

## Chapter 2 • Alternatives

This chapter describes the process through which potential alternatives for heritage area management were developed, the assessment of those alternatives, and selection of a preferred alternative. An analysis of the potential impacts of each alternative, were they to be implemented, is presented in Chapter 4, *Environmental Consequences*.

### 2.1 Potential Strategies for the Heritage Area

In the early fall of 2009, following initial scoping activities and the assessment of existing conditions, the consulting team for the Crossroads of the American Revolution prepared an outline of potential strategies for the management plan. These potential strategies were organized around the heritage area goals discussed in Chapter 1, *Purpose and Need*. They suggest ways in which the heritage area goals might be realized and respond directly to conditions in the field as expressed in the outline of opportunities and challenges included in *1.6.2 Issues Identified Through Scoping* in the *Purpose and Need*. The strategies were reviewed and revised by the steering committee for the management plan in two workshops held in mid-September and late October.

These potential strategies provide the framework through which alternatives for the implementation and management of the heritage area were developed and assessed. The development of alternatives for Crossroads was an opportunity to establish priorities for the heritage area around goals and strategies that best fit the mission and needs of the heritage area in the early stages of its development and the capacity of the Crossroads Association and its partners to carry out the actions. Below is the list of the preliminary strategies.

#### 2.1.1 Crossroads of the American Revolution

Goal 1.A Ensure that residents of New Jersey, the American public, and international visitors have ample opportunity to learn about, interpret, recognize, and preserve New Jersey's sites, landscapes, linkages, and resources related to the State's history and role in the American Revolution.

##### Potential Strategies:

- Work with partners to **engage residents** throughout the heritage area in ways that are particular to their community and tailored to their interests and perspectives.
- Develop a variety programs that will **attract the attention and spark the interest** of residents of all ages; encourage residents to **become engaged** with the history, character, and future of their communities; and encourage residents and visitors to **explore** the landscapes, communities, and sites within the heritage area.
- Develop special programs and partnerships to **engage ethnic, minority, and non-traditional communities** whose personal and family histories begin after the time of the American Revolution and who may live in communities whose

relationship to colonial and early national history has been obscured by later historical developments.

- Develop programs to attract **visitors** from outside the heritage area to experience its landscapes and communities and hear its stories related to the American Revolution.

Goal 1.B: In realizing its mission and goals, Crossroads will foster close working relationships among all levels of government, the private sector, and local communities in the State.

Potential Strategies:

- Actively engage with organizations and interests within the heritage area to **establish Crossroads** as a recognized and respected positive force focused upon broad-based community interests consistent with its mission.
- Assure that the Crossroads Board of Directors is **representative of the diverse interests** of the heritage area and its partners.
- Maintain a **network of contacts and relationships** with organizations and interests within the heritage area
- Facilitate **regular communications** on issues, topics, and initiatives related to the heritage area.
- Collaborate with other **national, regional, and state initiatives** that will support and help implement heritage area goals and strategies.
- Develop **cooperative programs** of common interest with respect to heritage area goals and strategies.
- Develop **memoranda of understanding** with heritage area partners regarding roles and responsibilities in implementing programs and initiatives.
- Support **programs, interests, and initiatives** consistent with heritage area goals, strategies, and guidelines.

## 2.1.2 Historic and Cultural Resources

Goal 2.A: Advocate for and facilitate the management, preservation, enhancement, protection, and interpretation of historic and cultural resources associated with the American Revolution in New Jersey for the educational and inspirational benefit of future generations.

Potential Strategies:

- Encourage the ongoing **identification** of historic and cultural resources related to the American Revolution in communities and landscapes throughout the heritage area.

- Encourage and facilitate the identification and protection of **archeological sites** associated with the American Revolution within the heritage area.
- Encourage the inventory and preservation of New Jersey's Revolutionary War historic commemorative **monuments and markers**.
- Promote **public awareness** of the significance and value of historic and cultural resources to the identity and character of communities, landscapes, and the heritage area as a whole.
- Participate in new and existing **programs at the state and national levels** that promote and support the preservation and enhancement of historic and cultural resources.
- Promote the development and implementation of **governmental programs at the county and local levels** for the preservation and enhancement of historic and cultural resources.
- Nurture and encourage county **cultural and heritage commissions** to provide leadership and assistance to the many municipalities, communities, sites, and attractions within each county in the heritage area.
- Provide assistance to **grassroots and municipal** organizations in the preservation and enhancement of historic and cultural resources.
- Use the **historic preservation element** of local master plans as a means of educating municipalities about the historical significance of their communities, the role historic resources play with respect to community character, and appropriate preservation policies, programs, and processes.
- Encourage the creation, training, and use of **local historical commissions** and similar organizations in municipalities throughout the heritage area.
- Encourage the use of **local historic district, certified local government, and main street concepts** to preserve historic resources and enhance community character throughout the heritage area.
- Encourage the listing of Revolutionary War related sites and districts on the **New Jersey and National Registers of Historic Places** and as **National Historic Landmarks**.
- Encourage and assist local communities to participate in the national **Preserve America** and **Save America's Treasures** programs.
- Participate in programs offered through the **American Battlefield Protection Program**.
- Promote the development and implementation of **private sector and non-profit programs** that help preserve and enhance historic and cultural resources.

- Support programs that make historic preservation an integral part of the **economic and community development strategies** of state, regional, county, and local government and organizations.
- Encourage and facilitate the use of **historic preservation tax incentives** for American Revolutionary era buildings, landscapes, and sites.
- Develop and implement **incentives** for the preservation and management of historic and cultural resources.
- Promote programs that provide information to the owners and stewards of historic buildings, sites, and landscapes on **best practices** for preservation, treatment, and maintenance.
- Provide a **clearinghouse for information** on the identification, preservation, adaptive reuse, and management of historic and cultural resources.
- Provide **technical assistance** to governmental, non-profit, and private sector organizations for the preservation and management of historic and cultural resources.

### 2.1.3 Natural, Recreational, and Scenic Resources

Goal 3.A: Work with municipal governments to guide land use and promote compatible forms of economic development in a manner that is sensitive to the heritage area's natural, recreational, and scenic resources and sensitive to nationally significant Revolutionary War era historic resources and landscapes.

#### Potential Strategies:

- Recognize the Crossroads of the American Revolution National Heritage Area and related parks, trails, sites, and resources in each **municipality's comprehensive master plan** to demonstrate the significant public benefit and establish a conservation purpose for the scenic and historic qualities of the open space lands and historic resources associated with the heritage area.
- Support economic revitalization strategies and infrastructure improvements within **urban and developed areas** that strengthen downtown cores, stabilize neighborhoods, and enhance streetscape and community character.
- Develop a **data-sharing system** to continually maintain and update the GIS inventory of intrinsic qualities and existing protected lands for use in local development review and future NEPA review of federally funded projects.
- Hold **annual consultations** with regional and municipal planning officials to coordinate and prioritize the current funding applications for open space preservation.

- Support the development and implementation of **watershed management plans and farm and forest stewardship plans** as a means of gaining further commitments for private land conservation efforts
- Recognize **energy conservation and sustainability** within heritage area communities and demonstrate commitment to these principles through the actions undertaken and supported by the heritage area.
- Recognize the use of **alternative modes of transportation** in the conceptualization and implementation of heritage area programs.

Goal 3.B: Advocate for and facilitate the conservation, enhancement, and appropriate management of natural resources within the heritage area in order to support interpretation and appreciation of the history of the American Revolution in New Jersey, enhance quality of life for residents, and ensure a high-quality visitor experience.

Potential Strategies:

- Identify natural resource areas, sites, and resources that are **particularly significant** to the story of the American Revolution and that have the **potential to support interpretation** in association with other interpretive sites and attractions.
- Promote an **understanding of and appreciation** for the state's natural resources among residents of all age levels within the heritage area.
- Promote an understanding of the heritage area's **cultural landscapes** – the inter-relationship between the natural landscape and human impacts upon it – particularly at the time of the American Revolution.
- Promote an understanding of how the region's geography and natural and cultural landscapes **impacted the events** of the American Revolution within New Jersey.
- Support **state and regional planning and programs** for the preservation and enhancement of natural resources.
- Support federal, state, and local programs and initiatives that will improve and maintain **water quality** within the region's wetlands, lakes, streams, rivers, and bays.
- Support **county and local governmental** policies, regulations, programs, and initiatives that preserve and encourage the appropriate management of natural and cultural resources.
- Collaborate with agencies at the federal, state, and local levels managing **publicly owned properties** with significant natural resources areas within the heritage area to promote landscape connectivity, healthy ecosystems, best management practices, appropriate recreation, and interpretation.

- Collaborate with **non-profit organizations, friends groups, and advocacy groups** to promote the preservation, enhancement, and appropriate management of natural resources and landscapes within the heritage area.

Goal 3.C: Support the development and use of recreational opportunities within the heritage area consistent with heritage area educational and interpretive strategies.

