. Four additional sites in Southern Maine have been brought to the attention of MURRA by teachers just while preparing this testimony.

Safe places for runaways were not always in big houses owned by white people. For instance, Machias was a major port during the 1800's with an independent-spirited populace, but no house as yet has surfaced that was a known station. However, there is a rich history of a small but stable and accepted African-American community in Machias, including an old cemetery, which may explain the lack of architectural evidence. We must focus everywhere on the hidden history of

African-Americans in the URR as station masters and conductors as well as struggling for their own freedom; and Maine has some of that proud history, too.

The URR water routes through Maine to Canada include Maine's major rivers, links of lakes, and the coast. There were several ways to reach the Maritime Provinces, where we have been researching for descendants of runaways. There is a strong familial and social connection between African-Americans in the GBA and New Brunswick, Canada -- what we call a "sociological route." Eastport was one day closer to Europe, a destination for some runaways. As well as the indigenous footpaths east of the Penobscot River, there was the Canada Road west of the Kennebec River that reaches into Quebec. And there was very little concern in Northern and Eastern Maine about the border with Canada: people and communities intermingled easily, so passing across to freedom did not take an "Act of Congress."

As you consider this Act of Congress, H.R. 1635 and S885, please be mindful that after you have passed it there may be more "Maines": people and places on the URR network that have yet to come to light. There will likely be as many reasons for future discoveries as there will be sites and people; but the common threads between what is now known and to become known are oral histories and the best of the human spirit.

We recommend the following:

- This legislation should include Maine. The 29 States with "high potential for preservation and visitor use" [ *Sec. 2. Findings and Purposes. (a) Findings. (4) URR Advisory Committee, (B).* ] were not identified, so we do not want to be left out on a technicality.
- Oral history is to be respected along with historic buildings, etc. [ *Sec. 2., (a) Findings, (6)* ] as part of documentation.
- A citizens' commission to work in concert with the Secretary of the Interior [ *Sec.*

3., *National Underground Railroad Network to Freedom Program, (a) In General* ] would insure representation of the diversity in this network and program . As the legislation reads, the Secretary of the Interior has total discretionary power, which leaves the potential for one group or part of the country to dominate. We experienced that in Maine during a time when Western Native Americans dominated the policy in the Department of the Interior.

- Appropriate funds must be legislated that are complementary to the task.

Thank you for the opportunity to comment.

*Submitted by Members of the  
Maine Underground Railroad Association (MURRA)*

All but one of our original members of MURRA are natives of Maine with ancestry back several generations, some to the colonization of the territory. Our occupations include retired owner of an Oriental rug and carpet business; historian and teacher; elementary grade school librarian; owner of hair-fashion business and hair stylist; photographer and historian; and writer/researcher. Our motivations for starting MURRA include having been owner/occupant for 30 years of one of Maine's most important Underground Railroad (URR) stations; a teacher of teachers of Maine history, hoping to impart this very important history; a children's librarian, wanting Maine children to know about and be excited by this history; a descendent of many generations of African-Americans in Maine and a lifelong member of the African-American community in Maine, believing Maine's story should be told; an historian in a community that tried to save its station, with custodial care of a vital URR artifact, working to promote local history; and, an expert in civil rights, with the hope that interpreting the URR will become a vital tool in developing positive race relations.

*Harriet H. Price, Mt. Desert, Maine, July 9, 1997*  
Prepared by Harriet H. Price, Mt. Desert, Maine July 9, 1997  
Writer/Researcher; former Expert for the U.S. Commission on Civil Rights  
and the U.S. Senate's American Indian Policy Review Commission

Signatures on following & final page

*Maine Underground Railroad Association Testimony to U.S. Congressional Resource  
Committee's Sub-committee on National Park Service, July 22, 1997  
page 9*

Josephine Christmas 7/15/97  
Josephine Christmas Date  
Orrington, Maine

Joanne D. Clark July 13, 1997  
Joanne D. Clark Date  
Gardiner, Maine

Shirley W. Dyer July 15, 1997  
Shirley Dyer Date  
Bangor, Maine

Roger E. George July 15-1997  
Roger George Date  
Bangor, Maine

Brian Higgins 7-15-97  
Brian Higgins Date  
Brewer, Maine

Harriet H. Price July 9, 1997  
Harriet H. Price Date  
Mt. Desert, Maine  
Preparer of attached testimony



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**National Parks**  
and Conservation Association

STATEMENT OF  
IANTHA GANTT-WRIGHT  
NATIONAL PARKS AND CONSERVATION ASSOCIATION  
BEFORE THE  
SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS  
ON H.R. 1635, THE NATIONAL UNDERGROUND RAILROAD  
NETWORK TO FREEDOM  
JULY 22, 1997

Good morning Mr. Chairman, my name is Iantha Gantt-Wright, and I am the Cultural Outreach Manager for the National Parks and Conservation Association. I would like to take this time to thank you and the committee for the opportunity to testify on behalf of H.R. 1635, "The National Underground Railroad Network to Freedom bill." As a representative of the National Parks and Conservation Association, I would like to note for the record our full support for H.R. 1635, and for sufficient funding to implement it. We believe that this bill encourages the preservation, commemoration, and interpretation of the hundreds of routes, sites, people, programs, activities and events that made up America's historic Underground Railroad. We commend Representatives Stokes and Portman for their leadership on this measure, and we greatly appreciate your positive response to it.

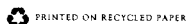
Mr. Chairman, I have had the pleasure of working on this issue now for more than two years. It is an issue close to my heart, and given the level of interest we have seen, it is close to the hearts of many Americans. NPCA has received hundreds of phone calls and letters from Washington, DC to Washington State, and from every corner of America, as people learn about this bill and want to help advance it. Blacks, whites, Hispanics, Native Americans, Christians, Quakers, Jews, and many others have joined in support of this bill.

Evidence of this broad and diverse enthusiasm for the bill is here in this room today. I would like to note for the record that joining us in support of H.R. 1635 are members of the Ohio Underground Railroad Association, The Friends of Freedom Society, and The National Underground Railroad Association based in St. Louis, Missouri. We also have from Santa Barbara, California, the great-grand daughter of Levi Coffin, a well known conductor of the Railroad. Finally, a representative of the tourism industry has traveled here from Kansas City,



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Missouri, to be with us today. I am told we have supporters here from Michigan, Illinois, New York, Maryland, and Pennsylvania.

Mr. Chairman, my reason for acknowledging these individuals and organizations is two-fold. First, I think it is crucial that the committee see the ordinary people who have been working for many years to preserve this powerful story. It is through the persistence, fortitude, faith and courage of these wonderful and committed individuals, and many just like them that this story has remained alive for so long. The spirit of the railroad is alive in them today. Mr. Chairman, looking around this room the faces are many colors, and the backgrounds just as diverse, but the motives are the same as they were during the era of the Railroad: To promote freedom, justice and the true goodness of the American spirit.

Many of the people that you see here today are owners of Underground Railroad sites. They open up their hearts and their homes to the public not because they are paid to do it but because they want to do it. The network to freedom bill would show them that they are not alone in this effort, and that our government also realizes the significance of this chapter of American history to commemorate it officially and permanently. Secondly, I believe that it is important for the committee to see first hand the vastness of the opportunities for interpreting this amazing story. The people here today and what they represent offer resources that would be available to the National Park Service for inclusion in the network. As you know, there were 380 documented sites recorded in the Underground Railroad Special Resource Study commissioned by Congress in 1990. There are others that were not known at the time of the national study.

The Underground Railroad spanned 29 states, Canada, Mexico and the Caribbean. Its railways were back roads, swamps, caves, forests, rivers and streams. Its modes of transportation were just as diverse. The dilemma for those wishing to commemorate establishment of this complex phenomenon was in combining all these elements into a unified program for the American public to experience and benefit from them. The Advisory Committee responsible for the study realized that the true story of the Railroad cannot be told by one single site, trail or place, but rather through a network of sites, structures, programs, museums, artifacts, and commemorative activities bound together through a variety of partnerships among different levels of government and all aspects of the private sector. H.R. 1635 establishes this network and these partnerships.

One of the most important aspects of this network is its educational value. As an African American, I grew up not knowing the intricacies of the resistance to slavery. I spent most of my life believing that my ancestors were not courageous enough to fight for their freedom. Today, because of my involvement in this experience, I know better. This network will provide our youth with a better understanding of the institution of slavery, the progress we have made as country, and more importantly the opportunity to visit a time in our history when many of us put aside our differences and awakened to the fact that if one of us was enslaved, we were all enslaved. H.R. 1635 would foster the projects, programs and materials to bring the history and the message of the railroad to all Americans.

I am excited about this network for many reasons, but the most important is personal. I have a niece who lives in Baltimore City. The Orchard St. Church in Baltimore is a documented Underground Railroad Site. Tours through the church take you to hidden passageways used by many enslaved individuals. Because of its significance to the Railroad story, Orchard St. Church could become an element of the network. The Park Service could enter into a cooperative agreement with the Urban League which now manages the church. This would provide the church with a larger pool of resources and at the same time create a new partner and broader resources for the Park Service. The most crucial part of this puzzle is that my niece could visit this site and because of its connection to the network, she would be able to enter the church and literally visit hundreds of Underground Railroad sites through interpretive programs, information and technology. In essence she could learn about this national story in a place that has historical integrity and that is close to home.

It is important to stress what the legislation would not do. It would not create a new park unit because it is too complex and diffuse, and not manageable in that context. It is not a heritage area, although there are resemblances to such an entity. It would not elevate any site or project or activity above others, but would treat all equally, and allow great flexibility in additions and changes to the network as the programs proceeds.

Finally, Mr. Chairman the National Park System brings to life the history of the joys and pains of a nation striving to grow and progress. The Underground Railroad is a piece of that history that must be passed on to children and adults alike. This bill will create the means for doing that. It will make the connections across borders, social and racial lines, and time to create a visible and identifiable commemoration that can engender the spirit of freedom and national reconciliation in our homes, on our jobs and throughout the halls of Congress. What better time is there than now?

This concludes my testimony, and I am happy to answer any questions you may have.

Charles L. Blockson, Curator

Charles L. Blockson Afro-American Collection

Testimony at the Underground Railroad Network to Freedom Act of 1997 Hearings

BILL, H.R. 1635

To establish within the United States National Park Service the  
National Underground Railroad Network to Freedom Program

Longworth House Office Building, Room 1324, Washington, DC  
July 22, 1997 - 10 am

It is indeed an honor for me to participate in this historical event, in an effort to preserve the former sites of the Underground Railroad, a subject that I have been committed to since I was a child. When I was ten years old, my grandfather told me that my great grandfather and other members of my family escaped slavery on the Freedom Train, that was commonly known as the Underground Railroad. Although my great grandfather returned to the United States after the Civil War, other relatives remained in various parts of Canada to include Nova Scotia.

For more than thirty years, I have researched, collected and written about this important American epic. My greatest contribution was the cover story I wrote for National Geographic magazine in July 1984. It proved to be a popular article, receiving hundreds of letters worldwide, stimulating interest in the preservation of these historical sites. The article also gave me an opportunity to travel throughout the nation, covering 20 states, including the provinces of Canada.

To my astonishment, I discovered with great sadness that many of the sites have been demolished due to urban removal, particularly the ones in the African American community. I also discovered that many of the sites today are under private ownership. In June of 1988, I was invited to speak by the Quindaro Town Preservation Society in Kansas City, Kansas, to help save the Quindaro ruins from being destroyed to build a landfill at the Old Quindaro town site. Quindaro was once an abolitionist settlement and a station for blacks fleeing slavery via the Underground Railroad.

In 1990, my connection with the Underground Railroad Study began with former U.S. Representative Peter H. Kostmayer (D., Pa.) who, after reading my book the Underground Railroad in Pennsylvania and my article in National Geographic, asked me if it was possible for these former sites to be preserved, and if so, he would introduce a bill to the Secretary of Interior to designate a route as the Underground Railroad Historic Trail, install suitable signs and markers and provide maps, brochures and other informational devices to assist the public. After the proposal was approved, I, along with several others were asked to testify before a similar Committee in Congress. Consequently, Rep. Kostmayer asked me to select a group of people that represented various parts of the nation to form an Advisory Committee. His staff then contacted the Congressional U.S. Representative of their respective states, who in turn contacted the prospective member of the Advisory Committee. This was how the Advisory Committee was formed, and I was selected by them as Chair.

Four months before the Advisory Committee was organized, a press conference was held, at which I participated with Rep. Kostmayer, at Philadelphia's Mother Bethel A.M.E. Church. Mother Bethel, the oldest A.M.E. Church in the country, was one of the most important stations that hid hundreds of slaves. This press conference generated a growing interest throughout the nation to preserve the former Underground Railroad sites.

