



Comprehensive Management Plan and  
Corridor Management Plan and  
Environmental Assessment

# Star-Spangled Banner National Historic Trail and Scenic Byway



Comprehensive Management Plan and Corridor  
Management Plan and  
Environmental Assessment

# **Star-Spangled Banner National Historic Trail and Scenic Byway**

**Volume 1 of 3**

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# United States Department of the Interior

## NATIONAL PARK SERVICE

### Chesapeake Bay Office

Chesapeake Bay Gateways and Watertrails Network  
Captain John Smith Chesapeake National Historic Trail  
Star-Spangled Banner National Historic Trail  
410 Severn Avenue, Suite 314  
Annapolis, MD 21403

Dear Reviewer:

The National Park Service is pleased to provide you with a copy of the Draft Comprehensive Management Plan/Environmental Assessment and Corridor Management Plan for the Star-Spangled Banner National Historic Trail and Scenic Byway (CMP). This is an exciting time in the history of the trail. The CMP, once reviewed and finalized, will guide the management of the trail for the foreseeable future.

We invite you to comment on this plan using any one of the following methods. The preferred method of comment is on the trail's planning website at [http://parkplanning.nps.gov/STSP\\_CMP](http://parkplanning.nps.gov/STSP_CMP). You may also e-mail your comments to [STSP\\_Information@nps.gov](mailto:STSP_Information@nps.gov), or mail your comments to Superintendent, Star-Spangled Banner National Historic Trail, 410 Severn Avenue, Suite 314, Annapolis, MD 21403.

Whether you comment on the website, by e-mail or through the mail, if you include your address, phone number, e-mail address, or other personal identifying information, you should be aware that your entire comment – including your personal identifying information – may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

The National Park Service will accept comments on the Draft CMP from the public for a period of 30 days closing on May 21, 2012. The full draft document is available for download at the trail's planning website. Additional information about obtaining a CD or print copy of the Draft CMP may be obtained by contacting Carroll Cottingham at (410) 260-2495. This document is also available for review at trail headquarters at 410 Severn Avenue, Suite 314, Annapolis, MD 21403.

We look forward to receiving your comments.

Sincerely,

John Maounis  
Superintendent

## Envisioning a *Star-Spangled Experience* along the Trail

In 2030, travelers thrill to the stories of conflict and heroism along the Star-Spangled Banner Trail. Some experience the route in a series of short visits; others plan multi-day trips that take them from peaceful country roads to dynamic city centers. They enjoy the trails, waters, and communities of the modern Chesapeake region, while reflecting on the people and places touched by the War of 1812. They come to appreciate this vulnerable period in American history, when the British directed their immense military might against a fledgling nation and the unprotected towns of the Chesapeake Bay.

On the Southern Maryland portion of the trail, in waterfront areas around Benedict and at parks like Maxwell Hall, visitors explore the places where Americans experienced raids on their farms, ports, and towns in the months leading up to the British attack on the nation's capital. From scenic vistas on the Patuxent River, they imagine the approaching British navy and the anxiety of landowners who watched it pass. At historic Sotterley Plantation, they discover how the immense bounty of the Chesapeake region, combined with a huge network of navigable waters, made the region a target of British aggression during the War of 1812.

Travelling north, visitors picnic on the bluff at Mount Calvert and walk a dirt road where the boots of British troops raised dust clouds on their way to Washington. As ospreys soar overhead and turtles bask on the shore, families paddle through the marsh where a daring American flotilla made its last stand. They experience the Battle of Bladensburg through vivid exhibits at the visitor center, followed by a town walking tour that traces the battle through the experiences of the enslaved and free people who lived there.

As they approach the heart of the nation's capital, travelers are met with options for connecting with the intensity of emotions that Washington residents faced a few hours after the Bladensburg battle. Hopping the Circulator or checking out a bicycle, smart phones guide them in the footsteps of first lady Dolley Madison as she directed the rescue of George Washington's portrait from the White House before fleeing by carriage to Georgetown. After a ranger-led tour of the nation's capital circa 1814, they visit the Star-Spangled Banner at the National Museum of American History. Here, the moving display of this famous flag continues to inspire national pride, while the accompanying exhibits awaken many visitors to the stark reality of the nation's capital in flames. Visitors discover that the story continues nearby, and they travel by car, bike, Metro or boat over the Potomac River to Alexandria,

to explore a port town that surrendered to a British raid as troops captured ships and confiscated local cargo.

Along the trail in Baltimore, visitors immerse themselves in the dramatic defense of the city that took place a few weeks after Washington burned. Visitors arrive by boat, car, and bus at Fort McHenry National Monument and Historic Shrine, where they help raise the American flag and learn how the battle at Fort McHenry led to the penning of "The Star-Spangled Banner," which became the national anthem in 1931.

Costumed interpreters explain how citizen-soldiers also fended off a land invasion in the northern parts of the city from what is now Patterson Park. A ferry takes tourists directly from Fort McHenry to the North Point peninsula, where bicycling and paddling routes and bus tours follow the historic route of the British advance and introduce guests to the places where locals enjoy shoreline trails, fishing spots, and picnic grounds and proudly reflect on their communities' role in the Battle of North Point.

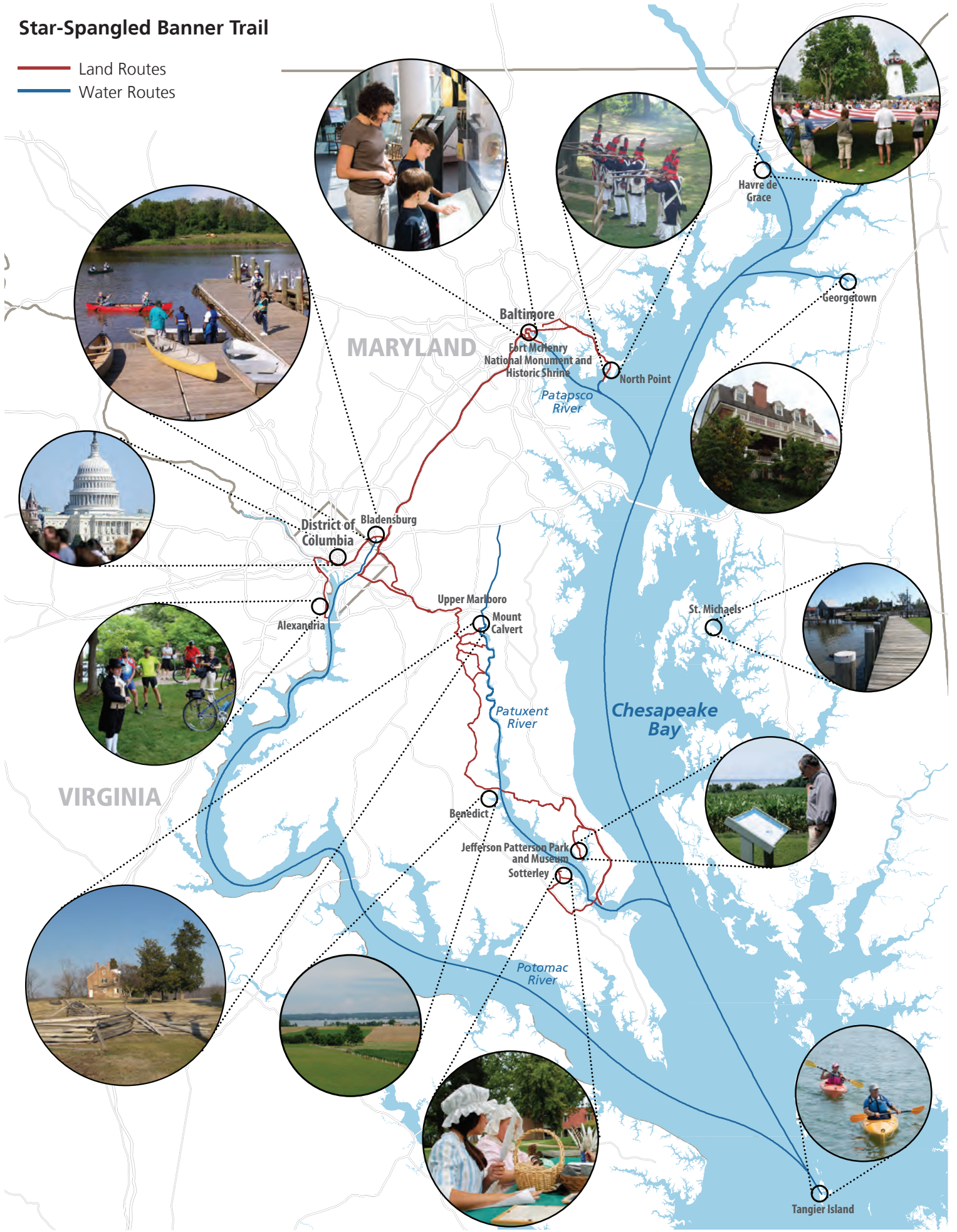
Visitors can follow the Fort McHenry Greenway Trail to the waterfront promenade, or hop a water taxi to the Fells Point historic district, once home to the privateers and flourishing shipyards that drew the British attack. Near the Inner Harbor, they explore the home of Mary Pickersgill, the successful businesswoman hired to create the enormous American flag—the Star-Spangled Banner—that flew over Fort McHenry as the British withdrew.

Tours and exhibits at each of these stops connect visitors with the wider stage of the war in the Chesapeake region and offer new ways to explore the trail. The site of the British base on Tangier Island is a hub for water trails from which modern-day boaters explore the routes the British sailed as they stymied trade on the Chesapeake and raided waterfront towns. Visitors spend weekends in Havre de Grace, St. Michaels, and the Eastern Shore village of Georgetown, discovering colorful tales of local heroes who took a stand against the British.

The spectacular collection of historic and scenic settings and array of activities along the byways and waterways of the Star-Spangled Banner National Historic Trail provide endless opportunities for recreation and reflection. The trail instills visitors with a lasting sense of the richness and diversity of the Chesapeake region, along with greater pride and appreciation for the individual men and women who contributed to the shared identity of a new nation.

# Star-Spangled Banner Trail

- Land Routes
- Water Routes







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## Preface

### One Management Plan for the Trail and Byway

This *Star-Spangled Banner National Historic Trail and Scenic Byway Comprehensive Management Plan and Corridor Management Plan and Environmental Assessment (CMP)* is a single management plan for the Star-Spangled Banner National Historic Trail (in Maryland, the District of Columbia, and Virginia) and for the Star-Spangled Banner Scenic Byway (in Maryland).

As a plan for trail management, the CMP includes findings and recommended actions required pursuant to the National Trails System Act, as amended (16 U.S.C. 1241-1251). As a plan for byway management, the CMP meets the requirements of a scenic byway corridor management plan (*Federal Register*/Vol. 60, No. 96/Thursday, May 18, 1995), which the Maryland State Highway Administration (MD SHA) uses as a general guide for management of Maryland’s scenic byways.

Because the CMP is a programmatic plan for a unit of the national trails system managed by the National Park Service (NPS), this document also complies with requirements of the National Environmental Policy Act (NEPA) of 1969, as amended, the National Historic Preservation Act, as amended, and the National Parks and Recreation Act of 1978, as amended. Extensive public involvement has occurred throughout the CMP planning process.

### The Star-Spangled Banner Trail

In the future, both the land and water routes of the trail and the route of the byway will be referred to and signed as the “Star-Spangled Banner National Historic Trail”. Use of the single term “trail” will facilitate communication with the public for orientation and wayfinding. This management approach follows successful models for collocated trails and byways elsewhere in the country, such as the Santa Fe Trail, the Coal Heritage Trail, and many others.

Throughout the CMP the term “trail” refers to the combined land and water routes of the trail and byway.

### Organization of the Plan

Eight chapters compose the CMP, meeting the requirements for a national trail comprehensive management plan, nomination of the trail as a national scenic byway or All-American Road, and NPS NEPA compliance documents:

**Chapter 1: Foundation for Planning** – including the purpose and need for the plan, identification of the land and water routes, planning issues, and related planning efforts

**Chapter 2: Resources** – including identification of the trail’s historic and archeological resources, high potential route segments and historic sites, and measures to protect them (including documentation that historic resources along the trail are nationally significant)

**Chapter 3: Visitor Experience** – describing the many ways in which travelers can experience the nationally significant historical resources and recreation opportunities as a distinctive destination (including documentation that recreation opportunities along the trail are nationally significant)

**Chapter 4: Management Framework** – including an overview of how the partners will cooperate to develop and manage the trail

**Chapter 5: Alternatives** – including a description of two management alternatives for the trail

**Chapter 6: Affected Environment** – including information about the existing environment relevant to understanding the impacts of the management alternatives

**Chapter 7: Environmental Consequences** – including findings from the analyses of environmental impacts of the management alternatives

**Chapter 8: Consultation and Coordination** – including a summary of agency coordination and public involvement actions conducted during the planning process

**Future National Scenic Byway and All-American Road Application**

In the future, this CMP will support application for nomination of the byway as a national scenic byway or All-American Road. The CMP is organized to include the four core elements that must be addressed to support the nomination of the land route for All-American Road designation based on its historic and recreation qualities:

- the significance either regionally or nationally of these intrinsic qualities along the trail that merit national designation
- planning to support the preservation, enhancement, and promotion of the intrinsic qualities along the route

- providing a quality visitor experience that establishes the trail as a destination unto itself
- sustainability in the form of community and organizational support to continue to preserve, enhance, and promote the trail

**Corridor Management Plan Requirements**

The following table identifies the 14 requirements of a corridor management plan that support nomination as a national scenic byway and the four additional requirements that support nomination as an All-American Road. Page number references are provided for each requirement to assist with locating the relevant information in this CMP.

**Corridor Management Plan Requirements for Designation as a National Scenic Byway and an All-American Road – Key to where Required Elements are Located in the CMP**

Requirements to Support Designation as a National Scenic Byway or All American Road	Location in the CMP
9.a (1) A map identifying the corridor boundaries and the location of intrinsic qualities and different land uses in the corridor.	Section 1.2.2, pp 1-6 and 1-8 Figure 1.4, p 1-9 Figure 2.1a, b, c and d, pp 2-3 to 2-6 Figures 3.1a, b, c and d, pp 3-2 to 3-5 Figures K.1a, b, c and d, pp K-24 to K-27 Figures K.2a, b, c and d, pp K-30-33
9.a (2) An assessment of such intrinsic qualities and of their context	Section 1.3.3, p 1-18 and 1-19 Section 2.2, pp 2-2 to 2-10 Appendix K, pp K-8 to K-38
9.a (3) A strategy for maintaining and enhancing those intrinsic qualities. The level of protection for different parts of a National Scenic Byway or All-American Road can vary with the highest level of protection afforded those parts which most reflect their intrinsic values. All nationally recognized scenic byways should, however, be maintained with particularly high standards, not only for travelers’ safety and comfort, but also for preserving the highest levels of visual integrity and attractiveness.	Section 2.4, pp 2-22 and 2-23 Section 3.7, pp 3-11 to 3-12 Appendix L, pp L-28 to L-49 Appendix M, pp M-1 to M-24 Appendix N, pp N-1 to N-13
9.a (4) A schedule and a listing of all agency, group, and individual responsibilities in the implementation of the corridor management plan, and a description of enforcement and review mechanisms, including a schedule for the continuing review of how well those responsibilities are being met.	Appendix S ( <i>not in 12.23.11 draft</i> )
9.a (5) A strategy describing how existing development might be enhanced and new development might be accommodated while still preserving the intrinsic qualities of the corridor. This can be done through design review, and such land management techniques as zoning, easements, and economic incentives.	Section 2.4, pp 2-22 and 2-23 Section 3.7, pp 3-11 to 3-12 Appendix M, pp M-1 to M-24 Appendix N, pp N-1 to N-13



**Corridor Management Plan Requirements for Designation as a National Scenic Byway and All-American Road – Key to Where Required Elements are Located in the CMP (continued)**

Additional Requirements to Support Designation as an All American Road		Location in the CMP
9.a (6)	A plan to assure on-going public participation in the implementation of corridor management objectives.	Appendix M, Table M-3, p. 14-21
9.a (7)	A general review of the road's or highway's safety and accident record to identify any correctable faults in highway design, maintenance, or operation.	Section 3.7.3, p 3-12 Appendix L, section 3, pp L-14 to L-26
9.a (8)	A plan to accommodate commerce while maintaining a safe and efficient level of highway service, including convenient user facilities.	Appendix L, p L-27 Appendix L, p M-10
9.a (9)	A demonstration that intrusions on the visitor experience have been minimized to the extent feasible, and a plan for making improvements to enhance that experience.	Section 3.7, pp 3-11 to 3-12 Appendix L, pp 28-33, pp L-34 to L-49 Appendix M, pp M-1 to M-24
9.a (10)	A demonstration of compliance with all existing local, state, and federal laws on the control of outdoor advertising.	Section 3.7.4, p 3-12 Appendix M, pp M-22 to M-23
9.a (11)	A signage plan that demonstrates how the state will insure and make the number and placement of signs more supportive of the visitor experience.	Section 3.4, pp 3-4 to 3-7
9.a (12)	A narrative describing how the national scenic byway will be positioned for marketing.	Section 3.8, pp 3-13 to 3-19 Appendix J (all) Appendix R (all)
9.a (13)	A discussion of design standards relating to any proposed modification of the roadway. This discussion should include an evaluation of how the proposed changes may affect the intrinsic qualities of the byway corridor.	Section 3.7.3, pp 3-12 Appendix L, pp L-28 to L-49
9.a (14)	A description of plans to interpret the significant resources of the scenic byway.	Section 1.4, pp 1-20 Section 3.2, pp 3-1 to 3-3 Section 3.3, pp 3-3 to 3-4 Section 3.4, pp 3-4 to 3-7 Appendix J, pp J-1 to J-8 <i>Trail Interpretive Plan</i> (NPS 2011c)
9.b.(1)	A narrative on how the All-American Road would be promoted, interpreted, and marketed in order to attract travelers, especially those from other countries. The agencies responsible for these activities should be identified.	Section 1.4, pp 1-20 Section 3.2, pp 3-1 to 3-3 Section 3.3, pp 3-3 to 3-4 Section 3.4, pp 3-4 to 3-7 Section 3.8, pp 3-13 to 3-19 Appendix J (all) Appendix R (all)
9.b.(2)	A plan for accommodation of increased tourism, if this is projected. Some demonstration that the roadway, lodging and dining facilities, roadside rest areas, and other tourist necessities will be adequate for the number of visitors induced by the byway's designation as an All-American Road.	Section 3.5, pp 3-7 to 3-10 Appendix K (all)
9.b (3)	A plan for addressing multi-lingual information needs.	Section 3.8.8, pp 3-19 and 3-20