Potential Strategies:

- Collaborate with managers and stewards of regional, state and nationally designated **trails, greenways and touring routes** by developing interpretive waysides at trailheads and viewpoints that help to tell the Revolutionary War story, as appropriate
- Collaborate with community groups in the process of **developing trails and greenways** to identify and pursue funding opportunities for trail and greenway facilities where they overlap with heritage area interpretive opportunities.
- Identify opportunities for **bicycle, pedestrian, equestrian, and boaters** to tour the heritage area and learn about New Jersey's Revolutionary War heritage.

Goal 3.D: Support the preservation and enhancement of scenic landscapes, communities, and resources within the heritage area in order to support interpretation and appreciation of the history of the American Revolution in New Jersey and ensure a high-quality visitor experience.

Potential Strategies:

- Identify landscape areas that **retain overall integrity** to the period of the American Revolution within the heritage area.
- **Prioritize landscape areas** within the heritage area with respect to their potential to preserve historic context, enhance the character of historic communities, and convey themes and stories associated with the American Revolution.
- Support federal, state, regional, and local programs and initiatives for the preservation and acquisition of **open space and park land** throughout the heritage area focusing organizational energies on achieving greater protection for high-priority landscape areas.
- Promote and support public and private **land stewardship programs** and initiatives with respect to conservation easements and other mechanisms that will help public and private owners preserve natural, scenic, and agricultural landscapes focusing organizational energies on achieving greater protection for high-priority landscape areas.
- Support programs that preserve **agricultural lands**, strengthen the economic viability of agricultural uses, and promote best management practices on agricultural lands focusing organizational energies on achieving greater protection for high-priority landscape areas.

- Identify **scenic and historic road linkages** that can convey heritage area themes and storylines and connect historic attractions, sites, and communities.
- Promote the **recognition and appropriate management** of scenic routes and byways within the heritage area, including potential designation as state or national scenic byways as part of FHWA's America's Byways program.
- Support the establishment and use of **land development concepts**, processes, and design forms as identified in the statewide land use plan to preserve open space, prevent sprawl, and preserve and enhance the scenic qualities of the landscape.
- Identify **historic communities** that existed during the period of the American Revolution and develop special programs for these legacy communities that will assist them to recognize their significance, explore their history, preserve their resources, enhance their character, and convey their stories.

#### 2.1.4 Interpretation, Education, and Research

Goal 4.A: Establish, maintain, and promote a broad-based interpretive program that promotes public awareness and appreciation of the region's Revolutionary War history; relates authentic landscapes, communities, and sites to the historic events that occurred there; and supports the preservation and community enhancement goals of the heritage area.

##### Potential Strategies:

- Implement a heritage area-wide interpretive plan that provides a framework and guidelines encouraging **every community, site, and resource** to tell its own stories related to the Revolutionary War in New Jersey.
- Assure that the **broad sweep and significance** of New Jersey's role in the American Revolution is clearly conveyed to residents and visitors.
- Use the **Crossroads themes** established in the 2002 Feasibility Study as the basis for interpretation throughout the heritage area.
- Use the Crossroads themes and storylines to **link and coordinate** interpretation **between individual sites**. (Example: the subtheme *Leadership* for linked interpretation between the Ford Mansion, Morven, Liberty Hall, Proprietary House, and others.)
- Use the Crossroads themes and storylines as the basis for **coordinated regional and community presentations** in which a variety of sites within a specific geographic area cooperate in the interpretation of specific themes and stories in which they are particularly strong and appropriate. (Examples: *A Revolutionary Landscape* as the basis for presentation in the greater Morristown region or for the Delaware River towns, *Divided Loyalties* in Bergen and Essex Counties, *Campaigns and Engagements* subthemes of the *Ten Crucial Days* to interpret the Trenton/Princeton region, *Forage Wars* to interpret the Raritan and Millstone

River Valleys, or *Road to Monmouth* to interpret the southern and central portions of the heritage area.)

- Facilitate and guide interpretive sites and regions to prepare **detailed interpretive plans** for their interpretive presentations in concert with and meeting approved criteria established in Crossroad's heritage-wide interpretive plan to ensure accuracy, authenticity, consistency, accessibility, and a high-quality visitor experience.
- Provide **convenient access to pre-trip information** on the history, themes and stories of the heritage area; interpretive sites; travel information; available services; and visitor experience that can be expected.
- Provide **orientation and introduction** to the Crossroads themes, stories, and experiences at key sites and locations likely to be visited by a large number of visitors.
- Establish a system of **heritage area-wide byways** and interpretive routes with **high-quality landscape exhibits** supporting regional interpretive presentations. Feature and interpret **authentic historic routes**.
- Use **public parks and open space** as places where landscape exhibits can be installed and maintained, especially in urban areas.
- Partner with the owners of **private sites** for the installation and maintenance of landscape exhibits in communities and along byways.
- Use **authentic historic resources and landscapes** to tell the Crossroads stories; use exhibits and other media to **evoke the character of the landscape** at the time of the Revolution, especially in urban areas where landscape integrity has been lost.
- Recognize New Jersey's long tradition of historic **monuments and markers**. Assure that new interpretive installations and markers are of similar **lasting quality**.
- Provide **itineraries** for various coordinated community, regional, and heritage area-wide presentations with a range of timeframes, experiences, and interests.
- Establish guidelines for a range of creative and high-quality **exhibit formats** for use at interpretive sites for both interior and exterior installations.
- Encourage use of a **variety of media** to facilitate presentation; promote alternative ways of experiencing the resources and stories; and reach a broad range of audiences.
- Support interpretation at various scales and levels with appropriate **published materials** consistent with the Crossroads graphic identity.



- Plan for **layers of detail**, providing basic content where appropriate but encouraging and facilitating deeper exploration into subject matter.
- Encourage use of **arts installations** with interpretive content especially in landscapes and urban areas.
- Provide training to assure that **guides and interpreters** are presenting accurate information consistent with heritage area guidelines in ways that are appropriate to and engaging for their particular audiences.
- Assure that high-quality interpretive experiences are available to **visitors and residents with special needs** particularly at sites that are inaccessible.
- Provide **technical assistance** to sites, communities, and regions for development, implementation, and maintenance of interpretive programming, installations, and supporting materials.
- Assure that Crossroads interpretation enhances community **quality-of-life** in its planning and implementation.

Goal 4.B: Develop and maintain an educational program that reaches out to engage residents, encourages exploration and participation in programs and events, and broadens public understanding of and appreciation for Revolutionary War history, landscapes, and resources within the heritage area.

Potential Strategies:

- Facilitate and develop a coordinated, creative, and engaging set of educational programs and events to **audiences heritage area-wide** that publicize, promote, and support the Crossroads mission and goals.
- Facilitate and support programming and events that support preservation and interpretation at the **regional, community, and individual site levels**.
- Use educational programming and events as a means to engage **ethnic, minority, and non-traditional communities** whose personal and family histories begin after the time of the American Revolution and who may live in communities whose relationship to colonial and early national history has been obscured by later historical developments.
- Encourage and support educational programs and events designed for **all age levels** and individuals with **diverse areas in interest**.

Goal 4.C: Establish a long-term program of research that will add to the knowledge and understanding of the Revolutionary War in New Jersey and will support the preservation and interpretation of Revolutionary War resources and artifacts.

Potential Strategies:

- Establish **historic context statements** to guide the overall organization and understanding of research and archival programming.

- Identify **issues and needs** related to our understanding of New Jersey's role and significance in the American Revolution.
- Develop a **research protocol** for undertaking research projects to guide researchers and assure a unified and consistent approach to data collection, information management, and attribution to assure accuracy, facilitate connections, and promote broad access.
- Develop and support a **long-term program** of research that addresses research issues and needs in a systematic and coordinated manner. Coordinate research entities in a **unified effort**.
- Encourage and support research programs that can be undertaken by **all age levels** and by organizations and individuals with **diverse areas of interest**.
- **Establish repositories** for archival information and collections consistent with national and international standards of best management practices.
- Assure that information is **broadly accessible** to the other researchers, heritage area partners, and the public.

### 2.1.5 Heritage Tourism

Goal 5.A: Create an identity for the Crossroads of the American Revolution National Heritage Area that will reflect the significance of the heritage area, the nature of its Revolutionary Era resources, and the character of its visitor experience.

#### Potential Strategies:

- Establish a **graphic identity** for Crossroads that can be reflected in all heritage area materials and means of communication.
- Assure that the **visitor experience** discussed further below establishes a unique character and identity for the heritage area and successfully conveys that identity in all its aspects.
- Establish a means of **managing and maintaining** a consistent identity through guidelines and quality control measures.

Goal 5.B: Create an organizational structure that includes Destination Marketing Organizations, historic sites, museums, and other key regional and state partners to guide implementation of heritage tourism plans and to advocate support for heritage tourism among elected officials and other stakeholders.

#### Potential Strategies:

- Coordinate with the **state heritage tourism plan** and any organizational structure developed for its implementation.

- Recognize **regional interests** that will ensure engagement by DMOs, their partner, and their financial supporters.

Goal 5.C Develop a collaborative marketing and promotion program that emphasizes the identity of Crossroads of the American Revolution National Heritage Area and the experiences a visitor will enjoy within the heritage area.

