

Chapter 1 • Purpose and Need

1.1 Purpose in Taking Action

The Crossroads of the American Revolution National Heritage Area was created on October 10, 2006 when PL 109-338 became law. Section 297 of the legislation, titled “Crossroads of the American Revolution National Heritage Area Act of 2006,” established a Federal interest in developing a regional framework to assist the State of New Jersey, local governments, and private citizens in preserving and protecting resources of the period and recognizing those resources for the educational and recreational benefit of future generations. The legislation established boundaries for the designated heritage area and identified the Crossroads of the American Revolution Association as the local coordinating entity for the heritage area. The legislation also directed that a management plan be prepared for the heritage area within a three-year period to be approved by the Secretary of the Interior.

The proposed federal action considered in this environmental assessment is the creation and approval of a final management plan to accomplish the purposes for which the Crossroads of the American Revolution National Heritage Area was created. The management plan has been developed through a cooperative planning process, including the exploration of alternative futures, and must be approved by the Secretary of the Interior. The management plan and environmental assessment have also been developed in consultation with the National Park Service Northeast Regional Office and the Superintendent of Morristown National Historical Park. Implementation of the management program as defined in the plan will recognize the special historical identity of New Jersey with respect to the American Revolution and provide for the management, preservation, protection, and interpretation of associated resources for the educational and inspirational benefit of future generations.

The management plan for the Crossroads of the American Revolution National Heritage Area is being prepared in accordance with the requirements of Section 297D of the enabling legislation (PL 109-338, 10 Oct. 2006). This environmental assessment was prepared as an integral part of the planning process to engage organizations and residents, explore alternative futures for the heritage area, and assess potential impacts of possible alternatives on social and environmental resources, conditions, and interests. The management plan and its environmental assessment are being prepared in compliance with requirements of the National Environmental Policy Act of 1969, as amended (NEPA), the Council on Environmental Quality’s (CEQ’s) implementing regulations for NEPA (40 CFR 1500 – 1508), and NPS Director Order #12, *Conservation Planning, Environmental Impact Analysis and Decision-making (DO-12,2001)* and accompanying *DO-12 Handbook*.

The management plan reviews the current state of inventories of American Revolutionary resources within the heritage area’s boundaries. It assesses the general condition and integrity of remaining resources and the roles that those resources have played in the history, identity, and development of the communities in which they are located. Organizations and entities with an interest in American Revolutionary resources, history, and ideals are identified. Potential relationships with other national, state, and local programs and initiatives are explored. The management plan outlines strategies and actions that will be undertaken by a broad range of

partners to preserve and protect resources, tell the stories of New Jersey's role in the American Revolution, and integrate the goals and purposes of the heritage area's creation into the fabric of New Jersey's communities and the identity of its citizens.

1.2 Need for the Action

As recognized by the individuals and organizations who first advocated for action and as identified through the Special Resource Study and Feasibility Study process that was completed in 2002, New Jersey's role in and significance to the American Revolution is not widely appreciated. While many New Jersey communities bear the clear imprint of the American Revolution through place names, monuments, plaques, buildings, and other resources remaining from the Revolutionary period, the existence of these resources is not widely recognized and their significance is frequently not understood.

Resources are taken for granted. Populations have changed. Places where important things happened are not identified. Rapid growth and change over the intervening decades have wiped away much of the character of the Revolutionary War era landscape and adversely impacted the integrity of the increasingly fewer resources that survive. In the process, fundamental aspects of New Jersey's identity have been obscured and lost to the consciousness of residents and visitors. Those growing up today have only a vague sense of this aspect of their shared identity. This recognition has identified a clear need for action that will be addressed through the development of the Crossroads of the American Revolution National Heritage Area.

1.3 Background and Overview of Crossroads of the American Revolution

Crossroads of the American Revolution National Heritage Area was created on October 10, 2006 when President Bush signed into law the National Heritage Areas Act of 2006, PL 109-338. The boundaries of the heritage area were established by the legislation as recommended in the *Crossroads of the American Revolution in New Jersey, Special Resource Study, Feasibility Study, and Environmental Assessment*, published in August 2002.

The national heritage area encompasses an area of approximately 2,155 square miles from southern to northern New Jersey. The heritage area includes four of the state's counties in their entirety, including Mercer, Middlesex, Somerset, and Union Counties, and parts of ten other counties. The legislative map defines the overall boundary of the heritage area which includes 214 separate municipalities within the 14 counties and 12 congressional districts.

Physiographically, Crossroads is centered on the Piedmont region of the state that extends diagonally from the New York vicinity at the northeast to the Philadelphia vicinity on the southwest. Historically, this was not only a major transportation route connecting the two major cities, it was also a prosperous and bountiful agricultural region. To the southeast are the pinelands, marshes, and waters of the Coastal Plain. To the northwest are the Watchung Mountains; the hills of Hunterdon, northern Somerset, and Morris Counties; and the New Jersey Highlands beyond.

The Crossroads of the American Revolution Association is a non-profit organization that was created in 2002 to raise popular appreciation of the historical significance of the American Revolution in New Jersey and provide a forum for related educational, interpretive, preservation, and heritage tourism initiatives. The Crossroads Association was designated as the managing

entity for the Crossroads of the American Revolution National Heritage Area by the 2006 legislation.