The Advisory Committee met in various parts of the United States visiting the Underground Railroad sites. I organized several tours, some of which I led. Last year, I took a group of school teachers from the Washington, DC area on a tour sponsored by National Geographic. We traveled from Harriet Tubman's birthplace in Buckstown, MD, to Underground Railroad sites in Delaware, New Jersey, Pennsylvania and upstate New York, to include Harriet Tubman's and Frederick Douglass' grave-site and then into Canada. I was also a consultant for two television documentaries about the Underground Railroad.

Because of the ongoing international interest in the Underground Railroad and its idealized history, in which fact and memory intertwine to epitomize a period of rich heritage, it is imperative that Bill, H.R. 1635 is implemented and receive the proper funding to better preserve and exhibit our national heritage. It is also imperative that an interpretive handbook is written by scholars and consultants to teach the history and preserve the memories of those brave souls who represented the morality of Antebellum America; remembering the heroic essence and hardships of great spirits such as Frederick Douglass, Harriet Tubman, Levi Coffin, John Brown, Lucretia Mott, William Still, Native Americans such as, Chief Pontiac, and a host of others. We realize that no one institution, book or in-depth study can tell the full story of this pivotal period in the history of America, however, we can achieve its fullest expression through the lives of such luminaries and the mechanisms they used for freedom in this important chapter in history. Increasing the need for wider recognition, we must challenge the deployment of the national media in presenting the cultural value of our heritage constructively, to inform rather than to entertain.

In closing, I would like to commend the work of the staff of the National Park Service for keeping this project alive; a special thanks to the Underground Railroad Study Advisory Committee for your efforts and hard work over the past five years that have turned a necessity into a possible reality. Without your help and the help of the hundreds of people throughout the nation, who supported this great project, we would not have been able to attain its goal. And, thanks to those of you who have come today, many from great distances, to support the project.

In the words of the old slave spiritual, that was sung in connection with the Underground Railroad, "Please Don't Let This Harvest Pass." Let this BILL become a reality so that our children of all races, creeds and colors can enter into the 21st century in brotherhood and sisterhood.

# METRO

Philadelphia Inquirer, Jan. 14, 1990



Charles L. Blockson, who has studied the Underground Railroad for 19 years, and a map of the Pennsylvania stations.

## Liberty train, lingering tracks

### A proposal to mark routes of fleeing slaves

By Larry McCarthy  
From the South they came, mostly at night, then pushed only by the North Star headed for freedom. Black slaves on the Ohio River waiting for the promised land. Canada. Transfers on the failed Underground Railroad, a train that had no tracks, no signals, no timetable.

Instead, it was a network of paths through the woods and fields, river crossings, boats and stags and "agents" who carried news of freedom, homes, farmhouses, farms and cities. "I wish and state people who opposed the railroad and in those who aided slaves

to help the slaves escape their Southern masters. For more than a century, tales of the trials and tribulations of slaves traveling those abandoned routes have been handed down from generation to generation. Now U.S. Rep. Peter W. Karmayer (D, Pa.) wants the federal government to formally identify those routes, paths to freedom. Karmayer says he will introduce a bill when Congress reconvenes next Tuesday to establish the Underground Railroad Historic Trail as a "fitting and appropriate national commemoration to those who fled to freedom on the railroad and to those who aided slaves

## Lingering tracks of a secret train on way to liberty

RAILROAD. From a corner of the Underground Railroad Historic Trail, small parcels of land and water and private maps, brochures and other information continue to make the path.



Peter W. Karmayer, U.S. Representative from Pennsylvania.

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His interest began on a summer day during World War II when he was 20 in the back yard of his home in Philadelphia. He was looking at a map of the Underground Railroad and he was looking at a map of the Underground Railroad and he was looking at a map of the Underground Railroad.

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*SUBMITTANT RECORD FOLLOWING MR. BLACKSON'S  
TESTIMONY*

## STATEMENT OF THE UNDERGROUND RAILROAD ADVISORY COMMITTEE

The Underground Railroad is a remarkable chapter in American history that symbolizes the timeless and universal quest for freedom. It is as important as it was in the 1800's.

Young, old, black, white, and ~~red men~~ women, and children in the North, the South, Canada, Mexico, and the Caribbean transcended their differences as they protested against human bondage. Enslaved Africans and the persons who assisted them after they escaped, exhibited courage, resourcefulness, and trust.

The Underground Railroad has captured the public's imagination. NPS visitors want to learn about the clandestine escape networks, retrace river and trail routes, and visit caves and homes that served as hiding places.

As our country ponders how people of varied backgrounds can comfortably co-exist, the Underground Railroad is a historic example of how Americans of different races, ages, genders, religions, and economic circumstances can work cooperatively. As we prepare our children to think on an international scale, they will know it's possible when they learn about the international destinations of the Underground Railroad.

As you know the Underground Railroad Advisory Committee was established by Public Law 101-628 to advise the National Park Service on matters regarding the Underground Railroad study. After years of careful thought the committee made several recommendations including the establishment of public-private partnerships, the creation of an interpretive handbook, the extension of the Advisory Committee through the process of Congressional funding, the establishment of a National Underground Railroad Commission and the creation of a monument and museum to commemorate this time in our history. The committee endorses H.R. 1635 as we believe that it reflects many of the committee's ideas and recommendations including the enhancement of interpretation at current National Parks sites, the encouragement and authorization to enter into cooperative agreements and public-private partnerships and the ability to weave together the many historic sites, structures and programs that bring alive the spirit of the Railroad. We would like to see the bill strengthened by including sufficient funding for the implementation of this unique program.

This Underground Railroad Network to Freedom Act of 1997 will be a vehicle for:

- conveying the Underground Railroad story present and future domestic and international visitors
- enabling parks visitors to vicariously experience and be enriched by this remarkable chapter of American history.

Its passage will assure that the Underground Railroad and its significance in American history receives the national recognition it merits.

*DR. THOMAS BATTLE  
DR. JOHN FLEMING  
DR. ANKELLA BICKLEY  
MS. BARBARA A. HUDSON*

*DR. ROB W WINKS  
MS. VIVIAN ABOVE - RATHIN  
MS. ROSE BOWHATAN (PAMUNKEY)  
MS. GLENNETTE TURNER*

**H.R. BILL 1635 TESTIMONY  
SUBMITTED BY CATHY D. NELSON  
COLUMBUS, OHIO - JULY 22,1997**

Good morning. My name is Cathy Nelson from Columbus, Ohio. I am the founder and president of the Friends of Freedom Society and state coordinator for the Ohio Underground Railroad Association (OURA). I am joined by twenty-two members of our grass-roots organization from Ohio and supporters from five states extending from Maine to California. We are all here today to show our support for H.R.1635, The National Underground Railroad Network to Freedom Act of 1997. We are also joined this morning by thousands of people whose faces you can not see but voices we hear; those of our ancestors. They are the voices of the past whose determination, courage and sacrifices have spoken to us so we could bring their story to you.

As state coordinator for the Ohio Underground Railroad Association, I would like to take this opportunity to acquaint you with the efforts of our organization.

On December 7, 1996, the first Annual Ohio Underground Railroad Summit was held in Columbus, Ohio. This one-day event was sponsored by The Friends of Freedom Society. Ninety people from seventeen counties in Ohio and seven states attended this summit to share their knowledge and experiences in Underground Railroad preservation.

The purpose of this summit was to hear from individuals, many of whom have worked for years in a grass-roots effort to educate, interpret, and preserve the history of the Underground Railroad in their respective communities. Their work has been done on shoe-string budgets, often reaching into their own pockets to fund Underground Railroad programs that are so needed, especially for our youth. The recommendation by all who attended was to establish a state-wide association to support and promote the education of the general public while identifying, documenting, and preserving the people and events associated with the Underground Railroad movement in Ohio.

The Ohio Underground Railroad Association is made up of twelve regions representing the eighty eight (88) counties in Ohio. Each region has a coordinator(s) who work with county agents to research, collect and record their local Underground Railroad history, along with marking existing and non-existing sites and structures. This has been a statewide initiative involving individuals, young and old, black, white and Native American, working together to reach out across the state of Ohio and regionally to develop interpretive programs and to operate local Underground Railroad museums. To date, over 150 sites throughout Ohio have been researched, documented and photographed by county and regional coordinators.

There is a crying need for this history to be told from multiple perspectives and not from one voice which has been traditionally the case. The research we have gathered will result in the publication of a state-wide Ohio Underground Railroad Handbook made available to schools, libraries, churches, historical societies and the like. Also, a heritage corridor linking the sites will be developed so people can take driving tours to these areas.



H.R. 1635 gives long, overdue recognition to this important piece of history. It allows for a more expansive and diverse approach to the telling of this story by creating a network to link the countless sites and structures that were a part of the Underground Railroad, both nationally and internationally.

Ohio along with other participatory states stand to benefit greatly through the passage of this bill. With sufficient appropriations necessary in carrying out the responsibilities of the Underground Railroad Network to Freedom, we hope this bill will provide for the creation of a national/international corridor program on both land and water encompassing the natural and cultural features associated with the Underground Railroad. In addition, we hope the Secretary will enter into cooperative agreements with non-profit organizations in research and in the production of historical information relating to the role of the Underground Railroad movement. Particularly assistance to owners of documented Underground Railroad dwellings, who at their own expense maintain on a daily basis the historical integrity of their properties while educating the general public of its significance in history.

America is incomprehensible without understanding the institution of slavery and the resistance to it. The United States government enacted the legislation that legalized slavery in this country which lasted over 250 years. Slavery was an act of war waged upon innocent men, women and children. The Underground Railroad was one of the effective resistances against that war. A movement cast in secrecy, the time has now come to reveal the heroic deeds of those who fought against the inhumanity of this 'peculiar institution' known as American slavery. Equally, it is now time for the federal government to take responsibility by seizing the opportunity to acknowledge, honor and preserve the people, places, and events that launched this nation's greatest social and moral endeavor, the Underground Railroad.

With these and recommendations from grass-roots organizations around the country, and scholars alike, H.R. 1635 can begin to develop a comprehensive understanding and inclusive approach to educate the global society of the significant contributions made by individuals who were diverse racially, politically, religiously, socially and economically.

In conclusion, the Underground Railroad movement is a story of personal empowerment. It appeals to the better nature of humankind. In a sense, these ordinary people became the David who slew Goliath. They were the "foot soldiers" of resistance and change. These are the unsung heroes and heroines, both black, white and red whose acts of conscience and courage are largely untold, but were prepared to die for their beliefs. It is one of America's most powerful social movements.

On behalf of the Friends of Freedom Society and the Ohio Underground Railroad Association I would like to thank you for allowing me the opportunity to share our viewpoints with this committee.

**THE NATIONAL UNDERGROUND RAILROAD NETWORK TO FREEDOM  
ACT OF 1997 - H.B.1635**

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LIST OF THE OHIO/KY *FRIENDS OF FREEDOM SOCIETY* DELEGATION TO  
THE JULY 22ND HEARING: (Revised)

BETTY CAMPBELL - Ripley, Ohio - 2nd District (ROB PORTMAN)

BENNIE J. McRAE - Trotwood, Ohio - 3rd District (TONY HALL)  
MADALENE NORRIS - Trotwood, Ohio - 3rd District

BEVERLY J. GRAY - Chillicothe, Ohio - 6th District  
CORLISS MILLER - Bidwell, Ohio - 6th District  
GLEN MILLER - Bidwell, Ohio - 6th District  
TOM TROESTER - Chillicothe, Ohio - 6th District  
SUE TROESTER - Chillicothe, Ohio - 6th District (TED STRICKLAND)  
TERRY DAVIS - Chillicothe, Ohio - 6th District  
RON DALTON - Chillicothe, Ohio - 6th District

KATHY LEHOTSKY - Chillicothe, Ohio 6th District

ARTHUR THOMAS - Springfield, Ohio - 7th District  
RAY FAWCETT - Circleville, Ohio - 7th District (DAVID HOBSON)  
GERI FAWCETT - Circleville, Ohio - 7th District

ELAINE LAWSON - Sandusky, Ohio - 10th District (DENNIS KUCINICH)

CATHY D. NELSON - Columbus, Ohio - 12th District (JOHN KASICH)  
MICHAEL OWENS - Columbus, Ohio - 12th District  
KAREN D. WHEEL - Columbus, Ohio - 12th District  
TONY SMITH - Columbus, Ohio - 12th District

ANN COMBS - Zanesville, Ohio - 18th District  
CONNIE QUARLES - Zanesville, Ohio - 18th District (BOB NEY)  
GREG BLAZY - Mt. Pleasant, Ohio - 18th District

GEORGE MARSHALL - Maysville, KY  
NONA MARSHALL - Maysville, KY  
ANITA DIXON - Kansas City, MO  
JIM VINCENT - St. Louis, MO  
KIM COVILLE - California  
DENVER NORMAN - Denver, CO

*Jerry Gore - Maysville, KY  
Peggy Overly - Maysville, KY*

H.R. 1635  
 July 22, 1997 HEARING  
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Georgia B. Ivy	4369 G St. S.E. Wash, D.C. 20019	



**Testimony of Edwin J. Rigaud  
Executive Director  
National Underground Railroad Freedom Center  
312 Elm Street, 20<sup>th</sup> Floor  
Cincinnati, Ohio 45202  
Before the House Resources Committee  
Subcommittee on National Parks and Public Lands  
July 22, 1997**

Thank you Mr. Chairman, Mr. Faleomavaega and members of the subcommittee for the opportunity to testify today on behalf of the National Underground Railroad Network to Freedom Act. I would also like to thank the other members who have supported this legislation.