**Corridor Management Plan Requirements for Designation as a National Scenic Byway and All-American Road – Key to Where Required Elements are Located in the CMP (continued)**

9.b (4) A demonstration of the extent to which enforcement mechanisms are being implemented in accordance with the corridor management plan.	Section 3.7.4, pp. 3-18 and 3-19 Section 8.5, p. 8-6 Appendix L, Section 9.0, pp. L-34 to L-49 Appendix M, table M-3, pp. M-14 to M-21 and Section 3.3, p. M-22
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<sup>1</sup> Source: National Scenic Byways Program Policy, 60 FR 26759, §9. Corridor Management Plans

## Acronyms

**3R** – resurfacing, restoration, and rehabilitation

**ABBP** – American Battlefield Protection Program

**ACHP** – Advisory Council on Historic Preservation

**ADA** – Americans with Disabilities Act

**ATS** – alternative transportation system

**BMPs** – best management practices

**CAJO** – Captain John Smith Chesapeake National Historic Trail

**CBA** – Choosing By Advantages

**CBIBS** – Chesapeake Bay Interpretive Buoy System

**CEQ** – Council on Environmental Quality

**CFR** – Code of Federal Regulations

**CBGN** – Chesapeake Bay Gateways and Watertrails Network

**CHBA** – NPS Chesapeake Bay Office

**CMP** – comprehensive management plan and corridor management plan

**CRUSA** – Capital Region USA

**CSS** – context sensitive solution

**CZMP** – Coastal Zone Management Program

**DDOE** – District Department of the Environment

**DDOT** – District Department of Transportation

**EA** – environmental assessment

**E.O.** – executive order

**EPA** – U.S. Environmental Protection Agency

**FONSI** – Finding of No Significant Impact

**FR** – Federal Register

**FTE** – full-time equivalent (staff positions)

**FHWA** – Federal Highway Administration

**GPRA** – Government Performance and Results Act

**JPPM** – Jefferson Patterson Park and Museum

**LAD** – Landscape Architectural Division (within MD SHA OED)

**LEED** – Leadership in Energy and Environmental Design

**MAC Lab** – Maryland Archeology Conservation Laboratory

**MDOT** – Maryland Department of Transportation

**MDP** – Maryland Department of Planning

**MD DBED** – Maryland Department of Business and Economic Development

**MD DNR** – Maryland Department of Natural Resources

**MD OTD** – Maryland Office of Tourism Development-

**MD SHA**- Maryland State Highway Administration

**MD VA** – Maryland Department of Veterans Affairs

**M-NCPPC** – Maryland National Capital Park and Planning Commission

**MOA** – memorandum of agreement

**MOU** – memorandum of understanding

**NEPA** – National Environmental Policy Act

**NHPA** – National Historic Preservation Act

**NRCS** – U.S. Natural Resources Conservation Service

**NRMA** – Natural Resource Management Area

**NTSA** – National Trails System Act, as amended

**NOI** – notice of intent

**NOAA** – National Oceanic and Atmospheric Administration

**NPS** – National Park Service

**NWR** – national wildlife refuge

**OED** – Office of Environmental Design (within MD SHA)

**ONPS** – operations of the National Park Service

**PEPC** – Planning, Environment and Public Comment System

**PFA** – priority funding area

**PL** – public law

**POHE** – Potomac Heritage National Scenic Trail

**RSVE** – Resource Stewardship and Visitor Experience (as in RSVE Committee of the Maryland War of 1812 Bicentennial Commission)

**SAV** – submerged aquatic vegetation

**SHPO** – State Historic Preservation Officer/Office

**STSP** – Star-Spangled Banner National Historic Trail and Scenic Byway

**TAC** –Tourism Area and Corridor Sign Program

**VDOT** – Virginia Department of Transportation

**VA DCR** – Virginia Department of Conservation and Recreation

**US ACOE** – U.S. Army Corps of Engineers

**USDI** – U.S. Department of the Interior

**U.S.C.** – United States Code

**US ACE** – U.S. Army Corps of Engineers

**US FWS** – U.S. Fish and Wildlife Service

**W3R** – Washington Rochambeau Revolutionary Route National Historic Trail

**WASO** – National Park Service Washington Office

**WMA** – Wildlife Management Area

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# Chapter 1

## Foundation for Planning



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## 1. Foundation for Planning

### 1.1 Shaping a Star-Spangled Experience – One Plan for the Trail and Byway

The Star-Spangled Banner National Historic Trail and Star-Spangled Banner Scenic Byway connect the places, people, and events that led to the birth of our National Anthem during the War of 1812. Established by Congress in May 2008, the Star-Spangled Banner National Historic Trail is one of 19 national historic trails recognized for their historic value and their educational and recreational potential. The Star-Spangled Banner Scenic Byway is a state-designated driving route that follows the historic paths travelled by the British within Maryland. Together the trail and byway cover approximately 560 miles of land and water routes in the Chesapeake Bay region of Maryland, Virginia, and the District of Columbia along which the British armies and American defenders travel and fought.

The National Park Service (NPS) and its partners in Maryland, Virginia, and the District of Columbia have developed this plan for future development and management of the trail and byway. The plan (the CMP) is both a comprehensive management plan for the Star-Spangled Banner National Historic Trail and a corridor management plan for the Star-Spangled Banner Scenic Byway. The CMP will guide decision-making for the trail and byway for the next 20 years or more. It will provide the guidance needed by the NPS and its partners to achieve the vision for the Star-Spangled Banner National Historic Trail and Scenic Byway.

Across the country there are many models where a national trail and a national scenic byway (or All-American Road) are developed and managed as a single entity. Among these are the George Washington Memorial Parkway, Blue Ridge Parkway, Colonial Parkway, Natchez Trace, Santa Fe Trail, and Selma to Montgomery Trail. For the Star-Spangled Banner Trail, there are many compelling reasons for joint planning, management, and development of the trail and byway routes. The trail and byway designations have similar purposes; they share the same historic travel route; the resources significant to the primary interpretive themes are the same; the partners who will collaborate to make the trail



happen are the same; and marketing and branding will be more effective and efficient for a combined experience. A single star-spangled experience will generally enhance clarity and understanding for those who visit the trail and for partners who develop and manage the trail in years to come.

In the future, the land and water routes of the trail and byway will be referred to and signed as the “Star-Spangled Banner Trail”. Use of the single term “trail” will facilitate communication with the public for orientation and wayfinding.

Throughout the CMP the term “trail” refers to the combined land and water routes of the trail and byway.

#### 1.1.1 PURPOSE OF THE PLAN

The CMP will accomplish the purposes for which Congress established the trail and the state of Maryland established the byway. As a plan for trail management, the CMP includes findings and recommended actions required pursuant to the National Trails System Act (NTSA), as amended (appendix A). As a plan for byway management, the CMP meets requirements of a scenic byway corridor management plan (FHWA May 18, 1995) and will support future nomination of

the route as a national scenic byway or All-American Road through the Federal Highway Administration’s (FHWA) National Scenic Byways Program.

As mandated by the NTSA, the CMP includes the following:

- the objectives and practices to be observed in management of the trail, including 1) identification of significant natural, historical, and cultural resources to be preserved, 2) the types of cooperative agreements likely to be implemented with state and local government agencies and other trail partners, and 3) an approach for establishing the trail’s carrying capacity
- the process to be implemented for marking the trail
- the strategy and general tools to be used for protecting the trail’s high potential route segments and high potential historic sites
- an indication of the general types and locations of trail facilities, including anticipated costs
- the criteria and process to be followed for designation of connecting trails

As mandated by FHWA policy, the CMP addresses the 18 requirements for CMPs to support nomination of the byway as a national scenic byway or All-American Road, as summarized in the preface above.

The CMP also addresses the trail’s legislative mandates to manage the trail in consultation with other federal programs and trails in the Chesapeake region and has been completed in consultation with other federal, state, tribal, regional, and local agencies and the private sector.

### 1.1.2 NEED FOR THE PLAN

The CMP is needed to provide long-term coordinated direction for the NPS and its partners for administration, management, development, and use of the trail. In this regard the CMP accomplishes the following:

- defines how resources are to be protected and the visitor uses and experiences to be achieved
- defines the essential role for partners in accomplishing the vision for the trail and outlines

how the NPS will work in coordination with its partners in management and development of the trail

- provides a framework for NPS managers and the partners to use when making decisions about trail uses such as how to best protect resources and values, how to provide quality experiences, how to manage visitor use, and what kinds of facilities, will be needed to achieve the desired visitor experiences
- considers the concerns, expectations, and values of the public and landowners related to land protection and management of resources and visitor experiences
- meets NPS legal requirements for comprehensive management planning pursuant to 1) the National Trails System Act (PL 90-543, as amended, Section 5(f)) and provides a guide for more specific projects, 2) to base decisions on adequate environmental information and analysis, and 3) to track progress toward goals
- meets FHWA legal requirements for corridor management planning pursuant to *Federal Register*/Vol. 60, No. 96/Thursday, May 18, 1995
- ensures that management decisions by the NPS and its partners promote the efficient use of public funds and that managers are accountable to the public for their management decisions

### 1.1.3 PLAN DEVELOPMENT

The CMP planning team – led by staff of the Star-Spangled Banner National Historic Trail and assisted by advisors from state and local planning agencies – prepared the CMP. The CMP planning team generally followed NPS planning program standards presented in the *General Management Planning Dynamic Sourcebook* (NPS 2008) as well as planning guidelines presented in *Planning for America’s National Trails – Best Practices* (NPS 2005) and FHWA guidance for preparing scenic byway corridor management plans (FHWA May 18, 1995).<sup>1</sup> The CMP is also an environmental assessment (EA) prepared in accordance with the Council on

<sup>1</sup> Requirements for scenic byway CMPs in Maryland are the same as those for CMPs for routes designated as a national scenic byway or an All-American Road.



Environmental Quality's (CEQ's) implementing regulations for the National Environmental Policy Act (NEPA) (40 CFR 1500-1508) and NPS Director's Order #12, *Conservation Planning Environmental Impact Analysis, and Decision-Making* (DO-12), and accompanying *DO-12 Handbook* (NPS 2001).

The Star-Spangled Banner National Historic Trail Advisory Council (section 1.3.4 below), including its Star-Spangled Banner Scenic Byway Advisory Committee (section 1.3.4), assisted the CMP planning team, meeting on several occasions to review and comment on development of important plan components (table 8.1 below).

The NPS, as the lead agency responsible for development of the CMP, worked with the state of Maryland, the commonwealth of Virginia, and the District of Columbia as cooperating agencies assisting with preparation and review of the CMP (appendix G). Each state was involved in plan preparation through numerous coordination meetings (table 8.1 below) and through representation on the Star-Spangled Banner National Historic Trail Advisory Council and its Star-Spangled Banner Scenic Byway Advisory Committee.

Throughout the planning process, the NPS, MD DBED, and MD DOT (SHA), also worked cooperatively to develop the CMP for the trail in accordance with a memorandum of agreement (MOA) calling for joint planning (appendix H). Representatives from each agency were on the CMP planning team and met on numerous occasions throughout the planning process.

The CMP planning team also worked with the Chesapeake Bay Gateways and Watertrails Network (CBGN) partners who have expressed interest in cooperating with the NPS to advance the purposes of the trail.

Throughout the planning process there were numerous opportunities for stakeholders and members of the public to participate in developing plan elements and to provide comments on proposed management actions (section 8.1 below).

#### 1.1.4 NEXT STEPS AND PLAN IMPLEMENTATION

Following distribution of the Draft CMP, there will be a 30-day public review and comment period. The public will have opportunities to provide comments on the management alternatives, including the preferred alternative. The public will be able to comment on-line or in the form of email and letters, which must be post-marked by the due date posted on the website.

Following the comment period the CMP planning team will evaluate comments received from other federal, state, and local agencies, organizations, businesses, and individuals regarding the Draft CMP. If the results of public and agency review do not identify any potential for significant impacts, the CMP planning team will prepare a finding of no significant impact (FONSI) that will summarize the comments received on the Draft CMP and document the alternative selected for implementation. Conversely, if agency and public review reveals potential for significant impacts, the NPS may proceed with a notice of intent to prepare an environmental impact statement (EIS) and the alternative selected for implementation would be documented in a record of decision once the EIS process was completed.

Implementation of the approved CMP will depend on future funding from NPS and its partners. Implementation actions, priorities, and responsibilities are summarized in section 4.3. Some actions will also depend upon partnership funds, time, and effort. The approval of a CMP does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Full implementation of the plan by the NPS and its partners could be many years in the future.

Once the Regional Director for the NPS Northeast Region has approved the CMP, additional feasibility studies and more detailed planning, environmental documentation, and consultations may be completed, as appropriate, before the NPS can implement certain actions in the selected alternative. Future program and implementation plans, describing specific actions that managers intend to undertake and accomplish, will tier from the desired conditions and long-term goals set forth in this CMP.

## 1.2 Trail Overview

### 1.2.1 LEGISLATIVE HISTORY

#### ■ The National Historic Trail’s Legislative History

**The National Trails System.** The National Trails System Act, passed in 1968, established a framework for creating a variety of scenic, historic and recreational trails across the United States. In the language of the act, these trails seek to “promote the preservation of, public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas and historic resources of the nation.”

Significantly, until the 1968 law, the only federal role in trails was to build and maintain trails on federal lands. The 1968 Act provided for federal recognition and promotion of trails, including portions not on federal land, by providing financial assistance, supporting volunteer activities and coordinating with states and other authorities.

Since 1968, about 40 trail routes have been studied as possible national scenic trails or national historic trails – with only 30 earning the designation as either a national scenic trail or a national historic trail. As of 2011, the National Trails System is composed of more than 50,000 miles of trails, including 11 national scenic trails, 19 national historic trails, and more than 1,500 national recreation trails.

**Star-Spangled Banner National Historic Trail Feasibility Study and Environmental Impact Statement (NPS 2004b).** In 1999, Congress authorized the NPS to study the feasibility of designating the Star-Spangled Banner National Historic Trail to commemorate the Chesapeake Campaign of the War of 1812 in Maryland (P.L. 106-135) (appendix A). Congress also directed the NPS to study Revolutionary War and War of 1812 resources nationwide.

The NPS American Battlefield Protection Program joined with the Maryland Tourism Development Board and the Maryland Historical Trust in 2000 to develop an inventory of resources for Maryland, the District of Columbia and northern Virginia. The result was an inventory of 336 War of 1812 sites, which informed the development of the *Star-Spangled Banner National Historic Trail Feasibility Study and Environmental*

*Impact Statement* (NPS 2004b). A separate *Report to Congress on the Historic Preservation of Revolutionary War and War of 1812 Sites in the United States* was published in September 2007 (NPS 2007).

The *Feasibility Study* (NPS 2004b) reviewed eight proposed trail segments and evaluated them in light of the national historic trail criteria:

- the historic route is sufficiently known (documented) and can be retraced
- the trail must be nationally significant
- the trail must have significant potential for public recreational use and historical interpretation, as well as aesthetic appeal and patriotic appreciation

As a result of the feasibility study, the NPS concluded that five of the eight proposed routes (approximately 290 miles) met all three criteria outlined in the National Trails System Act. In addition, the proposed routes were found to meet the three national historic landmark criteria of the National Park System Advisory Board. Congress passed the act (Public Law 110-229) creating the Star-Spangled Banner National Historic Trail in April 2008 as an amendment to the National Trails System Act (16 U.S.C. 1241) (appendix A). President George W. Bush signed the act (Public Law 110-229) on May 8, 2008. The map of the trail included in the legislation is reproduced below in figure 1.2.

#### ■ The Scenic Byway’s Legislative History

The Maryland State Highway Administration (MD SHA) officially designated thirty-one routes as Maryland Scenic Byways in June 1999. Additional declarations and revisions were officially designated by the MD SHA in 2007 as part of an update to the Scenic Byways Program that coincided with the 2007 publishing of a new *Maryland Byways (Map and Guide)* (MD SHA 2007). By consolidating several routes, the number of byways was reduced from 31 to 19. Four routes were consolidated to compose a longer Star-Spangled Banner Scenic Byway in Maryland (figure 1.3), including:

- Lower Patuxent Scenic Byway
- Star-Spangled Banner Byway
- Baltimore-Washington Parkway
- National Historic Seaport Byway

In 2011 the Scenic Byways Program made additional revisions to the byway routes. The revisions include refinements to the primary travel route proposed as a result of the CMP Planning Process.