Since its establishment, the Crossroads Association has worked with a broad range of state and local partners in implementing projects associated with the state's Revolutionary War history. Funded largely through grants as well as through funding allocations through the National Park Service, the Association has supported local initiatives interpreting and commemorating the American Revolution, undertaken coordinating ventures such as the publication of a guidebook to New Jersey's Revolutionary War era interpretive sites, and served as a catalyst through which issues and opportunities related to New Jersey's Revolutionary War era history may be addressed.

1.4 Foundation for Planning

The foundation for planning for Crossroads of the American Revolution provides basic information and guidance for development of the management plan and for decisions to be made in implementing it. It is a reference through which options may be assessed and good decision-making may be informed. All programs undertaken through the heritage area should be grounded in the foundation for planning. From time to time, the foundation should be reexamined and updated. The foundation for planning includes:

- An outline of legislative requirements;
- A statement of purpose and mission;
- A statement of significance;
- A vision statement;
- Goals for the heritage area; and
- A review of interpretive themes that have been developed.

1.4.1 Legislative Requirements

Section 297 of PL 109-338 is the enabling legislation for the Crossroads of the American Revolution National Heritage Area and outlines the establishment and requirements related to it. Key elements and requirements of the authorizing legislation are outlined below and must be reflected in the management plan.

- The **purposes of the legislation** provide guidance for the development and implementation of the management plan. They include (1) assisting communities, organizations, and citizens in preserving the special historic identity of the state; (2) fostering close working relationships among all levels of government, the private sector, and communities; (3) providing for the preservation and interpretation of resources for the educational and inspirational benefit of future generations; (4) strengthening the value of Morristown National Historical Park as an asset to the state; and (5) authorizing federal financial and technical assistance.
- The **boundaries** of the heritage area are depicted on the official map. The expenditure of federal funding appropriated through the legislation is limited to the area within the boundaries. However, coordination with American Revolution related programs and resources beyond the boundaries, both statewide and in adjacent states, is encouraged. Federal funding not appropriated through the heritage area's enabling legislation may be used beyond the boundaries.

- The Crossroads of the American Revolution Association is identified as the **local coordinating entity** tasked with managing and implementing the heritage area. The authorities and duties of the local coordinating entity are outlined. They include using funds to make grants, providing technical assistance, entering into cooperative agreements, and contracting for services to implement the management plan. The Crossroads of the American Revolution Association, founded in 2002 as the only state-wide non-profit organization devoted to raising popular appreciation of the historical significance of the American Revolution in New Jersey, preexisted the establishment of the national heritage area.
- Within three years of obtaining funding, the local coordinating entity must complete a **management plan** for the heritage area. Requirements for the management plan are outlined.
- At the request of the local coordinating entity, the Secretary of the Interior may provide **technical and financial assistance** to the heritage area for development and implementation of the management plan.
- On request, the Superintendent of the Morristown National Historical Park may provide **operational assistance** to public and private organizations for implementation of the management plan.
- Any **federal agency** conducting or supporting an activity that directly affects the heritage area shall consult with the Secretary and local coordinating entity and to the maximum extent practicable coordinate with and avoid adverse effects on the heritage area.
- Up to \$10,000,000 **may be appropriated** to the local coordinating entity over a period of 15 years for the heritage area, with a maximum of \$1,000,000 in any given year. The federal share of the cost of any activity assisted shall not be more than 50 percent.
- Federal funds made available to the local coordinating entity under federal heritage area legislation may **not be used for the acquisition of real property**. Other sources of funds, however, including other Federal funds, may be used for the acquisition of property.
- No **privately owned property** shall be preserved, conserved, or promoted without the written consent of the property owner. Landowners may withdraw their property from within the boundary area upon written request. Nothing in the legislation shall be construed to require public access to private lands, require participation in the heritage area, create liability for private property owners, or modify local land use regulations.

1.4.2 Statement of Purpose and Mission

The statement of purpose and mission conveys the reasons for which the Crossroads of the American Revolution National Heritage Area was created and is based upon the purposes of the heritage area outlined in Section 297A, part (b) of the heritage area's enabling legislation. The statement provides the fundamental criteria against which the appropriateness of heritage area policy and implementation recommendations, decisions, and actions are tested. This statement of purpose and mission has been developed by the Board of Directors of the Crossroads of the

American Revolution Association and is stated on the Association's website www.revolutionarynj.org:

The mission of the Crossroads of the American Revolution National Heritage Area is to foster the conservation, preservation and interpretation of New Jersey's Revolutionary War sites and landscapes in ways that enhance public understanding about the people, places and events that transformed the course of American and New Jersey history.

1.4.3 Significance of the Heritage Area

New Jersey's strategic location near the center of the American Colonies combined with the opportunities for access, provisioning, and defense provided by its countryside resulted in an inordinate amount of Revolutionary War action being conducted across its landscape. New Jersey's experience of the American Revolution is representative of the trials and conflicts experienced by the newly founded nation as a whole. The Continental army spent nearly half the war within the state. At first a reluctant participant, New Jersey became an epicenter of the war's action. New Jersey's residents felt the brunt of this deadening force as their communities were stressed and their daily lives were severely impacted.

Following the initial outbreak of hostilities in New England, the British ceded Boston to the rebels and made New York City the strategic center for their conduct of the war. Accessible from the sea and defensible from attack by land, New York provided a strong logistical base from which British forces could gain control of the Hudson River Valley and split the northern colonies from the southern colonies.