Potential Strategies:

- Identify probable **target audiences** including states of origin, demographic segments, and the desired visitor experience.
- Use Crossroads themes as the basis for a series of **marketing messages** which can be used by the Crossroads NHA Association and DMOs.
- **Evaluate current marketing efforts** by DMOs to determine how Crossroads promotions can be incorporated.
- Consider all marketing tools and select those that will meet the goals of reaching Crossroads' target audiences. Develop a two-pronged approach: **external marketing** to attract visitors and **cross marketing** within the region to encourage visitors to explore and stay longer. Include communications, advertising, travel industry sales and promotional strategies. Create a **comprehensive marketing plan** that details how each marketing strategy will be developed. Develop a timeline that incorporates a phased approach to increase marketing efforts as the Crossroads product is developed.
- Focus marketing plans on the primary **use of technologies** such as web sites, social media (Facebook, Twitter, blogs), downloadable tours, video tours, itinerary builders, e-newsletters, etc.
- Develop a schedule of **meetings to present marketing plans** to Crossroads partners and to ensure that partners understand how they can participate in these plans.
- Offer **technical assistance and training** to heritage attractions to increase their capacity for marketing and promotions.
- Develop an evaluation system to **assess the success** of each marketing plan element.

Goal 5.D: Develop a positive and rewarding Crossroads visitor experience that will attract visitors, convey the state's Revolutionary Era stories, and contribute to the region's economy.

Potential Strategies:

- Evaluate heritage attractions for **visitor readiness** and incorporate into marketing plans as sites are developed.

- Identify **key needs for visitor services** such as hospitality training, accessibility and visitor orientation centers.
- Create **criteria for designating visitor services communities**. Apply criteria to designate communities in the Crossroads NHA. Include designation in all visitor information materials.
- Create **new methods of touring** that will engage visitors and contribute to a positive visitor experience such as downloadable tours, IPOD or cell phone tours, new itineraries and printed materials such as guidebooks.
- Establish a '**coordinated and integrated way-finding system** employing traditional highway signage and modern internet, interactive mapping, and cell phone techniques to facilitate accessibility and marketing of historic, cultural and scenic resources' as outlined in the state plan and in coordination with the New Jersey State Scenic Byway Program, Celebrate NJ's wayfinding master plan, and other statewide and regional entities.
- Work with DMOs to create and implement a **hospitality training** program for frontline tourism staff and volunteers that is unique to the needs of the Crossroads region.

#### 2.1.6 Morristown National Historical Park

Goal 6.A: Strengthen the value of Morristown National Historical Park as an asset to the state through networking and partnerships that help depict the New Jersey landscape and represent the state's role as the strategic fulcrum during the American Revolution.

##### Potential Strategies:

- Establish Morristown National Historical Park as an **anchor site within the heritage area** presenting the broad history, context, and events of New Jersey's role in the American Revolution in coordination with other sites heritage area-wide and providing information and access to programming available at other sites.
- Establish Morristown National Historical Park as an **anchor site for regional interpretation, educational programming, and events** in collaboration with other regional sites focusing upon the themes *A Revolutionary Landscape* and *Rendezvous for Rebellion/Encampments and Daily Life of Soldiers*.
- **Expand and enhance** interpretive presentation and programming related to the Morristown encampments within the park and in collaboration with partners as well as associated promotion and marketing.

## 2.2 Development of Alternatives

The work on goals and strategies laid the groundwork for developing heritage area alternatives. Following this work, the Crossroads steering committee and consulting team created five alternatives for heritage area implementation and management and reviewed those alternatives at

a series of meetings. The consideration of alternatives enabled the Crossroads board and partners to test ideas and explore alternative approaches based upon differing priorities and interests.

Through scoping and the assessment of existing conditions, it became clear that the development of alternatives for the heritage area involved more than the mere physical arrangement through which the Crossroads story might be told. The Crossroads of the American Revolution National Heritage Area is a large and complex area. Different regions and communities within the heritage area have vastly different physical characteristics; socioeconomic makeup; and community issues, needs, and objectives. Consequently, alternatives for the heritage area were developed around the potential for competing programmatic priorities.

Draft alternatives for the heritage area were first discussed with the steering committee at a workshop in late October, 2009. The alternatives were revised and then presented to partners at a series of public meetings on existing conditions held in late November. A second steering committee workshop on alternatives was held in mid-December. Based upon this workshop, the alternatives were again refined and prepared for formal public/partner review. The alternatives were sent out to partners in a series of email newsletters in late January, 2010 and posted on the Crossroads website. These communications were followed with a webinar and a series of four public meetings held in different regions of the heritage area. At the meetings, the alternatives were presented and discussed with partners using a PowerPoint presentation. Following discussion, participants were asked to vote both through a show of hands and through individual handouts that included a request for ranking each alternative and providing comments. The public meetings were the beginning of a five-week period for public comment during which input by email, fax, and phone was encouraged. While the polling was not scientific, the public review process stimulated a lively discussion and greatly assisted the Crossroads board and consulting team in exploring the depth and implications of the differing decisions that could be made.

In reviewing the alternatives under development, the steering committee asked that the term ‘scenarios’ be used in presentations to the partners and public rather than ‘alternatives.’ It was felt that the term ‘alternatives’ implied fixed options that did not reflect the depth, range, and flexibility inherent in the ideas being discussed. This request fit well with the consulting team’s intent that the planning process be used to explore differing futures and their implications, not force choices from among a fixed set of options, and that the preferred alternative would most likely would be a rich blend of the ideas discussed. Throughout the public portion of the planning process, therefore, the term ‘scenarios’ was used in lieu of ‘alternatives.’

In greatly simplified form, the five alternatives that were developed represented five different programmatic priorities:

**Alternative A, *Current Conditions Continue***, represents the continuation of current activities in supporting partner initiatives and providing an umbrella of heritage area-wide programming;

**Alternative B, *Revolutionary Legacies***, focuses upon presenting the ideas and ideals of the American Revolution to residents of New Jersey as a means of reflecting on today’s issues and challenges rather than Revolutionary War events;

**Alternative C, *Welcoming Visitors***, emphasizes heritage tourism for the purposes of economic development and community revitalization;

**Alternative D, *Resource Stewardship***, prioritizes the preservation of Revolutionary Era resources, including buildings, landscapes, archeological sites, and natural resources, over all other considerations; and

**Alternative E, *Regions and Roads***, focuses upon telling the story of New Jersey's role in the American Revolution to residents as a means of raising public consciousness, instilling community pride, and achieving other community goals.

Each of these alternatives was presented from a particular point of view that emphasized the goals and strategies that supported its particular focus. While other goals and strategies may not have been totally dismissed, the implications of a strong focus on a particular set of objectives inherent in each alternative were explored. Given a particular focus, which strategies and actions became most important and which became secondary? Given limited resources and capabilities, how would time and resources be spent under each alternative? What would get done immediately and what would take much time? What were the implications and impacts of these alternative points of view?

Through the exercise of discussing each alternative or scenario, strategies and actions were distilled down to those that would achieve the desired results envisioned by each. The form and character of the heritage area that each would create were then compared. These were then tested against both the Crossroads mission and the purposes outlined in its authorizing legislation. Based upon this exercise, a preliminary preferred alternative was identified for further detailed exploration. The five alternatives are more fully outlined below.

### 2.3 Elements Common to the Alternatives

In developing alternatives for Crossroads of the American Revolution, assumptions were made regarding elements that were common to all of the alternatives. Some of these elements are inherent in the heritage area's enabling legislation and others were considered basic goals or means to goals that were either self-evident or clearly in the interest of the heritage area. These common elements include the following.

1. **Association:** The Crossroads of the American Revolution Association would be the managing entity of the heritage area and must represent the diverse geographic, programmatic, and community interests of the region.
2. **Board Structure:** The Board of Directors of the Crossroads of the American Revolution National Heritage Area would be broadly representative of the heritage areas partnering organizations as well as the population of the state. The board would establish policy and oversee activities while leaving implementation to subcommittees, partners, and staff.
3. **Staffing:** The Crossroads Association would employ a small staff to manage heritage area programs but would for the most part rely upon partnerships for program implementation.
4. **Offices:** At minimum, Crossroads would maintain two offices, one in Trenton and one in Morristown, as required by its legislation. The function of each office would be determined. Additional offices might be added if appropriate.

5. **Morristown:** Morristown National Historical Park would play a lead role as an interface between the heritage area and the National Park Service and as major partner.
6. **Collaborative Relationships:** The heritage area would be founded upon the development of strong collaborative relationships among a variety of interested partners. The heritage area would be responsive to partner interests, needs, and capabilities in developing and implementing programs.
7. **Property:** None of the alternatives require the Crossroads Association to own or manage property.
8. **Community Goals:** Crossroads programming would take broad-based community goals into consideration in order to be relevant and engage residents.
9. **Statewide Collaboration:** Crossroads would collaborate with appropriate interpretive, planning, preservation, heritage tourism, and other initiatives beyond its boundaries to the extent that it supports its mission and state and community interests.
10. **Out-of-State Collaboration:** Crossroads would collaborate with appropriate interpretive, planning, preservation, heritage tourism, and other initiatives outside of the state to the extent that it supports its mission.
11. **Financial Responsibility:** Crossroads would develop a plan for financial self-sufficiency and openness and will conduct its affairs in a financially responsible manner at all times.