My name is Ed Rigaud. I am the Executive Director of the National Underground Railroad Freedom Center in Cincinnati, Ohio. Three years ago, the Greater Cincinnati Region of the National Conference (founded as The National Conference of Christians and Jews) began an effort to create the National Underground Railroad Freedom Center. This will be a major interpretive center to be located on the historic Ohio River in downtown Cincinnati. The "Freedom Center" desires to be a significant link in the National Underground Railroad Network to Freedom being established by H.R. 1635.

Let me explain what we are setting out to do. Conceptually, the Freedom Center is not a traditional museum. It is a "museum of reflection," which will attempt to touch the heart as well as the mind. We want visitors to relive the great Underground Railroad stories of courage and cooperation between the races; and to understand the importance of the quest for freedom in America. We also want them to be stimulated to think about how this history can teach us to come together today across racial and ethnic barriers to preserve our liberties. So we also view the Freedom Center as an educational and cultural institution which will employ state of the art technologies and the best minds to accomplish its mission of reconciliation. As one educational psychologist put it: "I believe this project has more potential to create cross-racial reconciliation and collaboration than any national endeavor currently in process."

This legislation is important to the future success of the Freedom Center as well as other Underground Railroad initiatives from four perspectives:

First, the expertise of the National Park Service will be essential in helping our effort in Cincinnati and elsewhere to authenticate historic sites, and exploring the appropriate ways to link those sites together in an "official" national network.

Secondly, the National Park Service can help facilitate public/private partnerships that will minimize federal financial commitments and maximize the visibility and integration of each site in the network. The Freedom Center, for example, is looking to raise the \$80 million necessary to build the 125,000 square foot facility with a majority of the funds coming from private sources. In the future, as we ask the private sector to take on increasingly meaningful roles in supporting our cultural institutions, it will be good to hold up the Freedom Center as a strong example of how such partnerships can be made to work. Obtaining the National Park Service technical expertise without having to spend scarce federal dollars, is the best of both worlds.

Thirdly, the National Park Service will help the Freedom Center fulfill its "Distributive Museum" concept. The Freedom Center is just one important piece of a larger network that needs to be integrated and given visibility so the story of the Underground Railroad is available to all Americans. Making information available about other sites and networks throughout the country will enable interaction and communication between all sites. Through this cooperation, the overall story of the Underground Railroad can finally be communicated throughout the entire nation.

Finally, in our day when we see so many examples of divisiveness among our country's diverse races and cultures, there is an increased need for institutions that can help foster understanding, respect and cooperation between people of different races and backgrounds. When each element of the network, including the Freedom Center, becomes part of an overall "National Underground Railroad Network to Freedom," it will be in a much better position to achieve its goals of commemoration, education and inspiration.

I ask for your favorable consideration of H.R. 1635; it gives the Underground Railroad sites visibility and unity; it promotes public/private partnerships; and it is fiscally responsible. The uplifting stories of the Underground Railroad in sharp contrast with the stark reality of slavery can provide this entire country with a metaphor to shed light on many of the issues confronting contemporary society. The powerful experiences from the Underground Railroad Network to Freedom should encourage everyone, perhaps for the first time, to have positive discussions about an otherwise painful past. This is a great way to underscore the precious value of freedom to all and emphasize the importance of preserving that freedom for all future generations.

Thank you for your kind consideration.

**EXECUTIVE SUMMARY  
NATIONAL UNDERGROUND RAILROAD FREEDOM CENTER**

*Perhaps the very first thing we need to do as a nation and as individual members of society is to confront our past and see it for what it is. If we do that, whites will discover that African Americans possess the same human qualities that other Americans possess, and African Americans will discover that white Americans are capable of the most sublime expressions of human conduct of which all human beings are capable. Then we need to do everything possible to emphasize the positive qualities that all of us have, qualities which we have never utilized to the fullest, but which we must utilize if we are to solve the problem of the color line in the twenty-first century.*

John Hope Franklin

The Color Line, 1993

**INTRODUCTION**

In the year 2002 a beacon of freedom will arise on the banks of the Ohio River in Cincinnati. In the time of slavery, before the Civil War, the Ohio was the legendary River Jordan to brave men and women escaping to freedom. Here they were greeted by black and white "conductors" of the Underground Railroad, people of good will risking everything to secure safe passage for the fugitives. And here in Cincinnati a new world-class cultural institution, the National Underground Railroad Freedom Center, will be erected to celebrate their courage, to commemorate their sacrifice, and to inspire Americans with their example.

At an estimated cost of \$80 million, funded mostly by private gifts, the Freedom Center will employ state-of-the-art technologies and the most advanced interdisciplinary education to engage the hearts and minds of its visitors like no other museum. For its one million annual visitors, it will offer a multi-culturally inviting place for **commemoration, education, inspiration** and ultimately, **reconciliation**. Assisted by a national advisory board of prominent Americans, representing industry, government, education, religion and the arts, the Freedom Center will be a national resource for historical scholarship, human relations education and genealogical study, and will utilize the latest in communications technologies to link up with and activate a nationwide network of the hundreds of now isolated Underground Railroad stations and safe houses existing in communities around the country. Above all else, the Freedom Center will be a place where all of its diverse visitors will be encouraged to emulate their ancestors as modern-day "conductors" for those yet struggling on the road to freedom around the world.

**THE LEGACY**

America is like no other nation in history. Unlike countries rooted in a single ethnic, tribal or linguistic heritage, Americans are gathered from every corner of the world, representing a dizzying array of cultural traditions. Moreover, America is an "intentional nation," consciously founded on social and political principles that best nurture the human spirit. American creativity and pioneering spirit have made the nation a success.

At the base of the American Experiment is the promise of freedom. For more than 350 years, millions have fled to America in search of freedom from oppression—the oppression of state religion, the oppression of inflexible and timeless social orders, the oppression of economic scarcity. Once here, Americans have realized that the nation's true promise is freedom for individuals to control their own lives and to enter the public space as equals where each can contribute to shaping the political and social life of the community.

In every age, fulfilling the American Dream has faced obstacles—widespread illiteracy, the rise of mass urban society and the decline of small-town America, the exclusion of women and minorities from full membership in society. Above all, racism has posed a seemingly intractable barrier to the promise of freedom in America.

Throughout America's long colonial and early national history, the institution of slavery ensnared every American—black and white, free and enslaved, Southerner and Northerner, native born and immigrant—in the destructive dynamics of an all pervasive Slave Society. Despite the revolutionary and inspirational rhetoric of equality, Americans became conditioned to think of each



other as masters and slaves, superiors and inferiors, white and black. Slavery was largely fueled by economics, but there were far-reaching social consequences for this "peculiar institution."

The gulf was so wide, in fact, that when Frederick Douglass, the great African American leader of the mid-nineteenth century, was invited in 1852 to address a Fourth of July celebration in Rochester, New York, he reminded the crowd of the hollowness of the celebration for African Americans:

*What to the American slave is the Fourth of July? I answer, a day that reveals to him more than all other days of the year, the gross injustice and cruelty to which he is a constant victim. To him your celebration is a sham; your national greatness; your swelling vanity; your sounds of rejoicing empty and heartless; your sermons and thanksgivings, a thin veil to cover up crimes which would disgrace a nation of savages.*

And despite the abolition of legal slavery after the Civil War and the Civil Rights movement in the 1950s and '60s, at the end of the twentieth century, racial division remains the single most formidable challenge blocking our progression toward the fulfillment of the American Dream.

#### THE SEARCH FOR A FRESH PERSPECTIVE

Where will Americans in the Twenty-First century turn for insight and inspiration, for images out of which they can construct a metaphor that accepts the corrosive reality of racism, yet constructively points toward the fulfillment of the American Dream?

For over a century, Americans have been fascinated by tales of an "Underground Railroad" which helped the enslaved escape their chains and seek freedom. Through time, the popular legend of the Underground Railroad has become embroidered with romantic images and exaggerations. Yet across 150 years, the lasting image of the Underground Railroad is one of inter-racial cooperation and understanding. Some are relatively harmless—the common belief that some old houses with a strange room in the cellar or a hard-to-find staircase was once a "station" on the Underground Railroad, even though the house was built after 1865! Some myths are more destructive, exaggerating the leadership, bravery and purity of motive of white "conductors," while ignoring the role of black conductors and casting the runaways as helpless and passive cargo being shipped to freedom.

As intriguing and popular as the legend may be, the reality explored by historians over the last 30 years is even more fascinating and ultimately more powerful.

Despite the corrosive penetration of slavery on every institution of American society, some people resisted its messages and conclusions. The enslaved refused to accept the subservient identity the dominant society attempted to impose. Slaves resisted by nurturing family ties when the law refused to recognize marriage, by creating viable and healthy religious traditions, and by setting practical limits on the powers of the slave owners to demand work through the creation of work songs, which established the pace of labor. Sometimes, the slaves' resistance was open and direct.

Some unknown number of slaves took a further step by seizing control of their lives and their futures, by rejecting the power of slavery completely and fleeing toward freedom. For those freedom seekers, the most important decision—to strike out and risk all—was almost always a lonely decision inspired by a mixture of desperation, self confidence and faith.

For those who set their foot on the Freedom Road, the way was treacherous and largely uncharted. Most people encountered by the runaways either accepted the dominant assumptions of the Slave Society and would betray the runaway, or were simply too frightened or ambivalent to become involved. A few dared to reach out to these strangers in need. Most of those were free African Americans or slaves who were willing to risk their own limited security to help others. A few were whites who either rejected slavery as evil, or could not turn away when actually presented with a person in need.

Today, as historians take a new look at the myths and stories surrounding the Underground Railroad, they are posing new questions for Americans:

- What is it that inspired enslaved men and women who were permitted almost nothing to risk everything for freedom?
- What is it that inspired free blacks with only a tenuous hold on freedom themselves to reach out to help others along the way?

- What is it that inspired whites who were comfortable and shielded from the most ruthless aspects of their own society to break with accepted behavior and risk their reputations, possessions, lives and freedom to help people who could normally make no claim on them?

When thinking about the answers to these questions, the Underground Railroad can shed light on the pervasive dream of freedom in America and throughout the world. It provides a powerful metaphor around which to organize a new national center devoted to advancing the promise of real freedom and equality in the face of racial division and animosity. Cincinnati has a rare, possibly irreplaceable, opportunity to give America a new kind of place for commemoration, education, inspiration and ultimately for racial reconciliation. That is the hope.

#### A CENTER OF CONSCIENCE AND REFLECTION

In addition to being educational, the purpose of the of the National Underground Railroad Freedom Center is moral. Its exhibits and programs will appeal to the hearts as well as the minds of those concerned about the present and future, in contrast to many traditional historical museums that appeal only to the curiosity of visitors interested in the past.

The programs offered by the Freedom Center will work on many different levels and affect participants in different ways. Obviously, the impact of the Center's core exhibits on the casual visitor who spends an hour in the galleries will be quite different from the impact on a person who enrolls in multi-session programs facilitated by trained leaders. But no matter what the level of involvement, the goal of all the activities of the Center will be the same--to help visitors learn to take responsibility for their own freedom and to support the strangers in their midst in their quest for freedom.

As a cultural facility which people choose to attend, often in the company of their family and friends, the Freedom Center will "teach" and encourage learning in many different ways. The core exhibits will not be designed simply as expository galleries with static displays. Rather, they will be multi-sensory "theaters of memory" designed to create experiences that engage visitors on many levels. In addition, the Freedom Center will teach -- through its architecture, site and landscape design, through the rules of social decorum it creates, and through the interracial cooperation it will model at every level of activity from the governance and advisory boards, the administration, the front line staff and its volunteers, and through its strong programs.

#### A POWERFUL COLLECTION OF MORAL TALES

In all of the marketing studies, informants stressed that they wanted to learn about real people from the past whose experiences could be documented. Fortunately, the more than 175 "freedom stories" (sometimes referred to as "slave narratives") written by those who escaped slavery are among the most moving pieces of literature produced in nineteenth century America. Drawing on these narratives, the Center will design a series of core experiences along the Freedom Road which will help visitors empathize with these historical characters.