With New York occupied, New Jersey became a key to defense of the newly formed nation. Central New Jersey provided a direct overland route connecting New York with Philadelphia and the southern colonies. Its rolling landscape of productive fields and neat farmsteads between the Watchung Mountains to the west and the coastal marshes and pinelands to the east presented a peaceful picture and promised bountiful provisioning of men and livestock. The colony's culturally diverse population, dispersed and primarily agrarian, was not generally predisposed to revolution.

While central New Jersey offered an invitation to invasion, much of New Jersey was an unassailable fortress. The Watchung Mountains provided an extended natural rampart defending inland portions of the state and shielding it from surveillance. From the Watchungs, movement and activities in central New Jersey could be observed and disrupted. Behind the mountains, the northeast/southwest trending valleys provided Continentals with a safe route connecting New York and New England with Pennsylvania and the south, free from British view or interference. Abundant natural resources, especially iron ore in both the northwestern mountains and southeastern Pinelands, supported the American war effort.

When the British seized New York in June 1776, New Jersey became a battleground. Key events that determined the course of the war occurred here. These include the Battles of Trenton and Princeton, which demonstrated the Continental army's ability to fight and changed the British strategy from offensive to defensive; the Battle of Monmouth, which demonstrated the Continental army's ability to confront the British army as an equal; and the terrible winters at Morristown, which tested the army's ability to survive. Less well recognized, however, are the large number of smaller engagements that were characteristic of the New Jersey experience of,

and significance to, the war. The 1976 study *Battles and Skirmishes in New Jersey in the American Revolution* lists more than 700 engagements, skirmishes, and places of interest related to the course of the war over eight years, from 1775 through 1783. The NPS American Battlefield Protection Program's *Revolutionary War and War of 1812 Historic Preservation Study* lists 296 significant military engagements within the state. New Jersey became the Crossroads of the American Revolution.

The British first attempted to push back the Continentals, subdue the countryside, and bring New Jersey back into the fold. Thwarted by Continental victories at Trenton and Princeton and repeated attacks by New Jersey militia, the British realized they could not hold the countryside, and withdrew ever closer to the safety of their base in New York City. They left General Washington to use New Jersey as a location from which to threaten and encircle New York. The Watchung Mountains provided his army with a safe haven from which they could not be dislodged. The British used New Jersey as a means to probe for weakness. Both armies vied for the food, forage, wood, and other resources that the countryside could provide and launched disruptive forays against each other.

The ravages of occupation stirred a reluctant population to rebellion. Ad hoc New Jersey militias waged unconventional warfare and provided strategic and tactical inspiration for the leaders of the regular army. Bitter divisions developed within communities and between individuals. Amid civil disorder, neighbor turned upon neighbor and allegiances shifted with the fortunes of war. Frequent raids were conducted by both sides. Portions of New Jersey became a no man's land and the countryside was worn down by constant low-level warfare.

The experience of New Jersey mirrored the experience of the rest of the emerging nation. A fledgling Continental army teetered on the brink of disaster, experienced unspeakable hardship, but somehow emerged intact. A British powerhouse realized its vulnerabilities and the limits of its capabilities and became timid and defensive. A civilian population experienced civil war and was forced to acquire a new identity. Although few decisive events occurred here, through endurance and mere survival a nation was born.

New Jersey's Revolutionary experience is not one of glory and easy triumph. It is an authentic experience represented by a thousand small tragedies and personal stories in communities throughout the state and characterized by conflict, contradictions, and complexities; by persistence, endurance, and survival. It was 'Almost a Miracle.' It is a story that lives on in the fabric and character of the place and its people.

1.4.4 Vision for Crossroads of the American Revolution

A vision for the Crossroads of the American Revolution was presented in the Special Resource Study and Feasibility Study and later explored through a pair of visioning workshops attended by partners and stakeholders for a pilot area within the heritage area in the spring of 2006. This vision has been further refined by board members of the Association during the current planning process as a result of an assessment of existing issues and conditions and input from public participants.

In the Crossroads of the American Revolution the people of New Jersey will create a new sense of place; one of protected Revolutionary War landscapes and cultural sites, interpretive facilities and programs, increased recreational opportunities, improved communities, and compatible economic development. Visitors to the region will gain a new appreciation of New Jersey as they

experience its history and outstanding natural and cultural resources. Trail systems and driving tours will connect Revolutionary War sites, and the myriad stories of the American Revolution in New Jersey will be told in cohesive and exciting ways. Communities and sites will have the opportunity to tell their own unique stories within a comprehensive Crossroads interpretive framework. Crossroads will form an integral link to Revolutionary War programs in other areas of the state, the Hudson River Valley, Pennsylvania, and elsewhere.

The people of New Jersey in this and succeeding generations will take pride in this special place and understand how the events that occurred here have shaped the values of their nation and their own lives. New residents whose ethnic and family histories may not be directly related will understand how their lives today connect to New Jersey's experience of the Revolution. Schools will feature the Crossroads of the American Revolution in curriculum units and students will experience first hand the sounds and sites of the Revolution. There will be a life-long personal attachment to the many cultural and natural attributes of the region.

Historic resources, surviving cultural landscapes, and authentic places where events occurred will be protected, improved and appreciated. Their economic value to the region will be realized through increased visitation and supporting economic development. Communities in the region will seek to identify with their history through sensitive community planning and design practices and local programming and events recognizing New Jersey as the Crossroads of the American Revolution.

The many affected interests in the Crossroads of the American Revolution will achieve this vision by collaborating to make this a special region where a rich heritage is explored, promoted, and maintained. Crossroads of the American Revolution will provide exciting examples of effective community partnerships brought about by combining the energies and resources of governments, community organizations, non-profits, educators, business, and individual citizens.