#### 2.4 Alternative A – Current Conditions Continue

In Alternative A, the Crossroads of the American Revolution National Heritage Area would **continue to function independently** of local and regional initiatives, providing its own programming and in general supporting the work of other organizations and sites in keeping with its mission. Crossroads would serve as an umbrella organization focusing upon statewide programs, marketing, and promotion while leaving local and regional programming to others. Current heritage area-wide programming undertaken by the Crossroads of the American Revolution Association would continue, be enhanced, and evolve. Crossroads programming would encourage local initiatives and respond to locally initiated change. The heritage area would not, however, become directly involved in managing, directing, structuring, or coordinating local programs.

An overview of the roles Crossroads would play in various areas of interest under Alternative A is outlined below. Examples of the types of projects that might be undertaken with respect that those roles include:

- The Crossroads guide to Revolutionary Era interpretive sites in New Jersey,
- A comprehensive website presentation on Revolutionary Era attractions and events,
- Marketing and financial support of community programs and events such as *Patriots' Week*, a yearly series of events in Trenton commemorating the Battle of Trenton, or *Revolutionary Times*, a weekend of Revolutionary Era related events in the Greater Morristown vicinity,
- Small grants to local interpretive sites for programming, marketing, and capital improvements,

- Matching grants to regional land trusts for the preservation of Revolutionary Era landscape resources, and
- Heritage area-wide programs such as the Beacons Project that raise public awareness.

### **Primary Audience A:**

The current primary audiences at Revolutionary Era interpretive sites within the heritage area tend to be **history enthusiasts and students**. Fourth and fifth grade student groups studying American history are among the most frequent and enthusiastic visitors. Under Alternative A, these two groups would continue to be the primary audiences for interpretive sites. Heritage area-wide programming and local community programming and events would help increase this audience through publicity.

### **Interpretation A**

Under Alternative A interpretation would be the **responsibility of existing sites and attractions**. Regional and thematic coordination between sites would be encouraged using Crossroads interpretive themes. Crossroads would develop **programs providing financial and technical support** for interpretation by sites to assist them in raising the scope and quality of their presentations.

### **Heritage Tourism A**

Crossroads would **support existing DMOs** in their promotion and marketing of attractions, sites, and events within their regions. Crossroads would support the **state tourism office** in its implementation of the state heritage tourism plan. Crossroads would not take a direct role in marketing and promotion but may provide marketing grants and may undertake projects, such as the Crossroads Guide that support such promotion.

### **Linkages & Wayfinding A**

Under Alternative A **local and regional initiatives** to establish touring routes, walking tours, and other forms of linked interpretation would be encouraged and supported. State and local wayfinding systems would be used. The Crossroads website would provide information on and linkages to local and regional interpretive, educational, and other programs.

### **Recreation A**

Crossroads would support local and regional recreation **programs and projects related to Revolutionary War** preservation and interpretation. Recreational initiatives would not, however, be a high priority.

### **Historic Preservation A**

Crossroads would support the programs of the **New Jersey Historic Preservation Office, New Jersey Historic Trust, and Preservation New Jersey** as they relate to the inventory and preservation of Revolutionary War resources. Crossroads would not take a direct role in these activities. Upon request, however, Crossroads may support particular local programs and initiatives in concert with its mission.

### **Community Planning & Revitalization A**

Crossroads would support the programs of the **New Jersey Historic Preservation Office and Preservation New Jersey** in encouraging communities to undertake planning programs related to the preservation of Revolutionary War resources. Crossroads would not take a direct role in the activities. Upon request, however, Crossroads may support particular local planning issues and initiatives through letters of support and public testimony in concert with its mission.



### **Natural Resources A**

Crossroads would support the **conservation of natural resources associated with Revolutionary War sites by others**. Crossroads would not take a direct role in these activities.

### **Scenic Resources A**

The preservation of scenic resources by **land trusts and governmental entities** would be supported in areas that retain a reasonable degree of landscape integrity to the period of the Revolution. The preservation of **scenic resources surrounding Revolutionary War sites** would be a priority. Crossroads would encourage and support these activities through grants and other means, but would not be directly involved.

### **Management A**

**Crossroads Structure A:** Crossroads would maintain two offices as required by its legislation, one in Trenton and the other in Morristown. One would be a **central office** administering heritage area programs and the other would be a **support office** providing specialized technical expertise. Board structure would remain the same.

**Partnerships A:** Crossroads would partner primarily with **state agencies and other regional entities** and support their work within the heritage area. Upon request, the heritage area may support specific **local and regional initiatives** that further its mission.

**Capabilities of the Crossroads Association A:** Staff would focus on implementing a limited number of new and existing **heritage area programs** (e.g., grants and technical assistance for events, interpretation, and linkages) and **supporting local and regional initiatives as time and resources allow** consistent with the range of activities with which the Association is currently engaged.

**Crossroads Outreach A:** Outreach would be undertaken through **staff and board contacts**.

## **2.5 Alternative B – Revolutionary Legacies**

Revolutionary Legacies emphasizes **exploring the legacies of the American Revolution and their relevance in New Jersey today**. The American Revolution has been evolving over the past 235 years. Today, the issues and challenges we face have similarities to those faced by our forebears at the time of our nation's founding. The roots of many of these issues, and our responses to them, can be traced back to the broad underlying themes of life, liberty, and the pursuit of happiness that were founding principles of the American Revolution and that continue to be relevant today.

Under the Revolutionary Legacies alternative, communities would explore their historic and cultural identities today, the roots of their contemporary identities, and their relationships to themes of the American Revolution. What was the community like at the time of the Revolution and how has it evolved to the present? What issues and challenges did our forebears face both nationally and locally? How did they respond and what lessons can we draw from their experiences? How have community issues changed and in what ways are they similar? What is the community's identity today and what similar issues do we face? How should we face today's issues?

Under this alternative and within the context of the Crossroads mission and programmatic guidelines, communities would set their own priorities with regard to education, preservation, and community development programs in response to their current identity, current issues and needs, and their relationship to America's continuing revolution. The role of Crossroads would be changed and expanded from its current range of activities to concentrate more specifically on working closely with local communities to address their planning needs and revitalization efforts within the context of the Crossroads mission.

Staff would focus on working directly with communities on programming, revitalization, interpretation, linkages, historic preservation, stewardship, and community planning in general. Program guidelines and requirements would be developed in concert with heritage area goals, requiring communities to make a special effort to apply for support. The communities that receive intensive technical assistance would be prioritized annually. Crossroads would coordinate with statewide programs assisting community planning and development. Strong incentives would be offered to encourage participation and programmatic coordination.

An overview of the roles Crossroads would play in various areas of interest under Alternative B, Revolutionary Legacies, is outlined below. Examples of the types of projects that might be undertaken with respect that those roles include:

- Community revitalization plans;
- Grants for local programming and events;
- Outreach programs to minorities and the young;
- Implementation grants for neighborhood revitalization;
- Implementation grants for parks and recreational sites related to the American Revolution; and
- Support for local visitor centers.

### **Primary Audience B**

Revolutionary Legacies focuses upon the **residents of local communities** as they address today's issues and revitalize their communities. While relevant throughout the heritage area, Revolutionary Legacies would be particularly important to those who are less interested in history and more interested in effecting change in today's society. It would be particularly relevant, therefore, to minority communities who are new to the American experience and seek to relate to its meaning in their lives. Revolutionary Legacies would also be attuned to high school and college students who are exploring the American idea.

### **Interpretation B**

Interpretation for Revolutionary Legacies would focus upon the **ideas and ideals of the American Revolution** and their relevance today, rather than upon Revolutionary War events. **Programs that engage residents**, especially the young, would be emphasized over exhibits and tours. Historic sites would use local stories to illustrate larger Revolutionary themes. The social and physical character of the community at the time of the Revolution and the issues residents faced – economic, ethnic, religious, social, political – would be explored and parallels drawn to issues we face today. Interpretation would be a means of encouraging community-building. The daily life of residents in the community at the time of the Revolution would be interpreted. The meaning of 'life, liberty, and the pursuit of happiness' then and now would be explored.

### **Heritage Tourism B**

Heritage tourism would be a means through which community revitalization can be achieved. It would not, however, be a primary goal of the alternative in and of itself. Through programming and interpretation to local residents, improvements to community character, and a comprehensive program of community revitalization, **new visitors would also be attracted** to communities and local economies would be supported. Visitor services would be strengthened in downtown centers with an emphasis on dining and shopping. The marketing of public events and programming at local sites and institutions intended to be of most interest to local communities would receive precedence over interpretation to attract visitors from outside the local communities.

### **Linkages & Wayfinding B**

Though emphasis would be upon programming, interpretation would include the development of **local, small-scale community visitor centers, local touring routes, walking tours**, and locally produced brochures and guidebooks. Wayfinding would use local community signage systems, brochures, and electronic media intended to reinforce community identity. A **network of local trails and walking and bicycle routes** would help link communities together.