Visitors will begin their journey by viewing a 10 - 15 minute orientation film that will place the Underground Railroad in the context of time and place. This dramatic presentation will introduce visitors to a variety of character voices, representing the enslaved, the slaveholders, runaways and free people of color, abolitionists and ordinary Americans caught up in the dynamics of the Slave Society. The film will explore the difficulty and dangers of escaping slavery, making it clear that the "Underground Railroad" was not an elaborate and tightly organized network of safe houses and tunnels, but an improvised and largely informal network of assistance. The orientation film will properly center the story of the Underground Railroad on the self-emancipated people who fled slavery to seize control of their own lives.

#### Freedom Road

Emerging from the orientation theater, small groups of visitors will be met by a staff member called a "Twenty-First Century Conductor." Because the story told along the Freedom Road is powerful, seeking to touch the visitor emotionally and spiritually as well as intellectually, it is best mediated by a professionally trained person. Together, the Conductor and visitors will explore a series of dramatized, specialized, audio-visually enhanced narratives, or "Story Theaters," built around the stories, songs and major historical artifacts of the Underground Railroad period. Each Story Theater will focus on the documented thoughts and actions of real historical characters; not generalized social settings and situations from the past.

As visitors encounter the multiple, often contradictory, voices of the ante-bellum world: the slave, the freedman, the slaveholder, the abolitionist, the marshal and slave catcher, the Conductors will encourage and facilitate purposeful dialogue and group exploration of the insights and feelings produced by the Story Theaters.

Insofar as it is possible for people born into the freedom of late twentieth century America, we want visitors to fuse their own identities for a moment with that of the fugitive slave and to catch a personal glimpse of the essential insight of the freedom narratives--the enslaved understood themselves as "free from the hand of God", but the legal property of another human being. We want visitors to understand the pain involved in choosing freedom when it meant leaving behind family and loved ones. We hope, in the end, that visitors will see the fugitive slaves as the agents of their own liberation, using their own skills, wits, desire and strength to "cross over the River Jordan into Canaan land."

In addition to identifying with the runaways, the visitor also will experience the outlooks, attitudes and emotions of other real people caught up in the dynamics of the Slave Society--other slaves in the South, free blacks in the North who risked their lives to help the runaways, white abolitionists who hated slavery and actively assisted freedom seekers, whites who accepted slavery but could not turn their backs on a person in need, as well as whites who feared that the Underground Railroad undermined good social order and joined efforts to capture runaways and return them to slavery. Because all humans are complex, visitors might recognize various aspects of themselves in these conflicted humans. From this should come some enlightenment and personal understanding.

#### *Path of Remembrance*

Emerging from the challenging Freedom Road experience, visitors will be invited outside, on the landscaped grounds of the Center where they will find quiet spaces along the Path of Remembrance. Here, while wandering among some carefully selected sculpture, overlooking the Ohio River which once divided the nation between slavery and freedom, visitors will be able to contemplate the individual and collective sacrifices of the struggle for freedom. Visitors will find the space necessary to measure their own experiences against those of the people they met along the Freedom Road and begin to integrate their new insights with their previous life experiences.

#### *Exploratory Road*

Finally, the Center will invite those interested in acting on their new perspectives, to pursue activities offered in the classrooms, art and music studios and library along the Exploratory Road. Some of these might be very limited and largely symbolic, such as adding a few stitches to a "freedom" heritage quilt created collectively by visitors over a period of months or even years. Other visitors may choose to spend more time searching the Center's sophisticated computer base for information about the Underground Railroad. Others may return repeatedly to systematically research their family genealogy or enroll in one of the in-depth courses or experiences offered through the Center's education department, or take in a performance of Underground Railroad music, song and storytelling in the small auditorium. Taken together, we believe these experiences will play an important role in realizing the dream of Dr. Martin Luther King that one day "the sons of former slaves and the sons of former slave-owners will be able to sit down together at the table of brotherhood."

#### *Public Forum*

All visitors will be invited to join an on-going, facilitated, discussion of the challenges of freedom in contemporary America in the Public Forum. This space, in combination with the Freedom Watch Gallery, will serve as a sophisticated "electronic town meeting" exploring the latest developments in the struggle for freedom in the United States and around the world.

#### **A PILGRIMAGE SITE**

Only a relatively few museums are devoted to major themes of African American history, and even fewer directly address the issue of slavery. Consequently, the planners project that a leading edge facility such as the Freedom Center will become a major destination site for whites and for the growing number of African American and other minority tourists. By commissioning significant works of original music and art (e.g., music based on the actual songs of the Underground Railroad, a wall celebrating reunited families and sculpture for the Path of Remembrance) and by developing a national center where individuals can enshrine artifacts and recorded recitations of their family stories, the Center will assume a role as a pilgrimage site.

#### **A NATIONAL CULTURAL INSTITUTION**

Cincinnati lies on the north shore of the Ohio River, which was both the legal and symbolic dividing line between the slave South and the North and the "River Jordan" of dozens of spirituals. In the 1840s and '50s, Cincinnati was one of the critical junctures on the path that many runaways took toward freedom. And as the leading city in the booming West, Cincinnati was the home of a

substantial and active free black community as well as a magnet for a number of leading abolitionists, including Levi Coffin, the Quaker from Fountain City, Indiana who has often been called the "President" of the Underground Railroad. As a major steamboat port and the southern terminus of the Miami-Erie Canal which reached almost to Canada, Cincinnati was the focal point of the entire Ohio Valley. Runaways who crossed the Ohio River upstream at places like Ripley with the help of John Parker or John Rankin usually headed for Cincinnati. Those who crossed downstream in Indiana also worked their way to the Queen City of the West. Nationally, Cincinnati was comparable to Philadelphia, Pennsylvania, and Wilmington, Delaware as some of the most organized and important centers in the loose network that came to be called the Underground Railroad.

The Underground Railroad was a phenomenon which covered a broad geographic area. Runaways moved to every corner of the United States finding help from other blacks, from Native Americans and whites. Runaways also moved beyond the United States to the greater safety and freedom of Canada, Mexico, the Caribbean Islands and Cuba. Although the Freedom Center will be built in Cincinnati, it will truly be a national cultural facility, interpreting both the historic and ongoing struggle for freedom throughout the world.

The governance of the Freedom Center will also be national. The effort was begun in mid-1994 by the citizens of Cincinnati. Currently, a National Advisory Board is being assembled to gather the insights and support of people throughout the nation for this important effort.

#### A DISTRIBUTIVE MUSEUM

Although the Freedom Center in Cincinnati will interpret the story broadly, it will also recognize the importance of the Underground Railroad to many localities—both big city neighborhoods and tiny rural villages. In many of those places, local historical groups have worked tirelessly to both preserve and interpret these historic sites. The Freedom Center in Cincinnati has no intention of displacing or overshadowing these sites, and believes that by organizing as America's first "Distributive Museum," it can actually reinforce the efforts of the people who rally around these sites by connecting them programmatically and electronically both to the Freedom Center and to each other.

The Freedom Center will become a laboratory for developing proven education programming and curricular materials on both the history of the Underground Railroad and improved inter-group relations. These materials will be distributed not only through traditional channels, but also by taking full advantage of emerging communication technologies offered by the World Wide Web and satellite communications. These new communication technologies will position the Freedom Center as a hub for an international network of historic sites and institutions that will share in the telling of the story. In addition to sharing information among staffs, teachers, students and scholars working in Underground Railroad studies and race relations, the Center will facilitate the exchange of research data, lesson plans and curriculum materials. Solid educational objectives will be set for various classifications of visitors, and attempts will be made to measure our educational effectiveness.

In addition, the Freedom Center in Cincinnati will direct visitors to other sites to discover more about the Underground Railroad. Also, traveling exhibits will be shared throughout the country. Rather than drawing people away from existing sites, the Freedom Center will increase overall awareness and interest in the subject, direct potential visitors to hundreds of small sites that cannot afford to advertise beyond their immediate locale, share quality research and programs, direct potential volunteers and contributors to existing organizations and cooperate in the development of joint programming. The net effect will be a strong, national collaborative effort, and an increased national awareness of the Underground Railroad history.

#### VISITATION ESTIMATES

Intensive market analysis of the 200-mile region surrounding Cincinnati conducted by AMS Research & Planning in association with Herbert Research of Bellevue, Washington, found a good base of tourism from which to recruit visitors to the Freedom Center. "Heritage tourism" is increasingly recognized by the leisure industry as a major motivation among individuals and families of all backgrounds planning travel.

The market survey found widespread interest among whites and blacks in visiting the proposed National Underground Railroad Freedom Center. While African American travelers do not represent a high proportion of Cincinnati's current visitation (approximately 6 percent), they are a significant growth market.

Overwhelming 77 percent of all respondents indicated they would be "somewhat likely" (40 percent) or "very likely" (37 percent) to visit the National Underground Railroad Freedom Center, while just 11 percent reported they were "not at all likely" to

attend and 13 percent simply didn't know. Among African American respondents, over 67 percent indicated they were "very likely" to visit. The public survey found that African American respondents indicated a high interest in family-oriented programs and a widespread familiarity with the Underground Railroad story. Research also indicated the importance of setting the admission fee at a level that will make the Freedom Center accessible to the broadest possible audience.

Based on the primary and secondary research findings, AMS forecasts an attendance for the "Base Year" (three years after opening) in the range of 600,000 to one million visitors. This will include 265,000 to 477,700 visitors to the Orientation Film and the Freedom Road, and an additional 300,000 to 500,000 attendances at "non-core" programs such as the Children of the Underground Railroad Family History Center, human relations workshops and courses, changing exhibits and special events. Non-local visitation represents about one-half of total attendance. Given an attractive site along Cincinnati's revitalized riverfront, we feel we could target for the higher total annual attendance of about one million visitors.

In addition to these on-site visitations, the Center's investment in web and satellite communications will generate many more "virtual" visitors. Although these will not pay admission, the web holds out the opportunity to distribute materials and products which may become a significant source of new revenues for cultural organizations as well as businesses. There will also be an opportunity to gain revenues from traveling exhibits.

#### **GOVERNANCE AND MANAGEMENT**

Consultants AMS Planning & Research and American History Workshop, developed a governance model for National Underground Railroad Freedom Center that is innovative, flexible, entrepreneurial, and capable of responding to the Center's various interests and stakeholders. Currently, governance of the Freedom Center rests legally with a board of 23 trustees, all drawn from the Cincinnati, Northern Kentucky and surrounding area. This board has organized community volunteers into a series of administrative and operating committees to direct the development of the proposed Center.

In addition, the Board of Trustees has established a National Advisory Board. Currently, this board is composed of 43 prominent leaders from the fields of business, politics, race and inter-group relations, journalism and entertainment. Over time, this national board is expected to grow in size (to 60) and influence.

Ultimately, the AMS projects that the Center will be managed and operated on a day-by-day basis by a staff of approximately 40 full-time employees as well as contract workers, interns, students and volunteers. Today, the Center is staffed by only two full-time paid employees, two loaned executives and several consultants and contract workers.

AMS estimates the gross operating revenue for the Center in the Base Year (the third year of operation) at approximately \$2.4 million while the estimated expenses are about \$3.5 million, leaving an estimated annual gap of \$1.1 million or 33 percent of expenses. These estimates place the Freedom Center's earned income potential somewhat better than conventional museums, but weaker than science and children's museums. On the expense side, the Freedom Center does not envision itself as a major collections repository and, therefore, will not have to build and maintain expensive conservation labs and artifact storage areas. But, because of its sophisticated exhibition program, the Freedom Center will require high maintenance and an extensive interpretive staff of research historians, human relations experts and facilitators, as well as Twentieth Century Conductors.

The plan is to fill the \$1.1 million annual gap through the development of an endowment starting at \$10 million. Additionally, annual national fund raising will seek private and/or public dollars. The Freedom Center will not be operated at a deficit or become an undue burden on the Cincinnati funding community.

#### **SITE SELECTION**

The historic and symbolic importance of the Ohio River was a primary element in the analysis of potential sites. This, coupled with the growing community consensus that the future of the downtown is intrinsically linked to the revitalization of the riverfront, made all river related sites more appealing than sites away from the river. We want the Center to stand out as a unique national attraction; so a site on the central riverfront is ideal.

Given that the current master planning process that has been undertaken jointly by the Hamilton County Commissioners and the Cincinnati City Council is still in process, no final site can be identified at this time. Building on the planning already completed, the Freedom Center intends to develop a "pre-architectural program" over the next three to six months which will establish criteria

and guidelines for selecting both a site and the final team of architects. This process will engage the local community as well as the National Advisory Board in refining the architectural mission and vision for the Center.

#### CAPITAL COST ESTIMATE

Based on analysis of construction and development costs at recent comparable projects around the United States, AMS and its architectural consultants estimate that construction cost will range between \$180 and \$200 per square foot. Estimated at 125,200 square feet, the Freedom Center development costs, including construction, fees and owner's costs, but excluding site acquisition, is approximately \$70 million (in 1997 dollars), assuming an opening in 2002.

