

## *Chapter 9 • Crossroads Preservation*

The Crossroads of the American Revolution National Heritage Area includes many of New Jersey's most populated areas within its boundaries. Extending from Fort Lee in the northeast to Gloucester City in the southwest, the heritage area includes all or part of 14 counties and 213 municipalities. Communities in the northeast are part of the New York metropolitan area and are heavily oriented toward New York City while communities in the southwest are part of the Philadelphia metropolitan area and are oriented toward that city. Within the heritage area boundaries there is a great diversity of communities ranging from heavily urbanized cities such as Newark, Elizabeth, and Trenton to suburban communities such as those surrounding Princeton, Morristown, Haddonfield, and Mt Holly to rural areas such as those in western Hunterdon and southeastern Monmouth Counties.

With this degree of development and range of diversity, New Jersey communities are familiar with a wide range of fairly sophisticated community planning and growth management techniques, unlike many more rural parts of the country. Communities in New Jersey have been at the forefront in developing growth management techniques, including techniques related to historic preservation.

Chapter 9 outlines a program through which heritage area partners can support preservation of historic resources associated with the American Revolution in the Crossroads of the American Revolution National Heritage Area. It relies upon strengthening existing historic preservation programs at the state, county, and local levels and encouraging local and grassroots action in identifying and preserving resources. This chapter focuses upon the more traditional means through which historic resources are preserved in our community planning processes. Preservation techniques associated with more wide-ranging programs such as land conservation and community revitalization are discussed in Chapter 10 of this management plan on community planning and revitalization.

### **9.1 Preservation Context**

With the degree of population growth, development, and redevelopment that has occurred over the decades in the state within the shadows of two of the nation's oldest and largest cities, New Jersey has faced significant historic preservation challenges. Despite the magnitude of the changes to the state's physical environment, many historic resources significant to the state's history have survived, including many resources associated with the Revolutionary Era.

In the face of growth management challenges, New Jersey has taken significant and ground-breaking steps over the past five decades to create a statewide framework for historic preservation and promote the preservation of historic resources. Statewide actions include:

- 1961 – Creation of the **Green Acres Program** to acquire and preserve open space and historic resources across the state. State voters have approved thirteen bond issues since 1961 to fund Green Acres programming;
- 1967 – Creation of the **New Jersey Historical Commission** within the Department of State to advance public knowledge and preservation of New Jersey history;

- 1967 – Creation of the **New Jersey Historic Trust**, a state-created nonprofit organization affiliated with the Department of Community Affairs to provide support and protection for historic resources owned by public agencies and nonprofit organizations;
- 1970 – Passage of the **New Jersey Register of Historic Places Act** creating the New Jersey Historic Register, New Jersey Historic Preservation Office, and an array of core federal and state historic preservation programs;
- 1978 – Establishment of **Preservation New Jersey**, an independent statewide nonprofit organization promoting historic preservation;
- 1979 – Creation of the **Pinelands Commission** responsible for the protection and management of the New Jersey Pinelands;
- 1985 – Development of the first **New Jersey State Development and Redevelopment Plan** to promote statewide and regional planning, updated in 1992, 2001, and 2009;
- 1985 – Passage of the **Municipal Land Use Law** requiring municipalities to identify historic resources in their master plans and empowering them to adopt and enforce historic preservation ordinances, updated in 1991;
- 1989 – Creation of the **Main Street New Jersey Program** within the Department of Community Affairs Office of Smart Growth to promote downtown revitalization;
- 1999 – Passage of the **Garden State Preservation Act** to provide a stable source of funding for acquiring and preserving open space, farmland, and historic sites;
- 2000 – Commitment of \$4 million in yearly funding to provide **general operating support** for museums, historical societies, preservation organizations, historic sites, libraries, and similar organizations through a grant program managed by the New Jersey Historic Trust;
- 2000- Development of **New Jersey Partners for Preservation: A Blueprint for Building Preservation into New Jersey’s Future 2000-2007**, a five-year statewide preservation plan led by the Historic Preservation Office.

## 9.2 Crossroads Preservation Partners

Chapter 3 of this management plan, *Affected Environment*, provides an overview of the organizations, programs, and planning processes related to historic preservation in New Jersey. In summary, New Jersey’s preservation structure comprises of three levels: (1) statewide organizations and programs; (2) county organizations and programs; and (3) local municipal and grassroots organizations and programs. Because land use regulatory powers are concentrated at the local municipal level in New Jersey, growth management and historic preservation actions at the local level are most significant in terms of identifying and preserving historic resources. County and state levels, however, play a very significant role in providing regional vision, leadership, coordination, and incentives to encourage and support local action. This will also be a primary role for the Crossroads of the American Revolution National Heritage Area.

### 9.2.1 State-level Preservation Partners

As a partnership organization affecting a significant portion of New Jersey, Crossroads effectively can provide an additional state-level framework for coordinating, supporting, and enhancing the work of its statewide and county partners in fostering preservation action at the local municipal and grassroots level. Primary statewide Crossroads partners for historic preservation include:

- New Jersey Historic Preservation Office;
- Preservation New Jersey;

- New Jersey Historic Trust;
- New Jersey Historical Commission;
- Green Acres Program; and
- Main Street New Jersey.

Historic preservation actions in Crossroads should be conducted substantially in coordination with and through the programs and actions of these statewide partners. Because of the New Jersey Historical Commission's research and educational focus, heritage area actions in partnership with the Commission should primarily be those outlined in Chapter 8 of this management plan, *Crossroads Research and Education*. Heritage area actions in partnership with the Green Acres Program and Main Street New Jersey are outlined primarily in Chapter 10.

### 9.2.2 County-level Preservation Partners

Crossroads partners for historic preservation at the county level include the **cultural and heritage commissions** and **planning boards** in most counties within the heritage area. Counties that are entirely within the heritage area include Union, Somerset, Middlesex, and Mercer Counties. Counties that are partially within the heritage area include Bergen, Passaic, Essex, Hudson, Morris, Hunterdon, Monmouth, Burlington, Camden, and Gloucester Counties. Most of these counties have a cultural and heritage commission and a planning board.

These commissions and boards are essential as Crossroads partners capable of interacting with local municipal and grassroots actors in a variety of ways. The organization, strength, focus, and capabilities of these commissions vary, however, county to county. The role of the Association and Crossroads partners should be to help strengthen county cultural and historical commissions and planning commissions so they, in turn, can work directly with municipalities on heritage area-related historic preservation interests.

### 9.2.3 Local Preservation Partners

Primary Crossroads partners for historic preservation at the local level include municipalities, municipal planning commissions, municipal historical commissions, and grassroots advocates involved in historic preservation. Land use regulatory powers are exercised by local municipalities in New Jersey. **Municipalities are therefore *the* critical bodies** with respect to growth management policy and implementation, including historic preservation.

The strength of this system of localized control of land use policy and regulation is the in-depth knowledge and strong commitment that local residents have with respect to their communities. This localized system tends to encourage wide citizen participation in local government. Local residents understand their communities and their issues and are more likely to affect action in circumstances where they can have real impact. The weakness of the system of local control is that municipalities tend to limit their view of affairs to the areas within their borders, and a lack of cooperation with neighboring communities can result. Forces of change are often too large to be managed successfully without regional vision and coordination.

As mentioned in the introduction to this chapter, there are 214 individual municipalities within the Crossroads of the American Revolution National Heritage Area. Each of these municipalities has a planning commission, but only some have historical commissions. Many municipalities in New Jersey are led by unpaid volunteers both in elective office and on local commissions and boards. There is a wide range in both the composition and capabilities of local governmental

entities within the state. The **leadership of county agencies** can therefore be an important force in providing needed regional and professional vision, organization, incentives, and technical assistance to local municipalities.

New Jersey's Municipal Land Use Law (Laws of 1985, Chapter 516, amended 1991) empowers municipalities to adopt and enforce **historic preservation ordinances** as a component of local zoning ordinances and establishes guidelines for what those ordinances should include. Municipalities may create local historical commissions responsible for implementation of local historic preservation ordinances or such responsibilities may be performed by the local planning commission. Of New Jersey's 566 municipalities statewide, only 160 had historical commissions and 166 had some type of historic preservation ordinance in 2000 as cited in the state preservation plan, discussed below. At present, it is not clear how many of the 213 municipalities within the heritage area boundaries have historic preservation ordinances and/or historical commissions.