### **Recreation B**

Active **recreation would be featured** as an important community amenity using public parks and open space. The development of walking trails and local touring routes binding communities together would be encouraged. **Interpretation in conjunction with parks and trail networks** would be offered. **Family-oriented community activities** in public parks would feature community-building themes based on public dialogue and interpretation of community identity. **Public events such as marathons and bicycle races** would have a thematic orientation and would support community revitalization.

### **Historic Preservation B**

Historic preservation would be focused primarily upon addressing today's **community development and social needs**. The revitalization of historic community downtown centers and neighborhoods would be a primary emphasis. Preservation programs that focus upon educating residents of the local community and strengthen community character would be encouraged. Historic resources would be used to illustrate the ideas upon which the American Revolution was based using local stories. Monuments, plaques, and other commemorative resources would be preserved, enhanced, and interpreted.

### **Community Planning & Revitalization B**

Individual communities within the heritage area would develop **comprehensive revitalization programs** that address key local quality-of-life issues. Communities would decide their own planning priorities. While the emphasis in this alternative is on understanding community evolution and sharing this story community by community, the community planning focus presents a major opportunity for creating an over-arching, coordinated approach to many community needs. Crossroads would encourage using historic preservation to support economic revitalization and the strengthening of community character.

### **Natural Resources B**

The conservation of natural resources would be promoted as an essential element of community planning and key to issues that our communities face. A focus would be placed upon identifying and protecting remaining natural resources within local community contexts and connecting communities to the regional natural systems beyond their boundaries. The conservation, development, and use of **community parks and open space** would be emphasized as a

component of strong community character. In urban areas, vegetation and plant communities would be encouraged that are appropriate to neighborhoods and streetscapes and strengthen their character. Sustainable systems would be promoted to address community development issues by lowering energy use, managing stormwater, and improving water quality.

### **Scenic Resources B**

Revolutionary Legacies would emphasize the development and use of community parks and public open space in enhancing community character. In land stewardship, the focus would be on the refinement of existing plans for **open space conservation and management** – making sure that those plans account for the needs of the community. Plans would also help preserve Revolutionary War sites and other historic sites that illustrate the community's story. As noted above, recreational trail development would receive emphasis in this alternative, including the protection of the scenic context of local touring routes and walking tours.

### **Management B**

**Crossroads Structure B:** Crossroads would establish **regional offices** to work with local communities in different geographic areas facing different community issues. The two offices required in the legislation would be a part of this system with one also serving as a central office. The Crossroads board would remain as it is currently configured. A "Committee of Correspondence" would be created to help organize and monitor community participation. The committee would be composed of regional representatives familiar with the local communities and issues within their areas as well as selected board members. Association staff would provide support the committee. The committee would monitor the participation and quality of impact within local communities and recommend adjustments to programs to the board.

**Partnerships B:** Existing **local organizations and institutions** would partner with the heritage area to provide programming for local residents. The strengthening of these institutions within the community would be a primary goal. Organizations and institutions would work together to implement a broad-based program of community revitalization.

**Capabilities of the Crossroads Association B:** : Staff would **work directly with communities** on projects within their jurisdictions and would help coordinate support for those projects from a range of state partners.

**Crossroads Outreach B:** An annual "convention" would be held for **Crossroads communities**, sharing technical information and building a cross-heritage-area sense of collaboration.

## **2.6 Alternative C – Welcoming Visitors**

Welcoming Visitors **would emphasize using New Jersey's Revolutionary War story to attract national and regional heritage tourism**, promote economic development, and support community revitalization. Crossroads of the American Revolution is a nationally significant story that would be presented to visitors. Welcoming Visitors would fulfill the Crossroads mission by interpreting historic sites and landscapes to heritage travelers and telling the story of New Jersey during the American Revolution. In presenting the Crossroads story to visitors, local residents would hear it, relate to it, and appreciate it as well.

Welcoming Visitors would be developed using the heritage tourism principle of finding the right fit between individual communities and tourism. Communities would receive guidance to determine how they want to preserve historic resources and how they would attract and host visitors. This alternative would be closely coordinated with the implementation of a new state heritage tourism plan to raise the profile of Crossroads within the state and to feature Crossroads communities as heritage destinations.

Welcoming Visitors would support local and statewide economic development. Emphasis would be placed upon community revitalization that provides high quality visitor services and overall visitor experience. Visitor services would include visitor orientation centers, touring information, accommodations, dining, signage, and similar needs. Assisting local communities to become visitor-ready would simultaneously enhance local quality of life.

Crossroads staff would focus on increasing visitor services; community development to enhance the visitor experience and quality of life; marketing and promotion; and coordinating with counties, communities, and sites. Crossroads programs would be developed in coordination with regional DMOs and statewide programs assisting community planning and development. Incentives would be developed to help meet programming goals.

While the primary goal of Welcoming Visitors is to bring heritage tourists and visitors to the heritage area, elements of the alternative, such as a comprehensive website and marketing program, would have the benefit of raising awareness about New Jersey's role in the American Revolution on a regional and national scale and making learning about the heritage area possible from afar.

An overview of the roles Crossroads would play in various areas of interest under Alternative C, Welcoming Visitors, is outlined below. Examples of the types of projects that might be undertaken with respect that those roles include:

- A heritage area-wide interpretive plan linking primary attractions;
- A national and international marketing program;
- A comprehensive website with visitor information;
- High end graphic and electronic media offerings for visitors;
- Implementation grants for programming at primary attractions;
- Implementation grants for visitor service communities;
- Mentoring programs for smaller interpretive sites;
- Highly publicized events for visitors; and
- Hospitality training for site and visitor service staffs.

### **Primary Audience C**

Welcoming Visitors would be the heritage tourism alternative. It would focus upon both **in-state and out-of-state visitors** that fit the profile of heritage tourists: generally older, affluent visitors traveling as couples or in small groups. Heritage tourists are interested in a holistic experience that includes not only authentic, high quality interpretive attractions, but also dining, lodging, shopping, and a pleasing travel experience.

### **Interpretation C**

Interpretation would focus upon **primary visitor attractions** within the heritage area **supplemented by a constellation of smaller house museums and historic sites**. Authentic historic sites with evocative stories illustrating Crossroads themes would attract visitation. Entertaining, sophisticated, high quality presentations would provide a memorable visitor

experience that would spread through word-of-mouth. Touring routes would feature self-guided outdoor exhibits with visitor amenities. Major investments would be made in interpretive sites to create desirable destinations and to enliven and enrich the story at key places along touring routes. Investments would be made in high-end technology that allows for a sophisticated experience and the frequent updating of exhibits and interpretive materials providing fresh experiences and attracting repeat visits.

### **Heritage Tourism C**

**Heritage Tourism promoting economic revitalization** would be the primary goal of Alternative C. Visitor experiences in rural and suburban areas would be designed for traditional heritage travelers. Visitor experiences in urban areas would be designed for visitors familiar with urban contexts. The heritage area would be program-rich, constantly refreshing, highly visible, and easily understandable, attracting visitors from other places who may initially know nothing about a local community and may have preconceived notions about what New Jersey has or does not have to offer. The **establishment of high quality visitor services would be key** to a satisfying experience. Attractions and service communities would undergo hospitality training and learn to market attractions to visitors. A sophisticated web-based presentation of visitor information would be a primary means of marketing. High profile events would publicize Crossroads attractions and experiences.

### **Linkages & Wayfinding C**

A comprehensive system of **regional visitor centers and touring routes** would be developed and marketed to visitors. Major investments would be made in establishing and enhancing touring routes, making them easy to follow and providing visitors with a lasting positive impression. Regional visitor centers would be located to be accessible as gateways from primary statewide roads and to provide access to touring routes and featured destinations. A network of touring routes would link primary attractions, historic sites, historic communities, and visitor service communities. The **statewide wayfinding signage system** would be used along touring routes and would provide a **single graphic identity** for touring the heritage area. Signage would be supplemented by a sophisticated web-based system providing information to visitors.

### **Recreation C**

Recreational opportunities for visitors would **supplement the visitor experience** along touring routes and at historic attractions and communities. Existing historic sites that already attract recreational users would be further enhanced to become recreational destinations that can be marketed to visitors. Existing and new hiking trails, bicycling routes, and water trails would be featured. Large-scale recreational events such as marathons, races, and regattas would be used to generate publicity.

### **Historic Preservation C**

Historic preservation initiatives would focus upon the preservation of **key interpretive sites** that are publicly accessible and upon **improving the character of historic communities and visitor service communities**.

### **Community Planning & Revitalization C**

Community planning for the heritage area would center on **helping communities become ready for visitors** and in finding the right balance between tourism and local community interests. Local planning would be coordinated with a heritage area-wide plan for tourism and interpretation. Substantial investments would be made in infrastructure that supports tourism and

visitor experience, including orientation centers, byway routes, interpretive sites, streetscape improvements, and historic downtown areas featuring local restaurants, shopping, and lodging.