### 1.2.2 TRAIL CORRIDOR

The trail corridor includes six components:

- the land route and associated public rights-of-way (figure 1.4)
- four principal water routes (figures 1.4 and 1.5)
- War of 1812 historic and archeological resources (chapter 2)
- cultural landscapes visible from the trail (figures 2.2a to 2.2d)
- recreation lands and public access sites along the trail route (table 3.1 and figures 3.1a through 3.1d)
- recreation opportunities (including water trails, land trails, and bicycle routes) that connect War of 1812 historic and archeological resources (figures 1.5, 1.6, 1.7, and 3.1a through 3.1d)

### 1.2.3 TRAIL ROUTE (LAND AND WATER ROUTES)

Figure 1.4 illustrates the proposed land and water routes of the trail, including identification of the three scenic byway components (spine, branch, and sidetrack) that compose the land route. Figures L.1a through L.1e and table L.1 (in appendix L) provide detailed route maps and a turn-by-turn description of the Maryland portion of the trail's land route that is proposed for nomination as a National Scenic Byway or an All-American Road.

The CMP Planning Team identified the land routes by applying a set of guidelines for collocation of the trail and byway (table 1.1); these guidelines were developed to ensure conformity of the route alignment with the legislative intent for the trail and byway. The water routes are those included in the preferred long-term management alternative for the trail (alternative 3) summarized in chapter 5 below.

## Star-Spangled Banner Trail – Land and Water Routes

The following figures 1.2, 1.3, 1.4 and 1.5 illustrate the evolution of the recommended land and water routes for the Star Spangled Banner Trail:

- **Figure 1.2 National Historic Trail**  
illustrates the route proposed for the trail in its enabling legislation (P.L.106 135) (appendix A)
- **Figure 1.3 Maryland Scenic Byway**  
illustrates the route proposed for the scenic byway in initial planning studies by the state of Maryland
- **Figure 1.4 Combined Trail and Byway Routes**  
illustrates the combined trail and byway routes as proposed for development and management in this CMP/EA
- **Figure 1.5 Star Spangled Banner Trail (Generalized)**  
provides a generalized version of trail land and water routes illustrated in figure 1.4; the byway spine, byway branches, and byway sidetracks are combined and labeled as land routes

*For graphic clarity, illustrative graphics included in subsequent sections of the CMP (exclusive of the appendices) employ a generalized version of trail land and water routes as shown in figure 1.5. In figure 1.5 the byway spine, byway branches, and byway sidetracks are combined and labeled as "land routes".*

#### ■ Trail Land Routes (figures 1.4 and 1.5)

#### **Southern Maryland to Bladensburg and the White House.**

The land route begins in Solomons, Maryland, at the mouth of the Patuxent River. From Solomons the route parallels the trail water route on land, going north through Calvert County to Benedict, primarily following MD 264, Grays and Sixes Road. At Benedict the route crosses the Patuxent River, where it briefly passes through Charles County on MD 231 (Prince Frederick Road). It then turns north onto MD 381 (Aquasco Road) and enters Prince George's County where it connects to MD 382 (Croom Road). The route then follows Croom Road and Croom Station Road— the historic travel route of the British Army – to Upper Marlboro. From Upper Marlboro, the route turns west, following MD 4

**Table 1.1 Guidelines for Trail and Byway Collocation on Land**

The Trail Should...	
1.	conform to the Public Law 110-229 designating the Star-Spangled Banner National Historic Trail, as generally depicted on the map titled ‘Star-Spangled Banner National Historic Trail’, numbered T02/80,000 and dated June 2007 (figure 1.2)
2.	conform as much as possible with: <ul style="list-style-type: none"> <li>• historic routes identified in the <i>Star-Spangled Banner National Historic Trail Feasibility Study and Environmental Impact Statement</i> (NPS 2004b)</li> <li>• the Star-Spangled Banner Maryland State Scenic Byway as illustrated on <i>Maryland Byways</i> (MD SHA 2007)</li> </ul>
3.	follow public roads sponsored by a state political subdivision or a consortium of political subdivisions and private entities
4.	follow routes where mechanisms are or have the potential to be in place to protect scenic qualities
5.	be as continuously scenic as possible without significant gaps that allow intrusions of visual pollution to the visual experience
6.	provide a unified visitor experience
7.	take visitors to places that provide a variety of recreational, interpretive, and educational activities related to the purposes of the trail

(Pennsylvania Avenue) to the District of Columbia. This section of the route includes several additional components:

- a branch from Solomons to Sotterley Plantation and Greenwell State Park in St. Mary’s County
- a branch from MD 4 (Solomons Island Road) to Jefferson Patterson Park and Museum in Calvert County
- four branches from MD 382 (Croom Road) to or close to the Patuxent River in Prince George’s County that follow historic British travel routes
- a sidetrack that follows the historic travel route of the British along Silver Hill Road and Addison Road from MD 4 (Pennsylvania Avenue) to MD 295 (Baltimore-Washington Parkway) in Prince George’s County

The trail route in the District of Columbia continues northwest on Pennsylvania Avenue to DC 295 (Anacostia Freeway). Turning northeast, the route follows DC 295 (Anacostia Freeway), through the District and then reenters Prince George’s County where the road becomes MD 295 (Baltimore-Washington Parkway). (This is a more direct route through the District and easier for visitors to navigate when compared to the historic travel route of the British following the sidetrack along Silver Hill Road and Addison Road, noted in the last bullet above.)

The route leaves MD 295 (Baltimore-Washington Parkway) at MD 450 (Annapolis Road) and turns northwest, following MD 450 (Annapolis Road) to Bladensburg. There it connects to US 1 (Bladensburg Road) which takes the route across the Anacostia River and on to the District of Columbia. Once again in the District, the trail continues west generally following the historic travel route of the British along Bladensburg Road, Maryland Avenue, Constitution Avenue, and Pennsylvania Avenue to vicinity of the White House.

**Bladensburg to Baltimore (Fort McHenry).** From Bladensburg to Baltimore, the land route follows MD 295 (Baltimore-Washington Parkway) passing through Prince George’s County, Anne Arundel County, and Baltimore County. As it enters Baltimore, MD 295 (Baltimore-Washington Parkway) becomes Russell Street. Once in the city the route follows several local streets to Fort McHenry National Monument and Historic Shrine on the south side of the Baltimore Harbor.

**Baltimore (Fort McHenry) to North Point.** Leaving Fort McHenry the land route follows local streets, wraps back west, north and east around the Baltimore Harbor to Fells Point and then to Eastern Avenue. The route then follows Eastern Avenue, entering Baltimore County and continuing to North Point Road and then to North Point Boulevard. The route ends at the Patapsco River in Fort Howard, where the British Army landed on the North Point Peninsula and began their march toward Baltimore. This section of the route includes one component:

- a sidetrack enabling visitors to travel westbound back to Baltimore from North Point, following

North Point Boulevard to MD 40 (Pulaski Highway) to Patterson Park

**The White House to Alexandria.** Leaving the vicinity of the White House the trail continues west generally following Pennsylvania Avenue and M Street to the Francis Scott Key Bridge. There the trail crosses the Potomac River and turns south to follow the George Washington Memorial Parkway paralleling the Potomac River. The trail enters the city of Alexandria where the parkway flows into Washington Street. Following Washington Street the trail continues on to Historic Alexandria and turns east at Prince Street. The trail follows Prince Street to its end at the Potomac River waterfront.

#### ■ Trail Water Routes (figures 1.4 and 1.5)

The trail legislation identifies four principal water routes of the trail, each originating at Tangier Island, Virginia, in the Chesapeake Bay (figure 1.2):

- following the Potomac River, upstream to Alexandria, Virginia
- following the Patuxent River, upstream to the general vicinity of Upper Marlboro, Maryland
- following the Chesapeake Bay north to the Patapsco River, North Point, and Fort McHenry at the entrance to the Baltimore Harbor
- following the Chesapeake Bay north to the Upper Bay and the mouth of the Susquehanna River at Havre de Grace, Maryland

Extensions to the four principal routes listed above are recommended on the basis of findings of the alternatives analysis for the CMP (figure 1.4 and chapter 5 below). The water route extensions are included within alternative 3. Alternative 3 has been identified through the CMP alternatives analysis as the preferred alternative for long-term management of the trail which best accomplishes the purposes for which the trail was established (section 5.10 below). The four water trail extensions include:

- following the Potomac River to the Anacostia River and then continuing upstream on the Anacostia River to the confluence of the Northeast Branch and Northwest Branch above Bladensburg, Maryland

- following the Patuxent River upstream from the general vicinity of Upper Marlboro, Maryland, to just south of MD 50
- following the Elk River from the Chesapeake Bay to Elkton, Maryland
- following the Sassafras River from the Chesapeake Bay to Georgetown and Fredericktown, Maryland

#### 1.2.4 HISTORIC CONTEXT

Military events during the War of 1812 in the Chesapeake region, known as the Chesapeake Theater of war, had far-reaching effects on American society and our country's cultural identity. America emerged with a greatly enhanced international reputation on the world stage. The new nation, just 30 years after the Revolutionary War, had successfully defended itself against the British Empire, the world's most powerful navy.

The War of 1812 was a crucial test for the U.S. Constitution and the newly established democratic government. Though the nation was divided on the decision to declare war on Great Britain and was ill-prepared to do so, ultimately, the new multi-party democracy survived the challenge of foreign invasion. The war established clear boundaries between eastern Canada and the United States, set conditions for control of the Oregon Territory, and freed international trade from the harsh restrictions that ignited the war.

In 1812, the Chesapeake region was a significant hub for trade, commerce and government, which also made it a strategic target for the British military. The British entered the Chesapeake Bay in early 1813 and sustained a military presence until early 1815. The most concerted military effort in the region was the four-month campaign by the British in 1814. This period of intense military action included many feints (maneuvers designed to distract or mislead) and skirmishes. During 1814, the British also invaded and occupied the nation's capital and attempted to capture the city of Baltimore.

#### ■ The Chesapeake Region of 1812

Examining the economic and political significance of the Chesapeake region is an important complement to exploring the military events of the Chesapeake Campaign. Prior to the

Figure 1.2:  
**Star-Spangled Banner National Historic Trail**  
 (map illustrating the trail as described in its enabling legislation)<sup>1</sup>

- British Water Advance and Withdrawal on the Patuxent
- Diversionary Feints
- British Land March and Withdrawal from Benedict to Bladensburg to Washington
- The Battle of North Point and Defense of Hampstead Hill
- The Approach up the Patapsco and Defense of Ft. McHenry

<sup>1</sup>Reproduced from the map titled "Star-Spangled Banner National Historic Trail", numbered T02/80,000, and dated June 2007 referenced in P.L. 110-229 (2008)

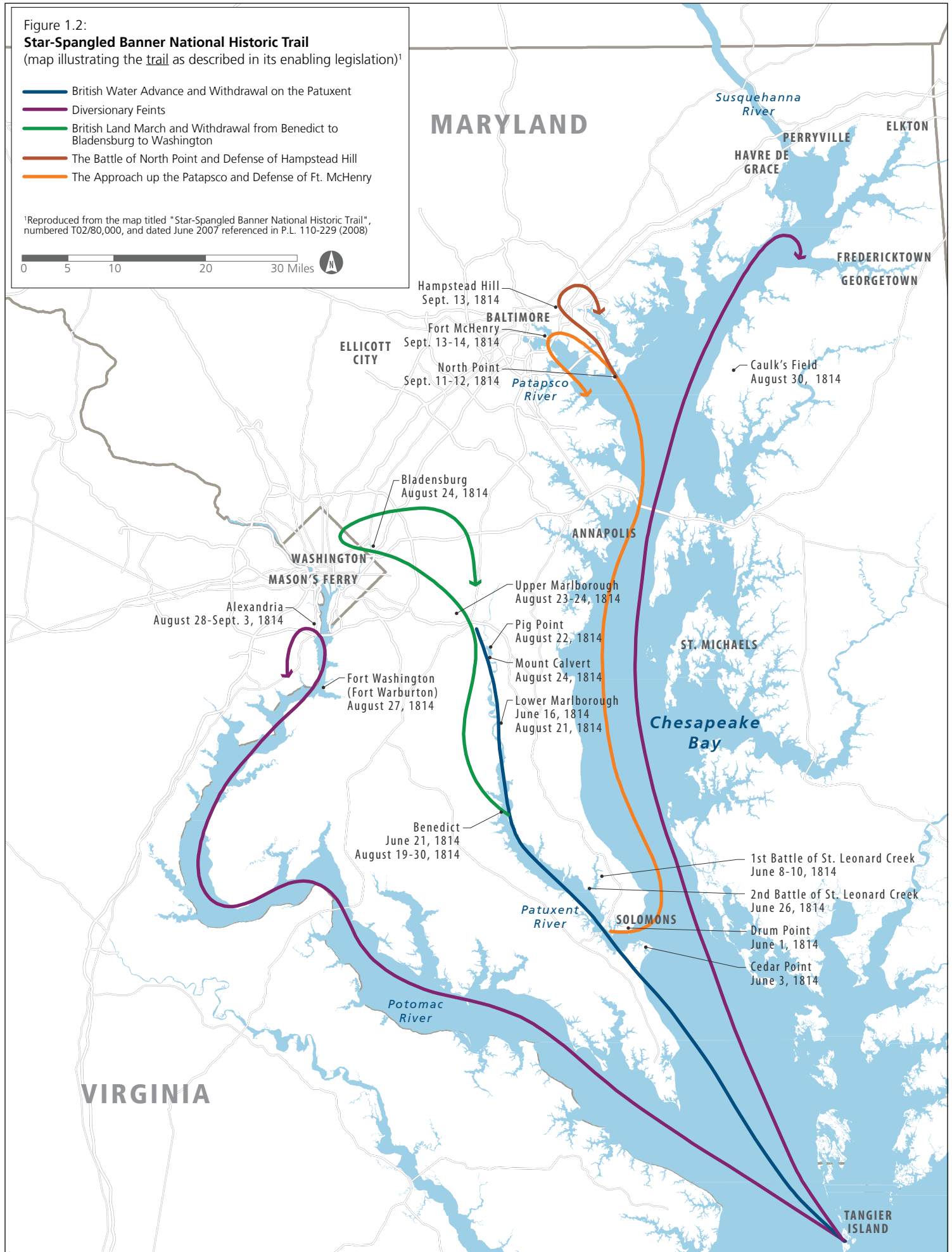


Figure 1.3:  
**Maryland Star-Spangled Banner Scenic Byway**  
 (map illustrating the byway as described in Maryland's initial planning studies)

- Spine
- Branch
- Sidetrack
- Connector
- 2009 National Historic Seaport Route

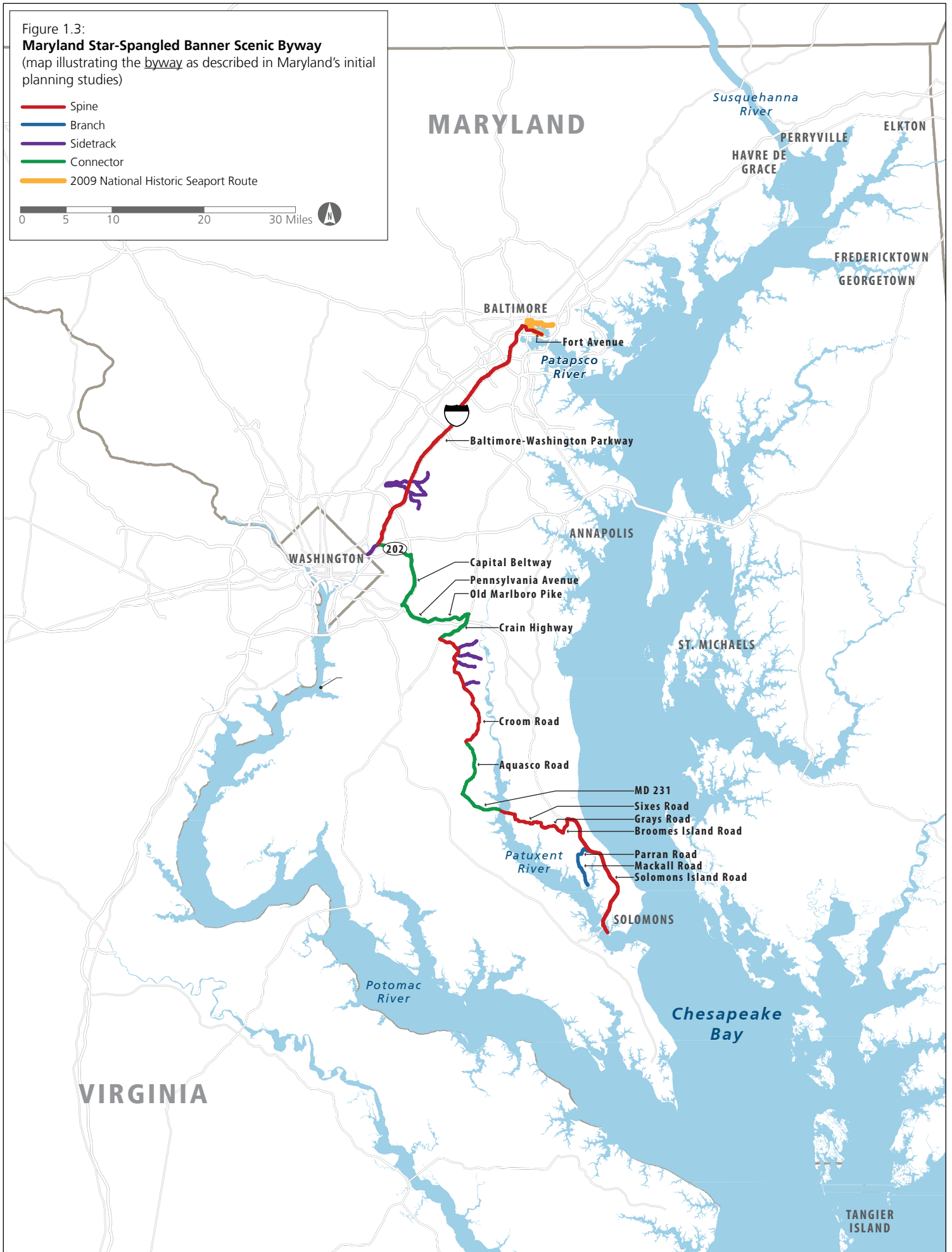


Figure 1.4:  
**Combined Routes - Star-Spangled Banner National Historic Trail  
 and Maryland Star-Spangled Banner Scenic Byway**  
 (overlay of trail and byway routes illustrated in figures 1.2 and 1.3)