Cost Estimate Breakout:	
Construction costs	\$29.5 million
Fees, exhibits and furnishings	\$32.7 million
Owner's costs (financing, management, fund raising, etc.)	\$ 7.8 million

**TOTAL** **\$70 million**

In addition, the Freedom Center will raise the initial \$10 million in endowment to help underwrite the annual operations.

This projected \$80 million will be raised from a wide variety of sources. At this time, we project that 50 percent of these funds will be raised locally, while the other 50 percent will be raised nationally. We also estimate that 70 percent of the funds will come from private sources (individuals, corporations and foundations), while 30 percent will be from local and state government sources. We are also exploring the opportunities for federal funding. By opening in 2002 as an important component on the revitalized Cincinnati riverfront, the southern gateway to Ohio, we expect the Freedom Center to attract substantial interest and support from the State of Ohio, which will celebrate its bicentennial in 2003.

#### ECONOMIC IMPACT

The development and construction of the Freedom Center will generate an estimated one-time economic impact of \$161 million.

The annual economic impact resulting from the operation of the Freedom Center has been estimated at \$17.2 million. This includes both direct spending such as salaries and purchases of goods and services estimated at \$5.4 million per year, and indirect benefits arising from related and ancillary spending. Non-local visitors will spend an estimated at \$9.4 million per year outside the Center at hotels, restaurants and other attractions while all visitors will spend a total of \$11.8 million annual indirect spending.

#### THE VISIONARIES

The National Underground Railroad Freedom Center originally grew from a proposal by The Greater Cincinnati Region of the National Conference (founded as the National Conference of Christians and Jews) in early 1994 as a means to both enrich the life of the community and commemorate the fiftieth anniversary of the Chapter's founding. The nascent idea captured the imagination of an expanding group of Cincinnati leaders who formed the organization's first Steering Committee.

Committed to the development of a national institution capable of playing an active and creative role in shaping the future of race relations, the Steering Committee assembled a team of consultants in September 1995 to conduct a broad-based feasibility and planning study.

The team was headed by:  
AMS Planning & Research, marketing and management consultants based in Petaluma, California (team leader: Robert H. Bailey, principal in West Coast office). [This company conducted the original planning studies for the Aronoff Performing Arts Center].

American History Workshop (AHW), an interpretive planning firm, Brooklyn, New York (team leader: Richard Rabinowitz, Ph.D., President)

Other team members included:

Fath Davis Ruffins, historian, National Museum of American History, Smithsonian Institution, Washington, D.C.

Harry Robinson, Vice President and Professor of Urban Design, Howard University, Washington, D.C.

Robert Oringdulph, a principal in the firm of Broome, Oringdulph, O'Toole, Rudolf, Boles & Associates (BOOR/A), Portland, Oregon

Gordon Reiss III, Seasingood & Mayer, Cincinnati, Ohio

James Horton, Ph.D., Benjamin Bannister Professor of History, George Washington University, Washington, D.C.

John Fleming, Ph.D., Executive Director, National Afro-American Museum and Cultural Center, Wilberforce, Ohio

The professional consultants, however, were only one element of the study. To assist the consultants, the Steering Committee assembled a Planning Committee of 25 community representatives who participated in four intensive two-day workshops over a ten-month period. In addition, AMS and AHW interviewed, individually and in small groups, more than 150 greater Cincinnatians, including business and political leaders, ordinary African American and white residents, parents of school children, teachers and high school students. AMS conducted 714 telephone interviews with heads of households selected randomly from Greater Cincinnati as well as households within the 50 to 200-mile radius of the city.

AMS also conducted two sets of surveys with visitors to cultural institutions. The first group consisted of 913 visitors to local institutions, including the Museum of Natural History, the Art Consortium, the Cincinnati Art Museum, the Cincinnati Zoo, and the National Afro-American Museum and Cultural Center in Wilberforce, Ohio. The second group of 105 exit interviews was conducted with visitors to the Civil Rights Museum in Memphis, Tennessee, and the Martin Luther King Center in Atlanta Georgia.

In addition, American History Workshop convened in New York City two meetings of nationally recognized scholars and museum experts to discuss the scope of the stories, the thematic principles and the methods that might best be employed in the proposed Freedom Center.

Collectively, these studies helped the consultants and the study team identify aspects of the story that were important to potential visitors, develop realistic estimates of the backgrounds of those most likely to visit the Center and enroll in its programs, and establish reliable estimates of the number of annual visitors as a way of scaling the size of the Center, its staff needs and its budget.

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National Underground Railroad Freedom Center**

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 James M. Zimmerman - Chairman & CEO, Federated Department Stores, Inc.



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# National Parks and Conservation Association

STATEMENT OF  
ALBERT C. EISENBERG  
DEPUTY DIRECTOR OF CONSERVATION POLICY  
NATIONAL PARKS AND CONSERVATION ASSOCIATION  
BEFORE THE  
SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS  
U.S. HOUSE OF REPRESENTATIVES

ON

**H.R. 755 - A bill to amend the Internal Revenue Code of 1986 to allow individuals to designate any portions of their income tax overpayments, and to make other contributions for the benefit of units of the National Park System.**

**JULY 22, 1997**

Mr. Chairman, and members of the Subcommittee, I am Albert C. Eisenberg, Deputy Director of Conservation Policy for the National Parks and Conservation Association (NPCA) whose testimony I present today. NPCA is America's only private non-profit citizen organization dedicated solely to protecting, preserving, and enhancing the National Park System. An association of "Citizens Protecting America's Parks," NPCA was founded in 1919, and today has nearly 500,000 members.

On behalf of NPCA, I appreciate this opportunity to indicate our general support of H.R. 755. This bill was introduced by Rep. John Duncan to establish a taxpayer check-off program to benefit the national parks. We commend Mr. Duncan for his leadership on this issue, and you, Mr. Chairman, for holding these hearings.

My testimony focuses on three points. 1) The National Park Service's backlog of various maintenance, operations, and capital projects is enormous and growing, as regular appropriations continue to lag far behind the need. 2) The federal government has a fundamental responsibility to support the national parks through general appropriations, and should do so with assistance from other means that supplement not supplant these appropriations. 3) The taxpayer check-off concept is a sound one that Congress should endorse by enacting this legislation, with some changes.



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## 1. THE BACKLOG

It is clear that the needs of the National Park Service far exceed the available funding. No one knows this fact better than park superintendents. A recent survey of superintendents conducted by NPCA revealed their concerns. They pointed to serious overcrowding, with too many cars seeking park access, but little money to construct alternatives that would significantly benefit visitors while protecting park resources. Superintendents noted that interpretation has suffered dramatically, making it difficult for park visitors to understand and appreciate the national significance of many parks. They also spoke candidly about funding shortfalls:

One said, "I feel my big role is to take my tin cup and go out begging for funding to keep my park functioning and protecting our resources." Another observed that superintendents "are stewards of very special places, with shrinking resources and increasing negative impacts from outside the parks." Still another expressed concern that "We often feel that we may win a skirmish or two, but in the long run we know that we will lose most of the big battles and ultimately the war."

Congressional appropriations would reach \$1.6 billion for FY 1998 under the presidential/congressional budget agreement, but looked at over the last twenty years, that amount represents a substantial loss in actual purchasing power. In other words, as actual dollar levels have increased, the value of these dollars has been stretched thinner and thinner, and accomplished less and less.

Park visitation has grown to 265.7 million, 55 million more than in 1977, which of course has direct impact on the amount and severity of park needs. The park system has grown, too, by 79 new units. In the meantime, Park Service backlogs have reached \$5.6 billion for construction and maintenance, \$2 billion for resource protection, and \$1.2 billion for land acquisition. As the old saying goes, "The harder I run, the behinder I get."

This phenomenon also occurs in the area of funding for park transportation, which takes place under the Intermodal Surface Transportation Efficiency Act (ISTEA) program known as the Federal Lands Highway Program (FLHP). The national parks' share of FLHP is now \$84 million, which comes out of the Highway Trust Fund. The Federal Highway Administration receives the funds for use on National Park Service-determined activities. According to the FHWA, this amount falls short of the need by \$80 million each year. The President's recommendation for the Park Service portion of ISTEA is \$161 million, which should be passed.

The combination of internal and external pressures, compounded by inadequate federal funding have imperiled places that this nation has officially recognized as the American people's most treasured lands.

A recent article appearing in last week's U.S. News and World Report is the latest catalogue of park woes that the popular press has brought to widespread public attention. At Gettysburg, 350,000 documents, from battle reports to photographs to letters, are housed in cinder block rooms with no sprinkler systems, no security systems, and no humidity controls. Artifacts such as weapons, uniforms, and soldier's personal belongings are rotting and rusting in similar condition. Outside, 400 cannon are rusting and 1300 monuments are crumbling.

At the Great Smoky Mountains National Park, development outside the park has placed extraordinary pressures on park facilities. The main road serves 9 million visitors a year. The opening of a new Harrah's gambling casino outside the southern entrance could mean 4 million patrons each year. According to the magazine, park officials fear the two lane road will turn into "a bumper to bumper parking lot filled with choking exhaust fumes and angry drivers." Air pollution has already reduced summer visibility at the park from 65 miles to 12. The article makes clear that these examples are by no means the exception.

As the parks' historic, cultural, and natural resources deteriorate along with infrastructure and facilities designed to serve the health and safety of park visitors, the very reasons that Americans value their parks will diminish, too. Behind its repeated expressions of support for the national parks, the federal government must also place the money to protect the resources that make these places unique, enduring symbols of America's relationship to its land and its heritage.

## **2. SUPPLEMENTAL FINANCING**

It is sound public policy to augment general appropriations with supplemental sources of funds to benefit the national parks. The federal government has already put this policy to work, particularly through the new fee program that the National Park Service has implemented. Under this program, Congress established a three-year experiment that involved raising old fees and levying new ones in 100 parks across the country. According to the National Park Service, the increased fees could add as much as \$60 million annually to maintain and improve our national parks.

NPCA supports park fee structures set at reasonable levels. We believe that the experiment which Congress has launched can produce a long-term, well-founded fee program for the national parks, if it is carefully monitored and if its progress is measured according to suitable, reliable criteria on which to base future decisions.

Another, critically important supplemental financing issue under consideration by the Congress is the reform of the national parks' concessions system. Even though the Park Service has moved successfully in recent months on several fronts to reform that system under existing authorities, it is also clear that the law is still broken and needs to be fixed. Increased competitiveness among concessioners to foster better service, an end to

unwarranted NPS financial obligations related to concessioners' capital facilities, consistent, higher rates of return to the Park Service from concessioner operations, and the direct allocation of concessions fees to the Park Service all need attention. NPCA applauds your interest, Mr. Chairman, in reforming the concessions system in the national parks, and we look forward to working closely with you to achieve this goal.

NPCA also supports a workable program of revenue bond finance for park capital projects, particularly for resource protection projects. Legislation to create such a program has been introduced in the House and Senate by Rep. Jim Kolbe and Senator John McCain, respectively. Backed by fees, though not necessarily a surcharge, a revenue bond program that floats bonds in the national market and uses its proceeds to undertake priority projects according to NPS priorities could provide an effective tool to supplement to general appropriations.

### **3. THE DUNCAN TAXPAYER CHECK-OFF PROGRAM (H.R. 755)**

The taxpayer check-off program as introduced by Rep. Duncan offers a worthwhile addition to the list of supplemental financing proposals. With a couple of modest but important changes, it should be adopted.

The measure would establish a check-off system, similar to the one now employed by the federal government to finance presidential elections and by states for a range of public purposes. Taxpayers scheduled to receive refunds could fill-out a space on their tax returns to direct the Internal Revenue Service to deduct at least \$1 from their refunds and then shift these amounts to an escrow account (The National Park Trust Fund), which would disburse funds quarterly to the National Park Service. Taxpayers could donate more than the minimum amount, even in excess of their refund. Those that would receive no refunds would also have an opportunity to contribute to the national parks through the check-off program.

The program creates an entirely win-win result for the national parks, the American taxpayer, and the federal government. It would utilize a mechanism already in place. It would cost the federal government nothing, since additional administrative costs, if any, would be financed by the taxpayer donations. Monies would come into the program through voluntary contributions that, in many cases, would otherwise be lost to the federal treasury through tax refunds.

Mr. Duncan's proposal is based on the long-time experience of the states in establishing their own systems of taxpayer check-off programs. The Federation of Tax Administrators takes the pulse of state check-off programs every two years. Its latest survey, conducted in 1996 and released this past March, revealed that 41 states and the District of Columbia have established a total of 163 taxpayer check-off programs, an increase of five since the last survey, conducted in 1994. These check off programs cover a wide range of public

interests, large and small, including political campaigns, Alzheimer's disease, child care, the Special Olympics, AIDS Research, and environmental programs.