The Municipal Land Use Law also requires that municipalities identify historic resources within their required municipal master plans. Municipalities may choose to follow this required action by preparing historic preservation elements as part of their **municipal master plans**, but not all do. Preservation New Jersey has been actively promoting the preparation of historic preservation elements by municipalities and has prepared sample plans representing best practices for such elements. Both Preservation New Jersey and the New Jersey Historic Preservation Office are available to provide technical assistance to municipalities in developing historic preservation plan elements and ordinances. Many county planning commissions also provide such technical services to municipalities.

The **Certified Local Government Program** managed by the New Jersey Historic Preservation Office with federal funding is an enhanced historic preservation ordinance program that enables municipalities to qualify for additional grants and technical assistance. Of the 45 municipalities participating in New Jersey's Certified Local Government Program, 21 are located within the boundaries of the heritage area. Similarly, of the 26 municipalities participating in the **Main Street New Jersey Program** offered through the New Jersey Department of Community Affairs, only 9 are within the heritage area. While these two important programs are not appropriate for all municipalities, it appears that they are not being used by as many municipalities as could benefit from them.

Aside from official municipal entities, **grassroots advocates** for historic preservation exist in many forms and vary widely community-by-community. They range from local organizations with specific areas of knowledge and interest to engaged citizens who become active in response to a particular issue. Grassroots action is often the precursor to formal municipal action related to historic preservation. Through grassroots action individuals become engaged in community affairs and often then become part of the municipal government. In crafting a historic preservation program for the heritage area, Crossroads partners should focus upon energizing this grassroots base.

### 9.3 New Jersey's Historic Preservation Plan

In the late 1990s, the New Jersey Historic Preservation office led a cooperative planning effort that resulted in the creation of a comprehensive preservation plan for the state. Entitled *New Jersey Partners for Preservation: A Blueprint for Building Preservation into New Jersey's Future 2000-2007*, this statewide preservation plan provided an overview of historic preservation within New Jersey and identified goals and actions to strengthen preservation for the future. While

intended as a five-year plan, the plan was extended to serve through 2010. As this Crossroads Heritage Area management plan is being prepared, the New Jersey historic preservation plan is in the process of being updated. Similar to the 2000 plan, the 2011 update is entitled *Preserving New Jersey's Heritage: A Statewide Plan*. Its goals and actions are broad and all-encompassing and are a guide for coordinated statewide action.

The Crossroads of the American Revolution National Heritage Area, as a partnership organization, has the capability to be an additional framework through which the goals and recommended actions of the state preservation plan can be realized, particularly with respect to Revolutionary Era resources. *Preserving New Jersey's Heritage* should serve as a foundation and guide for the strategies and actions outlined in this heritage area management plan.

The state preservation plan has five overall goals with a series of recommended actions for each. These goals and actions are fully consistent with those of the preferred alternative selected for the Crossroads of the American Revolution National Heritage Area.

*Goal 1: Identify and protect authentic places that tell the stories of New Jerseyans.*

- Expand **resource identification** and collection, and ensure that it is complete and accessible.
- **Digitize** all New Jersey and National Register nominations, including a GIS component.
- Support New Jersey's hidden resources, such as **archaeological and industrial sites**.
- **Document historic landscapes**, farms, open spaces, gardens, and urban parks and ensure that the resulting information is accessible.
- Encourage the **State to be a role model** regarding publicly owned historic resources.
- Develop a funding component for **historic building maintenance** or other stewardship solutions for historic buildings in State land acquisitions.
- Explore alternative methods of stewardship for **state-owned historic resources**.
- Establish a way for **towns without regulatory preservation commissions** to protect their historic resources.
- Expand awareness of cultural and agricultural landscapes.

*Goal 2: Expand understanding and appreciation of history and historic preservation among New Jersey citizens, elected officials, students, and organizations across the State.*

- Provide **web-based educational opportunities** to expand knowledge and appreciation of history, archaeology and architecture.
- Ensure that **preservation-related training and information** is made available to as wide an audience as possible, including the general public, elected officials, and commissions.
- Expand the **visibility of historic preservation and its benefits** to historic resources and our communities by publishing success stories and increasing involvement in preservation related activities.
- **Encourage developers** to take historic resources into consideration during project development, and provide them with appropriate educational materials that explain the benefits of preservation and that can be used during their planning process.
- Provide educational opportunities that focus on **basic historic building repairs**.
- Cultivate stewardship by **teaching history, archaeology, and historic preservation** in grades K-12 and by working with the Department of Education, coordinating with advocacy groups, and encouraging locals to keep preservation and history in schools.

*Goal 3: Build a stronger, more cohesive and diverse preservation community.*

- Increase the level of **coordination, communication, and cooperation** between the different levels in the preservation community to maximize effectiveness.
- **Encourage interrelationships** between preservation entities in different levels of government.
- **Facilitate meetings and/or events** that encourage the preservation community to work more closely with the environmental and agricultural communities.
- Further nurture the development of **future preservation professionals** and institutions with preservation coursework.
- Expand support for preservation **planning and technical assistance** at the local level.
- Establish opportunities to **assist local preservation commissions** in their efforts to take the next step to the Certified Local Government program.

*Goal 4: Demonstrate that authentic historic places have economic value and establish revitalization incentives to stimulate job creation and sustainable economic activity.*

- Evaluate and use new methods to promote **state-level financial incentives** to promote the rehabilitation of privately owned commercial and residential historic properties.
- Provide materials that demonstrate the **economic value** of historic preservation.
- Market the message that **financial incentives equals revitalization**.
- Further explore options regarding **revolving funds** for the rehabilitation/restoration of historic properties.
- Create more **opportunities for economic improvement** through historic preservation
- Work with public agencies and non-profits to **create financial incentives**, geared toward residents in **low-income historic neighborhoods**, for assistance with maintenance, restoration or rehabilitation.

*Goal 5 Use historic preservation as a tool to strengthen and revitalize New Jersey's state and local economies in a sustainable manner.*

- Work to **align the preservation and environmental communities** in New Jersey to emphasize that preservation is about sustainability.
- Encourage relationships between the **historic preservation and environmental communities**.
- Coordinate the State Historic Preservation Plan and the **State Comprehensive Outdoor Recreation Plan**.
- Promote education that stresses preservation as the **ultimate in sustainability**.
- **Publicize examples** and success stories resulting from the combined efforts of the preservation and green communities.
- **Reach out to organizations**, such as Sustainable Jersey, to encourage the integration of preservation as part of their goals and education process.

Crossroads of the American Revolution National Heritage Area can have a direct impact on a number of the recommended actions identified in the state preservation plan. Under **Goal 1**, Crossroads should encourage and facilitate completion of **historic resource surveys** (discussed in this chapter and in Chapter 8, Research and Education) with a particular focus on Revolutionary Era resources. Resource surveys should be digitized using GIS databases. Crossroads should closely tie historic preservation programming and stewardship to the **quality of life** in New Jersey communities. The heritage area should focus its activities on legacy communities (communities that existed at the time of the Revolution) and potential visitor service (communities that can support heritage tourism initiatives). Crossroads will take a **cultural landscape approach** to preservation initiatives, stressing the importance of landscape context

and community character. The heritage area should actively promote the **Certified Local Government Program** and similar concepts to its partnering legacy and visitor service communities, and it should help support **regional planning** initiatives as appropriate to its mission.

Under **Goal 2**, Crossroads has a major role to play in **raising the awareness** of New Jersey residents about the state's Revolutionary Era history and significance, the central theme of the heritage area's mission and purpose as outlined in Chapter 1 of this plan. Chapter 7, Crossroads Presentation, outlines specific actions intended to create a **Crossroads Presence** throughout the heritage area. These actions, including an aggressive communications plan, comprehensive interpretive program, and marketing and promotion to residents and visitors, will **increase the visibility** of historic resources, **increase and coordinate interpretive activities**, and build a heritage area and state-wide **non-profit network** associated with Revolutionary Era interests and resources. Recommended actions identified in Chapters 7 and 8 of this plan include supporting and providing **conferences, workshops, and training** to heritage area partners. Chapter 8, Crossroads Research and Education, specifically outlines actions to coordinate programming at historic sites with **state curriculum content standards**.

Under **Goal 3**, Crossroads will work to **strengthen the states preservation network** through its actions. As outlined in Chapter 9, Crossroads will **engage with public and private preservation organizations** and will rely upon these partners to implement many of its preservation interests. As a national heritage area, Crossroads will be involved with historic preservation and heritage area programs and organizations at the **national level** and will be actively partnering in shaping public policy both through advocacy and by example. Within New Jersey, Crossroads will take an active role as a forum and framework for the strengthening and support of **county and local preservation organizations**.