- National Historic Trail (Land Route)
- National Historic Trail (Water Route)
- Scenic Byway (Spine)
- Scenic Byway (Branch)
- Scenic Byway (Sidetrack)

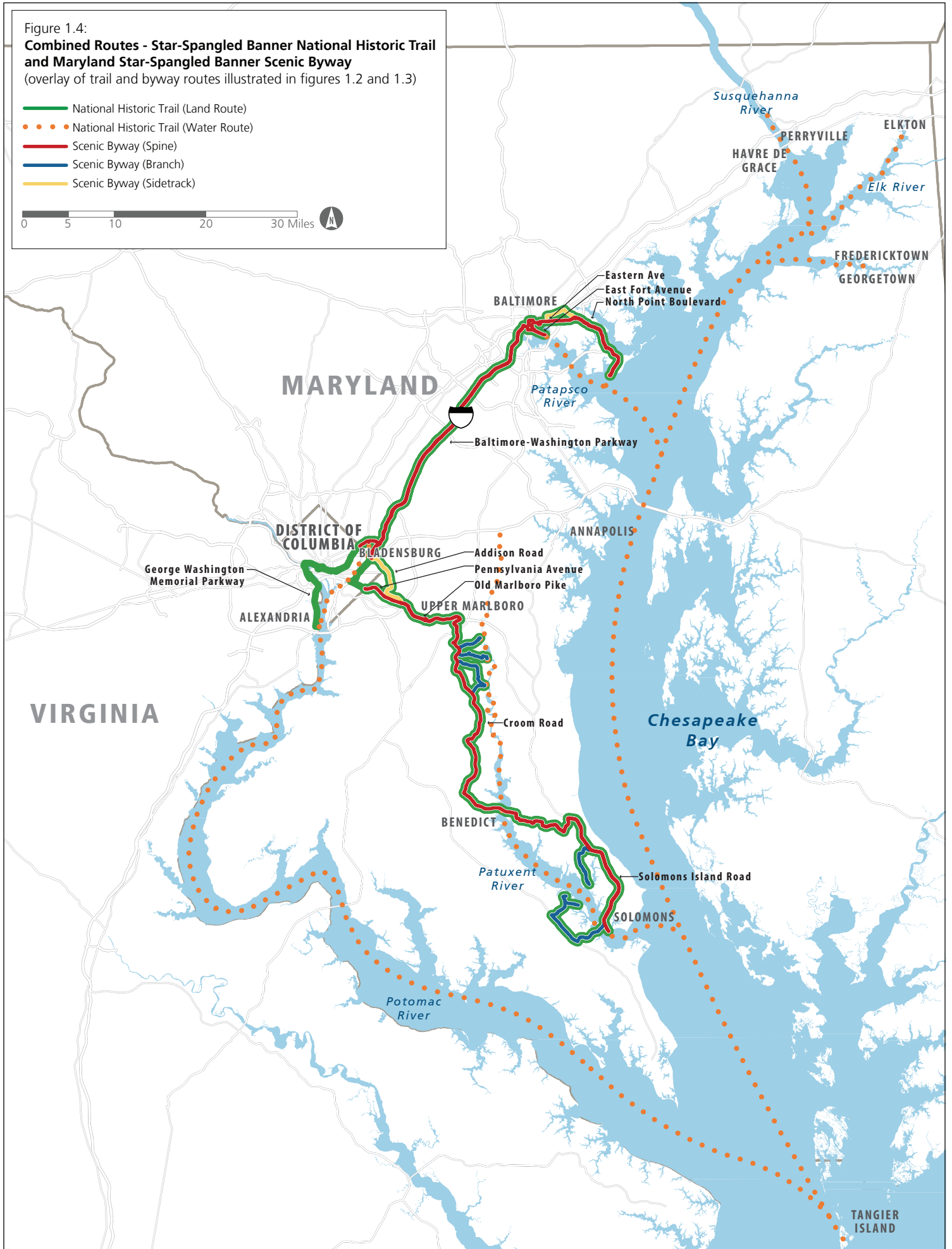
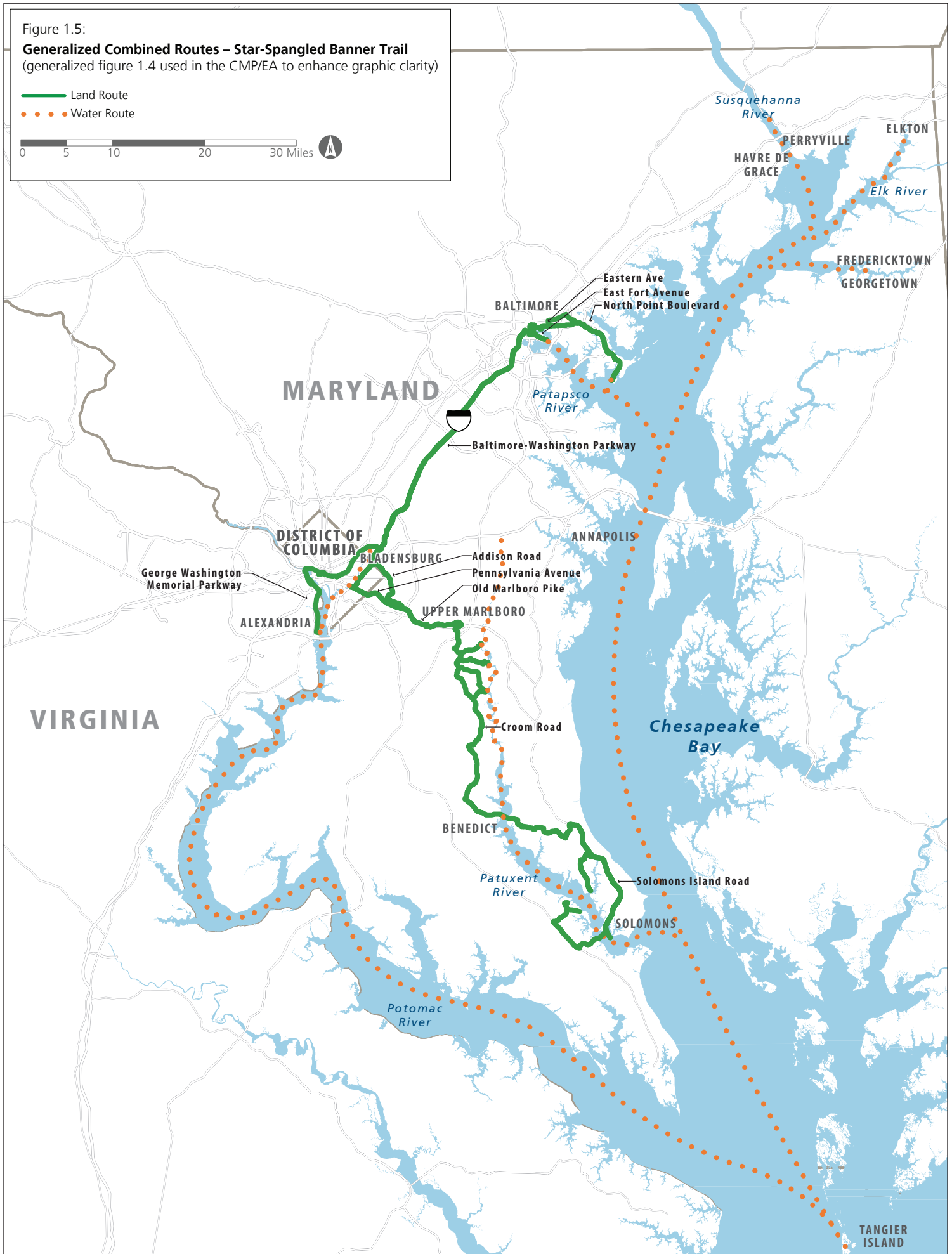




Figure 1.5:  
**Generalized Combined Routes – Star-Spangled Banner Trail**  
 (generalized figure 1.4 used in the CMP/EA to enhance graphic clarity)

- Land Route
- Water Route



British blockades of 1813, the Chesapeake Bay played a pivotal role in international trade, maritime-related commerce, shipbuilding and government, much as it does today. In addition, the excellent soil, favorable climate and extensive network of navigable waters provided a strong foundation for a thriving agricultural and slave economy. Because of the region's prominence, it was selected for the nation's capital which was relocated to Washington, D.C. in 1800. It is clear why the Chesapeake region was viewed by the British as a hub of decision-making, political power and hostility, making it a strategic target.

The War of 1812 became the first time the U.S. Congress authorized enlisting African-Americans in the Navy. Free blacks established themselves in the Baltimore area and enslaved Africans were often brought there in exchange for tobacco. With a growing population in general, and the second largest population of Africans in the country, Maryland found itself torn between the slave-based economy and the free states to the north. The British recognized this vulnerability and took advantage of it throughout the war. The British liberated 4,000 slaves and used several hundred in their forces to create a special unit known as the Colonial Marines. Others were taken to freedom in Canada and the West Indies.

The growing city of Baltimore, with its versatile deep-water port and shipbuilding industry, also developed an international reputation as a "nest of pirates." Ship captains based in Fell's Point operated privateers or private vessels licensed by the government under a "Letter of Marque" to attack foreign ships including those of the British. Many privateers were built in Baltimore shipyards such as Fell's Point, and because of their significant presence the British viewed them as a military and commercial threat.

#### ■ Causes of the War of 1812

In the early 1800s, the young United States of America was politically independent from Britain, yet severely hampered economically by Britain's insistence on unfavorable trade restrictions with its former colonies. British troops continued to occupy American territory along the Great Lakes and were suspected of backing Indian raids against U.S. settlers on the frontier. Most dramatically, the British Navy periodically

captured and impressed American sailors into service on British ships denying thousands of American citizens their freedom.

By June 1812, overall discontent with Britain's actions had grown so strong in the United States that President James Madison, embroiled in a tight campaign for re-election, acquiesced to the War Hawks' [members of the Twelfth Congress of the United States who advocated waging war against the British] push to declare war. The American Navy was severely outnumbered, with approximately 50 ships compared to Britain's fleet of more than 850 vessels. The standing American Army was only about half the size of Britain's and was widely scattered. However, Americans were emboldened by the fact that the British were also embroiled in the Napoleonic Wars, spanning from 1803 to 1815 in Europe. The United State's Declaration of War made it necessary for British troops, supplies and funds to be diverted from that conflict with the French to defend their interests in Canada. Britain saw America as an important market and supplier and only reluctantly responded to the declaration. U.S. commercial and political interests in New York and New England, concerned about the potential destruction of their shipping industries, opposed the war, and in fact, continued to supply the British until the naval blockades were extended.

In the summer of 1812, American troops attempted to invade and conquer Canada. The poorly planned campaign ended in defeat and the American troops withdrew. However, several American naval victories on the high seas boosted U.S. morale and contributed to President Madison's re-election. In response, the British gradually established and tightened a blockade of the American coast south of New York, impairing trade and undermining the American economy.

#### ■ 1813 and the Chesapeake Campaign

The British blockade at the mouth of the Chesapeake Bay began in February 1813 with the arrival of a British naval squadron. In the spring and summer of 1813, the Upper Bay was the target of British forces under British Rear Admiral George Cockburn. After a successful raid on the town of Frenchtown, MD, British troops were repulsed at Fort

Defiance on the Elk River. On May 3, Admiral Cockburn ordered his troops to attack the town of Havre de Grace, MD. After resistance from local American militia was forced back, the town was looted and many buildings were burned. British troops continued their destructive invasion by burning a warehouse at Smith's Ferry, present-day Lapidum, and destroying the Principio Iron Works, located east of present-day Perryville, MD. The summer continued to be full of conflict on both the bay's eastern and western shores. In August 1813, a British raid on Queenstown in Queen Anne's County, MD, was successfully repulsed by American militia, and there was a British attack on the ship-building town of St. Michaels, MD.

Virginia also suffered at the hands of British forces in 1813. British raids took place on Carter Creek, the Rappahannock River, Pagan Creek, James River, Lawnes Creek, Rosier Creek and Mattox Creek. The British were repulsed at the Battle of Crane Island at the mouth of the Elizabeth River, and took out their revenge on Hampton three days later, attacking and occupying that city. This looting and destruction severely affected the economy and commerce of the Chesapeake region for many years.

#### ■ 1814 and the Chesapeake Campaign

In April 1814, Napoleon was overthrown as the emperor of France, freeing some 14,000 experienced British troops for battle in the War of 1812 against America. The British who were sent to America planned a three-pronged strategy. They planned to attack New York along the Hudson River to divide New England from the rest of the country. They targeted New Orleans to gain control of the Mississippi River. They also planned to secure the Chesapeake region – the center of government and pro-war sentiment.

During the summer of 1814, the British harassed U.S. citizens, burned towns and farms and overwhelmed American naval forces and militia. From June through October 1814, the war raged through the Chesapeake region directly affecting citizens in St. Mary's, Calvert, and Prince George's counties among others.

The 1814 Chesapeake Campaign involved two military initiatives led by British Admiral Cockburn during the summer

of 1814. The first effort included the assault on Washington, D.C. that included the Battle of Bladensburg, the burning of the White House, the Capitol, and other public buildings and military targets there. The British also employed diversionary feints along the region's waterways. The second thrust was an attempt to subdue Baltimore. Since most of the regular U. S. Army was fighting on the Canadian border, defense of the Chesapeake Bay and the nation's capital fell largely to poorly trained and inexperienced militia.

In July, the British launched their attack. The main British fleet headed north up the Patuxent River in order to position troops to march over land to Washington, D.C. A smaller British squadron entered the Potomac River to take Fort Washington and to provide a water retreat route from Washington if needed by the British land forces. A third small naval force traveled up the Chesapeake to raid the Upper Bay north of Baltimore and to further confuse and divert American forces.

Throughout the summer, war raged through the Chesapeake region. The British harassed civilians, burned towns and farms and overwhelmed American naval forces and militia. The citizens of St. Mary's, Calvert, and Prince George's Counties were especially hard hit because the presence of the U.S. Chesapeake Flotilla blockaded by the British in the Patuxent River. British naval forces fought this flotilla of gunboats and gun barges during the Battle of St. Leonard Creek, the largest naval engagement in Maryland waters. Unsuccessful in their efforts to destroy the American force, the British conducted raids up and down the river in an attempt to draw the flotilla out of its base at the head of St. Leonard Creek. Later that summer, under orders from the secretary of the navy, the flotilla was scuttled near Pig Point to keep it out of enemy hands.

British troops landed at the town of Benedict on the Patuxent River on August 19 and 20 to begin their advance to Washington. On August 24, British troops defeated American forces at the Battle of Bladensburg, clearing their way for an assault on Washington, D.C. that evening. There, the British marched down Maryland Avenue to burn the Capitol building, and then headed down Pennsylvania Avenue to burn the White House.

President Madison and his Cabinet took the British threat seriously and fled. At the White House, Dolley Madison quickly arranged to secure and remove what documents and treasures she could, among them a portrait of President Washington. Irreplaceable documents such as the Declaration of Independence and the Constitution were rushed to safety in Virginia.

On the Potomac, British naval forces had to pass Fort Washington to reach Washington, D.C. As they began preparations to attack on August 27, American soldiers destroyed the fort to keep it out of British hands. With this obstacle cleared, the British continued up the river where officials from Alexandria, VA offered to capitulate to spare the town any damage. Beginning on August 29, British troops occupied Alexandria, taking merchant ships and commodities such as flour, tobacco and cotton. As an afterthought, American forces established batteries on the Virginia shore on a bluff called the White House, and on the Maryland shore at Indian Head. Neither was successful in stopping the squadron from withdrawing down the Potomac River and joining the rest of the British fleet sailing for their next target, Baltimore.

By early September, after much debate among the British commanding officers, the fleet had advanced to the Patapsco River where about 4,500 British troops landed at North Point and began their 11-mile march to Baltimore. As the land troops made their way toward the city, British warships moved up the Patapsco River toward Fort McHenry and the other defenses around the Baltimore Harbor. On land, during a skirmish prior to the Battle of North Point, British Major General Robert Ross was mortally wounded. The British troops nevertheless beat the Americans at the Battle of North Point and continued toward the outskirts of Baltimore. There they encountered impressive, mile-long defensive earthworks, manned by 15,000 Americans, dug to defend against the British troops' eastern approach to Baltimore.

The British ships, anchored off Fort McHenry, began a 25-hour bombardment of the fort on September 13, but failed to force its commander, Major George Armistead, and the defenders to surrender. Hearing of the failure of the British

fleet to take Fort McHenry, British land forces prudently decided to withdraw. As the British fleet withdrew down the Patapsco, the enormous garrison flag now known as the Star-Spangled Banner was raised over Fort McHenry, replacing the smaller storm flag that flew during most if not all of the bombardment.