Many of the programs relate directly to the purpose of Mr. Duncan's legislation. The most popular and widely-employed program of this type are the non-game wildlife funds that exist in 36 states. New York alone collected \$1.1 million for this purpose in 1996. Maryland has established the Chesapeake Bay Fund and the Endangered Species Fund, which brought in \$931,901 that same year. Other environmental and park-related check-off funds include: Recreation Spaces (Virginia), Forest Program (Idaho, New Mexico, and North Dakota), and Natural Areas (Ohio).

Some states have had substantial success with these programs, although the survey indicates that overall taxpayer contributions to funds have declined in recent years. The non-game wildlife funds are the most popular of all state check-off programs. In 1996, contributions to these funds averaged \$8.28 per taxpayer, raising \$7.4 million from 900,000 tax returns. Participation rates for these programs ranged from a high of 4.13 percent for Minnesota's program to a low of .07 percent for Louisiana's. The median participation rate was 1.00 percent.

To calculate the potential revenue reasonably expected from Mr. Duncan's taxpayer check-off program, the experience of the states' non-game wildlife programs should be a good guide. Multiplying the 115.7 million individual tax returns filed by Americans up through July 4, 1997, by the 1.00 percent median participation rate for these programs, and then multiplying the product of that calculation by the average contribution of \$8.28 per tax return, Mr. Duncan's proposal should generate about \$9.58 million a year. The U.S. Treasury estimates that the number of tax returns for calendar year 1997 should increase by about 3 million next year, which would produce an increase in revenue for the park system, if other variables remain steady.

The studies conducted by the Federation of Tax Administrators also raise a red flag about the reliability of these contributions on a year to year basis. Some state check-off funds take in less than expected, and some which started out with high returns have declined. This experience should send a strong signal to Congress not to use taxpayer check-off funds to off-set general appropriations, since there is no guarantee what the program will bring in.

NPCA recommends several changes to H.R. 775:

1. Specify that capital projects include resource protection. Unless the historic structures, cultural sites, and other park resources are maintained and improved where necessary, then park values will decline. As a result, the fundamental reasons that this nation has set aside these precious lands will erode, and the enjoyment of visitors will decline in like proportion.

2. Specify that the funds derived from this program shall not be used to offset Congressional appropriations. While it is not practically possible to bind the appropriations process in this manner with any degree of assurance, such language makes clear the intent of the Congress, arming congressional park advocates and others for future debates over the relationship of supplemental financing tools and regular appropriations.

3. Establish a study on the effects of the program for the two-year period following enactment so that, if necessary, Congress can fine tune the program as it proceeds.

· Mr. Chairman, I have concluded my statement, and would be pleased to address any questions you may have.

Mr. Eisner - Submitted for PCC.

National Parks and  
Conservation Association



## Fact Sheet

The National Parks and Conservation Association (NPCA) conducts an annual survey of conditions in the national parks prior to the summer vacation season. There were nearly 270 million visits to national parks last year, most of them during the busy summer season.

Last year, NPCA revealed that several years of flat budgets had left America's national parks vulnerable and struggling to provide basic services such as maintenance, resource protection, education and law enforcement. This year, NPCA asked park superintendents a broad series of questions about overcrowding, the impact of budget restrictions (Page 4), damaging recreational uses (Page 10), and how visitors can make a trip to a national park more enjoyable (Page 13). NPCA also asked park superintendents an open ended question about what they would most like people to understand about their role in the National Park System (Page 16).

Again this year, NPCA's survey results showed that insufficient budgets and too few rangers continue to make it very difficult for most parks to serve visitors and adequately protect resources. In addition, while visitors to most national parks this summer will not encounter uncomfortably large crowds, many visitors are likely to endure long lines of automobiles at the gates and heavy competition for parking spaces. Park superintendents generally would prefer to establish some form of shuttle system to bring people into the parks without the problem of vehicular overcrowding.

**NPCA asked superintendents: Will overcrowding be a problem at your park this summer, and if so how will you deal with it?**

We found that:

- There are too many cars in some parks. Many park superintendents said the number of automobiles using the parks and competing for parking spaces would reach troublesome levels again this summer.
- Some form of shuttle system or public transportation is the preferred solution in most cases. However, very few parks have the funds to build and maintain such systems.
- Other superintendents noted problems associated with periods of extremely high usage, contrasted with times when the park is virtually empty.
- In most parks, the number of visitors will not be a problem. In fact, many less well known parks are eager for more visitors.

Examples of superintendents' comments follow:

### Aztec Ruins National Monument, New Mexico

Vehicles are a problem. Visitors continue to park on adjacent private property and along the approach roads when our parking lot is full. We have started the design and compliance phases of an expanded parking facility, but will not have sufficient funding for construction this year.

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The existing parking lot was designed and constructed in 1934-35, and does not readily accommodate larger recreational vehicles.

Big Bend National Park, Texas

The concentration of visitation during relatively short time periods (Thanksgiving, Christmas, and spring break) does stress the park's infrastructure. The sewage treatment facilities are not capable of handling the increased flows and are not capable of properly treating the sewage. Overflows, spills, and plugging of outdated, failing sewer lines is common. Parking at popular trailheads and points of interest cannot accommodate this concentration of visitors. Most parking lots were designed and developed in the 1960s.

Bryce Canyon National Park, Utah

Overcrowding by vehicles is a problem...we will respond to each specific problem when it occurs -- no option for a pro-active approach. A shuttle system based outside the park which provides an incentive for use of the shuttle system and a disincentive for bringing personal vehicles into the park would be the ideal response.

Canyonlands National Park, Utah

Primarily a parking problem. The day is fast approaching that some parks may need a transportation system and/or a reservation system. We need to look closer at the visitor expectation related to the experience and identify how many is "full" at a given area.

Cumberland Island National Seashore, Georgia

We have the ideal solution -- a daily visitation limit. However, we need a carrying capacity analysis or politics may force an increase arbitrarily.

Grand Teton National Park, Wyoming

Grand Teton National Park visitation for 1996 was 4,059,451. Crowding is common in the months of July, August and September, and park use is increasing throughout the year at a rate of 3-5% a year. Winter is the fastest growing season, seeing a yearly increase of 7-10%. All in-park overnight facilities are filled to capacity during peak season ... parking lots for trailheads and popular areas such as Jenny Lake are filled daily and visitors are parking illegally in these areas, risking fines and causing resource damage. A shuttle system would be the ideal way to decrease the number of cars physically within the park. Ultimately, a reservation system that would spread the use and decrease pressure on such popular areas as Jenny Lake.



Mount Rainier National Park, Washington

The primary issue is the number of vehicles exceeding design capacities for parking areas during summer season weekends and holiday periods. As an example, during a site survey for a Transportation Feasibility Study, 1,270 vehicles were observed where the design capacity is 756!

Planning efforts are currently considering various public transportation options, along with day-use reservation systems, pay to park, etc. Limited parking, along with long lines at entrance gates during peak periods, ends up being "self-regulating." However, this creates a high level of visitor frustration.

Natchez National Historical Park, Mississippi

Visitation is only 49,000 per year. We could well use additional visitation because we are a relatively new park.

Olympic National Park, Washington

In the back country, fragile alpine areas are impacted by rather small number of hikers. Front country parking areas can be overcrowded due to vehicles. We have a reservation system with limits on selected back country camps. In the front country we will not simply expand parking in response to need. In 1994/95 we worked with the county transit authority to provide an economic shuttle bus service in the winter to Hurricane Ridge, with mixed success. In another area (the Hoh Rain Forest) we are presently considering a shuttle service which would be a partnership with the state.

Richmond National Battlefield, Virginia

We are seeking to increase visitation, both at Richmond Battlefield and Maggie Walker National Historic Site.

Roger Williams National Memorial, Rhode Island

No. We are interested in inviting people to visit the park. As a memorial commemorating the ideas and principles of a 17th century statesman, there are many challenges in making connections to people on the verge of the 21st century. However, the ideas of freedom and tolerance are extremely relevant today, and the opportunity to relate these ideas can be put to good use at this site.

Statue of Liberty National Monument, New York

Visitation at Liberty in 1996 was 2.8 million on 8 acres of land of public access. The present capacity on Liberty is 4,500 people at one time. On a summer's day we can reach as high as 22,000 visitors at Liberty Island per day.

An agreement with the Statue of Liberty Ferry Company, Inc. could reduce the number of ferry trips to the island, but this that would mean a loss of revenue for them and numerous disappointed visitors. -

Whiskeytown-Shasta-Trinity National Recreation Area, California

On weekends and holidays we tow and cite lots of vehicles parked illegally. Ideally, we would establish capacities for specific areas. Currently, the capacity of existing parking lots determines somewhat the maximum daily use.

Zion National Park, Utah

4,000 to 5,000 vehicles enter the park every day, about half of them compete for just 400 parking spaces in the main canyon. Implementation of a transportation system is scheduled to begin during the summer of 1999.

\* \* \* \* \*

We also asked superintendents: **Is your park's budget sufficient to properly protect resources and provide a high level of visitor services this summer? If not, what areas will suffer most?**

We found that:

- Most parks do not have enough money or people to do their best job of protecting resources and serving visitors.
- Generally, interpretive services suffer the most, which means that it is harder for visitors to fully understand the national significance of the park.
- The quality of the park experience declines sharply if visitors cannot interact with Park Service rangers

Andrew Johnson National Historic Site, Tennessee

Our budget will barely get us by. We have no back-up if an employee gets sick or has to go on unexpected leave.

Aztec Ruins National Monument, New Mexico

Because we have lost two positions in the past two years and cannot hire personnel to replace them...on some occasions I may even be doing some of the more basic duties such as assisting with cleaning the rest rooms and the visitor center. I do not feel that the superintendent of a park is above doing these kinds of duties... it does one good to keep in touch with the basic operations of the park once in a while and can be a valuable management tool. However, when the superintendent must frequently do these kinds of duties as a matter of necessity just to ensure that basic services are provided to the public, it may interfere with his or her ability to provide the long range management and guidance that is essential to the long-term health of the park and the service.

Big Bend National Park, Texas

No, the budget is not sufficient. The Division of Interpretation and Visitor Services operates on 60 percent volunteer labor during the busy season...there is a limit to what volunteers can realistically be expected to do. Park visitors expect and deserve to see visitor centers staffed by NPS employees. Not only is the budget insufficient, but it continues to dwindle with the rise in the cost of doing business. Our ability to provide protection services to both the resource and the visitor is hindered greatly by the lack of personnel available to respond to situations.

If we were given all the resources we need to correct just one problem at Big Bend, we would like to address the diminished air quality and visibility. Big Bend is a Class I area under the Clean Air Act. We have documented a marked decline in visibility and air quality in recent years. On some days, particularly those when air currents are from the southeast, Big Bend experiences the dirtiest air, in terms of visibility impairment, of any western national park. For example, the monthly average visibility of 52 miles for December 1995 was well below the seasonal average of 82 miles for the same period from 1989 through 1993.

Bryce Canyon National Park, Utah

No. Heavy visitation and corresponding demand for visitor safety require us to lessen our efforts in back country management. At Bryce this translates into increased cattle intrusions because of damaged fences, impacting springs and meadows; lessened monitoring of back country uses, increasing vegetation trampling and loss and increased exotic plant intrusion.

Brown v. Board of Education NHS, Kansas

Yes.

Canyonlands National Park, Utah

It is not adequate to provide a high level of visitor service, but we are better off than we were. We are in the process of developing a system that will set operational standards for all of the functions we perform in the park and the resources needed to accomplish the work at a reasonable level. Within a year, I will be able to tell you what Canyonlands needs to operate for a year, where we are today and what the funding priorities are if additional resources were available.

Colonial National Historical Park, Virginia

Colonial's operating budget is nowhere near adequate. We cannot effectively protect park resources or park visitors like we should. We will not provide a high level of visitor services. Colonial's staff is woefully small compared to the job. The most significant areas suffering are historic building maintenance, grounds, visitor protection, and interpretation.

Coronado National Memorial, Arizona

No. Coronado only has three park rangers for visitors services and resource protection. This is certainly not enough...all resource management is done by interpretation and protection rangers. As such, the budget is not sufficient to provide the interpretive services and resource management needs of the memorial.

Denali National Park and Preserve, Alaska

We anticipate that Denali's budget will be sufficient to continue protection and visitor services at the same level we have in the past. Our ability to ensure this continuation is due to the base budget increases we received from Congress this year.

Florissant Fossil Beds National Monument, Colorado

Yes. However, only because the Volunteers In Parks account allows us to have several interns, and we have had a couple young people volunteer to be interns without any stipend or housing.

Fort Clatsop National Memorial, Oregon

The park lacks the funding to implement most, if not all, the identified cultural and natural resources projects. This is not only the inventory and monitoring data critically needed to make sound management decisions, but also the funds needed for the many disturbed lands and impacted resources that have been identified for restoration.

Fort McHenry National Monument, Maryland

Allocation was insufficient to cover our fixed costs (permanent salaries, utilities, bare bones supplies and materials). As a result, only the minimum level of visitor services and resource protection will be met this summer.