Under **Goal 4**, the heritage area has a central role to play in using **heritage tourism** to help strengthen the state and local economies. Historic sites, legacy communities, and visitor service communities should be particular beneficiaries of the heritage area's active interpretive program outlined in Chapter 7 of this management plan, Crossroads Presentation. The heritage area should directly encourage legacy and visitor service communities to participate in the **Main Street New Jersey Program**, and it should support **urban revitalization** reinforcing historic character particularly in its partnering legacy and visitor service communities.

Under **Goal 5**, Crossroads must become an active player in **developing financial resources and incentives** to promote historic preservation and support community revitalization. Coordination with the **environmental community** and natural resource conservation and be supported by identifying and preserving natural landscapes associated with the Revolutionary War and through the use of **byways, trails, and recreational** opportunities for interpretation.

In terms of funding and programmatic sustainability, Crossroads will bring a certain amount of matching funds directly from the federal government related to the National Park Service's heritage area program. More importantly, however, the heritage area and its partners must raise and **leverage additional public and private dollars** to accomplish community-based goals outlined in the heritage area's enabling legislation. Chapter 11, Crossroads Management & Implementation, outlines necessary fundraising and financial development actions and includes a business plan for heritage area implementation.

#### **9.4 Resources for Preservation**

New Jersey has many significant historic resources from the Revolutionary Era that are still existing today in both public and private ownership. Many of these resources have been the focus of preservation and commemorative initiatives of individuals and organizations for over a hundred years. The Crossroads of the American Revolution National Heritage Area provides a new forum through which preservation activities related to these resources can be created, coordinated, and channeled. Chapter 3 of this management plan provides an inventory and overview of the range and condition of various types of Revolutionary Era historic and cultural resources. A summary of existing conditions and a brief discussion of appropriate preservation techniques for each resource type is presented below.

Traditionally, historic preservation activities have focused primarily upon the preservation of historic buildings. While extremely important, the heritage area concept seeks to broaden the range of recognized historic resources significant to the state's Revolutionary Era history to include landscape context. Heritage areas are viewed as '**living landscapes**' in which historic landscape and community character is recognized, valued, and managed in ways that promote quality of life for current and future residents. The Crossroads of the American Revolution National Heritage Area provides a comprehensive vision and approach to the identification, preservation, and management of Revolutionary Era resources. The heritage area seeks to identify resources or elements of today's landscape that remain from the historic and cultural landscape that existed at the time of the Revolution. It then crafts an approach toward recognition and appropriate management of those resources.

#### **9.4.1 Historic Buildings and Districts**

The *Crossroads of the American Revolution in New Jersey National Heritage Area Feasibility Study* prepared by the National Park Service in 2002 identified 255 historic sites associated with the American Revolution in New Jersey. All but a few of these sites are listed on the National Register of Historic Places (the New Jersey Historic Register GIS database lists 244 sites). Of these, 180 are individual historic buildings, 66 are historic districts in communities associated with the Revolutionary Era, and 9 are structures or archeological sites.

Except for the few added, this list does not include buildings, structures, or sites that have been identified and are deemed *eligible for listing* on the National Register but have not actually been listed. It also does not include buildings and structures from the Revolutionary Era that are *not eligible for listing* on the National Register due to a lack of integrity, lack of individual significance, or other reason but still exist nonetheless as witness structures of that era. The list is heavily weighted toward buildings and weak on non-building sites and landscapes.

As this assessment indicates, there is a clear need to create a more comprehensive inventory of sites related to the Revolutionary Era in New Jersey. With respect to buildings, it appears that the list could be expanded to more fully represent the range of historic buildings and districts from the Revolutionary Era that actually still exist within the heritage area. To be more complete, the list should be expanded to include (a) National Register sites, (b) sites eligible for listing on the National Register, and (c) sites that are not eligible for listing.

A first step in creating a more complete list would be to review existing county and municipal historic resource surveys that have been prepared within the heritage area and identify buildings and sites that have not yet been included on the statewide databases. A next step would be to conduct additional inventories where they have not yet been undertaken and/or where the

inventory methods or criteria may have missed buildings or resources. Such a comprehensive inventory may be compiled and refined over time and should be part of a Crossroads GIS database that is separate from but compatible with the GIS database maintained by the New Jersey Historic Preservation Office, which is focused upon National Register listed sites.

Traditional historic preservation programs, techniques, and planning tools are most appropriate for and tailored to the preservation of historic buildings. Programs of the New Jersey Historic Preservation Office, Preservation New Jersey, Main Street New Jersey, and the Municipal Land Use Law should be used to continue and expand the identification and preservation of historic buildings associated with the Revolutionary Era in New Jersey. These programs are the primary focus of this chapter of the heritage area management plan.

#### **9.4.2 Historic Communities**

The term **‘legacy communities’** is used by the Crossroads of the American Revolution National Heritage Area to identify communities within the heritage area that existed at the time of the American Revolution. Based upon an examination of period maps, 73 legacy communities have been identified to date and are listed in Chapter 3 of this plan. More can certainly be identified by local and regional historians. The Crossroads heritage area invites legacy communities to participate as partners in the heritage area program, particularly with regard to interpretation of their Revolutionary Era stories as outlined in Chapter 7. Legacy communities are envisioned as potential gateways for local and regional interpretation of New Jersey’s American Revolution history.

Historic communities meeting criteria to be developed by Crossroads may also qualify to be marketed as **‘visitor service communities.’** Visitor service communities are communities within or close to the heritage area that have appealing historic character and can be marketed to heritage tourists based upon the services available, such as dining, lodging, shopping, etc. Legacy communities may be designated and marketed as visitor service communities, but so may historic communities from later periods of New Jersey’s history. The key is the quality of the experience offered to visitors (and residents), experiences that can be marketed widely and result in a positive visitor impression both in terms of character and quality of services.

To date, 27 potential visitor service communities have been identified through a cursory exploration of the region and are listed in Chapter 3. The heritage area should establish criteria for visitor service communities and create an application and review process for designation and participation in heritage area programs. Once designated, visitor service communities may be identified and promoted in heritage area marketing programs for heritage tourism.

Many legacy and potential visitor service communities recognize their historical significance and have qualified for listing as National Register and New Jersey Register historic districts. Traditional historic preservation programs, techniques, and planning tools are appropriate for and tailored for use by historic communities, as mentioned above with respect to the discussion of historic buildings and districts. At present, 21 communities within the Crossroads heritage area participate in the Certified Local Government Program managed by the New Jersey Historic Preservation Office. Nine communities participate in the Main Street New Jersey Program. The heritage area should seek to increase this participation in accordance with the goals of the state preservation plan and should work to reinforce them with additional incentives and assistance.

#### **9.4.3 Military Sites**

Military sites of historical significance to the American Revolution in New Jersey include battlefields and engagement sites, sites of naval action, encampment sites, fortifications, historic roads, sites important for supply and logistical reasons, and others. As discussed in Chapter 3 of this management plan, the American Battlefield Protection Program's *Report to Congress on the Historic Preservation of Revolutionary War and War of 1812 Sites in the United States* (2007) identified 18 battles in New Jersey with a national level of significance. Seven of these were listed as priority sites for preservation and interpretation. Ten sites were listed as having lost integrity but still capable of providing commemorative opportunities. Three sites were recommended for further study.

David C. Munn's *Battles and Skirmishes of the American Revolution in New Jersey* (1976) as mapped by students at Rutgers University identifies 4 major battlefields, 11 minor battlefields, 525 skirmish sites, and 61 landmarks associated with the war. The Munn study provides only approximate locations for these engagement sites and, though it provides sources, does not provide detailed information on the engagements.

As outlined in Chapter 3, some historic military routes have been identified by historians as have some encampment and other types of sites. The 2006 study *The Washington – Rochambeau Revolutionary Route in the State of New Jersey, 1781 – 1783, An Historical and Architectural Survey* prepared by Robert A. Selig, Ph. D. is exemplary in not only identifying historic routes associated with the march of American and French army units through New Jersey, but also identifying encampment sites and witness structures that still remain along the routes. Similar research has been conducted by local historians and historical societies with respect to local Revolutionary Era events.