- **The Battle of Baltimore became an Important Turning Point**

The Americans' successful land and sea defense of Baltimore convinced the British to withdraw most of their troops from the Chesapeake region. A small contingent remained in the area with raids continuing in 1815. The same month as the Battle of Baltimore, the British fleet in Lake Champlain on the U.S. and Canadian border, was destroyed, leading to the British retreat back into Canada. This defeat coupled with the failure to take Baltimore convinced the British to agree to a peace treaty, known as the Treaty of Ghent, which ended the war in status quo anti-bellum – meaning literally "the state in which things were before the war". In January 1815, with neither side aware that the treaty had been signed the previous month (even though it would not be ratified by the U.S. Congress until February 1815) the British decisively lost the Battle of New Orleans.

- **Francis Scott Key and the National Anthem**

During the British return through Upper Marlboro after the occupation of Washington, a few deserters began plundering nearby farms. Dr. William Beanes and other American civilians seized six or seven stragglers and deserters and confined them to a local jail. When one escaped and informed his superiors of the arrest, a contingent of British Royal Marines returned to Upper Marlboro and arrested Dr. Beanes and the two others. They held them in exchange for the release of the British prisoners, threatening to burn the town if they did not comply. The Americans released their prisoners and the Americans being held were subsequently released except for Beanes, who the British officers considered the instigator of the incident. He was placed in confinement aboard Her Majesty's Ship *Tonnant*.

Francis Scott Key, U.S. Attorney for the District of Columbia, was urged to seek Beanes's release since his detention was a violation of the existing rules of war. Key and the U.S. Agent

for Exchange of Prisoners, John Stuart Skinner, set sail on a truce ship to meet the British fleet, and boarded the HMS *Tonnant* under a flag of truce. They showed the British letters that were left behind, written by their own wounded soldiers after the Battle of Bladensburg, giving testimony to the kindness and treatment given them by U.S. hands. This so moved British General Ross, who had ordered Beanes's arrest, he suggested to Admiral Cochrane that Beanes be released after the planned attack on Baltimore.

On September 13 and 14, Beanes and Key became witnesses to the bombardment of Fort McHenry from onboard their truce vessel. Key was so moved by the scene that he composed new lyrics to the popular tune *To Anacreon in Heaven* by John Stafford Smith. This British melody had become extremely well known in America and Key had previously written lyrics to it in 1805. Key, Beanes and the other Americans were released as the British withdrew down the Patapsco. That night Key refined his lyrics to reflect the impressive display of courage unfolding before his eyes. Handbills were quickly printed, identifying the lyrics [it did not include the music score] but not Key by name. The first newspaper to print Key's lyrics was *The Baltimore Patriot and Evening Advertiser* on September 20 with the title "The Defence of Fort M'Henry." By the end of the year, the song had been reprinted across the country in handbills, newspapers and sheet music form as a reminder of the American victory. Renamed "The Star-Spangled Banner" in October 1814, the new version would become the national anthem through an act of Congress in 1931.

#### ■ Forging a National Identity

With their independence secured following the Revolutionary War thirty years earlier, Americans in 1812 were still forging a national identity. The War of 1812, and particularly the Americans' success in the final months of the 1814 Chesapeake Campaign, had lasting cultural impacts on the young nation. The events of 1814 gave many citizens a reason to pause and consider what it meant to be American. They took great pride in their victory at the Battle of Baltimore, which dramatically helped unite them as a nation and secured America's place on the world stage.

The Star-Spangled Banner flag became a cherished symbol around which citizens could rally. The recounting of the survival and hoisting of the Star-Spangled Banner after the bombardment of Fort McHenry inspired a special reverence for the flag as a national icon.

Though it would take almost 120 years for the song to officially become our national anthem, Francis Scott Key's new lyrics quickly gained popularity and were recognized by the Navy for official use in 1889 and by the President in 1916. Through a tenacious grassroots effort, the official designation of "The Star-Spangled Banner" as the national anthem of the United States was signed into law on March 3, 1931.

### 1.3 Guidance for Trail Planning, Development, and Management

#### 1.3.1 TRAIL PURPOSE

Purpose statements convey the reasons for which the trail was established as part of the National Trails System and why the byway should be designated as part of the National Scenic Byways System. They are grounded in a thorough analysis of trail legislation and legislative history, and provide fundamental criteria against which the appropriateness of CMP recommendations, operational decisions, and actions are tested.

The purposes of the Star-Spangled Banner Trail are to:

- protect the sites, landscapes, and routes significant to understanding the people, events, and ideals associated with the War of 1812 in the Chesapeake region and "The Star-Spangled Banner"
- provide educational and interpretive opportunities related to the War of 1812 and its relevance to modern society
- foster improved opportunities for land- and water-based recreation and heritage tourism

### 1.3.2 TRAIL SIGNIFICANCE

The national significance of the trail – specifically of its historic resources and recreation opportunities – is clearly established by Congress and by Presidential Executive Order:

- As a national historic trail designated by Congress, the Star-Spangled Banner Trail commemorates an historic travel route of significance to the entire Nation. The trail follows closely the original routes of travel associated with the events of the War of 1812 in the Chesapeake region.
- As a national historic trail designated by Congress, the Star-Spangled Banner Trail is recognized for its potential to provide for the ever-increasing outdoor recreation needs of America’s expanding population.
- The trail’s land and water routes offer outstanding recreation opportunities along the historic roads and scenic waters of the Chesapeake Bay and its tributaries. The Bay is recognized and given special protection as a “national treasure” in Executive Order 13508, Chesapeake Bay Protection and Restoration.

#### ■ Historic Significance of the Trail

The Star-Spangled Banner Trail is significant with respect to many broad aspects of American history, including the military, social, economic, commercial, and political history of the United States. Important themes emerged from the events of 1812 through 1815 that resonate through American history and that are still pertinent today. These are presented in table 1.2 and relate to the four trail interpretive themes summarized in table 1.3.

#### ■ Significance of Recreation Opportunities on the Trail

As a national historic trail, the Star-Spangled Banner Trail is recognized for its “significant potential for public recreational use...based on historic interpretation and appreciation” (see appendix A). These recreational opportunities “are directly associated with and dependent upon the natural and cultural elements of the landscape” (FHWA 1995). The land- and water-based recreational opportunities along the trail also provide an alternative means of exploring the landscapes and routes that are significant to understanding the people,

events, and ideas associated with the War of 1812 and the Star-Spangled Banner itself. One of the primary purposes of the National Historic Trail as designated by the U.S. Congress is to foster improved land and water based recreation, public access, and heritage tourism. Section 3.2 and Appendix K below provide more details documenting the recreation opportunities along the trail.

### 1.3.3 TRAIL CHARACTER AND SIGNIFICANCE AS A DESTINATION

The trail’s character is composed of its intrinsic qualities, its land routes and their adjoining lands, and its water routes and their adjoining shoreline areas. Intrinsic qualities are the historic, archeological, cultural, scenic, natural, and recreational features that are representative, unique, irreplaceable, or distinctly characteristic of the trail. They include the attributes that are critical to achieving the purpose of the trail and to maintaining its significance.

Two of the trail’s intrinsic qualities are nationally significant – its historic resources and its recreation opportunities. The national significance of the trail’s character, based upon its historic resources and recreation opportunities, is clearly established by acts of Congress and presidential executive order (section 1.3.2 above). Residents of the region and visitors from throughout the country recognize the significance of the trail’s historic resources and the recreation opportunities along it. The historic resources and recreation opportunities in combination with the thematically-related attractions along and near the trail provide an exceptional traveling experience for visitors and make the trail a destination unto itself.

Section 2.2 below provides an overview of the historic resources and appendix K provides information describing the existing opportunities for learning about the War of 1812 at nationally significant historic sites along the trail. Appendix K also provides an overview of recreation opportunities along the trail. The scenic features and natural resources of the Chesapeake region provide a dramatic setting for the trail and enhance the overall experience for visitors as they travel the trail’s land and water routes. Appendix K also includes an overview of these intrinsic qualities.

**Table 1.2 Star-Spangled Banner Trail – Statements of Historic Significance**

Theme	Significance Statement
<b>The War of 1812 in the Chesapeake</b>	
<b>Military Events of the War of 1812 in the Chesapeake</b>	<p>There were several theaters of war during the War of 1812, including the Great Lakes and Canadian Frontier Theater (sometimes divided into separate theaters), Southern Theater, Western Theater (American-Indian), and High Seas or Naval Theater (sometimes referred to as the Atlantic Theater, which leaves out engagements in other oceans). Sometimes, the Atlantic Theater refers solely to actions along the Atlantic Coast. Events in the Chesapeake are sometimes included within the Southern Theater or Atlantic Theater. For the purposes of this significance statement, the term Chesapeake Theater includes the Chesapeake Campaigns of 1813, 1814 and 1815. Such a designation is appropriate because no other theater of war suffered as many documented skirmishes and raids.</p> <p>The military events of the War of 1812 in the Chesapeake Theater, and of the Chesapeake Campaign of 1814 in particular, represent the chain of events that led Francis Scott Key to write “The Star-Spangled Banner.” The war exacerbated many of the political and social issues the young United States was trying to come to terms with such as slavery, an inadequate militia system, and partisan politics.</p>
<b>Defense Policy</b>	<p>In the summer of 1814, even though British expeditionary forces threatened the Capital, American leaders did not adequately prepare the defense of the region and made a series of miscalculations and poorly executed defensive measures. The Americans suffered a major defeat at Bladensburg; the government was evacuated from Washington; and the President, his family and his Cabinet were forced to flee. A number of public buildings, including the Capitol and the President’s House (today called the White House), were burned and the Secretary of War was forced to resign. These events led to the recognition of the need for a sizable national military defense, in particular a stronger navy and better coastal fortifications. A major lesson learned on the Chesapeake was that, without adequate coastal defenses, the country was open to attack and blockading that would impair national and international trade. For the rest of the century, coastal defenses and large warship construction dominated defense spending. A second lesson of the war was that the country could not depend on militia, but needed a strong regular army. The war forced the young government to recognize the importance of central command and to adopt regulations that shaped the American military establishment for years to come.</p>
<b>The Broader Context of the War</b>	
<b>The International Political Framework</b>	<p>The War of 1812 represents what many see as the definitive end of the American Revolution. A new nation, widely regarded as an upstart, declared war against the largest, most powerful nation in the world. The Treaty of Ghent ended in <i>status quo ante bellum</i> meaning literally "the state in which things were before the war." Essentially neither side gained land from the war. But it did confirm the boundaries between eastern Canada and the United States and set conditions for control of the Oregon Territory. Most importantly, America emerged from the war with an enhanced standing among the countries of the world. Ironically, issues of "free trade and sailors rights," an American slogan for the war, are not even mentioned in the Treaty. The War of 1812 was the last war the United States fought against an English-speaking society.</p>
<b>A Test of Democracy</b>	<p>The war served as a crucial test for the United States Constitution and the newly established democratic government. In a bitterly divided nation, geographically influenced partisan politics led to the decision to declare war on Great Britain. Unprepared, under-financed, threatened by secession and open acts of treason, the multi-party democracy narrowly survived the challenge of war with a foreign powerful nation. The Baltimore riots of June 22, 1812, only four days after war had been declared, illustrates the polarization of the American people over a war declared by the narrowest vote on war by Congress in the history of the United States. Despite open hostility to undermine the war effort the Madison administration did not resort to martial law to stop them.</p>
<b>Trade and Commerce</b>	<p>Trade and commercial prowess made the Chesapeake region a prime target for British invasion, affecting trade patterns and the future of Anglo-American commerce. The British Admiralty declared a naval blockade of the Chesapeake in February 1813 to disrupt trade and commerce. The blockade was extended from New York to New Orleans in May 1813 restricting American trade with foreign markets causing a turn toward</p>

**Table 1.2 Star-Spangled Banner Trail – Statements of Historic Significance**

Theme	Significance Statement
	<p>westward expansion to the continental interior. In part to compensate for this trade and commerce loss, but also to harm British shipping, the United States encouraged the deployment of private armed vessels, or privateers, many built at Baltimore shipyards. Although it can be argued that neither side won the war, it caused other powerful countries to recognize and respect the United States' maritime rights.</p>
<p><b>Slavery</b></p>	<p>The war exposed the military and economic vulnerability of a nation dependent on slavery. An inconsistency in leadership between the majority protecting the institution of slavery and the minority fighting to abolish it existed in the United States. The British recognized this vulnerability and took special advantage of it in the Chesapeake Theater by offering freedom to any enslaved person who would come to their side. While the primary purpose of the American defense was to protect the country, a secondary and distracting purpose was to defend whites against potential slave insurrections. Although the militia tried to prevent slaves from escaping, the British were successful in recruiting slaves into military service. Overall, the British emancipated 4,000 slaves, with several hundred choosing military service in the Colonial Marines. After the war, these former slaves resettled in Canada and the West Indies, and later established a colony in Sierra Leone. An outcome of the war is Article X of the Treaty of Ghent that implored both Great Britain and the United States to abolish the trafficking of slavery.</p>
<p><b>Culture and Society</b></p>	
<p><b>Nationalism and Patriotism</b></p>	<p>The American victory at the Battle of Plattsburg, September 11, 1814, stopped the British invasion from the north and is considered the event that turned the tide in the war. The American victory at the Battle for Baltimore, September 12-15, 1814, was a major contributing factor to that turn of events and helped fuel a nascent sense of nationalism in many Americans. The lyrics to a song, "The Star-Spangled Banner," written to commemorate that victory rapidly circulated throughout the nation. The flag and the song -- later the national anthem -- came to symbolize the nation. They have retained their iconic status through the ongoing evolution of the country and remain important national symbols in the United States and the rest of the world. It was as a result of the 1814 Chesapeake Campaign coupled with the American victories at Plattsburg and New Orleans that, for the first time, many Americans began to think about what it meant to be an American. Americans took stock of a complete turnaround from the defeat at Bladensburg and enemy occupation of our capital to a string of surprising victories. These significant victories meant the survival of the Republic. There was much to celebrate. Key's lyrics to a song summarized much of this new found spirit and citizens felt it was worth celebrating. Although the Treaty of Ghent did not result in any territorial gains, Americans felt that the United States had "won" the War of 1812. Like the events of September 11, 2001 that united a fragmented nation, the signing in 1815 sparked a similar surge in nationalism.</p>
<p><b>The Role of Civilians and Free Blacks</b></p>	<p>During the war the term "citizen soldier" applied to nearly every white male citizen in the United States from age 18 to 45. They rallied in an uncommon unity, whether for reasons of patriotism or profit. The war prompted one citizen to comment, "All hearts and hands have cordially united in the common cause." Several individuals from the Chesapeake region played nationally significant roles: Mary Pickersgill, a "maker of flags and pennants," was responsible for making the flag that became a national icon; lawyer Francis Scott Key was the author of the lyrics that would later become the national anthem. Carr's Music Store in Baltimore published the lyrics and music together under the title we know it today as "The Star-Spangled Banner". Also, for the first time in our nation's history, the United States Congress authorized black enlistment in the United States Navy. Women, free African-Americans, and other citizens contributed to the region's efforts during the War and the defense of the Chesapeake. Citizens from Washington helped to build earthworks at Bladensburg. Under the direction of the Baltimore Committee of Vigilance and Safety, citizens, including James Buchanan who later became the 15th president of the United States, as well as free African-Americans and slaves, not only assisted in digging the mile long earthworks protecting the eastern approaches of the city but Baltimore businessmen also raised \$600,000 to pay for its own defense.</p>



**Table 1.2 Star-Spangled Banner Trail – Statements of Historic Significance**

Theme	Significance Statement
<p><b>The National Capital</b></p>	<p>In the Chesapeake Theater the British took aim at the seat of the American government. The British blockaded the Chesapeake and invaded Washington, not only because it was the capital but also to take the war to the Virginia-based politicians whom the British held responsible for the war. By contrast, the northern states, largely opposed to the war, traded with and supplied the British until the naval blockade was extended. The lack of defense of Washington, D.C., the rout of the United States government, and the occupation and burning of several public buildings in the capital were deeply embarrassing and demoralizing. This generated debate about moving the seat of government back to Philadelphia. Congress' narrow vote to keep the capital in Washington meant that the center of government would continue to be surrounded by slave states, rather than return to a northern city that had power in the anti-slavery movement.</p>
<p><b>Storytelling and Symbolism</b></p>	
<p><b>The Role of the First Lady</b></p>	<p>During and after the war, Dolley Madison's actions helped define the role of the first lady. As the British approached Washington, Mrs. Madison exhibited great courage and helped to save a copy of the Declaration of Independence, cabinet papers, and the Gilbert Stuart portrait of George Washington. Returning to Washington, D.C. soon after the British occupation, the first lady reestablished her Wednesday evening "drawing rooms" (receptions) that were immensely popular with politicians, diplomats, and the citizenry. She brought cheer and hope to a discouraged national government. She exerted strong influence over early American politics and the young nation during and after wartime. Dolley used her influence to help promote policies giving the first lady unofficial powers. She thus set the standard to which many future first ladies would aspire.</p>
<p><b>The National Flag</b></p>	<p>Following the War of 1812, the American flag developed into a dominant national symbol. The flag flown from Fort McHenry, which came to be known as The Star-Spangled Banner as a result of Key's lyrics, assumed a meaning beyond local celebration. Sewn in Baltimore midway through the war, this flag represents the broad ideals and values of the nation. It gained prominence as a result of a surge in nationalism and patriotic feeling following the war. Today, the American flag continues to evoke a special, patriotic feeling. In times of war, when returning from overseas, during space exploration, and at sporting events or other public gatherings, the American flag continues to represent freedom, democracy, and the intangible nature of "what it means to be an American. The flag that inspired the Star-Spangled Banner" is maintained as a part of the permanent exhibition at the Smithsonian National Museum of American History.</p>
<p><b>Myths, Stories and Legends</b></p>	<p>During the War of 1812 and in subsequent years, the reminiscences of war veterans, and the popular American media prompted an outgrowth of myths, stories, and legends. Foremost among these are the stories of Francis Scott Key who wrote the lyrics to a song that became our national anthem; the identification of the flag as The Star-Spangled Banner; the origin of the legend of "Uncle Sam," based on a New England military supplier named Samuel Wilson, who was called "Uncle;" the bestowing of the name "Old Ironsides" for the indomitable U.S. Frigate <i>Constitution</i>; the saving of the Gilbert Stuart portrait of George Washington; and the valiant rescue of government documents which were carried out of Washington in carts. These icons have become powerful national symbols.</p> <p>Naval and military War of 1812 heroes were idolized; two of them, William Harry Harrison (Battle of Tippecanoe) and Andrew Jackson (Old Hickory), became United States presidents in no small part because of their war related popularity. These war heroes were later replaced by new heroes from the Mexican War and then the Civil War.</p> <p>The events of the war also played a significant role for many towns and cities in the Chesapeake tidewater. St. Michaels refers to itself as "the Town That Fooled the British" and Brookeville as "United States Capital for a Day." Madison and Taylor Island are proud of their "Battle of the Ice Mound." Petersburg proclaims itself the "Cockade City" for the leather cockade hats worn by the Petersburg Volunteers. The Baltimore City seal depicts Battle Monument, the first monument constructed in the United States to commemorate the War of 1812.</p> <p>All of these factual events became fused with legend and myth in the realm of American folklore. The events of the Chesapeake Theater have taken on a legendary quality that makes them memorable for many Americans. American popular sentiment celebrated and mythologized the heroes, symbols and victories of the war. This sentiment has continued to carry on and is certain to surface during the bicentennial and in anniversaries to come.</p>

### 1.3.4 LEGISLATIVE MANDATES AND OTHER SPECIAL MANDATES

#### ■ The National Trails System Act

The National Trails System Act of 1968, as amended, creates a national system of recreation, scenic, and historic trails. The act declares that trails should be established primarily near the urban areas of the nation and secondarily within scenic areas and along historic travel routes to provide for the outdoor recreation needs of an expanding population and to promote preservation of and access to outdoor areas and historic resources of the United States. The purpose of the act is to provide the means for attaining these objectives by instituting a national system of recreation, scenic, and historic trails, and by prescribing the methods and standards by which additional components may be added to the system. Section 5(f) of the act requires development of a CMP for the management and use of the trail.