Grand Teton National Park, Wyoming

Yes and no. Like most parks, we have base budgets for annual operating expenses, but they do not keep pace with inflation and large-scale facility and infrastructure backlogs. Infrastructure needs are increasing each year, such as upgrading water and sewer systems, some road reconstruction and/or repair, etc. Ideally we could better serve the public with more staff, but we recognize all organizations are downsizing.

Guadalupe Mountains National Park, Texas

The park's budget is woefully inadequate to properly protect resources and we will not have a high level of visitor services this summer. Interpretive services suffer the most.

Indiana Dunes National Lakeshore, Indiana

Over the past several years we have been forced to offer fewer interpretive and environmental education programs, to reduce the hours of or close some interpretive facilities to the general public, to reduce the number and frequency of law enforcement patrols, and to reduce the frequency at which we conduct some routine maintenance activities.

John Muir National Historic Site, California

We do not have sufficient staff. Our maintenance program will suffer. To provide enough interpretation to keep the park open we will furlough one maintenance man.

Joshua Tree National Park, California

Our budget is not sufficient to permit sufficient staffing levels nor support costs associated with resource and visitor protection. Areas that will suffer most are the back country and wilderness portions of the park.

Knife River Indian Villages National Historic Site, North Dakota

Yes.

Lassen Volcanic National Park, California

No. The small base increase we received this fiscal year went to bail us out of routinely not filling necessary permanent positions and years of absorbing operating increases.

The present funding level does not permit even a basic inventory of the park's natural resources, let alone implementation of a monitoring program to detect changes and trends.

This summer, Butte Lake campground (98 sites) remains closed. Two crucial management positions remain vacant -- the park superintendent and the chief naturalist. Impacts to the park's natural resources will go undetected leading to, perhaps, irreversible damage.

Minute Man National Historical Park, Massachusetts

No. The park needs a permanent position to address the protection of natural resources. Our interpretation division needs additional staffing to keep facilities open through the visitor season. The maintenance division requires the addition of skilled craftsmen to protect and preserve the many historical structures in the park, as well as grounds workers to keep up with the backlog of landscape maintenance.

Mount Rainier National Park

Although the park's budget is relatively at the same level as years in the recent past, it remains insufficient. A uniformed presence is needed (identified in recent visitor surveys as the best deterrent to visitor noncompliance) in both high-use front country areas to protect fragile subalpine meadows, and in wilderness areas of the park for ranger patrol. Trail system is suffering due to lack of sufficient seasonal trail maintenance crews to cover the 240 miles of trails, resulting in resource damage as visitors traverse around unattended drainage problems, downed trees, etc.

Estimated operational shortfall is approximately \$3.1 million.

Olympic National Park, Washington

Our budget is not sufficient to properly protect resources and provide appropriate visitor services. Like many other parks, rather than eliminate programs, or close portions of the park, we have pinched all of our functions to a point where we see mediocrity across the board. Everything we do, or don't do, has a constituency, making it doubly difficult to totally eliminate programs.

Richmond National Battlefield, Virginia

No. The park budget does not provide for seasonal protection rangers. With the increased summer visitation we find it increasingly difficult for the permanent protection rangers to provide sufficient resource protection. Nevertheless, We have sufficient staff to perform at the minimum level.

St. Croix National Scenic Riverway, Wisconsin

No on all counts! We are just plain underfunded and understaffed across the board.

San Juan Island National Historical Park, Washington

For the first time, our funding has diminished to the point where we will not hire seasonals this year. We are absorbing the increased costs of doing business and annual pay increases. The areas that will suffer the most will be interpretation and maintenance activities.

Sitka National Historical Park, Alaska

A major factor affecting the operations of Sitka National Historical Park is a steady growth in the cruise ship industry. This growth (up to 10% a year) is expected to continue as cruise prices decline. The park hasn't received base increases to deal with the effects of increased visitation. In 1994, this necessitated reducing the hours at the Russian Bishop's House during the summer because funding was not sufficient to hire seasonal interpretive rangers necessary to show visitors the House and protect the resource. This summer, we'll charge a \$2.00 interpretive fee which we hope will fund staff necessary to keep the House open.

Statue of Liberty National Monument, New York

No. There are 32 buildings on Ellis Island. Four buildings have been restored. Just to protect these buildings from further decay would cost \$2 million. We are studying a way to mothball these structures for future generations.

Tumacacori National Historical Park, Arizona

No. Two sites were added to the park in 1990. We have no staff nor funding to properly protect them. We have no dedicated cultural resource staff. All preservation work is done with project funds. Cultural resource preservation will suffer the most.

Vicksburg National Military Park, Mississippi

No. The only real interpretation is provided through the use of donated funds. There are no longer sufficient NPS funds to support this effort. We are just barely able to keep the doors to the visitor center and the USS Cairo museum open.

Voyageurs National Park, Minnesota

How much of our time and energy that could be spent in proselytizing and shoring up support is instead spent on trying to figure out how to make too little money stretch just a little farther? Interpretation is the most understaffed area.

Zion National Park, Utah

We are not able to provide high levels of visitor services and we have reduced ability to adequately protect park resources.

\* \* \* \* \*

We asked superintendents: **Are there any particular recreational uses that cause problems at your park?**

We found that:

- Activities such as sightseeing overflights and personal watercraft (Jet Skis) are extremely disruptive and damaging.
- Most visitors are thoughtful and conscientious about not damaging the parks. However, even simple acts, such as not staying on trails and disobeying posted signs can injure park resources.

Allegheny Portage Railroad National Historic Site, Pennsylvania

Illegal use of trails and historic traces by all-terrain vehicles

Bryce Canyon National Park, Utah

Helicopter and fixed wing overflights. The highest level of visitor complaints relate to helicopter usage over Bryce Canyon. Natural quiet is highly valued by visitors and these overflights have a serious impact on visitor enjoyment.



Canyonlands National Park, Utah

The two greatest concerns are the increase in the use of personal watercraft and the lack of authority to control sightseeing aircraft over the parks.

Chickasaw National Recreation Area, Oklahoma

No particular uses cause problems. It is more a few people that cause the problems with inappropriate behavior, excessive use of alcohol, etc.

Colonial National Historical Park, Virginia

Recently, off-road bikes have been causing erosion and other problems.

Denali National Park and Preserve, Alaska

There is a growing interest in flightseeing and glacier landing services that are offered by local air taxi operators. To mitigate resource damage, the park is issuing concessions permits to the existing eight operators who have traditionally provided glacier landings for park visitors and mountaineers. No other glacier landings will be permitted by the many other operators who presently offer flightseeing tours in the park.

Ebey's Landing National Historical Reserve, Washington

One recreational use that is becoming a problem is the use of mountain bikes on the bluff trail. The trail is highly eroded and continues to slough -- the bikes don't help it.

Grand Teton National Park, Wyoming

In the winter, back country trespass is a problem, mainly caused by snowmobiles illegally using proposed wilderness area with impacts on overwintering wildlife.

Visitors complain most of any activity that is noisy, such as jet skis, snowmobiles, etc.

Great Basin National Park, Nevada

Off-road vehicles, mountain bikes.

Indiana Dunes National Lakeshore, Indiana

We have problems controlling off-road vehicle use in some park areas and trail/mountain bike use has adverse impacts on some trails.

Joshua Tree National Park, California

An increase in climbing, equestrian, commercial use of back country, and day users create the most concerns.

Lassen Volcanic National Park, California

Back country users who don't understand or disregard regulations, e.g., camping near streams or lakes, unpermitted fires and pets.

Mount Rainier National Park, Washington

Special park users such as climbing (although only approximately 10,000 attempts per year) generate disproportionate demands on the park's ability to manage health and safety issues and protect resources at higher elevations due to the generation of and need to remove human waste.

Olympic National Park, Washington

In Olympic, the recreation use which creates complaints and controversy is personal watercraft on Lake Crescent. This relatively new use is growing, as are conflicts with other users and visitor complaints.

St. Croix National Scenic Riverway, Wisconsin

Unregulated motorized use, specifically personal watercraft and large jet boats.

San Juan Island National Historical Park, Washington

Three of our more important recreational use concerns are illegal off-road driving, illegal mountain bike riding on hiking trails and illegal and unattended campfires.

Voyageurs National Park, Minnesota

Jet skis and snowmobiles both result in lots of complaints.

Whiskey Town-Shasta-Trinity National Recreation Area, California

Jet skis and high-powered boats.

Wrangell-St. Elias National Park and Preserve, Alaska

Use of all-terrain vehicles creates problems in wet tundra.

\* \* \* \* \*

We asked park superintendents: **What single thing could people do to make their visit to your park more enjoyable? To minimize damage to park resources?**

We found that:

- Time is crucial to getting the most out of a visit to a national park. Visitors should take the time to learn about the park and its surroundings beforehand, and once there spend more time seeing **all** the park, not just a few popular spots.
- People should make every effort to visit at less crowded times -- it will be more enjoyable for them and less of a strain on the park.
- Visitors should talk with interpreters and rangers as much as possible.
- Visitors should spend less time in their cars and more time out in the park.

Big Bend National Park, Texas

The greatest single thing that visitors could do to make their visit more enjoyable would be to plan ahead and be completely familiar with and educated about the park before they get here. The isolation and remoteness of the area catches many visitors unaware. They are not prepared for the lack of amenities or the harsh environmental conditions.

Colonial National Historical Park, Virginia

If visitors would allow more time to take the tours -- guided and self-guided -- they would enjoy the park more.

Coronado National Memorial, Arizona

Meet with a park ranger to learn what is available for them at the park and receive a safety message. Have park staff explain how they can enjoy the park without damaging park resources.

Fort McHenry National Monument, Maryland

Use public transportation on heavy use days, like summer weekends.

Grand Teton National Park, Wyoming

Educate themselves about national parks, the National Park Service, and this particular park before they get here. -Write for information as they plan their trip, and READ the information provided.

Joshua Tree National Park, California

The single thing that visitors can do to make their visit more enjoyable is to voice concern for protecting parks to congressional representatives. Encourage budget increases for parks.

Allegheny Portage Railroad National Historic Site, Pennsylvania

Slow down and take the time to see/use/understand all the resources of the park and not just race into visitor centers.

Mount Rainier National Park, Washington

Take advantage of opportunities to learn about why parks were established, increase awareness and understanding of park values, and thus enhance their personal commitment to the protection and appropriate use of park resources. Visit parks during other than peak periods and carpool. Stay on designated roads and trails. Learn and use "minimum impact" hiking and camping techniques.

Nez Perce National Historical Park, Idaho

Take the opportunity to learn more about the park and what it represents firsthand through interpretive presentations.

Olympic National Park, Washington

Spend more time out of their cars. Be more attentive to the park literature which they receive from various sources. So much good information is placed in the visitor's hands addressing how to use the park lightly, etc. And so much is either not read or ignored.

Richmond National Battlefield, Virginia

Allocate sufficient time in their travel plans to explore the park. We are located on a heavily used transportation corridor and the park is a convenient stop on the way, but not a destination point. Adhere to resource protection signs such as those which request visitors to not walk on the historic earthworks.

Saint-Gaudens National Historic Site, New Hampshire

Leave their car and use park transportation.

San Juan Island National Historical Park, Washington

People do not budget enough time to really get much from their visit, and they are generally ill-prepared for their visit before arriving.

Fort Sumter National Monument, South Carolina

Visit the park on the shoulder season when more ranger and visitor interaction can occur.

Tumacacori National Historical Park, Arizona

Plan ahead. Don't arrive 1/2 hour before closing and expect to see everything.

Voyageurs National Park, Minnesota

Make contact with the park staff. Because there is no single access point to the park, many of our visitors never have contact with the park staff, so they don't know what interesting things there are to do nor do they have an understanding of park rules.

Whiskeytown-Shasta-Trinity National Recreation Area, California

Treat the park and its resources with respect (pick up litter, no vandalism).

\* \* \* \* \*

We asked park superintendents: **What would you most like people to understand about your role in the National Park System?**

We found:

- Park Service employees strongly believe that their job is essential to preserving American history and binding American society together.
- National park employees constantly strive to both preserve park resources and encourage visitor use in a manner that does not impair them.
- There are many treasures in the National Park System which can be overlooked if we think only in terms of Yellowstone, Yosemite, and other majestic "crown jewel" parks.

Allegheny Portage Railroad National Historic Site, Pennsylvania

I have 70 employees who are truly dedicated to the mission of the NPS. Every day they are enthusiastic and work extremely hard to maintain, protect, preserve, and interpret these nationally significant resources!

Bent's Old Fort National Historic Site, Colorado

Our site has been described as the Williamsburg of the West. We have thousands of school children who tour the site annually. As a reconstructed site, we even do overnight workshops to give children, historians, and living history reenactors total immersion into the time frame.