1.4.5 Goals for Crossroads of the American Revolution National Heritage Area

Based upon the mission and vision presented above, the Crossroads of the American Revolution Association established the following goals as it undertook the planning process for the heritage area. These goals are intended to address the need for action as outlined in Section 1.2 above by engaging residents and using the region's cultural heritage and identity as a source of community revitalization and pride. The goals are organized under six broad topics drawn from the purposes of the heritage area and requirements of the management plan as outlined in Section 297A, part (b) Purposes, and Section 297D, part (b) Requirements, of the heritage area's enabling legislation.

1. Crossroads of the American Revolution

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

Goal 1.B: In realizing its mission and goals, Crossroads will **work closely with** all levels of government, the private sector, and local communities in the state.

2. Historic and Cultural Resources

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

3. Natural, Recreational, and Scenic Resources

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

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

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

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

4. Interpretation, Education, and Research

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

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

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

5. Heritage Tourism

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

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

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

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

6. Morristown National Historical Park

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

1.4.6 Interpretive Themes

The 2002 *Special Resource Study and National Heritage Area Feasibility Study* outlines three primary themes that appear to cover the full range of stories related to the American Revolution in New Jersey. Themes are the organizing framework within which interpretation of individual resources and stories may be presented, with reference to the context of the whole. The three primary themes identified for Crossroads are comprehensive, directly relate to the significance of the state within the war, and allow each resource and site to find its place within a coordinated, heritage area-wide interpretive presentation.

The use of themes and related sub-themes will help determine how interpretation will be undertaken heritage area-wide, how regional interpretation might be organized, and how linkages between sites and resources might be created. The three primary themes as outlined in the *Feasibility Study* include:

A Revolutionary Landscape

The physical and economic geography of New Jersey greatly influenced how the war was carried out, and understanding the state's eighteenth century landscape is a vital part of understanding the war. *A Revolutionary Landscape* encourages exploration of the physical and cultural characteristics and stories to provide an understanding of how New Jersey's critical location, topography, and natural and manmade resources influenced the actions of both armies and the outcome of the American Revolution. Every community and resource within the heritage area can contribute to this understanding by telling its own story in relation to the war.

Three key sub-themes have been identified for this theme. **Location** relates stories to New Jersey's central position between New England and the Southern states making it a key link for communication and control. **Strategy** looks at the ways in which the landscape affected the conduct of the war by both sides, providing offensive opportunities for the British and defensive opportunities for the Americans. **Supply and Logistics** explores how each side used the landscape to support and provision their army and how food, forage, natural

resources, lines of communication, and movement affected the thinking of leaders and the ability of each army to act.

Rendezvous for Rebellion

Rendezvous for Rebellion is about the military actions that took place within New Jersey. The campaigns and engagements that occurred here greatly influenced the outcome of the war. The many smaller raids, engagements, and skirmishes that were conducted over the course of the seven years that armies were present in the state were characteristic of the bitter and tragic nature of the conflict in New Jersey.

Four sub-themes have been identified. **Campaigns and Engagements** traces the military action in New Jersey between 1775 and 1783 including action related to five major campaigns as well as numerous small engagements, skirmishes, raids and naval action. The New Jersey experience is rich with stories of both large and small-scale actions that took place in many communities and landscapes across the state. **Encampments and Daily Life of Soldiers** connects stories related to the harsh conditions of military life at the levels of both the individual soldier and the army as a whole. Perhaps most significant is the story of the Morristown encampments, which tested the Continental army almost to the breaking point. The broader context includes the stationing of troops in a defensive arc around the British center in New York, including the little-known Middlebrook encampment

Leadership concentrates upon the many individuals who served in a leadership capacity on both sides of the conflict, both military and civilian. Individuals who became famous national figures played prominent roles in the military action in the state. New Jersey's own revolutionary leaders at both the state and local levels impacted events. The character and quality of leadership was significant to the war's outcome. **Civilians and the War** highlights the civilian stories. Because of the duration and intensity of war activities in New Jersey, civilians were more involved in, and affected by, the military action than in most other states. Civilians joined both sides; provided aid, resistance, information, resources, and supplies; and saw their communities and homes ravaged. The unconventional role of the New Jersey militia is particularly intriguing. Literature played a significant role in the attitudes of civilians and soldiers toward the war and contributed to the nation's cultural life.

Divided Loyalties

New Jersey's cultural diversity and economic circumstances created varying opinions with respect to revolution. Strong divisions led to civil war within and between communities. These divisions often erupted along religious, ethnic, or economic fault lines and resulted in the widespread disruption of community life, tragic violence, and the forced movement of people.

Sub-themes include **Political Loyalties**, which traces the politics and actions of patriots, loyalists, and those who supported neither side through the course of the war. As events unfolded, violence and revenge took hold, and it became dangerous to support the 'wrong' side. **Religious/Cultural Diversity** outlines the cultural makeup of New Jersey at the time of the Revolution, its geographical distribution, and the ideas and circumstances that led to communities, groups, and individuals supporting one side or another. New Jersey's diversity is among the most rich and interesting of the state's stories and has implications in the state today.

Practically any story related to the American Revolution in New Jersey can be told within the framework of these themes. Sites, communities, and regions can relate their resources and stories to the themes and use them to illustrate aspects of the broader significance of the war. How this might be done is a key element distinguishing the alternatives through which the heritage area might be implemented.