#### ■ Federal Highway Administration (FHWA), “National Scenic Byways Program – Notice of FHWA Interim Policy”

Within the U.S. Department of Transportation, the FHWA has lead responsibility for the National Scenic Byways Program. FHWA established the principal policy for the program in its Interim Policy (60 FR 267759) pursuant to 23 U.S.C. 162 (FHWA May 18, 1995). The interim policy provides guidance for byway designation, corridor management planning, and funding. Requirements include a requirement for a corridor management plan for all national scenic byways or All-American Roads and a prohibition of outdoor advertising on state scenic byways, national scenic byways, and All-American Roads.

#### ■ Star-Spangled Banner National Historic Trail Advisory Council

Pursuant to Section 5 of the National Trails System Act, the NPS established a 24-member advisory council on April 11, 2011 to advise on the development and implementation of the CMP, standards for erection and maintenance of markers along the trail, and trail administration (appendix C). Members include: 1) representatives of the states of Maryland, the commonwealth of Virginia, and the District of Columbia, 2) representatives of federal agencies owning land through which the trail passes, and 3) representatives of

private organizations with an interest in the trail. The advisory council meets approximately two times annually.

#### ■ Star-Spangled Banner Scenic Byway Advisory Committee

To assist with planning for the scenic byway, the Advisory Council established the Star-Spangled Banner Scenic Byway Advisory Committee. Twenty people with a variety of interests in the byway composed this advisory group and assisted with formulating management strategies (appendix D). Members represent the many groups and agencies who will be partners in the byway’s long-term development and management, including city, county, and state agencies as well as private non-profit organizations. Committee meetings on three occasions helped to define the byway corridor and to shape strategies to preserve and conserve the byway’s intrinsic qualities, enhance visitor facilities, market the byway, and enhance safe visitor access and circulation.

#### ■ Executive Order 13508 – Chesapeake Bay Protection and Restoration

The Chesapeake Bay Protection and Restoration Executive Order (E.O. 13508) recognizes the Chesapeake Bay as a national treasure and calls on the federal government to lead a renewed effort to restore and protect the nation’s largest estuary and its watershed. E.O. 13508 Part 7 §701(b) identifies the Star-Spangled Banner National Historic Trail as one of several programs with which coordination should occur regarding the E.O.’s recommendations for 1) expanding public access to the Bay from federal lands, and 2) options for conserving landscapes and ecosystems in the Bay region. The *Strategy for Protecting and Restoring the Chesapeake Bay Watershed* (EPA 2010) and the first action plan, released in September 2010, describe how the E.O. order will be implemented.

The strategy includes the major NPS component Chesapeake Treasured Landscapes Initiative and sets goals to protect two million acres of additional priority conservation lands throughout the watershed and to add 300 new public access sites to the Bay and its tributaries by 2025. NPS actions to enhance stewardship include enlarging Chesapeake conservation corps workforces, strengthening environmental

literacy initiatives, expanding master watershed stewards programs, and building long-term partnerships for engaging communities and citizens along national trails.

■ **Maryland Scenic Byways Program**

All scenic byways in the state of Maryland are encouraged to have a corridor management plan. Those seeking nomination as a National Scenic Byway or All-American Road must have a corridor management plan that meets National Scenic Byways Program requirements. These are found under FHWA Docket No. 95–15, National Scenic Byways Program, as the FHWA “Interim Policy” (Federal Register/Vol. 60, No. 96/Thursday, May 18, 1995) (section 9).

**1.3.5 OTHER LEGISLATIVE AND POLICY REQUIREMENTS**

The *NPS Management Policies, Section 9.2.2.7* (NPS 2006) and a number of federal laws, acts, and executive orders vital to the NPS also guide management of the trail (appendix E). Collectively, these policies and laws ensure that management actions taken along the trail are consistent with servicewide goals to protect resources and to provide opportunities for visitors in accordance with the purposes for which the trail was established.

In addition, the laws of the state of Maryland, the commonwealth of Virginia, and the District of Columbia apply to management of trail resources. This includes consultation with the Maryland Coastal Zone Management Program and the Virginia Coastal Resources Management Program to ensure that trail management meets the federal requirements under the Coastal Zone Management Act.

**1.4 Interpretive Themes**

Interpretive themes are the most important ideas or overarching concepts to be communicated to the public about the trail. For the trail there are four primary interpretive themes (table 1.3). These themes relate directly and designers of exhibits, publications, and audiovisual programs along the trail.

**Table 1.3 Primary Interpretive Themes**

Interpretive Theme Statement	
<b>Theme 1</b>	Almost thirty years after gaining independence, Americans resisted a land and water invasion by Great Britain, and military events in the Chesapeake region became central to the outcomes of a broader three-year struggle that established a foundation for the United States’ economic independence and military strength.
<b>Theme 2</b>	In the early 1800s, the Chesapeake region – due to its central location on the eastern seaboard, network of navigable waterways, robust natural resources and fertile agricultural lands – served as a hub for trade, industry and government, making it a prime target for the British.
<b>Theme 3</b>	During the War of 1812, individuals in the Chesapeake region endured great political, economic, and emotional upheaval and faced personal choices that profoundly impacted domestic life, influenced the evolution of U.S. government and commerce, and had ramifications far beyond the battlefield.
<b>Theme 4</b>	The United States flag and “The Star-Spangled Banner” anthem – symbolizing the resiliency of the new nation and the American character – inspired a renewed sense of nationalism in U.S. citizens after the War of 1812, and endure today as potent international icons of the United States of America.’

**1.5 Trail Planning Issues and Concerns**

**1.5.1 SCOPING**

Scoping is the process used to determine the breadth of environmental issues and alternatives to be addressed in an environmental assessment (EA) for projects such as the trail CMP. Scoping is used to identify which issues should be analyzed in detail and which can be eliminated from in-depth analysis. It also allocates assignments among the CMP Planning Team members and/or other participating agencies; identifies related projects and associated documents; identifies permits, surveys, consultation, and other requirements; and creates a schedule that allows adequate

time to prepare and distribute the EA for public review and comment before a final decision is made. Scoping efforts include any public, staff, interested agency, or any agency with jurisdiction by law or expertise – for example, state historic preservation officers, tribal historic preservation officers, the U.S. Fish and Wildlife Service, etc.

The NPS has conducted a variety of scoping activities throughout the CMP planning process. Scoping occurred internally with the NPS staff and externally with other public agencies, partner organizations, CBGN partners, and the general public. The objectives of the scoping process are to obtain information regarding:

- the issues related to management of the trail
- the range of management alternatives that should be considered in the CMP to address those issues
- the range and nature of impacts that should be used to evaluate and compare alternative management actions

External scoping included a variety of public involvement activities beginning early and continuing throughout the CMP planning process (table 8.1 below). Major events included:

- The NPS posted and maintained announcements regarding the status of the CMP on the trail website
- The NPS hosted eight regional stakeholder workshops in 2010 during development of the *Interpretive Plan* (NPS 2011c) to gather ideas from CBGN partners; federal, state, and local government officials; historians; community groups; outfitters; tourism officials; and business owners (the comment period remained open from May 1, 2010 through June 1, 2010)
- The NPS hosted four open house meetings and three stakeholder meetings around the Bay with the public in the fall of 2010 to gather ideas from individuals and communities on how the trail should evolve (the comment period remained open from November 3, 2010 through December 31, 2010).
- The NPS hosted four open house meetings and two stakeholder meetings around the Bay with the public in the spring of 2011 to gather ideas from

individuals and communities on the proposed trail management alternatives (the comment period remained open from April 15, 2011 through 2011 through May 15, 2011).

- Periodic workshops with stakeholder groups in Bladensburg, North Point, Alexandria, the District of Columbia, Baltimore City, and the Upper Bay for development of concept plans.
- The NPS issued press releases and invitations to public open house workshops and stakeholder meetings to local newspapers

### 1.5.2 ISSUES AND CONCERNS

Scoping activities identified several categories of issues related to future development and management of the trail.

#### ■ Trail Administration

Future planning, development and management of the trail will require close coordination with other federal agencies, in particular the U.S. Department of Defense, the U.S. Department of Transportation, and the Smithsonian Institution, as well as state and local agencies and key non-governmental organizations. A number of potential approaches are possible for structuring how future coordination will occur to enhance public use of the trail and to interpret land and water routes and resources.

The Star-Spangled Banner National Historic Trail Advisory Council will have an ongoing involvement in trail administration and management through April 2021. Multiple potential non-profit partners exist that could manage segments of the trail. NPS, in consultation with agency and organization partners, needs to determine more precisely the various roles in resource inventorying, protection and monitoring, enforcement, use, interpretation, facility development, and maintenance of the trail.

#### ■ Trail Land and Water Routes

Enabling legislation for the trail did not identify a common alignment. The trail's enabling legislation provided a general alignment for the land and water routes of the trail that was developed to be as inclusive as possible of the routes of the British and Americans and their activities and confrontations

over land and on the water (figure 1.2). Conversely, the byway designation provided a precise location for the byway which did not always follow the routes of the British and Americans and did not extend to portions of the state where many significant events of the War of 1812 occurred. Furthermore, the byway did not extend into the District of Columbia or the commonwealth of Virginia, where significant events also occurred.

#### ■ Resources and Stewardship

**Resource Identification and Protection.** Identification of trail resources should be coordinated closely with state, local and other federal agencies to identify private and publicly-held significant and sensitive resources, including War of 1812 historic and archeological resources, recreation resources, scenic resources, and natural resources. Criteria are needed for identifying significant resources that support trail themes and that could enhance visitor understanding and appreciation. Resources with special protection needs should be identified and addressed accordingly in protection plans.

**Historic Structures.** Historic structures extant during the early 19th century remain throughout the Chesapeake as witness to the events of the War of 1812 and as locations of activities that shaped the trajectory of the war. Structures identified as trail resources will need to provide opportunities for public access and historical interpretation. State Historic Preservation Offices should provide input on the identification of structures related to the trail.

**Archeological Sites.** Known and studied archeological sites (including underwater sites) need to be inventoried in cooperation with the states, the District of Columbia, and additional institutions and organizations that have conducted archeological research related to War of 1812 sites and resources. The sensitivity and protection level of sites should be identified and considered in development of a protection plan for significant archeological sites related to the War of 1812.

**Cultural Landscapes.** A number of publicly-accessible sites provide sweeping views of landscapes reminiscent of the Chesapeake region in 1812 to 1815. These sites may provide

opportunities for the public to see and understand the landscape as it looked during that time period. Criteria are needed for identifying and inventorying these landscapes. Also needed are strategies for utilizing these places to provide trail interpretation. For byway sections to achieve All-American Road designation, its intrinsic qualities must be assessed to determine whether those qualities are nationally significant and the travel route is considered as a destination in and of itself.

**Resources beyond Designated Trail Routes.** Some War of 1812 resources that support and enhance trail purposes and goals are located beyond the designated trail segments. These resources may be considered for inclusion in overall interpretation of the trail.

#### ■ Interpretation and Visitor Experience

**Thematic Interpretation.** The NTSA requires the Secretary of the Interior to provide (subject to the availability of appropriations, to state and local governments and nonprofit organizations) interpretive programs and services and technical assistance for use in carrying out preservation and development of the trail and providing education relating to the War of 1812. An interpretive planning process, which began with a series of eight stakeholder workshops in the fall of 2009, culminated in development of an interpretive plan (NPS 2011c) that lays out an interpretive framework for developing War of 1812-related interpretation. In the future, the NPS will continue to engage stakeholders in a discussion of interpretive themes and associated universal values and ways to provide coordinated interpretation of trail resources that will appeal to a broad spectrum of audiences. The NPS will also assist regions with development and implementation of step-down plans to identify interpretation and visitor experience priorities and strategies.

**Interpretation beyond the Trail Routes.** Trail interpretation should include commemoration and interpretation of significant themes along routes that were studied but not designated due to their lack of physical integrity or knowledge of the routes. These themes are along routes considered in the *Feasibility Study* (NPS 2004b) that describe the flight of the Madisons and removal of the national

documents prior to the British arrival in Washington, D.C. and the American movement toward Baltimore.

**Visitor Experience.** A variety of interpretive media and signage will need to reach a diverse group of trail users on both land and water. Media and signage must convey the significance of the trail and the resources along or proximate to it. Media and signage must also provide information on visitor services and amenities. Application of new technologies to interpretation and education will be imperative to reaching potential audiences, including visitors who cannot actually travel the trail. NPS will work with partners to coordinate and deliver interpretive and education assistance and regional and site-level visitor experience planning expertise based upon the themes and visitor experience goals identified during the interpretive planning process. The planning effort will focus on enhancing linkages between these partner sites and encouraging partners to tell trail stories in addition to telling their own stories within the overall context of the trail. The effort will also seek to help partners become ready to receive visitors and to deliver interpretive and educational programs.

**Trail Marking, Orientation, and Wayfinding Signage.** Over time, a uniform trail insignia marker will mark the trail, water access points, land routes, and land- and water-based resources along the trail. This will require development and application of a trail marking protocol, as well as an orientation and wayfinding plan for visitors to assist with travel from place to place along the trail. Orientation should consider the locations and priorities of existing and potential land-water connections, markers, and sign standards, as well as wayfinding strategies and plans for the Captain John Smith Chesapeake National Historic Trail (CAJO), the Chesapeake Bay Gateways and Watertrails Network (CBGN), the Potomac Heritage National Scenic Trail (POHE), other state scenic byways, and various state initiatives. Roadway-related signage should be consistent with each state's standards for wayfinding, including the *Manual of Uniform Traffic Control Devices* (USDOT FHWA 2009) and Maryland's Tourism Area and Corridor Signing Program.

**Water Access and Land-Water Connections.** Access to and use of water routes is not well defined in the *Feasibility Study*

(NPS 2004b). However, more recent studies provide information on opportunities for enhancing public access to the Chesapeake Bay and its tributaries (MD DBED 2010a). Virginia and Maryland, through cooperative agreements with the NPS, have identified existing and potential water access points along CAJO. Maryland has recently developed a water trails framework that identifies eleven project areas as priorities for investment (MD DBED 2010a). Existing and potential access points with high interpretive potential have been identified in Maryland (MD DBED 2010a), but still need to be identified elsewhere.

Marking roads that parallel or cross water routes as private vehicle, tour, and/or bicycle and hiking routes is needed to provide non-boaters the opportunity to experience water segments of the trail from the land.

**Trail Linkages.** Strategies are needed to attract visitors to individual sites on the trail. Once at a site visitors should be encouraged to visit nearby sites on the trail. Visitors at anchor sites, such as the Smithsonian Institution, Fort McHenry, and Jefferson Patterson Park and Museum will need orientation to nearby learning and recreation options.

**Alternative Transportation/Multi-Modal Access.** Visitors without private cars and boats should be able to access the trail from public transportation. Actions that enhance access via public transportation should be targeted for areas with the highest concentrations of transit-dependent populations. Multi-modal and non-motorized access to the trail should be enhanced by linking existing and potential bicycle and walking trails to the trail. The trail land routes should accommodate bicycles wherever possible.