Clearly from the available information there are a great number of military sites associated with the American Revolution in New Jersey and within the boundaries of the Crossroads of the American Revolution National Heritage Area. These sites have been documented, studied, and preserved to various levels and degrees. While many of the most significant military sites are well known, a recent study of the Battle of Princeton demonstrates that **research continues to reveal new insights and information** about battles, landscapes, and resources associated with military events. Many of the smaller engagement sites and events of the war are best known by local historians and historical societies and have not been collected into larger bodies of research. Chapter 8 of this management plan, *Crossroads Research and Education*, outlines recommendations for supporting, strengthening, facilitating, and coordinating research throughout the heritage area.

**The more we know, the more we can preserve.** Continued research can help us identify and document military sites associated with the Revolutionary War. Sites can then be assessed for their significance and integrity and for the need and potential for preservation. Because of the high degree of growth and development in New Jersey over the past two hundred years, particularly within the area of most active military action, only a limited number of military sites have been adequately preserved. Most military sites are landscapes and few retain integrity to the period of the Revolution except in suburban and rural areas. Nonetheless, documentation and recognition of these sites is very important, and creative ways of commemorating, interpreting, and preserving sites must be found.

The most appropriate techniques for the preservation of military landscapes are purchase, use of conservation easements, and growth management techniques that preserve open space and

landscape character. New Jersey's Green Acres Program will be important in helping to preserve remaining militarily significant landscapes and sites. Other creative tools and resources must also be found. The use of creative landscape conservation techniques for the preservation of Revolutionary Era landscapes is discussed further in Chapter 10 of this plan.

#### **9.4.4 Monuments, Parks, and Commemorative Sites**

New Jersey has a long tradition of commemoration of Revolutionary Era events through the erection of monuments and markers and the creation of parks. This tradition is most evident through the work of the Daughters of the American Revolution and Sons of the American Revolution in the early twentieth century. This work has been continued and expanded over the years by local historical societies, county and municipal heritage organizations, and governments. The tradition has become historically significant in its own right, and the monuments and markers that have been erected are significant historic resources that should be recognized, documented, and preserved.

The most comprehensive survey of commemorative markers and monuments to date is the 2008 survey of more than 400 American Revolution sites in New Jersey completed by Bill Coughlin of North Arlington, New Jersey and published in the online Historical Marker Database [www.hmdb.org](http://www.hmdb.org). (The full website address for the Revolutionary War Era markers is <http://www.hmdb.org/Results.asp?CategoryID=16&StartAt=501>.)

This work should be incorporated into the proposed heritage-area-wide GIS database of Revolutionary Era sites for Crossroads of the American Revolution discussed in Chapter 8, *Crossroads Research and Education*. It is important that the older markers and monuments in particular be accurately inventoried and assessed. Many are located along roadways or at other sites that are subject to change. Responsibility for monitoring and maintaining the markers and monuments is not clear. Responsible organizations need to be identified and, if necessary, assisted. The preservation and conservation needs of these significant commemorative resources should be assessed and addressed. These will be important tasks for the heritage area program and partners to undertake.

#### **9.4.5 Revolutionary Era Archeological Sites**

Experience has shown that archeological sites bring the past to life. This is particularly true while the archeological investigations are in progress. Many known sites associated with the Revolutionary War have yet to receive serious archeological attention and there are probably at least an equal number that have not even been identified. Because archeological investigations tend to attract attention, the exploration and interpretation of more Revolutionary War sites in New Jersey would add immeasurably to making this important period in the state's history better known and understood.

At least five different types of archeological resources directly relating to the Revolutionary War in New Jersey deserve archeological attention. They include encampments (both short and long term), battlefields and engagement sites, military headquarters, fortifications, and evidence of naval activity including shipwrecks. These types of archeological resources are discussed further in Chapter 3 of this management plan.

Farmsteads, domestic sites, taverns, mills, tanneries, blacksmiths, and other types of eighteenth century sites were all important in the Revolution, but it is difficult to separate archeological

remains associated with the war from remains associated with eighteenth-century activities before and after the war on the same sites. Nonetheless, these sites provide us with important information about the population, culture, and life-ways of New Jersey residents during the period. Information on civilian life during the Revolutionary Era is as important as information on military events in providing an understanding of New Jersey's eighteenth century significance.

The identification, documentation, and preservation of potential eighteenth century archeological sites should be an important activity of heritage area partners. Much of this work involves research efforts and is intertwined with the recommendations included in Chapter 8 of this plan. Since most archeological sites are landscapes, the preservation of archeological sites is most closely associated with the discussion of landscape preservation and conservation related to military sites above and in Chapter 10. The preservation of eighteenth century civilian sites should also be addressed. Where disturbance of potential archeological sites cannot be avoided, regulatory and other programs requiring and/or encouraging and facilitating physical investigation of archeological sites should be a part of heritage area interests and are discussed further below.

### 9.5 Preservation Opportunities and Challenges

As conveyed in preceding discussions, the Crossroads of the American Revolution National Heritage Area is a large and complex area. New Jersey 2000 state preservation plan identified three primary threats to historic preservation within the state: (1) limited information about the nature and location of heritage resources, (2) lack of state-level financial incentives to encourage private investment in preservation, and (3) limited understanding about the civic, economic, and cultural values of heritage resources.

Through the scoping process undertaken for this management plan, a range of opportunities and challenges related to historic preservation were identified. Many are incorporated into the discussions of preservation planning, partners, and resources presented above. A summary of the opportunities and challenges highlighted during scoping for the management plan relative to historic preservation and community planning is included below.

#### Historic and Cultural Resources

##### Opportunities:

- A. New Jersey has **many historic and cultural resources** associated with Revolutionary War history, including buildings, sites, landscapes, and archeological sites.
- B. Many historic **buildings and sites have been preserved** by local historical societies and other organizations.
- C. **Commemoration has been important** since the 1876 centennial and revived during the bicentennial. There are many statues, monuments, and commemorative markers throughout the heritage area that are historic in and of themselves.
- D. The locations of many small-scale engagements, campgrounds, and other **sites have been identified** by local historical societies and enthusiasts who know their stories well.
- E. New Jersey has had a strong state-financed capital **funding program for the preservation** of historic properties over the past several decades.

##### Challenges:

- A. The **inventory and documentation** of American Revolution Era sites is **limited** and is heavily weighted toward National Register eligible buildings. Other types of sites and

- resources, including engagement sites, campsites, roads, landscapes, and commemorative markers are less well documented and preserved.
- B. Many preserved historic buildings are in **urbanized areas** that have **suffered much loss of their historic landscape context** to the period of the Revolution and are therefore more difficult to interpret and appreciate.
  - C. Documentation of engagement sites undertaken in 1976 **lacks specifics** on locations and source references.
  - D. The **scope and quality** of community inventories of historic resources vary and are not documented in statewide databases.
  - E. Many historic buildings have been altered with a **loss of integrity** and do not appear to have been recognized or inventoried.

## Communities and Community Planning

### Opportunities:

- A. The heritage area has numerous historic **communities with appealing character** and visitor services.
- B. Portions of the heritage area are affluent and have **conserved large areas** of their landscape.
- C. The heritage area includes large areas of **productive farmland** for which New Jersey is historically recognized.
- D. Because of their level of development, New Jersey communities are **familiar with growth management** techniques.
- E. Many older communities' centers have been **revitalized** in recent years with streetscape improvements that have enhanced their character.
- F. Local regulatory control of growth management has encouraged strong local and **grassroots involvement** in community development and growth management issues.
- G. Large portions of the heritage area in the northwest and southeast are undeveloped and **retain their historic landscape character**.
- H. Many **roadways within these landscapes** are rural in character and appealing to drive.

### Challenges:

- A. New Jersey's **economic challenges** create economic difficulties for communities across the state and may alter the social, political, and organizational landscape.
- B. Significant portions of the heritage area are **heavily urbanized**, have lost their historic eighteenth century character, and are difficult for some to appreciate.
- C. Heavy **growth pressure and suburban sprawl continue** to negatively impact communities.
- D. Local regulatory control of growth management has **discouraged regional planning** and pitted small, largely volunteer governmental entities against more powerful and well financed developers.
- E. **County leadership** and effectiveness in providing regional planning vision, incentives, and professional assistance to local municipalities has been **mixed**.
- F. Local municipal control has led to **parochial attitudes** in which local leaders and residents do not know or coordinate well with their neighboring communities.
- G. Some urban communities within the heritage area are poor and have been **declining economically** for decades.
- H. The local **political climate** in some urban areas has not been positive or responsive to community needs.
- I. A substantial number of **minority communities** within the region of various ethnic and racial backgrounds do not know about, relate to, or have interest in the Crossroads story.