### **Natural Resources C**

Natural resource conservation that contributes to the **visual character** of communities and byways would receive primacy within the heritage area. Within communities, natural resources associated with historic sites and recreational venues marketed to visitors would receive attention. Along byways and touring routes, discussed below, natural resources that contribute to the visual character and visitor experience would be preserved.

### **Scenic Resources C**

**Scenic byways and touring routes** would be a primary component of the heritage area presentation. Byways would be identified that have appealing landscapes, link primary attractions and historic communities, and tell key stories. Land conservation and stewardship would focus upon the preservation and management of **open space and landscapes along these touring routes and scenic vistas associated with them**. The preservation of scenic landscapes associated with historic attractions would also be a priority.

### **Management C**

**Crossroads Structure C:** Crossroads would feature a **central office** that in many ways **acts as a heritage area-wide destination marketing office (DMO)**. The central office would house Crossroads key staff members and would serve as an organizational, marketing, and promotional center for the heritage area. It would coordinate closely with other DMO offices within the region. A second **supporting office**, as required in the legislation, would provide technical services to sites and communities. The current board structure would be maintained.

A Heritage Tourism Development and Marketing Advisory Committee would be created to oversee implementation and management of the heritage tourism initiative. The committee would be comprised of DMO executive directors from within the region, representatives from primary visitor attractions, and representatives of state-level tourism and economic development organizations. The committee would oversee coordinated tourism product development, marketing, and promotion within the heritage area.

**Partnerships C:** Crossroads would act as an **umbrella organization coordinating regional DMOs, interpretive attractions, and visitor service communities**. Major attractions would be primary partners within the heritage area. Smaller historic sites would be cultivated and mentored, complying with hospitality and visitor experience guidelines. Programs and incentives would be provided for their benefit. Visitor service communities would be identified and programs developed for their enhancement.

**Capabilities of the Crossroads Association C:** Staff would focus on coordinating and implementing marketing, promotion, and visitor service projects in association with partners.

**Crossroads Outreach C:** An annual “convention” would be held for attractions, visitor service communities, and DMOs, sharing technical information on tourism development and building a cross-heritage-area sense of collaboration on marketing and promotion.

## **2.7 Alternative D – Resource Stewardship**

Resource Stewardship would emphasize **preserving the physical presence of the Revolutionary Era**, including buildings, landscapes, archeological sites, ‘legacy’ communities, commemorative markers, monuments, and other resources. Much physical evidence of the American Revolution and the times leading up to and following the Revolution in New Jersey remains in the National Heritage Area. Although most of the landscape has greatly changed in character since the 18th century, enough remains to intrigue and tantalize visitors and residents who want to see and experience the scenes of the Revolutionary Era. New Jersey's longstanding emphasis on the protection of open space through land conservation and community planning and its equally longstanding work to document and preserve historic buildings and communities have led to the preservation of many important sites and cultural landscapes where it is possible to imagine the Revolutionary Era. ‘Doorways into time’ still exist, from the Trenton Barracks in the west to the Monmouth Battlefield in the east, from Fort Lee in Bergen County to Fort Mercer in Gloucester County.

Wonderful landscapes – beautiful in their Revolutionary times, and beloved today – link these and many more specific sites, landscapes such as the Raritan River valley, and the byways leading to Monmouth. New Jersey residents know a great secret largely unknown to the nation: New Jersey really is the "Garden State" that in many places comprises fertile farms, lovely waterways, historic communities, and scenic byways and trails.

New Jersey's population growth and development, however, has caused many areas to change and altered the once rural landscape. That growth will continue unabated in the face of a massive surge in population projected for the next twenty to forty years, requiring redoubled action to preserve historic sites, communities, and landscapes.

It was the critical mass of extant resources that persuaded the United States Congress to grant National Heritage Area status to this region. The Crossroads Association and its many partners have a responsibility for their stewardship so that significant resources can survive through this generation and well beyond. The National Park Service plans for a thousand years – so, too, should this place consider the long term survival of the remaining physical resources of this most critical place in the history of the nation.

Recognition of this responsibility is at the heart of Alternative D. It offers the strongest possible rationale for New Jersey's many land trusts and environmental groups to support the heritage area. In emphasizing this rare collection of historic resources and landscapes and working at the statewide level to create policies and programs to reinforce their preservation – as much as possible, as soon as possible – Crossroads would be building a new audience for traditional open space action and educating a new generation about the critical nature of preservation for the long term.

Crossroads staff would coordinate with statewide programs assisting community planning and development and lead statewide initiatives to gain more public support and resources for preservation and recreational access. A Crossroads staff member would act as a **circuit rider** working with a variety of legacy communities on planning for open space, historic preservation, and revitalization as well as open space protection and acquisition. A site preservation specialist would work with attractions and witness sites on long-term planning and programs to address bricks-and-mortar needs and recreational enhancements. Planning would be a preliminary requirement for other support. Crossroads would be capable of acting as a **land trust** for acquisition of property and easements where local capabilities are limited and other statewide



groups cannot step in. Crossroads would **publicize** the fight for the preservation and improvement of local sites.

An overview of the roles Crossroads would play in various areas of interest under Alternative D, Resource Stewardship, is outlined below. Examples of the types of projects that might be undertaken with respect to those roles include:

- Matching grants for community, preservation, and open space planning;
- Heritage area resource inventories;
- Matching grants for the purchase of historic properties;
- Matching grants for the purchase of conservation easements;
- Stewardship grants for historic properties; and
- Corridor management plans for scenic byways.

### **Primary Audience D**

The primary audiences for Alternative D, Resource Stewardship, would be organizations with **preservation interests** throughout the heritage area and the state. Crossroads would actively collaborate with and lead historic and landscape preservation organizations. Primary affiliations would be with other statewide organizations, but the goal would be to stimulate preservation action at the local and regional levels.

### **Interpretation D**

Authenticity would be a primary value; storytelling would be important, but even more important would be the preservation of these rare sites. Interpretation under Alternative D would be designed to **support preservation activities**. Interpretation at primary and secondary attractions would help **raise public awareness** about the state's Revolutionary Era resources. Touring routes would feature historic roads and landscapes and emphasize the importance of open space preservation. Witness sites and legacy communities would be identified and used to tell their own particular stories. The interpretive experience would be **targeted to local residents** and would be individual, small scale, and personal. Preservation would be the inherent subtext in stories of lost landscapes and vanished sites.

### **Heritage Tourism D**

Under Resource Stewardship, tourism would be a side benefit and **secondary goal** to the principal thrust of as much preservation as possible, as soon as possible. Heritage tourism would be used as a means to raise public awareness about the preservation of significant historic resources and landscapes. Heritage tourism would be marketed to visitors and would focus upon experiences that promote historic preservation within communities and scenic byways in more rural areas.

### **Linkages & Wayfinding D**

Byway linkages between communities would be used as a **means of preserving open space** and rural and agricultural landscapes. A simple wayfinding system would be used to identify routes and make residents aware of these byways and landscapes.

### **Recreation D**

Recreation would be used as a **means of preserving open space**. The need and desire for recreational facilities among the state's growing population would provide support for **adding to the region's existing system of parks and preserves**. Outdoor recreational opportunities that feature the natural landscape, such as walking, jogging, hiking, bicycle, and water trails, would be emphasized. Public recreational events would promote Crossroads themes, sites, and

communities. Under Alternative D, recreation would provide a rationale for undertaking preservation of the natural landscape and would build public support for the allocation of state, regional, and local resources to resource protection. Its focus would emphasize the quality of the natural landscape.

### **Historic Preservation D**

To support historic preservation actions a **broad-based inventory** of Revolutionary Era resources would be undertaken, including buildings, sites, landscapes, archeological sites, and commemorative markers. Central to the Resource Stewardship initiative would be providing incentives and technical assistance for **local municipal preservation plans and programs** for resource protection. Crossroads and its partners would pursue **special funding** to support bricks-and-mortar preservation, cultural landscape assessments and preservation, and other historic preservation tools that must be brought to bear on this critical issue. Key attractions – Revolutionary sites already in public hands as well as sites owned and operated by non-profit organizations – would receive support for **site and management planning** to identify critical needs and ways to address them. Coordination with the New Jersey State Historic Preservation Office and support of its preservation programs would be integral to historic preservation under Alternative D. Actions such as undertaking a broad-based inventory of Revolutionary Era resources would build upon existing range of HPO incentives, programs, and databases.

### **Community Planning & Revitalization D**

**Community planning that preserves historic resources and landscapes, and that revitalizes historic communities** would be the primary focus of the Resource Stewardship alternative. Crossroads would actively support planning and best practices initiatives that strengthen community character. Individual communities within the heritage area would develop **comprehensive revitalization programs** emphasizing historic preservation and landscapes conservation goals.

### **Natural Resources D**

Conservation of natural resources would be promoted as an essential element of community planning and key to issues that our communities face. The Crossroads Association and its partners would be committed to an **active role in open space conservation** as opposed to the supporting role conceived in other alternatives. Cultural landscape methodologies would be used to identify landscape resources significant to the Revolutionary Era, prioritize landscape preservation actions, and develop landscape treatments. The conservation, development, and use of **community parks and open space** would be emphasized as a component of strong community character. In urban areas, vegetation and plant communities would be encouraged that are appropriate to neighborhoods and streetscapes and strengthen their character. Sustainable systems would be promoted to address community development issues by lowering energy use, managing stormwater, and improving water quality.