1.5 Public Participation and Scoping

At the beginning of the planning process for development of the management plan for Crossroads of the American Revolution, the planning team developed a draft public participation plan intended to engage stakeholders, provide information to the public, obtain input regarding the planning process, and comply with requirements of NEPA. As planning has proceeded, the public participation plan has been revised and adjusted as elements of the plan have been implemented, experience has been acquired, and input has been received. This scoping process differed from the visioning discussed under Section 1.4.4 above in that it concentrated upon opportunities and challenges related to existing conditions in the field and how they might effect the shaping of policies and actions in implementing the vision and mission. The objective of the scoping process has been to obtain information regarding:

- The type, range, condition, and inventory of resources associated with the American Revolution within the heritage area;
- Organizations that may have an interest in participating in different aspects of the heritage area;
- Ongoing programs and initiatives that have the potential for a relationship with the heritage area both within the boundaries of the heritage area and without;
- The needs of potential partners in implementing programs and initiatives that would support heritage area goals;
- Issues that might influence management plan goals, strategies, actions, or priorities;
- Opportunities for programs, partnerships, and actions that would support the purposes of the heritage area as outlined in the authorizing legislation;
- Concerns, preferences, and views of participants that would influence the shaping of alternatives and the selection of a preferred alternative for the heritage area.

1.5.1 Scoping Process

The scoping process includes both internal scoping, which is a continuing process with the steering committee, consultant team, and key partners, and external scoping, which occurred through a variety of partner and public involvement activities. Internal scoping began in April of 2009 with a two-day guided tour of the heritage area conducted by representatives of the Crossroads of the American Revolution Association steering committee for the consultant team. Following the tour, a three-month period of gathering and assessing information about existing conditions was undertaken to better understand the character and potential of this large and complex heritage area. External scoping commenced at the same time and included:

- A Crossroads newsletter distributed by email to a contact list of over 1,200 individuals and by regular mail to those without email announcing the planning initiative and public meeting dates;
- Email notices of public meetings;

- A set of three public meetings conducted in June 2009 at different locations within the heritage area to introduce the project, engage partners, and gather initial input;
- Consultations with partners by telephone and during site visits within the heritage area;
- Meetings with special interest groups including interpreters, heritage tourism professionals, and conservation and stewardship organizations;
- A comprehensive survey of partner organizations conducted by The Polling Institute of Monmouth University in August 2009;
- Ongoing public events supported by the Association to support partners and raise the public profile of the heritage area;
- A separate and parallel program of meetings and events associated with the creation of a statewide heritage tourism plan with participation by members of the steering committee, the consulting team, and heritage area partners;
- A steering committee workshop to review and discuss findings concerning existing conditions, challenges, and opportunities;
- A steering committee meeting to review draft goals and strategies for the heritage area;
- A newsletter and email notifications for public meetings;
- A set of three public meetings conducted in November 2009 at different locations within the heritage area to discuss goals and strategies and introduce initial concepts for draft alternatives;
- A steering committee workshop to review draft alternatives for the heritage area;
- The posting of background information on the management plan and draft alternatives on the Crossroads of the American Revolution website;
- A newsletter on heritage area alternatives and a series of follow-up email distributions about the alternatives and public meetings with links to information on the Crossroads website;
- Personal phone calls and emails from steering committee members to a list of key potential partners;
- Emails by affinity groups to their contact lists including announcements by county government officials to local constituents;
- A press release to the press and to history interests regarding the alternatives, webinar, and public meetings;
- A webinar conducted by the consultant team and steering committee members from the offices of the Association of New Jersey Environmental Commission on the evening of February 3, 2010;
- A series of four public meetings held in early and mid-February 2010 at which alternatives were presented and discussed. Supporting materials were distributed, written comments were received, and participants were asked to rank alternatives. Additional comments were invited and received by email throughout the month of February;
- A survey of the public image of New Jersey in the American Revolution included in a statewide public opinion poll conducted by The Polling Institute of Monmouth University.

Public participation and scoping has been an ongoing activity throughout the planning process and will continue through development of the management plan.

1.5.2 Issues Identified Through Scoping

The Crossroads of the American Revolution National Heritage Area is a large and complex area. Through the scoping process, a range of issues has been identified that influence the development

of a range of reasonable alternatives evaluated in this Environmental Assessment, selection of a preferred alternative, and, ultimately, development of a final approved heritage area management plan. These issues have been identified through a review of background materials, an assessment of existing conditions, consultations with stakeholders, agency consultations, input received through a series of interest group and public meetings, and workshops with the management plan steering committee.

The range of issues is listed below under seven topical headings that are related to heritage area goals and the assessment of alternatives. The issues are organized as opportunities and challenges. Opportunities are statements that describe existing conditions and represent positive trends that the heritage area might follow as it works to achieve its vision and mission. Challenges are statements that describe existing conditions and characteristics of the heritage area that may be obstacles or impediments to realizing the vision of the heritage area. Challenges listed in this section may need to be addressed by the management plan so that they do not undermine or impede the heritage area's success.

1. THE CROSSROADS STORY

Opportunities:

- A. The story of the American Revolution in New Jersey is **rich and engaging** both in terms of military action and civilian experiences. Significant events took place here that influenced the outcome of the war.
- B. Local stories related to the American Revolution are widespread and plentiful. Colonial New Jersey was a very interesting place, and **every community has interesting stories** to tell.
- C. The state has **many local historical societies**, genealogical societies, and other organizations that have taken the lead in researching and preserving New Jersey's colonial history over many years.
- D. Most New Jersey **communities recognize their colonial history**. Many streets are named for General Washington and other Revolutionary War figures, and most community entrance signs, banners, seals, and websites mention founding dates and other historical information.