- J. The heritage area has **213 municipalities** and 14 counties; it will be challenging to reach out to and engage so many.

## 9.6 Goals for Preservation

The federal legislation establishing the Crossroads of the American Revolution National Heritage Area repeatedly refers to the importance of resource protection. Among the stated purposes of the legislation are “to assist communities, organizations, and citizens in the State of New Jersey in preserving...the special historic identity of the State” and “to provide for the management, preservation, protection, and interpretation of the cultural, historic, and natural resources of the State for the educational and inspirational benefit of future generations.”

The duties of the ‘local coordinating entity’ (the Crossroads of the American Revolution Association) are to:

- Assist units of local government, regional planning organizations, and nonprofit organizations in implementing the approved management plan by...carrying out programs and projects that recognize, protect, and enhance important resource values in the heritage area;
- Increase public awareness of and appreciation for cultural, historic, and natural resources of the heritage area; and
- Protect and restore historic sites and buildings that are (i) located in the heritage area; and (ii) related to the themes of the heritage area.

Among the criteria set forth for review and approval of the management plan for the heritage area is whether “the resource protection and interpretation strategies in the management plan would adequately protect the cultural, historic, and natural resources of the Heritage Area.”

Based upon the requirements of the enabling legislation, the following goal related to historic and cultural resources was established for the management plan and included in Chapter 1 of the plan:

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.

The New Jersey state preservation plan, *New Jersey Partners for Preservation*, should be a guiding document in the in the development and implementation of a historic preservation program within the Crossroads of the American Revolution National Heritage Area. Partners identified in the state preservation plan will be central to implementation of the heritage area’s management plan with respect to preservation. The goals and recommended actions of the state preservation plan are listed earlier in this chapter along with an overview of ways in which this management plan will help implement them. Implementation measures are not limited to the actions listed in this chapter but also include actions and recommendations included in Chapters 7, 8, and 10 related to interpretation, research, education, land conservation, and community revitalization.

## 9.7 Crossroads Preservation Approach

The Crossroads of the American Revolution National Heritage Area is a partnership of local, regional, and statewide governmental, nonprofit, and private entities. A heritage area program for

historic preservation must create a climate that encourages preservation and directly addresses the nature, interests, and capabilities of the partners who will be needed to implement it.

The Crossroads historic preservation program should be undertaken in coalition with state-wide partners and concert with the goals and actions identified in the statewide preservation plan. Both traditional and non-traditional preservation and planning techniques should be used. To be successful, the preservation program must energize and empower preservation interests, organizations, and actions at the local level. To do this, information, tools, and incentives must be provided and be broadly available. An organizational structure that closely links local, regional, and statewide entities into an effective statewide system must be created, reinforced, and nurtured.

As the coordinating entity for the heritage area, the role of the Crossroads of the American Revolution Association should be to (1) help coordinate and facilitate the work of statewide and regional heritage area partners, (2) raise public awareness through programming, communications, and marketing, and (3) organize, support, and fund the tools and incentives necessary for success. The Crossroads of the American Revolution National Heritage Area will be a major new forum through which historic preservation action will be fostered.

In implementing its preservation program, the Crossroads heritage area will be guided by the following points:

- 1. New Jersey's preservation structure has three levels: statewide, county, and local.** Heritage area partners should work together to strengthen the existing structure and make it as effective as possible. National organizations and programs create a fourth level upon which many state initiatives depend.
- 2. Preservation happens most effectively at the local level.** Local individuals, organizations, and governmental entities know their resources and issues. They are alert to threats and are on the scene to undertake advocacy when needed. In New Jersey land use and growth management powers are held at the municipal level. Municipal government is where preservation programs should reside, a fact recognized by most state-led preservation programs. Heritage area partners should work to engage, energize, and facilitate local preservation initiatives.
- 3. State-level programming, incentives, and technical assistance are necessary to encourage and support preservation at the local level.** The Crossroads heritage area is effectively such a state-level program. Crossroads initiatives should be implemented through such statewide heritage area partners such as the New Jersey Historic Preservation Office, Preservation New Jersey, and others. Crossroads should provide additional resources and support for these partners.
- 4. County level agencies and organizations are essential partners in working with local municipalities and organizations within their jurisdictions.** There are too many local municipalities within the heritage area for state-level partners to effectively engage. The heritage area should coordinate, empower, and support county-level entities such as cultural and historic commissions and planning commissions to work with local municipalities on preservation and growth management.
- 5. Crossroads focus is the preservation of Revolutionary Era resources, but to be effective the entire state preservation structure must be strengthened.** The state-level partners whose programs will be supported by the heritage area are concerned with New Jersey's entire history,

not just the Revolution, and local preservation entities must also address resources from all historical periods. Crossroads-specific initiatives should focus on Revolutionary Era resources with the idea that these initiatives will help strengthen the entire system.

**6. A primary role for Crossroads is to raise public awareness.** Through interpretation, communications, marketing, and heritage tourism, Crossroads should create a **Crossroads Presence** as outlined in Chapter 7. This will be an effective way to raise public awareness with respect to New Jersey’s Revolutionary Era history and history in general. It will directly support a central goal of the state preservation plan.

**7. Crossroads preservation efforts should help broaden the concept of preservation by focusing upon landscape context.** For many years, historic preservation was focused primarily upon historic buildings. Due to intense development pressure, the landscape context of many of these buildings has been lost. Now is the time to focus upon preserving historic landscapes where they still retain integrity. This is especially appropriate with respect to military sites, many of which are landscape and archeological in nature. Preserving open space and landscapes has broad public support and helps enhance community character and quality of life.

**8. Research and documentation is necessary to support preservation.** Chapter 8 of this management plan outlines recommendations for a heritage area research program to be implemented by interested partners. Understanding events and the places where events occurred provides necessary information to guide preservation actions and decision-making with respect to land use and resource protection.

**9. Crossroads partners must be focused and strategic in making the major difference expected from national recognition and investment.** What resources are in greatest need of protection? What are the best programs to establish and actions to take? How can other elements of this plan – such as research, interpretation, and heritage tourism – create synergies and establish programs that will also result in preservation?

**10. The Crossroads of the American Revolution National Heritage Area should be a strong advocate for preservation.** Most preservation battles are fought at the local level, but Crossroads has a strong role to play in advocating for preservation at the state and national levels as well as weighing in on local issues when it can be effective.

## **9.8 Crossroads Preservation Initiatives**

The Crossroads of the American Revolution National Heritage Area provides a major new forum through which historic preservation can be strengthened in New Jersey. Crossroads preservation initiative should strengthen and support existing preservation programs, better coordinate the state’s network of preservation organizations, provide a forum for new ideas, and bring new resources to support preservation organizations and actions at all levels.

### **9.8.1 Crossroads Preservation Committee**

Crossroads preservation initiatives will be implemented primarily by heritage area partners at the state, county, and local levels. Staff of the Crossroads Association should provide coordination and support. The Association should establish a Preservation Committee comprising state-level and county-level partners to coordinate the heritage area’s preservation initiatives. It is

recommended that the committee **meet at least twice a year** to establish a yearly work plan and monitor its progress.

The Preservation Committee should meet at the beginning of each year to (a) review the status of existing programs and initiatives being undertaken by each partnering organization, (b) assess how they relate to Crossroads mission and goals, (c) assess synergies between programs and how programs may be coordinated and mutually supportive, and (d) determine what resources and actions the heritage area needs to develop to support partnership efforts and further preservation initiatives.

This meeting should result in preparation of a **work plan** for the year, coordinated by Crossroads Association staff, for submission to the Crossroads of the American Revolution Association board for review and approval. The work plan should outline the actions to be undertaken by Crossroads partners within their respective programs, delineate timeframes, and identify benchmarks and anticipated results. While it is anticipated that partners will continue to communicate closely throughout the year, with coordination by Crossroads Association staff, it is recommended that at least one additional meeting be held at mid-year to assess progress and make adjustments.

**ACTION: Establish a Preservation Committee composed of state-level and county-level partners to coordinate the heritage area's preservation initiatives.** *This should be an ongoing action undertaken by Crossroads partners involved in preservation and coordinated by Crossroads Association staff.*

### **9.8.2 Crossroads Advocacy Committee**

Crossroads should create an Advocacy Committee comprising partners involved in preservation advocacy at the national, state, and local levels. Led by Crossroads Association board members and staff, the Advocacy Committee should include nonprofit preservation advocacy organizations at the state, county, and local levels. Preservation New Jersey should be a primary partner. A concerted effort should be made to include land conservation and environmental advocacy organizations on the committee in order to coordinate preservation and environmental advocacy initiatives. State and county agencies may be involved in certain advocacy initiatives as appropriate, particularly initiatives supporting state sanctioned interests at the national level. The Advocacy Committee should meet on a regular basis to be determined by its members.