### **Scenic Resources D**

A **scenic resources plan** for the region would guide policies and investments that preserve and improve the visual quality of the heritage area. The plan would address the preservation and possible restoration of scenic historic landscapes that are significant to the integrity of historic properties associated with the Revolutionary Era, especially those recognized by the National Register and National Historic Landmark programs. The plan would identify critical views and vistas, potential scenic byways, and areas for visual improvement. The preservation of **scenic landscapes associated with historic sites** would also be a priority. Land conservation and stewardship would focus on the preservation and management of open space, landscapes, and

scenic views along byways, touring routes, and waterways. **Community beautification initiatives** would enhance the quality of life of residents in urban and suburban areas and support community revitalization that emphasizes historic preservation.

#### **Management D**

**Crossroads Structure D:** Crossroads would work from its **two central offices**. The Crossroads board would remain the same. A “Committee of Correspondence” would be created to help organize and energize open space protection and historic preservation, especially to fight for the establishment of more protection funding and policies at the state level. The committee would be comprised of preservation professionals from the state, county, and local levels. It would include those involved in landscape preservation as well as historic preservation and would represent non-profit organizations as well as governmental entities.

**Partnerships D:** Crossroads would engage a variety of **statewide and regional partners** that focus upon community planning and open space preservation. Together, these partners would develop coordinated programs that reach down to the local municipal and site levels to **stimulate local historic and landscape preservation initiatives**.

**Capabilities of the Crossroads Association D:** Crossroads staff would work directly with partners at all levels on landscape and historic preservation initiatives as described in the introduction to this section.

**Crossroads Outreach D:** An annual “convention” for **sites, communities, and other partners** would be held, with the principal goal of building a cross-heritage-area sense of collaboration on gaining statewide recognition and support for the urgency of preservation. The convention would also enable region-wide sharing of technical information on community planning, historic preservation, open space protection, recreational access, and site management.

### **2.8 Alternative E – Regions and Roads (Preferred Alternative)**

In Alternative E, Crossroads would emphasize the presentation of the Revolutionary Era story to residents of New Jersey in order to raise public awareness. The history of the American Revolution is a key element of the public memory and is memorialized throughout New Jersey communities in place names, road names, monuments, memorials, and preserved sites. However, to a large extent this history is taken for granted and is not active in the public consciousness. Alternative E, Regions and Roads, would seek to awaken this consciousness and bring it to the forefront, using it as an active and unifying element for community enrichment and pride.

A broad-based program of interpretation and education would be created and tailored to the character of each portion of the heritage area and the stories they have to tell. This program would support other preservation and community revitalization goals. The Crossroads presentation would have four primary elements:

1. Community-based Interpretation: Communities and sites would be encouraged to tell their own stories within the context of the Crossroads interpretive themes. Stories and presentations would be unique community-to-community and site-to-site. Special programs would be developed for ‘legacy communities’ that existed during the Revolution.

2. Regional Storylines: Particular geographic regions would be identified within the heritage area based upon proximity, character, and key stories of the American Revolution. Within each geographic region, physical and interpretive linkages would be created among related sites and communities resulting in a rich and complete presentation of identified storylines. As noted above, individual communities and sites would be encouraged to tell other stories as well. Together, the regional storylines, linkages, and individual community and site presentations would combine to tell the complete story of the American Revolution in New Jersey.

3. Urban Strategy: Special initiatives would be created for the region's urban areas that have lost their integrity and whose populations may have difficulty relating to stories of the Revolution. These areas would emphasize programming over preservation and the ideas and ideals of the Revolution over the interpretation of events. Special programs would be created to engage minority communities and the young, presenting the principles and ideas of the American Revolution and their relationship to contemporary issues and challenges we face in our communities today. A focus would be placed upon community character and development.

4. Heritage Area-wide Context: Primary and regional attractions would collaborate in telling the overall story of the American Revolution in New Jersey as well as their own parts in that story. These attractions would serve as the foundation for and as gateways to community and regional interpretation in legacy communities, local sites, and regional storylines, providing them with the overall context in which they can be appreciated.

An overview of the roles Crossroads would play in various areas of interest under Alternative E, Regions and Roads, is outlined below. Examples of the types of projects that might be undertaken with respect to those roles include:

- A heritage area-wide interpretive plan providing context and the overall story in which storyline, community, and site interpretation fit;
- Regional interpretive plans linking local sites and communities with common themes and storylines;
- Orientation exhibits at primary attractions;
- Grants for local interpretive exhibits and programming;
- Operating support for local interpretive sites; and
- Guidelines and standards for local presentations and visitor experience.

### **Primary Audience E**

Alternative E would be focused upon telling the story of the American Revolution to **local residents** to raise the public awareness of the role of the state in the American Revolution as outlined in the legislation creating the Crossroads of the American Revolution National Heritage Area. In general, this would be achieved through interpretation and educational programming implemented at the local and regional levels.

### **Interpretation E**

Introduction and orientation to the heritage area's themes and presentation would be provided at primary, full-service attractions, regional attractions, and other appropriate locations. **Comprehensive interpretive plans** would be created for each of the geographic areas **featuring regional storylines** using legacy communities as regional gateways with visitor centers, touring routes with outdoor exhibits, and coordinated interpretation at participating sites. **Interpretive plans** would be created **for individual communities and sites** coordinating local presentations within the context of heritage area-wide themes and presentations.

### **Heritage Tourism E**

Heritage tourism would be a **secondary interest** in implementing the primary goal of educating residents. Marketing for heritage tourism would focus upon statewide residents as well as visitors. The creation of a **high quality visitor experience** for visitors would be used as an essential starting point and baseline for and introduction to a much broader program of regional and community interpretation. The heritage area would create a high quality experience for residents that encourages repeated casual, short-term visits within the community and to neighboring communities over time. Visitor experiences in rural and suburban areas would be designed for traditional heritage travelers. Visitor experiences in urban areas would be designed for visitors familiar with urban contexts. User friendly web-based visitor information would be a primary means for marketing and presentation. An annual calendar of high profile events would publicize Crossroads attractions and experiences.

### **Linkages & Wayfinding E**

Scenic byways and touring routes would be a component of the heritage area presentation both regionally and locally. **Regional heritage byways** would link geographic areas and present key storylines. **Local heritage byways** would be featured within geographic regions and storylines linking interpretive sites with presentations on shared themes and stories. Investment would be made in establishing and enhancing touring routes, making them easy to follow, and providing residents and visitors with a lasting positive impression.

### **Recreation E**

Recreation would be used as a **way to engage residents** in interpretive presentations. Existing historic sites that are used for recreation would be encouraged to promote recreational uses and incorporate interpretive content into the experiences. Walking, hiking, bicycle, and water trails would be used for interpretation using outdoor exhibits, published materials, and electronic media. **Public recreational events** would promote Crossroads themes, sites, and communities.

### **Historic Preservation E**

Historic preservation initiatives would help **preserve local historic sites** in order to tell the story of the American Revolution. Preservation would focus upon developing a **broad-based inventory** of Revolutionary War resources, including buildings, sites, landscapes, archeological sites, and commemorative markers and on creating and strengthening **local municipal preservation programs** for their protection.

### **Community Planning & Revitalization E**

Community planning would have a **secondary role** to that of telling the story. The heritage area would support the development and implementation of local and regional **open space plans** as well as local **community revitalization plans** as a means through which to raise the public consciousness. Revitalization plans would focus primarily upon legacy communities supporting interpretation and visitor service communities supporting regional tourism.

### **Natural Resources E**

Natural resource protection **by others** would be **generally supported** as a component of land conservation and stewardship efforts and community revitalization programs. Crossroads would develop criteria related to historical significance and integrity as a basis to support specific natural resource conservation initiatives.

### **Scenic Resources E**

**Scenic byways and touring routes** would be a primary component of the heritage area presentation both **regionally and locally**, as mentioned above. The heritage area would support land conservation and stewardship by others focusing upon the preservation and management of scenic views along these touring routes. The preservation of scenic landscapes associated with historic attractions would also be a priority.

### **Management E**

**Crossroads Structure E:** Crossroads would feature a **central office** helping to coordinate the work of its many partners and a **supporting office** providing technical assistance for interpretive programming. Board structure would remain the same. A “Committee of Correspondence” would be organized with subcommittees to oversee heritage area programming.

**Partnerships E:** Crossroads would engage in **local and regional partnerships** to organize interpretive and educational programming at the local and regional levels. Regional partnerships would collaborate on the presentation of regional storylines and implementation of programs in conformance with heritage area-wide guidelines. Local partners would interpret individual communities and sites in accordance with heritage area guidelines.

**Capabilities of the Crossroads Association E:** Staff would be focused on **implementing partnership programs**, coordinating the activities of partners, encouraging participation, marketing to statewide residents, and making sure that guidelines and standards are followed. Staff would take the lead in coordination with statewide and county programs assisting community planning and development that supports local and regional area programming.