Challenges:

- A. A **limited number of battles considered major by the American public** occurred in the state. As a result, the full extent and significance of state's role in the American Revolution is not well known and has been difficult to market to the broader public.
- B. New Jersey's best known Revolutionary War **events occurred early in the war**. The events of later years are less dramatic, relate heavily to places outside of the heritage area, and tend to lack a sense of closure and completion.
- C. Most of the state's stories are small in scale and **do not have wide public recognition in a national context**.
- D. New Jersey's colonial history is **taken for granted** by many residents and is frequently overwhelmed by later events and subsequent community development.

2. 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.

3. NATURAL, RECREATIONAL, AND SCENIC RESOURCES

Opportunities:

- A. New Jersey has a strong network of **publicly owned lands** at the federal, state, county, and local levels.
- B. The state has a strong program for the **conservation of open space** and agricultural land. This program has helped preserve large landscape areas including historic building and landscape resources.
- C. The state has an **emerging national scenic byway program** that can be an important component within the heritage area.
- D. Several organizations have established **conservation priorities** for an extensive network of protected landscapes.
- E. Parks and recreational resources are **heavily used** and highly valued by residents.
- F. Because of its level of development, New Jersey is **experienced with the regulation** and conservation of natural resources.

Challenges:

- A. Much of the heritage area is heavily developed; **natural resources are degraded** in many areas and open space has been lost.

- B. Significant **growth pressure** continues to threaten natural resources, scenic resources, and open space preservation.
- C. New Jersey has **only three currently designated scenic byways** within the heritage area with limited connectivity.
- D. Historic sites with open space are used more as **recreational sites** than appreciated for their historical significance.
- E. Open space conservation programs frequently focus more on natural resource components and do not fully address the **needed stewardship** of historic resources.

4. 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 **214 municipalities** and 14 counties; it will be challenging to reach out to and engage so many.

5. INTERPRETIVE SITES AND VISITOR ATTRACTIONS

Opportunities:

- A. Crossroads has **several full-service** Revolutionary War era **attractions** that are well established and provide high quality programming.
- B. New Jersey has a **strong set of state-run** historic Revolutionary War **sites** with dedicated professional interpreters.
- C. The heritage area has **many small attractions**, frequently house museums, which are locally owned and operated and have great potential for coordinated interpretation.
- D. Many **other types of sites** exist and can be interpreted, such as engagement sites, campgrounds, communities, and landscapes.
- E. The heritage area has **many parks** that can be used for outdoor interpretation.

Challenges:

- A. Of the many Revolutionary War era attractions in the heritage area, **only a few are considered to be full service attractions** that are well established and provide high quality programming.
- B. The Revolutionary War sites for which the New Jersey Department of Environmental Resources is responsible are **understaffed, under-funded**, poorly maintained, and poorly marketed.
- C. The many small attractions **vary widely in the visitor experiences** they offer and their ability to present interpretation. Sites are rarely open and present limited storylines. Many are volunteer organizations and most struggle financially.
- D. Many historic sites are **difficult to find** and poorly marketed.
- E. Many sites are located in areas that have **lost their historic eighteenth century landscape context** and are difficult to interpret and appreciate.
- F. The state's historic Revolutionary War sites tend to be **only vaguely familiar to or taken for granted by** the general public.

6. HERITAGE TOURISM

Opportunities:

- A. New Jersey is developing a **state-wide heritage tourism plan** in which Crossroads can participate and provide leadership.
- B. The heritage area has **several regional** destination marketing organizations (DMOs) with energy and focus.
- C. A **state wayfinding system** for tourism is being developed in which Crossroads can participate.
- D. The heritage area has **many historic sites** that can offer Revolutionary War interpretation.
- E. The heritage area has **many historic communities** with appealing character, offering services that will be attractive to visitors.
- F. Large areas of the heritage area have **scenic landscapes** that will be attractive to visitors.
- G. New Jersey has a large population that can be a **home-grown audience** supporting heritage tourism.

Challenges:

- A. New Jersey's **economic challenges may prevent** the state-wide heritage tourism and wayfinding programs from being implemented.

- B. New Jersey has not developed a heritage tourism presence and is **lacking a basic support structure** in terms of recognition, organization, funding, programming, and infrastructure.
- C. The state tourism program and office are **under-funded**.
- D. DMOs lack ongoing **visitor research** upon which to base actions and test effectiveness.
- E. There is **little precedent, incentive, or support** for regional DMOs to work collaboratively together.
- F. A **limited number** of existing attractions or communities are **visitor-ready**.
- G. Central elements of the Crossroads story took place in areas that are now **heavily urbanized and have lost their historic eighteenth century character**. Some areas feel unsafe. Many of these heavily urbanized areas are not marketable to traditional heritage travelers.
- H. **Traffic** in New Jersey is very heavy and can be intimidating to visitors. Road systems are confusing, signage is poor, visual clutter is prominent, and wayfinding is difficult. The state's major roadways are not friendly to visitors.
- I. In such a populated and sophisticated state, there is **significant competition** for the attention of visitors.
- J. New Jersey's **public image** is heavily influenced by the negative New Jersey turnpike experience, which overwhelms the state's positive attributes.