The Advocacy Committee should focus its activities in three primary areas: (a) national policy and programs that support preservation within the state; (b) state policies and programs related to preservation, education, heritage tourism, and other heritage area initiatives that impact preservation; and (c) local preservation advocacy issues that arise over time. The role of the Advocacy Committee is to assess and prioritize potential actions on advocacy within the purview of the heritage area and its mission and coordinate the actions of partners with respect to specific advocacy initiatives. Advocacy Committee plans, recommendations, and assessments should be submitted to the Crossroads Association board for review and approval on a regular basis. A yearly work plan should be prepared for Crossroads staff with respect to advocacy.

The Advocacy Committee should maintain a running assessment of the status of preservation issues of concern throughout the heritage area. The assessment could be prepared in a database format and should be updated on a regular basis by Crossroads Association staff. The Advocacy Committee should outline options and make recommendations to the board on official positions

and potential actions of the heritage area with respect to specific issues. **Decisions on actions, however, should be made by the board.** The committee should make recommendations as to which issues are appropriate for direct heritage area involvement and the nature and extent of direct action that should be undertaken. The committee should also recommend the kinds of heritage area support of local advocacy efforts on specific issues might be most appropriate and effective.

**ACTION: Create an Advocacy Committee comprising partners involved in preservation advocacy at the national, state, and local levels.** *This should be an ongoing action of heritage area partners involved in advocacy led by the Crossroads Association board and staff.*

### 9.8.3 Empowering Preservation Partners

As discussed earlier in this chapter, New Jersey's preservation network has three-levels and comprises (a) state-level organizations, (b) county and regional level organizations, and (c) local organizations. The state-level organizations generally provide vision, programming, incentives, and technical assistance. They are also engaged in federal and state preservation regulatory compliance processes. The county-level organizations provide a similar role and are the entities best suited to be closely engaged with the many municipalities within their jurisdictions. Most traditional preservation activities, however, are undertaken at the local municipal level where land use and growth management regulatory powers reside and where many critical preservation issues arise.

The Crossroads of the American Revolution National Heritage Area is essentially a state-level organization. It should work closely with other governmental and nonprofit state-level preservation organizations to coordinate and empower county-level and local-level action. The ways in which state-level and county-level preservation partners will work together under the Crossroads initiative should be defined through the work plan to be developed by the Preservation Committee, discussed above. Because of limited staff capabilities of all of the state-level partnering organizations, tasks outlined in the work plan should be shared and must obviously conform to the mission, capabilities, and authorized work of each partnering organization. The New Jersey Historic Preservation Office, Preservation New Jersey, and Main Street New Jersey are anticipated to be Crossroads primary state-level preservation partners.

The Crossroads Association staff should be able to coordinate with and supplement the work of the staffs of the Historic Preservation Office, Preservation New Jersey, and other potential **state-level partners** in undertaking preservation initiatives within the heritage area, keeping in mind that Crossroads interests are related to only a segment of the historic resources of interest to the other partners. However, Crossroads preservation initiatives should also anticipate that Historic Preservation Office, Preservation New Jersey, and other possible state-level partners will be recruited to undertake Crossroads-specific projects, supplementing and extending the capabilities of the Crossroads Association staff. To accomplish this, the Crossroads Association must be capable of bringing financial resources to the table to help fund the staff work of its partners in relationship to Crossroads-specific projects.

**Crossroads advocacy** with federal and state legislators and agencies should play a role in helping to bring additional resources to the table, even given continuing unfavorable federal and state budget climates. In addition, however, the Crossroads Association must develop a robust **development and fund-raising** capability in order to fund its planned programming. Preservation programs should be a subject used for fund-raising appeals.

**ACTION: Use the staffs of statewide preservation partners to help implement Crossroads preservation initiatives and provide staff funding to these partners through Crossroads development efforts. Use preservation programming that benefits New Jersey communities as a case for development and fundraising appeals.** *Development and fundraising will be an ongoing initiative of the Crossroads Association board and staff.*

The Crossroads Association and its state-level partners should recruit **county cultural and heritage commissions and planning boards** to be the front-line partners in coordinating and working with preservation partners at the local municipal level. The interests and capabilities of existing county commissions vary. Crossroads should meet with representatives of each county to assess their interests, capabilities, and existing programs with respect to preservation and growth management to determine how Crossroads can best support them.

Crossroads should begin by working with strong county commissions and boards that are already engaged in preservation and growth management initiatives. Crossroads and its state-level partners should customize their preservation initiatives to support appropriate individual county-level preservation programs. Counties should be expected to provide staff time, financial resources, and incentives for local municipalities in their preservation programs. The heritage area's goal should be to coordinate, strengthen, and empower county-level commissions and boards in their work with local municipalities, helping to create a strong three-tiered preservation network.

**ACTION: Collaborate with county cultural and heritage commissions and planning boards as front-line partners in working with preservation partners at the local municipal level.** *This should be an ongoing activity of the Crossroads Association staff and other state-level preservation partners.*

As discussed above, many preservation issues arise at the local level, and the most effective way to strengthen historic preservation heritage-area-wide and statewide is to nurture strong preservation initiatives at **the local grassroots level**. This includes both municipal entities such as supervisors, planning commissions, and historic commissions and well as grassroots advocacy through nonprofits and volunteer action. As noted above and as recognized in the state preservation plan, state-level and county-level action should provide regional vision, programming, incentives, and technical assistance to preservation initiatives at the local level.

**ACTION: Support and promote existing preservation programs that encourage and enable preservation initiatives and action at the local municipal level. Work with partners to create new programs and incentives where possible.** *This should be an ongoing activity of Crossroads state-level and county-level preservation partners.*

#### **9.8.4 Comprehensive Inventory of Revolutionary Era Resources**

Crossroads should oversee the development of a comprehensive inventory of Revolutionary Era historic resources of all types, including buildings, structures, military sites, landscapes and landscape features, monuments and markers, and archeological sites. The inventory should be established as a GIS database with supporting information as appropriate. It is recommended that the inventory be coordinated, developed, and maintained by the heritage area's university partners but that it be compatible with and accessible to GIS mapping managed by the New Jersey Historic Preservation Office. The status of existing inventories of Revolutionary Era resources is

discussed earlier in the chapter and also in Chapter 3. These existing inventories should be used as a starting point for the comprehensive Crossroads inventory.

Chapter 8 of this management plan, *Crossroads Research & Education*, recommends the comprehensive mapping of the Revolutionary Era landscape. Essentially the two inventory recommendations of Chapter 8 and 9 are the same. They are included in both chapters, however, because of their two-fold purpose in supporting both research and preservation needs. In developing the inventory and mapping, Crossroads partners should consider how information may be used for each purpose and design the database and mapping system to accommodate both. The mapping program and data should be made available online for exploration and use by Crossroads partners and the general public.

**ACTION: Develop a comprehensive inventory of New Jersey’s Revolutionary Era historic resources using GIS. Add data to the system over time and make the maps widely available to partners and the public over the internet. This recommendation should be coordinated with the recommendation for mapping of the Revolutionary Era landscape included in Chapter 8. This is a mid-term action that could be initiated in the short term by university partners and developed over time with input from a variety of partners.**

Chapter 8 also outlines recommended actions for a review of existing county and municipal inventories of historic resources associated with the Revolutionary Era to determine the extent to which resources have been identified at the local level and insure their inclusion in statewide databases. As discussed earlier in this chapter, existing county and municipal inventories should be reviewed for Revolutionary Era resources that have not been included in the Historic Preservation Office’s current GIS database, which focuses upon National Register listed sites.

Based upon the results of this review, Crossroads partners should develop a program for identifying and inventorying additional Revolutionary Era resources municipality by municipality. It is anticipated that these inventories would be conducted over time by local municipal partners with support from Crossroads county and statewide partners. Crossroads should develop guidelines to coordinate and facilitate the inventories and to make sure that the information collected can be easily entered into the heritage area’s GIS inventory database, recommended above. Local Crossroads inventories should include the full range of resource types discussed earlier in this chapter. Information collected should include a general assessment of integrity, condition, and threat.