Big Bend National Park, Texas

Big Bend National Park has fallen into a unique niche among national parks. It is an extremely large, natural park with a relatively small visitation. Despite the emphasis on the natural resources, it also has a wealth of complex cultural resources. Because of its location on the international border with Mexico, it takes on an international flavor.

Canyonlands National Park, Utah

My role is to do everything I can to assure that the parks are managed in a way that provides that pass to the future in an undiminished condition while providing today's generation with all possible and reasonable opportunities to enjoy these special places.

Chickasaw National Recreation Area, Oklahoma

Our role is to meet the needs of society while at the same time protecting and preserving the resources of each park area.

C & O Canal National Historical Park, Washington, DC, Maryland, and Virginia

With dwindling budgets, often it is an attempt to find the lesser of two undesirable options.

Denali National Park and Preserve, Alaska

Denali National Park is the most well known and visible park in Alaska, and visitation has doubled in the last 10 years. Activities and visitor services similar to those that have already become customary in the lower 48 parks are being sought by the public.

Denali, because of its standing as a national park with pristine resources, provides the opportunity to proactively manage the growth of new activities before they become institutionalized as they have in so many NPS units.

Ebey's Landing National Historical Reserve, Washington

I would like NPCA to understand how threatened this unit of the national park system really is. It is a terribly fragile environment in that the county is one of the fastest growing in the state, and NPS has not been able to fulfill its role as the protector of the land because it has not been successful in obtaining funding to continue the land protection program. So much could be lost in a short amount of time.

Florissant Fossil Beds National Monument, Colorado

As superintendent, I am working under difficult conditions with respect to funding and staffing, but that our resources are not in jeopardy, however simply we must care for them. We do not need more people complaining, (and that includes us), we need more people helping us do what needs to be done.

Guadalupe Mountains National Park, Texas

That we are stewards of very special places, with shrinking resources and increasing negative impacts from outside the parks. It is increasingly challenging to walk that line between protecting the resources forever and providing for its use and enjoyment. We are still up to the challenge, but the daily frustration level is growing each year.

John Muir National Historic Site, California

To preserve the resources for future generations is a heavy mission for superintendents in small parks.

Lava Beds National Monument, California

Lava Beds attracts many of its visitors from a group that still seeks a "traditional park experience", an experience not found anymore in the system's commercialized, overdeveloped and overcrowded crown jewels, -- Yosemite, Yellowstone, Great Smoky Mountains, etc.

Lassen Volcanic National Park, California

Good employees are over-worked and becoming more frustrated with unfunded mandates without a clear linkage to serving the visitors or protecting park resources. Workloads have not decreased proportional to government downsizing; stress levels have increased in striving to "do more with less."

Natchez National Historical Park, Mississippi

We simply need to do a better job of money management. Maybe its time to partner with corporate America; not for money and marketing, but for brains. It would be an interesting experiment to have some mega corporation adopt a park, go through a learning curve, and then apply its corporate funds management to the parks operation. But before any funding issues can be resolved, one major issue must be dealt with. That is the fear that if a park proves frugal, and actually saves money, it will not be looked upon as some freak and less money given to that park the next year.

Nez Perce National Historical Park, Idaho

Nez Perce offers all Americans an important perspective about our history as a people. It is not the view from the Gateway Arch looking west; it is a view from a homeland looking out, witnessing the march of history and change, yet continuing today and tomorrow to commemorate and celebrate Nez Perce culture and traditions. It is a park about a people for all people.

Olympic National Park, Washington

Many park managers are spending less time understanding the resource, trying to get the infrastructure upgraded, etc., than trying to understand and react to the dynamics of groups that resent a federal presence and endorse county take over of resources. One the downsides to this is a growing tendency which pits the local resident/user against the visitor from outside the immediate region.



Richmond National Battlefield, Virginia

We represent two diverse roles within the park system: At Maggie Walker National Historic Site we are attempting to interpret the provocative story of an African American woman who spoke eloquently in the early 20th century about civil rights for women and self-help philosophy before it was fashionable to do so. We do this with insufficient staff and a budget that is heavily subsidized by Richmond Battlefield. It is a truly unique story and one of but a few African American sites within the NPS system. At Richmond Battlefield we are attempting a last minute triage to protect the important battlefield resources that tell the story of a city under siege. It is one of the grandest stories of the war in both scale and emotion, but limited resources have prevented the development of the park in a manner consistent with other historical/military sites.

St. Croix National Scenic Riverway, Wisconsin

We, the staff of the St. Croix, often feel that we may win a skirmish or two, but in the long run we know that we will lose most of the big battles and ultimately the war. Unless things change in the near future, this park, like all others, will continue to decline and the American people will forget how special our National Park System is, or once was.

San Juan Island National Historical Park, Washington

I feel my big role is to take my tin cup and go out begging for funding to keep my park functioning and protecting our resources.

Upper Delaware Scenic and Recreational River, New York and Pennsylvania

We are unlike most units of the National Park System. We are a traditional park staff/operation, functioning in a very nontraditional unit, with minimal federal land within the 55,574 acre corridor, and mandated to manage the recreational use on the river, (which numbered nearly 400,000 users in 1996). This is a unique experiment of shared management and stewardship of the valley's land based resources.

Voyageurs National Park, Minnesota

Fighting over money occupies way too much of my time and my staff's time.

Whiskeytown-Shasta-Trinity National Recreation Area, California

More attention should be given to the unique circumstances/situations of recreation areas, historic sites, etc. (the "lesser" known or visited areas instead of the "crown jewels"). It is often difficult for those of us working in recreation areas close to large urban areas to remain in touch with the National Park Ethic.

Wrangell-St. Elias National Park and Preserve, Alaska

The job of superintendent is increasingly complex as we must walk the line between communities adjacent to parks who have a vested interest and history with the resources, with Congress elected by the local populace and at times antagonistic to the Park Service, and the national constituency of parks who tend to have a more protective view. Newer parks have more compromises within the legislation that complicate the job further.

It is increasingly difficult being told to "hold the line" by a national environmental group representative who lives 1,000 miles away in anonymity while the superintendent and staff must live and function within the community.

Zion National Park, Utah

I am faced with the challenge of fulfilling our mission -- preserving the park's resources and encouraging visitor use in a manner that does not impair them -- with fewer funds and staff than I feel are necessary to properly do the job. I feel we have a special role to play in helping to develop an understanding and appreciation of our country's heritage.

For more information, contact Kevin Collins, (202) 223-6722 ext 123.

**UNITED STATES HOUSE OF REPRESENTATIVES**

**COMMITTEE ON RESOURCES**

**SUBCOMMITTEE ON NATIONAL PARKS,  
AND PUBLIC LANDS**

**HEARINGS ON NATIONAL PARK CHECK-OFF**

**H. R. 755**

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**STATEMENT BY**

**ALLAN T. HOWE**

**WASHINGTON REPRESENTATIVE**

**ON BEHALF OF**

**THE NATIONAL PARK HOSPITALITY ASSOCIATION**

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**JULY 22, 1997**

**MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:**

It is my honor and pleasure to appear before you today as the Washington Representative of the National Park Hospitality Association (NPHA), the professional association of the men and women and their companies providing visitor services in units of the National Park System, to endorse and support H. R. 755, the bill to provide a check-off on Federal Income Tax Returns for contributions to the National Park Service.

It is entirely logical and consistent for NPHA to support this legislation which is calculated to infuse millions of new dollars into the support of our great National Parks because members of our association, serving as partners with the National Park Service from the time of its inception, want to be active participants in whatever program is needed to sustain and build the park system. It can truly be said that our businesses, which exist only for the purpose of serving the visiting public to our parks, are dependent upon the health and well-being of the parks. It is of little worth to the operator of a lodge, restaurant or gift shop inside the park boundaries, which is anxious and willing to serve the visitors, if the infrastructure of the parks - its roads, water, sewage, electrical and other vital systems - are falling apart around it. These unmet needs all affect the visitation to the parks and

visitors whose safety and enjoyment is threatened by the lack of appropriate and needed repairs are likely to forgo that experience.

**I. Needs of the National Park System:**

The needs in our National Parks are great but with a systematic program, we can meet the most pressing needs and build a fund from which to work on long-term problems. It is estimated that the overall backlog in unfunded projects and programs is **at least \$8 billion dollars**, not an impossible figure with which to deal, if we act now.

To illustrate further, consider these estimates:

- \* **Yellowstone needs at least \$300 million in road repairs.**
- \* **Yosemite needs \$178 million in repairs following January's floods, some of which will be met by the Emergency Appropriations already passed but the balance of which must be addressed soon to restore the park.**
- \* **Throughout the entire NPS System, each year another 1% of the roads fall from "fair" to "poor/failed". We**

**cannot continue to let this happen because our park roads are the main corridors of access.**

**II. Concept of H. R. 755 in Meeting NPS Needs:**

The solution that H. R. 755 proposes to assist in meeting those needs is very simple:

Allow the American taxpayers to authorize, by a check-off on their federal tax returns, a contribution over and above what they owe in taxes or to return a portion of their refund. Unlike the presidential check-off, H. R. 755, would not allow taxpayers to divert their taxes from the Treasury to the National Park Trust Fund, as provided in Section 2 of the Bill.

**III. Could the Check-Off Really Help Meet NPS Needs?:**

There are several reasons why this system would likely be very successful. They are:

**1. The National Park Service is the most popular Federal agency.** Everytime a survey is taken amongst the American public about various functions of the Federal government, the National Park Service is cited as the most popular agency. Most people believe in the mission of the

National Park Service - to preserve and protect the resources of the park units and to manage them in such a way that they can be used and enjoyed by the public. If given an opportunity to make a financial contribution to assist NPS in its mission, it is logical to believe that millions of taxpayers would do so.

**2. The precedent of the Presidential Check-Off shows it could be done.** Over the last three (3) years the Presidential Check-Off has raised over \$200 million dollars. While there is considerable interest in presidential elections every four years, there is a continued and sustained interest in our National Parks, which should yield even more support. With over 280 million people visiting one of the 368 units of the National Park System each year, it is very likely that many of these would be primed for a contribution to a cause where they could see the direct connection between their contribution and the benefits in park improvements.

**3. The costs to the Internal Revenue Service would be small.** Inasmuch as the Federal tax forms must be printed anew each year, the changes required to implement the Park Check-Off would be minimal. The transfer of the contributions authorized is all handled by a computerized

system which could easily be programmed to handle these transfers

**4. Similar conservation check-off programs in various states have been successful.** We have the precedent not only of the Presidential Check-Off at the Federal level but of 41 states that currently have some type of check-off program. Since it has worked so well in these states, it is logical to believe that it could also succeed at the Federal level.

**IV. Sustaining our National Parks Preserves and Supports the Best in America.**

The American people do have a long-standing love affair with recreation activities on their public lands and especially do we continue to see this in our National Parks. Millions upon millions of American families and many more foreign visitors come to enjoy camping, hiking, boating, fishing, sightseeing and other sports each year. These visits are very valuable ways in which our nation rekindles its love and dedication to our greatest historic, cultural, professional, natural and recreational heritage. This encompasses 368 different units embracing 80.7 million acres.

I am confident that millions of Americans will respond to the opportunity to make a small but significant contribution to support our



**National Parks, if Congress will enable them to do so through the provisions of H. R. 755. NPHA is pleased to lend its support to this great idea.**

*Submitted by Mr. Duncan*



**FRIENDS OF GREAT SMOKY MOUNTAINS  
NATIONAL PARK**

134 Court Avenue  
Sevierville, Tennessee 37862

July 18, 1997

The Honorable John Duncan, Jr  
2400 Rayburn House Office Building  
Washington, D. C. 20515

Dear Representative Duncan:

Friends of Great Smoky Mountains National Park, with over 6,000 members, is a non-profit organization which supports the work of the National Park Service in the Great Smoky Mountains. The Friends group has raised over \$1.6 million dollars for park projects in its short three year existence. The Friends group sees H.R. 755 as another good source of revenue for the National Parks. Our parks are being "enjoyed" in record numbers. The National Park Service is mandated to make resources available to the public while preserving and protecting them for future generations.

The Friends of the Smokies supports all efforts to increase funding for the country's national parks. Our only concern is that H.R. 755 does not become a way to offset appropriations for the National Park Service. Increased funds are vital to deal with the maintenance backlog. It is important that we do not mortgage the future of our national treasures by only funding current operations. Friends of the Smokies have been moderately successful in collecting donations from visitors to the Smoky Mountain area. It appears there is a willingness to support national parks in voluntary ways. H.R. 755 gives people the chance to help parks in a new way.

We appreciate your support of the National Park System in general and the Smokies in particular. We are glad that "our" representative is at the forefront of the effort. If there are other ways that we can be of assistance, please call on us.

Sincerely,

Charles W. Maynard  
Executive Director

423-453-2428 • FAX 423-453-6231 • E-Mail: [friends@1stresource.com](mailto:friends@1stresource.com)