#### ■ Trail Coordination and Management

**Coordinated Planning for the Trail.** The NPS and the state of Maryland recognize the need for joint planning for the trail and have agreed to cooperate for purposes of developing a unified trail comprehensive management plan and byway corridor management plan. The NPS, MD DBED, and MD DOT (SHA) entered into a MOA (appendix H) to conduct a combined planning process, including sharing of information, coordinated internal scoping, joint implementation of public meetings, coordination of common plan requirements, and

coordination with relevant planning and implementation activities underway among related NPS parks, projects and programs.

**Extension of the Trail to the Upper Bay and the Maryland Eastern Shore.** The NPS and state of Maryland recognize the need to coordinate with partners in the Upper Bay and Eastern Shore to incorporate their resource protection and visitor experience efforts into those of the trail. In spite of there being no land route for travelers, GIS technology, mobile and web applications, and print media can be used to orient visitors and interpret how the historic events, people and places in these areas tie in with events elsewhere on the trail. Planning is needed to engage regional and local agencies and for-profit and non-profit organizations to explore ways to incorporate their resources and stories with those on the Western Shore.

**Extension of the Trail to the District of Columbia and Virginia.** The route of the British into Washington, D.C. is well documented, but the routes of the British as they dispersed is less well known, and the travel routes of the Americans (such as Captain Taney of the Navy Yard and his travels between Alexandria) are also less well documented and understood. There is a need to explore with regional, local, and for-profit and non-profit partners the opportunities to support resource protection and visitor experiences that increase protection and awareness of important resources within the District of Columbia and land routes that parallel the Potomac River into Virginia. Opportunities also need to be explored for the trail to encourage physical and interpretive connections among historic sites and recreation routes in D.C., Alexandria, the Northern Neck, Tangier Island, and the Maryland side of the Potomac River through new and enhanced land and water trails, web and mobile media and tours, and print media.

**National Scenic Byway or All-American Road Designation.** The CMP should be developed to meet the requirements for nominating the route as a National Scenic Byway or All-American Road, as part of the Federal Highway Administration's "America's Byways" program. In addition to the demonstration of the byway's national significance, the plan should demonstrate that there is a commitment to

preserve and enhance the corridor's resources over time, that the travel route is ready for visitors, and that there are plans in place to demonstrate how transportation issues (such as safety, access, and accommodation of commerce) will be addressed in a manner that will maintain the character-defining features of the corridor. For byway sections to achieve the All-American Road designation, the qualities should be assessed to determine whether the travel experience might be considered as a destination unto itself. Extending the designated byway route to Virginia and the District of Columbia could enhance the nomination for designation through the America's Byways program.

**Coordination with Bicentennial Commemoration Actions.** Maryland, Virginia, and the District of Columbia – as well as many partner sites along the trail – are implementing plans for celebrating the upcoming bicentennial of the War of 1812. Projects are in planning or underway to make sites ready for visitors, to enhance wayfinding, to protect War of 1812 resources, to make available interpretive media and programming to tell the stories of the War of 1812, and to host events during the 1812 to 1815 bicentennial period. Long-range planning for the trail needs to build upon the momentum gained during the bicentennial commemoration, incorporating the many projects and programs set in place for the commemoration. In particular, there is a need to work collaboratively with the Maryland War of 1812 Bicentennial Commission, the Virginia Commission on the Bicentennial of the War of 1812, and the District of Columbia.

Over the long-term, investments of the states and other organizations in the trail during the bicentennial period must be sustainable well beyond the 2012 to 2015 time period.

**Coordination with the NPS beyond the Chesapeake region.** Planning for the trail should consider other NPS activities, particularly NPS sites beyond the Chesapeake region that are planning for the bicentennial of the War of 1812. Early implementation activities in conjunction with trail planning should be coordinated as appropriate with NPS units and regional offices to leverage resources and provide seamless learning and recreational experiences for visitors. International bicentennial planning efforts provide

opportunities for marketing and increased tourism but also present potential visitor management issues.

**Coordination with the Captain John Smith Chesapeake**

**National Historic Trail (CAJO).** Water segments of the trail overlap with segments of CAJO, providing further opportunities for coordinating preservation, visitor use, signage and orientation, and water access. Future management of the trail should build upon and complement management strategies for CAJO and engage partner groups with identifying conservation priorities.

**Coordination with the Chesapeake Gateways and**

**Watertrails Network (CBGN).** The CBGN is an extensive partnership of parks, refuges, museums, historic sites and watertrails throughout the Chesapeake Bay watershed. The NPS provides overall coordination and financial and technical assistance to the CBGN.

**Coordination with Other National Historic Trails and**

**National Scenic Trails.** The Washington-Rochambeau Revolution Route National Historic Trail (W3R) and Potomac Heritage National Scenic Trail (POHE) are designated trails in the National Trails System, which share portions of the route of the STSP and may share partner sites and public access. Planning, marketing, and implementation activities should be coordinated as appropriate between trail administrators.

**Nonprofit Trail Partnership.** Development and management of the trail over the long-term will require involvement of one or more nonprofit partner organizations to assist with fundraising and program development and coordination. These organizations could also assist with maintenance, volunteer recruitment, interpretation, advocacy, resource protection, and development. Existing and potential partner organizations should be identified and opportunities and mechanisms defined for their future involvement in development and management, including the formation of a coordinated non-profit “friends” organization to support the wide-reaching goals.

Within each region one partner should be identified who will assume the role of lead coordinator for long-term development and management of the trail. Heritage areas,

byways, and/or county agencies could take on the role of a regional coordinator.

**1.5.3 IMPACT TOPICS**

Scoping activities identified the range and nature of impact topics that should be used to evaluate and compare alternative management actions for the trail. Impact topics are resources of concern that could be affected – adversely or beneficially – by the two alternative management strategies considered for the trail. The use of specific impact topics allows comparison of the environmental consequences based on the most relevant topics. The impact topics are based on federal laws, regulations, executive orders, *NPS Management Policies* (NPS 2006), and NPS knowledge of limited or easily-impacted resources.

■ **Impact Topics Retained for Analysis**

The CMP includes an analysis of potential environmental consequences of one action alternative and the continuation of existing management alternative. The following impact topics that are retained for detailed analysis include:

- aquatic resources (including water resources, shoreline habitats and wildlife, and aquatic wildlife)
- terrestrial resources (including terrestrial vegetation and terrestrial wildlife)
- threatened and endangered species
- archeological resources
- historic structures
- cultural landscapes
- museum collections and objects
- visitor experience
- trail access
- socio-economic conditions
- trail planning, development and management

These impact topics are trail resources and values that would be impacted by implementing any of the alternatives. They reflect the issues and concerns raised during the project scoping process. Section 6 – Affected Environment of this document describes the resources related to each impact topic. Section 7 – Environmental Consequences analyzes the impacts of the actions associated with the two alternatives under consideration, as described in section 5 – alternatives.



### ■ Impact Topics Dismissed from Analysis

Several impact topics were considered and dismissed from further analysis because the resources do not exist along the trail or because the management actions under consideration would either not impact the resources or the impact would be negligible. The rationale for dismissing each topic is provided below in section 7.6. The following impact topics dismissed from detailed analysis are:

- floodplains
- prime farmland and unique soils
- exotic species
- air quality
- soundscapes
- lightscapes and night skies
- ethnographic resources
- Indian trust resources
- Indian sacred sites
- land use
- environmental justice
- climate change
- energy requirements and conservation potential

## 1.6 Other Programs, Plans, and Studies Relevant to Trail Planning, Development, and Management

The trail land and water routes travel through areas of national environmental concern, outstanding recreational resources, and sites and districts of great historic and cultural significance. Many opportunities exist along the trail to collaborate with public agencies and non-profit organizations that manage a variety of programs and offer visitor services that directly support or complement the protection of related resources and the desired visitor experiences.

### 1.6.1 CHESAPEAKE BAY GATEWAYS AND WATERTRAILS NETWORK

Established by Congress in 1998, the Chesapeake Bay Gateways and Watertrails Network (CBGN) is a partnership of parks, wildlife refuges, historic sites, museums, historic vessels, environmental education centers, information centers, byways, and water trails that provides people with opportunities for meaningful Chesapeake Bay experiences (figure 1.6). The primary goals of the CBGN, as envisioned by

Congress, are to identify, conserve, foster, and interpret natural, recreational, historical, and cultural resources within the Chesapeake Bay. The NPS Chesapeake Bay Office (CHBA) administers the CBGN program, officially designating gateways, and providing technical and financial assistance.

Since the first gateway designation in 2000, the CBGN has grown to more than 170 designated gateways located in six states and the District of Columbia, with a combined annual visitation of more than 10 million people. The CBGN includes more than 1,500 miles of established and developing water trails. Through a memorandum of understanding with the NPS, the CBGN partners work with CHBA to provide meaningful Chesapeake Bay experiences, interpret their Chesapeake connections, co-market the gateways in the network, and promote Chesapeake Bay stewardship.

### 1.6.2 NATIONAL HISTORIC TRAILS AND NATIONAL SCENIC TRAILS

#### ■ Captain John Smith Chesapeake National Historic Trail (CAJO)

CAJO commemorates the explorations of John Smith on the Chesapeake Bay and its tributaries from 1607 to 1609, tracing approximately 3,000 miles of his voyage routes (figure 1.6). Established in 2006, it is the first national water trail. In 2010 the NPS completed a CMP for the trail. Where the trail overlaps with CAJO segments, the CMP recommends that wherever possible trail planning, development, and management are accomplished jointly.

#### ■ Washington-Rochambeau Revolutionary Route National Historic Trail (W3R)

W3R – established in June 2009 – commemorates the campaign led by Washington and Rochambeau that culminated in the defeat of General Cornwallis at Yorktown, Virginia – a major turning point in the American War for Independence (figure 1.6). The trail extends for 600 miles from Newport, Rhode Island, to Yorktown, Virginia, retuning to Boston, Massachusetts along specific land and water routes known to have been used by the French and Continental Armies during the Revolutionary War. Authorization for the trail envisions potential economies based on joint administration of the trail and W3R. Currently,

the W3R friends groups are organized by state and funding is being sought to initiate foundation planning for the trail CMP.

■ **Potomac Heritage National Scenic Trail**

The Potomac Heritage National Scenic Trail is a developing network of trails that connects the Potomac River with the Allegheny Highlands in western Pennsylvania (figure 1.6). Established as a national trail in 1983, the trail links outstanding natural and cultural features of the Potomac River basin in Virginia, Maryland, Pennsylvania, and the District of Columbia. Passing through five geographic regions, the varied trail segments enable visitors to explore the origins and continuing evolution of the nation. As of mid-2011, 830 miles of existing and planned trails have been recognized as segments of the Potomac Heritage NST.

**1.6.3 ALL-AMERICAN ROADS, NATIONAL SCENIC BYWAYS, AND STATE SCENIC BYWAYS**

■ **All-American Roads (figure 1.7)**

**Harriet Tubman Underground Railroad Byway.** The Harriet Tubman Underground Railroad All-American Road – located in Dorchester and Caroline Counties, Maryland – is composed of the network of roads, waterways, trails, and hiding places used by slaves to flee north to freedom before the Civil War. Threading together some of the most pristine and well-preserved working landscapes found on the East Coast, the byway is approximately 125 miles in length and connects many historic Chesapeake Bay towns, including Cambridge, East New Market, Preston, Denton, Hillsboro, and Greensboro.

**Historic National Road.** Historic National Road was the nation’s first federally-funded interstate highway. Opening westward expansion, it became a transportation corridor for the movement of goods and people. The road extends from Baltimore City to western Illinois. Visitors experience 200 years of American history as they visit classic inns, tollhouses, diners, and motels along the route west from **Baltimore’s Historic Charles Street.** Baltimore’s Historic Charles Street National Scenic Byway connects the natural wooded landscapes of Baltimore County near Lutherville with the Inner Harbor in downtown Baltimore. Along this 12-mile stretch of Charles Street are diverse opportunities for travelers to learn about 400 years of history while

visiting historic sites and exploring neighborhoods vibrant with art, fashion, culture, and a wide variety of places to dine and shop.

**Chesapeake Country Scenic Byway.** The Chesapeake County National Scenic Byway runs for approximately 60 miles from Stevensville near the Chesapeake Bay Bridge to the Chesapeake and Delaware Canal. The route also includes a 25-mile section extending to Eastern Neck Island in the Chester River. The byway celebrates life on the Eastern Shore, offering travelers opportunities to enjoy scenic views of the Chesapeake Bay and its tributaries, to visit charming small towns, to experience Maryland’s history, to enjoy nature at wildlife refuges, and to participate in a variety of land and water-based recreation activities.

**Religious Freedom Byway.** The Religious Freedom Scenic Byway follows a 195-mile branching network of rural roads leading to the Potomac River in southern Maryland. The byway traces the area from its early settlement through the Revolutionary War, focusing on the struggle for religious freedom in colonial Maryland. The byway incorporates many of the nation’s oldest churches and the state’s colonial capital, St. Mary’s City.

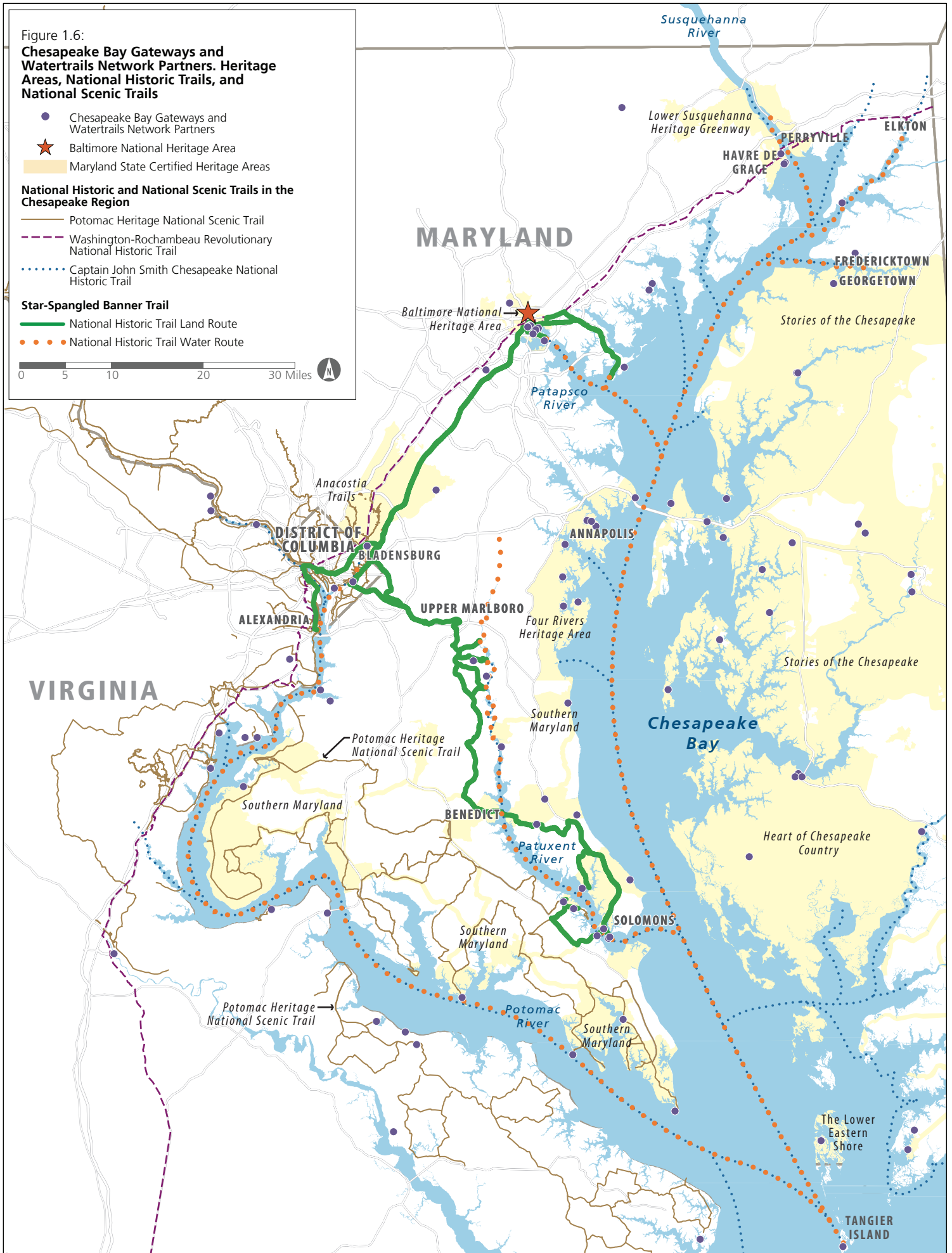
■ **Maryland State Scenic Byways (figure 1.7)**

Nineteen designated scenic byways – encompassing 2,487 miles of roads – offer Maryland residents and visitors opportunities to learn about the state’s culture and history as they travel through its best scenery, picturesque towns, historic areas, and landscapes. Nine state scenic byways offer complementary experiences to the trail experience in the Chesapeake region. Of these nine byways, the FHWA has designated four as National Scenic Byways and two as All-American Road (see preceding section):

- Baltimore’s Historic Charles Street, Baltimore City (also a National Scenic Byway)
- Historic National Road, Baltimore to Illinois (also an All-American Road)
- Falls Road, Baltimore City to Baltimore County
- Religious Freedom Byway, Southern Maryland (also a National Scenic Byway)
- Booth’s Escape, Southern Maryland
- Roots and Tides, Anne Arundel and Calvert Counties

Figure 1.6:  
**Chesapeake Bay Gateways and  
 Watertrails Network Partners. Heritage  
 Areas, National Historic Trails, and  
 National Scenic Trails**

- Chesapeake Bay Gateways and Watertrails Network Partners
  - ★ Baltimore National Heritage Area
  - Maryland State Certified Heritage Areas
- National Historic and National Scenic Trails in the Chesapeake Region**
- Potomac Heritage National Scenic Trail
  - - - Washington-Rochambeau Revolutionary National Historic Trail
  - ..... Captain John Smith Chesapeake National Historic Trail
- Star-Spangled Banner Trail**
- National Historic Trail Land Route
  - National Historic Trail Water Route



- Lower Susquehanna, Upper Chesapeake Bay
- Chesapeake County, Maryland Eastern Shore (portions of which are also a National Scenic Byway)
- Harriet Tubman Underground Railroad, Maryland Eastern Shore (also an All-American Road)
- **Virginia War of 1812 Heritage Trail (figure 1.7)**

In March 2011, the General Assembly of Virginia enacted H1602, thereby establishing the Virginia War of 1812 Heritage Trail to connect over 100 sites that together reflect the magnitude and diversity of the state’s “role, participation and contributions to the successful outcome of the war”. The Virginia Department of Historic Resources is charged with providing historical markers. The Department of Transportation will install directional signage as needed and requested by local organizations.