It is expected that county partners such as cultural and historical commissions and planning commissions would play an important role in encouraging, supporting, and guiding inventories at the municipal level. While Crossroads interest is specifically related to Revolutionary Era resources, county and statewide partners are likely to be interested in resources from all periods of a municipality’s history. It is possible that Crossroads interests could be folded into a broader survey program, however focus should not be lost on the full range of types and conditions of resources Crossroads wishes to document.

**ACTION: Develop a program for identifying and inventorying Revolutionary Era resources municipality by municipality. Include the full range of resource types, including buildings, structures, military sites, landscapes and landscape features, monuments and markers, and archeological sites. This will be an ongoing, long-term action conducted by local partners with support and guidance from Crossroads county and statewide partners.**

### 9.8.4 Research and Documentation

Chapter 8 outlines a broad heritage area program for the coordination and support of research related to the Revolutionary Era in New Jersey. The recommendations in Chapter 8 are specifically intended to encourage and facilitate research by local historians, both those affiliated with local historical societies and individuals following their own personal interests. The great strengths of Crossroads are the range and number of Revolutionary Era events that occurred throughout the heritage area and the number of places and remaining historic resources that are related to these events. Every community has a story to tell. As learned recently through a new study of the Princeton Battlefield, even well-known resources and events can be illuminated through continuing research. Crossroads preservation initiatives should be driven by new research into local Revolutionary Era places and events.

Crossroads partners should support research into local Revolutionary Era history as a preservation activity. In some cases, research should be designed specifically to support preservation interests and activities, such as was the case with the Princeton Battlefield study. Research should seek to illuminate events, tie events to places, and identify man-made and natural resources associated with events. Research should be used to initiate and support new avenues of preservation interest and action.

**ACTION: Use research as a preservation activity to help identify and understand historic resources and to support new avenues of preservation interest.** *This should be an ongoing activity of preservation partners at all levels.*

### 9.8.5 Preserving Historic Landscapes

Many significant historic Revolutionary Era sites are landscapes without buildings or other man-made structures. Even where historically significant buildings and structures exist and have been preserved, little attention has been given to preserving their historic landscape contexts over the years. As a result, many historic buildings within the heritage area have been preserved as isolated artifacts while the areas around them have been developed and their contexts have been lost.

In the research and documentation of historic Revolutionary Era events, researchers should identify the landscapes and resources that were significant to those events. In undertaking inventories of historic resources, Crossroads preservation partners should document historically significant landscapes, assess their integrity, identify potential threats, identify appropriate preservation techniques, and prioritize the need for action. Techniques related to the identification, assessment, and treatment of **cultural landscapes** should be used in these endeavors. The National Park Service has been a national leader in the study and protection of cultural landscapes and provides information that can be used by heritage area partners. Preservation of some significant cultural landscapes can be supported through designation as National Register historic districts.

Crossroads partners should focus upon the identification, management, and protection of historically significant landscapes. Both traditional and non-traditional techniques should be considered in the preservation of historic landscapes. Chapter 10 of this management plan addresses landscape conservation and stewardship and such important programs as New Jersey's scenic byway program and Green Acres Program, through which open space and farmland have been preserved statewide. Crossroads preservation initiatives should partner with these landscape

conservation programs, using historical significance to help identify and prioritize landscapes to be preserved and providing resources and expertise to support them.

**ACTION: Focus preservation activities on the identification, documentation, and protection of historically significant landscapes and landscape contexts using cultural landscape techniques.** *This should be an ongoing activity of Crossroads preservation partners at all levels.*

### 9.8.6 Local Preservation Plans and Ordinances

Undertaking municipal level inventories of Revolutionary Era historic resources has been discussed above and could be undertaken as part of broader municipal historic resource inventory initiatives. In addition to undertaking local inventories, an emphasis of the New Jersey state preservation plan is providing encouragement, support, and assistance to municipalities in preparing preservation plan elements as part of their required municipal master plans and the development and use of preservation ordinances as components of local zoning codes. The development of preservation plans and local preservation ordinances is appropriate for all municipalities within the heritage area. This should also be a focus for the Crossroads preservation program.

Crossroads programming should facilitate and support the work of state and county level partners in encouraging municipalities to prepare preservation plans and local preservation ordinances. In particular, Crossroads should support Preservation New Jersey and county commissions in these efforts through advocacy, programmatic, financial, and staff assistance. Crossroads should help organize and support programs that provide incentives to local municipalities for preservation planning and local ordinances. County commissions should provide leadership in identifying and prioritizing needs within their jurisdictions. The Crossroads Preservation Committee should include support for preservation planning and local ordinances in their annual work plan and outline the roles that the various preservation partners will play.

**ACTION: Encourage, support, and provide incentives and assistance to local municipalities preparing preservation plans and local preservation ordinances as outlined in the state preservation plan.** *This should be an ongoing activity of Crossroads preservation partners supported as appropriate by Crossroads Association staff and programming.*

### 9.8.7 Legacy and Visitor Service Community Designation

The concepts of legacy communities and visitor service communities are discussed in Chapter 7 and are mentioned earlier in this chapter. Legacy communities are communities that existed within the heritage area at the time of the Revolution. Visitor service communities are communities within or close to the heritage area that have appealing historic character and are capable of providing high quality services to heritage tourists. Chapter 7 suggests several recommendations and actions intended to encourage communities to participate in the heritage area as legacy and/or visitor service communities. Heritage area programs for the designation and recognition of communities as legacy and/or visitor service communities are included in this chapter, however, because the concept is intended to be a primary means through which the heritage area can promote historic preservation at the local level.

Legacy communities should be encouraged to participate in the heritage area primarily through interpretation of their Revolutionary Era stories, including both civilian and military history and significance. Chapter 7 outlines how legacy communities might participate in interpretation and

be marketed as gateways for residents and visitors in exploring surrounding regions. These recommendations are intended to have three purposes: (a) to engage communities and encourage them to explore and understand their history, (b) to promote history and the historic character of communities to local residents, and (c) to support local economic development. Their underlying purpose is to promote historic preservation.

Crossroads should establish a process through which heritage area communities can be recognized as legacy communities. Criteria should be established for documentation confirming that communities existed at the time of the Revolution. Legacy communities should be asked to enter into and complete the designation process to be sure they are interested and committed and to be sure they are willing to put effort into the initiative. Benefits of the designation and recognition should be made clear and would include the potential for grant funding, promotion, and technical assistance. Once designated, legacy communities should be asked to participate in heritage area programming. Interpretation; signage; marketing; programming, planning, and design guidance; hospitality training; and other forms of assistance are among the benefits that could be developed to support them.

Participating legacy communities should also be expected to establish and meet basic historic preservation goals, guidelines, and requirements with respect to inventorying and preservation of their Revolutionary Era resources. A full program for benefits and incentives for participating legacy communities should be developed to further the mission and goals of the heritage area at the local level.

**ACTION: Develop a comprehensive program for the designation and recognition of Crossroads legacy communities including a process and criteria for designation, guidelines and standards for participation, and benefits and incentives.** *This should be a medium-term and ongoing activity led by the Crossroads Association in partnership with state and county partners.*

A similar program should be developed for visitor service communities. Visitor service communities are important to the heritage area as places where heritage tourists can find the high quality services they seek. Dining, lodging, shopping, and cultural services are needed. If a goal over time is to market Crossroads to heritage tourists as a world-class set of attractions, a high quality visitor experience will be essential. Various service levels could be created ranging from informal deli or café experiences to fine dining and related experiences. The variety of service levels available in communities would be made clear to visitors in marketing and promotional materials in order to set visitor expectations and provide choices for differing audiences. Families would have different needs and expectations from international travelers, for instance.

Legacy communities with appropriate levels of visitor services may qualify for designation as Crossroads visitor service communities. Other communities with appealing historic character and appropriate levels of service could also qualify. Communities could be either within or close to the heritage area.

Crossroads should establish a program for the designation and ongoing participation of visitor service communities. The primary benefit of designation would be marketing and promotion of downtown areas and businesses. Visitor service communities might also benefit from other Crossroads programs promoting downtown economic development, planning assistance, and training. Visitor service communities should be expected to meet criteria and standards to be

established through the Crossroads program, including guidelines related to historic preservation and community character.

**ACTION: Develop a program for the designation of Crossroads visitor service communities including a process and criteria for designation, guidelines and standards for participation, and benefits and incentives.** *This should be a mid-term and ongoing activity led by the Crossroads Association in partnership with state and county partners.*

### **9.8.8 Certified Local Government, Main Street, Preserve America, and Related Programming**

Crossroads should encourage and support participation in national and state historic preservation programs as outlined in the state historic preservation plan. These programs are particularly appropriate for use by Crossroads legacy and visitor service communities. The heritage area should actively encourage communities to participate and could provide additional incentives for participation as appropriate.