7. POTENTIAL PARTNERSHIPS

Opportunities:

- A. Crossroads has an **appealing message** and can provide leadership in areas where there is real need.
- B. Crossroads has **good name recognition**. Potential partners appear to know what it is and wish to participate.
- C. The key state-wide **agencies are fully engaged** with Crossroads and are providing strong support.
- D. There are **numerous potential partners** in various areas of interest with respect to the Crossroads programs. Many of these potential partners are enthusiastic.
- E. New Jersey has a **strong university program** that can provide academic support.
- F. The need for change created by New Jersey's **economic challenges may create opportunities** that Crossroads can fill.

Challenges:

- A. In such a large and heavily populated area there is a lot going on, and the Crossroads **message must compete** effectively with the cacophony.
- B. New Jersey's **economic challenges will adversely affect the support** that can be expected from the public sector.
- C. The Crossroads of the American Revolution Association presently has **limited capacity**.
- D. The large number of potential partners and stakeholders will be **difficult to manage effectively**.
- E. Many of the potential partnering organizations are very **small and lack professional staff**.
- F. There is a **lack of mid-level organizations** to help coordinate. Organizations at the county level vary in their interests and capabilities.
- G. State agencies are challenged by **overwhelming missions**, small staffs, and limited funding.
- H. **Funding will be a challenge** at all levels.

1.6 Impact Topics

The planning process involves evaluating alternatives for management of the national heritage area in order to test ideas and explore varied approaches based upon differing goals, strategies, and interests. Through the exploration of alternatives, we can better understand the potential impacts and consequences of programs and actions that would result.

Based on the issues and concerns identified during scoping, specific impact topics were developed to focus the environmental impact analysis. Impact topics are resources of concern that could be affected, either adversely or beneficially, by the range of alternatives presented in this management plan and environmental assessment. The use of specific impact topics allows comparison of the environmental consequences of each alternative based on the most relevant topics. The impact topics are based on federal laws, regulations, and Executive Orders, NPS Management Policies 2001, and information obtained through the scoping process. Following is a list of the impact topics retained for analysis, with a rationale for their selection, as well as a list of impact topics that were dismissed from detailed analysis, with the rationale for dismissal.

The alternatives developed for Crossroads of the American Revolution are presented in Chapter 2, Alternatives. The existing conditions within the heritage area related to the impact topics retained for detailed analysis are included in Chapter 3, Affected Environment. The potential impacts of implementing the alternatives are presented in Chapter 4, Environmental Consequences.

1.6.1 Impact Topics Retained for Detailed Analysis

Historic and Cultural Resources

As noted in the above discussion of issues identified through scoping, New Jersey has a significant range and number of historic and cultural resources remaining from the period of the American Revolution. Historic resources can be found in most communities, some recognized and others not recognized. For the purpose of analysis, remaining Revolutionary War era resources appear to fall into six categories. They include: (1) historic buildings and districts; (2) battlefield, engagement, and related sites; (3) archeological sites; (4) monuments, parks, and commemorative sites; (5) historic communities; and (6) cultural landscapes, including rivers and waterways.

The authorizing legislation for Crossroads of the American Revolution specifically cites the management, preservation, protection, and interpretation of cultural and historic resources as a purpose for which the heritage area was created. The manner in which each potential alternative considered for the heritage area addresses this issue is important to the development of a management plan. Differences may occur not only between alternatives but also between alternatives when applied to different regions and communities within the heritage area. For example, one alternative may have a positive impact in one region and a negative impact in another, or vice versa.

In addition, potential impacts upon non-Revolutionary War era historic resources must be considered. This is particularly true of archeological resources. In this context, the evaluation of

impacts upon the full range of Native American archeological sites is considered under the historic resources impact topic.

Natural Resources

The management, preservation, protection, and interpretation of natural resources are noted as a purpose of the heritage area's creation in the authorizing legislation for Crossroads. The development of policies and strategies for appropriate land and water resource management is specifically mentioned. So the potential impact of the alternatives developed for Crossroads of the American Revolution with respect to natural resources must be considered.

For the purposes of assessing environmental consequences for the heritage area, natural resources are considered to be broadly inclusive and are organized into four groupings: (1) land forms, (2) water resources, (3) vegetation, and (4) wildlife. The discussion of land forms includes the consideration of geology, topography, soils, and natural geographic features characteristic of the state. Water resources include bays and estuaries, watersheds, wetlands, streams, and rivers. Vegetation considers plant communities both in the context of native plant communities and adapted plant communities, including introduced species considered to be invasive threats. Wildlife includes the broad range of animal species that are part of our natural landscape, including state and federally designated threatened and endangered species, which were identified through consultations as outlined in Chapter 5.

Recreational Resources

Recreational resources are specifically mentioned in the legislation to be of interest in the development of the management plan for the heritage area. Furthermore, it was evident through scoping that many existing historic sites are heavily used for recreational purposes unrelated to their educational programming and historical significance. The alternatives developed for the heritage area look at the potential role of recreation in Crossroad's future. Potential impacts on recreational resources and how the public might use the heritage area for recreational purposes are assessed.