#### **1.6.4 NATIONAL HERITAGE AREAS AND STATE-DESIGNATED HERITAGE AREAS (FIGURE 1.6)**

##### ■ **Baltimore National Heritage Area**

The Baltimore National Heritage Area encompasses the heart of Baltimore – its central and oldest neighborhoods, downtown, and waterfront areas – and a wide range of heritage cultural, and natural resources of national significance. The *Baltimore Heritage Area Management Action Plan Update* (Baltimore City Mayoral Office 2007) outlines future activities and investments in the heritage area.

##### ■ **Anacostia Trails Heritage Area**

The Anacostia Trails Heritage Area encompasses approximately 84 square miles of Northern Prince George’s County. A major goal for the heritage area is the

development of wayfinding and tour systems that connect historic sites, activities, and attractions managed by heritage area partners. The *Anacostia Trails Heritage Area Management Plan* (M-NCPPC 2001) provides strategies for heritage tourism, interpretation, stewardship and linkages.

##### ■ **Southern Maryland Heritage Area**

The Southern Maryland Heritage Area consists of large portions of Calvert, Charles, and St. Mary’s Counties,

bounded by the Chesapeake Bay on the east and by the Potomac River on the west and south. The heritage area is a combination of historic sites and properties, small museums, recreational areas, and the farming areas and natural resources of the Chesapeake Bay and its tributaries. The *Southern Maryland Heritage Tourism Management Plan* (Southern Maryland Heritage Area Tourism Management Plan Steering Committee 2003) outlines strategic goals and objectives for the heritage area.

##### ■ **Lower Susquehanna Heritage Greenway**

The vision for the Lower Susquehanna Heritage Greenway is to stimulate local economic activity by developing 40 miles of continuous land and water recreational trails that connect local communities with historic sites, cultural resources, and natural resources in Harford and Cecil Counties. The *Lower Susquehanna Heritage Greenway Management Plan* (Lower Susquehanna Heritage Greenway, Inc. 2000) provided the initial five-year blueprint for expansion of the program for heritage tourism and greenway development.

#### **1.6.5 WAR OF 1812 BICENTENNIAL COMMEMORATION ACTIVITIES**

##### ■ **Maryland War of 1812 Bicentennial Commission**

Maryland has embarked on an ambitious program to commemorate the bicentennial of the War of 1812. The program’s legacy is envisioned as a renewed sense of pride for all Marylanders in their important contributions to the nation’s heritage; renewed protection and stewardship of War of 1812-related natural and cultural resources; a robust, relevant, and inspiring War of 1812 social studies curriculum for Maryland schools; and significant stimulation of community revitalization and economic activity through investments in quality of life and tourism.

Charged with responsibility for planning and coordinating the commemoration, the Maryland War of 1812 Bicentennial Commission has identified through its Plan of Action (MD Bicentennial Commission 2009) the desired actions and investments needed by 2015 to achieve its mandates. Plan recommendations are organized under seven headings:

- development and sponsor relations
- resource stewardship and visitor experience

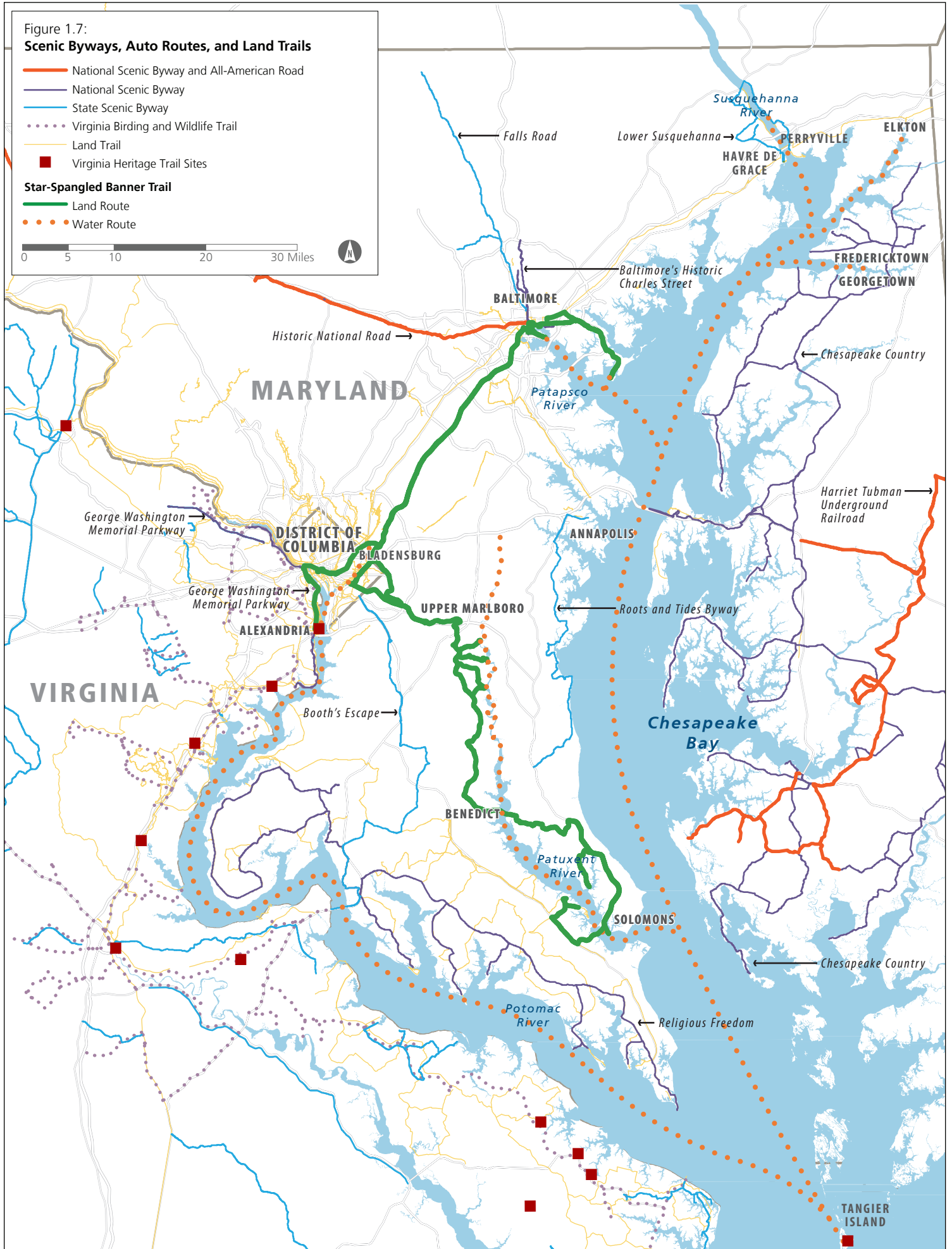
Figure 1.7:  
**Scenic Byways, Auto Routes, and Land Trails**

- National Scenic Byway and All-American Road
- National Scenic Byway
- State Scenic Byway
- ⋯ Virginia Birding and Wildlife Trail
- Land Trail
- Virginia Heritage Trail Sites

**Star-Spangled Banner Trail**

- Land Route
- ⋯ Water Route

0 5 10 20 30 Miles



- education and curriculum
- programs and events
- transportation and capital infrastructure
- communications and marketing
- operations and management

These activities are to have lasting value and public benefit beyond the bicentennial, especially leading to protection of historical and cultural resources associated with the War of 1812.

■ **Virginia War of 1812 Bicentennial Commission**

Virginia, through the Virginia War of 1812 Bicentennial Commission, is an active participant in national bicentennial plans and efforts. An array of signature events, programs, and activities will occur to commemorate the bicentennial of the War of 1812, educate the public, and display Virginia’s role and contributions to the success of the war.

A long-term legacy of the bicentennial commemoration will be the Virginia War of 1812 Heritage Trail. Proceeds from the state’s War of 1812 commemorative license plate will provide limited funding for projects. The Commission’s commemoration plan includes annual signature events; a commissioned orchestral piece; support of OpSail’s Tall Ships Virginia event in Norfolk; a travel map and guide; expanded research and education activities; and a website and social media.

■ **Other Bicentennial Commemoration Partners**

Several other organizations in Maryland, Virginia, and the District of Columbia are coordinating activities to celebrate the bicentennial of the War of 1812 during 2012 to 2015. Organizations focusing on local activities to support the bicentennial include:

- Anne Arundel County War of 1812 Bicentennial Commission
- Baltimore War of 1812 Bicentennial Committee
- Baltimore County War of 1812 Bicentennial Advisory Committee
- Battle of Bladensburg Task Force
- Calvert County War of 1812 Committee
- Eastern Shore 1812 Consortium
- Havre de Grace 1812
- National Capital Region War of 1812 Consortium

- Prince George’s County War of 1812 Committee
- St. Mary’s County War of 1812 Committee
- Upper Bay War of 1812 Committee
- 1812 Tri-County Collaboration Committee

Each group has participated in the CMP planning process and has expressed interest in future development and management of the trail.

**1.6.6 OTHER MAJOR LAND AND WATER TRAILS**

Many other trails offer opportunities for visitors to explore the trail corridor on the land (figure 1.7) and on the water and to connect with places offering War of 1812 experiences (figure 1.8).

**1.6.7 OTHER RELATED STUDIES AND PLANS**

■ **Star-Spangled Banner National Historic Trail Interpretive Plan (NPS 2011c)**









The *Star-Spangled Banner National Historic Trail Interpretive Plan* (NPS 2011c) provides guidance for achieving a unified approach to developing and sustaining meaningful, high-quality interpretive services and visitor opportunities along the trail. The NPS led development of the plan through a year-long process building upon eight regional stakeholders’ workshops and numerous consultations.

The plan envisions a collaborative of public and private partners working together to interpret trail assets and to advocate for their protection. The plan provides a general guide to help trail partners at individual sites develop interpretive programs, services, and media that match their site-specific assets to the types of audiences they serve and connect their places to the larger themes of the trail and to other geographic regions.

■ **Access, Stewardship and Interpretive Opportunity Plan for Water Portions of the Star-Spangled Banner National Historic Trail (MD DBED 2010a)**

The Maryland Office of Business and Economic Development (MD DBED) in collaboration with the National Park Service, the Maryland Bicentennial Commission and other state agencies recently completed the *Access, Stewardship and Interpretive Opportunity Plan for Water Portions of the Star-Spangled Banner National Historic Trail* (MD DBED 2010a).

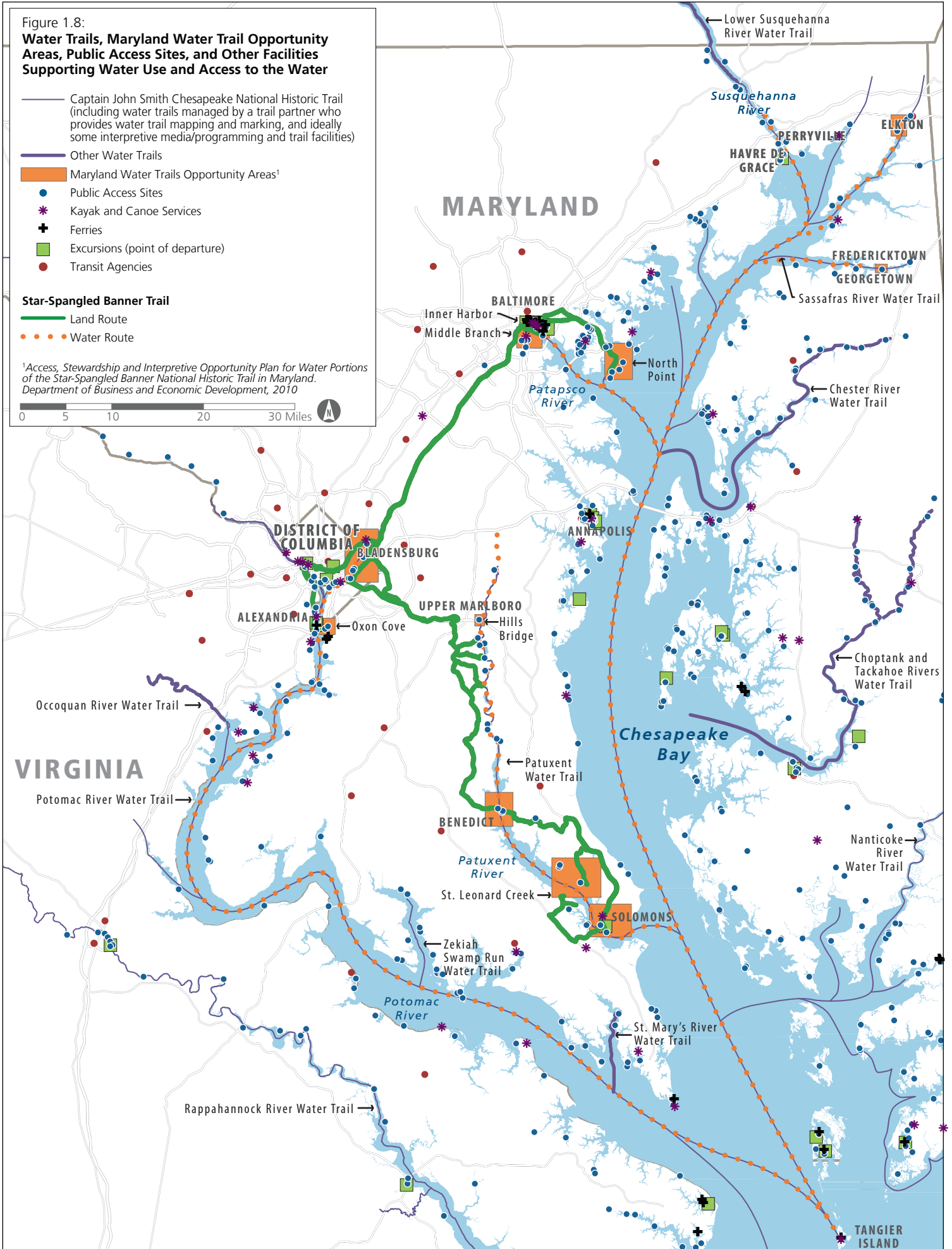
Figure 1.8:  
**Water Trails, Maryland Water Trail Opportunity Areas, Public Access Sites, and Other Facilities Supporting Water Use and Access to the Water**

-  Captain John Smith Chesapeake National Historic Trail (including water trails managed by a trail partner who provides water trail mapping and marking, and ideally some interpretive media/programming and trail facilities)
-  Other Water Trails
-  Maryland Water Trails Opportunity Areas<sup>1</sup>
-  Public Access Sites
-  Kayak and Canoe Services
-  Ferries
-  Excursions (point of departure)
-  Transit Agencies

**Star-Spangled Banner Trail**

-  Land Route
-  Water Route

<sup>1</sup>Access, Stewardship and Interpretive Opportunity Plan for Water Portions of the Star-Spangled Banner National Historic Trail in Maryland. Department of Business and Economic Development, 2010



The plan contains specific recommendations to expand public access, stewardship, and interpretation along proposed segments of the trail on the Patuxent, Patapsco, Potomac, and Anacostia Rivers, as well as the Upper Bay, Tangier Island, and the Miles, Severn, Chester, and Choptank Rivers on the Eastern Shore. The plan makes four primary recommendations:

- implement a water trails framework (composed of 11 project areas) based around the location of War of 1812 historic resources (figure 1.8)
- develop access and infrastructure improvements in concert with interpretive programming
- support the development of local initiatives that advance projects identified in the water trails framework
- develop materials that support the water trails framework as a whole and educate the public about how to access it

Also identified in the plan are additional projects along the each of the water trails framework’s branches and segments that are not located within the 11 project areas.

Led by investments of the Maryland War of 1812 Bicentennial Commission, full implementation of the plan

will require coordinated federal, state, and local partners, including government agencies, non-profit and for-profit organizations, and individuals.

- **Rural Villages Study and the Prince George’s Star-Spangled Banner Scenic Byway Corridor Management Plan (ongoing)**

The Rural Villages Study and the Prince George’s Star-Spangled Banner Scenic Byway Corridor Management Plan (M-NCPPC ongoing) is a combined planning effort led by M-NCPPC, supported by funding from the National Scenic Byways Program with matching funds from Prince George’s County. The effort will identify actions to preserve and enhance rural communities in southeastern Prince George’s County, specifically addressing common issues perceived by rural community residents. Recommendations will address how to treat rural landscapes, roadway design, architectural features, and other elements valued by the community. Context sensitive approaches will be offered for solving highway safety issues (including bicycle use of the roadway) and for guidance in maintaining the character-defining features of the travel corridor. Completion of the plan will enable Prince George’s County to seek additional state and federal funding for corridor improvements