As a part of its legacy community and visitor service community programs, Crossroads partners should consult with participating communities to find out where they stand in their planning and revitalization efforts, what kinds of programs would be helpful to them, and what role the heritage area might play. This chapter focuses primarily upon traditional historic preservation programming. The heritage area and its partners might also be able to support or even create other types of programs that would advance local community interests as well as heritage area goals.

**ACTION: Consult with legacy communities and visitor service communities to find out what kinds of programming would be helpful toward their revitalization and what roles the heritage area might play.** *This is a mid-term action of the Crossroads Association and its state and county partners that should become ongoing.*

The Certified Local Government Program provides opportunities for local communities with historic preservation programs meeting certain standards to enjoy enhanced participation in national preservation programs. They are eligible to receive grant funding for historic preservation, planning, and revitalization projects as well as technical assistance. The program is administered by the New Jersey Historic Preservation Office and is federally funded.

**ACTION: Actively encourage historic communities within the heritage area to participate in the Certified Local Government Program administered by the New Jersey Historic Preservation Office.** *This will be an ongoing activity of the Crossroads Association in association with statewide and county partners.*

Main Street New Jersey is a comprehensive downtown revitalization program promoting historic and economic development of traditional commercial districts at the centers of our older, historic communities. Communities participating in the program receive technical support and training to assist in restoring and revitalizing main street areas as centers of economic activity making creative use of their historic character. The Main Street New Jersey Program is particularly appropriate for use by Crossroads visitor service communities. Crossroads should actively encourage communities to participate in the Main Street program in cases where it might contribute to their revitalization and to historic preservation.

Should communities not have the capacity to participate on their own, Crossroads might consider developing a ‘circuit rider’ Main Street program where Main Street staff and programming is shared between communities. Such an approach should be considered after consultations with communities as recommended above.

**ACTION: Actively encourage historic communities within the heritage area to participate in the Main Street New Jersey Program administered by the Department of Community Affairs.** *This will be an ongoing activity of the Crossroads Association in association with statewide and county partners.*

Preserve America is a federal initiative administered through the Advisory Council on Historic Preservation and the Department of the Interior that designates and recognizes communities that protect and celebrate their heritage, use their historic assets for economic development and community revitalization, and encourage people to experience and appreciate local historic resources through education and heritage tourism programs. Benefits of designation include national recognition; eligibility to apply for Preserve America grants; authorization to use the Preserve America logo on signs, flags, banners, and promotional materials; listing in a Web-based Preserve America Community directory; inclusion in national and regional press releases; official notification of designation to state tourism offices and visitors bureaus; and enhanced community visibility and pride. Preserve America Communities are also featured in National Register Travel Itineraries and in "Teaching with Historic Places" curricular material created by the National Park Service.

Preserve America grants are available for tourism planning, economic development, and preservation projects. The program is particularly suitable to Crossroads legacy and visitor service communities.

**ACTION: Actively encourage historic communities within the heritage area to participate in the Preserve America Program administered through the US Department of the Interior.** *This will be an ongoing activity of the Crossroads Association in association with national, statewide, and county partners.*

### **9.8.9 Federal and State Recognition and Compliance Programs**

The National Register of Historic Places and the New Jersey Register of Historic Places were created by the federal and state governments to identify historic resources significant to our nation’s history. In addition to providing criteria and a process for the identification and recognition of significant historic resources, the programs provide the foundation for federal and state compliance processes in the assessment of potential impacts of federal and state actions on eligible historic resources. In New Jersey, the National Register and New Jersey Register programs are administered through the New Jersey Historic Preservation Office.

In coordination with the state preservation plan, Crossroads should encourage organizations, individuals, and municipalities to nominate Revolutionary Era historic resources and historic districts to the National and New Jersey Registers. Listing on the registers is an honor and provides a measure of protection, particularly with respect to potential federal and state actions.

**ACTION: Encourage the nomination of Revolutionary Era historic resources to the National Register of Historic Places and New Jersey Register of Historic Places.** *This should be an ongoing activity of the Crossroads Association and statewide and county partners.*

*Nominations should be primarily prepared by local organizations, individuals, and municipalities.*

Section 106 of the National Historic Preservation Act of 1968 requires federal agencies having direct or indirect jurisdiction over a proposed federally funded, licensed, or permitted undertaking to take into account the effect of the undertaking on properties listed on or eligible for the National Register. This legislation helps identify, avoid, limit, and/or mitigate the adverse impacts of federal projects on historic resources within the state. The New Jersey Historic Preservation Office is the primary state agency involved in the review of Section 106 compliance, though other state and federal agencies have significant involvement as well. Crossroads should monitor and support the Section 106 process for projects within the heritage area related to Revolutionary Era resources and should become involved as an interested partner in the processes as appropriate.

**ACTION: Monitor Section 106 compliance processes for projects being undertaken within the heritage area with potential impacts upon Revolutionary Era historic resources. Become involved in the processes as an interested party when appropriate.** *This should be an ongoing activity of the Crossroads Association in coordination with state, county, and local partners.*

The New Jersey Register of Historic Places Act of 1970 created the New Jersey Register and is the state-level companion to the National Register and Section 106 of the National Historic Preservation Act of 1968. The act requires that state, county, and municipal undertakings be assessed for their potential effects on properties listed on the New Jersey Register. If there is an effect, project information is to be provided to the New Jersey Historic Preservation Office for review and authorization. Crossroads should monitor and support the state compliance process for projects within the heritage area related to Revolutionary Era resources and should become involved as an interested partner in the processes as appropriate.

**ACTION: Monitor New Jersey Register of Historic Places Act compliance processes for projects being undertaken by state, county, or municipal governments within the heritage area with potential impacts upon Revolutionary Era historic resources. Become involved in the processes as an interested party when appropriate.** *This should be an ongoing activity of the Crossroads Association in coordination with state, county, and local partners.*

Archeological resources are among those reviewed for compliance under the federal and state compliance processes noted above. The state-level process, however, requires that sites already be listed on the New Jersey Register. This accounts for archeological sites associated with already listed resources, but not many purely archeological sites are individually listed, therefore so few archeological sites appear to be protected under the state system. Archeological sites that might be adversely affected by private projects are not protected at all.

Archeological sites are an important source of research information. In Chapter 8, *Crossroads Research & Education*, the management plan recommends that Crossroads partners work together to advocate for and support local community planning processes that recognize the importance of gathering archeological information before sites are lost and provide for some means through which that information can be gathered. This recommendation is reiterated here with respect to preservation and community planning.

**ACTION: Advocate for and support community planning processes that require the investigation of Revolutionary Era archeological sites threatened by development.** *This*

*should be an ongoing action of the Crossroads Association and its partners working collaboratively.*

### **9.9.10 Crossroads Preservation Awards**

As part of heritage area recognition and communications, Crossroads should establish an awards program for historic preservation and other activities that could be awarded to organizations, municipalities, and individuals involved in the preservation of Revolutionary Era resources. A range of awards could be created, including awards for research, interpretation, advocacy, and other worthy activities. It is recommended that awards be presented at New Jersey's annual statewide preservation conference.

**ACTION: Create an annual Crossroads awards program for preservation and other activities for organizations, municipalities, and individuals.** *This should be an ongoing activity of the Crossroads Association.*

### **9.8.11 Conferences and Training Workshops**

The New Jersey Historic Preservation Office, the New Jersey Historic Trust, Preservation New Jersey, the Association of New Jersey Environmental Commissions, the New Jersey Land Conservation organizations and others present conferences, workshops, and training sessions in the field of historic preservation, land conservation, heritage tourism, and other subjects. In Chapters 7 and 8 of this management plan, recommendations are provided to provide training sessions and workshops related to operations, management, and interpretation at historic interpretive sites. The range of conferences and workshops provided by New Jersey preservation partners for various purposes should be coordinated and made mutually supportive. Gaps should be identified and partners should work together to make sure that needs are filled. The Crossroads Association should fully support its partners in the creation, funding, and management of conferences and workshops, as it has in the past. The Association should determine which programs are appropriate for it to specifically manage.

**ACTION: Work with partners to create a full program of conferences and workshops to support preservation, research, interpretation, management, and needs. Design conferences and workshops to be mutually supportive.** *This should be an ongoing activity of the Crossroads Association and its partners.*