Socioeconomic Environment

A primary component of the Crossroads mission as stated in the legislation is to preserve the "special historic identity" of New Jersey with respect to the Revolutionary War era "for the educational and inspirational benefit of future generations." In large part, the Crossroads mission is to make the Revolutionary experience relevant to today's residents. Understanding the social and economic make-up of the heritage area is a vital first step in trying to fulfill that mission. The alternatives for Crossroads test the potential relevance to today's residents of differing approaches to heritage area management. Different approaches may be appropriate to different communities based on aspects of that community's socioeconomic environment including population size and density, population growth, urban and rural populations, race and ethnicity, income, poverty, employment, major industries, and education. The impacts of the alternatives upon the socioeconomic structure of the state on a community basis are therefore examined through the planning process.

Community Planning and Development

Participants in the scoping process frequently noted that local municipal control of community planning and growth management was an important aspect of New Jersey's legal framework. The state's structure of small municipal units of government dates back to the Revolutionary period and results now, as then, in a tendency toward parochialism. Community planning and preservation happens predominantly at the local level; therefore, if the heritage area is going to

promote the preservation of historic, cultural, and natural resources in accordance with its mission, it must understand and engage with the community planning and development process.

Alternatives developed for the heritage area pose differing approaches to community planning issues based upon differing assumptions and priorities. State, county, and private sector roles in the planning process are examined as well as that of local municipal government. Landscape conservation and stewardship are included under this impact topic, including preservation of scenic resources and farmland.

Transportation

With the intensity of urban and suburban development that has occurred in large portions of the Crossroads region, the transportation network has become complex and can be intimidating to those who are not familiar with the region's roads and highways. Traffic volume and safety are important issues in practically every community.

While it is unlikely that the heritage area will generate measurable increases in traffic, as discussed in Chapter 3, Affected Environment, the potential impact of heritage area management programs on the transportation network should be considered because of the importance of the issue within the region. More important is the impact of transportation issues upon heritage area programs. The manner in which the heritage area addresses these issues will be an important component of the management plan.

Energy Conservation

Energy independence and climate change have become critical national issues which, as a nation, we have struggled to address. While not specifically mentioned in the Crossroads legislation, energy conservation and sustainability are implied in the legislation's references to appropriate resource management policies, strategies, and techniques. The management plan for Crossroads of the American Revolution will encourage development of programs that are consistent with, and exemplary of, local, state, and national policies toward energy conservation and sustainability. How heritage area programs might address this subject and what impact the alternatives might have upon it is therefore assessed.

1.6.2 Impact Topics Dismissed from Impact Analysis

A number of impact topics were initially considered in the scoping process but were then dismissed from detailed analysis. Descriptions of these topics with the rationale for dismissal are provided below.

Environmental Justice

The United States Environmental Protection Agency defines environmental justice as "the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies." In addition, Title VI of the Civil Rights Act prohibits discrimination on the basis of race, color, and national origin in programs and activities receiving federal financial assistance.

The impact topic of environmental justice was dismissed from detailed analysis. The Management Plan and Environmental Assessment outline broad strategies and policies that are intended to benefit all residents of the heritage area. As discussed in Chapter 4,

potential impacts of all the alternatives related to the socioeconomic environment—including race and ethnicity and income—and community development and revitalization considered as a part of the planning process are either negligible or beneficial. The management plan and environmental assessment have been developed through a cooperative planning process including extensive public outreach and communication.

Indian Trust Resources and Sacred Sites

Secretarial Order 3175 requires that any anticipated impacts to Indian Trust resources from a proposed project or action by Department of the Interior agencies be explicitly addressed in environmental documents. The federal Indian Trust responsibility is a legally enforceable obligation on the part of the United States to protect tribal lands, assets, resources, and treaty rights, and it represents a duty to carry out the mandates of federal laws with respect to Native American tribes. There are no known Indian Trust resources in the state of New Jersey, and none of the lands within the national heritage area are held in trust by the Secretary of the Interior for the benefit of Indians due to their status as Indians. Therefore, the impact topic of Indian Trust resources was dismissed.

However, many Native American archeological sites exist and are important culturally, educationally, and interpretively; the Crossroads of the American Revolution Association will coordinate with the Delaware Nation in Oklahoma which has roots in the Delaware Valley region and has participated in other New Jersey regional initiatives. The heritage area's preservation programs will include the preservation of archeological resources, including Native American sites.

1.8 Relationship to Other Plans and Projects

Planning is a key element of the Crossroads program and is essential to fulfilling its mission of preserving historic, cultural, and natural resources associated with the American Revolution in New Jersey. To be effective, Crossroads must understand the planning goals, strategies, and actions being undertaken by its partners. It must tailor heritage area programs to support and complement its partners' plans and, where appropriate, use those plans to help implement heritage area goals and strategies.

An overview of existing planning in relationship to the heritage area is presented in Chapter 3, Affected Environment under the topic of Regional and Community Planning. It includes discussion of:

- Plans in adjacent states, such as the Hudson River Valley National Heritage Area, Schuylkill River National Heritage Area, and Washington-Rochambeau Revolutionary Route;
- The New Jersey state plan;
- The New Jersey Historic Preservation Plan;
- Regional area plans within New Jersey such as the Highlands Plan, Pinelands Plan, and Coastal Heritage Trail;
- Statewide initiatives such as the state heritage tourism plan and wayfinding plan;
- Other multi-jurisdictional initiatives such as scenic byways, tours, and recreational trails;
- Community comprehensive, open space, preservation, and master plans at the county and municipal levels;
- Agency and non-profit planning for the conservation and stewardship of open space; and

- Master plans, resource plans, preservation plans, and interpretive plans for individual historic sites, parks, and natural resources.

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