**Crossroads Outreach E:** An annual “convention” for sites, communities, and other partners would be held, sharing technical information on education, interpretation, and community planning and building a cross-heritage-area sense of collaboration.

## **2.9 Alternatives Considered But Dismissed**

### **Develop Alternatives Based Upon Physical Organization**

In considering how alternatives should be developed for the heritage area, a fundamental choice was whether alternatives should be based upon physical organization of the visitor experience or upon programmatic priorities. ‘Physical organization of the visitor experience’ refers to how interpretation is physically organized through visitor centers and touring routes. The idea that heritage area alternatives could be based simply upon various options for physical organization was dismissed. This decision was made for two reasons.

First, Crossroads is a large and physically complicated area. A large population, extensive urban and suburban development, and complex and busy road systems are a basic challenge for mere recognition of the heritage area let alone effective programming. There are no easy access points for entering the heritage area and no easy ways to get around. Movement into and around the heritage area will be a basic challenge that will have to be met in different ways for different areas. There will be no simple solution or set of options.

More importantly, however, is the question of priorities. Because of the size and complexity of the heritage area, there are widely differing community characteristics based upon socioeconomic circumstances. Crossroads has a full range of different types of communities, from heavily

urbanized areas with minority populations and serious economic, social, and community development challenges; to stable urban and suburban areas that are continuing to evolve; to emerging suburban areas that are undergoing rapid change; to affluent suburban and rural areas with strong landscape preservation interests. In order to be relevant, Crossroads must develop programs that engage each of these widely diverse types of communities in ways that recognize their interests and help address their challenges. This is the fundamental task that the heritage area faces. How Crossroads will shape, prioritize, and implement programming that engages communities and residents is its primary challenge and far outweighs issues related to physical organization. The question of physical organization was therefore considered secondary to the assessment of programmatic priorities in the development of alternatives for the heritage area.

### **Ownership and Operation**

Associated with the question of physical organization, it was also a consensus of the Crossroads Association board that the Association need not own or operate interpretive sites or facilities. The primary role of the Crossroads Association is to orchestrate the heritage area and forge productive partnerships among the many existing local and regional organizations. The Crossroads Association should be a facilitator and supporter, not a competitor. While the possibility of owning and operating property is not excluded, particularly while statewide economic and policy issues are shifting, the energy needed to run properties on a day-to-day basis might distract the Association from its larger legislated purpose.

The question of whether a major new museum or new visitor orientation facilities would be proposed unrelated to existing sites and operated by the Association was also dismissed. Existing interpretive sites are felt to be sufficient for visitor orientation needs, and any new interpretive or visitor orientation facilities should be constructed in association with them.

### **2.10 Mitigation Measures**

Through its programming and support, the Crossroads of the American Revolution National Heritage Area will have a direct relationship with partners who are undertaking projects that have a physical impact upon communities, landscapes, and resources. In its programming, Crossroads will therefore establish criteria and guidelines that will assure that projects and initiatives it supports meet basic goals and standards for resource and environmental protection, preservation, and stewardship. These criteria and guidelines will be outlined in the management plan along with processes for their realization. In general, they will include:

- Compliance with federal, state, and local laws and regulations for resource evaluation, protection, and stewardship;
- The inventory of natural, cultural, and historic resources for any property undergoing physical development or being managed under programming supported by the heritage area;
- Compliance with the Secretary of the Interior's Standards for the Treatment of Historic Properties in all projects, programs, and initiatives;
- Plans for the avoidance of adverse impacts upon natural, cultural, and historic resources or for the mitigation for such impacts;
- Coordination of projects with other community plans and planning goals and priorities;
- Where archeological resources may be impacted, survey and testing to identify archeologically sensitive areas, avoidance of archeological sensitive areas, and data recovery or other appropriate mitigation measures of sensitive areas where avoidance is not possible;

- Cultural landscape inventory, assessment, and treatment plans for landscapes being preserved or affected by heritage area programming;
- Programs and initiatives that enhance community character and support community revitalization in accordance with resource protection and adaptive reuse strategies;
- Minimizing of site disturbance and removal of vegetation for landscape construction projects;
- Maximizing the preservation and support of healthy ecosystems and native plant communities;
- Avoidance of wetlands, floodplains, flood zones, and adverse impacts upon waterways, stormwater management systems, and waters;
- Support for alternative forms of transportation; and
- Support for sustainable programs for energy use and consumption.

### **2.11 Alternatives Comparison Table**

The table below shows a side-by-side comparison of how each of the alternatives evaluated in this management plan and environmental assessment meets the purpose, need, and goals outlined in Chapter 1.

(INSERT TABLE)

### **2.12 Impact Comparison Table**

Chapter 4, *Environmental Consequences*, presents a detailed analysis of the potential impacts of the five alternatives evaluated in this management plan and environmental assessment. The table below provides a summary comparison of the potential impacts of the alternatives.

(INSERT TABLE)

### **2.13 Environmentally Preferred Alternative**

The National Park Service is required to identify the environmentally preferred alternative in its NEPA documents for public review and comment [DO-12 Handbook, Sect. 4.5 E (9)]. The environmentally preferred alternative is defined by the Council on Environmental Quality in their NEPA's Forty Most Asked Questions: "The environmentally preferable alternative is the alternative that will promote the national environmental policy as expressed in NEPA's Section 101. Ordinarily, this means the alternative that causes the least damage to the biological and physical environment; it also means the alternative which best protects, preserves, and enhances historic, cultural, and natural resources" (Q6a).

Alternative D, Resource Stewardship, is the environmentally preferred alternative among those alternatives considered for the Crossroads of the American Revolution National Heritage Area. Alternative D would focus the programs and energies of the heritage area upon the preservation and stewardship of historic, cultural, and natural resources as the heritage area's highest priority. While the other alternatives considered also support environmental goals and are, in general, environmentally friendly, only Alternative D sets protection, preservation, and enhancement of historic, cultural, and natural resources as its primary objective. Based on the analysis of the environmental consequences of each alternative, therefore, Alternative D is the Environmentally Preferred Alternative.



## 2.14 Selection of the Preferred Alternative

Following a series of public meetings on alternatives for Crossroads of the American Revolution and a five-week period to receive additional public comment, the Board of Directors of the Crossroads of the American Revolution Association met to select a preliminary preferred alternative for further exploration. At the board workshop, the consulting team presented the alternatives as they had been presented at the public meetings, and the results of the public meetings were discussed.

During the public meetings, in addition to facilitated discussion, participants were asked to vote on the various alternatives. Votes were conducted in two ways. First, a show of hands was requested for each alternative with each person permitted to vote twice (for the same alternative, if they wished). Second, participants were asked to complete a handout ranking each alternative on a scale of one to ten with one being low and ten being high. Written comments were also requested on the handouts. It was requested that additional comments be submitted by email or fax following the meetings.

The results helped the board and the consulting team to assess the public/partner response to the discussion of alternatives. Not including board members or staff, approximately 135 individuals participated in the four public meetings and webinar on alternatives. 196 hand votes were recorded (two were permitted per person), and 55 ranking and comment sheets were received. Almost all of the meeting participants represented potential partner organizations. While the overall numbers were small, the discussions at the meetings were interesting and enthusiastic. The written comments received at the meetings were very helpful, and the few comments received by email during the thirty day comment period were detailed and included specific recommendations on implementation.

In general, very few participants felt that Alternative A, *Current Conditions Continue*, was adequate for the future of the heritage area, despite the consulting team's strong support for the ongoing activities that Crossroads was undertaking. Just under 20 percent of those expressing an opinion voted for Alternative B, *Revolutionary Legacies*. This was a higher number than was expected, however, and seemed to reflect discussion during the meetings about the need to make the meaning of the Revolutionary story relevant to today's residents. Most votes were evenly distributed between Alternative C (*Welcoming Visitors* – heritage tourism), Alternative D (*Resource Stewardship* – preservation), and Alternative E (*Regions and Roads* – telling the story to residents) with 26 percent, 27 percent, and 28 percent of votes received respectively. These results seemed to reflect both the makeup of the audience – stakeholders interested in history and interpretation – and their expectations expressed during discussions that Crossroads would provide leadership and assistance in supporting interpretive sites.

Upon discussion, the Board of Directors agreed. At the board workshop on a preferred alternative, consensus was reached that the Crossroads management plan recommendations should focus upon Alternative E (*Regions and Roads* – telling the story to residents). Telling the story to residents was felt to be the way to initiate the Crossroads mission and most effectively begin to raise public awareness of New Jersey's role and significance during the American Revolution as outlined in the heritage area's enabling legislation. As discussed in Alternative E, other Crossroads goals will be achieved over time through means consistent with the focus upon New Jersey residents.

Following identification of a preliminary preferred alternative, the consultant team was asked to explore how such a preferred alternative might be implemented. Working with the management plan steering committee over a nine month period, a Draft Implementation Plan for the preferred alternative has been developed, outlining potential guidelines, recommendations, and actions based upon the concepts outlined in the preferred alternative. The Draft Implementation Plan is attached to this Environmental Assessment for public review and comment.

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